



Pakenham Structure Plan

March 2017



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All **figures** (including but not limited to diagrams, visualisations and photos) are only included for illustrative purposes and are not to be interpreted as final and fixed solutions.

All **diagrams** represent the ultimate development scenario of the Pakenham Activity Centre 2035, unless otherwise stated.

A number of proposed major infrastructure items identified in this document will be dependent on Council successfully advocating to the Victorian Government and affiliated agencies, including but not limited to VicRoads, VicTrack and PTV.

Revision history

This document was:

- adopted by Council on 20 April 2015.
- was revised in April 2016 at the request of the Victorian Department of Environment, Land, Water and Planning (DELWP) to remove any reference to the incorporation of the Pakenham Structure Plan Urban Design Guidelines into the Cardinia Planning Scheme (refer to the Council document - internal reference INC1625602).
- was revised and re-adopted by Council in March 2017 as a result of recommendations in the Panel Report for Planning Scheme Amendment C211. This included text changes requested by PTV and VicTrack. Officers took this opportunity to update the structure plan to ensure its content was up-to-date and relevant. For a list of changes refer to the Council Report (internal reference INT17410).

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Abbreviations

CFA	Country Fire Authority
DELWP	Department of Environment, Land, Water and Planning
DPCD	Department of Planning and Community Development (former)
DTPLI	Department of Transport, Planning and Local Infrastructure (former)
LPPF	Local Planning Policy Framework
MSS	Municipal Strategic Statement
PTV	Public Transport Victoria
RRLA	Regional Rail Link Authority
SES	State Emergency Service
SPPF	State Planning Policy Framework
UGB	Urban Growth Boundary
VPP	Victoria Planning Provisions



1. Executive Summary

Pakenham Structure Plan provides an aspirational and exciting blueprint for development of Pakenham Activity Centre over the next 20 years.



The Pakenham Structure Plan (Pakenham SP) will be the primary tool to guide Council's decision making on planning matters and in the planning of works to improve the amenity of Pakenham Activity Centre (Pakenham AC).

Figure 1b provides an overall plan of the Pakenham AC.

The structure plan is organised into seven colour coded sections.

[Section 1 – Executive summary](#)

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Section 2 - Introduction

Pakenham AC includes:

- the area currently known as Pakenham town centre comprising the shopping strips of John and Main streets, Pakenham Place and Pakenham Central Marketplace
- part of the Bald Hill Road industrial area
- the former Pakenham Racecourse site and the former Pakenham Consolidated School site
- the immediate residential neighbourhoods and areas of open space and community facilities bound by Princes Highway, Pakenham Creek, Racecourse Road, the railway reservation and McGregor Road.

Figure 4 provides an aerial photo outline of the Pakenham AC.

Section 3 - Background

The structure plan is the outcome of four years of research and consultation led by Cardinia Shire Council in consultation with the Pakenham community, Victorian Government departments, agencies, service providers, local business operators and other interested parties. Pakenham SP has also been guided by feedback and work undertaken by professional consultancies engaged by Council.

Pakenham SP was prepared over four stages, including key consultation phases which informed and guided the preparation of this document.

Figure 5 provides an overview of the stages of the Pakenham SP evolution.

The Victorian Government's Metropolitan Planning Strategy for Melbourne (*Plan Melbourne*) sets the vision and guides Melbourne's growth through to the year 2050. Pakenham is identified as an activity centre (see glossary) in *Plan Melbourne*.

Pakenham Town Centre Urban Design Framework (2004)

The *Pakenham Town Centre Urban Design Framework (Pakenham TC UDF)* is a reference document in the *Cardinia Planning Scheme* that currently guides development within the Pakenham AC.

After the Council adoption of this document, an amendment to the *Cardinia Planning Scheme* will be sought to incorporate the Pakenham SP into the planning scheme.

The *Pakenham TC UDF* will be revised and additional urban design guidelines will be developed for uses currently not covered by the *Pakenham TC UDF*.

The new document (revised *Pakenham TC UDF*) will be known as the *Pakenham Structure Plan Urban Design Guidelines (Pakenham SP UDG)*. It is envisaged that the *Pakenham SP UDG* will be included in the *Cardinia Planning Scheme*.

The *Pakenham TC UDF* will remain in the *Cardinia Planning Scheme* as a reference document pending the inclusion of the *Pakenham SP UDG* in the *Cardinia Planning Scheme*.

Section 4 - Vision

In 2035 Pakenham Activity Centre will be a prosperous and sustainable activity centre accommodating high quality new development, providing local employment and a diverse range of retail, commercial and residential options.

Main Street will with be the heart of the activity centre with an attractive, innovative and integrated shared space where people and traffic move about in harmony. The street, public realm and open space network will be interconnected, vibrant and welcoming, used by everyone at all hours of the day.

Pakenham railway station will be a high amenity 'state-of-the-art' facility offering an efficient and reliable multi-modal service that is safe and accessible to all.

The ambiance of the Pakenham Activity Centre will inspire a strong sense of community pride where the community and visitors can shop, eat, relax, enjoy, work and live.

The strategic response to this vision is encompassed in four themes which apply across the entire Pakenham AC and nine precincts which provides more detailed direction specific to particular areas.

Figure 2 provides an overview of understanding the components of the structure plan.

Section 5 - Strategic response

The structure plan is grouped in four main themes.

- Activities and land use
- Access for all
- Public Realm
- Built form and environment

Figure 1a provides a diagram showing the strategic layers that create the Pakenham Structure Plan footprint.

Activities and land use

Housing

Opportunities exist for a range of affordable, attractive, well-designed and safe living options that are accessible to all and close to services and public transport. Pakenham SP encourages housing options that go beyond that of the current housing stock within the existing residential area. Housing will be integrated into the mixed use and retail core areas, particularly for smaller housing options. Ideally, Pakenham AC should include a range of housing types at a variety of price points and typologies.

Core retail

Pakenham SP reinforces the importance of the traditional street environment in Main Street (between John Street and Station Street) and encourages additional retail diversity that activates trade in the evenings and the weekend, reinforcing its core retail function.

Maintaining safe and accessible pedestrian connections from Pakenham Central Marketplace and Pakenham Place to the Main Street core retail area (predominately via the arcades) will assist in consolidating the core retail area to intensify development.

Mixed use

Mixed use areas predominately abut the core retail area and enable a diverse range of compatible uses such as residential, commercial, community services and offices. Residential use is encouraged in the upper levels of mixed use developments to maintain active uses at the street level. An increase in housing density for mixed use developments on strategic sites is encouraged, such as those within close proximity to the Pakenham railway station.

Industrial

This area provides the southern gateway to Pakenham. In the medium to long term, the industrial area could accommodate complementary commercial land with high amenity employment that moves away from large scale manufacturing and provides greater opportunities for other more employment-intensive economic sectors (i.e. education and creative industries).

Community services and civic uses

Pakenham SP seeks to attract more service providers to allow the community access to a range of health and wellbeing opportunities without having to travel outside of their local area.

Refer to Figure 9 Activities and land use.

Access for all

Access for all considers all modes of movement and includes pedestrians, cyclists, vehicles and public transport.

The delivery of infrastructure outlined in this structure plan will occur over a long period of time. The timeframes for delivery are as follows:

- short term (up to five years)
- medium term (5–10 years)
- long term (10+ years)
- ultimate term (20 + years)

Items identified as ‘ultimate’ require commitment and substantial funds from all levels of government. It is envisaged that such projects could be delivered well beyond the life of this structure plan.

Refer to Figure 13 Access for all.

Railway crossings

Level crossings (see glossary) are located on Main Street, McGregor Road and Racecourse Road. A level pedestrian crossing is located opposite Savage Street which connects the residential area surrounding Pakenham AC to the ‘rear’ of the Pakenham Place shopping centre.

The structure plan identifies the replacement of the level crossings with grade separated crossings (see glossary). The replacement of a level crossing with grade separated crossing (whether it be an overpass or underpass) is a major project that would require significant funding from the state Victorian and/or federal Australian governments as well as funds from Cardinia Shire Council.

Pakenham SP places the following major projects in the ultimate time frame:

- Replacing the McGregor Road and Racecourse Road level railway crossing with an overpass (road over rail).
- Replacing the pedestrian level crossing opposite Savage Street with an underpass (path under rail) for pedestrians and cyclists.
- Extending Webster Way to connect to Henry Road (north of the railway line) via an underpass (road under rail).
- The closure of the level crossing at Main Street and the closure of Main Street as a through road after the Webster Way underpass is constructed. A pedestrian and cycle underpass (path under rail) is to be constructed at Main Street.

Further detailed investigation and design is required in relation to these projects.

In the interim preliminary designs have been prepared to upgrade McGregor Road across the level crossing with a new carriageway. This project requires funding which has not been secured at this point in time. It is envisaged that this project will be delivered in the medium term.

Pedestrian and cycling

Continuous paths of travel from all directions entering Pakenham AC are needed. A path network is not only important to people who are walking or cycling, but also to people with disabilities and the growing number of community members who are traveling by other means such as a wheelchair or mobility scooter.

Pakenham SP will ensure new developments provide passive surveillance (see glossary) over laneways, car parks and along pedestrian and cycle routes. Car parks will be required to be designed to adequately address pedestrian access for all. Existing arcades have been identified as essential key pedestrian links to and from John and Main streets.

Refer to Figure 10 Pedestrian Network and Figure 11 Cycle Network.

Vehicles and car parking

The road network within Pakenham AC provides a good level of accessibility from all directions into the activity centre. Pakenham AC is surrounded by significant roads in the form of Princes Highway, Racecourse Road, Bald Hill Road, Henty Street and McGregor Road. Local streets provide access to residential areas within Pakenham AC.

Princes Highway, Racecourse Road and Koo Wee Rup Road are all VicRoads declared main roads. At this point in time, McGregor Road is a local road; however, it is envisaged that it will become a VicRoads declared main road at some point in the future.

A dual-lane service road exists along the southern side of Princes Highway which provides safe and convenient access for properties fronting Princes Highway. The structure plan identifies new traffic signals at the intersection of Princes Highway and John Street.

A new intersection is proposed at the Henry Road extension (through the former Pakenham racecourse site) and Racecourse Road. The development of the former Pakenham racecourse site will trigger the statutory mechanisms involving VicRoads, the developer and Council in order to deliver this intersection. It is envisaged that this could occur in the short to medium term.

Changes are envisaged for Main Street are as follows:

- Main Street in the short to medium term where Main Street will be deviated through the former consolidated school site to McGregor Road. Traffic signals are proposed at the deviated Main Street and McGregor Road.
- The current intersection of Main Street with McGregor Road will be redesigned (once the deviation has been constructed) to only allow a 'left out' from Main Street onto McGregor Road and a 'left in' from McGregor Road into Main Street.
- Between John Street and Station Street in the medium to long term, where it is envisaged that Main Street will be converted to a shared space (see glossary).
- Main Street level crossing will be closed to vehicles and an underpass will be provided to enable pedestrian and cycle access. This is only to occur once the Webster Way extension and grade separation is constructed. This project is within the ultimate timeframe.

There is a strong need to provide an alternative route for vehicles to access and circumvent the core retail area without putting further pressure on the valued street character of the area, in particular that of Main Street. The Pakenham SP introduces an orbital road to Pakenham AC.

The orbital road by-passes the core retail area of John and Main streets and provides alternative access points to enter the core retail area while allowing vehicles to have an efficient and convenient connection to the arterial road network that surrounds the activity centre.

To make the orbital road fully functional, it will require the creation of two strategic links.

- A link will be required to formalise the connection from Flower Street to Drake Place through Pakenham Place shopping centre.
- A link will be required to extend Stephenson Street to Henry Street which is likely to be a long-term project delivered by Council through statutory means.

Car parking

It is important that Pakenham AC accommodates a balance of both long-term and short-term parking options in strategic locations to allow convenient access. It is recognised that car parking is fundamental to the success of the activity centre.

Further work is required to gain a better understanding of the existing car parking characteristics of the area. A car parking strategy is required for Pakenham AC.

Refer to Figure 12 Existing and Proposed Car Parking.

Public transport

The Pakenham railway station is located in the eastern section of Pakenham AC and is within 400 metres of the majority of the core retail area and part of the residential, mixed use and industrial areas.

Pakenham railway station is a multi-modal station (see glossary); it allows people to transfer between bus and train services as well as other modes such as walking, cycling and vehicles.

However, there are limited facilities for commuters in terms of shelter and personal security as the site can be quite isolated with limited passive surveillance (see glossary).

An upgrade of the current Pakenham railway station to a 'state of the art' modern integrated multi-modal facility with frequent and accessible modes of transport will require significant investment from the Victorian Government.

Metropolitan trains on the Pakenham line operate with a 20-minute frequency during peak hours but the service is limited during non-peak hours, evenings and on weekends. V/Line is the state's regional public transport provider. Two V/Line services pass through Cardinia Shire at Pakenham and terminate at Southern Cross station in Melbourne.

A bus interchange is located at the Pakenham railway station which currently is the terminus for five routes and a stop for an additional route.

A regional bus service operates between Koo Wee Rup bus and coach interchange and Pakenham train station. Two V/Line coach services pass through Cardinia Shire.

A taxi zone is located on land owned by Public Transport Victoria (PTV); however, it is not a taxi rank in a true sense. Taxi ranks are designated places for taxis to wait for passengers.

Public realm

Public realm comprises accessible spaces that are publicly owned and serve a range of uses and functions. For the purpose of the Pakenham SP public realm has been divided into three types; open space, streets and gateways.

Open space, streets and gateways help define the character of a place, provide the means to move from one destination to the next, and are also important factors in helping make individuals and communities healthier through incidental physical activity facilitating social connection.

Open space

The main established open spaces within Pakenham AC are PB Ronald Reserve (which is bound by Henry, Anderson and John Streets) and Bourke Park (Station Street).

It is important to ensure that existing and any proposed open space areas are of a high quality that complement Pakenham AC, are well connected by paths and are able to be used for a range of activities.

The re-engineering and landscaping of the creek network and the introduction of destination nodes at strategic locations also assist in providing a well-connected, distinctive open space network.

Streets

Streets not only enable movement to, from and within Pakenham AC, they are also fundamental to the experience of locals and visitors. The liveliness, design and ease of access of the street network are an important part of what people remember about a place they visit.

Modifications may be required to some streets within Pakenham AC to better serve the demands of a growing centre and provide a higher quality streetscape in key locations.

Gateways

A number of gateways already exist within Pakenham AC, but there is significant scope to enhance new gateways and improve the quality and effectiveness of existing gateways. It is important that gateways improve the 'first impression' and help engender a sense of civic pride.

Built form and environment

The current built form character of Pakenham AC is heavily entwined with the development history of the town itself. This has left a legacy that can be appreciated not only in terms of the buildings but also, in the streets, the lot sizes and configuration.

The built environment has a significant impact on the wider natural environment. Many development practices are not environmentally aware or sustainable in the long term. Council is committed to the achievement of environmentally sustainable development (ESD) (see glossary).

Character and heritage

Historic influences helped shape the character and identity of Pakenham. Seven sites are currently affected by a Heritage Overlay (as specified in Clause 43.01 of *Cardinia Planning Scheme*).

The heritage study (Maloney et al: 2013) identified that seven sites as well as a series of precincts within Pakenham AC may warrant protection under the Cardinia Planning Scheme Heritage Overlay.

Provisions in the Pakenham SP will ensure new development integrates appropriately with historical built form and not detract from it.

Sustainability

Environmentally sustainable design (ESD) seeks to reduce the impacts of the construction and use of buildings on the natural environment. Sustainable buildings provide higher quality and healthier environments through the use of design features such as increased daylight, natural ventilation, water collection and storage and the use of solar panels. All of these elements have an overall aim of minimising the impact of the building on the environment.

Pakenham SP ensures both public and private sector new residential and non-residential developments apply best practice ESD principles and incorporate the key principles of water sensitive urban design (WSUD) (see glossary).

Section 6 - Precincts

Precinct plans provide detailed descriptions and initiatives for key areas or individual sites in the Pakenham AC. Pakenham SP identifies nine precincts, each with its own objective, strategies and actions to implement the vision of Pakenham SP.

Precinct 1 – John and Main Streets

Precinct 2 – Station Street

Precinct 3 – Princes Highway (south side)

Precinct 4 – Pakenham Place

Precinct 5 – Former Pakenham Racecourse

Precinct 6 – Former Consolidated School

Precinct 7 – High Amenity Employment

Precinct 8 – Entertainment Plaza

Precinct 9 – Civic Gateway

Table 1 – Pakenham Structure Plan Precincts 2035 provides a summary of each of the precincts.

Figure 16 shows the location and extent of each of the precincts within the Pakenham Activity Centre.

Section 7 - Implementation

An implementation plan will be developed outlining the steps required to achieve each of the actions in the Pakenham SP. The implementation plan will also include implementation responsibilities, priorities and timing.

It is envisaged that a Steering Committee will be established which would include council representatives, community members and key stakeholders to oversee and assist in the Implementation Plan.

Following the Council adoption of the Pakenham SP, a series of planning scheme amendments will be sought to implement the structure plan.

Victorian Government departments and agencies will need to play a key role in implementing the identified actions beyond the control of Council. Council will play an advocacy role to develop long-term partnerships for the delivery of these projects.

Funding of projects

The Pakenham SP identifies a number of actions whereby Council is responsible for the projects' delivery. Such projects place additional strain on the existing Council budget.

Council will need to explore a range of other sources to assist in funding these projects. The range of mechanisms include (but not limited to):

- Victorian and Australian Government funding sources
- Development contributions plans (DCP) (see glossary), cash-in-lieu schemes (see glossary) to fund parking facilities and special charge schemes (see glossary) for capital works
- Public-private partnership and joint ventures with the private market on Council-owned land.

As part of the implementation process, the structure plan review process will occur every five years. Monitoring the implementation of the structure plan will be through an annual report to Council.

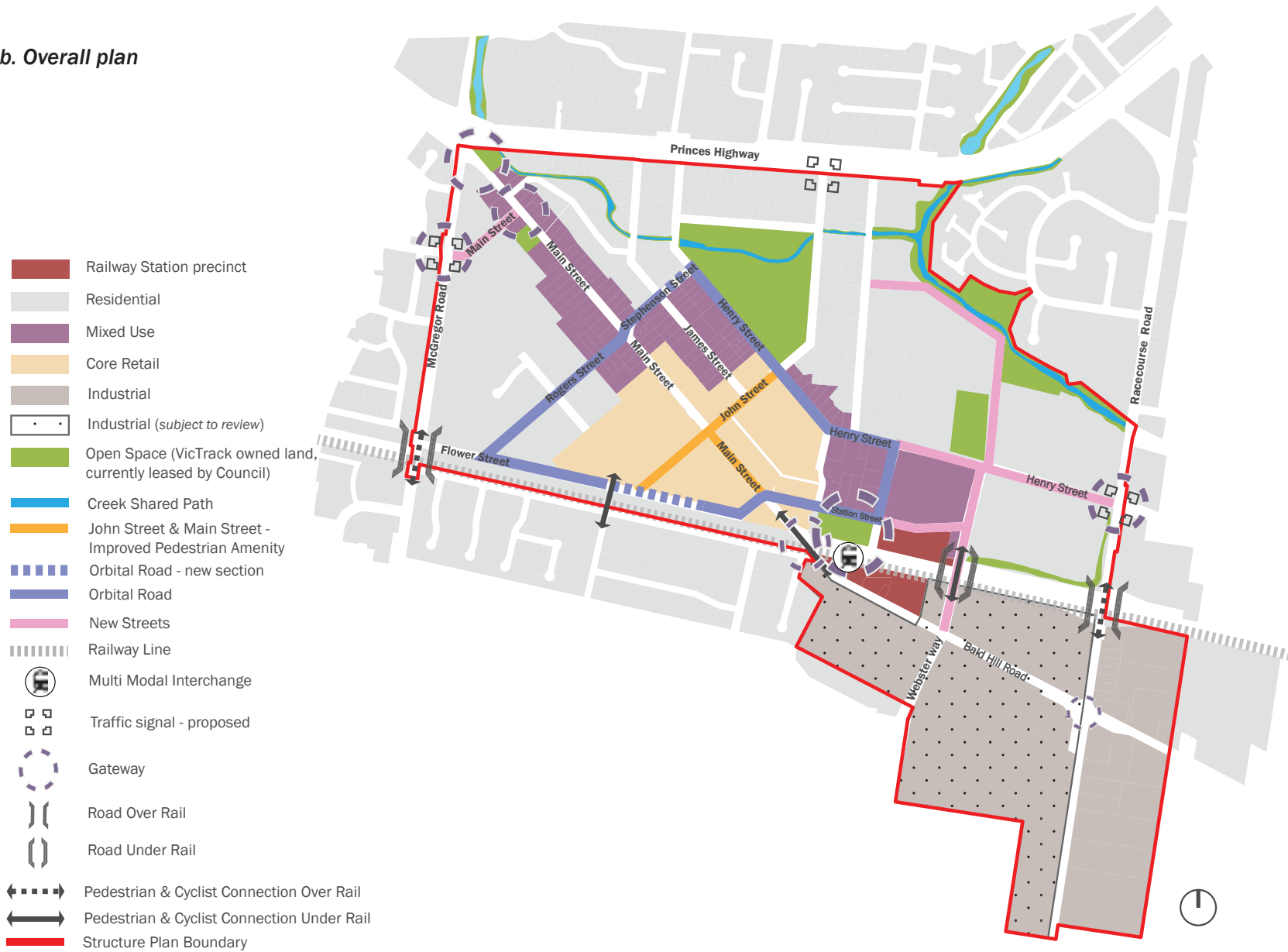
Figure 1a. A series of layers help complete the final layout for the Pakenham Activity Centre.



Table 1 Summary of Pakenham Structure Plan 2035	
Precinct	What the precinct proposes
1 – John and Main Streets	<p>Main Street (between John Street and Station Street) and John Street (from PB Ronald Reserve to Pakenham Place) will:</p> <ul style="list-style-type: none"> • be a shared space (for the section of Main Street between John Street and Station Street) that naturally gives priority to pedestrians at peak times but allows convenient vehicle circulation at other times • have a footpath width to allow for more on-street trading (such as outdoor dining) and facilitate safe movement of pedestrians and cyclists • provide intersection treatments at John Street/Main Street and Station Street/Main Street that are safe and convenient for pedestrians and cyclists.
2 – Station Street	<p>Station Street is the gateway from the Pakenham railway station and Bourke Park and plays an important role in providing an arrival experience to the Pakenham AC. It has a strategic advantage due to its close proximity to public transport, the core retail area and community facilities. This precinct will have street-orientated mixed use development with multi-level higher density housing and employment opportunities.</p>
3 – Princes Highway (south side)	<p>The residential component of this precinct will remain, albeit at a higher density. This site has a strategic advantage due to its exposure to Princes Highway and its proximity to the main road network. Other complementary uses will be established such as accommodation as well as medical services and facilities.</p>
4 – Pakenham Place	<p>An innovative street-based shopping centre model. This precinct will be built on existing street connections as well as provide an important missing link of the orbital road. It will also introduce a new high-quality urban space at the end of John Street.</p>
5 – Former Pakenham Racecourse	<p>A higher density precinct, predominately residential with a mixed use component. This precinct will create a new urban character supporting a vibrant and safe public realm with a high level of cross-site permeability, excellence in architecture, urban design and landscape, integrating Pakenham Creek.</p>
6 – Former Consolidated School	<p>Provides housing diversity and greater housing choice, through high quality, well-designed medium density housing which could be in the form of a retirement village. There will be sufficient land protection area around the 'Federation Oak' and a 'useable' public open space area. The precinct accommodates the deviation of Main Street to McGregor Road.</p>

7 - High Amenity Employment	A valuable strategic site that benefits from being within walking distance of the Pakenham railway station and core retail area. Provides for built form renewal to help enhance this gateway to the Pakenham AC through moderately scaled, high quality development that addresses both Koo Wee Rup and Bald Hill roads. New development will also provide an appropriate transition to the adjacent residential areas. Webster Way connection to the north will be a grade separation of the railway line (road under rail).
8 - Entertainment Plaza	A pedestrianised space that provides activities outside of core business hours and evening activation of the Pakenham railway station. The construction of this grade separation will enable the closure of the Main Street level crossing to vehicles enabling this area to be developed to its full potential.
9 - Civic Gateway	This precinct will be a prominent gateway to the Pakenham AC as well as a key node for civic uses.

Figure 1b. Overall plan





2. Introduction

Pakenham Structure Plan will be the primary tool to guide Council's decision making on land use and transport planning matters to improve the amenity of Pakenham Activity Centre.



2.1 Understanding the structure plan components

The structure plan has been prepared using the framework established by the (former) Department of Planning and Community Development (DPCD) in *Structure Planning for Activity Centres, Practice Note 58 (April 2010)*.

The Pakenham SP is made up of seven sections.

Section 1 – Executive summary

Provides a brief synopsis of the key issues in this document.

Section 2 – Introduction (*this section*)

Explains how to understand the different sections and components of the structure plan and defines the Pakenham AC.

Section 3 – Background

Outlines stages of the evolution of the Pakenham SP which includes the *Pakenham Structure Plan Initial Discussion Paper (May 2012)*, the *Pakenham Structure Plan Key Directions Paper (August 2012)* and the *Draft Pakenham Structure Plan (October 2014)*.

This section also provides an overview of community and stakeholder feedback, sets the context in terms of key policy documents and supporting studies and provides a Pakenham community profile today and in the future.

Section 4 – Vision

Sets out the values and aspirations of the Pakenham community and identifies the future vision for the Pakenham AC in 2035.

Section 5 – Strategic response

Sets out an objective as well as a list of strategies and actions for four themes to enable the implementation of the vision of Pakenham SP.

The four main themes which apply across the Pakenham AC are:

- Activities and land use (such as housing, core retail, mixed use, industrial, community services and civic uses).
- Access for all (railway crossings, pedestrian, cycling, vehicles, car parking and public transport).
- Public realm (open space, streets and gateways).
- Built form and environment (character, heritage and sustainability).

The **objective** articulates what the structure plan aims to achieve in relation to a particular theme, such as the goal intended to be attained or the desired outcome.

Strategies and actions are similar; they both provide a solution to achieving the objective. However, for the purpose of this structure plan, **strategies** relate to the method or processes used to achieve the objective, such as how Council will assess and guide proposals within the Pakenham AC. **Actions** relate to more tangible or measurable tasks; an action is a task that can be allocated, placed within a timeframe of when it should be done, and may even need specific funds allocated to it. Each action has been assigned a reference number which will be reflected in the *Pakenham Structure Plan Implementation Plan (2015 - 2035)*.

Section 6 – Precincts

Provides detailed descriptions and initiatives for key areas or individual precincts in the Pakenham AC. Precincts are made up of areas with common aims and objectives; they are theme-based opportunity areas.

Pakenham SP has nine precincts, each with its own objectives, strategies and actions to implement the vision of Pakenham SP.

Precinct 1 – John and Main Streets

Precinct 2 – Station Street

Precinct 3 – Princes Highway (south side)

Precinct 4 – Pakenham Place

Precinct 5 – Former Pakenham Racecourse

Precinct 6 – Former Consolidated School

Precinct 7 – High Amenity Employment

Precinct 8 – Entertainment Plaza

Precinct 9 – Civic Gateway

Section 7 – Implementation plan

An implementation plan will be prepared after the Council adoption of the Pakenham SP. It will provide a detailed list of actions necessary to implement the vision of the Pakenham SP.

Figure 2 provides a visual representation of the main components of the Pakenham SP.

Figure 2. Understanding the structure plan components



2.2 The study area

The study area for Pakenham SP is identified in Figure 3 The Study Area.

The study area is bounded by:

- Princes Highway to the north (which includes a ribbon of mixed use, residential and public use zoned land north of Princes Highway)
- Racecourse Road to the east (which includes a ribbon of residential, retail and industrial development east of Racecourse Road)
- McGregor Road to the west (which includes a ribbon of residential development west of McGregor Road)
- a block of residential and industrial land to the south of the railway line that extends along Henry Street and Bald Hill Road.

The study area formed the basis for background documents and supporting studies undertaken for the Pakenham SP.

Figure 3. The Study Area



2.3 Pakenham Activity Centre

The Pakenham AC area has been refined and is smaller than the project area shown in the *Initial Discussion Paper* and the *Key Directions Paper* exhibited in 2012.

The revised boundary for the structure plan area has evolved following a more detailed review and clearer understanding of the land uses contained within the boundary. The definition of the exact boundary of the Pakenham AC was influenced by a number of factors, such as the geographical barrier of major roads, existing land use patterns and areas that will attract greater level of change due to their proximity to the core retail area and public transport.

Not all areas within the Pakenham AC will be affected in the same way; some areas may experience little change while other areas may experience moderate or greater change.

Pakenham is defined as an Activity Centre under state and local government planning policy. The Pakenham SP applies to land identified as the Pakenham AC, which is depicted in Figure 4.

The Pakenham AC is bounded by:

- Princes Highway to the north
- Pakenham Creek and a pocket of open space to the north east
- Racecourse Road to the east
- McGregor Road to the west
- the railway reservation to the south from McGregor Road to Bald Hill Road
- the Bald Hill Road industrial zone boundary to the south east from Main Street and Bald Hill Road to a pocket of industrial land east of Racecourse Road.

The Pakenham AC includes:

- the area currently known as Pakenham Town Centre, which comprises the shopping strips of John and Main streets including the shopping centres Pakenham Place and Pakenham Central Marketplace
- part of the Bald Hill Road industrial area
- the former Pakenham racecourse site and the former Pakenham consolidated school site
- the immediate residential neighbourhoods
- areas of open space and community facilities.

Initial Discussion Paper (May 2012)



Key Directions Paper (August 2012)



Figure 4. Pakenham Activity Centre





3. Background

The structure plan is the outcome of over four years of research and consultation.



3.1 Community and stakeholder feedback

The structure plan has been developed by Cardinia Shire Council in consultation with the Pakenham community, Victorian Government departments and agencies, service providers, local business operators and other interested parties. Pakenham SP has also been guided by feedback and work undertaken by professional consultancies engaged by Council.

Pakenham SP was prepared over stages, including key consultation phases, which informed and guided the preparation of this document as outlined in Figure 5.

Figure 5. Stages of the Pakenham Structure Plan



Community consultation - Initial Discussion Paper (2012), Main Street



Community consultation - Key Directions Paper (2012), Pakenham Hall



Community consultation - Draft Pakenham SP (2014), Pakenham Hall



3.1.1 Stage 1 – Exhibition of the Initial Discussion Paper

The purpose of the *Pakenham Structure Plan, Initial Discussion Paper (May 2012)* was to enable Council to consult with the community, major stakeholders, agencies and government departments to gain an understanding of the issues and opportunities for Pakenham. The paper outlined some issues and opportunities as a guide and posed questions to encourage submissions to help identify what might be missed and identify issues and ideals for the future of Pakenham.

This paper was exhibited from May to June 2012. Community consultation encompassed a number of engagement activities during this time which included a community survey and a youth survey completed by VCAL (see glossary) students.

Following this consultation process, 114 community surveys and 36 youth surveys were received, as well as 13 other submissions. Five common themes emerged from the submissions which formed the basis for Stage 2, the *Key Directions Paper*.

3.1.2 Stage 2 – Exhibition of the Key Directions Paper

The *Pakenham Structure Plan, Key Directions Paper (August 2012)* aimed to present the findings received from feedback from the resident and business community, government agencies and service providers, and other interested stakeholders. The paper outlined the emerging common themes and provided key directions established from these themes.

The paper was placed on public exhibition from August to September 2012. As with the *Initial Discussion Paper*, consultation included a number of options to engage the community as well as government authorities. Sixteen submissions were received from community members, land owners and government authorities.

Overall the feedback was quite positive with a lot of support for the emerging themes and key directions outlined in the paper.

3.1.3 Stages 1 and 2 – Strengths of the Pakenham Activity Centre

Throughout the consultation process of stages 1 and 2, the community identified the following as being some of the strengths of the Pakenham AC:

- that the centre of Pakenham is relatively flat
- Pakenham has a rural feel and is within close proximity to the city
- the amount of open space, including the sporting and recreation facilities such as the sports grounds, skate park, parks and reserves
- the strong sense of community
- friendly people
- it's a growing town
- affordable
- well located in terms of accessing services
- diversity in shops
- provides all services for daily needs
- street shopping in John and Main streets
- proximity to the freeway.

3.1.4 Stages 1 and 2 - Issues facing Pakenham Activity Centre

Information gathered during the consultation process of stages 1 and 2 identified a number of issues facing the Pakenham AC; however, submissions also identified a number of ways to potentially improve or address these concerns, such as:

- provide a footpath environment that can accommodate pedestrians, motorised scooters and prams
 - provide a range of sporting facilities that encourage more youth sporting groups and increase the number of playgrounds in and around the town centre
 - address the need for additional toilets required in the town centre and parks
 - increase the number of footpaths and designated crossing points in the Pakenham AC to ensure a safe walking experience in order to give pedestrians greater priority over cars
 - maintain the character of Pakenham's buildings by protecting heritage buildings
 - improve public transport in and around Pakenham
 - manage traffic congestion
 - increase parking opportunities for workers and commuters
- consolidate future commercial development within the existing town centre to minimise the threat of further car dependency
 - provide new opportunities to start businesses and enable opportunities to work in and around Pakenham
 - encourage and facilitate home business
 - increase the number and availability of taxis
 - locate medium density development close to Pakenham railway station and the town centre
 - explore housing above shops in the town centre.

