

Pakenham Major Activity Centre Structure Plan

15 February 2021

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Policy, Design and Growth Area Planning Unit

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Consultants

Capire Consulting Group (Community Consultation 2012).
Context (St James Comparative Heritage Study 2015).
David Helms Heritage Planning (Pakenham Activity Centre Heritage Review 2018).
David Moloney, Rohan Storey, Pamela Jellie (Inter War and Post War Heritage Study 2013).
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SMEC Australia Pty Ltd (Traffic Modelling 2014).
SALT3 (Pakenham Parking Precinct Plan 2017).
Urban Enterprise (Pakenham Retail Core & Mixed Use Analysis 2016).

Disclaimer

All figures represent the ultimate development scenario of the Pakenham Activity Centre in 2035 and beyond, 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 affirmed agencies, including but not limited to Transport for Victoria, VicRoads, VicTrack and PTV.

Document control and revision history

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List of acronyms

AC – Activity Centre

ACZ – Activity Centre Zone

CDZ - Comprehensive Development Zone

CFA – Country Fire Authority

CZ – Commercial Use Zone

DDO – Design and Development Overlay

DELWP - Department of Environment, Land, Water and Planning

DEDJTR – Department of Economic Development, Jobs, Transport and
Recourses

DCP – Development Contribution Plan

DPO - Development Plan Overlay

GRZ – General Residential Zones

HO – Heritage Overlay

LPPF – Local Planning Policy Framework

MSS – Municipal Strategic Statement

MUZ – Mixed Use Zone

PAO – Public Acquisition Overlay

PUZ – Public Use Zone

PPRZ – Public Park and Recreation Zone

PTV – Public Transport Victoria

LSIO – Land Subject to Inundation Overlay

T4V – Transport for Victoria

SBO – Special Building Overlay

SES – State Emergency Services

SPPF- State Planning Policy Framework

UDF – Urban Design Framework

UGB – Urban Growth Boundary

VPP – Victoria Planning Provisions

1 Introduction

1.1 The purpose of the structure plan

Cardinia Shire Council has prepared a Structure Plan (the structure plan) for the Pakenham Major Activity Centre (the activity centre) which provides an integrated response to the changes envisaged for the centre until the year 2035. The structure plan is one of the tools used to guide Council's decision-making on land use and transport planning matters to improve the amenity of the Pakenham Major Activity Centre.

The Action Plan also forms part of this document and lists the actions required to implement the structure plan and indicates which Council department, agency or organisation is responsible; the timeframe and measure allocated to each action.

The *Pakenham Major Activity Centre Urban Design Framework (2021)* accompanies the structure plan to provide urban design guidance for the activity centre, focusing on interfaces, built form, environment and the public realm.

The *Pakenham Parking Precinct Plan (2018)* also accompanies the structure plan providing direction on how to manage current and future car parking supply and demand in the activity centre. The Precinct Parking Plan assesses the impact of future developments and proposes a series of objectives, strategies and actions to be implemented which addresses the key parking issues for the activity centre.

1.2 How to use the structure plan

The structure plan communicates the community's shared vision for the activity centre. Specifically, the structure plan provides certainty for the community, business owners, developers and planning applicants regarding the level and types of changes in the development of the Pakenham Major Activity Centre.

This document provides decision makers, including Council, Victorian Government and other agencies with a platform to allocate resources towards capital works, guide the determination of planning applications, and sets the work programs across different departments.

Pakenham Major Activity Centre has changed significantly over the past 20 years and will continue to change in line with significant population growth, consumer preferences and in response to the development market. These changes are positively guided by the community's vision for the activity centre as expressed through this structure plan.

The structure plan is to be read in conjunction with the '*Pakenham Major Activity Centre Urban Design Framework Feb 2021*', and '*Cardinia Council's Visioning Document for the Pakenham Level Crossing Removal Project 2021*'. All developments should comply with the *Pakenham Major Activity Centre Urban Design Framework Feb 2021* to ensure design is respectful of the existing or preferred neighbourhood character, heritage values and amenity.



2 Background

2.1 Pakenham's Traditional Owners

Cardinia Shire Council respectfully acknowledges the Traditional Owners of the land across the Shire, being the Bunurong, Boonwurrung and Wurundjeri people and their rich culture, and pays respect to their Elders past and present.

Some researchers believe that Cardinia Shire derived its name from a local Aboriginal language term 'Karr-Din-Yarr' which was thought to mean "Look at the Rising Sun".

Today Cardinia Shire Council regularly looks to a number of Traditional Owner representative parties in seeking advice, these being The Wurundjeri Woi Wurrung Aboriginal Heritage Council, The Bunurong Land Council Aboriginal Corporation, The Boon Wurrung Foundation, and The Boonwurrung Land and Sea Council Aboriginal Corporation. These Traditional Owner organisations provide important sources of information and knowledge for us to learn from and apply, and we appreciate the diverse Aboriginal perspectives we gain through these relationships.

For millennia, the Pakenham area and surrounds have been the country of Aboriginal people as evidenced through both archaeological findings, and oral traditions. Whilst today we understand that Pakenham is located close to the tribal territory borders of the Wurundjeri and Bunurong/Boonwurrung people, the distinct boundaries are currently contested. This is the result of knowledge

being disrupted due to displacement of Aboriginal people from their lands during and following British colonisation.

