



MANNINGHAM CENTRE STRUCTURE PLAN

December, 1996

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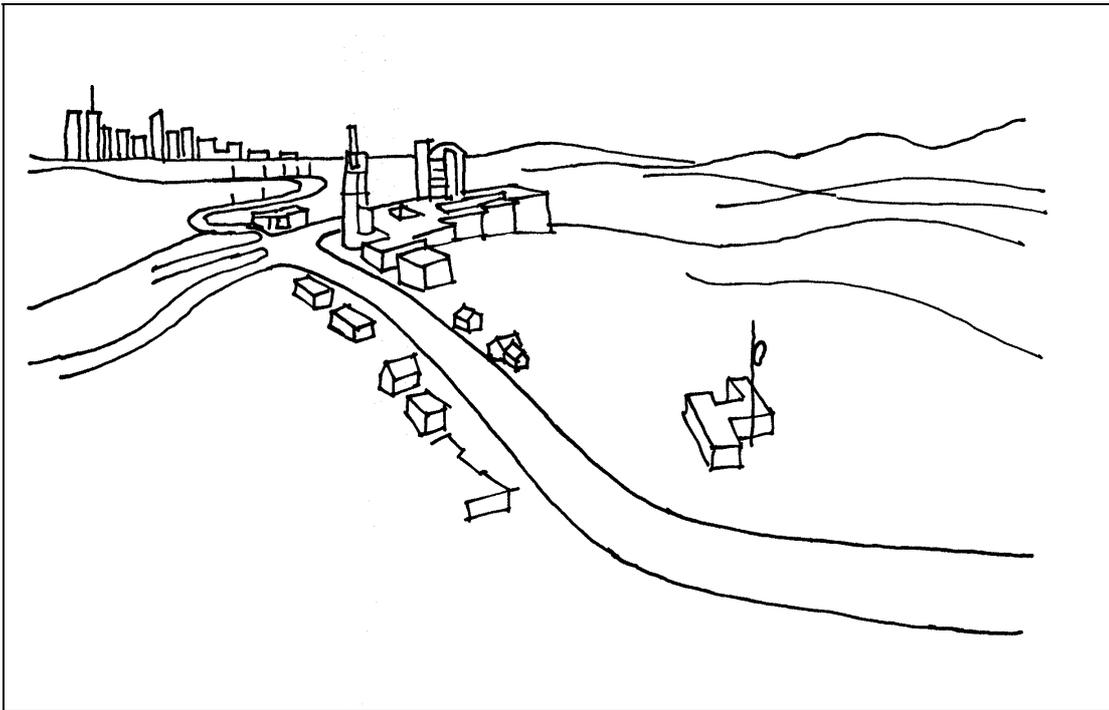
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1. PURPOSE

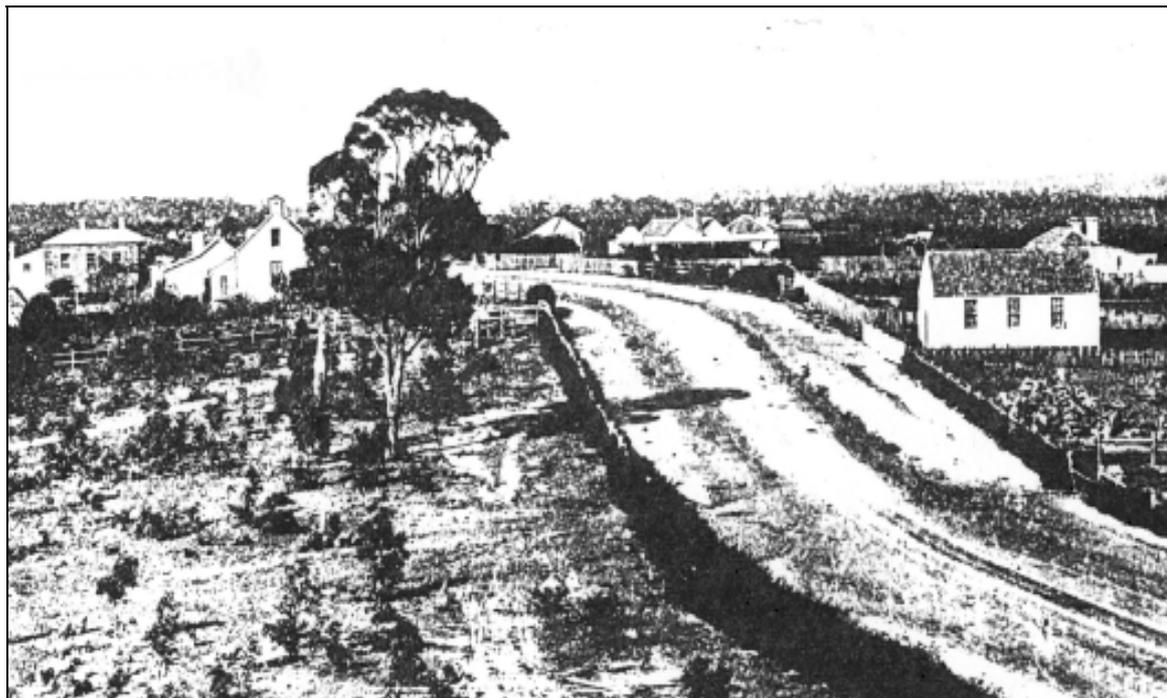
The Manningham Centre is a geographic area located in the heart of Doncaster, Victoria. The area contains a range of different landuses - commercial, residential, educational and civic. It has long been recognised that the area has many qualities which make it a desirable location. The area contains a number of opportunities for re-development.