Community consultation - Draft Pakenham SP (2014), Listening Post at Pakenham Place



Community consultation - Draft Pakenham SP (2014), Listening Post in Main Street



Community consultation - Draft Pakenham SP (2014), Listening Post in Main Street



3.1.5 Stage 3 – exhibition of the Draft Pakenham Structure Plan (2014)

Responses to the *Pakenham Structure Plan, Initial Discussion Paper (May 2012)* and the *Pakenham Structure Plan, Key Directions Paper (August 2012)* were used to prepare the *Draft Pakenham Structure Plan (2014)*. The draft structure plan was prepared using the framework established by the Department of Planning and Community Development (DPCD) in the *Structure Planning for Activity Centres, Practice Note 58 (April 2010)*.

The *Draft Pakenham Structure Plan (2014)* (*draft Pakenham SP*) was placed on exhibition from October to December 2014. Numerous opportunities were created to engage the local community, businesses, government agencies and stakeholders.

Consultation included the following:

- three ‘listening posts’ and an open house information evening at Pakenham Hall
- hand delivered information to businesses in central Pakenham and Bald Hill Road as well as handing out information at the Pakenham railway station, information flyers sent to business and property owners in the study area, community organisations, government departments, agencies and relevant authorities, as well as Australian and Victorian members of parliament
- email to 75 people on a database set up during stages 1 Stage 2 who advised they wanted to stay informed on the progress of this project
- attendance at FReeZA Committee (see glossary) meeting at MyPlace Pakenham (youth requested to fill out questionnaire) as well as meeting with landowners, key stakeholders and agencies
- advertisement in the Pakenham Gazette as well as three articles which included a front page article, an article in Connect (Council’s magazine), information on Council’s website and posters in shops and key locations in Pakenham.

In all 20 submissions were received as well as 11 youth questionnaires.

3.1.6 Stage 3 – Submissions received to the Draft Pakenham Structure Plan (2014)

The submissions received to the *draft Pakenham SP* generally endorsed the concepts and strategic thinking of the structure plan.

Submissions have been addressed by providing further clarification to some sections of the structure plan, in particular the figures used in the document and the sections relating to activities and land use, pedestrian and cycling, vehicles and parking, railway crossings and public transport.

Draft Pakenham Structure Plan (October 2014)



3.1.7 Stage 4 – Council adoption of the final structure plan

Feedback received from the exhibition of the *Draft Pakenham Structure Plan (2014)* informed the preparation of the *Pakenham Structure Plan (2015)* which was adopted by Council at its meeting on 20 April 2015.

3.1.8 Stage 4 – Planning Scheme Amendment process

Planning Scheme Amendment C211 was prepared by Council to incorporate the *Pakenham Structure Plan (April 2015)* into the *Cardinia Planning Scheme*. The Amendment was exhibited from May to June 2016. Council received 6 submissions, 1 submission was withdrawn, 3 submissions requested changes to the Amendment and the remaining 2 submissions supported the Amendment. On 15 August 2016 Council resolved to appoint an independent Planning Panel to consider to submissions received.

3.1.9 Stage 4 – Panel process and Panel Report

The Panel Hearing was held on 25 October 2016. The Panel Report was received on 21 November 2016 and the Panel recommended a number of modifications to the Amendment and the contents of the Pakenham SP document. The Panel also requested Council prepare an ‘incorporated provisions’ document.

The Amendment and the documents prepared as a result of the recommended changes outlined in the panel report were adopted by Council on 20 March 2017 and submitted to the Minister for Planning for approval in March 2017.

The complete Pakenham SP (March 2017) (this document) will be a Reference Document in the *Cardinia Planning Scheme*.

The *Pakenham Structure Plan Incorporated Provisions (March 2017)* will be an Incorporated Document in the *Cardinia Planning Scheme*.

3.2 Metropolitan context

Pakenham AC is approximately 60 kilometres south-east of central Melbourne; south of Princes Highway and north of Princes Freeway. It includes the Pakenham railway station and encompasses approximately 181 hectares.

Two metropolitan activity centres are located in Cardinia Shire: Pakenham and Officer (which is proposed as part of the *Officer Precinct Structure Plan (OPSP)*). The township of Officer is located approximately 8 kilometres west of Pakenham AC.

Pakenham AC is a regional hub servicing areas both within and beyond the municipal boundary.

Nearby competing commercial centres located beyond the municipal boundary include:

- Fountain Gate / Narre Warren – approximately 21 kilometres to the north-west in the City of Casey which has been identified in *Plan Melbourne* as a Metropolitan Activity Centre (MAC) (see glossary)
- Berwick Activity Centre (also in the City of Casey) – approximately 15 kilometres to the west
- Dandenong Metropolitan Activity Centre (MAC) – approximately 30 kilometres to the west of Pakenham AC.

Within the Casey - Cardinia Growth Area (see glossary) there are emerging employment areas. The *Cardinia Road Employment Precinct Structure Plan (CREP)* applies to approximately 590 hectares of land within this corridor. *CREP* is located approximately 7 kilometres to the south-west of the Pakenham AC and is envisaged to be a multi-functional regional employment node delivering a diverse mix of jobs to the Casey-Cardinia region.

The *South East Business Park (SEBP)* is situated approximately 4 kilometres south of the Pakenham AC and is 165 hectares of industrial and commercial land adjacent to the Princes Freeway. It is envisaged this land will cater for a new generation of business by providing occupants with a functional and attractive industrial environment that includes tree-lined streets, maintained landscapes as well as a high standard of buildings.

Figure 6 provides an overview of the metropolitan context.

Vision (artist's impression) for Cardinia Road Employment Precinct



South East Business Park Southeast Boulevard



Figure 6. Metropolitan Context Map



3.3 Local context

The Pakenham AC is relatively flat with some natural creeks flowing through and around the town centre, as well as man-made channels and waterways to the north. These waterways are a combination of visible flow paths and covered drains.

The local context is depicted in Figure 7.

The commercial core of the Pakenham AC has traditionally been located on Main Street between John and Station streets. Over the years, development has progressively dispersed away from this central point with the development of Pakenham Place in the mid-1980s and more recently Pakenham Central Marketplace (in 2012).

Pakenham AC has two large key sites which will be developed in the coming years: the former Pakenham racecourse site and the former Pakenham consolidated school site which are now in private ownership.

As a historic town with regional importance, Pakenham has a number of substantial open space areas that provide a green space within short walking distance of Main Street. These also serve other functions as they include a number of recreational, sporting and community facilities.

The main established open space areas within the Pakenham AC are PB Ronald Reserve (Council owned land) and Bourke Park (VicTrack owned land that is managed by Council). A number of purpose-built sporting facilities also exist in close proximity to the Pakenham AC which cater to a regional catchment, including Cardinia Life, Pakenham Regional Tennis Centre and Toomuc Reserve.

Pakenham railway station is located towards the south eastern end of the Pakenham AC. Commuters have access to both a metropolitan rail service as well as services provided by V/Line to regional Victoria (to and from Melbourne Southern Cross Station to Bairnsdale).

The railway line has three level crossing points enabling north-south road, cycle and pedestrian traffic movement to and from the Pakenham AC. A separate pedestrian level crossing of the railway line is located centrally between McGregor Road and Main Street.

The broader catchment area of the Pakenham AC is characterised by a mix of both established and recently developed areas surrounding it to the north and south. Land to the east is established, with the exception of the industrial area which is still under development. Land immediately to the west is also established, with more recent development in areas to the south-west.

Pakenham AC - looking east from Henty Road hilltop (taken from former shire offices)



Main Street - looking from Main & John Street roundabout towards centre pedestrian crossing



John Street - looking north-east towards Pakenham Central Marketplace



Pakenham Central Marketplace - looking from John Street



Pakenham railway station building front entrance (located north of railway line)



Pakenham Place - looking from the car park towards Woolworths and the pedestrian crossing



Former Pakenham consolidated school site located between Main Street and McGregor Road



Pakenham Creek which runs through Sid Earle Reserve and connects north of Princes Highway



Figure 7. Local Context Map



3.4 Pakenham Community Profile

3.4.1 Pakenham today

At the 2011 Census, 2,265 residents were living within the Pakenham AC study area.

The Pakenham AC study area has been compared to 'Pakenham Precinct' (which encompasses the central part of the suburb of Pakenham) and 'Greater Melbourne' (which is predominately the non-regional areas of Victoria).

Compared with Pakenham Precinct and Greater Melbourne, Pakenham AC study area has:

- fewer families with children
- a greater proportion of retirees and residents approaching retirement age
- higher number of single-person households
- larger percentage of the work force are labourers
- lower proportion of detached houses
- larger percentage of two-bedroom dwellings and medium density development (which includes all semi-detached, row, terrace, townhouses and villa units, plus flats and apartments in blocks of one or two storeys and flats attached to houses)
- lower car ownership, with higher proportions not owning a car or only owning one car

- higher proportion of renters
- higher number of low income households (earning <\$599 per week).

3.4.2 Pakenham in the future

Population forecasting data is currently not available for the Pakenham AC. Forecasting data is however, available for Pakenham Precinct (which encompasses Pakenham AC).

In 2015, the population of the Pakenham Precinct was approximately 34,291 and is projected to increase to approximately 41,737 people by 2036 – an increase of 34 per cent.

It is predicted that by 2036 the following will occur.

The three dominant household types will be:

- couple families with dependents (28%)
- couples without dependents (28%)
- one person households (27%).

Lone person households are predicted to experience the largest increase, with around 1,699 additional people between 2011 and 2036 (accounting for 25% of all households).

An additional 6,674 dwellings are forecast to accommodate the growing population, which represents an average of 266 new dwellings per year.

The proportion of population at retirement age (65+) is estimated to increase by 55 per cent.

Areas expected to see an increase in housing are a mix of greenfield and infill development (such as Pakenham AC), with the Pakenham racecourse site forecast to deliver the highest number of dwellings (approximately 850).

While the forecasting data encompasses an area much broader than Pakenham AC, correlations exist between the current situation and the forecast data in terms of the continued growth of the ageing population and an increase in lone person households.

The high volume of population growth that Pakenham Precinct is expected to experience over the next 20 years will require an increase in services and housing to ensure the needs of the community are met.

[Information for the Pakenham community profile was obtained from Profile.id]

3.5 Policy context

State Planning Policy Framework (SPPF)

The *State Planning and Policy Framework (SPPF)* (see glossary) encourages urban consolidation in areas with good access to activity centres, public transport and employment areas. It also promotes good urban design to create environments that are safe, diverse and offer opportunities for walking and cycling. Activity centres should meet the needs of local communities and provide retail, entertainment, office and commercial opportunities.

Plan Melbourne – Metropolitan Planning Strategy (May 2014)

Plan Melbourne is the Metropolitan Planning Strategy for Melbourne that guides Melbourne's growth through to the year 2050. It seeks to integrate long-term land use, infrastructure and transport planning to meet the population, housing and employment needs of the future.

Plan Melbourne introduces a new set of categories for defining the urban structure of the city's economy. This new approach acknowledges National Employment Clusters (see glossary) and simplifies the categorisation of activity centres. All former 'principal' and 'major' activity centres are now referred to as 'activity centres'.

Plan Melbourne defines an activity centre as a suburban centre that provide a focus for services, employment, housing, transport and social interaction. Activity centres aim to provide access to a wide range of goods and services in centres that are planned and managed by local government, with some serving larger subregional catchments.

Pakenham is identified as an activity centre in *Plan Melbourne*.

Local Planning Policy Framework (LPPF)

Pakenham AC is located within the growth corridor in the Pakenham Precinct. Within the *Local Planning Policy Framework (LPPF)* (see glossary), the principles of the SPPF are supported, including providing for a diverse range of uses within activity centres to meet the needs of the community.

The need to control the development and expansion of Pakenham AC is recognised as well as the need to provide medium density housing within and surrounding activity centres. Other issues identified within the *LPPF* include providing for a strong urban design response for new development, facilitating appropriate access for those with limited mobility, managing the impact of signage on the surrounding area and recognising the role of design in increasing safety and perceptions of safety.

Pakenham Town Centre Urban Design Framework (July 2004)

The *Pakenham Town Centre Urban Design Framework (Pakenham TC UDF)* is a **reference** document (see glossary) in the *Cardinia Planning Scheme*. The *Pakenham TC UDF* provides key principles, strategies and implementation priorities and provides guidance for future development for 20–30 years.

The purpose of the *Pakenham TC UDF* is to:

- outline the current issues constraining growth and development
- identify the opportunities for development of the town centre
- develop a strategy for guiding future design and planning decisions
- outline realistic development works that can be easily implemented and prioritised.

The vision outlined in the *Pakenham TC UDF* is that it will be:

- a vibrant town centre that provides a range of goods and services, entertainment, employment opportunities and housing
- a town centre that provides a high level of urban amenity and a safe environment
- a town centre that is well serviced by public transport.

To achieve the vision for the Pakenham Town Centre, the urban design framework considers land use, urban form and movement (traffic management, car parking, public transport, pedestrian and cycling).

Pakenham Town Centre Urban Design Framework (2004) vs Pakenham Structure Plan (2015)

Actions within the structure plan (which also form part of the implementation plan) identify that the *Pakenham TC UDF* will be revised and additional urban design guidelines will be developed for uses currently not covered by the *Pakenham TC UDF*. This new document (revised *Pakenham TC UDF*) will be known as the *Pakenham Structure Plan Urban Design Guidelines (Pakenham SP UDG)*. It is envisaged that the *Pakenham SP UDG* will be included in the *Cardinia Planning Scheme*.

The *Pakenham TC UDF* will remain in the *Cardinia Planning Scheme* as a reference document pending the inclusion of the new *Pakenham SP UDG* in the *Cardinia Planning Scheme*.

3.6 Supporting studies

Pakenham SP has also been informed by a number of planning studies undertaken for the Pakenham AC or as part of the Growth Area planning. These studies are listed below.

- Cardinia Pedestrian & Bicycle Strategy (2003) (Reviewed 2007)
- Pakenham Urban Design Framework Study (November 2012)
- Retail Core Analysis and Recommendations (August 2012)
- Pakenham Inter War and Post War Heritage Study (May 2013)
- Drainage Assessment Pakenham Town Centre (June 2013)
- Pakenham Town Centre Grade Separations (December 2013)
- Greater Pakenham Traffic Model (July 2014)
- St James Estate Comparative Heritage Study (July 2014)
- Pakenham Bicycle Network Plan (July 2014)

3.7 How to use the structure plan

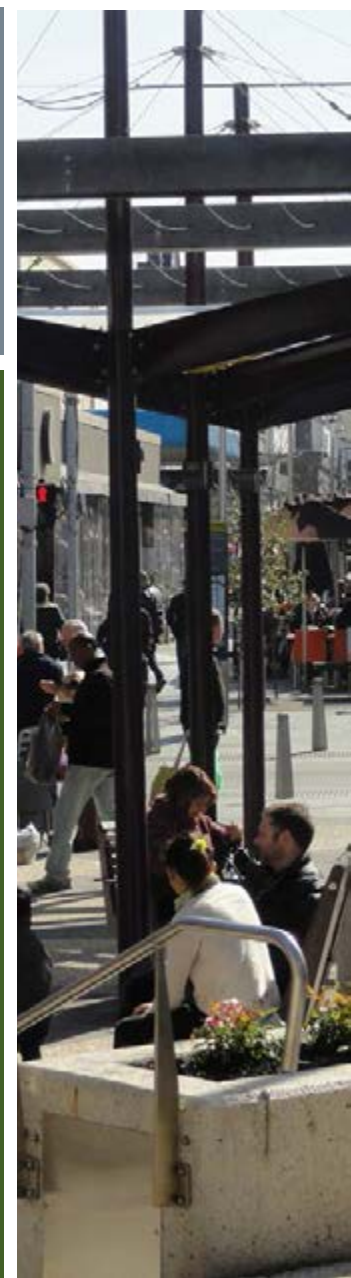
Development proposals should continue to respond and adhere to the Pakenham TC UDF.

Should a discrepancy occur between the Pakenham TC UDF and the Pakenham SP the proposal should generally be in accordance with the vision, strategic response and precinct plan (if applicable) of the Pakenham SP.



4. Vision

In 2035 Pakenham Activity Centre will be a great place to shop, eat, relax, socialise, work and live.



In 2035 the Pakenham Activity Centre will be a prosperous and sustainable activity centre accommodating high quality new development, providing local employment and a diverse range of retail, commercial and residential options.

Main Street will be the heart of the activity centre with an attractive, innovative and integrated shared space where people and traffic move about in harmony.

The streets, public realm and open space network will be interconnected, vibrant and welcoming, used by everyone at all hours of the day.

Pakenham railway station will be a high amenity 'state-of-the-art' facility offering an efficient and reliable multi-modal service that is safe and accessible to all.

The ambiance of the Pakenham Activity Centre will inspire a strong sense of community pride where the community and visitors can shop, eat, relax, socialise, work and live.

Prosperity

- A compact, attractive and vibrant street-based retail core with a clearly identifiable 'heart' located in Main Street between John and Station Street.
- Ongoing employment and business opportunities with the added advantage of being located within the Pakenham Activity Centre and its surrounds and having convenient access to public transport.
- A variety of well-designed housing options that cater to all members of community, including providing opportunities for more and better integrated social housing options.
- A range of community and civic services for the region.

Sustainability

- Diverse housing options and a full range of community facilities.
- A variety of local employment opportunities and an efficient and convenient public transport network which will enable residents and workers to depend on their cars less.
- Linked pedestrian and cycle network to the residential and employment areas, community facilities and the public realm, as well as to public transport which will make it easier for people to walk and cycle.

- A highly sustainable centre with new development (both private and public) as well as the public realm incorporating environmentally sustainable design principles (ESD) to reduce waste, pollution and energy consumption.

Public realm

- A high quality public realm that supports activity, interaction and wellbeing.
- A range of public spaces that will encourage interaction with others and provide a connection with the natural environment.
- Embrace Pakenham Creek as a valued passive open space area with a means of safely and efficiently getting from one local destination to another (as a pedestrian and/or cyclist).
- Attractive parks and reserves that are well connected to the wider public realm network and within easy walking distance of car parking and public transport.
- A street environment within the core retail area (John and Main Street) that will not only be for movement, but will be a place that facilitates business and social activity.
- Landmark buildings and landscaping to act as gateways to the activity centre.

Heritage and identity

- A 'sense of place' through the implementation of high quality urban design, heritage protection and public art.
- A new urban fabric that is designed to be contextually driven (see glossary), human scaled (see glossary) and, where appropriate, ambitious.
- A number of meeting places and activities to foster a strong sense of community.

Access for all

- A street and open space network designed to promote active transport (e.g. cycling and walking).
- An extensive integrated pedestrian and cycle network that is a desirable alternative to using private vehicles.
- Enable vehicles to easily circulate around the core retail area by using the orbital road.
- Access to convenient and safe car parking.
- A 'state-of-the-art' multi-modal public transport interchange located at the Pakenham railway station that incorporates a frequent and convenient public transport network.



5. Strategic Response

The strategic response to the vision is encompassed in four themes which apply across the Pakenham Activity Centre and nine precincts which provide detailed planning and initiatives for key areas in the activity centre.



Four themes apply across the Pakenham AC:

- **Activities and land use** which includes housing, core retail, mixed use, industrial as well as community services and civic uses
- **Access for all** which includes railway crossings, pedestrians and cycling, vehicles and car parking as well as public transport
- **Public realm** which includes open space, streets and gateways
- **Built form and environment** which includes character and heritage as well as sustainability.

In addition to these four themes, Pakenham SP has nine precincts. Precincts provide detailed descriptions and initiatives for key areas/ individual precincts in the activity centre. Precincts comprise areas of common aims and objectives; they are theme-based opportunity areas. The nine precincts are outlined in Section 6 of the Pakenham SP.

5.1 Activities and land use

Pakenham AC has changed significantly over the past 20 years and will continue to change in line with population growth, changing consumer preferences and in response to the development market. These changes can be guided positively through the community's vision for the Pakenham AC as expressed through this structure plan.

In 2011, census data showed that 54 per cent of Cardinia Shire's working population commute to jobs located outside of the municipality. More employment opportunities need to be made available locally and the Pakenham AC is one of the places where this will happen.

Activities and land use

Objective

Reinforce the Pakenham Activity Centre's role as a regional hub promoting a diverse mix of land uses that include retail, mixed use, commercial, industrial, residential as well as civic and community services to assist in increasing the number of people living, working and visiting the Pakenham Activity Centre.

Strategies

1. Promote a diverse mix of land uses including retail, mixed use, commercial, industrial as well as civic and community services.
2. Promote residential development within strategic locations to enable residential intensification.
3. Encourage proposals within the Pakenham AC to comply with the *Pakenham TC UDF*.
4. Discourage land fragmentation which may compromise the achievement of the Pakenham SP objectives, except where fine grain development is a desirable outcome, such as John and Main streets.
5. Where appropriate, encourage the consolidation of land to facilitate the creation of viable integrated development sites or in order to achieve a building and space of excellent benchmark quality.
6. Where appropriate and in order to achieve the best possible outcome, facilitate a land swap or other form of agreement between landowners.
7. Respect and enhance the valued traditional active fine grain 'main street' character of the centre.

8. Ensure key significant sites are not under-developed, in order to maximise their economic contribution to the Pakenham AC.
9. Where appropriate, engage with the community, local businesses and key stakeholders to ensure the successful delivery and implementation of the Pakenham SP.
10. Where necessary, liaise with relevant authorities and agencies in order to assess the impact of new development within the Pakenham AC on existing essential services such as water supply, sewerage, drainage, gas, electricity and telecommunications.

Actions

- A1. Provide ongoing support to businesses and provide guidance should there be a desire to establish a business group for Pakenham AC.
- A2. Phase 1 - Seek an amendment to the *Cardinia Planning Scheme* to reference the *Pakenham Structure Plan* (this document) into the scheme and incorporate the *Pakenham Activity Centre Incorporated Provisions* which extracts the substantive planning requirements of the Pakenham SP that directly relate to decision making on permit applications into more succinct document suitable for incorporation.
- A3. Phase 2 – On the completion of the additional investigations, as directed in the implementation plan, seek an amendment to the *Cardinia Planning Scheme* to implement the Pakenham SP via the Activity Centre Zone (ACZ) (see glossary) to the land identified in Figure 9: Activities and land use (in accordance with DPCD *Activity Centre Zone Practice Note 56 September 2009*) and/or alternative zones and overlays. Ensure the planning scheme amendment provides direction in relation to information that must be provided as part of an application. An example is outlined in Appendix A.
- A4. Undertake further strategic investigations in relation to the industrial zoned land within Pakenham AC. The outcome of this investigation may form part of a future planning scheme amendment.
- A5. Establish a steering committee which includes Council representatives, community members and key stakeholders to oversee and assist in the implementation of the Pakenham SP.
- A6. Review the Pakenham TC UDF in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.

- A7. Review processes to ensure a streamlined approval process for applications with the Pakenham Activity Centre (as outlined in 7.2 Approval Process).

5.1.1 Housing

A significant increase in housing stock is required in the Pakenham AC in order to adequately accommodate the expected population increase (an additional 10,000+ people in the Pakenham Precinct by 2036).

Housing within the Pakenham AC is currently dominated by detached housing on single lots (49%), closely followed by medium density housing (46%) (see glossary). The majority of medium density housing within the Pakenham AC is unit development. Careful consideration needs to be given to the amount, type and location of various forms of housing to cater for the future needs of the community.

All of the land within the Pakenham AC is within convenient walking distance of the core retail area. Opportunities exist for a range of living options that are affordable, attractive, well designed, safe, and accessible to all. The maximum possible number of people should be given the opportunity to live in a location with access to the range of services and public transport that the Pakenham AC has to offer.

Housing options are to go beyond that of the housing stock within the existing residential area as well as being integrated into the mixed use and retail core areas, particularly for smaller housing options.

Ideally, Pakenham AC should include a range of housing types at a variety of price points.

Residential intensification (see glossary) is recommended in the Pakenham AC. This will predominately occur as infill development, with the exception of the former Pakenham racecourse site (Precinct 5) and the former consolidated school site (Precinct 6).

Infill development is possible within the residential area of the Pakenham AC as block sizes tend to be quite large. Infill development tends to offer more housing diversity and forms such as apartment developments and townhouses. Depending on the actual lot size and whether the existing house is to remain, infill development could enable two to four new dwellings to be constructed on the one lot.

Consolidation of lots is encouraged to enable innovative and diverse housing forms. The creation of a battle-axe block (see glossary) is the least preferred option as this is considered to be an underdevelopment of the site and could prejudice the site for further development.

It is important to note that a number of unit developments within the Pakenham AC have already been subdivided to enable individual ownership with access being via common property (see glossary). The redevelopment of such sites can be problematic unless agreement is reached with all those owning units within the strata title. Therefore redevelopment of the existing unit sites is considered to be a long-term option.

The need for affordable housing, as well as crisis and social housing has been raised in Council's *Housing Strategy, Strategic Action Plan 2013-18 (Housing Strategy)*.

The *Housing Strategy* identifies a lack of affordable rental housing in Pakenham and in some cases multiple families are living together in order to be able to afford the rent. Senior people in the community are also having difficulty finding appropriate housing in Pakenham.

Smaller lot sizes, smaller houses and generally a greater diversity of dwellings are starting to be developed across greenfield sites within Cardinia Shire delivering a lower priced product. Such housing stock should also be made available within the Pakenham AC.

However, for those who can only afford housing at the lower end of the market, all forms of housing stock becomes less affordable as the location becomes more desirable. Even a one-bedroom apartment within a desirable area like an activity centre (which has a range of services and facilities at its doorstep) could be considered to be unaffordable to those on low-moderate incomes.

The *Housing Strategy* identified social housing as an area of need. Social housing is rental housing provided by not-for-profit, non-government or government organisations to assist people who are unable to access suitable accommodation in the private rental market. A constraint often facing organisations building social housing can be community reaction.

Often when an element of social housing is proposed within a development, community opposition can be quite intense. The community want to know who is going to live in the homes; perception is often that social housing automatically leads to problem tenants.

Council is committed to ensuring that all residents are able to attain housing that meets their needs.

Refer to Figure 9 Activities and Land Use.

Housing

Objective

Increase the density and diversity of housing throughout the residential and mixed use areas, with opportunities for upper level residential uses in the core retail area of the Pakenham Activity Centre.

Strategies

1. Promote a diverse range of housing types that have regard to the issue of affordability, are well designed and are based on high quality architectural and urban design principles, as well as being adaptable to new uses and functions.
2. Support residential opportunities that are more intensive, to increase housing diversity to cater for smaller households and younger and senior age groups.
3. Support an increase in housing density in close proximity to the core retail area, Pakenham railway station and abutting the open space network.
4. Encourage a mix of dwelling sizes and types within individual developments to cater for different household sizes and types.
5. Encourage housing proposals within the Pakenham AC to comply with the Pakenham TC UDF.
6. Discourage traditional development (for example single detached dwellings) in favour of more intensive housing forms (i.e. terrace housing, apartments, etc.).
7. Encourage the consolidation of lots to enable larger forms of residential development to occur, such as apartments.
8. Encourage home-based businesses to locate in residential and mixed use areas within the Pakenham AC.
9. Ensure development is respectful of the existing neighbourhood character and amenity, and complements adjacent heritage buildings and potential heritage precincts.
10. Discourage developer covenants that restrict the diversity of housing and the potential for future redevelopment in residential areas.
11. Encourage the integration of social housing and affordable housing opportunities into residential developments.
12. Encourage the provision of well-designed aged care developments in appropriate locations.
13. Support community entities, housing associations and private developers that propose the provision of social housing in the Pakenham AC.

Actions

- A8. Review the Pakenham TC UDF in relation to the preferred built form and design outcomes for housing in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.
- A9. Continue discussions with housing associations to explore and identify partnership and funding opportunities for additional social housing to be provided within the Pakenham AC.
- A10. Identify and propose land parcels and locations (including Council-owned land) within the Pakenham AC that could be developed for social housing.
- A11. Provide information to educate the community about the need and purpose of the various types of housing forms that might be referred to as affordable and/or social housing to help alleviate community concern or confusion.

**Apartments with a shared courtyard,
The Nicholson Melbourne**



**High density development with a shared courtyard,
Stockholm (Sweden)**



**Three storey terrace housing,
St Kilda**



**Apartments with an affordable housing component,
Carlton**



**Four storey housing (next to Melbourne University),
South Carlton**



**Terrace housing with recessed garages,
Lea Street Melbourne**



5.1.2 Core retail

The core retail area is a key component of the Pakenham AC that services local residents, workers and visitors to the area.

Pakenham AC provides a traditional retail street environment in Main Street between John Street and Station Street, with a focus on small shops that provide a more unique and diverse shopping experience.

The community values having a true 'main street' in Pakenham and enjoys the strip shopping experience.

The section of John Street, between Henry Street and Pakenham Place is a key activity area with relatively new retail and office development north-east of Main Street. Continued retail use along the entire length of John Street is considered important to strengthen existing retail development abutting either side of John Street.

Pakenham Central Marketplace is a large retail complex with both underground and street level parking. It is located to the 'back' of the north-eastern side of Main Street and is linked to Main Street via a series of arcades. To the south west 'back' of Main Street, Pakenham Place provides a series of free-standing retail buildings with street level parking.

The community feel that the layout of the Pakenham AC is becoming dispersed and this is having an impact on its vitality. Walking from one destination to another is becoming a challenge for some people.

Retail uses, in particular, can be weakened through separation. This dispersion also threatens the vitality of John and Main streets. Significantly more activity can be accommodated in the core retail area; it is estimated that Pakenham AC has approximately 61,000 square metres of retail floor space, this number is expected to grow by another 26,000 square metres over the next 20 years.

Further strategic work is required in relation to the potential floor space of the retail, commercial and mixed use land within the Pakenham AC as defined in this structure plan. The purpose of this review is to assist in providing an indication of an appropriate figure for additional car parking that will ultimately be required in the Pakenham AC. The need for a car parking assessment is discussed in further detail in Section 5.2.3.

As noted earlier in this document, Pakenham AC is considered to be a regional hub servicing areas both within and beyond the municipal boundary.

'Bigger' economic issues, such as the size of the catchment of the Pakenham AC, the location and strengths of competing retail facilities, and the degree to which those alternative facilities are able to effectively serve the needs of the Pakenham AC catchment, are important factors that have a bearing on the success of the Pakenham AC.

A number of other crucial factors exist that, in combination, can impact on the performance of the Pakenham AC core retail area, whether it be an individual store, Main Street or any of the two free-standing shopping centres, such as:

- the quality of the centre itself, especially the major anchors of the centre
- the mix of tenants relative to the needs of the catchment which it serves
- the physical layout of the retail area and ease to use it
- the ease of accessibility, car parking, as well as public transport
- the atmosphere and ambience of the centre, as well as protection from the elements of weather.

The Pakenham SP, Pakenham SP Implementation Plan and the *Pakenham Activity Centre Incorporated Provisions* document will assist in ensuring that these elements are addressed so the Pakenham AC has a competitive advantage.

Central pedestrian crossing Main Street, between John and Station Streets



Pakenham Plaza Arcade - link between Main Street and council car park.



Pakenham Central Marketplace one of two front entrances from the car park



Pakenham Arcade - link between Main Street and Treloar Lane/Pakenham Central Marketplace



John Street - looking south-west from traffic signals towards Pakenham Place supermarket



Lane way - pedestrian link between John Street to rear Council car park



**Eastern section of Pakenham Place,
at the end of John Street**



**Main and Station Streets intersection (roundabout),
looking towards level crossing**



A key to Pakenham's renewal and longevity will also be the attraction of greater investment from both the public and private sectors.

In the long term, the footprint of the Pakenham AC core retail area needs to transition away from a centre dominated by single-storey buildings with large at-grade car parking areas to a more intensified centre with multi-level buildings and multi-deck car parking with active frontages along all streets.

Refer to Figure 9 Activities and Land Use.

Core retail

Objective

Create a dynamic retail core that activates the street and offers a variety of businesses, including restaurants, cafes and entertainment offering extended hours of operation and creating a vibrant street life.

Strategies

1. Promote consolidation in the core retail area in order to intensify development (excluding Precinct 1 – John and Main streets, where fine grain development is paramount).

2. Focus retail activity at the ground level in the traditional 'main street' areas identified in Precinct 1 – John and Main streets.
3. Encourage additional retail diversity that activates trade in the evenings and the weekend, while complementing its core retail function.
4. Reinforce the importance of the pedestrian connection from Pakenham Central Marketplace and Pakenham Place to the Main Street core retail area, predominately via the arcades.
5. Ensure retail and other uses open onto the arcades to ensure passive surveillance and support the perception of safe linking spaces.
6. Support and encourage the dining and restaurant sector as well as entertainment and leisure facilities into the core retail area that generates activity after standard day-time business hours to help improve safety and security and to assist in generating activity in the centre.
7. Promote mixed use, residential and office uses above retail and commercial premises to provide for additional people living within the Pakenham AC and provide greater passive surveillance of streets.