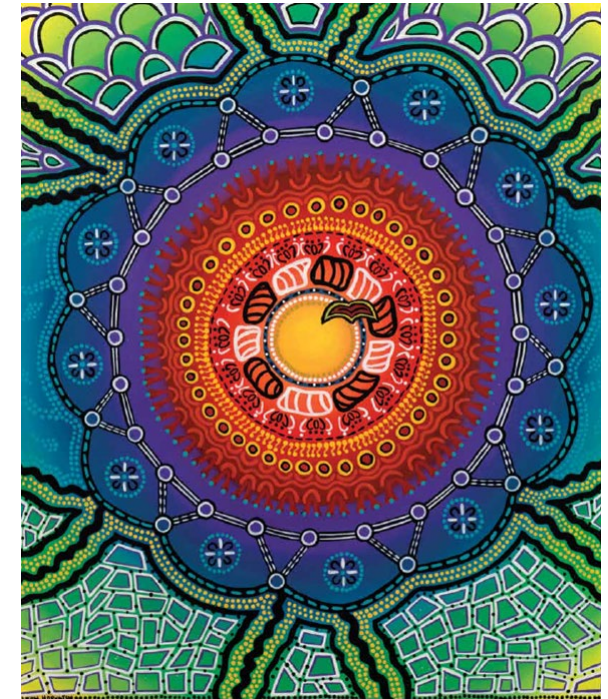
For thousands of years Traditional Owners have cared for this country, for land and water, practicing culture, sharing customary law, stories, ritual and passing on crucial traditions and knowledge to kin so that further generations might also best care for, manage and share the cherished resources and ecology around them.

Early settler records tell of Corroboree grounds found in the Pakenham foothills, which may have been formal gathering places where the different clans could conduct important ceremony, talks and business. Certainly, waterways within and surrounding the Pakenham area continue to be places of great significance to Traditional Owners, and in some surrounding areas, fire is still used as a form of controlled land management, with traditional fire management practices now gaining renewed interest across the Shire.

Today the wider Pakenham area is the residential base for many hundreds of Aboriginal and Torres Strait Islander people, representing a diverse array of Traditional Owners from across the continent.

The 2016 census showed that 0.8% of the Cardinia population identified as being of Aboriginal or Torres Strait Islander origin (760 people) which was equivalent to Victorian population numbers. The majority (483) were located in the growth area subregion, particularly Pakenham. Given the significant population growth since 2016, Cardinia Shire

Council estimate the aboriginal population in 2021 will be close to 1000 people.



Everything connected to Land, by local artist Leah Horvath (2015) painted on canvas

2.2 Local context and recent history

Pakenham Major Activity Centre is located approximately 60 kilometres south-east of Melbourne's Central Business District and is approximately 181 hectares in size. The activity centre operates as a regional hub servicing areas both within and beyond the municipal boundary.

The Pakenham Railway Station is located towards the south-eastern end of the activity centre. Commuters have access to both a metropolitan rail service as well as V-Line services to regional Victoria. The railway line has three level crossing points enabling north-south road, cycle and pedestrian traffic movement to and from the activity centre.

The centre is known as the Pakenham Town Centre and comprises the John and Main Street shopping strips, Pakenham Place and Pakenham Central Marketplace shopping centres, the adjoining residential neighbourhoods, open space (PB Ronald Reserve and Bourke Park), and sporting and community facilities. In close proximity to the activity centre are purpose-built sporting facilities which cater for the regional catchment, including Cardinia Life, Pakenham Regional Tennis Centre and Toomuc Reserve.

Pakenham is located within the Casey-Cardinia Growth Area. There are emerging employment areas such as the *Cardinia Road Employment Precinct*, *South East Business Park*, and *Pakenham Employment Precinct*. These areas are envisaged to be multi-functional

employment areas that deliver a diverse mix of jobs to the Casey-Cardinia region.

Nearby commercial centres located beyond the municipal boundary are part of Melbourne's activity centre network, which includes Fountain Gate-Narre Warren and Dandenong Metropolitan Activity Centres, and Berwick Activity Centre.

The activity centre is relatively flat with some natural creeks flowing through and around the town centre. These waterways are a combination of visible flow paths and covered drains.

The commercial core of the activity centre has traditionally been located on Main Street between John and Station Street. 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 (mid-2012).

The broader catchment area is characterised by a mix of both established and recently developed areas surrounding it to the north and south. Land to the east, west and south-west is established; with the exception of the Bald Hill Road industrial area, which is still under development.

Figure 1 below provides an overview of the metropolitan context.