This document sets out the goals and objectives for future development in the Manningham Centre. It also describes a number of actions which are required to enable any future development to be most effectively facilitated.



2. HISTORY

Historically, the site was a gateway to a significant area of orcharding country. Thereafter, the area was taken up with 1960's suburban development. Within the Manningham Centre Doncaster Shoppingtown established at the corner of Doncaster Road and Williamsons Road; Doncaster Primary School and the Municipal Offices occupied sites along Doncaster Road. Low density residential development filled the spaces in-between.



In the 1980's Council came under pressure to rezone residential land within the Manningham Centre to a commercial zone.

At this point Council embarked on a series of strategic planning studies which were aimed at providing solutions to a range of issues affecting the area, and to set in place development parameters for the Doncaster activity centre. These studies also identified the Manningham Centre area as the appropriate location for a town centre.

The town centre proposal/concept was examined in some detail, but was ultimately found to be unfeasible. The abandonment of this proposal left a void in terms of the future planning of the Manningham Centre, which is filled by the Manningham Centre Structure Plan.

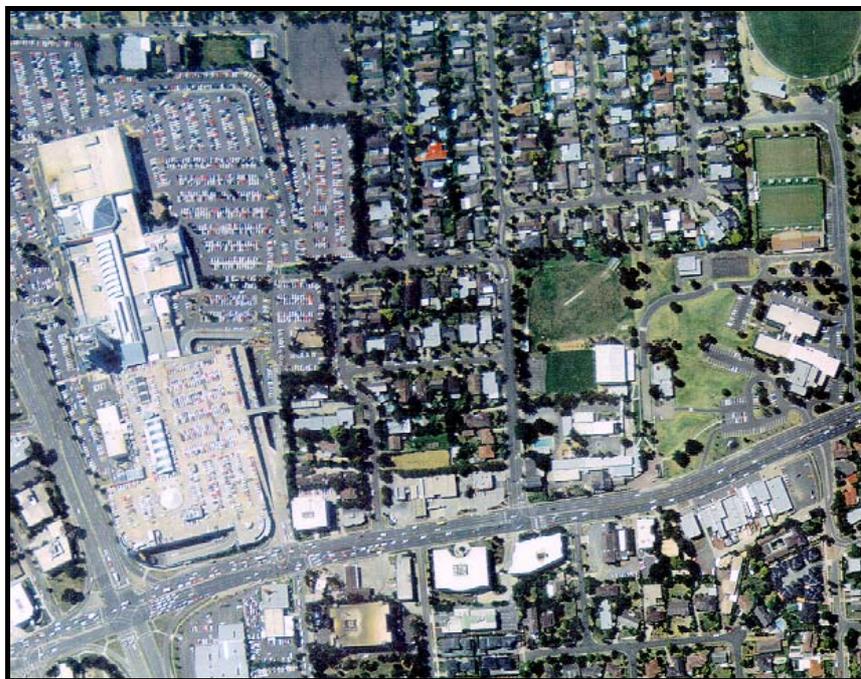
3. DESCRIPTION OF THE MANNINGHAM CENTRE

Much of the Manningham Centre is quite elevated and offers views to the north over the Yarra Valley and towards the Macedon Ranges. There are also views available to the east out towards the Dandenong Ranges.

From the western part of the Centre, and Doncaster Shoppingtown in particular, views towards Melbourne City can be obtained.

Much of the land immediately west of the Council offices remains vacant as green open space. This land offers un-interrupted views towards the north.

At the north-eastern corner of Doncaster Road and Council Street two heritage buildings occupied by the Doncaster Playhouse and the Doncaster Artist's Society remain.



The Study Area is defined as the land bounded by Williamsons Road to the west, Doncaster Road to the south and J.J. Tully Drive to the east. The northern boundary follows the northern boundary of Doncaster Shoppingtown, Goodson Street, Doncaster Primary School and the Manningham Council's northern boundaries. Figure 1 shows the precise location of this boundary.

Land slopes down moderately from Doncaster Road towards the north. Land falls around 20 metres between Doncaster Road and Goodson Street. Land also slopes down from Williamsons Road towards the east.

Figure 2 depicts the existing conditions and land uses within the study area. Land uses are diverse including a regional shopping centre, dwellings, a primary school, Council offices and other commercial and community uses.