8. Focus large format retailing such as a supermarket or discount department store and larger format entertainment activities such as cinemas to the existing shopping centres at Pakenham Central Marketplace and Pakenham Place.
9. Smaller scale leisure activities should be directed to Precinct 8 – Entertainment Plaza.
10. Encourage proposals within the core retail area of the Pakenham AC to comply with the Pakenham TC UDF.

Actions

- A12. Review the Pakenham TC UDF in relation to the preferred built form and design outcomes for the core retail area in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.
- A13. Explore opportunities with owners and managers of Pakenham Central Marketplace and Pakenham Place for better integration with the shopping centre areas with the existing street network and maintaining/improving linkages to John and Main streets.

- A14. Undertake an assessment of the potential floor space of the retail, commercial and mixed use land within the Pakenham AC as defined in this structure plan. The purpose of the review of floor space is to provide a future view of the likely scope of demands on the existing and future activity centre system such as for car parking. It is not intended to be used as a constraint on floor space development.

**Arcade with evening trade,
Athens (Greece)**



**Internal arcade at Melbourne Central,
Melbourne**



**Outdoor dining and night time activity,
Carlton**



Retail street with active frontages,
Lynbrook Activity Centre *



Shopping centre includes upper level car park,
Caroline Springs Town Centre *



5.1.3 Mixed use

The mixed use areas within Pakenham AC enable a range of compatible residential, commercial and other uses which allow for a greater level of intensity and diversity. In addition to the designated residential precincts within the activity centre, opportunities exist for broadening the quantity and range of housing types, including at the upper levels of mixed use developments.

Refer to Figure 9 Activities and Land Use.

Mixed use

Objective

Create mixed use areas that offer a broad range of compatible residential, commercial and community uses and provide an appropriate transition to the Pakenham Activity Centre core retail area from the surrounding areas.

Strategies

1. Encourage community uses, offices or residential development in the upper levels of mixed use developments, maintaining active uses at the street level.

2. Support an increase in housing density as part of mixed use developments on strategic sites in close proximity to the Pakenham railway station.
3. Ensure any cluster of mixed use activities within an integrated development is sensitive to the residential interface and, if applicable, any significant heritage sites.
4. Ensure residential uses within mixed use developments include noise attenuation measures and other design solutions to ensure a high level of residential amenity without compromising the viability of non-residential uses.
5. Encourage proposals within the mixed use area of the Pakenham AC to comply with the Pakenham TC UDF.

Action

A15. Review the Pakenham TC UDF in relation to the preferred built form and design outcomes for the mixed use areas in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.

Mixed use (retail at ground level, residential on upper levels), Springvale



Mixed use (retail/office at ground level, residential on upper levels), Elgin Street Carlton



5.1.4 Industrial

The industrial area within Pakenham AC is an established area; however, an element of renewal exists. Several new developments have been approved in recent years which are contributing to an improved streetscape in what is the southern gateway to the Pakenham AC. It is considered that this area is undergoing regeneration and renewal.

It is envisaged that in the medium to long term, the existing industrial and service uses will consolidate into a more efficient urban form. This area could accommodate some complementary commercial land with high amenity employment that moves away from large scale manufacturing and provides greater opportunities for other economic sectors that are more employment intensive (i.e. education and creative industries).

Precinct 7 is located within this area. This precinct is well placed to transition from industrial uses to high amenity employment opportunities, as it is within an easy walkable distance of the Pakenham railway station and the core retail area. Further strategic work will need to be undertaken for the industrial zoned land within Precinct 7 which should reaffirm the future directions of this precinct. Refer to 6.7 Precinct 7 – High Amenity Employment for more information in relation to this review.

Refer to Figure 9 Activities and Land Use.

Bald Hill Road, looking south-east from Pakenham railway station southern car park



Bald Hill Road, looking north-west from Bald Hill Road roundabout



Industrial

Objective

Strengthen the mix of businesses in the industrial area to improve the amenity and attractiveness of the area and provide for greater densities of employment.

Strategies

1. Encourage both the retention of existing key industries and the establishment of new industry considered suitable for the southern gateway to Pakenham AC and, when within close proximity of a residential area, compatible with residential uses.
2. Encourage continued business and employment opportunities ranging from small to medium-sized industry and local service businesses.
3. Allow for additional commercial office uses within the industrial area that provide for a greater density of employment and higher quality buildings.
4. Encourage light industrial, office and other employment uses that do not negatively impact on nearby land uses.

5. Ensure development of industrial uses that interface with existing residential development incorporate additional screening, such as landscaping and acoustic treatments along common boundaries.
6. Encourage proposals within the industrial area of the Pakenham AC to comply with the Pakenham TC UDF.

Actions

- A16. Review the Pakenham TC UDF in relation to the preferred built form and design outcomes for the industrial area in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.
- A17. Review the *Draft Design Guidelines for Industrial Development December 2000* in order to protect and enhance the southern gateway to the Pakenham AC, as well as consider the interface to the abutting residential area.

- A18. Undertake a strategic review of the industrial area in the Pakenham AC with a focus on investigating suitable complementary uses that generate employment and could take advantage of the close proximity to the Pakenham railway station and core retail area. The review should include a variety of uses, some of which could activate the area in the evening or on weekends. The outcome of the review should ensure land uses and design controls assist in providing an aesthetically pleasing southern gateway.
- A19. Undertake a planning scheme amendment to implement the findings of the strategic review of the industrial area.

City of Auckland Depot converted to studios, Auckland, New Zealand



**Converted factory development to Globe HQ,
Port Melbourne**



**Converted factory development to studios,
West Melbourne**



5.1.5 Community services and civic uses

A number of community services and facilities exist in Pakenham AC that cater for the needs of the local population, the shire and beyond.

Pakenham AC has a large number of health and community services as well as a variety of support services. Pakenham is also well catered for by emergency services; Ambulance Victoria is located in the activity centre. Victoria Police, Country Fire Authority (CFA), and State Emergency Services (SES) are all located in Pakenham, west of the Pakenham AC along Princes Highway.

The Pakenham Seniors Citizens Club is located in James Street central to Pakenham AC and offers recreational programs and social activities. Mecwacare's day program for seniors (see glossary) is also delivered in Pakenham.

Council's youth facility, MyPlace, operates at 5-7 Main Street, Pakenham and offers a central point for coordinating and providing preventive and intervention services for young people aged 10-25 to help improve their health and wellbeing and personal development.

Refer to Figure 9 Activities and Land Use.

**Pakenham Library and Public Hall,
corner John and Henry Streets**



**Pakenham Scout Hall,
James Street**



**MyPlace Youth Facility,
Main Street**



**Pakenham RSL,
corner James and Snodgrass Streets**



**Old Shire Offices,
relocated to Sid Earle Reserve**



**Some of the facilities on PB Ronald Reserve include -
public pool, shelters with seating and public toilets**



Community services and civic uses

Objective

Ensure community services and civic uses are provided to cater for the local and regional needs and strengthen community services by co-locating services that will encourage synergies and positive interaction between each other and the rest of the activity centre.

Strategies

1. Locate community and government services within the Pakenham AC to take advantage of accessibility to a range of transport modes.
2. Seek to attract appropriate service providers to meet the needs of the community thereby enhancing the health and wellbeing of our community.
3. Increase awareness of community services and civic uses available in the Pakenham AC.
4. Where possible, co-locate community services and civic uses in Precinct 9 – Civic Gateway and the Pakenham Library at PB Ronald Reserve.

Actions

- A20. Review the Pakenham TC UDF in relation to the preferred built form and design outcomes for the community services and civic uses in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.
- A21. Audit all signage providing information on the location of community services and civic uses.
- A22. Review and monitor residential development occurring in the Pakenham AC and surrounding areas to assess the needs of the emerging community in relation to access to service provision.

**Library,
Hargreaves Street, Bendigo**



**New Cardinia Shire Council offices,
Starling Avenue Officer**



**Co-location Library and Community Centre,
Clayton ***



**Toomah Community Centre (health and wellbeing
community centre), Golden Green Street Pakenham**



Figure 9. Activities and land use



5.2 Access for all

Access for all considers all modes of movement and includes pedestrians, cyclists, vehicles and public transport. The Pakenham AC presents challenges for all of these modes of movement.

While Pakenham AC is serviced by the Pakenham railway station and a bus network, the level of service provided is limited mainly because of the poor coordination of public transport modes and the low frequency timetable of both the rail and bus networks during the off peak period.

The provision of environments that encourage people of all ages and capacities to use active transport (walking, cycling and public transport) as part of their daily activities, delivers multiple benefits including:

- health benefits of leading an active life (increased physical activity and reduced rates of chronic diseases)
- transport benefits of reduced congestion, car space requirements and costs
- increased mobility for people who do not drive cars (children, adolescents, older adults and some disadvantaged and low income groups)
- environmental benefits of reduced air, noise, and visual pollution
- energy use reductions through lower fossil fuel use and greenhouse gas emissions

- community strengthening through increased social interactions on streets and within neighbourhoods
- improved community safety, as 'people' places are safer places.

(Vic Walks Inc. (see glossary), Submission to Draft Pakenham Structure Plan, 18 December 2014)

New and upgraded roads (including the orbital road) will be designed to comply with the relevant Victorian Government and agency guidelines ensuring that the road cross section and intersection treatments meet the needs and sufficiently caters for public transport, pedestrians, cyclists, cars and other vehicles. All upgraded roads that are bus capable must be consistent with the *Public Transport Guidelines for Land Use Development*.

This structure plan is only the beginning of an ongoing evolution of the Pakenham AC that is currently underway. The delivery of infrastructure outlined in this section of the structure plan will occur over a long period of time.

The Pakenham SP is a strategic planning document aimed at focusing attention on the shire's future financial needs. Its purpose is to provide an improved understanding of the timing of financial needs over the life of the plan and beyond the plan – it is part projection and part predictive.

However, it is crucial that a strategic document such as this structure plan is planned for the ultimate outcome and does not prejudice the delivery of such projects.

Council must lobby and be accountable for its share of Victorian and Australian government funding. The willingness of governments to commit funds will ultimately determine the level and pace of development.

The timeframes for delivery discussed in this structure plan are as follows:

- short term (up to five years)
- medium term (5–10 years)
- long term (10+ years)
- ultimate term (20 + years)

Items identified as 'ultimate' require commitment and substantial funds from all levels of government. It is envisaged that such projects could be delivered well beyond the life of this structure plan.

Appendix B provides an overview of likely projects to be delivered with the medium term, long term and ultimate timeframe.

Refer to Figure 13 Access for all.

5.2.1 Railway crossings

The level crossings located on Main Street, McGregor Road and Racecourse Road are a significant barrier and cause disruption to drivers, pedestrians and cyclists. A level pedestrian crossing is located opposite Savage Street which connects the southern residential area surrounding Pakenham AC to the 'rear' of the Pakenham Place shopping centre.

Level crossing boom gates can be down for extended periods during peak times. This costs time, impacts on businesses which rely on the road network to run their operation, and causes major frustrations for drivers. Removing these bottlenecks by 'grade separating' the rail and the road will unblock the congestion at these crossings. This issue of safety is often raised in relation to level crossings.

The structure plan identifies the replacement of the level crossings with grade separated crossings.

The AECOM report entitled *Pakenham Rail Studies, Pakenham Town Centre Grade Separations (December 2013)* investigated concepts for future level crossing removals in Pakenham, between McGregor Road and Racecourse Road inclusive.

Table 2 Options considered for grade separation of rail crossings

	Option 1A	Option 1B	Option 2A	Option 3
McGregor Road	Road over	Road over	Road over	Road over
Pakenham Place pedestrian crossing	Subway under	Subway under	Subway under	Subway under
Main Street	Rail under	Rail under	Rail over	Pedestrian subway
Webster Way	Rail under	Road over	Rail over	Road under, replace Main Street
Racecourse Road	Rail under	Road over	Rail over	Road over

The assessment aimed to identify the lowest cost strategy to deliver safe and effective grade separations in central Pakenham while respecting the principles of the overall concept plan for the Pakenham SP. Four options were considered.

The grade separations considered included the rail being lowered (options 1A and 1B), the rail being elevated in part (option 2A), and the rail remaining at current level (option 3). Design sketches were prepared to illustrate the options. All options included incorporating improvements or redevelopment of Pakenham railway station to meet future needs.

The options were assessed against the *Key Directions Paper*, staging of works over time, amenity impacts on the community, constructability and disruption caused, as well as cost (however, detailed estimates were not prepared as part of this study).

Option 3 was considered to be the most deliverable grade separation option for the Pakenham AC. The benefits of Option 3 are as follows:

- this option requires minimal rail corridor earthworks and construction disruption would be limited typically to weekend closures
- both McGregor and Racecourse roads are grade separated road over rail, which would enable each element to be delivered independently
- by routing Main Street traffic to Bald Hill Road via Station Street and the Webster way extension, this option releases land at Main Street for a public space
- it delivers direct visual and transportation connectivity between Main Street and Bald Hill Road for pedestrians and cyclists with vehicular traffic using Webster Way.

The replacement of a level crossing with an overpass or underpass is a major project that would require significant funding from the Victorian and/or Australian governments as well as funds from Council.

Based on this, the Pakenham SP places the following four projects in the ultimate timeframe:

- Replacing the McGregor Road and Racecourse Road level railway crossing with an overpass (road over rail). It is likely that the McGregor Road proposal will impact on access to Henty Street and Rogers Street, and possibly Heritage Boulevard. The Racecourse Road proposal will likely impact on access to Campbell Street; however, it is envisaged that the Railway Avenue connection to Racecourse Road will already be closed at this point in time. It is also likely that additional land may also be required.
- Replacing the pedestrian level crossing opposite Savage Street with an underpass (path under rail).
- Extending Webster Way to connect to Henry Road (north of the railway line) via an underpass (road under rail). Land will be required for the extension of Webster Way. Works and possibly additional land will also be required to the Webster Way/Bald Hill Road intersection.
- The closure of the level crossing at Main Street and the closure of Main Street as a through road after the Webster Way underpass is constructed. A pedestrian underpass (path under rail) is to be constructed at Main Street.

Further detailed investigation and design is required in relation to these projects. This future planning process will help address how the potential impacts are managed and will include consultation with Council, land owners, the local community and other key stakeholders.

The northern section of McGregor Road has recently been upgraded to include a new carriageway and an upgrade of the existing carriageway. The duplication of McGregor Road across the level crossing was not included as part of these works. This project requires additional funding which has not been secured at this point in time.

Preliminary designs identify that an upgrade of McGregor Road across the level crossing includes a new carriageway and signalised intersections at McGregor Road/ Rogers Street as well as McGregor Road/Henty Street. Rogers Street will be restricted to 'left in' and 'left out' movements.

It is envisaged that this project will be delivered in the medium term.

Refer to Figure 13 Access for all.

**Level crossing at Main Street,
Looking east towards Pakenham railway station**



**Pedestrian level crossing,
Located at the rear of Pakenham Place**



**Level crossing at Racecourse Road,
Looking from Railway Avenue intersection**



**Level crossing at Main Street,
Looking from Bald Hill Road**



**Level crossing at McGregor Road,
Looking from Rogers Street intersection**



Railway crossings

Objective

Provide safe and convenient vehicle, pedestrian and cycle movements across the railway line with an ultimate strategic vision to replace the existing level road and pedestrian crossings with grade separated crossings.

Strategies

1. Plan for the ultimate replacement of the level crossings with grade separated crossings in the Pakenham AC to improve movement in and around the centre and facilitate safe and convenient pedestrian, cycle and vehicle connections.
2. Incorporate Crime Prevention Through Environmental Design (CPTED) (see glossary) into the design process of the pedestrian underpasses to ensure personal safety.
3. Support the upgrade of the McGregor Road level crossing (which includes duplication of McGregor Road across the railway reservation and improved traffic management at Rogers Street and Henty Street) as an interim measure in the medium term.

4. Ensure new development does not compromise the ultimate objective of delivering the grade separation of the existing level road crossings or level pedestrian crossing.

Actions

- A23. In the short to medium term, advocate for the improvement of pedestrian and cycle access at the level crossing at Main Street and the Pakenham railway station through the provision of an improved pathway to enable access for all with enhanced lighting and way-finding signage.
- A24. In the short to medium term, advocate for the duplication of McGregor Road across the railway reservation with traffic management improvements at Rogers Street and Henty Street with McGregor Road.
- A25. Advocate to the Victorian Government, VicTrack and PPTV for the delivery of grade separated crossings at McGregor Road and Racecourse Road (road over rail) to replace the existing level crossings.
- A26. Advocate to the Victorian Government, VicTrack and PTV for the delivery of grade separated pedestrian and cycle crossing mid-block of Main Street and McGregor Road as an underpass (path under rail) to replace the existing pedestrian level crossing.

- A27. Advocate to the Victorian Government, VicTrack and PTV for the delivery of Webster Way extension through to Henry Road (in the former racecourse site) via a grade separated crossing (road under rail). This project would also include constructing a pedestrian underpass at Main Street and facilitate the closure of the Main Street level crossing to vehicles.

It is acknowledged that these projects are likely to be within the ultimate timeframe.

- A28. Investigate improvement options at the roundabout at Bald Hill Road and Racecourse Road and advocate to VicRoads for funding for such improvements.
- A29. Investigate the feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide support funding towards the interim improvements to both Main Street and McGregor Road level crossing.

Pedestrian/cycle concourse - West Footscray railway station [Photo: Courtesy of the RRLA]



Aerial view showing extent of the Sunshine Railway Station redevelopment, [Photo: Courtesy of the RRLA]



Grade separated pedestrian and cycle crossing (path under rail, Cardinia Road railway station)



Anderson Street underpass (road under rail), Sunshine [Photo: Courtesy of the RRLA]



5.2.2 Pedestrian and cycling

Pedestrian and cyclist accessibility to, from and within the Pakenham AC is currently limited. Few east-west connections exist and constraints such as the railway line, the drainage and creek lines, and large sites, currently disconnect areas from each other. In addition to this, not all roads within the existing street network have paths on both sides of the road.

At this point in time, no path network exists along Pakenham or Kennedy Creek, nor are there crossing points with Princes Highway or Racecourse Road via the creek network. A path network along Pakenham Creek will however be delivered as part of the development approval of the former Pakenham racecourse site and is expected to be constructed in the short to medium term.

Continuous paths of travel from all directions entering the Pakenham AC are needed. A path network is not only important to people who are walking or cycling, but also to people with disabilities and the growing number of community members who are travelling by other means such as a wheelchair or mobility scooter.

As stated in 5.2.1, improvements to the pedestrian and cycling network will also be provided via the grade separation of the level crossings at the railway line.

For the purpose of this structure plan, walking and cycling have been grouped together. However, it is important to note that Council does acknowledge that while a relationship exists between walking and cycling these can have quite different needs and are considered to be independent transport modes. For example, the path network for walking could be quite different to the route network for cycling (which may also involve on-road routes within a low speed traffic environment within the activity centre).

However, it is also important to acknowledge that Pakenham AC is not a greenfield site and is therefore confronted with constraints of an existing road network and subdivision pattern. Such constraints may impact on what can actually be delivered in the Pakenham AC, especially in the short and medium term.

Council's (proposed) *Pedestrian and Bicycle Strategy* will explore opportunities for pedestrian and cycle connectivity within the municipality including the Pakenham AC.

Pedestrians

Pakenham AC will have a pedestrian network with footpaths that make walking pleasant and enjoyable. Footpaths will be of an adequate width for their purpose, built and maintained with appropriate signage to give people access to where they want to go. In some instances, they may take the form of shared paths with cyclists on recreational routes such as alongside a creek network or park.

Shared paths will have appropriate signage and be of an adequate width to reduce conflict between pedestrians and cyclists.

In its submission to the *draft Pakenham Structure Plan*, Victoria Walks Inc. (see glossary) advised that research found that pedestrians sharing paths with cyclists is a significant concern for seniors and a major problem for pedestrians with impaired vision. Vision loss will be an increasing issue with the ageing of the population. Where possible, shared paths will be avoided between retirement villages and the retail core of the Pakenham AC.

A principal pedestrian network (PPN) will be developed for the Pakenham AC. A PPN provides a framework for planning and implementing the range of actions identified in this structure plan in relation to the footpath network.

Refer to Figure 10 Pedestrian Network.

Cyclists

People who cycle will have a range of ages, skills, fitness levels and confidence.

Bicycle groups generally prefer on-road cycling lanes on high speed/volume roads, and off-road cycle paths or shared paths in high pedestrian/cycling traffic areas to enable less confident and inexperienced riders to use a bicycle as a mode of transport.

The principal bicycle network (PBN) is a network of proposed and existing cycle routes providing access to major destinations in the Melbourne metropolitan area. The primary purpose of the PBN is to guide Victorian Government investment in bicycle facilities that support cycling for transport

VicRoads is generally responsible for the maintenance of on-road bicycle lanes on arterial roads (Princes Highway, Racecourse Road and Koo Wee Rup Road) and off-road paths within freeway reservations (i.e. between the freeway carriageways and the noise walls).

Council is responsible for the maintenance of on-road bicycle lanes on local roads and off-road paths on land for which Council is responsible. This includes off-road paths provided between the building line and the back of the kerb on all roads, including arterial roads.

In addition to identifying a PBN, VicRoads (in partnership with all local councils) has identified routes on the PBN that should be elevated to a higher order priority and included on the SmartRoads, Road Use Hierarchy (RUH) maps (see glossary). These routes are called Bicycle Priority Routes (BPR). McGregor Road, Main Street, Henty Street and Bald Hill Road are identified as BPR on the SmartRoads RUH maps.

Within the Pakenham AC different options available to cyclists that may be considered include an on-road cycle lane, an off-road cycling-only path or an off-road shared path (used by both cyclists and pedestrians).

Further research is required to determine if the existing road reserves within the local road network of Pakenham AC can accommodate an on-road cycle lane or an off-road cycling-only path without major reconstruction or significant expense.

There is also the possibility that an on-road cycle lane could be accommodated within the main road reservations of Princes Highway and Racecourse Road. This issue requires further investigation and discussion with VicRoads.

Council's proposed *Pedestrian and Bicycle Strategy* will assist in ensuring the networking of these various tiers of cycle networks.

Refer to Figure 11 Cycle Network.

Uncontrolled pedestrian crossing Princes Highway, linking Pakenham AC to north of highway



Pakenham Creek lacks a path network and passive surveillance, Snodgrass Street



Pedestrian access at rear of shops of Main Street (south-west side) which links to arcades and car park



Main Street is used by both pedestrian and cyclists



Pedestrian and cycling

Objective

Provide attractive, convenient and safe pedestrian and cycle movement to, from and within the Pakenham Activity Centre.

Strategies

1. Strengthen the pedestrian and cycle network by improving the amenity and convenience of the network while providing additional activity on the streets, within car parking areas and arcades as well as along the open space and creek network.
2. Ensure proposals have due regard to Council's *Pedestrian and Bicycle Strategy*.
3. Ensure street design treatments give priority to safe and accessible walking and cycling movements for all levels of mobility, including access for people with disabilities.
4. Require servicing and loading from rear lanes in order to minimise driveways and loading areas disrupting the footpath.
5. Ensure new developments provide passive surveillance over laneways, car parks and along pedestrian and cycle routes.
6. Ensure car park designs adequately address pedestrian access for all; to, from and within the site.

7. Provide bicycle parking facilities at key locations such as the edge of the shopping strip, shopping centres, the Pakenham railway station, open space and community facility sites.
8. Provide clear, continuous and direct pedestrian and cycle routes to bus stops and the Pakenham railway station as well as key generators such as the core retail area, youth related facilities, PB Ronald Reserve and the open space network.
9. Prioritise the existing arcades as essential key links to and from John and Main streets.
10. Enhance and improve existing linkages from Main Street via walkways, laneways and arcades when new development takes place.

Actions

A30. Review the Pakenham TC UDF in relation to the path network for pedestrians and cyclists in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.

A31. Prepare a principal pedestrian network (PPN) for the Pakenham AC which includes the following:

- a. an assessment in relation to Council's Healthy by Design principles
- b. an audit of the existing path network (which includes the footpath, shared path and both on and off road cycle network) within the Pakenham AC and address and identify:
 - i. missing links
 - ii. priority routes
 - iii. a hierarchy of routes that can be used to prioritise funding
 - iv. where street furniture may be introduced and/or improved
 - v. different needs for pedestrians and cyclists and resolve whether a shared path, footpath and/or dedicated bicycle path (on or off road) is the best outcome
 - vi. whether key destination areas or nodes at strategic points may require additional paths
 - vii. where lighting may be required or in need of improvement
 - viii. whether there is sufficient width and/or grade within the creek reserve to enable a shared path network along both Pakenham and Kennedy creeks.

A32. Review existing and anticipated desire lines for pedestrian and cycle movement and resolve whether Council should undertake further investigation to measure pedestrian volumes (and vehicle volumes) to determine whether sufficient demand exists to meet a warrant for a particular type of pedestrian crossing treatment.

A33. Investigate options for the crossing of Pakenham Creek with Princes Highway and Racecourse Road and Kennedy Creek with Princes Highway and how such crossings could be funded.

A34. In the short to medium term, advocate for the improvement of pedestrian and cycle access at the level crossing at Main Street and the Pakenham railway station through the provision of an improved pathway to enable access for all with enhanced lighting and directional signage.

A35. Develop clear and consistent signage to encourage and facilitate the use of the path network. This is to include, but is not limited to, signage to identify the purpose of each path (for example if it is a shared path) and a legible way-finding system throughout Pakenham AC and surrounding areas to assist in navigation.

A36. Review roundabouts and other key intersections treatments and investigate ways in which they can be made more pedestrian and cycle friendly.

A37. Advocate to VicRoads to consider on-road bicycle lanes for Princes Highway and Racecourse Road.

A38. Advocate to Public Transport Victoria (PTV) to improve pedestrian and cycle access to and around the Pakenham railway station and over time install additional secure bicycle storage facilities.

A39. Investigate the feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide funding towards the pedestrian and cycle path network.

Separate footpath and off road bike path (landscaping still to be completed), Bridge Road Officer


























Recreational pedestrian (crushed rock) path alongside a (sealed) cycle trail, Spain



Lighting of the path network, University of Melbourne






















Figure 10. Pedestrian Network

-  Major road - protected footpaths
-  Conventional street - footpaths on both sides
-  Pedestrian boulevard
-  Pedestrian boulevard - new link
-  Pedestrian boulevard - Orbital Road
-  Pedestrian boulevard - Orbital Road - new link
-  Recreational walking trail
-  Future potential pedestrian link
-  Shared space (pedestrian dominated)
-  Pedestrian plaza (pedestrian dominated)
-  Laneways
-  Pedestrian arcades
-  Traffic signal existing - upgrade pedestrian treatment
-  Future controlled crossing - pedestrian crossing
-  Investigate pedestrian intersection treatment
-  Road over rail
-  Road under rail
-  Pedestrian connection under rail
-  Pedestrian connection over rail
-  Pedestrian crossing existing - signalised
-  Railway line
-  Multi modal interchange
-  Creek



NOTE: *McGregor Road and Racecourse Road to be duplicated.*
All streets will have footpaths on both sides of the road

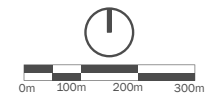
Figure 11. Cycle Network

-  Regional cycle route
-  Local cycle route
-  Local cycle route - new link
-  Local cycle route - Orbital Road
-  Local cycle route - Orbital Road - new link
-  Recreational cycle route
-  Future potential cycle link
-  Principle & Priority Bicycle Network - designated by PTV
-  Investigate cycle intersection treatment
-  Traffic signal existing - upgrade cycle treatment
-  Future controlled crossing - cycle crossing
-  Cyclist connection under rail
-  Cyclist connection over rail
-  Road over rail
-  Road under rail
-  Pedestrian crossing existing - signalised (investigate potential for a bicycle crossing)
-  Railway line
-  Multi modal interchange
-  Creek



NOTE: McGregor Road and Racecourse Road to be duplicated

Source: Pakenham Future Bicycle Network



5.2.3 Vehicles and car parking

As stated in Section 5.2 the delivery of infrastructure outlined in the structure plan will occur over an extensive period of time:

- short term (up to five years)
- medium term (5–10 years)
- long term (10+ years)
- ultimate term (20 + years)

Items identified as ‘ultimate’ require commitment and substantial funds from all levels of government. It is envisaged that such projects could be delivered well beyond the life of this structure plan.

The road network within Pakenham AC provides a good level of accessibility from all directions into the activity centre. The centre is surrounded by significant roads in the form of Princes Highway, Racecourse Road, Bald Hill Road, Henty Street and McGregor Road. Local streets provide access to residential areas within Pakenham AC. Vehicular movements along Main Street are significant; Main Street acts as a collector street linking Pakenham AC to Princes Highway and Bald Hill Road.

Princes Highway, Racecourse Road and Koo Wee Rup Road are all VicRoads declared main roads. At this point in time, McGregor Road is a local road; however, it is envisaged that it will become a VicRoads declared main road at some point in the future.

Princes Highway

Princes Highway has a dual carriageway for both east and west bound traffic with a centre median. A major signalised cross-intersection is located at Princes Highway and McGregor Road and a signalised T-intersection is located at Princes Highway and Racecourse Road.

The central median has five breaks between McGregor Road and Racecourse Road, none of which have traffic signals. A signalised pedestrian crossing is located within proximity of Deveney Street (to the north) and Henry Street (to the south).

A dual-lane service road exists along the southern side of Princes Highway which provides safe and convenient access for properties fronting Princes Highway.

The structure plan identifies new traffic signals at the intersection of Princes Highway and John Street. VicRoads has advised that the provision of signals at this location will likely require (as a minimum) changes to the turn lane and service road provisions.

Racecourse Road

Racecourse Road is a VicRoads declared main road. Racecourse Road is predominately constructed as a single carriageway road with a signalised intersection at Princes Highway, a level crossing at the railway line, and a roundabout at Bald Hill Road. All other intersections along Racecourse Road are uncontrolled.

Racecourse Road will ultimately be duplicated. Land will be required to enable the widening of Racecourse Road as well as for the future grade separation of Racecourse Road and the railway line. It is VicRoads’ responsibility to pursue the issue of these land requirements.

The redevelopment of land abutting Racecourse Road will need to give due consideration to the ultimate development of Racecourse Road.

A new intersection is proposed at the Henry Road extension (through the former Pakenham racecourse site) and Racecourse Road. The design of this intersection will form part of a future planning permit that enables the subdivision of this land.

The subdivision application will trigger the statutory mechanisms involving VicRoads, the developer and Council in order to deliver this intersection. It is envisaged that this could occur in the short to medium term.

Submissions to the draft Pakenham SP identified concern with the congestion at the Racecourse Road, Bald Hill Road and Koo Wee Rup Road roundabout located south of the railway line.

McGregor Road

The northern section of McGregor Road has recently been upgraded to include a new carriageway and the upgrade of the existing carriageway. A 1.5 metre path is on the eastern side and a 2.5 metre shared path is on the western side.

The duplication of McGregor Road across the level crossing was not included as part of these works. This project requires additional funding which has not been secured at this point in time.

Preliminary designs identify that the upgrade of McGregor Road across the level crossing includes a new carriageway, the upgrade of the existing carriageway, an extension of the path network, and a pedestrian refuge north of the railway line.

Traffic management improvements will involve signalised intersections at McGregor Road/Rogers Street as well as McGregor Road/Henty Street. Rogers Street will be restricted to 'left in' and 'left out' movements.

It is envisaged that this project will be delivered in the medium term.

Main Street

Changes are envisaged for Main Street in the short, medium and long term at three main sections.

- At the north-western end of Main Street in the short to medium term where Main Street will be deviated through the former consolidated school site to McGregor Road. Traffic signals are proposed at the deviated Main Street and McGregor Road. The current intersection of Main Street with McGregor Road will be redesigned (once the deviation has been constructed) to only allow a 'left out' from Main Street onto McGregor Road and a 'left in' from McGregor Road into Main Street. This is discussed in 6.6 Precinct 6 – Former consolidated school.

- Between John Street and Station Street in the medium to longer term, where it is envisaged that Main Street will be converted to a shared space (see glossary). This is discussed in 6.1 Precinct 1– John and Main Streets.
- Between Station Street and the railway line in the ultimate time frame, where it is envisaged that the Main Street level crossing will be closed to vehicles and an underpass will be provided to enable pedestrian and cycle access. However, this is only to occur once the Webster Way extension and grade separated crossing is constructed. This is discussed in 6.8 Precinct 8 – Entertainment Plaza.

Railway Avenue

Railway Avenue will be truncated (at Racecourse Road) following the through connection of Henry Street to Racecourse Road. The alternative access to and from the activity centre will be via the signalised intersection at Henry Street and Racecourse Road. This alternative route improves access and road safety from both a traffic and pedestrian/cycle perspective and will still enable an efficient bus route.

Orbital Road

The community identified concern with the increase of traffic volumes in both John and Main streets and raised concern about the negative impact traffic volumes were having on the pedestrian environment of the retail shopping strip.