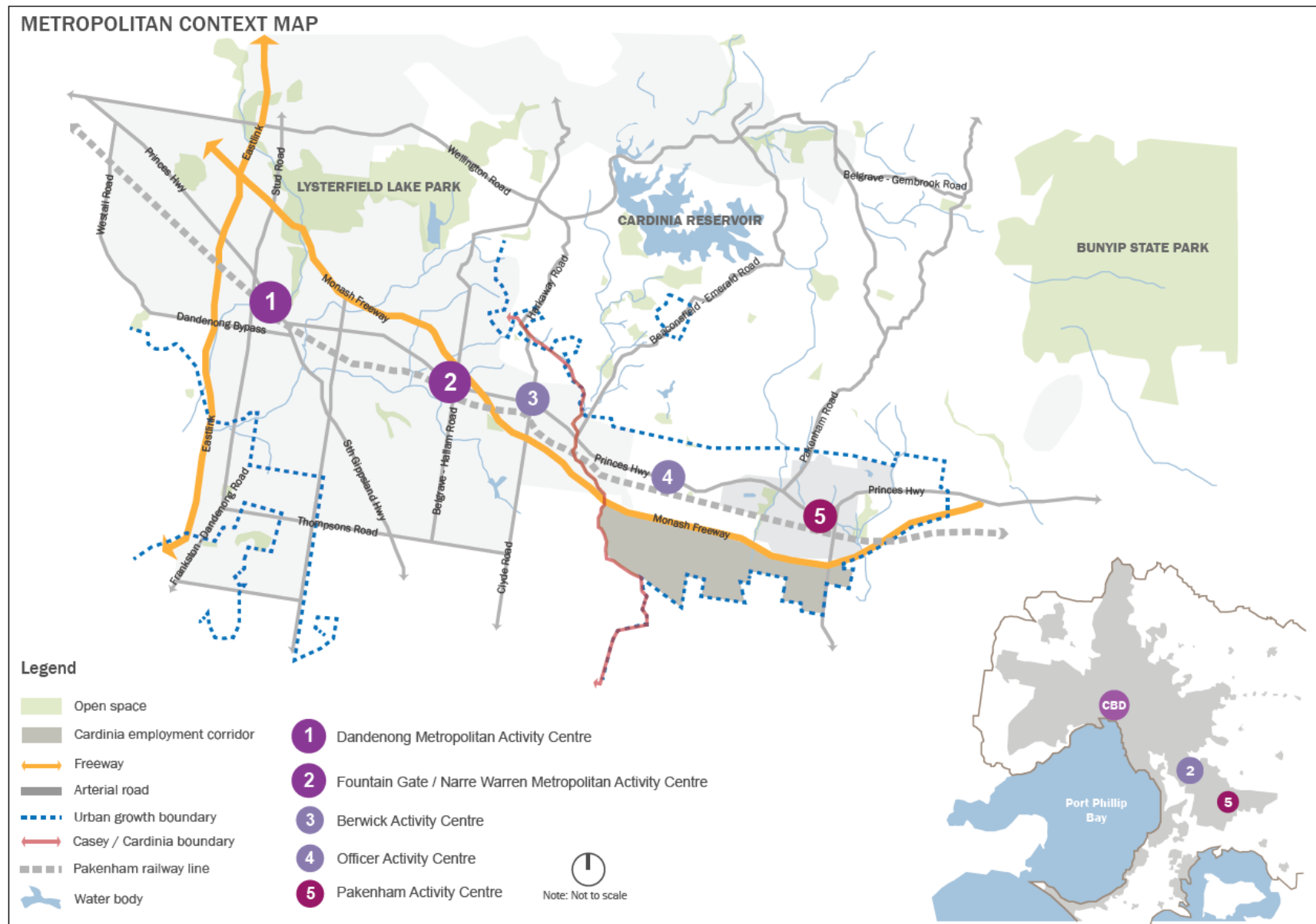


Old Pakenham Shire Offices, Main Street Pakenham



Pakenham Central Marketplace, John Street Pakenham

Figure 1. Metropolitan Concept Map



Pakenham Community Profile – current and future

As per the 2016 Census, 2,035 residents were living within the Pakenham Activity Centre study area. The wider Pakenham central catchment area forecast estimates a population increase from approximately 34,291 (2015 data) to 41,737 by 2036 – an increase of 34 percent.

The population is dominated by couples with families (28%), couples without dependents (28%), and one-person households (27%). However, the activity centre is starting to see a shift with fewer families with children, a greater proportion of retirees and residents approaching retirement age and a higher number of single persons.

Lone person households are predicted to experience the largest increase in the future, with around 1,699 additional people by 2036 accounting for 25 percent of households. Additionally, the proportion of population at retirement age is estimated to increase by 55 percent.

An additional 6,674 dwellings are forecasted to accommodate the growing population, representing an average of 266 new dwellings per year. Areas expected to see an increase in housing are a mix of greenfield and infill development.

The low car ownership, higher proportion of renters, higher numbers of low-income households, and higher of the population in retirement will require an increase in services and housing to ensure the needs of the community are met.

The 2016 census data indicated that 65 per cent of Cardinia Shire's working population commute to jobs located outside of the municipality. A large percentage of the workforce are labourers and drive to work, it will be pertinent to provide employment opportunities close to home in the future due to Greater Melbourne's continued sprawl.

2.3 Planning policy context

2.3.1 State policy context

Plan Melbourne Metropolitan Planning Strategy – 2017-2050

Plan Melbourne is the Metropolitan Planning Strategy that guides Melbourne's growth through to the year 2050.

Pakenham is identified as a Major Activity Centre in *Plan Melbourne*. Major activity centres are defined as a suburban centre that provide a focus for services, employment, housing, transport and social interaction. They 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 large subregional catchments.

The relevant principles of *Plan Melbourne* to this structure plan are as follows:

Principle 1: Melbourne is a productive city that attracts investment, support innovation and creates jobs.

Principle 2: Melbourne provides housing choice in locations close to jobs and services.