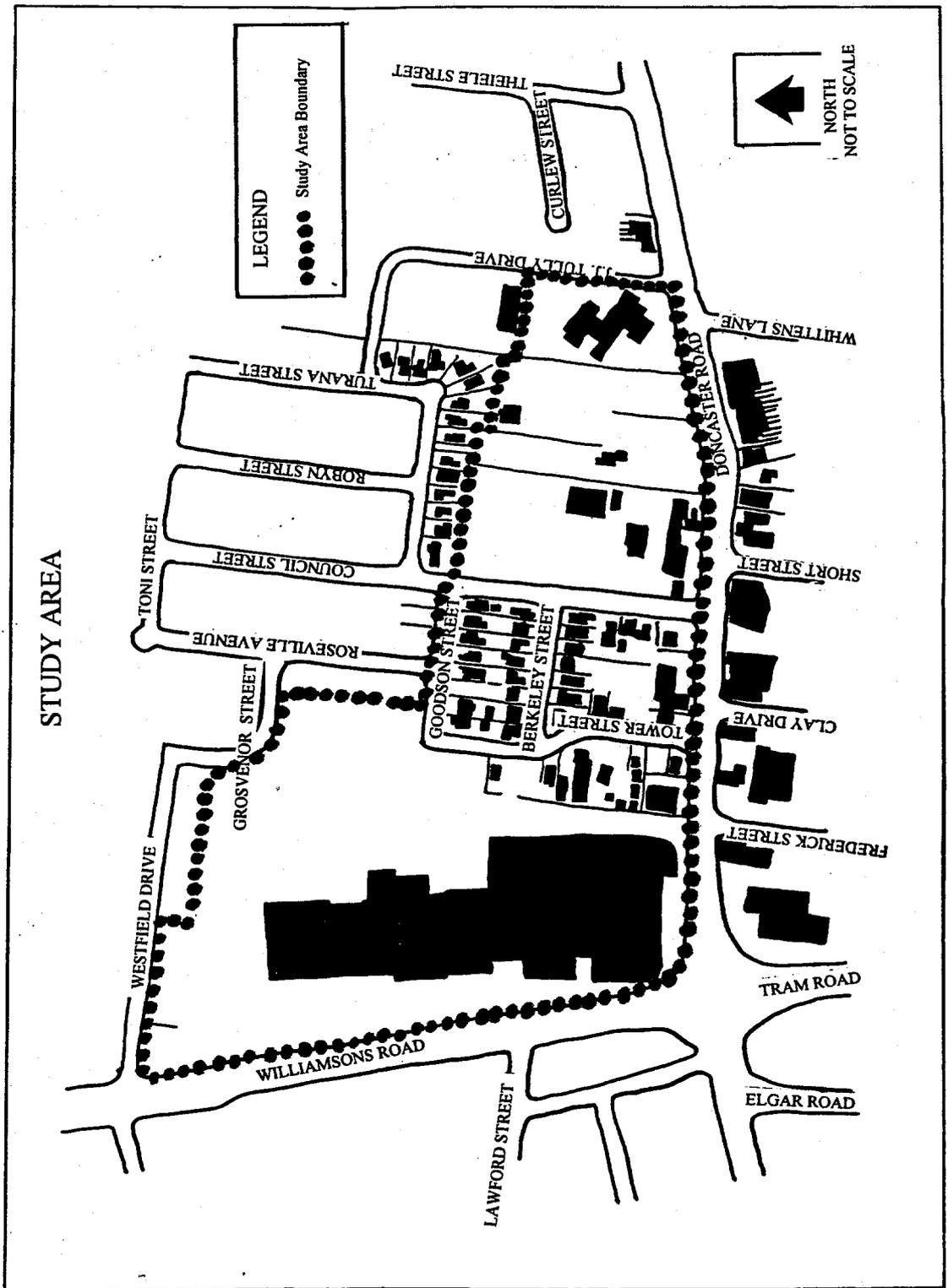


Figure 1 - Map of the Manningham Centre

4. EXISTING PLANNING POLICIES

METROPOLITAN POLICY - THE DONCASTER & TEMPLESTOWE PLANNING SCHEME

The metropolitan planning policies affecting the Manningham Centre can be summarised as follows:

- promotion of higher household densities in residential areas;
- consolidation of residential and employment opportunities within the established urban area;
- reinforcement of the established pattern of activity centres;
- encouragement of mixed use developments;
- that on-site car parking be provided to cater for the demand generated by particular developments

METROPOLITAN POLICY - “LIVING SUBURBS”

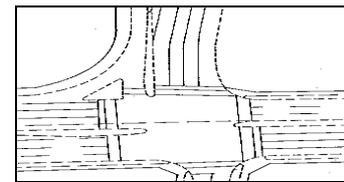
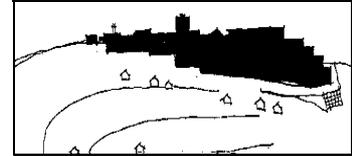
Relevant policies (summarised) contained in *“Living Suburbs: A Policy for Metropolitan Melbourne into the 21st Century”* include:

- building up suburban, multi-functional, activity centres at key locations;
- landuse planning which responds to the needs of business;
- encouraging more efficient use of land and infrastructure and greater housing choice;
- encouraging redevelopment in areas with under-used infrastructure capacity;
- integrating land development with transport systems;
- encouraging provision of more medium density housing; and
- improving energy and water efficiency through effecient design of urban areas.