There is a strong need to provide an alternative route for vehicles to access and circumvent the core retail area without putting further pressure on the valued street character of the area, in particular that of Main Street.

The Pakenham SP introduces an orbital road to the Pakenham AC. The establishment of the orbital road will enable Main Street to become an even more successful 'main street retail and social environment' where pedestrians have an even greater dominance.

The orbital road by-passes the core retail area of John and Main streets. It provides alternative access points to enter the core retail area while allowing vehicles to have an efficient and convenient connection to the arterial road network that surrounds the activity centre. The introduction of the orbital road enables safe pedestrian and cyclist connections to and from the core retail area.

The orbital road will be designed to ensure that it can be a future option for the bus network and it will provide improved access to car parking areas and loading bays servicing the core retail area. Furthermore, it logically links the core retail area into the extension of Henry Street (through Precinct 5 - Former Pakenham Racecourse) which will likely become the most convenient access to the Pakenham AC from the surrounding roads.

The orbital road can mostly be achieved with some minor reconfiguration of the existing vehicle flow along existing streets surrounding the core retail area (as shown in Figure 10 Access for all and Appendix C - Typical conceptual cross sections for five different sections of the orbital road). Intersections along the orbital road will need to be reviewed to ensure safe and convenient movement for buses as well as larger vehicles requiring access to loading bays.

To make the orbital road fully functional, it will require the creation of two strategic links.

- A link will be required to formalise the connection from Flower Street to Drake Place through Pakenham Place shopping centre. This link is dependent on the redevelopment of the Pakenham Place shopping centre area, the timing and staging of such redevelopment is unknown at this point in time.

- A link will be required to extend Stephenson Street to Henry Street which is likely to be a long-term project delivered by Council through statutory means.

Traffic congestion

Traffic is considered to be particularly congested along McGregor Road and Racecourse Road. The removal of the level crossings at McGregor Road and Racecourse Road with grade separated crossings (see glossary) will ultimately assist in alleviating the traffic congestion; however these are major projects that would require significant levels of Victorian and/or Australian government funding.

The future connection from Henry Street through to Racecourse Road via the former Pakenham racecourse site should also relieve some of the congestion pressure in the short to medium term.

Bald Hill Road experiences congestion at peak times, especially at the roundabout at Bald Hill Road and Racecourse/Koo Wee Rup Road. Congestion is also evident at the John and Main streets and the Main and Station streets roundabouts where pedestrian movements are often in conflict with vehicle movement. The concentration of through traffic in Main Street also has a detrimental effect on the pedestrian environment.

Refer to Figure 13 Access for all.

Princes Highway (looking east) has a dual carriageway with centre median and service road



Rogers Street (looking south-west from Main Street) will become a section of the future Orbital Road



Railway Avenue (looking west from Racecourse Road) will be closed when Henry Street joins Racecourse Road



Main Street (looking south-east from John and Main Street roundabout)



Congestion at the Koo Wee Rup / Racecourse Roads and Bald Hill Road roundabout (looking north-west)



Main Street (looking north-west) - will have both retail and mixed use opportunities.



Car parking

The Pakenham AC has a number of on-street parking options (some marked, some unmarked) close to the core retail area as well as off-street car parks in private and Council ownership.

Concern is held by some community members that car parking in the Pakenham AC is insufficient. Council acknowledges that car parking within the Pakenham AC is dispersed and further analysis is required to determine any parking shortfalls now and into the future.

It is important that the Pakenham AC accommodates a balance of both long and short-term parking options in strategic locations to allow convenient access to commuters, depending on their needs.

It is recognised that car parking is fundamental to the success of the activity centre.

Further work is required to gain a better understanding of the existing car parking characteristics of the area. A car parking strategy is required for the Pakenham AC.

It is envisaged that the car parking strategy will:

- identify shortfalls in existing short and long-term parking provisions and strategies to address identified shortfall(s)
- establish the future demand for parking spaces and develop strategies to meet this demand including the development of a Parking Precinct Plan (PPP) (see glossary) for the Pakenham AC
- establish appropriate management tools to manage existing and future parking demands and their impacts on the surrounding areas
- specify a way forward in terms of the application of the strategy and the mechanisms which could be adopted to apply the strategy
- develop planning scheme amendments documentation to incorporate the parking precinct plan into the *Cardinia Planning Scheme*.

Practice Note 57, The Parking Overlay (published by the Victorian Government Department of Planning and Community Development Melbourne, April 2013) identifies that a Schedule to the Parking Overlay (see glossary) can be used to allow financial contributions (or 'cash-in-lieu' payments (see glossary)) to be paid in place of providing car parking spaces.

Any requirement for a financial contribution needs to be justified and should address the core principles of need, nexus, accountability and equity in the strategic assessment of the proposal before it is introduced.

Refer to Figure 12 Existing and Proposed Car Parking.

Main Street has a combination of angle parking and parallel parking



Pakenham Place car park (west of the end of John Street)



James Street council car park has a crushed rock surface (allows all day parking)



Pakenham Central Marketplace car park, Treloar Lane entrance



Entrance to underground car park for Pakenham Central Marketplace is controlled by signals



Council car park (Drake Place) at the rear of Main Street includes a telecommunications substation



Council car park located between Main Street and Pakenham Place



Vehicles and car parking

Objective

Provide a clear, efficient and logical vehicle network as well as convenient and accessible car parking in the Pakenham AC while enabling a successful 'main street retail and social environment' in John and Main streets which acknowledges pedestrian dominance.

Strategies

1. In the short to medium term, deviate Main Street to McGregor Road through the former consolidated school site as identified in Figure 13 Access for all. The existing Main Street and McGregor Road intersection will be redesigned to only allow a 'left out' from Main Street onto McGregor Road and a 'left in' from McGregor Road into Main Street once the deviation has been constructed.
2. Promote and encourage the use of the orbital road as the preferred choice for vehicle movement in, out and circulating around the core retail area at peak usage times keeping through traffic away from 'pedestrian focused' areas.
3. Ensure the ultimate design and function of the orbital road does not become a barrier around the Pakenham AC.
4. Ensure planning applications provide car parking that is easy to find and access with minimal disruption to pedestrians, cyclists and public transport.
5. Limit the visual impacts of car parking on the Pakenham AC by discouraging the use of front setbacks for car parking and ensuring entries to car parks do not dominate the streetscape at ground level.
6. Ensure any multi-level parking structure includes active uses at street level.
7. Consider the provision of a traffic/transport impact assessment as part of major new retail/commercial/ mixed use applications.
8. Support the grade separation of the railway line at McGregor Road, Racecourse Road and Webster Way extension (which will be a prerequisite for the closure of Main Street/ Bald Hill Road crossing to vehicles).
9. Support the delivery of traffic signals at the intersection of Henry Road extension and Webster Way extension (in the former Pakenham racecourse site).
10. Support the upgrade of the McGregor Road level crossing (which includes duplication of McGregor Road across the railway reservation and improved traffic management at Rogers Street and Henty Street) as an interim measure to the grade separation of the level crossing.
11. Ensure the redevelopment of land abutting Racecourse Road gives due consideration to the ultimate development of Racecourse Road.
12. Ensure development proposals in the vicinity of existing at-grade crossings do not prejudice any future grade separation solution.
13. Support the delivery of traffic signals at:
 - a. Princes Highway/John Street in the medium to long term
 - b. the Henry Road extension (through the former Racecourse site) to Racecourse Road as part of the development application negotiation process.
14. Support the duplication of Racecourse Road between Princes Highway and Princes Freeway to reduce traffic congestion and provide for improved pedestrian and cyclist outcomes.

Actions

- A40. Review the Pakenham TC UDF in relation to the road network and car parking in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.

- A41. Prepare guidelines for the orbital road to ensure:
- a consistent and complementary streetscape is provided across the entire circuit, including legible and cohesive signage
 - intersections are designed and constructed to ensure safe and easy movement for buses and larger vehicles
 - the ultimate design does not result in the orbital road becoming a major barrier around the activity centre.
- A42. Develop a timeframe for the orbital road in relation to the delivery of the construction and/or upgrade of the existing streets and intersections to ensure the delivery of a safe and convenient vehicle movement in a timely manner.
- A43. Consider the use of a Planning Scheme Amendment to seek future road links as Public Acquisition Overlay (PAO) (see glossary):
- a road connection between James Street and Henry Street (which affects 24 James St and 21 and 21a Henry Street)
 - the extension of Webster Way to be constructed as an underpass of the railway line, this will enable the closure of the level rail crossing at Main Street (affects 28-46 Bald Hill Road)
- additional land that may be required to enable improved intersection treatments along the orbital road.
- A44. Review the provision of car parking in the Pakenham AC and how this should best be provided for into the future. The review would include investigating alternative locations for a Council car park as well as the preparation of a car parking strategy which would guide the introduction of a Car Parking Overlay (see glossary) for the Pakenham AC to enable cash-in-lieu payments (see glossary) to fund a Council car park.
- A45. Undertake an audit of existing Council-owned car parks to ensure adequate directional signage, sufficient lighting and safe access for pedestrians.
- A46. Commence discussions with private car park operators with a view to improving directional signage, pedestrian permeability and safety.
- A47. Investigate options to deliver better traffic management and pedestrian/cycle permeability at key intersections.
- A48. Minimise amenity impacts of any through traffic in residential streets by using streetscape and traffic management measures.
- A49. Work with Vic Roads to consider improvements to service road access arrangements along Princes Highway and the roundabout at Bald Hill Road and Racecourse Road.
- A50. Investigate feasibility of introducing a development contributions plan (DCP) (see glossary) to the Pakenham AC to provide support funding towards:
- the missing links in the orbital road network
 - traffic signals at McGregor Road and the deviated Main Street
 - downgrading of existing intersection with McGregor Road and Main Street
 - the traffic signals at Princes Highway and John Street
 - intersection treatments along the orbital road
 - any other traffic management projects within the activity centre.

Wide and highly visible pedestrian crossing within a retail environment, Rouse Hill NSW



Street that caters for pedestrians, off road cyclists, parallel parking and two way traffic and includes a pedestrian crossing, Sydney



Car park with safe pedestrian crossings, Craigieburn



Street and multi deck car park, Prahan Market



Multi deck car park with mixed use at ground level, Bendigo *



Figure 12. Existing and Proposed Car Parking



5.2.4 Public transport

The Pakenham railway station is located in the eastern section of the Pakenham AC and is within 400 metres of the majority of the core retail area and part of the residential, mixed use and industrial areas.

Pakenham railway station is a multi-modal station (see glossary); it allows people to transfer between bus and train services as well as other modes such as walking, cycling and private vehicles. The Pakenham railway station provides the ‘front door’ for many people entering the Pakenham AC. However, the site offers limited facilities for commuters in terms of shelter and personal security as the site can be quite isolated with limited passive surveillance (see glossary). This is a less-than-desirable ‘first impression’,

The efficiency, simplicity and quality of connections between public transport modes can make a major difference to people’s willingness to use public transport. The service and network offered at the Pakenham railway station needs to be well-coordinated and provide seamless connections between the train and bus modes. It is also important to have an adequate visual amenity and standard of passenger comfort by providing shelter (including sheltered walkways), seats, kiosk facilities and vending machines, landscaping, attractive design and finishes, and lighting.

Taxis are also a form of public transport offering a 24-hour service door-to-door service. Designated taxi ranks with sufficient lighting and passive surveillance would also complement the Pakenham railway station by providing another option of safe and convenient travel.

Public transport plays an important role in getting people in, to and from the Pakenham AC. An upgrade of the current Pakenham railway station to a ‘state of the art’ modern integrated multi-modal facility with frequent and accessible modes of transport will require significant investment from the Victorian Government.

Trains

Metropolitan trains on the Pakenham line operate with a 20-minute frequency during peak hours but the service is limited during non-peak hours, evenings and on weekends. There are 27 stops between Pakenham and Flinders Street Station, with an additional four stops for trains that go via the city loop. Travelling during peak hour it can take around 70 minutes to arrive to Flinders Street Station with an additional 12 minutes of travelling through the loop.

V/Line is the state’s regional public transport provider. Two V/Line services pass through Cardinia Shire at Pakenham and terminate at Southern Cross station in Melbourne. These two services travel between Traralgon and Melbourne and Bairnsdale and Melbourne. These services have limited stops within the metropolitan area after Pakenham station, linking regional users to the suburban system at Dandenong, Caulfield, Flinders Street, Clayton and Richmond stations.

It is crucial to ensure adequate car parking for train travelers. A lack of car parking significantly reduces the attraction and convenience of those travelling by train as commuters are forced to use parking spaces outside of VicTrack land, placing additional pressure on surrounding areas.

Pakenham East Train Maintenance Depot

The land south of the Pakenham railway station is currently being used for stabling trains.

As part of the Cranbourne–Pakenham Rail Corridor Project (see glossary), construction of a new train maintenance depot commenced in 2017 in Pakenham East to service a fleet of 80 high-capacity trains up to 220m in length. It is envisaged that the depot will be built in two stages.

Stage 1 will include:

- a train maintenance facility for 80 trains
- operator facilities
- Integrated testing facilities including a ‘test track’
- stabling facilities for 30 trains
- bio-pit and graffiti wash facilities
- wheel lathe facilities
- stabling roads
- staff and gate house facilities

The Victorian Government has advised that Stage 2 will be constructed in the longer term and will extend the facilities to stable a further 15 trains (a total of 45 trains).

Works will also include realigning the rail corridor slightly to enable access to the depot and constructing a new substation and overhead line equipment between Pakenham and Pakenham East.

As part of this project an opportunity exists to have a southern entrance to Pakenham railway station through the relocation of the existing stabling yards.

Having an entrance to Pakenham railway station from both the northern and southern side of the railway line will assist in reducing traffic congestion to the station at peak times, as well as providing an easier and more convenient access for commuters south of the railway line.

Buses

A bus interchange is located at the Pakenham railway station which currently is the terminus for five routes and a stop for an additional route. Metropolitan buses connect Pakenham to:

- Gembrook via Pakenham Upper
- Lakeside via The Avenue
- Fountain Gate Shopping Centre via Lakeside and Beaconsfield
- Pakenham North via Meadowvale
- Cardinia Road Station
- Pakenham North via Army Road and Windermere Boulevard.

A regional bus service operates between Koo Wee Rup bus and coach interchange and Pakenham railway station. Two V/Line coach services pass through Cardinia Shire. The Melbourne–Leongatha/Yarram Coach service stops at Lang Lang and Koo Wee Rup, then runs express to the bus interchange at Southern Cross Station in Melbourne. The Dandenong–Coves Inverloch coach service stops at Lang Lang and Koo Wee Rup. This service terminates at Dandenong Station where passengers can access metropolitan train services.

It is imperative to have seamless connections between buses and trains. A reliable and convenient service will enable commuters to use public transport for their entire trip and reduce car parking requirements and traffic congestion.

Taxis

Taxis make an important contribution to public transport. The role and need of a taxi varies depending on the needs of the commuter whether they be a tourist, a shopper or a person wanting to get to and/or from a particular destination. Purpose-built taxis assist people with disabilities or people who are mobility impaired, allowing them door-to-door transport.

A taxi zone is located on land owned by PTV; however, it is not a taxi rank in the true sense. Taxi ranks are designated places for taxis to wait for passengers. The design and location of taxi ranks should have appropriate lighting and provide comfort, convenience and safety for waiting passengers.

The opportunity for the incorporation of high-amenity taxi ranks within the Pakenham AC and into the Pakenham multi-modal station could occur as upgrades occur to the railway station or additional funding is secured from other sources.

Refer to Figure 13 Access for all.

**Pakenham Railway Station
(north of railway line)**



**Pakenham Railway Station car park
(north of railway line)**



**Pakenham Railway Station bicycle cage and racks
(north of railway line)**



**Bus Interchange at Pakenham Railway Station
Station Street (north of railway line)**



**Drop off / pick up area and taxi area - Railway Avenue
(north of railway line)**



Public Transport

Objective

Provide a high quality multi-modal interchange at Pakenham railway station that offers a more frequent, safe, interconnected and accessible service to those who live, visit and work within the Pakenham AC.

Strategies

1. Encourage the provision of a public transport system that is attractive, safe and convenient.
2. Support the redevelopment of the Pakenham railway station and bus interchange as a high-quality multi-modal interchange that integrates with Bourke Park and the surrounding area.
3. Ensure that any redevelopment of the Pakenham railway station has limited impact on the recent development upgrades of Bourke Park.
4. Ensure public transport waiting areas are clearly visible from the street and adjacent buildings, and provide clear views of train and/or bus arrivals and departures to enable passive surveillance.
5. Ensure that lighting is well integrated with signage and landscaping in order to maximise attractiveness and safety.
6. Support 'transit-oriented' land uses (such as employment or housing developments), around the Pakenham railway station which have been shown to generate greater use of public transport.
7. Support the provision of well-placed taxi ranks throughout the Pakenham AC.
8. Explore alternative transport solutions that complement the public transport network such as car share schemes.
9. Encourage any development of any land owned by VicTrack to be designed to ensure intensive development to maximise the development potential of the site.

Actions

- A51. Advocate to the Victorian Government, VicTrack and Public Transport Victoria for the redevelopment of the Pakenham railway station as a high quality multi-modal transport interchange offering high frequency and integrated train and bus services, with improved lighting, improved disability and pedestrian access, improved facilities (i.e. passenger waiting areas and bicycle storage), better taxi ranks and 'park and ride' and 'kiss and ride' facilities.
- A52. Design and deliver a station precinct based on Transport Orientated Development (TOD) principles with the Victorian Government, VicTrack and Public Transport Victoria.
- A53. Conduct an audit of existing way-finding signage to the Pakenham railway station from key destinations to ensure the signage is appropriately located.
- A54. Advocate for the improvement of public transport frequency, multi-modal integration, comfort and amenity in order to promote public transport as a desirable transport alternative.
- A55. Advocate for the improvement of the bus interchange at Bourke Park to enhance public transport usage, in the short term.
- A56. Audit the existing bus network and, if deemed necessary, advocate for new and/or better frequency of bus routes and bus stops.
- A57. Encourage the provision of passenger shelters and timetable/route information for all bus stops in the Pakenham AC.
- A58. Conduct an audit of bus stops to ensure DDA (see glossary) compliance and that shelters, seating and signage are appropriate.

A59. Investigate feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide funding for improvements to bus stops (as an alternative or a supplement to the current delivery of bus stop infrastructure).

A60. Advocate with the taxi industry, mobility groups, Public Transport Victoria and other stakeholders in relation to the location of taxi ranks in the Pakenham AC and near the Pakenham railway station.

Rebuilt Sunshine railway station and bus interchange
[Photo: Courtesy of RRLA]



**Box Hill Multi-modal station (taken from bus terminal),
Connected to Centro Shopping Centre**



**West Footscray railway station was rebuilt 160 m west
of old station [Photo: Courtesy of RRLA]**





**Cardinia Road railway station (south of railway line),
Pakenham**



**Cardinia Road railway station (north of railway line),
drop off / pick up area, Pakenham**

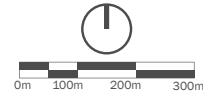


Figure 13. Access for all

-  Shared path along creek (to be investigated)
-  Major roads (collector roads and arterials)
-  Orbital road
-  Orbital road - new link
-  Key local roads
-  Key local roads - new link
-  Pedestrian plaza
-  Important streetscapes
-  Shared space
-  Future pedestrian and cyclist link
-  Arcades
-  Potential arcades
-  Laneways
-  Railway line
-  Traffic signal - existing
-  Traffic signal - proposed
-  Roundabout - existing
-  Investigate future intersection treatment
-  Road over rail
-  Road under rail
-  Pedestrian & cyclist connection over rail
-  Pedestrian and cyclist connection under rail
-  Multi modal interchange
-  Creek



NOTES: McGregor Road and Racecourse Road to be duplicated.
Future grade separations (design and land allocation) are still to be resolved.



5.3 Public realm

Public realm comprises accessible spaces that are publicly owned and/or land that is leased/managed by Council to serve a range of uses and functions.

For the purpose of the Pakenham SP public realm has been divided into three types.

- **Open space** – includes reserves and parks where the community congregates and enjoys a variety of social, sporting and personal activities. These areas might also serve other functions such as retention basins for drainage.
- **Streets** – assist in defining blocks and land uses within a particular area, provide vehicle, pedestrian and cycle access and movement, as well as being a location for social interaction. Streets can also come in the form of a square, plaza or urban space and act as a meeting place. Vehicles, pedestrians, bicycles and other modes (i.e. mobility scooters) have to share and negotiate for space within streets.
- **Gateways** – symbolic ‘doorways’ that provide strong visual cues so that navigation to the activity centre is as easy as possible. They also assist in defining the experience a place offers and provides a sense of arrival.

Open space, streets and gateways help define the character of a place, provide the means to move from one destination to the next, and are also important factors in helping make individuals and communities healthier through incidental physical activity facilitating social connection.

One of the principal factors in successfully leveraging the development and intensification opportunities for the Pakenham AC is both improving the quality of the existing public realm and creating new spaces that allow for these social and physical activities to occur and thrive.

An **urban space** is proposed at the extension of John Street within Pakenham Place (Precinct 4). The purpose of this urban space is to provide a location for interaction between people, inviting them to linger and connect. This space could incorporate elements such as formal and informal seating, landscaping, public art and lighting to contribute to the spaces identity and character.

Refer to Figure 14 Public Realm.

5.3.1 Open space

The main established open spaces in the Pakenham AC are PB Ronald Reserve and Bourke Park.

PB Ronald Reserve is approximately 6.7ha, close to the centre of the Pakenham AC. It is bound by Henry Street, Anderson Street and John Street. The creation of this reserve is the result of community action in the 1890s and acquisitions by Council in later years.

The reserve contains a central park area with a playground and skate park. The site accommodates a number of buildings and uses such as the Pakenham swimming pool, tennis courts, the Pakenham Bowls Club, Pakenham Sports Club, Pakenham Library, Hall and U3A (University of the Third Age, adult education).

Bourke Park is approximately 0.8ha and is located immediately north of Pakenham railway station. The land is owned in freehold title by VicTrack and is leased to rail operators Metro Trains Melbourne, and subleased to Council.

The land was originally acquired and set aside for railway purposes, possibly as early as the late 1870’s when the Gippsland Railway was constructed. In 1921 the Victorian Railways Commissioners issues a one year peppercorn lease to the former Berwick Council for an ‘ornamental reserve and soldier’s memorial’.

The lease was subject to three months notice in the event of the land being necessary for railway purposes. The land has been continuously used as a park since 1948.

As per Council's lease agreement with VicTrack, any significant changes to the park will need to be consistent with the land's long-term requirement for future public transport use.

In 2013 Council received a \$250,000 grant from the Department of Justice in 2013, under the Public Safety Infrastructure Funds Round 2 Program. The funding contributed towards the delivery of a capital works project which aimed to improve the actual and perceived level of community safety in Bourke Park. The project delivered a number of infrastructure improvements and a pilot street art program.

The park is mostly a grassed area with trees along its edges and a number of new or renovated facilities, such as a sound shell, public toilet and two playgrounds. A landscape plan for the site has been developed and will continue to be delivered over the coming years as funds become available. Bourke Park also acts as a waiting area for people catching local buses.

It is important to ensure that the existing and any proposed open space areas are of a high quality that complement the Pakenham AC, are well connected by paths and are able to be used by people for a range of activities.

The re-engineering and landscaping of the creek network and the introduction of destination nodes at strategic locations also assist in providing a well-connected, distinctive open space network. The increase in passive surveillance (see glossary) and activity on open space will support the creation of a safe and enjoyable public space.

A number of landscaped environments, while not considered 'open space', can serve to provide important green spaces. This would include gateways such as the large landscape areas within the Princes Highway road reserve and potentially Racecourse Road.

VicRoads maintains Princes Highway and Racecourse road reserves in accordance with the *Road Management Act 2004*. Any 'higher standard' for landscaping works would require Council to enter a maintenance agreement with VicRoads which would give Council the responsibility for maintaining the road reserve to the higher standard. Existing and future open space provision should cater for more informal recreation activities as other larger reserves in close proximity of the Pakenham AC offer integrated sporting facilities.

Open space that is multi- purpose is more flexible in meeting the demands of a greater range of users.

Refer to Figure 14 Public Realm.

Bourke Park has had recent improvements which includes a public toilet and lighting, Station Street



Open drain on railway reserve, located behind Pakenham Place



Pakenham Creek lacks passive surveillance and a connecting path network



Sid Earle Reserve is the home for old shire offices, corner Main Street and McGregor Road



Open Space

Objective

Create a safe and enjoyable high-quality cohesive open space network that provides opportunity for a range of uses, users and assists in creating a sense of place.

Strategies

1. Ensure that the open space provision is in accordance with Council's (proposed) *Open Space Strategy*.
2. Enhance the role and function of PB Ronald Reserve and Bourke Park as central gathering spaces.
3. Maximise the usefulness, quality and quantity of open space delivered as part of the development of large development sites and key precincts, such as Precinct 5 - Former Pakenham Racecourse and Precinct 6 - Former Consolidated School site.
4. Where possible, incorporate existing healthy trees and vegetation within proposed open space areas.
5. Use the existing creek system and drainage reserves as an open space asset that links the network of open spaces.

6. The 8 per cent public open space contribution sought under the requirements of the Cardinia Planning Scheme (for residential land) is to comprise land that is unencumbered by other constraints (e.g. land required by Melbourne Water for drainage purposes or for service easements) to allow its full use. Encumbered public open space will be provided in addition to the 8 per cent unencumbered public open space contribution.

Actions

- A61. Prior to the completion of the Phase 2 Amendment (proposed as Action 3 of this structure plan) and in consultation with VicTrack and other affected stakeholders resolve the potential future use and designation of Bourke Park. An implementation program should also be included as part of this review.
- A62. Prepare a long-term open space and landscape plan for the Pakenham AC that is in accordance with Council's Open Space Strategy and considers surrounding areas such as the Pakenham East Precinct Structure Plan (PE PSP).

A63. Review the Pakenham TC UDF in relation to open space and the creek network in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop Pakenham Structure Plan Urban Design Guidelines. Advice should include a range of aspects such as the interface between the built form and open space, surveillance, park furniture, lighting and other elements. Such guidelines should have due regard to Council's Open Space Strategy.

A64. Ensure that open space development standards promote a sustainable future maintenance program.

A65. Review the PB Ronald Reserve master plan to ensure that it is consistent with the vision and direction of the Pakenham SP. The review is to include the identification of possible future civic uses on these sites

A66. Review opportunities for place making that exist or could exist between the creek network and the streets at key locations or nodes.

A67. Explore opportunities to facilitate new, quality public spaces for the purpose of a meeting place and focal point for social interaction for the community.

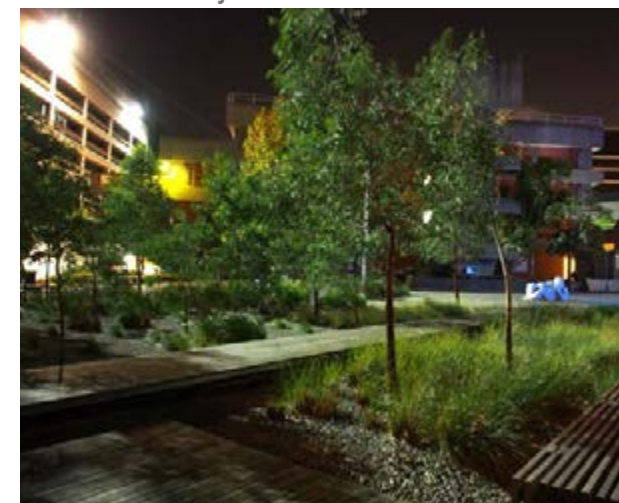
A68. Advocate to the Victorian Government for better landscape design, maintenance and planting along Princes Highway, Racecourse Road, and within the railway reserve and drainage reserves.

A69. Investigate feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide funding for improvements to open space.

**Pop-up park,
Yarraville**



**A well-lit Urban Space with passive surveillance,
Monash University**



**An Urban Space that provides seating and shelter with
passive surveillance, Rouse Hill NSW**



5.3.2 Streets

Streets within the Pakenham AC not only enable movement to, from and within the Pakenham AC, they are also fundamental to the experience of locals and visitors.

The liveliness, design and ease of access of the street network are an important part of what people remember about a place they visit.

This means that streets have to be considered not just in terms of facilitating fast movement and traffic management but also as places with their own characteristics and identity.

The community identified that a valued part of Pakenham's character was its lively core retail streets that are the reflection of a largely successful business mix in the heart of the town.

Modifications may be required to some streets within Pakenham AC to better serve the demands of a growing centre and provide a higher quality streetscape in key locations. Some streets may need to have wider footpaths, while some may need to be better designed to further enhance the experience and accommodate higher volumes of people and/or the demands created by the abutting land use or activity.

Refer to Figure 14 Public Realm.

Henry Street (looking north-west from Cook Drive) is to form part of the orbital road



Main Street (looking south-east from its intersection with McGregor Road)



Streets

Objective

To create a network of attractive, safe and accessible streets that cater for and enhance the different activities and land uses within the Pakenham AC and provide opportunities for place making.

Strategies

1. Maintain and enhance the liveliness of the core retail streets, particularly 'after 5pm'.
2. Ensure consideration is given to the design, movement and activity levels to streets within the mixed use areas.
3. Ensure integration and interaction with the edges of neighbouring land uses (i.e. residential dwellings, commercial, retail, industrial or open space).
4. Where possible, provide high quality, wide footpaths on both sides of the street that can accommodate current and foreseeable user demands (e.g. two prams passing each other or mobility scooters).
5. Ensure sufficient and safe pedestrian crossings that meet the desire lines of pedestrians wanting to move between destinations.

6. Carefully balance and prioritise the mix of movement modes in streets inside the Pakenham AC with an emphasis on improving conditions for pedestrians and cyclists, while having regard to current and desired volumes of each movement type.
7. Increase shade and weather protection to make streets more usable in all weather conditions.
8. Provide appropriate canopy tree planting to minimise the heat island effect created by large surfaces such as bitumen, concrete, and paving.

Actions

- A70. Undertake an audit of the existing street tree stock within the Pakenham AC to determine the species, characteristics, suitability, health and life cycle. This will help inform the planting of replacement and new trees overtime.
- A71. Review the Pakenham TC UDF in relation to the streetscape design principles in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*. Advice should include a set of recommended urban furniture and standards to increase the cohesiveness and quality of the streets. It should be consistent with Council's *Open Space Strategy*.

- A72. Investigate appropriate locations and designs for additional pedestrian crossings along key pedestrian routes.
- A73. Research and implement over time the best possible rain water capture systems that can help irrigate planting on road reserves.
- A74. Investigate feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide funding for improvements to streetscapes.
- A75. Investigate the development of an urban forest strategy that helps mitigate the heat island effect and some local impacts of climate change.

Street design at Lakeside Square Shopping Centre, Pakenham



5.3.3 Gateways

Pakenham AC is bound by key roads that accommodate large traffic volumes, which, as a result, means that the area is mostly self-contained. This places an important role on key access points that connect the Pakenham AC with the surrounding area. These points of access act as gateways to the Pakenham AC.

On several occasions the community has expressed concerns over the potentially poor first impression of the Pakenham AC on visitors. It is important that gateways improve the 'first impression' and help engender a sense of civic pride.

A number of gateways already exist, but there is significant scope to identify and enhance new gateways and improve the quality and effectiveness of existing gateways.

- McGregor Road and Main Street- contains Council-owned land, heritage buildings and open space which abuts the Princes Highway. This area is discussed in Precinct 9 - Civic Gateway.

- Main Street deviation– the future realignment of Main Street through the former consolidated School site will enable this area to become the best possible approach to the Pakenham AC from McGregor Road. The protected Federation Oak along Main Street will provide an ideal gateway location because of its presence and cultural significance. This area is discussed in Precinct 6 - Former Consolidated School.
- Main Street and the level crossing – it is envisaged that this section of Main Street will be closed to vehicle movement once the rail underpass extension of Webster Way is completed. This will create a good opportunity to have a public space that links the core retail area to the Pakenham railway station in a pedestrian-friendly manner. This area is discussed in Precinct 8 - Entertainment Plaza.
- Bald Hill Road from the Main Street level crossing to Racecourse Road – represents the most direct approach to the core retail area from the south and has a strong industrial character. Significant landscape, signage and building improvements should be delivered over time to create an appropriate gateway in this industrial area. Racecourse Road is owned and managed by VicRoads. This area is discussed in Precinct 7 – High Amenity Employment.
- Former Pakenham Racecourse– the redevelopment of the former Pakenham Racecourse site has enabled the extension of Henry Street to Racecourse Road. It is envisaged that the Henry Road extension will be the main entry to the Pakenham AC from the east. This area is discussed in Precinct 5 – Former Pakenham Racecourse.
- Bourke Park– located immediately north of the Pakenham railway station and is the main entrance to the Pakenham AC when using public transport. The arrival experience has become more positive with the recent improvements of Bourke Park but development of and integration with the surrounding precincts will be necessary in order to deliver a significant improvement. This area is discussed in Precinct 8 - Entertainment Plaza.

Refer to Figure 14 Public Realm.