Principle 3: Melbourne has an integrated system that connects people to jobs and services good to market

Principle 4: Melbourne is a distinctive and liveable city with quality design and amenity

Principle 5: Melbourne is a city of inclusive, vibrant and healthy neighbourhoods

Principle 6: Melbourne is a sustainable and resilient city

Planning Policy Framework

The *Planning and Policy Framework (PPF)* implements *Plan Melbourne* via Clause 11.03-1S Activity Centres encouraging 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.

Other planning scheme provisions

Currently, the activity centre is controlled by the following Zones and Overlays.

Zones

- Commercial Use Zone Schedule 1 (CZ1)
- Mixed Use Zone (MUZ)
- Public Use Zone 1 – Service and Utility (PUZ1)
- Public Use Zone 4 - Transport (PUZ4)
- Public Use Zone 6 – Local Government (PUZ6)
- Public Use Zone 7 – Other Public Use (PUZ7)
- Public Park and Recreation Zone (PPRZ)
- General Residential Zone Schedule 1 (GRZ1)

Overlays

- Development Plan Overlay Schedule 1 (DPO1)
- Development Plan Overlay Schedule 2 (DPO2)
- Development Contribution Plan Overlay Schedule 1 (DCPO1)
- Land Subject to Inundation Overlay (LSIO)
- Special Building Overlay (SBO)
- Heritage Overlay (HO)
- Public Acquisition Overlay 4 (PAO4)

The application of the Activity Centre Zone will remove the Commercial Use and Mixed Use Zone, General Residential Zone Schedule 1, and Development Plan Overlay Schedule 1 (part) and 2 from the activity centre. The Public Use Zone areas are excluded from the activity

centre; all the other relevant zone and overlay provisions apply.

Planning Practice Notes

- **Practice Note 58 Structure Planning for Activity Centres**

This practice note provides guidance for Council's on the development of activity centre structure plans. It provides the purpose and process of structure planning and outlines the research requirements to justify the decision-making involved in managing, influencing and facilitating change within activity centres.

- **Practice Note 56 Activity Centre Zone**

This practice note provides guidance for Council's on applying the Activity Centre Zone (ACZ) once a structure plan process has been completed. It provides the purpose and process of tailoring the ACZ, outlining the land use considerations located within an activity centre. The practice note provides guidance on drafting the zone with precincts to justify the decision-making involved in managing development within activity centres.

- **Practice Note 60 Height and Setback Controls for Activity Centres**

This practice note provides guidance on the State Government's preferred approach to the application of height and setback controls for activity centres via the Structure Plans. As part of this process, structure plans may propose preferred built form outcomes including minimum or maximum building heights and setbacks. Height and setback controls can be appropriate so long as they are not aimed at

restricting the built form, but at facilitating good design outcomes.

2.3.2 Local policy context

The Pakenham Activity Centre is located within the growth corridor for central Pakenham. The principles of the PPF are supported by the *Local Planning Policy Framework (LPPF)* within the Cardinia Planning Scheme, which includes the provision of a diverse range of uses within activity centres. The need to control the development and expansion of the activity centre is recognised by Council. As is the need to provide medium density housing within and surrounding the activity centre. The LPPF identifies the need to provide Pakenham with a strong urban design response for new developments in the activity centre.

The Municipal Strategic Statement at Clause 21.03 identifies Pakenham Activity Centre as part of Melbourne's key Growth Area, which requires the preparation of a structure plan to guide future development.

2.4 Council Plan

The *Council Plan (2020)* sets out a medium to long-term vision for the municipality and guidance on how Council will respond to the opportunities and challenges facing Cardinia Shire.

Council's vision: *Cardinia Shire will be developed in a planned manner to enable present and future generations to live and work in our Shire, enjoying its diverse and distinctive characteristics.*

The following relevant key challenges have been identified:

Managing Population Growth

- Cardinia Shire Council is forecast to increase by 24 percent to over 149,000 people by 2025.
- The growth region (at 10% of the shire) is expected to hold 73 percent of the total population.
- This area includes the Pakenham Activity Centre.
- The major challenge is ensuring there is sufficient services, facilities and other infrastructure available in the growth areas and existing rural communities.

Managing the natural and built environment, including climate change

- The quality of our natural and built environments affects our communities. They must be developed and managed in a way that contributes to the health and safety of present and future generations.
- Planning for built environments must achieve sustainable outcomes, particularly

minimising the use of energy and water as well as enhancing the broader natural environment.

Developing a prosperous local economy and creating employment

- A strong and diverse economy is important to ensuring financially stable, independent and proud communities.
- As our population continues to grow, demand for local employment also increases.
- We want to ensure employment options for our people who want and need to work locally.
- The designated employment precinct between Officer and Pakenham is being planned and developed to provide jobs for up to 55,000 people.

Section 3 Our Environment

The objective: *We will continue to plan and manage the natural and built environment for present and future generations.*

Action 3.2.3. Develop transport networks that incorporate effective public transport.

Action 3.2.4. Prioritise multi-use pathways, where practicable, to create networks that connect destinations.

Action 3.4.1. Plan and develop built environments that support improved health and wellbeing of our communities.

Action 3.5.2. Plan for the development of the urban growth area with a mix of residential, commercial, employment, recreational and community activities to meet the needs of our growing community in a sustainable way.

Action 3.5.3. Provide for the sustainable development of rural townships while taking into account their existing character and community needs.