5. PLANNING ISSUES

The Manningham Centre Structure Plan has been prepared in response to a range of different issues. These can be listed as follows:

- the potential impact on residential amenity of an expanded Doncaster Shoppingtown on the residential area east of Shoppingtown;
- whether there are opportunities for future pedestrian/vehicular links between Doncaster Shoppingtown and land to the east;
- a poor quality streetscape along the northern side of Doncaster Road between Council Street and Tower Street;
- high traffic volumes on Doncaster Road;
- the need to ensure high levels of access between different sections of the Manningham Centre;
- local traffic conflicts and access concerns;
- how to balance short-term considerations such as the protection of residential amenity for residents living east of Shoppingtown with any longer term proposals to redevelop land bounded by Goodson Street, Tower Street, Doncaster Road and Council Street.
- the future use of vacant Council land at the western side of the municipal offices;



6. THE MANNINGHAM CENTRE STRUCTURE PLAN

The Structure Plan includes a number of different components:

- C Basic Framework Plan
- C Design and Siting Guidelines
- C Planning Controls
- C Civic Precinct Plan
- C Actions by Council
- C Marketing

BASIC FRAMEWORK PLAN

The Basic Framework Plan is contained at Figure 3. The purpose of the Basic Framework Plan is to set in place the broad planning parameters for the Manningham Centre. It is not intended that it designate specific land uses for particular sites. It is intended to convey that a greater degree of development flexibility now exists, than was present under 1996 planning provisions.

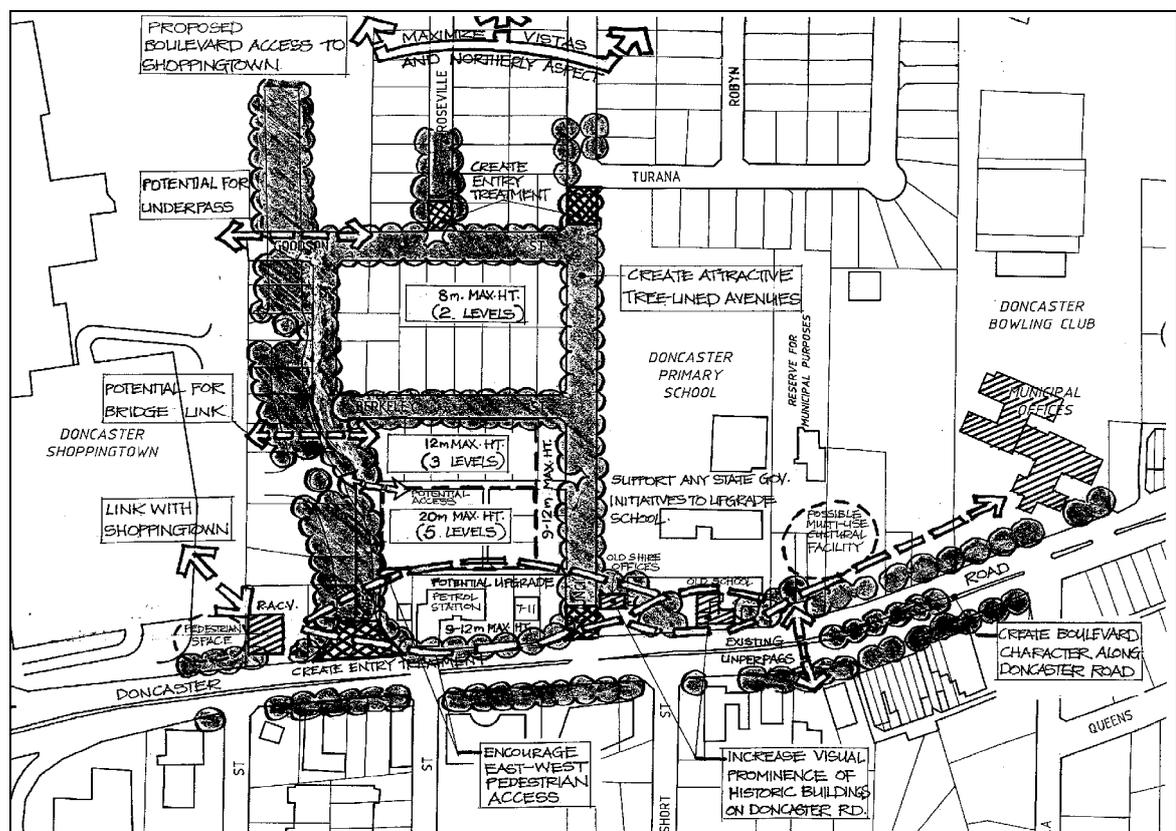


Figure 3 - Basic Framework Plan

DESIGN AND SITING GUIDELINES

The Basic Framework Plan is under-pinned by Design and Siting Guidelines. The purpose of these Guidelines is:

- to guide any future developments in the Manningham Centre;
- to provide urban design principles for future design and plan assessment;
- to recognise that urban design guidelines and height limitations for Doncaster Shoppingtown already exist in the Doncaster and Templestowe Planning Scheme.