Existing gateway when entering Main Street from Bald Hill Road



Existing gateway (looking south-east from Princes Hwy) at Main Street entrance from McGregor Road



Gateways

Objective

To ensure a positive sense of arrival at key gateway sites to the Pakenham AC.

Strategies

1. Use strong landscape elements, such as vegetation and landforms, to reflect the importance of the gateways.
2. Consider the use of distinct thematic lighting as an effective way of marking gateways at night.
3. Ensure buildings located in the gateways are visually interesting.
4. Where appropriate, use public art at these locations to engage the local community and visitors.
5. Consider designing and placing attractive, legible signage.

Actions

A76. Develop landscape concept plans for each gateway site and ensure the gateway designs assist in reinforcing the place-making themes as identified throughout the Pakenham SP and assist in making the access points to the Pakenham AC more legible.

A77. Develop an ongoing maintenance program for the gateways that reflects the importance of these locations.

A78. Advocate and negotiate with VicRoads to improve the design and maintenance of the gateways under its ownership, for example the Racecourse Road and Bald Hill Road roundabout.

A79. Review the Pakenham TC UDF in relation to the gateways in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*. Advice should include elements such as the interface between the built form and open space, park and street furniture, etc.

A80. Ensure coordination and consistency with Council's Open Space Strategy.

A81. Investigate feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide funding for improvements to gateways.

**Hawksburn entry sign,
Williams Road Hawksburn ***



**Gateway building,
Point Cook Town Centre**



Figure 14. Public Realm



5.4 Built form and environment

The current built form character of the Pakenham AC is heavily entwined with the development history of the town itself. This has left a legacy that can be appreciated not only in terms of the buildings but also, in the streets, the lot sizes and configuration.

The built environment has a significant impact on the wider natural environment. Many development practices are not environmentally aware or sustainable in the long term.

Council aims to be mindful of the social, environmental and economic impacts of decisions and ensure future generations benefit from such decisions. Council is committed to the achievement of environmentally sustainable development (ESD) (see glossary).

5.4.1 Character and heritage

This historic town predominately developed around Main Street and the Pakenham railway station. Most of the buildings were constructed in the 1880–90s and were a combination of businesses and dwellings that catered for the emerging agricultural industries of the area. This is reflected in the legacy of the finer grain of this area particularly along Main Street.

The majority of the large landholdings used for community purposes, such as PB Ronald Reserve and (the now former) Pakenham Racecourse, are the result of strong community action in Pakenham in the 1960–70s.

The final historic influences that helped shape the character and identity of Pakenham are the larger lots generally located north of John Street. Initially, these were intended to support partial food self-sufficiency but those that hadn't developed by WWII became, over time, large family homes with generous front and back yards. The growth that followed from the 1970s was typical of suburban Melbourne.

Pakenham AC has predominately two built form characters:

- the continuous shopping strips in the core retail area along Main Street between John Street and Station Street
- single-storey detached housing in quarter-acre lots, despite the increase in unit developments in recent years.

Few of the pre WWI buildings remain; however, some streets have noticeable groups of dwellings that reflect the typical architecture and style of the inter-war and post-WWII years. It is possible that the preservation of some finer examples will help future generations understand Pakenham's history.

Other buildings, structures or places are significant not only because of their architecture or setting but also because of the social contribution to Pakenham's history; such as the Saint James Aged Care Estate development in Dame Pattie Avenue.

As identified in Figure 15: Heritage sites, seven sites are currently affected by a Heritage Overlay as specified in Clause 43.01 of *Cardinia Planning Scheme*. The sites are:

- H049 Pakenham Scout Hall, 34 James Street, Pakenham
- H064 Pakenham Hotel, 153 Main Street, Pakenham
- H065 St James Church of England, 1 Main Street, Pakenham
- H066 Pakenham Gazette and Berwick City News Offices, 96–100 Main Street, Pakenham
- H0108 Bourke House and Stables, 65 Racecourse Road, Pakenham
- H0228 21 James Street, Pakenham
- H02642 Algerian Oak, 9–13 Main Street, Pakenham

The heritage study (Moloney et al: 2013) identified that seven sites as well as a series of precincts within the Pakenham AC may warrant protection under the Cardinia Shire Heritage Overlay, these are:

- 32 Henry Street (Guide hall)
- 62 Main Street
- 90 Main Street
- 1-7 Station Street
- Bourke Park
- PB Ronald Reserve
- 89 Henry Street

The heritage precincts identified in Figure 15 Heritage sites are either 'representative' in terms of Pakenham's historical development and the mixed architecture of the inter-war and post-war periods (Rogers, James and Henty streets), or historically and architecturally 'distinctive' (St James Village) in terms of Pakenham's pattern of development (Moloney et al: 2013).

Heritage precincts, as identified in this structure plan, enable the preservation of representative examples of Pakenham's small dwelling styles and periods. They also contribute a sense of the historical development of the town and of its streetscapes and spaces.

Further investigation and preparatory work would need to be undertaken to facilitate any future amendment to the Planning Scheme in relation to these sites.

Careful consideration should be given to balancing the potential for intensification of development on land with historical buildings with the benefits of preservation.

It is possible (and often desirable) to reuse buildings and structures for purposes other than those originally intended.

This allows them to be of greater benefit to the community and ensures their retention.

The Pakenham AC will experience increased development and intensification which means that buildings of historical significance will eventually have one or more interfaces with contemporary buildings and spaces. The provisions in the Pakenham SP will ensure new development should integrate appropriately with historical built form and not detract from it.

Refer to Figure 15 Heritage Sites Existing and Further Investigation Required.

**H02642 Algerian Oak,
former consolidated school site Main Street**



**H049 Pakenham Scout Hall,
34 James Street**



Saint James Aged Care Estate has potential precinct heritage, Dame Pattie Avenue



H064 Pakenham Hotel, 153 Main Street



The Old Shire Offices has potential heritage significance, Main Street



Pakenham 1937



Pakenham 1985



Pakenham 2014



Character and Heritage

Objective

Preserve precincts, places and buildings of historical and architectural significance to retain built and cultural heritage in the Pakenham AC.

Strategies

1. Preserve and enhance key heritage sites and precincts that are historically and/or architecturally significant.
2. Preserve and enhance the street network, historic open space, and the fine grain of John and Main streets (in the core retail area).
3. Ensure new development adjacent to heritage places and buildings is sympathetic in its design and built response.
4. Ensure new development in close proximity of heritage places and buildings has a contemporary design that reflects today's architecture and does not replicate old architectural styles.
5. Encourage the adaptive reuse of existing heritage buildings and places when they are no longer to be used for their original purpose, provided this does not have a negative impact on heritage values.

Actions

- A82. Review the findings of the *Pakenham Inter War and Post War Heritage Study (2013)* and *St James Estate Comparative Heritage Study (2014)* to determine what properties (if any), should be protected via a heritage overlay in the *Cardinia Planning Scheme*.
- A83. Develop conservation guidelines appropriate to each new property protected by a heritage overlay.
- A84. Undertake further research of the existing built form character of the Pakenham AC and incorporate the key findings in the future urban design guidelines for the Pakenham AC.
- A85. Review the Pakenham TC UDF in relation to character and heritage in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.

Extension and re-use of a heritage building, Victoria Street Brunswick *



New development surrounding a heritage building, Dromana *



5.4.2 Sustainability

Environmentally sustainable design (ESD) (see glossary) seeks to reduce the impacts of the construction and use of buildings on the natural environment. It is important that the Pakenham AC reduces its environmental footprint (see glossary) through clever and sensitive building design and encourages environmentally responsible development.

Sustainable buildings provide higher quality and healthier environments through the use of design features such as increased daylight, natural ventilation, water collection and storage and the use of solar panels. These buildings enable a reduction in waste through recycling appropriate materials.

All of these elements have an overall aim of minimising the impact of the building on the environment.

Not only do energy efficient buildings minimise adverse effects on the natural and built environment but they also consume fewer resources and save money by keeping buildings cooler in summer and warmer in winter, reducing energy use.

ESD can also be realised through the active participation of community gardens. A community garden is a piece of land gardened by a cooperative group of people living in the area. Residents can be involved in a sustainable practice enabling them local food production.

A green travel plan (GTP) (see glossary) is another tool used to minimise the negative impact of travel on the environment. A GTP describes ways in which the use of sustainable transport may be encouraged. Using public transport, cycling, walking, working from home and carpooling are all sustainable means of transport that are promoted by the Pakenham SP. Initiatives that go beyond the Pakenham SP include making business vehicles more fuel efficient and the use of non-fossil fuels.

A key aspect of any GTP is that individuals need only change a few of their solo car journeys to sustainable forms of transport to have a marked positive impact on their health, traffic congestion and greenhouse gas emissions.

Sustainability

Objective

Ensure all development within the Pakenham AC provides high quality innovative design in a manner that is consistent with and promotes the principles of environmentally sustainable design.

Strategies

1. Ensure both the public and private sector new residential and non-residential developments apply best practice environmentally sustainable design (ESD) (see glossary) principles and incorporate the key principles of water sensitive urban design (WSUD) (see glossary).
2. Encourage major developments to consider the issue of sustainable transport and the use of a green travel plan (GTP) (see glossary).
3. Where possible, encourage built form that is orientated to the north to maximise energy efficiency.
4. Promote the long-term environmental and economic benefits of ESD to planning applicants and the community.
5. Consider the introduction of community gardens (see glossary) within developments.

6. Enhance the street network in a manner that increases pedestrian and cycle permeability to encourage residents to consider walking and/or cycling as a convenient alternative to driving a car.

Actions

- A86. Ensure that any future urban design guidelines clearly address the issue of ESD principles and Council's *Healthy by Design Guidelines*.
- A87. Investigate plant species that are suitable for the local natural environment and resilient to drought to help inform planting selection.
- A88. Amend the *Cardinia Planning Scheme* to include an environmentally sustainable design (ESD) policy.
- A89. Review the outcomes of the *Cardinia Shire Council Aspirational Energy Transition Plan 2014–24* in relation to the Pakenham Activity Centre.

Nobelius Heritage Park Water Sensitive Design (WSUD) project, Emerald



Use of nature strip for planting of herbs & vegetables, Wood Street Beaconsfield



Cardinia Cultural Centre (CCC) solar panels, Pakenham



Community Garden, Smith Street Melbourne



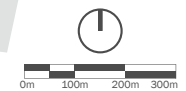
Figure 15. Heritage Sites Existing & Further Investigation Required

- Existing heritage overlay
- ① H065 - St. James Church of England
- ② H0264 - Algerian Oak - 'Federation Oak'
- ③ H0228 - 21 James Street*
- ④ H049 - Pakenham Scout Hall*
- ⑤ H066 - Pakenham Gazette & Berwick City News Offices
- ⑥ H064 - Pakenham Hotel
- ⑦ H0108 - Bourke House and Stables
- Proposed heritage site (subject to further review)
- ⑧ 60-62 Main Street (potential heritage site)
- ⑨ 90-92 Main Street (potential heritage site)
- ⑩ 1-3 Station Street (potential heritage site)
- ⑪ Bourke Park (potential heritage site)**
- ⑫ P.B. Ronald Reserve (potential heritage site)
- ⑬ Guide Hall
32-33 Henry Street (potential heritage site)
- ⑭ 89-91 Slattery Place
Formerly 89-91 Henry Street (potential heritage site)
- Proposed heritage precincts (subject to further review)
- ⑮ Dame Pattie Avenue (potential heritage precinct)
- ⑯ James Street (potential heritage precinct)
- ⑰ Rogers Street (potential heritage precinct)
- ⑱ Henty Street (potential heritage precinct)
- Old Shire Offices (subject to heritage reassessment)
- New street or link
- Railway line
- Structure Plan boundary



* property also part of a proposed heritage precinct
** land owned by VicTrack, currently leased by Council

Source: Pakenham Structure Plan Inter War and Post War Heritage Study
David Moloney, Rohan Storey & Pamela Jellie (31 May 2013)





6. Precincts

Precincts have been structured to build on the overarching strategic response.

Pakenham Activity Centre has nine precincts. Each precinct has an objective, strategies and actions.



The nine precincts within the Pakenham AC are as follows:

- Precinct 1 - John and Main Streets
- Precinct 2 - Station Street
- Precinct 3 - Princes Highway (south side)
- Precinct 4 - Pakenham Place
- Precinct 5 - Former Pakenham Racecourse
- Precinct 6 - Former Consolidated School
- Precinct 7 - High Amenity Employment
- Precinct 8 - Entertainment Plaza
- Precinct 9 - Civic Gateway

Figure 16. The precincts



6.1 Precinct 1 – John and Main Streets

Main Street, between Rogers Street and Railway Avenue, is the historic heart of Pakenham. Over time the intensification of commercial and retail uses in Main Street has progressed from the Pakenham railway station to the north. At street level, Main Street has retained a fine grain of retail development. The section of Main Street between Station Street and John Street can experience a very high level of activity during key periods, especially during weekdays.

The importance of John Street (particularly between Henry Street and Drake Place/ Pakenham Place) has increased considerably over the last decade. The construction of Pakenham Central Marketplace and the Council facilities at PB Ronald Reserve have provided a strong anchor that balances the north- eastern side with the existing shops at Pakenham Place at the south- western end. An urban space has been identified at the truncation of John Street with Pakenham Place. Detail in relation to this proposal is provided in 5.3 Public Realm.

The fine grain and good permeability in the John and Main streets area provides local residents and visitors with a more traditional street-based retail experience.

The numerous private arcades play an important part in enabling a high level of pedestrian activation and permeability in the core retail area.

In both John Street and Main Street pedestrian activity has increased throughout most of the daytime, despite these streets being important roads for through vehicle traffic that link the Pakenham AC with surrounding areas as well as the region. However, the increase in pedestrian activity has not extended after daytime hours.

An important issue facing John and Main streets and the surrounding built form is that the area is covered by a Land Subject to Inundation Overlay (LSIO) under the provisions of the *Cardinia Planning Scheme*. This overlay control mandates that new developments or refurbishments should be raised above the existing floor level in line with Melbourne Water's advice.

Feedback received from the community highlighted that the resident and business communities consider Main Street as an invaluable part of Pakenham's identity.

This sense of identity associated with the Main Street area will be further enhanced through the implementation of this structure plan. In particular the action to undertake a comprehensive review of the streetscape design of the John and Main Streets Precinct and the introduction of a shared space.

A **traditional street** allocates distinct spaces to the different modes, and has a clearly marked distinction of which area is allocated to pedestrians and which is allocated to vehicles.

A **shared space** is specifically designed for pedestrian priority. Design features (such as surface levels and treatments) are used to encourage drivers to slow down and be more aware of other road users. Road markings are minimised, pedestrian barriers are removed and the speed limit is often reduced.

Council recognises that 'shared space' is a very different concept compared to traditional road design. Council is committed to ensuring a high level of public consultation and education is undertaken at all stages of a project, from before the initial design stage to operating in the new space.

Refer to Figure 17 Precinct 1 John and Main Streets, Figure 18 Visualisation Main Street and Figure 19 Cross Section Main Street (Main Street future conditions - shared space).

Main Street from John & Main Street roundabout looking south-east



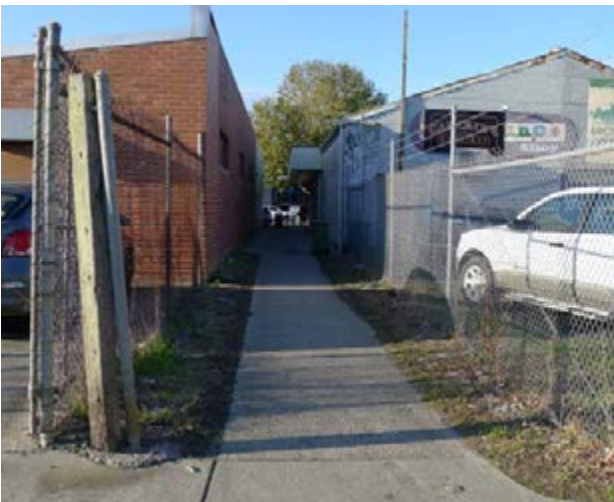
Main Street looking north-west towards John & Main Street roundabout



John Street looking north-east from John & Main Street roundabout



Laneway linking Main Street to car park at rear of Main Street shops



Manhattan Arcade links Main Street to Treloar Lane / Pakenham Central Marketplace



Faux brick pavement treatment, Main Street



Precinct 1 - John and Main Streets

Objective

Create a streetscape that enhances the sense of place for John and Main streets and promotes civic pride while increasing the pedestrian priority through the core retail area.

Strategies

1. Reinforce Main Street's important role as a place of business and social exchange.
2. Ensure key landmark sites, such as the corners of John Street with Main Street, have architecturally designed buildings that visually mark these locations.
3. Where possible retain and enhance:
 - a. the fine grain of the built form along John and Main streets, as these offer greater opportunities for smaller businesses
 - b. the private arcades that provide through access and increase their public access use and availability.
4. Provide additional opportunities for outdoor dining throughout the precinct.
5. Encourage the re-development of buildings along John and Main streets to a preferred three-storey height. Any development above three storeys would have to be carefully designed to minimise overshadowing and other negative amenity impacts by employing street setbacks.
6. Uses in upper storeys should complement the ground floor with the potential for office and residential uses.
7. Provide active uses along John and Main streets and if possible, extend their operating hours beyond 5pm.
8. Ensure buildings are constructed to the street line with no setback and have visually permeable frontages.
9. Ensure the main entrances for businesses along John and Main streets address the street.
10. Require the use of ramps as a design solution (inside of buildings in the core retail area) to help achieve the level requirements set by Melbourne Water and still allow for disability access as well as convenient access for parents with prams or people on mobility scooters.
11. Provide an effective weather protection through a continuous canopy treatment along the building frontages.
12. Support and encourage applications that investigate ways to capture stormwater and use it for irrigation (for example to enable irrigation of landscaping or street planting).

Actions

- A90. Review the Pakenham TC UDF in relation to Precinct 1 - John and Main Street Precinct in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*. Advice should include a high level of guidance and the incorporation of principles for existing arcades and potential new arcades.
- A91. In consultation with all key stakeholders, develop a streetscape master plan for Main Street between John Street and Station Street, as well as for John Street from PB Ronald Reserve to Pakenham Place. The streetscape master plan could include, but is not limited to the following:
- a. convert the section of Main Street between John Street and Station Street to a shared space that would allow for self-regulating negotiated movement that naturally gives priority to pedestrians at peak times but still allows convenient vehicle circulation at other times

- b. increase the width of the footpaths to allow for more on-street trading (such as outdoor dining) and also facilitate the safe movement negotiation of pedestrians and cyclists, even at peak usage times
 - c. investigate intersection treatments at the John Street/Main Street and Station Street/Main Street that are safer for the increasing pedestrian and cyclists volumes
 - d. increase shade and weather protection through the planting of appropriately selected trees
 - e. create a functional, distinctive and unobtrusive street furniture palette that includes elements such as public lighting, seating, drinking fountains and rubbish bins
 - f. conduct an assessment in relation to Council's Open Space Strategy.
 - g. ensure particular focus and detail be provided specifically for the section of Main Street between John Street and Station Street.
- A92. Develop a communication strategy in relation to the proposed shared space concept for Main Street to ensure a high level of public awareness.
- A93. Initiate discussions with the relevant authority/ agency in relation to relocating the power lines underground for sections of Main Street and John Street that currently have overhead power lines.
- A94. Explore with Melbourne Water and other key stakeholders possible options and design outcomes to reduce the negative impacts of the Land Subject to Inundation Overlay (LSIO) (see glossary) on the permeability and accessibility of the Main Street area.
- A95. Investigate possible options for collecting funds to undertake the works proposed by the future streetscape master plan. Possible options for consideration include (but are not limited to):
- a. a development contributions plan (DCP) for the Pakenham AC to provide funding towards the future streetscape works
 - b. a 'streetscape scheme' to be funded only by particular land uses (for example the core retail area)
 - c. actively seeking a contribution from a variety of grants, government initiatives as well as the private sector.

**Shared space,
Caroline Springs Town Centre ***



**Shared space,
Noosa Junction QLD ***



**An urban space within a retail environment,
Craigburn Central**



**An urban space within a retail environment,
Eaton Mall Oakleigh ***



**Shared space,
Auckland New Zealand**



**Increase width of pavement to enable outdoor dining,
Marriott Waters Lyndhurst**



**Outdoor dining,
Craigburn Central**



**Night time lighting,
Dandenong**



Figure 17. Precinct 1 - John and Main Streets

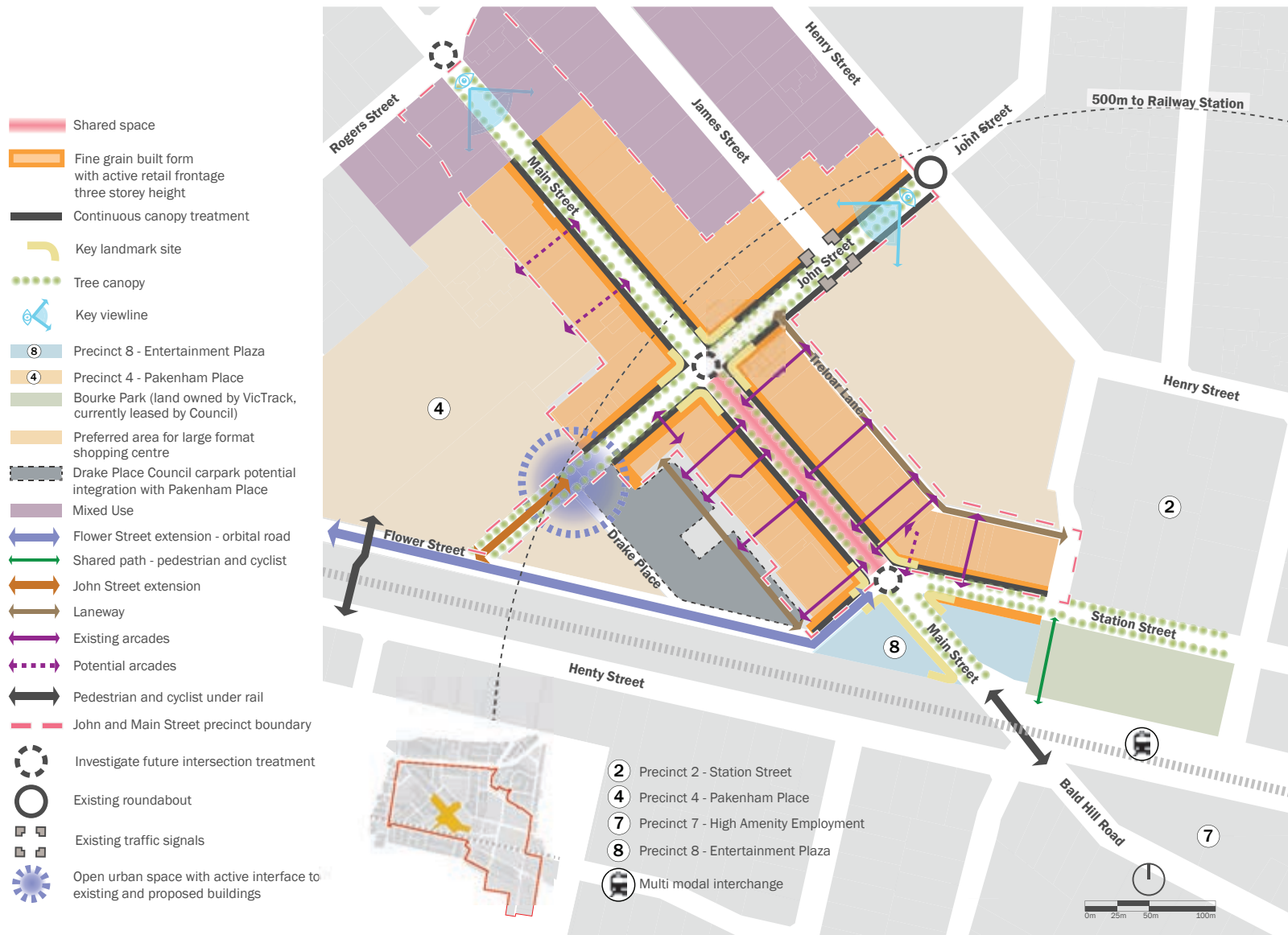
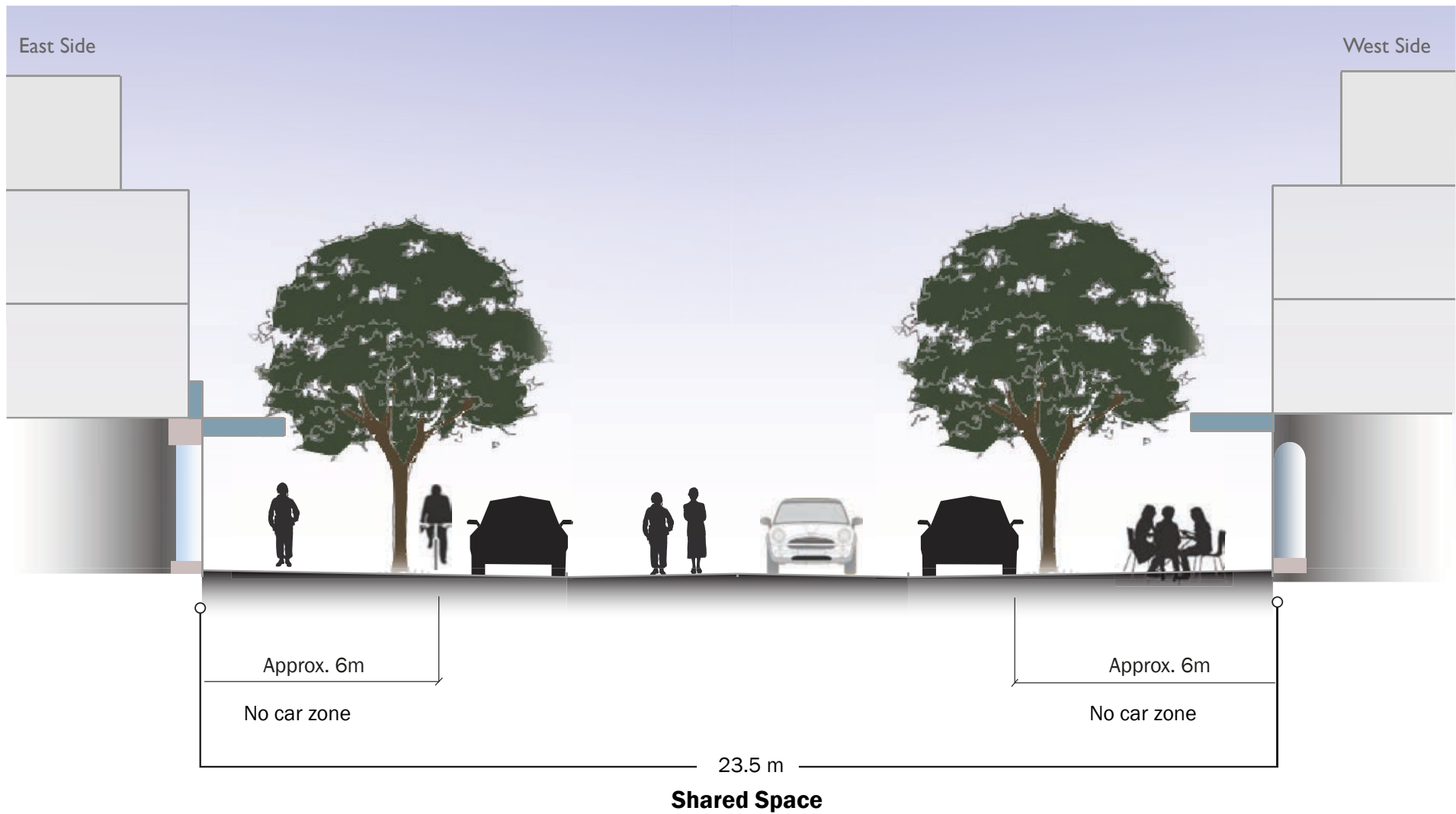


Figure 18. Visualisation Main Street



Figure 19. Cross section Main Street



6.2 Precinct 2 – Station Street

Station Street precinct is a block of land located to the east of the Pakenham core retail area, to the west of the former Pakenham racecourse and fronts the Pakenham railway station and Bourke Park. The precinct comprises all of the land contained within the boundaries formed by Henry Street, Station Street, Cook Drive and Slattery Place.

The precinct plays an important role in providing an arrival experience to the Pakenham AC from the Pakenham multi-modal station. It will also be an important strategic site when Henry Road is extended through to Racecourse Road and the orbital road is fully functional. Detail in relation to the Pakenham multi-modal station and orbital road is outlined in 5.2 Access for all.

The precinct is a vital transition area between the core retail area and the former Pakenham racecourse.

Currently, the precinct contains a medical clinic, an office building, two detached houses and two residential unit developments. This precinct also contains a unused site that has been fenced off and has derelict buildings.

The precinct is considered to be underdeveloped given its proximity to public transport and the core retail area.

Bus interchange in the afternoon on a weekday, Station Street (south side)



Derelict buildings with cyclone fencing, Corner Slattery Place & Station Street (north side)



Vacant land & derelict building, looking south from Henry Street across to Station Street



Derelict buildings with cyclone fencing, looking southwest from corner Slattery Place & Henry Street



Precinct 2 - Station Street

Objective

Provide a street-orientated mixed use development that will have multi-level higher density housing and employment opportunities to maximise the site's proximity to public transport, the core retail area and community facilities.

Strategies

1. Ensure street frontages and land uses activate the precinct and provide passive surveillance that will encourage increased use of Bourke Park and its surrounds.
2. Promote the consolidation of land within the precinct.
3. Encourage increased diversity and densities of residential and commercial development.
4. Promote street amenity, prioritise pedestrian movements and minimise vehicle crossovers around the perimeter of the precinct.
5. Encourage a parking 'grove' (see glossary) that acts as a landscape feature and increases shade within the site.
6. Require car parking to be located inside the precinct to prioritise safe pedestrian movements and assist in street activation. This design solution will also enable a more efficient car park layout.
7. Develop an internal circulation system that minimises vehicle crossovers.
8. Provide housing diversity in the form of higher density (i.e. apartment blocks) that have an affordable housing component.
9. Discourage housing/residential use on the ground floor level.
10. Investigate stormwater retarding capture and water quality measures to create a whole of water cycle solution.

Actions

- A96. Review the Pakenham TC UDF in relation to Precinct 2 - Station Street Precinct in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*. Advice should include a high level guidance in relation to built form and landscape principles.
- A97. Advocate with potential developers to either consolidate their land holdings or develop in an integrated manner in accordance with an overall master plan.

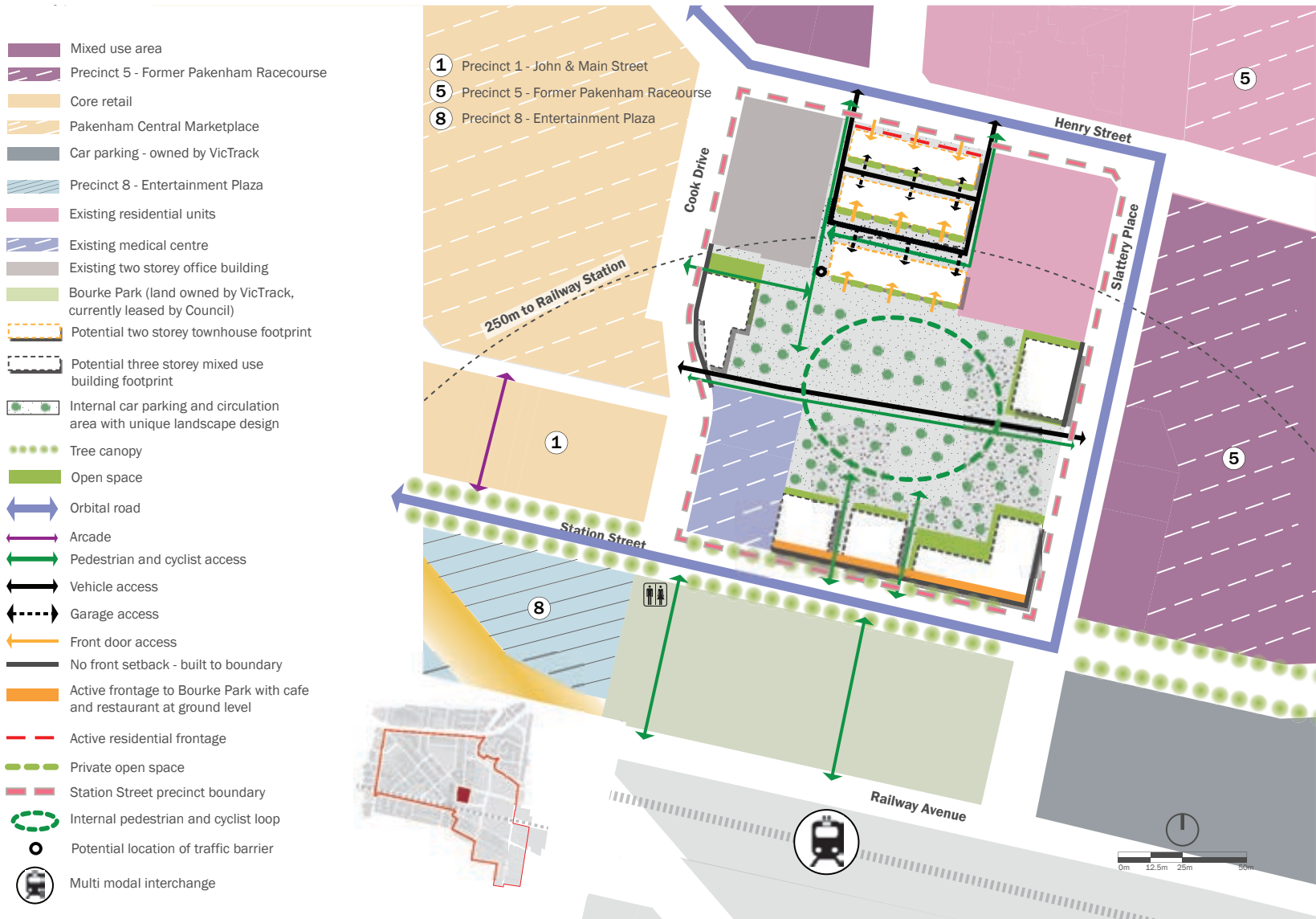
Mixed use development (retail ground floor & upper level apartments), Manly NSW



Six Star residential development, Waverley Park



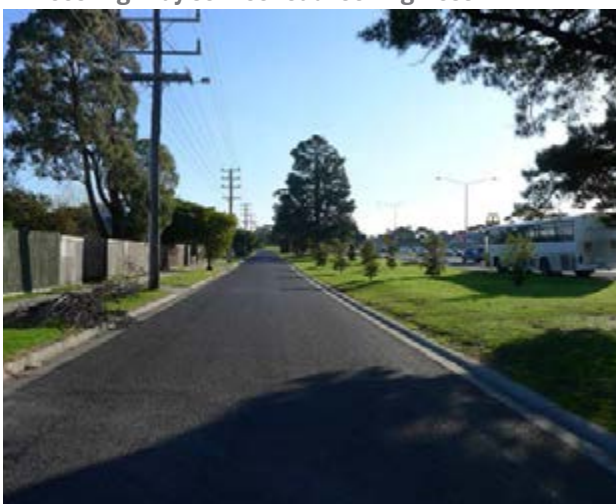
Figure 20. Precinct 2 - Station Street



6.3 Precinct 3 – Princes Highway (south side)

This precinct currently contains residential development, a restaurant and a child care centre. While the residential component of this precinct is encouraged to remain, albeit at a higher density, there is potential for the transition of the precinct to take advantage of the Princes Highway exposure and proximity to the main road network. Uses that are considered appropriate in this precinct include accommodation, as well as medical services and facilities.