Section 4 Our Economy

The objective: *We will create and support local employment and business opportunities for our community and the wider region.*

Action 4.1.2. Support the development of existing and new businesses within the Shire.

Action 4.1.4. Plan the development of Officer and Pakenham town centres.

Action 4.3.2. Encourage the establishment of tourism and hospitality in appropriate areas of the Shire.

Action 4.3.3. Advocate for the delivery of small and large-scale projects that enhance and drive economic activity.

2.5 Consultation on the Structure Plan

This Pakenham Structure Plan has been informed by extensive community consultation. The consultation process was completed over a four-year period from 2012 to 2016 through a process, which included: an *Initial Discussion Paper (May 2012)*, *Key Directions Paper (August 2012)*, a *Draft Pakenham Structure Plan (2014)* and the adopted final *Pakenham Structure Plan (2015)*.

The development of the various documents listed above was supported through: community surveys; listening posts or drop-in sessions; email newsletter; attending various Community Committee meetings; hand delivered information to residents and

business located in the activity centre; website advertisements; and formal letters to referral agencies, landowners, and key stakeholders.

Planning Scheme Amendment C211 was prepared by Council to incorporate the *Pakenham Structure Plan (March 2017)* which was approved by the Minister for Planning in March 2017. Conditions of the Amendment's approval was the introduction of a shortened *Pakenham Activity Centre Incorporated Provisions* that extracted the substantive planning requirements of the structure plan that related directly to decision making on permit applications. Additionally, an expiry date of 31 December 2019 was placed on the Incorporated Document. The expiry date was subsequently extended to 30 June 2021.

The *Pakenham Structure Plan 2017* was reviewed, which has ultimately resulted in this revised document, *Pakenham Major Activity Centre Structure Plan (2021)*. Many of the previous document's comments, ideas, and suggestions have been included in this revised structure plan. The structure plan assists Council's understanding of Pakenham's strengths, issues and opportunities, which underpins Council's decisions and capital works and development program for the activity centre.



3 Vision

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

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

Right: Mr Yakkerboo meets Blue Main Street, Pakenham



4 Structure Plan boundary

4.1 Study area

The study area for the structure plan is identified in Figure 2, and bounded by:

- Princes Highway to the north (includes mixed use, residential and public use zoned land north of Princes Highway)
- Racecourse Road to the east (includes residential, retail and industrial development east of Racecourse Road)
- McGregor Road to the west (includes residential development west of McGregor Road)
- Residential and industrial land to the south of the railway line and extends along Henty Street

4.2 Setting the boundary

The Department of Environment, Land, Water and Planning (DELWP) developed *Practice Note 58* for delineating the boundary of activity centres. In setting a boundary for an activity centre, the following is required:

- Sufficient land to provide for the commercial (retailing, office, fringe retailing and support activities such as entertainment) activities needed over a 15 to 20 year timeframe.
- Residential areas that are integrated into the activity centre or surrounded by other uses that have a strong functional interrelationship with the activity centre

even where limited development opportunities exist.

- Key public land uses that have or are intended to have a strong functional interrelationship with the activity centre even where there are no or limited redevelopment opportunities.
- Public open space areas that have or are intended to have a strong functional interrelationship with the activity centre.

In setting a boundary for an activity centre, it is general practice to exclude residential land encumbered by significant constraints (such as a Heritage Overlay) located at the edge of the activity centre.

4.3 Pakenham Major Activity Centre boundary

The boundary for the Pakenham Structure Plan has been revised from the boundary identified in the *Pakenham Structure Plan (March 2017)* based on *Practice Note 58* requirements. The activity centre is now generally bounded by:

- The Pakenham Railway Line, Railway Station and associated car park are included within the southern boundary.
- The McGregor Road bounds the west of the activity centre.
- Princes Highway to the north.
- Sites adjoining the 'Ascot' (former Pakenham Racecourse site) redevelopment and the rear of sites located on Arlington Avenue continuing to Slattery Place and Station Street bound the east.

- The heritage precinct St James Street Precinct in Dame Pattie Drive has been excluded from the Structure Plan Boundary, consistent with Practice Note 58.

The boundary encompasses the commercial and retail areas of the centre as well as some of the existing surrounding residential zoned land, open space and community facilities. There are a number of underutilised potential development and car parking sites, which could provide major mixed-use opportunities close to both shops and public transport.

The residential properties located in the boundary and land that directly abuts are zoned General Residential Zone – Schedule 1 (GRZ1). The Victorian Government's changes to the residential zones encourage up to three storeys in the GRZ1. These changes are likely to increase density in residential areas, supporting the commercial and retail activities in the activity centre. An increase in the density of activity centres is encouraged and higher density objectives and requirements are generally supported.