The Design and Siting Guidelines are underpinned by Urban Design Principles. These are:

- Capitalise on northerly aspect
- Encourage east-west pedestrian access
- Encourage linked urban spaces
- Encourage an active edge to Doncaster Road
- Encourage discreet parking arrangements
- Encourage appropriate building scale and bulk
- Encourage stimulating built form
- Preserve and enhance historic buildings
- Integrate art and signage
- Encourage attractive lighting
- Co-ordinate landscape treatment

It is intended to introduce the Design and Siting Guidelines into the Local Section of the Doncaster and Templestowe Planning Scheme.

A full version of the Design and Siting Guidelines are contained in Appendix 1 to this document.

PLANNING CONTROLS

Site Consolidation

A key issue in the implementation of the Manningham Centre Structure Plan is the ability to consolidate existing residential sites between Council and Tower Streets. Site consolidation is required to enable the achievement of integrated development.

The benefits of increased site consolidation are the ability to:

- obtain better visibility from Doncaster Road;
- integrate the design of buildings;
- achieve a development (s) of greater scale and quality;
- be more flexible in the layout of buildings.

A planning scheme amendment to set in place site consolidation requirement is a vital plank of this structure plan - not only to encourage site consolidation, but also to discourage/limit redevelopment based on the existing subdivision pattern.

Rezoning

The second area of planning control change forming part of the Manningham Centre Structure Plan is the rezoning of land within the Manningham Centre to standardised planning scheme zones, in line with the planning reform process in the state of Victoria.

The standardised zones offer a more flexible approach to the use of land than the existing zones affecting the land. More uses are as-of-right or require a planning permit. Few uses are prohibited.

In summary, the following rezonings are proposed as part of this structure plan:

- Land bounded by Doncaster Road, Council Street, Tower Street and Berkeley Street from Residential C Zone to Business 1 Zone, allied with local land use guidelines.
- Land bounded by Berkeley Street, Council Street, Goodson Street, and Tower Street from Residential C Zone to Urban Residential 2 Zone, allied with local guidelines.

It is not proposed to change the zoning affecting Doncaster Shoppingtown, Doncaster Primary School or Manningham Council's land parcels.

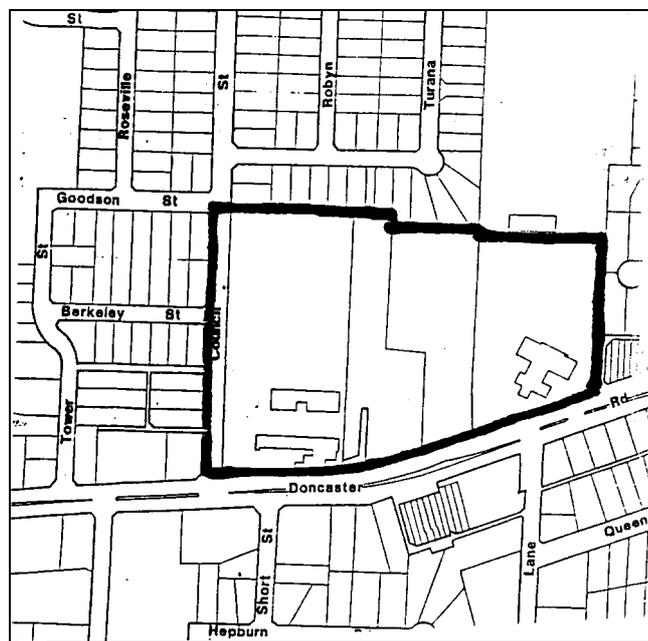
A copy of the draft planning scheme amendment, which sets out details of proposed planning control changes is attached in Appendix 2.

CIVIC PRECINCT PLAN

Local traffic issues associated with Doncaster Primary School and Doncaster Kindergarten Association are linked to the issue surrounding the future use of land immediately west of the Municipal Offices. This is because any new use of this land will generate its own traffic management issues.

This Structure Plan requires the preparation of a “precinct plan” for land within the Manningham Centre east of Council Street. This will involve representatives from all parties presently occupying land in this area.

The purpose of this plan is to ensure that the future planning of this area integrates the objectives of the respective organisations involved, addresses present issues affecting the precinct and leads to the best possible outcome for all parties.



ACTIONS BY COUNCIL

The City of Manningham will take the following role/actions in support of the Manningham Centre Structure Plan:

- The existing land assets and road reservations, will be used to facilitate appropriate site consolidation.
- Preparation and exhibition of a planning scheme amendment to provide a statutory framework for the Manningham Centre Structure Plan.
- Identifying community facilities that may be relocated to the Manningham Centre subject to a detailed needs study and appropriate consultative process.
- Conduct of a precinct planning process for land in the Manningham Centre east of Council Street.

-
- Provision of streetscape works.
 - Initiating and managing a marketing strategy.
 - Providing positive signals to the market place to indicate Council's commitment to attracting appropriate redevelopment.