Varied quality and quantity of roadside planting, Princes Highway service road looking west



Break in central median to allow both east and west bound traffic entrance into John Street



Topography varies along the length of Princes Highway from McGregor Road to Racecourse Road



Precinct 3 - Princes Highway (south side)

Objective

Enable the transition of the precinct from a predominately traditional residential development to higher density residential forms, as well as complementary uses (such as accommodation, medical and health-related services, education and offices), taking advantage of the exposure to Princes Highway and easy access to the main road network.

Strategies

1. Encourage consolidation of lots and promote the redevelopment of lots for alternative forms of higher density housing (two–three storeys minimum) accommodation, as well as medical and health-related services.
2. Develop a strong landscape theme for the length of Princes Highway within the Pakenham AC from McGregor Road to Racecourse Road.
3. Encourage built form that responds appropriately to the Princes Highway interface to assist in diminishing the negative impact of the high traffic volumes.

4. Ensure that new business activity is compatible with nearby residential development.
5. Require development along Princes Highway to provide an appropriate transition in height, scale and mass to the adjoining lower scale existing residential areas at the interface.

Actions

A98. Review the Pakenham TC UDF in relation to Precinct 3 – Princes Highway (south side) in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*. Advice should include guidance with regard to the interface with Princes Highway and the adjoining residential development.

A99. Amend Clause 22.04 Highway Development of the Cardinia Planning Scheme to include specific reference to the development of the land south of Princes Highway.

A100. Advocate in discussions with VicRoads in relation to:

- a. reviewing access arrangements to the service road
- b. developing a landscaping plan with an appropriate theme for the length of Princes Highway from McGregor Road to Racecourse Road as a gateway to the Pakenham AC

- c. improving the maintenance of Princes Highway from McGregor Road to Racecourse Road.

A101. Investigate feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide funding for improvements to the Princes Highway landscape.

**Residential development,
Gooch Street Thornbury**



**Residential development with rear lane access,
Rouse Hill NSW**



**Millhaven Lodge Aged Care,
Princes Highway (north side) Pakenham**



Figure 21. Precinct 3 - Princes Highway (south side)



6.4 Precinct 4 – Pakenham Place

Pakenham Place, together with the newly built Pakenham Central Marketplace, is one of the key large format retail anchors in the Pakenham AC. It anchors the south-western sector of the core retail area; it is the current indirect link from Flower Street to John Street and is accessible via a number of streets. It provides (via indirect means) key vehicle links from western Pakenham to the core retail area.

Pakenham Place is the single largest landholding in the core retail area of the Pakenham AC. The current shopping centre occupies an area of approximately 5 hectares.

Panoramic view of Pakenham Place, looking north-west from end of John Street



As one of only two large format shopping centres in Pakenham, it attracts not only local residents but people from the wider regional catchment. It plays a pivotal commercial role in the Pakenham AC.

Pakenham Place currently has a number of large retail holdings (Target, Coles and Woolworths) as well as about 30 smaller spaces that accommodate a mix of specialty retail ranging from green grocers to cafes.

An urban space has been identified at John Street with Pakenham Place. Detail in relation to this proposal is provided in 5.3 Public Realm.

The orbital road runs along the southern boundary of the site, it is a crucial missing link that must be incorporated in any redevelopment of the site. Detail in relation to the orbital road is outlined in 5.2 Access for all.

Pakenham Place is expected to accommodate the bulk of retail expansion in the Pakenham AC in the next two decades, especially in relation to the location for larger format development opportunities. Such an opportunity for expansion will ensure that retail will be contained within the Pakenham AC and, more importantly, within easy walking distance of Main Street and Pakenham railway station.

Refer to Figure 22 Precinct 4 - Pakenham Place.

**Entry/exit of Pakenham Place,
via Main Street**



**Entry/exit of Pakenham Place,
via Flower Street (future orbital road)**



**Pakenham Place has buildings adjacent to the railway
reserve which is the future alignment of orbital road**



**Specialty shops abutting the supermarket,
east side of John Street**



**Building containing a supermarket (Coles), Target and
specialty shops at western end of Pakenham Place**



**Pakenham Place entry/exit via John Street,
looking south-west from John Street**



Precinct 4 - Pakenham Place

Objective

Provide an innovative street-based shopping centre model that strengthens the retail anchor function of this site, builds on the existing street connections in the Pakenham AC and introduces a new high quality urban open space at the end of John Street.

Strategies

1. Encourage a retail mix that complements Main Street and John Street.
 2. Provide an urban space at the termination of an extended John Street.
 3. Create a strong pedestrian and cycle environment within the precinct, including via Wadsley Avenue.
 4. Ensure the redevelopment of the precinct:
 - a. has minimal impact on the amenity of the surrounding areas
 - b. incorporates the orbital road and is designed to facilitate passive surveillance and an attractive outlook for the majority of the orbital road
 5. considers parking solutions that could work in conjunction with Council's existing landholdings on Drake Place and any future parking proposed by Council to ensure a better land integration
 6. where possible, attempt to sleeve the parking edges with active uses towards the surrounding streets, in particular for John Street
 7. ensure intermittent breaks within the building design to prevent a long stretch of loading bays and/or blank walls
 8. include design solutions to reduce the heat island effect and barrenness of large parking surfaces (this could be in the form of a parking grove (see glossary)).
 9. Ensure the extension of Flower Street is designed and constructed to a standard that would comply with the orbital road. Flower Street and John Street must intersect on the site.
 10. Encourage the shopping centre to have the shops and restaurants front the internal street network created by Flower Street and John Street, with a particular emphasis on John Street.
 11. Require any future redevelopment of lots along Main Street to continue the fine grain and general built form of the existing shops in the core retail area.
 12. Investigate drainage solutions that minimise the adverse effects of stormwater runoff. This could also integrate stormwater capture and irrigation systems.
 13. Ensure the extensions of John Street and Flower Street are in accordance with Council's road standards and any future urban design guidelines applicable to this precinct.
- c. provides satisfactory facade articulation along the future extensions of John Street and Flower Street (this completes the skewed grid that characterises Pakenham AC, increasing the ease of access and legibility to and from Pakenham Place and to and from Main Street)
 - d. includes the design and construction of the Flower Street connection to enable a link, as direct as possible, into Drake Place
 - e. includes a pedestrian and cycle link that connects the northern edge of the site with the extension of John Street

14. Explore options to integrate Council's land-holdings along Drake Place into any future redevelopment of Pakenham Place provided it assists in delivering an improved outcome in achieving the vision and objectives of the structure plan.

Actions

A102. Review the Pakenham TC UDF in relation to Precinct 4 – Pakenham Place in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*. Advice should include guidance with regard to the arcades.

A103. Explore with Melbourne Water and other key stakeholders possible options and design outcomes to reduce the negative impacts of the Land Subject to Inundation Overlay (LSIO) (see glossary) on the permeability and accessibility of this precinct.

A104. Provide planning and design guidance for the arcades that both assists in maintaining the pedestrian connections and improves aesthetic appeal.

**Building design enables passive surveillance,
Kmart Burwood ***



**Car park design accommodating pedestrians,
Caroline Springs Town Centre ***



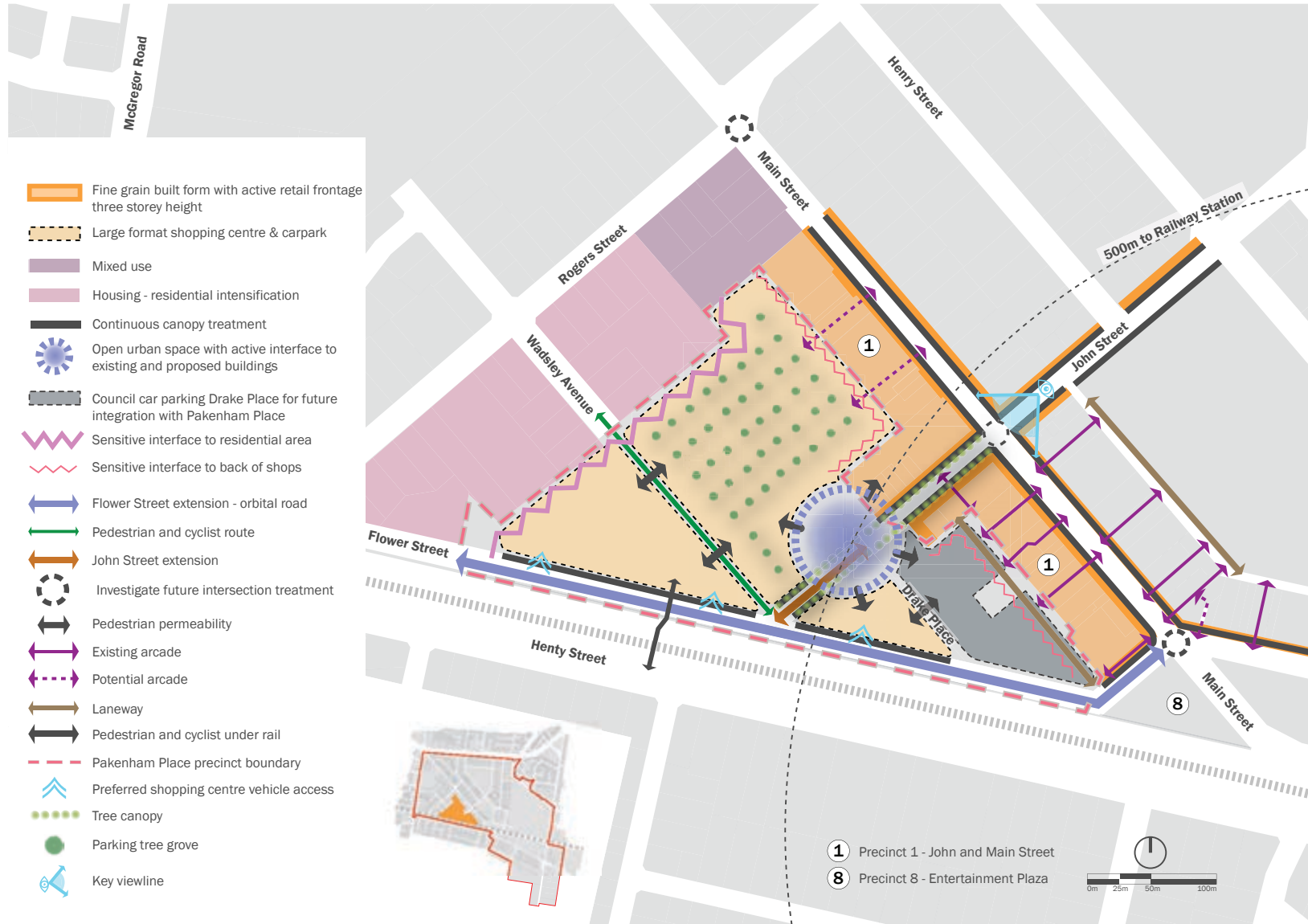
**Building design enables passive surveillance,
Lucas Town Centre, Ballarat West ***



**Urban Space,
Indautxu Square Spain**



Figure 22. Precinct 4 - Pakenham Place



6.5 Precinct 5 – Former Pakenham Racecourse

The former Pakenham racecourse site is located at 61 Racecourse Road at the eastern edge of the Pakenham AC and was the historic location of the Pakenham Racecourse until 2013. A new site has been developed for the relocation of the Pakenham Racecourse to Tynong.

In June 2010, the site was rezoned to Comprehensive Development Zone – Schedule 2 (CDZ2) in order to facilitate its development. *The Former Pakenham Racecourse Comprehensive Development Plan (February 2010)* was incorporated into the *Cardinia Planning Scheme* in order to facilitate the development of the site into an integrated, high density residential and commercial mixed use precinct.

The structure plan reiterates the requirements outlined in CDZ2. This site has been included in the Pakenham SP to show and articulate the overall development of the Pakenham AC as a whole.

Refer to Figure 23 Precinct 5 - Former Pakenham Racecourse.

Precinct 5 - Former Pakenham Racecourse

Objective

Achieve a higher density precinct predominately residential with a mixed use component that creates a new urban character which supports a vibrant and safe public realm with a high level of cross-site permeability, excellence in architecture, urban design and landscape that integrates Pakenham Creek as a key feature.

Strategies

1. Ensure development provides a higher density residential and mixed use form and character that establishes the precinct as an activated precinct with a strong landscape focus for streets and open space areas.
2. Provide high quality architecture and urban design that delivers high quality internal and external amenity in all buildings.
3. Encourage the introduction of community gardens within the development.
4. Ensure buildings on corner sites (Henry Street and Racecourse Road, the proposed north-south road, and Henry Street and the future Webster Way connection with Henry Street), demonstrate architectural excellence to provide a sense of arrival and strong street linkages.
5. Require a minimum residential density of 25 dwellings per hectare (gross) across the site and a mix of dwelling types and lot sizes to increase residential diversity across the precinct.
6. Residential areas adjoining open spaces are to be designed with an active interface to encourage passive surveillance of public spaces.
7. Promote a clear hierarchy of streets that allow for a high level of cross-site permeability and integrates with the surrounding street network.
8. Ensure the main east-west link does not have direct vehicle access from private driveways.
9. Require the proposed north-south road alignment to be in accordance with the structure plan to ensure the success of the alignment of the future grade separation at the Webster Way extension.

10. Future proof the intersection of Henry Street and the proposed north-south road by providing an attractive and safe intersection treatment as an interim solution to any future intersection works required.
11. Prioritise public open space contributions in the form of land over cash contributions to ensure adequate open space is provided within the precinct. Public open space must be usable and provided at strategic locations.
12. Provide a landscape corridor or linear park extending from the south of the site to Pakenham Creek.
13. Integrate Pakenham Creek as a key feature and ensure drainage, flood control, movement and public open space functions are accommodated and enhanced.
14. Ensure the landscape corridor along Pakenham Creek which continues from the western boundary of the site through to Racecourse Road is of a usable width for recreation and movement, and is appropriately landscaped to improve the amenity of the area.
15. Encourage (where appropriate) pedestrian connections over Pakenham Creek to connect the precinct with the adjacent existing residential development.

16. Retain (where possible) trees throughout the site, particularly along Railway Avenue, to strengthen the landscape qualities of the precinct.
17. Provide architecturally and landscape significant treatments at key locations to act as gateway landmarks.

Actions

No actions have been allocated to Precinct 5 - Former Pakenham Racecourse.

Ascot- artist's impression - Pakenham Creek Reserve
[Image: courtesy of ISPT]



Ascot - artist's impression - Main Central Park (aerial)
[Image: courtesy of ISPT]



Ascot - artist's impression - Main Central Park
[Image: courtesy of ISPT]



Figure 23. Precinct 5 - Former Pakenham Racecourse



6.6 Precinct 6 – Former Consolidated School

Precinct 6 affects 11–15 Main Street which was the former site of the Pakenham consolidated school. Following the closure of the school in the 1990s the land was transferred to Council and subsequently expressions of interest were invited for the purchase of the land based on a specific development proposal for the site.

The new owners of the site sought the rezoning of the northern part of the land to a Business 2 zone (B2Z) along the Main Street frontage and a Business 1 zone (B1Z) for the balance of the northern part of the land.

An agreement under Section 173 of the *Planning and Environment Act 1987* was entered into between the landowners and Council to restrict the uses of the land in the Business 1 zone.

The purpose of the agreement among other matters was to ensure that the land was not developed as a shopping centre to the detriment of the existing retail area in the Pakenham Town Centre. Both the B1Z and the B2Z have been replaced with the Commercial 1 zone (CZ1) under the new provisions of the planning scheme introduced by the Victorian Government.

Over the years, various development options have been considered by Council in relation to this site.

The Pakenham SP clearly articulates that Council's preferred development outcome for this precinct is residential development. The site is to provide housing diversity and greater housing choice, through high quality, well-designed medium density housing such as units, apartments and townhouses with minimal conventional housing. A retirement village would also offer a different form of housing choice for the local community.

Main Street is deviated through this precinct to provide a connection to McGregor Road. Further detail in relation to this project is discussed in 5.2 Access for all.

Both this precinct and the civic precinct (Precinct 9) are an important gateway to the Pakenham AC from the north-west. It is crucial that people's first impression when entering this precinct is of an attractive gateway with high-quality landscaping and building design.

Refer to Figure 24 Precinct 6 - Former Consolidated School.

Federation Oak (heritage control H0264), Main Street



The precinct is currently vacant and abuts both Main Street and McGregor Road



**Approved Development Plan (DP01),
(9th October 2014)**



Precinct 6 - Former Consolidated School

Objective

Deliver a residential precinct that seamlessly links with its surrounds and creates a new urban character that provides forms of higher density housing offering excellence in architecture, urban design and landscape.

Strategies

1. Provide for innovative housing product for higher density forms.
2. Encourage the introduction of community gardens within the development.
3. Encourage a highly active mixed use environment along the existing Main Street abuttal to this site and the Main Street deviation.
4. Ensure the land set aside for the road that is to be the deviation of Main Street to McGregor Road, is of a suitable reservation to enable a high quality landscape treatment along the northern boundary back fences.
5. Ensure that lots abutting the 'Main Street deviation road' do not have direct vehicle access to this road from private driveways.
6. Ensure that lots abutting McGregor Road do not have direct vehicle access to McGregor Road from private driveways.
7. Ensure a high quality architecturally designed landmark development is located at the corner of:
 - a. McGregor Road and the Main Street deviation road
 - b. Main Street deviation road with Main Street.
8. Provide for sufficient land area around the 'Federation Oak' to ensure that the tree is protected and a 'usable' public open space area is provided for the enjoyment of the whole community. Development is to provide a suitable interface to this area.
9. Encourage an enhanced pedestrian environment within the precinct.
10. Buildings are to front McGregor Road, the deviated Main Street, existing Main Street as well as the open space reserve at the Federation Oak, to enable passive surveillance of the street network and public open space.
11. Ensure solid front fences are not permitted along McGregor Road, deviated Main Street, existing Main Street or on lots facing open space areas.

12. Require new development to incorporate water sensitive urban design (WSUD) (see glossary) principles and environmental sustainable design (ESD) (see glossary) measures.
13. Ensure careful consideration is given to the landscape treatment throughout the precinct, with particular emphasis on canopy trees to help accomplish an 'urban forest' (see glossary).

Actions

- A105. Review the Pakenham TC UDF in relation to Precinct 6 – Former Consolidated School in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.
- A106. Ensure that issues that are to be addressed in the housing design guidelines include (but are not limited to):
- a. design considerations and chosen locations of integrated housing sites (for example, it is considered appropriate to locate integrated houses near open space; however, it is recommended that they be limited to 6–8 dwellings to help avoid a boulevard of garages that are poorly designed and often poorly maintained)

- b. carefully design townhouse developments to have a minimum of two storeys with dwellings that project over the garage to provide for passive surveillance (see glossary) to the laneways
- c. single-storey dwellings should be considered on a case-by-case scenario if permitted
- d. minimise the amount of side-by-side garages and provide variation of single garage design
- e. ensure there is a variation of lot widths in a street to enable for a variation of dwelling facades and a more interesting streetscape
- f. fencing location and design, with particular attention to corner lots to not detract from the street environment and not hinder passive surveillance
- g. carefully consider the interface between residential development and the main roads such as McGregor Road, deviated Main Street and existing Main Street
- h. ensure innovative and high quality design options are provided for the rear of double-fronted lots
- i. encourage innovative housing product such as adaptable housing like SOHO (see glossary) along Main Street.

**Watermark Retirement Village (multi-storey),
Castle Cove NSW**



**Residential development with rear lane access,
Lakeside Square Pakenham**



Figure 24. Precinct 6 - Former Consolidated School



6.7 Precinct 7 – High Amenity Employment

This precinct is located to the south of the Pakenham railway line, in close proximity to the Pakenham railway station and contains approximately 30 hectares of land.

This area forms part of the original industrial or employment area that served Pakenham when it was a township. This area has undergone change and while a range of industrial uses still remain, the precinct provides a mix of services as well as restricted retail and other uses. This mix contributes to the precinct's varied character with changing setbacks and ad hoc signage reducing the overall cohesiveness of the precinct.

This precinct will continue to be impacted on by the ongoing growth and development of the employment areas south of the freeway.

However, it is considered that this precinct has valuable strategic potential because it can provide opportunities for start-up industries and new high-amenity businesses that can benefit from being within walking distance of the Pakenham railway station and the core retail area.

The redevelopment of the precinct over time will complement the Pakenham AC rather than compete with it. It will create additional local employment which is important for the overall sustainability of current and future communities.

The renewal of built form in the precinct will help enhance this gateway to the Pakenham AC through moderately scaled, high quality development that addresses both Koo Wee Rup and Bald Hill roads. New development will also provide an appropriate transition to the adjacent residential areas to minimise negative amenity impacts.

Land to the east of Koo Wee Rup Road is to retain its heavier industrial focus; however, new development is to appropriately respond to Koo Wee Rup and Bald Hill roads to enhance the gateway to the Pakenham AC.

In the north-west corner of the precinct, a large parcel of land is owned by VicTrack. This site is considered to be of strategic importance. Should this land be sold and/or redeveloped in the future, proposed land uses must be the highest and best use of the land, given its proximity to public transport and the core retail area.

Detail in relation to the review of the industrial area is provided in 5.1 Activities and land use.

The extension of Webster Way through 28–46 Bald Hill Road is an important 'missing link' to addressing the level crossing congestion at Main Street and moving vehicle traffic away from the future vision of Main Street as a shared space with a pedestrian focus.

The Webster Way connection to the north will be in the form of a grade separation of the railway line and it is envisaged that the road will go under the rail. The construction of the Webster Way grade separation will enable the closure of the Main Street level crossing to vehicles and enable this area to be developed to its full potential.

Detail in relation to the timing and funding of this project is discussed in 5.2 Access for all.

Refer to Figure 25 Precinct 7 - High Amenity Employment.

Bald Hill Road, looking north-west from the roundabout at Bald Hill Road and Racecourse Road



Gippsland Food Company, located north side of Bald Hill Road



Koo Wee Rup Road, looking south from the roundabout at Bald Hill Road and Racecourse Road



Bald Hill Road, entrance to retail area of Main Street



Precinct 7 - High Amenity Employment

Objective

Create a high amenity service-based precinct that offers economic diversity, vitality and sustainability to the Pakenham AC that maximises the proximity of land to public transport and provides an improved visual amenity of the south-eastern gateway.

Strategies

1. Ensure compatibility between the various forms of land use.
2. Require high quality built form that incorporates environmentally sensitive design (ESD) (see glossary) and water sensitive urban design (WSUD) (see glossary) principles and enhances the precinct.
3. Ensure new development proposals that front Koo Wee Rup and Bald Hill roads:
 - a. provide appropriate landscape frontages to the road
 - b. are architecturally interesting and enhance the entrance to the Pakenham AC.

4. Encourage a consistent landscape treatment along front setbacks of Koo Wee Rup and Bald Hill roads.
5. Require development to provide an appropriate transition in height, scale and mass to the adjoining lower scale existing residential areas at the interface.
6. Encourage a consistent, attractive and integrated approach to signage.
7. Ensure an appropriate interface to the adjoining residential properties and other uses is achieved.
8. Provide a pedestrian-focused street environment that provides direct connectivity to the Pakenham AC core retail area, the Pakenham railway station and the adjoining residential area.
9. Discourage retail and commercial development that would be better suited to the core retail area of the Pakenham AC.
10. Encourage businesses that focus on the use of public transport to maximise the proximity to the Pakenham railway station.

Actions

A107. Following a comprehensive strategic review of the industrial zoned land within and surrounding the Pakenham AC, amend the planning scheme to facilitate any change recommended as part of the review.

A108. Prepare a local policy (Bald Hill Road Policy) to ensure specific design criteria are introduced to improve the southern gateway to the Pakenham AC.

A109. Prepare a local signage policy that guides signage applications for this precinct.

A110. Investigate feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide funding for improvements to the streetscape in the industrial area.

City of Auckland Depot converted to studios, Auckland New Zealand



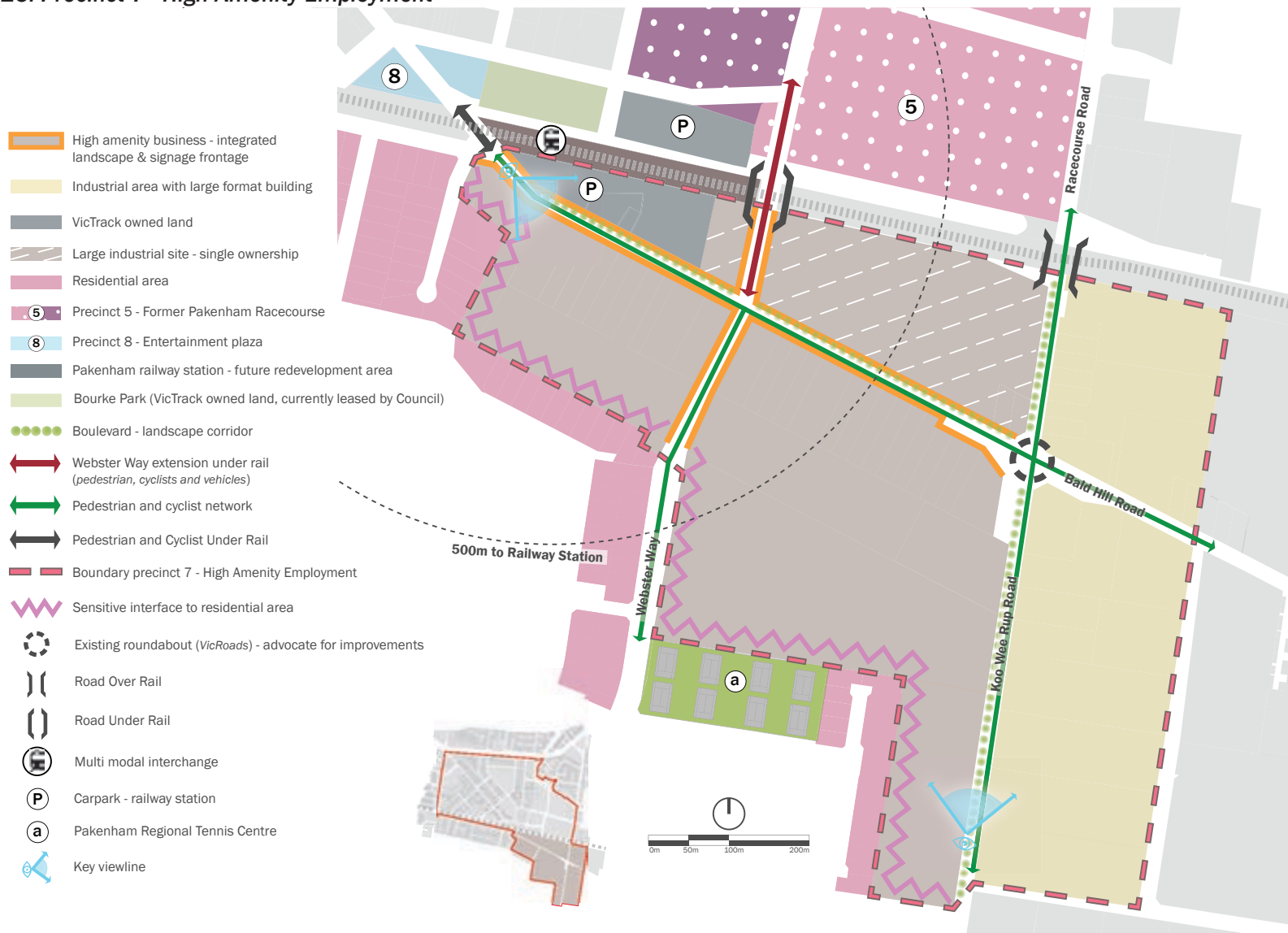
Office/warehouse development, Bridge Street Port Melbourne



Incorporate environmentally sensitive design (ESD), Cardinia Cultural Centre Pakenham



Figure 25. Precinct 7 - High Amenity Employment



6.8 Precinct 8 – Entertainment Plaza

The Entertainment Plaza Precinct extends from the Pakenham Hotel to the east until the western boundary of Bourke Park and incorporates the area of the future termination of Main Street.

This precinct will be the catalyst to the provision of activities outside of core business hours and provide evening activation of the core retail area and Pakenham multi-modal station.

The community identified three strong themes in relation to the leisure activities in Pakenham:

- Pakenham has a distant lack of activity ‘after 5pm’, even along Main Street, despite the increasing population and commercial activity.
- Pakenham offers insufficient dining options as a whole, but in particular in the Pakenham AC.
- Young people (who are considered to be an important and growing demographic cohort) have expressed the absence of activities and places to be in.

Bourke Park has recently undergone a series of improvements that encourage further activation to the park. Further detail in relation to the termination of Main Street is provided in 5.2 Access for all.

The Pakenham Hotel was opened in 1928 and is now heritage listed. The hotel, together with the old Pakenham Shire Office constructed in 1912, is considered to be the most iconic building in Pakenham.

Opposite the Pakenham Hotel, is the former hardware store, a strong two-storey wedge-shaped building dating back to the 1950s.

The central element of this precinct will be the southern end of Main Street. The ultimate closure of Main Street (as a result of alternative grade separation provisions at the Webster Way extension) will create opportunity to design and construct a pedestrianised space which will be an invaluable asset to the Pakenham AC.

Refer to Figure 26 Precinct 8 - Entertainment Plaza.

Path network through Bourke Park from Pakenham railway station to Station Street (north of railway line)



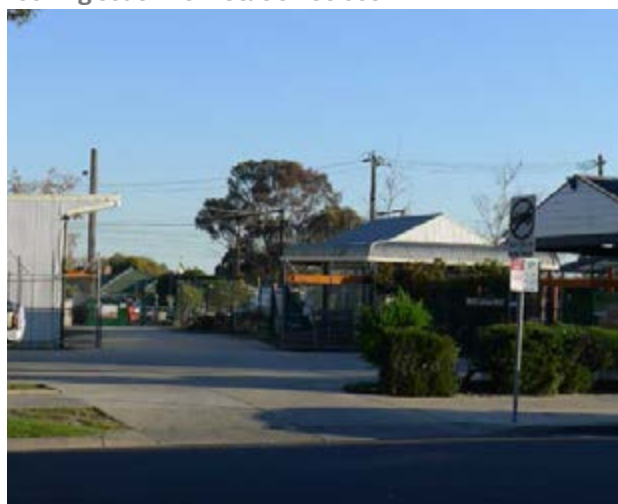
Main Street, looking south-east towards level crossing from the front of Pakenham Hotel



Main Street looking south-east from the corner of Station and Main Street



Site located between Bourke Park and Main Street looking south from Station Street



Precinct 8 - Entertainment Plaza

Objective

Create a high quality urban space that has strong pedestrian and cycle connectivity and permeability and promotes activities and events that have a strong community focus as well as land uses that enable ‘after 5pm’ and weekend activation.