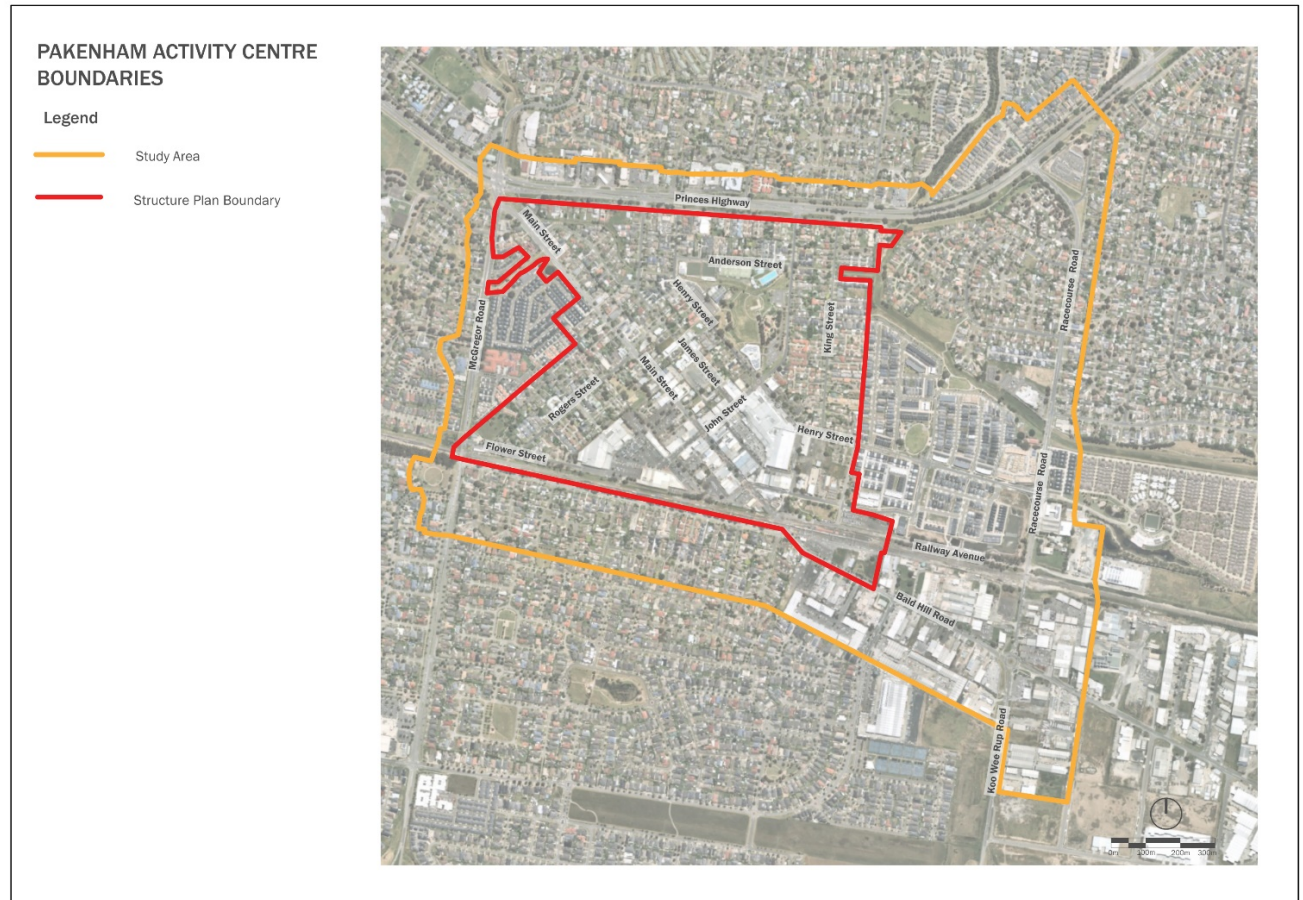
The Former Pakenham Consolidated School site, now the Evergreen Retirement Village and Main Street Village Pakenham also a retirement village, have been removed as the sites were recently developed and subject to other planning controls for intensified residential development and a retirement village that is controlled by Development Plan Overlay Schedule 1 (DPO1).

The former Pakenham Racecourse site has also been removed as the site has almost completed development and is subject to planning controls under the Comprehensive Development Zone (CDZ).

The Bald Hill Road Industrial area located southeast of the activity centre has been removed, as this area will be subject to a future strategic review.

The structure plan boundary and study plan boundary shown in Figure 2 reflects the Pakenham's future strategies, policies and controls that will apply to the activity centre and its surrounds. The boundary provides sufficient land to facilitate growth over the next 20 years.

Figure 2. Study Area and Structure Plan Boundary



5 Framework Plan – Centre wide guidance

Four themes apply across Pakenham Activity Centre.

1. **Activities and land use** includes housing, core retail, mixed use, and community services and civic uses.
2. **Transport and movement** includes railway crossings, pedestrians and cycling, vehicles and car parking and public transport.
3. **Public realm** includes open space, streets and gateways.
4. **Built form and environment** includes character, heritage and sustainability.

5.1 Activities and land use

This structure plan encourages a mix of a medium to higher density housing options. Housing will be integrated into the core retail and commercial areas, particularly for smaller housing options such as shop-top housing.

More employment opportunities are required locally and with the activity centre having convenient access to public transport it makes the activity centre a great location for local jobs. The structure plan encourages additional retail diversity that activates trade in the evenings and the weekend.

The retail core area currently abuts an area of mixed development, which enables a diverse range of compatible uses such as residential, commercial, community services and offices. The structure plan 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.

All infrastructure, places and facilities should be accessible by all and comply with the Disability Discrimination Act (DDA) and guide.

5.1.1 Housing

The activity centre requires a significant increase in housing stock to accommodate the expected population increase of an additional 10,000+ people into Pakenham by 2036. Housing within the activity centre is currently dominated by detached housing on single lots (49%), closely followed by medium density housing (46%). The majority of new development is medium density housing, townhouses or units.