MARKETING

Marketing Management

A key issue in the successful marketing of the Manningham Centre is the ability to offer a viable, consolidated site to the marketplace. This vital pre-condition does not currently exist. The Structure Plan therefore includes a marketing strategy which operates at two levels:

1. To seek out and co-ordinate existing landowner interests in the project area and to monitor changes in circumstances over time. This will also serve to identify, and protect the interests of, those residents who wish to remain in the short to medium term.
2. To seek expressions of interest from developers/lessees/investors for medical, office, residential or other appropriate development in accordance with the planning framework.



Marketing Plan

A marketing plan is required to be prepared and implemented to:

- Identify property owners with common objectives and hence those parcels of land which are candidates for site consolidation.
- Offer consolidated sites to an identified target market, either by way of a defined marketing campaign or an expressions of interest process.

An independent consulting organisation with necessary skills in this area will be appointed by Council to complete the marketing component of the Structure Plan.

7. IMPLEMENTATION ACTIONS AND PRIORITIES

The following tables have been developed to facilitate a co-ordinated approach to the implementation of the Manningham Centre Structure Plan.

The tables link action items to a number of key areas of the Structure Plan. Action items are also arranged to indicate some degree of priority of one item over another.

It is important to note that the implementation schedule includes a process of review so that any change to circumstances can be recognised and responded to over time.

Key Area: Planning Controls

Action	Timing		
	Year 1	Year 2	Year 3
Prepare and exhibit planning scheme amendment to:			
<ul style="list-style-type: none"> Rezone land bounded by Doncaster Road, Council Street, Goodson Street and Tower Street from Residential C Zone to part Business 1 Zone and part Urban Residential 2 Zone. 	*	*	
<ul style="list-style-type: none"> Introduce a site consolidation control affecting the area described above. 	*	*	
<ul style="list-style-type: none"> Incorporate Design and Siting Guidelines. 	*	*	

Key Area: Civic Precinct Plan

Action	Timing		
	Year 1	Year 2	Year 3
<ul style="list-style-type: none"> Establish working party, brief, goals and objectives. 	*		
<ul style="list-style-type: none"> Produce the Manningham Centre (Civic/Community Precinct) Plan. 		*	
<ul style="list-style-type: none"> Implement Precinct Plan. 			*

Key Area: Streetscape Works

Action	Timing		
	Year 1	Year 2	Year 3
<ul style="list-style-type: none">Identify necessary works in consultation with local residents and forward to Council for budget estimates.Implement streetscape works.		*	*

Key Area: Marketing

Action	Timing		
	Year 1	Year 2	Year 3
<ul style="list-style-type: none">Appoint consultants to carry out marketing strategy.Implement marketing strategy.		*	*

Key Area: Other Council Actions

Action	Timing		
	Year 1	Year 2	Year 3
<ul style="list-style-type: none">Make available existing land assets to facilitate appropriate site consolidation.Identify appropriate community facilities that may be relocated to the Manningham Centre.Provide positive signals to the market place to indicate Council's commitment to attracting appropriate redevelopment.	*	*	*

APPENDICES

DESIGN AND SITING GUIDELINES

PURPOSE

- C To guide any future developments in the precinct.
- C To provide urban design principles for future design and plan assessment.
- C To recognise that urban design guidelines and height limitations for Doncaster Shoppingtown already exist in the Doncaster and Templestowe Planning Scheme and that these Design and Siting Guidelines do not replace or add to the existing controls.

Context and Setting

The Manningham Centre has special physical and cultural characteristics offering opportunities for future development which are unique within Melbourne.

The site is on Doncaster Hill, elevated above the surrounding neighbourhood and commands expansive northern views to the foothills of the Great Dividing Range across the Yarra Valley, and with a western vista to the towers of the Central Melbourne Activities District (C.A.D.).

The northerly aspect and natural topography offers excellent solar access and opportunities to reduce the impact of car parking facilities.

The Manningham Centre includes major retail and municipal functions and adjoins the busiest intersection in the municipality. It has direct access to central Melbourne. Doncaster Shoppingtown has a significant visual and social presence in the region.

Historically the site was the gateway to Melbourne's most significant orcharding country. A steel viewing tower was constructed on the site before the year 1900. Two historic buildings remain in the Manningham Centre; the original Shire Offices and School.

URBAN DESIGN PRINCIPLES

The principles directly affecting future development in the precinct are as follows:

- (i) Exploit Northerly Aspect and Topography

The site is located on a prominent regional ridge with a northerly aspect resulting in important views to and from the site. The panoramic views to the northern ranges are to be exploited from internal and external spaces, providing opportunities for public access to views.

All future development is to maximise passive solar heating opportunities.

(ii) Encourage East-West Pedestrian Access

Future development is to encourage east-west pedestrian access to help strengthen links between Shoppingtown, the Historic buildings, the School and the Municipal Offices.

(iii) Encourage Linked Urban Spaces

The creation of linked urban spaces of high quality is to be encouraged within future development.

Conflict between pedestrian and vehicles (especially in "urban spaces") is to be minimised.