Strategies

1. Preserve and enhance existing heritage values.
 2. Encourage the location of businesses that reinforce the “after 5pm” and weekend use of the existing Pakenham Hotel.
 3. Encourage both commercial (e.g. street trading) and non-commercial (e.g. markets) activities to engage street activity and social-community interaction.
 4. Encourage active uses to extend along Station Street towards Bourke Park.
 5. Encourage properties along the western boundary of Bourke Park to open up and interact with the park to create additional activity to improve the perception of safety. This would also increase the commercial frontage.
6. Ensure any redevelopment of 1–3 Station Street incorporates a landmark building that complements but does not mimic the Pakenham Hotel.
 7. Retain the visual connection with Bald Hill Road to the south (even after the closure of Main Street) in order to retain a cue to the historic hierarchy of public realm in Pakenham.

Actions

- A111. Review the Pakenham TC UDF in relation to Precinct 8 – Entertainment Plaza in the Pakenham AC in light of the vision, strategic response and precinct plans outlined in this structure plan to develop *Pakenham Structure Plan Urban Design Guidelines*.
- A112. In consultation with all key stakeholders, develop a streetscape master plan for the Entertainment Plaza Precinct. The streetscape master plan could include, but is not limited to the following:
- a. as an interim measure, increase the width of the footpaths to allow for more on-street trading (such as outdoor dining) and also facilitate the safe movement negotiation of pedestrians and cyclists, even at peak usage times

- b. a truncated boulevard at the end of Main Street which is to be in accordance with Council's standards (on the completion of the Webster Way extension and grade separation of the railway line)
- c. design the space to allow for outdoor events such as markets and craft fairs.
- d. investigate intersection treatment at Station Street and Main Street that is safer for the increasing pedestrian and cyclist volumes
- e. increase shade and weather protection through planting appropriately selected trees along the buildings
- f. create a functional, distinctive and unobtrusive street furniture palette that includes elements such as public lighting, seating, drinking fountains and rubbish bins.

A113. Explore with Melbourne Water, and other key stakeholders, means to reduce the negative impacts of the Land Subject to Inundation Overlay (LSIO) (see glossary).

A114. Investigate feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide funding for improvements to this precinct.

Facilities to enable people to meet and stay, Brisbane



Outdoor eating area close to the railway station, Yarraville



Cafe adjacent to the Cardinia Road railway station, Pakenham



Well-lit pedestrian and cycle underpass, Cardinia Road railway station

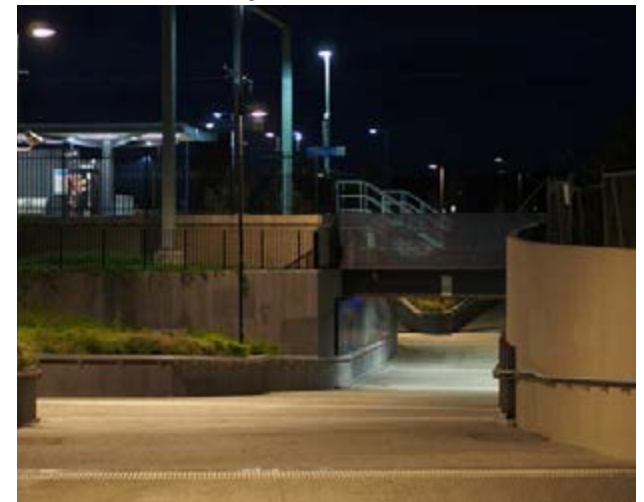
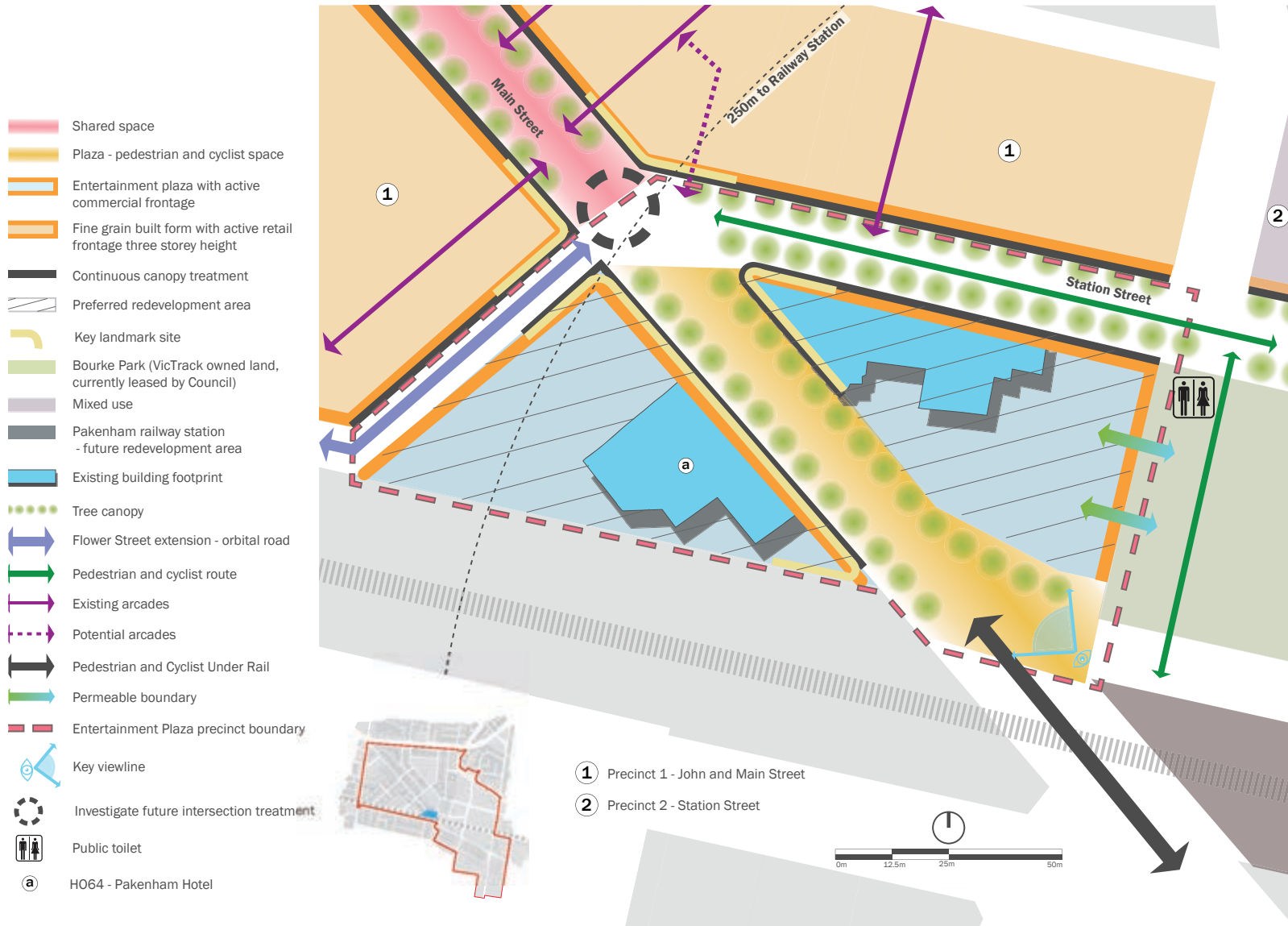


Figure 26. Precinct 8 - Entertainment Plaza



6.9 Precinct 9 – Civic Gateway

Main Street (where it intersects with McGregor Road/ Princes Highway), is a prominent gateway location to the Pakenham AC. This gateway has two defining elements to its character.

- The landscape - is characterised by open space in the form of significant expanses of grassed areas with some large trees and Pakenham Creek which meanders along the northern half of the area (although it is currently more of a grass swale).
- Council and community buildings - a number of these buildings are important from a heritage perspective as they are of architectural and historical significance, most notably the old Shire offices. The number and location of buildings for community uses has occurred in an ad hoc manner over the last two decades in and around Council's landholdings at this end of Main Street.

Main Street is currently acting as a barrier dividing the precinct in two. This will alter significantly when Main Street is deviated through the former consolidated school site (Precinct 6). The deviation of Main Street will downgrade the current intersection between Main Street and McGregor Road (in terms of traffic volumes and turning movement). Further detail can be found in 5.2 Access for all.

This precinct has potential as both a key node for civic uses and as a gateway to the Pakenham AC as it will be visually prominent and part of the main pedestrian and cycle routes to and from the Pakenham AC.

Refer to Figure 27 Precinct 9 - Civic Gateway.

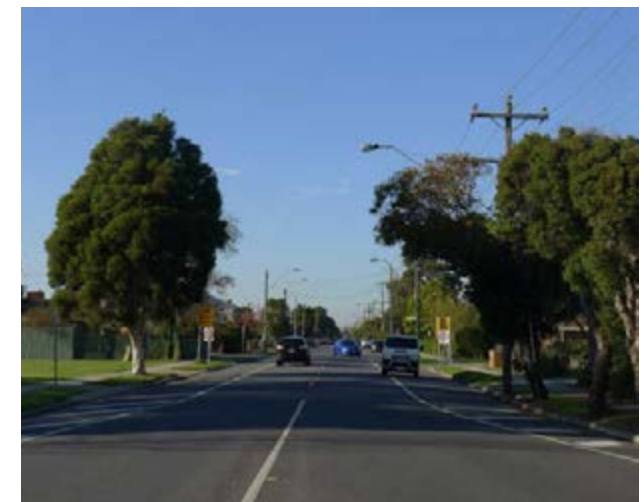
**Sid Earle Reserve,
corner Main Street and McGregor Road**



**Intersection of Main Street and McGregor Road
looking from west side of McGregor Road**



**Main Street looking from traffic island at the
intersection of Main Street with McGregor Road**



Precinct 9 - Civic Gateway

Objective

Create a memorable gateway experience to the Pakenham AC that enhances the amenity and encourages the use of the open space as well as Council and community uses within this precinct.

Strategies

1. Maintain the openness of the landscape of the precinct and consider the use of iconic public art to assist in creating a significant entrance to the Pakenham AC.
 2. Encourage clustering of other community uses in the precinct that help activate the area.
 3. Ensure development is of architectural merit, and responds appropriately to the heritage and landscape.
 4. Preserve and protect buildings of heritage significance and integrate them appropriately with any future development.
 5. Promote and enhance the role of the creek by both reinstating its role as a semi-natural system and where possible, provide a shared path along its banks.
 6. Minimise the barrier effect created by Main Street.
 7. Redesign the intersection of Main Street with McGregor Road once the deviation of Main Street through the former consolidated school site has been constructed. The redesign will only allow a 'left out' from Main Street onto McGregor Road and a 'left in' from McGregor Road into Main Street.
 8. Create pedestrian and cycle links through the precinct that connect it to the wider active transport network.
 9. Provide for integrated stormwater management solutions that minimise flooding and achieve water sensitive urban design (WSUD) (see glossary) outcomes.
- ### Actions
- A115. Review the design of the open space area within the precinct with a focus on creating a landscape design that integrates both sides of Main Street and reinforces its gateway function. Public art should be one of the considerations. Landscaping proposals within the arterial road reserve must satisfy VicRoads clear zone and sight distance requirements to ensure the safe and efficient operation of the road.
- A116. Design the landscape and streetscape in accordance with Council's road standards, the future Pakenham SP UDG for the activity centre and the Open Space Strategy.
- A117. Explore with Melbourne Water, and other key stakeholders, means to reduce the negative impacts of the Special Building Overlay (SBO) (see glossary).
- A118. Provide planning, design and heritage guidance for any planning application in this precinct.
- A119. Reassess the heritage significance of the relocated Old Shire Offices with the view to include the building in a heritage overlay for its protection.
- A120. Explore partnership options with organisations that would synergise with the civic focus of the precinct.
- A121. Investigate the feasibility of introducing a development contributions plan (DCP) to the Pakenham AC to provide funding for improvements to this precinct.

**Water Sensitive Urban Design (WSUD),
Nobelius Heritage Park Emerald**



**Urban square,
Homebush Sydney**



**Path options include a shared path, pedestrian only or
cycle only path**



**Traditional Samurai Garden with lighting to enhance
the plantings after dark, Hiroshima Japan**



**Artistic way-finding signage,
Frankston**



**Community art driven project for a public toilet block,
Lilydale**



Figure 27. Precinct 9 - Civic Gateway

-  Open space
-  Mixed use
-  Civic use
-  Housing - residential intensification
-  Dame Pattie Avenue
-  Precinct 6 - Former Consolidated School site
-  Precinct 3 - Princes Highway (south side) frontage
-  Existing building footprint (council owned)
-  Interface to Princes Highway with consistent landscape treatment
-  Interface to address McGregor Road
-  Major Roads
-  Main Street deviation
-  Existing pedestrian and cyclist route
-  Potential pedestrian link
-  Pedestrian permeability - multiple crossing points
-  Shared Path along Creek (to be investigated)
-  Integrated landscape design (equal on both sides of the precinct)
-  Civic gateway precinct boundary
-  Creek / Drainage reserve
-  Existing trees
-  Potential location of public art
-  Intersection downgrade
-  Traffic signal - existing
-  Traffic signal - proposed
-  Public open space with Federation Oak
-  Key viewline
-  (a) Old Shire Offices (application of HO to be investigated)
-  (b) H065 - St. James Church of England (heritage overlay)
-  (c) My Place





7. Implementation

Aspirations of the shared vision will be realised through projects on the ground.



7.1 The process

Implementation of the Pakenham SP is critical in ensuring its success as the primary tool to guide Council's decision making on land use and transport planning matters to improve the amenity of the Pakenham Activity Centre.

The implementation of the Pakenham SP will be achieved using the suite of documents outlined in table 3. This table outlines the 'Implementation tool' used to implement each document which seeks to ensure the Pakenahm SP is considered in Council processes and the vision for the Pakenham AC is successfully realised.

7.1.1 Amendment C211 to the Cardinia Planning Scheme

As discusses in 3.1.8 Amendment C211 to the Cardinia Planning Scheme proposed to add the Pakenham Structure Plan (April 2015) into the Scheudle to Clause 81.01 as an Incorporated Document.

Amendment C211 proposed to add the Pakenham Structure Plan (April 2015) into the Schedule to Clause 81.01 an incorporated Document.

Submissions were received in response to the Amendment and a Panel report was received by Council on 21 November 2016 and released to the public on the 6 December 2016.

The Panel recommended that Council:

- Adopt the Pakenham Structure Plan as a Reference Document in Clauses 21.03-2, 21.04-1, 21.04-3 and 21.04-2 of the Cardinia Planning Scheme.

Table 3 Documents required to implement the structure plan

Document	Review	Implementation Tool
Council adopted Pakenham Structure Plan (March 2017) (this document)	Reviewed every 5 years in conjunction with the implementation plan. Expected that that this document will be reviewed in 2020	Reference Document in the Cardinia Planning Scheme (introduced by Amendment C211)
Council adopted Pakenham Structure Plan Incorporated Provisions (March 2017)	Interim document that will expire on December 2019	Incorporated Document in the Cardinia Planning Scheme (introduced by Amendment C211)
Council adopted Pakenham Structure Plan Implementation Plan (March 2017)	Reviewed every 5 years in conjunction with the structure plan. It is expected that the document will be reviewed in 2020	Public document (for information purposes)
Senior Leadership Team adopted Pakenham Structure Plan Action Plan (March 2017)	Updated annually	Internal working document

- Prepare a revised Pakenham Activity Centre Incorporated Provisions document that extracts the substantive planning requirements of the Structure Plan that directly relate to decision making on permit applications into a more succinct document suitable for incorporation. The elements that should be extracted are the vision, overarching framework plan, key objectives, strategies, plans and application requirements.
- Amend Clause 81.01 and Clause 21.03-2 (Urban Growth Areas) to refer to the revised 'Incorporated provisions' document.
- Add an expiry date of December 2019 to the Incorporated Document in the list at Clause 81.01.
- Amend the Structure Plan in line with the proposed changes that were provided to the Panel (these changes were a result of changes requested by VicTrack and PTV in response to the Amendment)

At the 20 March 2017 General Council Meeting Council adopted the Amendment and resolved to submit it to the Minister for Planning for approval.

7.1.2 Reference document vs incorporated document

As identified in 7.1.1 the Panel Report identified that due to the size of the structure plan and its extensive content it was considered more appropriate that the structure plan only be included as a 'Reference Document' in the Cardinia Planning Scheme.

The Panel recommended that the essential elements be extracted into a separate document which is suitable for incorporation. These 'incorporated provisions' must directly relate to decision making about permit applications and need only include the:

- Vision
- Overarching Framework Plan
- Key objectives
- Strategies and plans
- Application Requirements.

7.1.3 Incorporated provisions document

The *Pakenham Activity Centre Incorporated Provisions* document was adopted by Council on 20 March 2017 and will be an Incorporated document in the Cardinia Planning Scheme.

7.1.4 Implementation plan

The *Pakenham Structure Plan Implementation Plan (2015 - 2035) (March 2017)* (Pakenham SPIP) identifies actions (and sub actions) that Council intends to implement over the next 20 years within the Pakenham Activity Centre. The actions (and sub-actions) have been extracted from this document.

The Pakenham SPIP will identify projects that need to be undertaken, including future planning scheme amendments. As with the Pakenham SP, the Implementation plan is a public document.

7.1.5 Action plan

The Pakenham SPIP will inform the Pakenham Structure Plan Action Plan (Pakenham SPAP), an internal working document that is prepared for each financial year. The Pakenham SPAP will assist in the preparation of business unit and individual work plans, funding submissions as well as Council's capital works program.

7.2 Engagement

7.2.1 Steering Committee

It is envisaged that a Steering Committee will be established. The Steering Committee will likely be made up of Council representatives, community members and key stakeholders to oversee and assist in the Pakenham Structure Plan Implementation Plan. This is also discussed in Section 5.1 Activities and land use.

7.2.2 Victorian Government

Victorian Government departments and agencies will need to play a key role in implementing the identified actions beyond the control of Council. Council will however, play an advocacy role to develop long-term partnerships for the delivery of these projects.

7.3 Approval process

Council will review its processes to ensure a streamlined approval process for applications within the Pakenham AC. Processes may include a formal design review process during the pre-application stage which may enable a turnaround within a specified time. However, it is important to acknowledge that external factors often impact on the processing time of any planning approval beyond the control of Council.

7.4 Funding of projects

The Pakenham SP identifies a number of actions whereby Council is responsible for the projects' delivery. Such projects place additional strain on the existing Council budget. Council will therefore, need to explore a range of other sources to assist in funding these projects.

A range of mechanisms will need to be explored, including (but not limited to):

- Victorian Government funding sources
- Australian Government funding sources
- Development contributions plans
- Cash-in-lieu schemes to fund parking facilities
- Special charge schemes for capital works
- Public-private partnership and joint ventures with the private market on Council-owned land
- Engagement of housing associations

It is acknowledged that any Victorian or Australian Government funding would need to be considered as part of future budget processes and against other state/nation-wide priorities.

7.5 Monitoring and review

As part of the implementation process, the structure plan and implementation review process will occur every five years.

Monitoring of implementation of the structure plan will be through an annual report to Council.

7.5.1 Keeping the community up-to-date

Information will be provided on Council's website in relation to the Pakenham SP. This information will be updated on an 'as needed' basis, information the community of the progress of tasks outlined in the implementation plan.

Figure 28. Structure Plan Implementation



Glossary of terms

Active Frontage

Building frontages that provide for some level of interaction with the street through the use of windows, or doors opening on to or facing the street.

Activity Centre

Suburban centres that provide a focus for services, employment, housing, transport and social interaction. (Source: Plan Melbourne)

Activity centre zone (ACZ)

The Activity Centre Zone (ACZ) is the preferred tool to guide and facilitate the use and development of land in activity centres. Councils must have an adopted structure plan or a body of significant strategic work progressed for the centre where the ACZ will be applied. (Source: (former) DPCD, Activity Centre Zone Practice Note 56, September 2009)

AECOM

AECOM is a global leader in providing fully integrated professional technical and management support services for a broad range of markets. From transportation, energy and water systems, to enhancing environments and creating new buildings and communities. (Source: <http://www.aecom.com/What+We+Do>)

Affordable housing

Where the cost of housing (whether mortgage repayment or rent) is no more than 30 per cent of the household's income. (Source: <http://www.moreland.vic.gov.au/community-services/housing-more-land/affordable-housing.html>)

Ambulance Victoria

Ambulance Victoria provides emergency and non-emergency medical care and transportation for all Victorian residents.

Battle-axe block

A battle-axe block is most commonly a lot or site that has frontage to a public road only through a vehicular access way.

Built form

Built form is the collective term of all human made structures in a neighbourhood, town and/or city. It is principally, but not exclusively, made up of buildings.

Cardinia Urban Growth Area

The Cardinia Urban Growth Area was created when the Victorian Government reviewed and extended Melbourne's urban growth boundary following gazettal of Amendment VC48 to the Cardinia Planning Scheme on 10 June 2008.

This complemented the principles of the Melbourne 2030 Strategy which set out a blueprint for managing growth across the metropolitan area. Plan Melbourne is the current metropolitan strategy, which places the Cardinia Urban Growth Area within the Melbourne South-East Investigation Area (Casey-Cardinia Growth Area). (Source: <http://www.cardinia.vic.gov.au> and Plan Melbourne)

Car Share Scheme

Is a model of car rental where people rent cars for short periods of time, often by the hour. They are attractive to customers who make only occasional use of a vehicle, as well as others who would like occasional access to a vehicle of a different type than they use day to day. (Source: Wikipedia - <http://en.wikipedia.org/wiki/Carsharing>)

Cash-in-lieu

Cash-in-lieu is a financial contribution made as a way of meeting car parking requirements. A Schedule to the Parking Overlay can be used to require financial contributions (or 'cash-in-lieu' payments) in place of providing car parking spaces. Any requirement for a financial contribution needs to be justified and should address the core principles of need, nexus, accountability and equity in the strategic assessment of the proposal before it is introduced. (Source: (former) DPCD, The Parking Overlay, Practice Note 57, June 2012)

City of Casey

The south-eastern municipality that abuts Cardinia Shire's boundary to the west and forms part of the Cardinia–Casey Growth Corridor.

Common property

Common property includes any parts of the land, buildings and airspace that are not lots on the plan of subdivision. It may include gardens, passages, walls, pathways, driveways, stairs, lifts, foyers and fences. The common property is collectively owned by the lot owners as tenants-in-common. (Source: <http://www.consumer.vic.gov.au/housing-and-accommodation/owners-corporations/definitions>)

Contextually driven

Development that is appropriately responsive to the opportunities and constraints of the surrounding environment.

Country Fire Authority (CFA)

The Country Fire Authority (CFA) is a volunteer and community-based fire and emergency services organisation servicing Victoria.

Cranbourne-Pakenham Rail Corridor Project

The project will deliver:

- 25 next-generation, high-capacity trains
- new modern and reliable signaling on the corridor that will enable more trains to run more often
- level crossing removals at Murrumbeena Road, Clayton Road, Koornang Road and Centre Road
- planning and preconstruction funding to remove level crossings at Corrigan, Heatherton and Chandler Roads in Noble Park, Grange Road in Carnegie and Poath Road in Murrumbeena
- newly rebuilt stations at Clayton, Murrumbeena and Carnegie
- a new train maintenance depot at Pakenham East.

At the time this structure plan was prepared the Cranbourne-Pakenham Rail Corridor Project is in the exclusive negotiations phase of the Unsolicited Proposal assessment process, as set out in Stage 4 of the Victorian Government's Unsolicited Proposal Guideline (2014). The project is now being further developed by the Rail Transformation Consortium.

At the end of this phase the State will conduct a further value for money assessment and determine whether it will enter into a final binding agreement for the project to be delivered. (Source: Cranbourne-Pakenham Rail Corridor Project, Pakenham East Train Maintenance Depot, Authorised and published by the Victorian Government, 1 Treasury Place, Melbourne, DTPLI 8286/14)

Crisis housing

A supported short-term accommodation with access to support services. It acts as a stepping stone to more permanent housing in public, community or the private market. It is required due to a change in circumstance, such as a loss of employment, relationship breakdown, or due to natural disaster or fire impacting upon existing accommodation. (Source: adaptation of <http://www.chfv.org.au/transitional-housing/>)

DDA Compliance

Compliance with the Disability Discrimination Act 1992. The DDA makes it illegal for public places to be inaccessible to people with a disability. This applies to existing places as well as places under construction. Existing places must be modified and be accessible (except where this would involve 'unjustifiable hardship'). (Source: Design and Construction Standards for Public Infrastructure Works in the Docklands Area)

Department of Human Services

The Department of Human Services is responsible for the development of service delivery policy and provides access to social, health and other payments and services. Includes Medicare, Centrelink, Child Support, CRS Australia and Australian Hearing.

Development Contributions Plan (DCP)

Implemented via a Planning Scheme it is a plan that sets out how a development levy will be collected.

A development levy is a monetary contribution, or a contribution in kind through undertaking works, to the public sector by an individual involved in the land development conversion process. Such contributions are for the purpose of funding infrastructure, the need for which has arisen as a direct result of the development taking place. (Source: Standard Development Contributions Advisory Committee Report 1 – Setting the Framework)

The Victorian Government is reviewing the Victorian development contributions system, through an advisory committee. The **Infrastructure Contribution Plan (ICP)** is a new tool with which development contributions will be levied in priority growth locations.

Information obtained from Development Contribution Reform: Implementing Standard Levies, Frequently Asked Questions 1 May 2014 states that Councils who are preparing a DCP, such as a municipal wide or for a non- Greenfield Growth Areas or non-Strategic Development Area (such as Pakenham AC) should continue as planned.

Environmental footprint

An indication of an entity's effect on the environment, both directly and the strain it places on resources. (Source: http://journal.mtansw.com.au/10/mar/enviro_mar10.php)

Environmentally sustainable design (ESD)

The use of design principles and strategies to help reduce the environmental impact of buildings. These impacts include reductions in energy use and in greenhouse gases, potable water usage, resources going to landfill, and improvement in the quality of stormwater running to our water systems. Some strategies are good solar orientation, better insulation, increase in permeable surfaces, etc. (Source: adapted from Sustainable Design Assessment City of Moreland)

Fine grain

Grain is a description of the relative size of the open space to built form, and of the built form itself. It is closely related to the nature and extent of subdividing in an area into smaller parcels or blocks.

'Fine urban grain' might constitute a network of small or detailed streetscapes with generally small lots. (Source: adapted from Urban Design Protocol for Australian Cities Australian Government)

FReeZA

FReeZA is an innovative youth development program providing young people between the ages of 12 and 25 with the opportunity to attend affordable and accessible music and cultural events. Cardinia Shire FReeZA currently consists of 14 committee members. Each year the committee hosts a diverse range of indoor and outdoor events. Meetings are weekly at My Place Youth Facility in Pakenham. (Source: <http://www.freeza.vic.gov.au>)

Grade separated crossing

In railway construction, grade separation means the avoidance of level crossings by making any roads crossing the line either pass under or over the railway on bridges. (Source: adapted en.wikipedia.org/wiki/Grade_separation)

Heat island effect

The heat island effect describes the pattern of higher temperatures in urban areas in comparison to surrounding areas, due to the increased thermal storage capacity of concrete, asphalt and other materials in these areas.

Human scaled

Built form that creates an environment that is responsive in style, height and form to the people moving around within the area, so that the built form is not overbearing or dominant.

Integrated development

The overall development of a site that provides for the total built form and features that will be provided, including any public open space, common property, and private property.

Land Subject to Inundation Overlay (LSIO)

This overlay in the Planning Scheme and applies to land in either rural or urban areas which is subject to inundation, but is not part of the primary floodway. (Source: Using Victoria's Planning System Chapter 1)

Listening post

A form of on-site consultation. Council officers arrange to be available at a specific/appropriate place for a period of time to engage with the local community. For example, listening posts during the exhibition of the draft Pakenham Structure Plan were set up at Pakenham Place (outside Coles), Main Street (outside the Post Office) and at Pakenham Marketplace (outside Safeway) on three separate days.

Level crossing

A level crossing is an intersection where a railway line crosses a road at the same level, as opposed to the railway line crossing over or under using a bridge or tunnel. (Source: adapted http://en.wikipedia.org/wiki/Level_crossing)

Local planning policy framework (LPPF)

Sets a local and regional strategic policy for a municipality in a Planning Scheme. It comprises the MSS and specific local planning policies. The LPPF must not operate inconsistently with the SPPF and should where possible demonstrate how broader state planning policies will be achieved or implemented in a local context. (Source: Using Victoria's Planning System Chapter 1)

Mecwacare

Mecwacare provides community services from Community Centres. Services include planned activity groups, strength training, men's shed and podiatry. Most services are provided for residents of the City of Stonnington, City of Melbourne and the Shire of Cardinia. (Source: <http://www.mecwacare.org.au/services/3/0/CentreBasedServices>)

Medium density housing

Medium density housing is about 21-80 dwellings per net residential hectare, though most commonly is between 30-40 dwellings per net residential hectare. Medium density housing may be detached, semi- attached, attached or multi-unit. Net residential hectare includes lots, local streets and connector streets but excludes encumbered land, arterial roads, railway corridors, government schools and community facilities and public open space. (Source: Plan Melbourne)

Melbourne CBD

Melbourne's original street layout bounded by the Yarra River, Spring Street, Latrobe Street and Spencer Street. (Source: Public Transport – Guidelines for Land Use and Development)

Melbourne Water

Melbourne Water supplies drinking and recycled water and manages Melbourne's water supply catchments, sewage treatment and rivers, creeks and major drainage systems.

Metropolitan Activity Centre

Higher order centre with diverse employment options, services and housing stock, supported by good transport connections. Existing centres include Box Hill, Broadmeadows, Dandenong, Epping, Fountain Gate/ Narre Warren, Frankston, Ringwood and Sunshine. Future centres will include Lockerbie and Toolern. (Source: Plan Melbourne)

Multi-modal interchange

A multi-modal interchange may include the following:

- Train and bus services
- Passenger waiting areas
- Pedestrian circulation space for interchange users and non-interchange users
- Bicycle access and storage
- Taxi ranks
- Park and Ride facilities
- Kiss and Ride facilities.

(Source: Public Transport – Guidelines for land use and development)

National employment clusters

Designated geographic concentrations of interconnected businesses and institutions that make a major contribution to the national economy and Melbourne's positioning as a global city. (Source: Plan Melbourne).

Parking grove

A parking area for cars that is planted out with trees in between hard surfacing to create a more attractive, green environment.

Parking Overlay (PO) (Clause 45.09)

A parking overlay is shown on the planning scheme map as PO with a number. A parking overlay enables councils to respond to local car parking issues and can be used to outline local variations to the standard requirements in Clause 52.06. These variations can apply to the entire municipality or a smaller precinct. Local variations to Clause 52.06 can only be introduced using the Parking Overlay and accompanying schedule.

A Schedule to the Parking Overlay can be used to allow a financial contribution (such as a 'cash-in lieu' payment) to be paid in place of providing car parking spaces. (Source: The Parking Overlay, Practice Note 57, April 2013, former DPCD ISBN 978-1-921940-48-4.)

Parking Precinct Plan (PPP)

A Parking Precinct Plan (PPP) identifies parking rates to be provided for developments within a particular area. It also forms the strategic basis to the integration of the identified rates into the Planning Scheme as well as the financial contribution should the number of spaces required are not provided on site. Funds collection through this provision is allocated towards the construction of public car parking in the specified area.

Passive Surveillance

Also referred to as natural surveillance or 'eyes on the street' is when people, as they go about their daily activities, deter antisocial behaviour as they act as unwitting observers which, in turn, makes places 'feel' safer. (Source: adapted from Safer Design Guidelines (former) DPCD)

Public Acquisition Overlay (PAO) (Clause 45.01)

A Public Acquisition Overlay is shown on the planning scheme map as PAO with a number. It is the reservation of land for public purposes (Planning and Environment Act 1987, the Land Acquisition and Compensation Act 1986 or any other act). An acquiring authority is the Minister, public authority or municipal council specified in the schedule to this overlay as the acquiring authority for the land. (Source: http://planningschemes.dpcd.vic.gov.au/schemes/vpps/45_01.pdf)

Public realm

It is made up of all publicly used space (also referred to as the public domain). The public realm includes the natural and built environment used by the general public such as streets, plazas, parks, and public infrastructure. At times there is a blurring of public and private realms, particularly where privately owned space is publicly used. (Source: adapted from Urban Design Protocol for Australian Cities Australian Government)

Public Transport Victoria (PTV)

Public Transport Victoria (PTV) is a statutory authority that manages Victoria's train, tram and bus services.