Block sizes in the activity centre tend to be quite large making residential intensification through infill development and the consolidation of lots straightforward. Infill development tends to offer more housing diversity, forms, and encourages innovative designs for apartment developments and townhouses.

A number of unit developments currently exist within the activity centre; these developments have been subdivided to enable individual ownership with access being provided via common property. The redevelopment of such sites can be problematic unless an agreement is reached, with all owning units within the strata title. Therefore, redevelopment of existing unit sites is considered a long-term option.

Council's Housing Strategy, Strategic Action Plan 2013–18 identifies a lack of affordable, crisis, social and 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.

Opportunities exist for a range of housing options that are affordable, attractive, well designed, safe, close to services and public transport and accessible to all. Housing options should go beyond the development of the existing residential area to the mixed use and retail core areas, particularly for smaller housing options. Ideally, the activity centre should provide a range of housing types at a variety of price points.

Objectives

- Support and ensure the provision of well-designed and diverse housing options that caters to all members of the community.

Figure 3. Activities and land uses



Strategies

1. Encourage increased diversity of housing throughout the residential, commercial and core retail areas.
2. Encourage opportunities for increased and well-integrated social housing options.
3. Support an increase of housing density in close proximity to the core retail precinct, Pakenham Railway Station and abutting open spaces.
4. Encourage upper level residential uses in the core retail area of the activity centre,
5. Support consolidation to enable residential intensification housing forms such as terrace, townhouses, apartments in the activity centre, where appropriate.
6. Encourage a diverse range of housing types and dwelling sizes that considers affordability, are high quality, well designed, adaptable and flexible to new uses and functions.
7. Encourage community entities, housing associations and private developers to integrate social housing and affordable housing options into residential developments.

5.1.2 Core retail

The core retail area is a key component of the activity centre that services local residents, workers and visitors to the area. Located along Main Street, between John and Station Streets is a traditional 'strip shopping' retail street with a focus on diverse small shops.

Relatively new retail and office development is located in the north east of Main Street, with sections of John Street (between Henry Street

and Pakenham Place) providing increased activity in the centre. Continued retail use along the entire length of John Street is considered important to strengthen existing retail development abutting either side of John Street.

Recently, new development has dispersed from the central core retail area into the outer areas and is impacting the activity centre's vitality. Other factors impacting the performance of the activity centre include: the size of the catchment area; the location or layout and quality of competing retail facilities, especially major anchors of the centre; the mix of tenants; accessibility; the degree to which those facilities can fulfil the needs of the community; and the atmosphere and ambience of the centre.

The strip shopping experience and liveliness at John and Main Streets could be weakened further through additional separation and spread of retail uses in the activity centre.

Pakenham Activity Centre is relatively walkable with most residential land located within convenient walking distance of the core retail area. However, maintaining safe and accessible pedestrian connections predominantly via the arcades is one of the challenges faced by the activity centre. Consolidating the core retail area to intensify development will assist in creating safer and activated linkages throughout the activity centre.

Key to the activity centre's renewal and longevity is the attraction of both public and private sector investment. The activity centre is

estimated to have approximately 61,000 square metres of retail floor space. This number has the potential to grow by another 26,000 square metres over the next 20 years if redevelopment occurs in the activity centre (*Pakenham Core Retail and Mixed Use Assessment Report, 2016*).

The footprint of the core retail area should 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.

Objectives

- Reinforce the activity centre's role as a regional hub promoting a diverse mix of land uses that includes retail, commercial, residential as well as civic and community services to assist in increasing the number of people living, working and visiting Pakenham.

Strategies

1. Encourage the creation of a clearly identifiable retail core in Main Street between John and Station Street.
2. Encourage developments that activate and create a vibrant streetscapes, arcades and laneways.
3. Strengthen the activity centre's retail, commercial, dining and restaurant uses by focusing the activities in traditional 'main street' areas of the activity centre.
4. Encourage ground floor uses that respect and enhance the fine grain 'main street' character in the core retail area.

5. Encourage additional evening and weekend trade, which activates the night-time economy and complements its core retail function.
6. Encourage dining, restaurants, entertainment and leisure facilities to be located in the core retail area that generates activity after standard day-time business hours, to help improve safety and security.
7. Focus large format retailing such as a supermarkets, discount department store and larger format entertainment activities such as cinemas to Pakenham Central Marketplace Precinct and Pakenham Place Precinct, or the Station Street Precinct.

5.1.3 Commercial and mixed development area

The commercial and mixed development area within the activity centre facilitates a range of compatible residential, office, commercial uses, and in some areas, light industry in conjunction with retail uses. This includes a cluster of medical centres and practitioners, and offices generally located along Main Street and part of James Street, in the north west of the activity centre that are mainly converted residential dwellings. Generally, these uses allow a greater level of intensity and diversity.

In developments with mixed uses, residential dwellings should be encouraged in the upper levels to maintain active uses at the street level. Additionally, increased housing density for mixed use developments located within close proximity to the Pakenham Railway Station is encouraged.

The large block of land surrounded by Cook, Station and Henry Streets and Slattery place has the capacity to support some light industry as ancillary to retail uses. For example, coffee roasting and a café. This area abuts the core retail area and could support a variety of small business uses and employment opportunities for the activity centre.