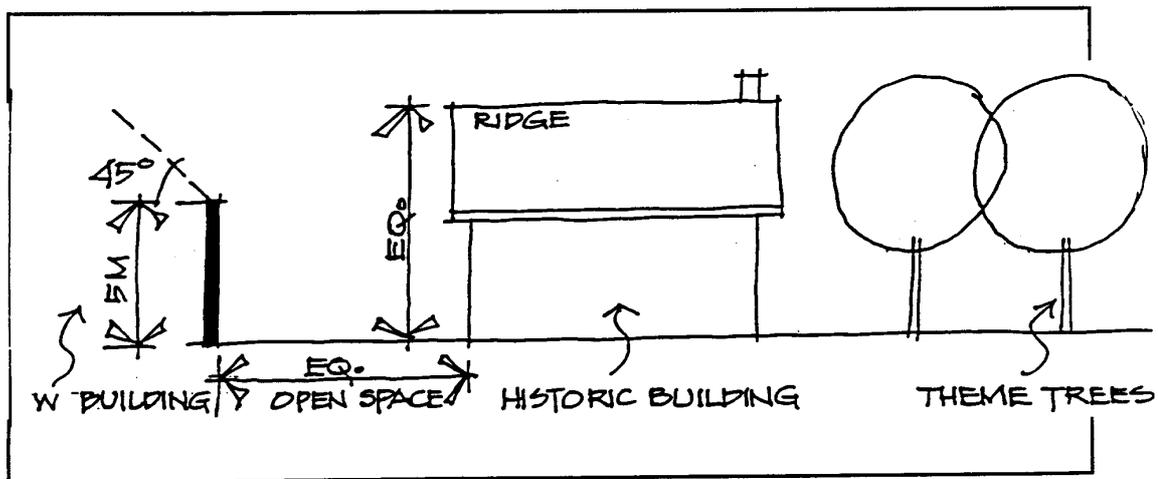


Figure 4: Treatment of Historic Buildings.

(iv) Encourage an Active Edge to Doncaster Road

Encourage an active edge to Doncaster Road by locating commercial and/or community uses along its length and by creating a boulevard character to encourage promenading.

(v) Encourage Discreet Parking Arrangements

Car parking for individual developments is to be accommodated in basements where possible or at the rear of built form.

Where car parking is not part of built form it is to be well landscaped and have due regard to pedestrian spaces and circulation.

(vi) Encourage Appropriate Building Scale and Bulk

Future development is to be compatible with development on adjacent land in terms of scale and bulk, and is to respond to topography and northerly aspect.

In particular the interface between future development and residential areas should be well mannered and unobtrusive. Where buildings will be higher than adjacent buildings, their general bulk and detailing should be sympathetic to nearby existing buildings.

Preferred maximum heights are shown on the Basic Framework Plan.

(vii) Encourage Stimulating Built Form

Future development is to comprise stimulating, contemporary, architectural form with articulated facades to help create visual interest and reduce massing.

In locations adjoining or close to residential areas, buildings are to be compatible with the residential character of the area.

Human scale and intricate detail are to be encouraged. Buildings are to have entrances which are clearly defined, with facades which indicate the uses contained within.

Developments should be energy efficient and have regard to the natural and built form elements of the surrounding area, particularly with respect to Doncaster Shoppingtown.

Elements of historic reproduction are not considered appropriate for an area adjoining a major shopping complex.

(viii) Preserve and Enhance Historic Buildings

Retention of Buildings

The existing historic buildings in the precinct are both single storey, brick walled, with pitched gable roofs. They are to be retained on their present sites as expressions of Doncaster's early history.

Efforts are to be made to integrate the area around the buildings and increase their prominence to Doncaster Road by removing the front wall and other barriers, providing issues of noise in buildings to the north of the wall are able to be addressed simultaneously.

New Buildings

Any new buildings proposed in the vicinity of the historic buildings are to 'recognise' the buildings in terms of spatial relationships and scale. Specially protected settings for the buildings can be achieved by:

- C localised tree planting to 'soften' the immediate environs and maintain scale; and
- C ensuring that any new buildings are kept at a 'respectable distance and scale.'

(ix) Integrate Art and Signage

Works of art are to be encouraged as integral components of future development. However, they should be developed as part of the overall design in collaboration with the artist and architect at the building design stage, rather than being isolated, unrelated elements.

Artwork may be integrated as free-standing sculptural elements, surface murals on walls and floors and as banners. Where possible, public art should be incorporated into functional elements, such as furniture. Themes and materials should promote local identity and reinforce a sense of place.

The use of numerous unco-ordinated signs on a single building will not be supported.