Rail Transformation Consortium (RTC)

The Victorian State Government has entered into a Public Private Partnership with the Rail Transformation Consortium (RTC) to deliver the \$2.5 billion Cranbourne Pakenham Rail Corridor Project (CPRCP). RTC is made up of Leighton Holdings subsidiary John Holland, MTR Corporation and UGL Rail Services. (Source: <https://www.engineersaustralia.org.au/portal/news/first-contract-awarded-25b-melbourne-rail-corridor>)

Reference document

A number of reference documents are listed in the Cardinia Planning Scheme. They provide background information to assist in the understanding the context within which a particular policy or provision has been framed. (Source: (former) DTPLE, Incorporated and Reference Documents, Planning Practice Note 13, October 2013,)

Residential intensification

Residential intensification is defined as the development or redevelopment of an existing building, site or area within the existing urban area at a density higher than what currently exists.

Road Use Hierarchy (RUH)

RUH is a concept that forms part of VicRoads SmartRoads initiative. The set of guiding principles that allocates priority road use by transport mode, place and time of day is called the Road Use Hierarchy. These principles are being used to determine the priority use of arterial roads in Victoria. (Source: SmartRoads, Connecting Communities, July 2011, VicRoads VRPIN02614 07.11)

Shared space

An area where the space is shared by pedestrians, cars and cyclists, where the emphasis is on pedestrians, with cars and cyclists moving at a slower pace. This may be controlled through the use of paving or other treatments.

Small Office Home Office (SOHO)

A flexible type of housing that is designed so that the front part of the dwelling at ground level may be used for a small office or a home office by the occupant of the dwelling.

SmartRoads

Developed by VicRoads, SmartRoads seeks to provide a balance between competing interests for road space and managing congestion and safety on key arterial roads, while supporting the development of a sustainable transport system into the future. SmartRoads shows how to make best use of the network by assigning priority to different modes of transport at particular times of the day. (Source: SmartRoads, Connecting Communities, July 2011, VicRoads VRPIN02614 07.11)

Social housing

A type of rental housing that is provided and/or managed by the government or by non-government organisations. Social housing is an overarching term that covers both public housing and community housing. (Source: Plan Melbourne)

Special Building Overlay (SBO)

This is an overlay in the Planning Scheme that applies to urban land which is subject to stormwater flooding or overland flow, but is not part of the primary floodway. (Source: Using Victoria's Planning System Chapter 1)

Special Charge Scheme

A Special Charge Scheme is when a new piece of infrastructure (such as a car park, the construction of a road or footpath), is funded by Council and benefiting property owners, following an extensive consultation process. The scheme is prepared in accordance with the Special Rates and Charges provisions of the Local Government Act, as amended along with Council's Special Rates & Charges Policy which provides for payment by instalments and special consideration for those facing hardship. (Source: adapted from <http://www.cardinia.vic.gov.au>)

State Emergency Services (SES)

Victoria State Emergency Service (SES) is the control agency for flood, storm, tsunami and earthquake in Victoria, managing responses to these emergencies and helping communities to prepare through planning and education.

State planning policy framework (SPPF)

Every Planning Scheme includes the SPPF. The framework comprises general principles for land use and development in Victoria and specific policies dealing with settlement, environment, housing, economic development, infrastructure and particular uses and development.

To ensure integrated decision making, planning authorities and responsible authorities must take account of and give effect to the general principles and specific policies contained in the SPPF. (Source: Using Victoria's Planning System Chapter 1)

Strata title

Each unit in a block or multi-unit complex is individually owned by the resident. In addition, all the owners in the building or complex have shared ownership of the common property, which is managed by an owner's corporation. (Source: <http://www.consumer.vic.gov.au/housing-and-accommodation/owners-corporations/definitions#s>)

Streetscape scheme

A scheme that provides a mechanism to collect money to improve a particular streetscape. It is similar to a Development Contributions Plan (DCP).

South East Water

South East Water is a statutory corporation that provides water and sewerage services in the south-east of Melbourne, Victoria.

Sustainable Development

It generally considered that sustainable development should balance the economic, environmental and social needs of a given community (Source: adapted from World Summit on Social Development, 2005).

Urban consolidation

Urban consolidation is a means by which more people can be brought into existing built areas, in particular residential uses, where the necessary infrastructure such as public transport, schools and utilities are already in place. For social, economic and environmental reasons, it is preferable to creating new residential developments in the outskirts of our cities and towns. (Source: adapted from Urban Consolidation: Current Developments NSW Parliament 1997).

Urban Design

Urban design is concerned with the arrangement, appearance and function of our suburbs, towns and cities. It is both a process and an outcome of creating localities in which people live, engage with each other, and the physical place around them. Urban design involves many different disciplines including planning, development, architecture, landscape architecture, engineering, law and finance. (Source: Urban Design Protocol for Australian Cities Australian Government)

Urban design guidelines

These are a set of principles applied to the development of the public and private realm within a designated area that aim to achieve a particular urban design vision that is generally about making places that are safer, more livable, attractive and more sustainable. (Source: adapted from Design Guidelines in American Cities John Punter)

Urban fabric

It is the aggregate of the streets, open spaces and buildings in our neighbourhoods, towns and cities. (Source: adapted from Dictionary of Architecture & Landscape Architecture Penguin)

Urban forest

Urban forest is the management of trees, forests and natural ecosystems in urban areas to maximise the benefits that this vegetation provides to the surrounding area such as nature, shade, cleaner air and improved amenity.

VCAL

The Victorian Certificate of Applied Learning is a hands-on option for students in Year 11 and 12.

Vic Roads

VicRoads plans, develops and manages the arterial road network and manages road safety initiatives, registration and licensing services within Victoria.

Victoria Police

Victoria Police provides protection and law enforcement to the people of Victoria.

VicTrack

VicTrack owns the majority of Victoria's rail infrastructure and land on behalf of the state. VicTrack also owns a significant portion of the state's passenger rolling stock (trains and trams).

Victoria Walks® Inc.

Victoria Walks® Inc. (A0052693U) is a walking health promotion charity, managed by an independent voluntary board. Vic Walks Inc. mission is more people walking every day. (Source: http://www.victoriawalks.org.au/About_us/)

Water sensitive urban design (WSUD)

Integrating water cycle management into urban planning and design. It seeks to manage the impacts of stormwater from development. WSUD works at all levels; at the lot level, street and precinct level, as well as regional scales, with the aim of protecting and improving waterway health by mimicking the natural water cycle as closely as possible. (Source: Melbourne Water - [http:// www.melbournewater.com.au/Planning-and-building/Stormwater-management/Water-Sensitive-Urban-Design/Pages/The-WSUD-approach.aspx](http://www.melbournewater.com.au/Planning-and-building/Stormwater-management/Water-Sensitive-Urban-Design/Pages/The-WSUD-approach.aspx))

WCAG2 Level AA requirements

Second level of requirements to make websites accessible to all users according to the revised Web Content Accessibility Guidelines (WCAG2) devised by the World Wide Web Consortium (W3C). Three levels exist, Level A, Level AA and Level AAA.

Appendices

Appendix A - Example of information to be required to be submitted with applications

Appendix B - An overview of likely projects to be delivered within the medium term, long term and ultimate timeframe.

Appendix C - Typical conceptual cross sections for five different sections of the Orbital Road.

Appendix A -

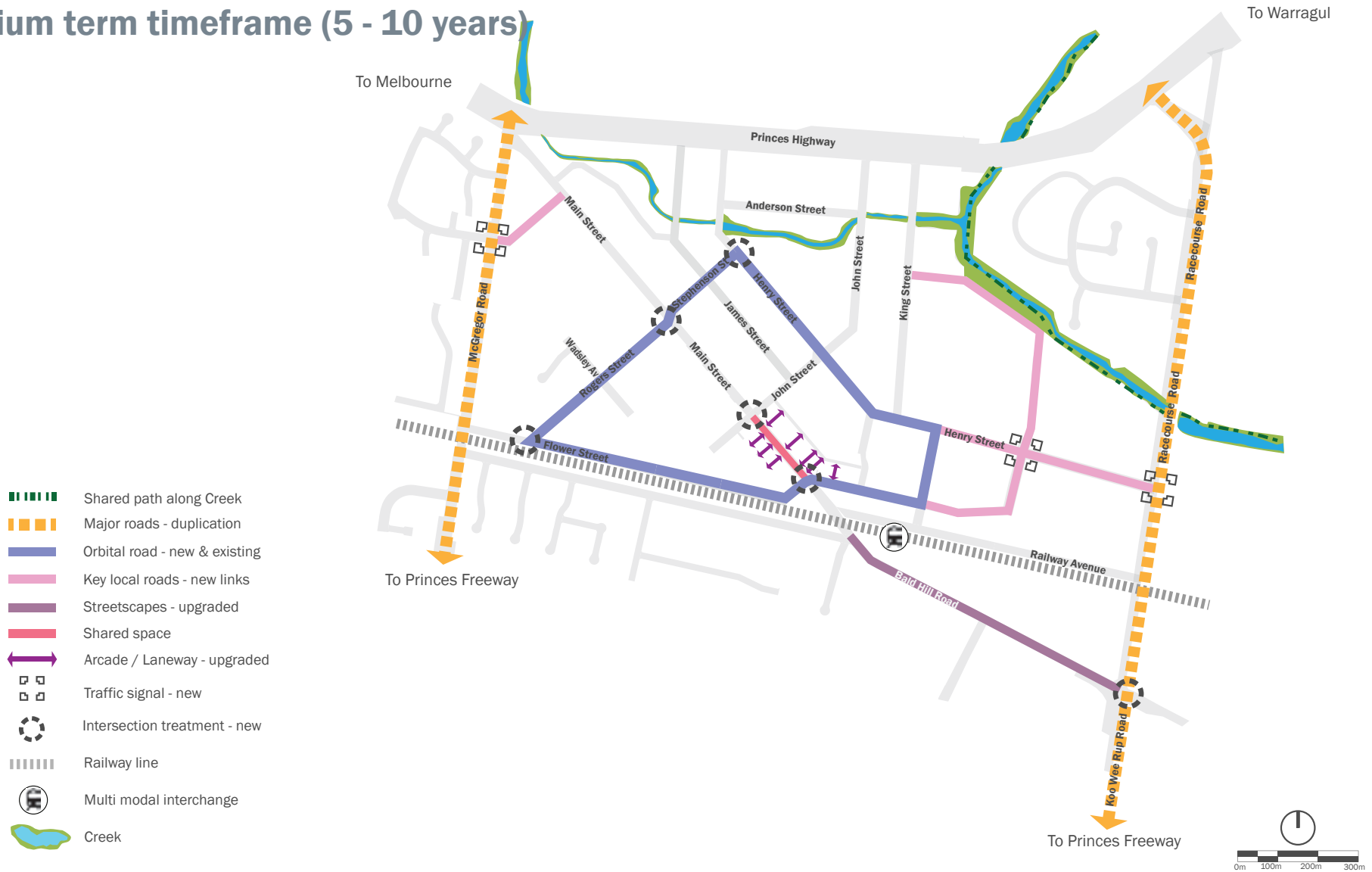
Example of information to be required to be submitted with applications

An example of application requirements to be included for proposals in the Pakenham AC.

Any application must include the following application requirements:

- The proposed use and development of each part of the land.
- A table setting out the amount of land allocated for the proposed uses.
- The staging of the development.
- The relationship of the land to existing or proposed development on adjoining land including road connections, open space, pedestrian and bicycle linkages, and drainage networks.
- The proposed range of lot sizes and housing types.
- The proposed road and street network including intersection treatments, proposed bus routes and the interface treatment with arterial roads.
- Proposed open space areas including the role and purpose of the open space.
- An overall landscape concept for the development and a detailed local open space landscape design plan.
- Lot and building design guidelines for any areas identified as requiring sensitive design.
- A site assessment of the potential for contaminated land as a result of previous land uses.
- Details of how the road connections, open space, pedestrian and cycle linkages and drainage networks of the proposed development integrates with and responds to existing and planned developments on adjacent sites.
- Details of how the land use pattern and urban structure provides appropriate buffers between sensitive land uses, in terms of open space, road reserves and landscape treatments.
- A plan showing access arrangements for properties adjacent to arterial roads.
- An assessment of how the lot and building design responds to sensitive interfaces.
- Subdivision and Housing Design Guidelines prepared to the satisfaction of the responsible authority.
- Details of how the land use pattern and urban structure provides appropriate buffers between sensitive land uses, in terms of open space, road reserves and landscape treatments.
- How the layout and design of buildings contributes towards an attractive and safe public realm environment and complements adjacent uses, addressing active frontages, site servicing, car parking, lighting, landscaping and signage.
- How the design of buildings, including heights, massing and articulation, contributes to an attractive and cohesive built form environment, a diverse, interesting and complementary architectural form and responds to surrounding land uses.
- Provide building envelopes on lots under 300sqm.
- Contaminated land report.
- A feature site survey in respect of the whole of the land to identify all site features, including trees, which are to be retained on the land and must use all reasonable endeavours to retain the trees identified by that survey wherever practicable.
- An Environmentally Sustainable Development report identifying the environmental and energy efficient features to be included in the development, demonstrating best practice principles.
- An Urban design rationale report and plan to explain how the development responds to the broader Pakenham Activity Centre.

Appendix B - An overview of likely projects to be delivered within the medium term timeframe (5 - 10 years)



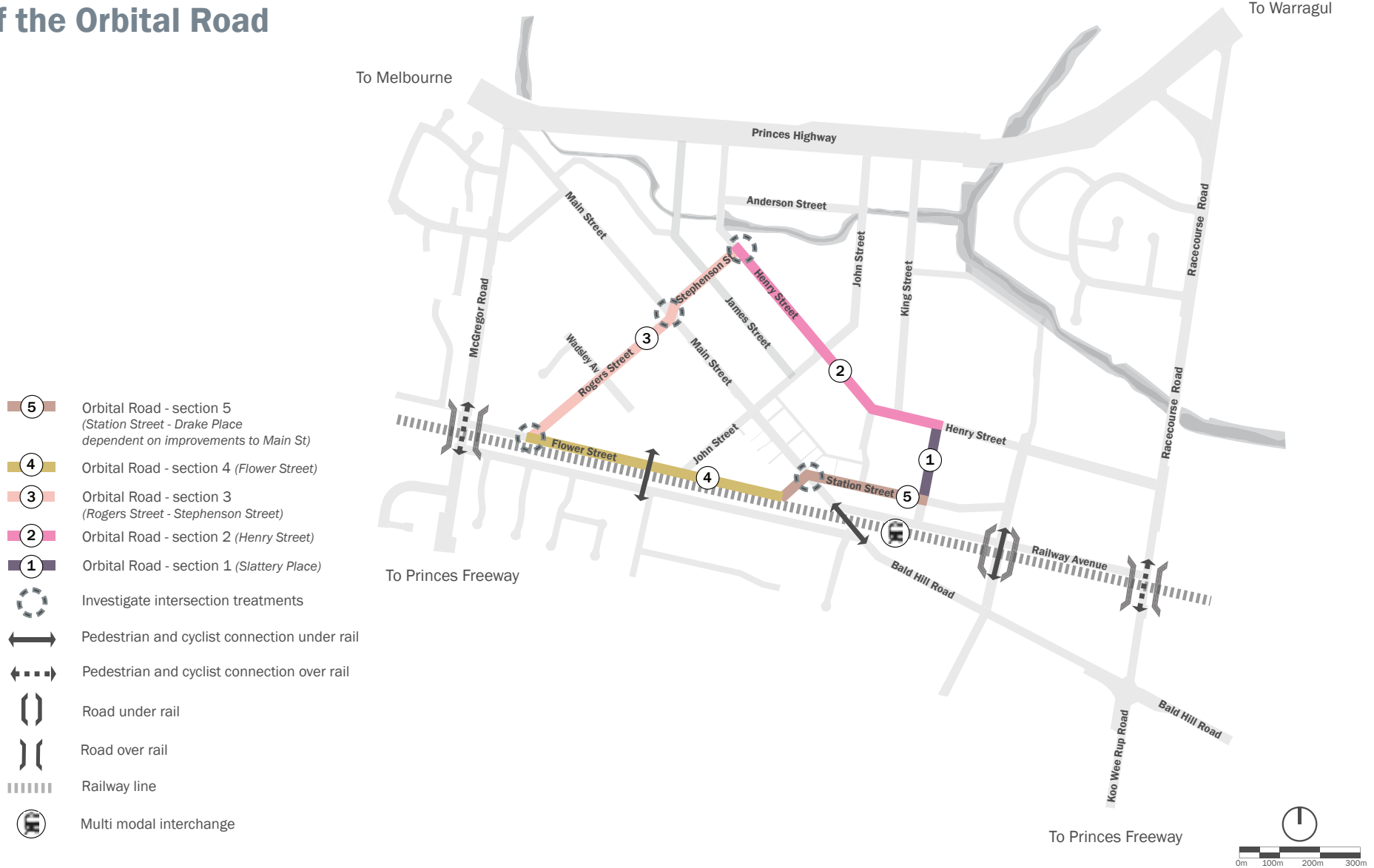
Appendix B - An overview of likely projects to be delivered within the long term timeframe (10 - 20 years)



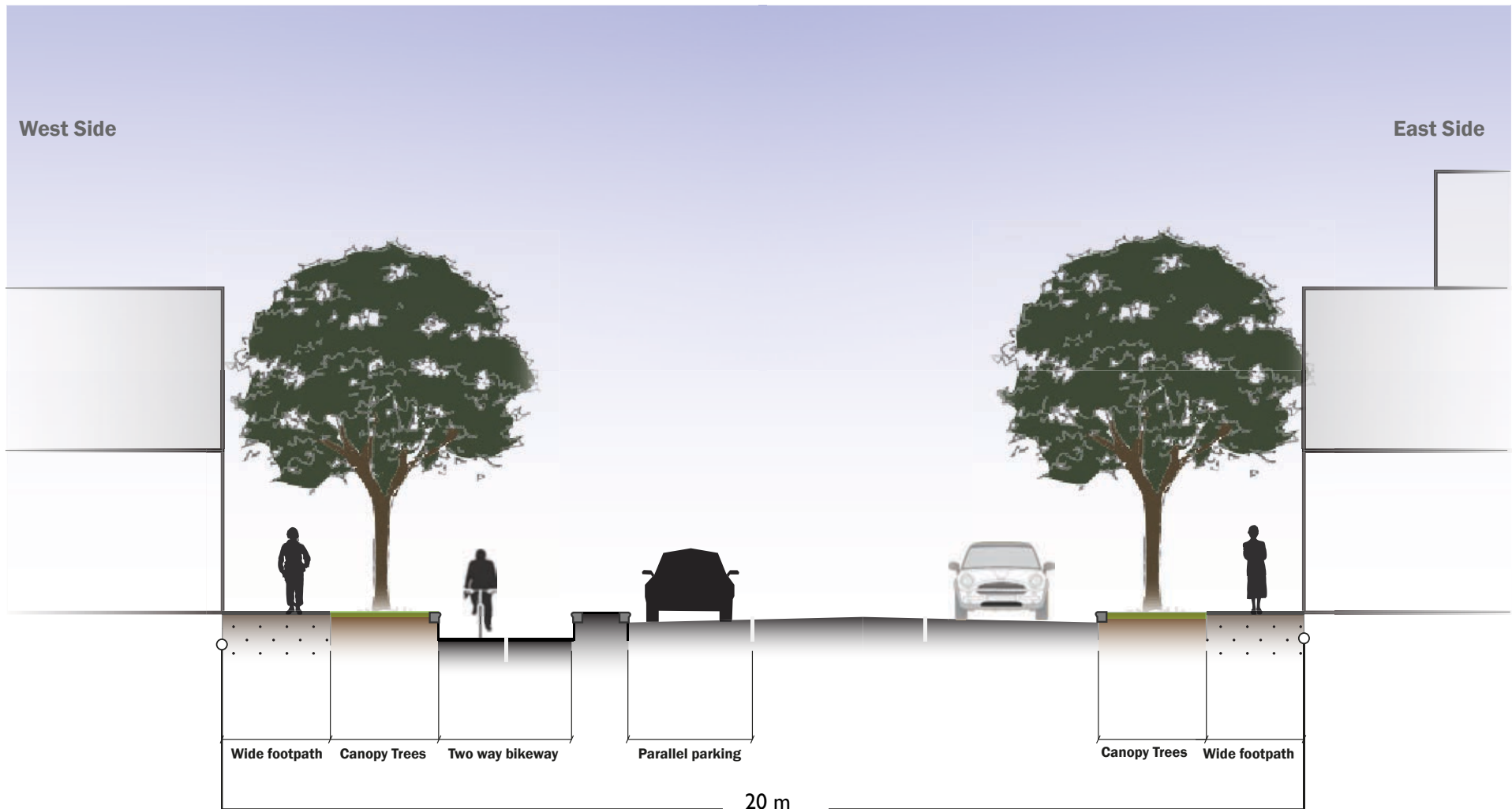
Appendix B - An overview of likely projects to be delivered within the ultimate timeframe (20+ years)



Appendix C - Typical conceptual cross section for five different sections of the Orbital Road

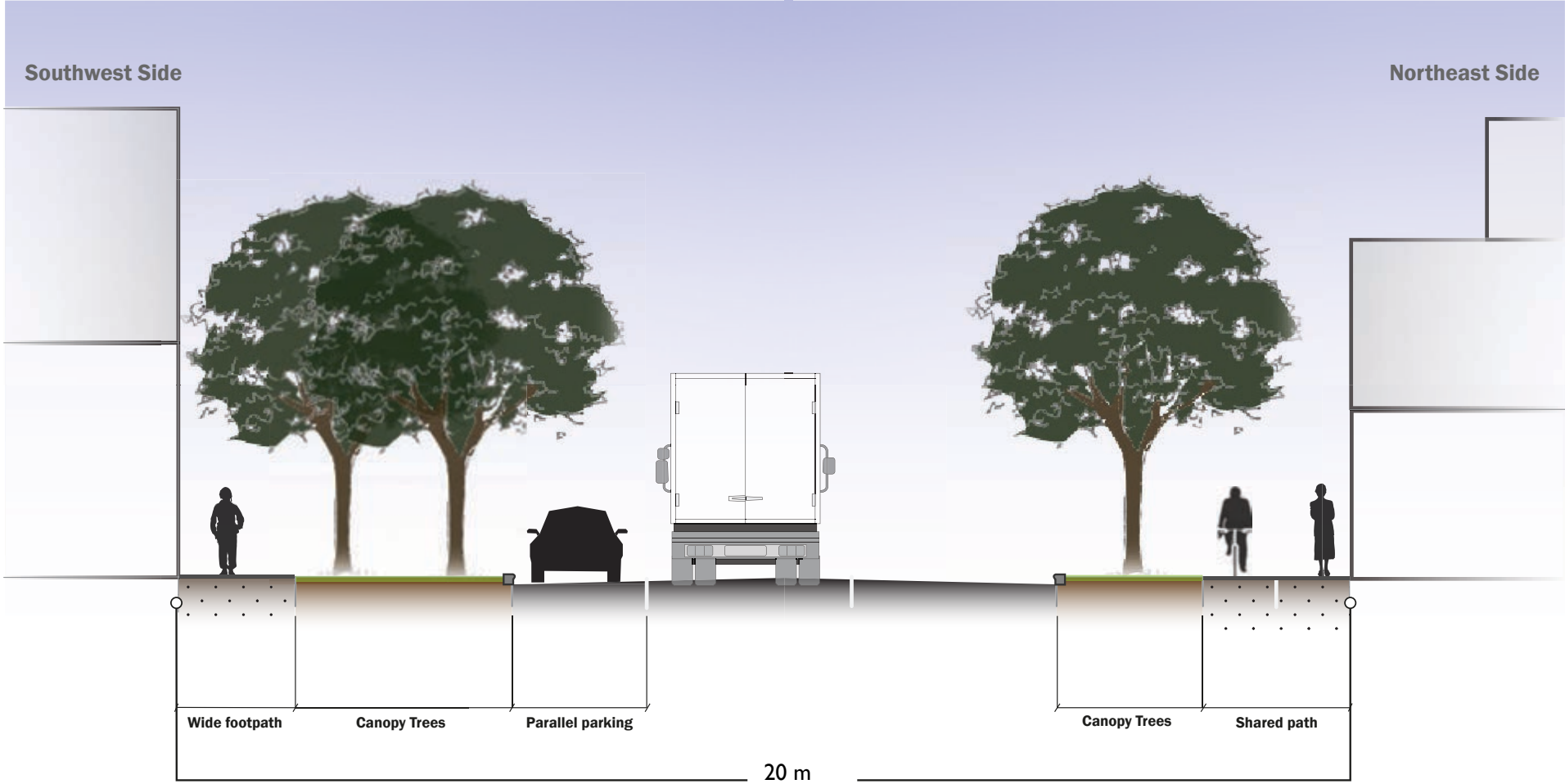


Appendix C - Orbital Road - future conditions Section 1 - Slattery Place



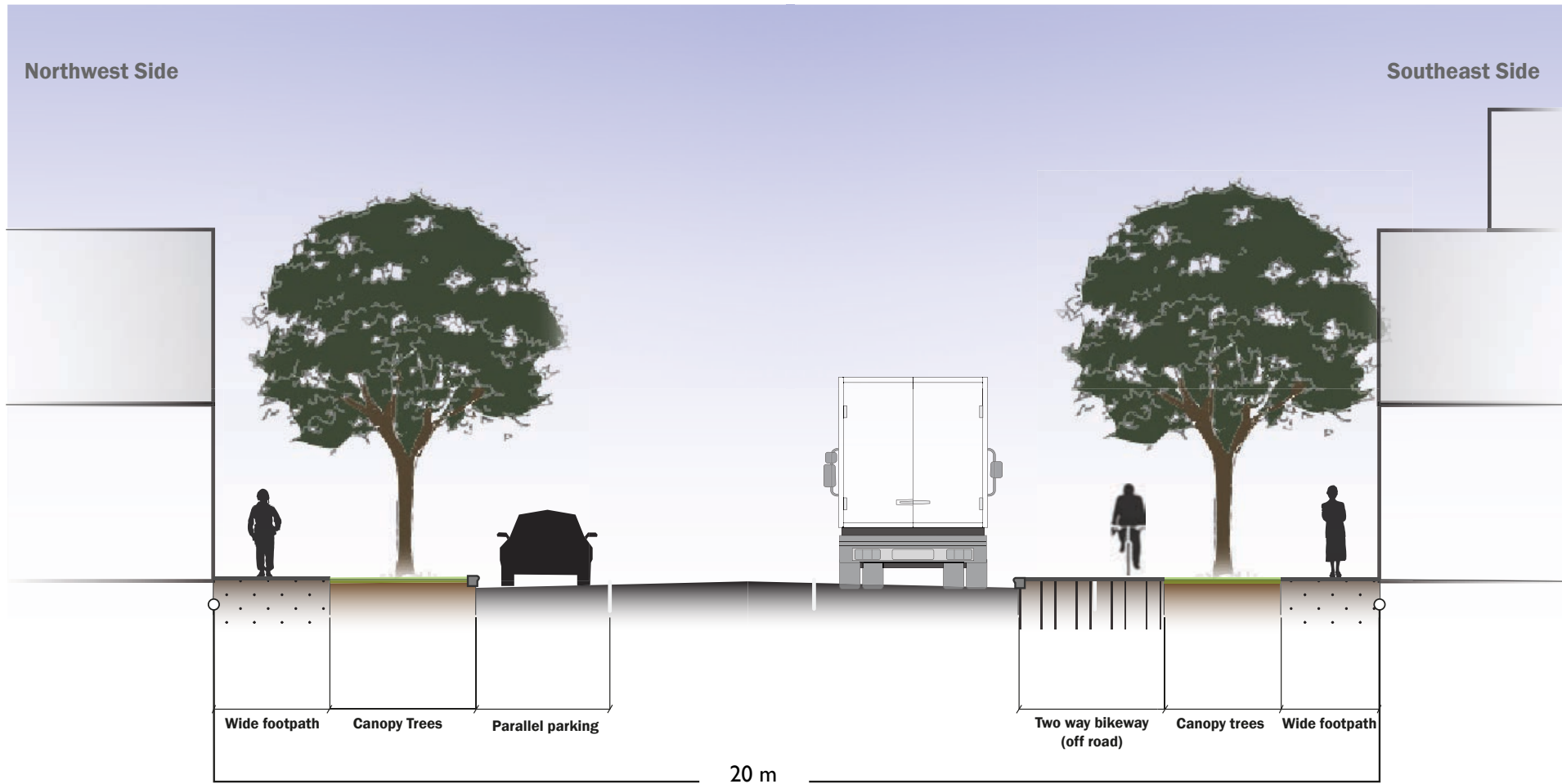
Appendix C - Orbital Road - future conditions

Section 2 - Henry Street



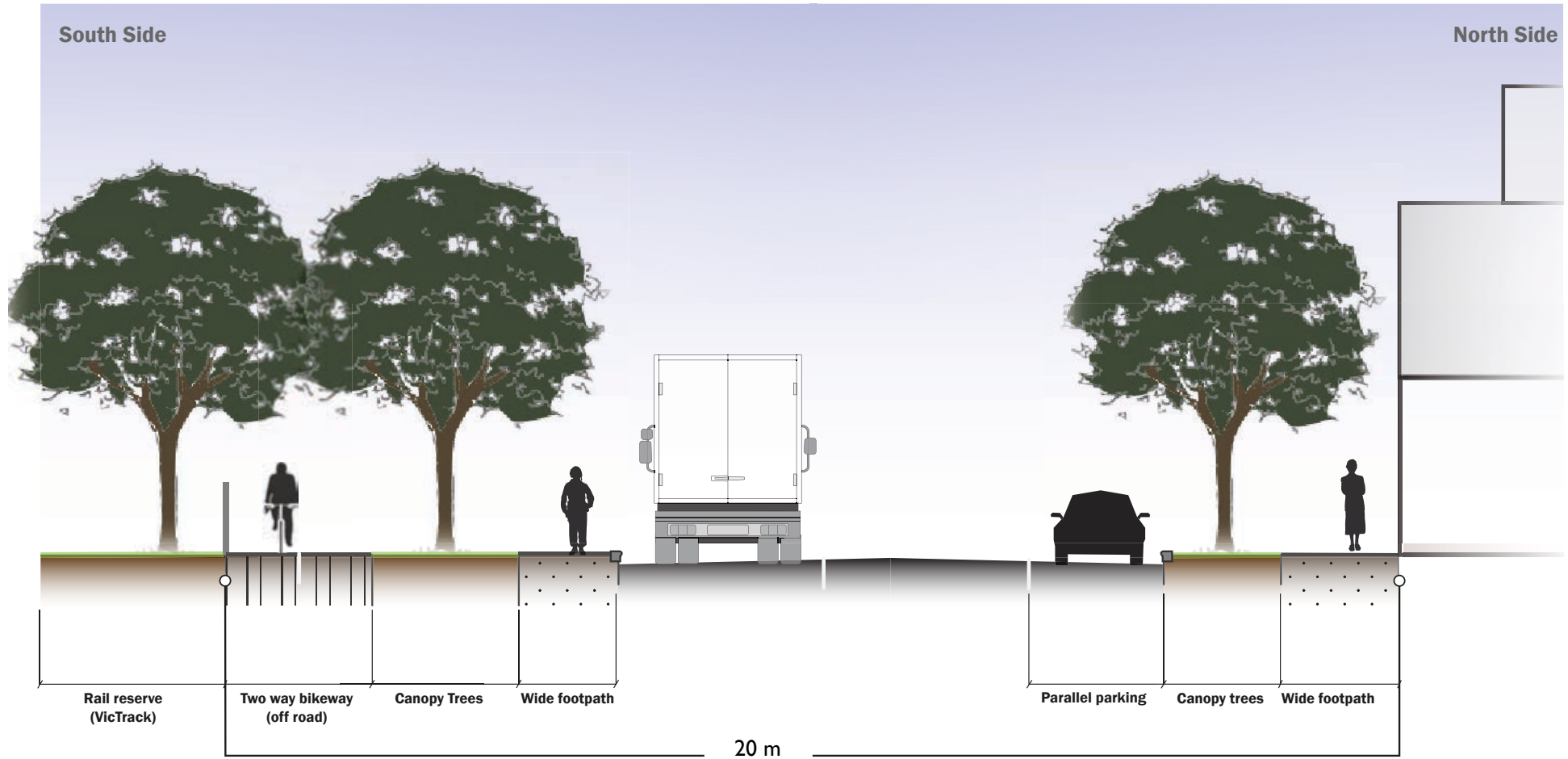
Note: can accommodate semi-trailer trucks and buses.

Appendix C - Orbital Road - future conditions Section 3 - Stephenson's Street and Rogers Street



Note: can accommodate semi-trailer trucks and buses.

Appendix C - Orbital Road - future conditions Section 4 - Flower Street



Note: can accommodate semi-trailer trucks and buses.

Appendix C - Orbital Road - future conditions

Section 5 - Drake Place and Station Street

A cross section has not been prepared for Section 5 - Drake Place and Station Street at this point in time.

The design of this section of the Orbital Road is dependant on the improvements to Main Street and the intersection of Main Street with Station Street.



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National Relay Service (NRS):

Customers who are deaf or have a hearing or speech impairment can contact Council through the National Relay Service:

TTY users, phone 133 677 then ask for 1300 787 624.

Speak and Listen (speech-to-speech relay) users, phone 1300 555 727 then ask for 1300 787 624.

If you need an interpreter, phone the Translator Interpretation Service on 131 450.