Types of preferred signs and those which are not preferred are summarised in Figure 5 below:

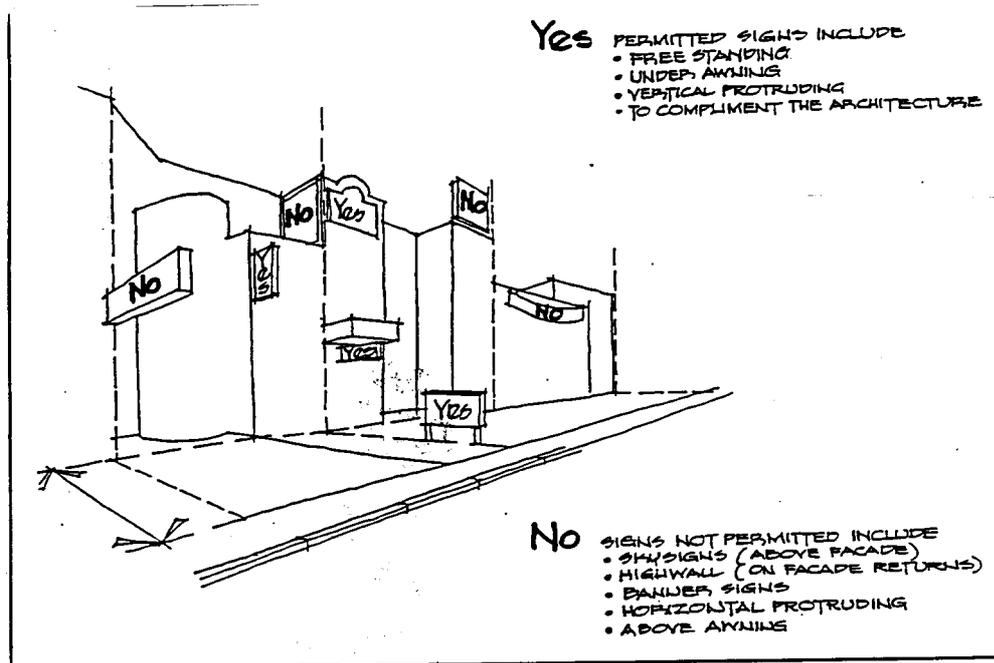


Figure 5: Preferred/Non-preferred Sign Types.

(x) Encourage Attractive Lighting

Streets within the precinct should be well lit with attractive, decorative lighting.

Private lighting and floodlighting of facades is to be encouraged in new development provided it compliments the public street lighting in type of fixture and colour of light emitted.

(xi) Co-ordinate Landscape Treatment

Hard and soft landscape works are to be co-ordinated throughout the precinct.

Soft landscape treatment which includes appropriate signature trees should feature prominently in the following areas:

- C boulevard planting along Doncaster Road and the proposed Shoppingtown distributor road;
- C avenue planting in all streets within the precinct;
- C screen-planting, particularly along the interfaces with Shoppingtown and residential areas;
- C theme planting in appropriate locations within the precinct, particularly in relation to pedestrian spaces and linkages.

Hard landscape treatment including paving, retaining walls, hand-railing, bollards and other street furniture is to be consistent throughout the Manningham Centre.

DONCASTER AND TEMPLESTOWE PLANNING SCHEME

AMENDMENT LXXX

The Planning Authority for this amendment is the Manningham City Council.

LOCAL SECTION

The Local Section of the Doncaster and Templestowe Planning Scheme is amended as follows:

1. Map No. 5 is amended as shown on the map forming part of this amendment.
2. The following clauses are inserted at Clause XXXX:

Clause XXX.X - This Clause applies to land described below:

Land: Properties bounded by Doncaster Road, Tower Street, Berkeley Street and Council Street, Doncaster.

- * Development (other than a single dwelling, or minor alterations and additions to existing buildings) may only occur on a site of at least 2,500 square metres.
- * Office or Medical Centre can only be developed where the proposed floor area is not less than 1,500 square metres for any site.

Despite Clause 6E-3 of the State Section of this planning scheme, a permit is not required for development which meets the above criteria. However, a detailed development plan should be prepared to the satisfaction of the Responsible Authority, showing:

- * Site area, site dimensions, boundaries and building site coverage;
 - * Layout, height and proposed use of all buildings;
 - * Full elevations;
 - * Relationship of the elevations to natural ground level, showing any proposed cut and fill, retaining walls, or other means of treating cut and fill batters;
-

- * A schedule of finishes, materials and colours of external surfaces including roofs, walls and fences;
- * Engineering construction and drainage details;
- * Number and location of car parking spaces, and points of vehicular and pedestrian ingress and egress to the site;
- * the location and area of any public and/or private open space;
- * landscaping details;
- * proposed fencing details abutting any street or public open space;
- * details of stormwater infiltration, detention, re-use or other mitigation measures proposed; and
- * main service connection points and easements.

Before deciding whether or not to approve a development plan, the responsible authority must consider, as appropriate:

- * the matters listed in Clause 6E-3.5 of this planning scheme; and
- * the Manningham Centre Structure Plan.

3. The following clauses are inserted at Clause XXXX:

Clause XXX.X - This Clause applies to land described below:

Land: Properties bounded by Berkeley Street, Tower Street, Goodson Street and Council Street, Doncaster.

- * Development (other than a single dwelling, or minor alterations and additions to existing buildings) may only occur on a site of at least 2,000 square metres.

Before deciding on an application the responsible authority must consider the Manningham Centre Structure Plan.