Objectives

- Encourage mixed-use developments that offer a broad range of compatible residential, community, commercial, services and community uses.
- Provide appropriate transitions and interfaces between the commercial and mixed development area, core retail area and surrounding residential and heritage or significant sites.

Strategies

1. Ensure community uses or residential development are located in the upper levels of mixed-use developments while maintaining retail and commercial uses at street level.
2. Support mixed use developments that increase housing density in close proximity to the Pakenham Railway Station and retail core.
3. Ensure any cluster of mixed-use activities within an integrated development is sensitive to the residential interface and/or any significant heritage sites.

5.1.4 Community services and civic uses

A number of health, support and community services and facilities exist in the activity centre. These services cater for the needs of the local population, the Shire and parts of the south east region. The Pakenham Library, sporting facilities (e.g. Pakenham Bowls Club), playgrounds, and Living Learning Pakenham are all located in or adjacent to the PB Ronald Reserve.

Living Learning Pakenham provides adult training, education, and skill development. The Pakenham Seniors Citizens Club is located in James Street and offers recreational programs and social activities. Mecwacare's day program for seniors is also delivered in Pakenham. Additionally, Council's youth facility, MyPlace in Main Street offers a central point of coordinating and providing preventative and intervention services for young people aged 10 to 25 to help improve their health and wellbeing and personal development.

The activity centre also has access to a number of emergency services including Ambulance Victoria and Country Fire Authority (CFA). The State Emergency Services (SES) are located just west of the activity centre along Princes Highway.

Objectives

- Strengthen community services to support the needs of the local and regional area by co-locating or centralising 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 activity centre to take advantage of accessibility to a range of transport modes.
2. Increase the awareness of community services and civic uses available in the activity centre.
3. Co-locate community services and civic uses near PB Ronald Reserve.

5.2 Transport and movement

Transport and movement considers all modes of transport including pedestrians, cyclists, vehicles and public transport. The structure plan identifies linkages and access points to improve the overall movement and accessibility.

The Pakenham Railway Station and bus network services the activity centre. However, the service levels are low given the poor coordination of public transport modes and the

low frequency timetable of both rail and bus networks during the off peak period.

This structure plan encourages people of all ages to use active transport methods such as walking, cycling and public transport, as part of their daily activities and commute to work because of the multiple health, social and environmental benefits. Infrastructure should be designed and implemented to meet the needs of the community.

5.2.1 Railway crossings

The level rail crossings located on Main Street, McGregor Road and Racecourse Road are significant barriers to the centre and cause disruption to drivers, pedestrians and cyclists. Level crossing boom gates can be down for extended periods during peak times. This costs time, impacts on businesses and causes major frustrations for drivers. Removing these bottlenecks through grade separations will unblock the congestion at the McGregor Road and Racecourse Road crossings. The Victorian Government planning for the removal of these three level rail crossings is currently underway. It is anticipated that the removal of these three level rail crossings will be completed in 2024.

A level pedestrian rail crossing is located opposite Savage Street, which connects the southern residential area surrounding the activity centre to the rear of the Pakenham

Place shopping centre. Safety is often identified as a key driver to remove level crossings. Issues of pedestrians safely crossing the rail line will be addressed by the Victorian Government's current infrastructure project to remove Pakenham's three level rail crossings.

The structure plan identifies the need to replace level crossings with grade-separated crossings. See Figure 4 below.

Objectives

- Ensure safe and convenient vehicle, pedestrian and cycle movements travelling to and around the railway station.

Strategies

1. Support the upgrade and duplication of the McGregor Road level crossing as an interim measure in the medium term.
2. Advocate the replacement of the Racecourse and McGregor Road level crossings with grade separated crossings to improve movement in and around the centre and facilitate safe and convenient pedestrian, cycle and vehicle connections.
3. Ensure new development does not impact the projects delivering the grade separation of the existing level road crossings or pedestrian crossings.

Figure 4. Transport and movement



5.2.2 Pedestrian and cycling

Council's *Pedestrian and Bicycle Strategy* (2017) describes the regional pedestrian and cycling network of trails to connect townships. The regional Cardinia Aqueduct and Princes Highway trails are well positioned to connect to the local pedestrian and cycling network of Pakenham and the activity centre.

Currently, there are few existing east-west connections through the activity centre and other constraints such as the railway line, freeway, the drainage and creek lines, and large sites are currently disconnecting areas from each other.

The activity centre's cycling routes are also limited due to poor conditions and inconsistent pathway infrastructure. Not all roads within the existing street network have footpaths on both sides of the road making the streets in Pakenham vehicle dominated.

Continuous paths of travel from all directions entering the activity centre are required. 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 of transport such as a wheelchair or mobility scooter.

Currently, no path network exists along Pakenham or Kennedy Creek, nor are there crossing points along Princes Highway or Racecourse Road via the creek network. A path along Pakenham Creek is proposed as part of the Pakenham racecourse redevelopment site, which will connect part of activity centre to the wider boundary catchment.

The use of shared pathways will be required to facilitate the needs of the elderly and vision impaired. Appropriate planning is required to reduce conflict between pedestrians and cyclists. Council is responsible for the maintenance of bicycle lanes on-road and off-road paths and on local roads. Council will need to accommodate the community's requirements as the activity centre grows.

This structure plan maps the strategic walking and cycling networks within the township and activity centre. These strategic links are the major connections across the activity centre linking people to key destinations.

Objectives

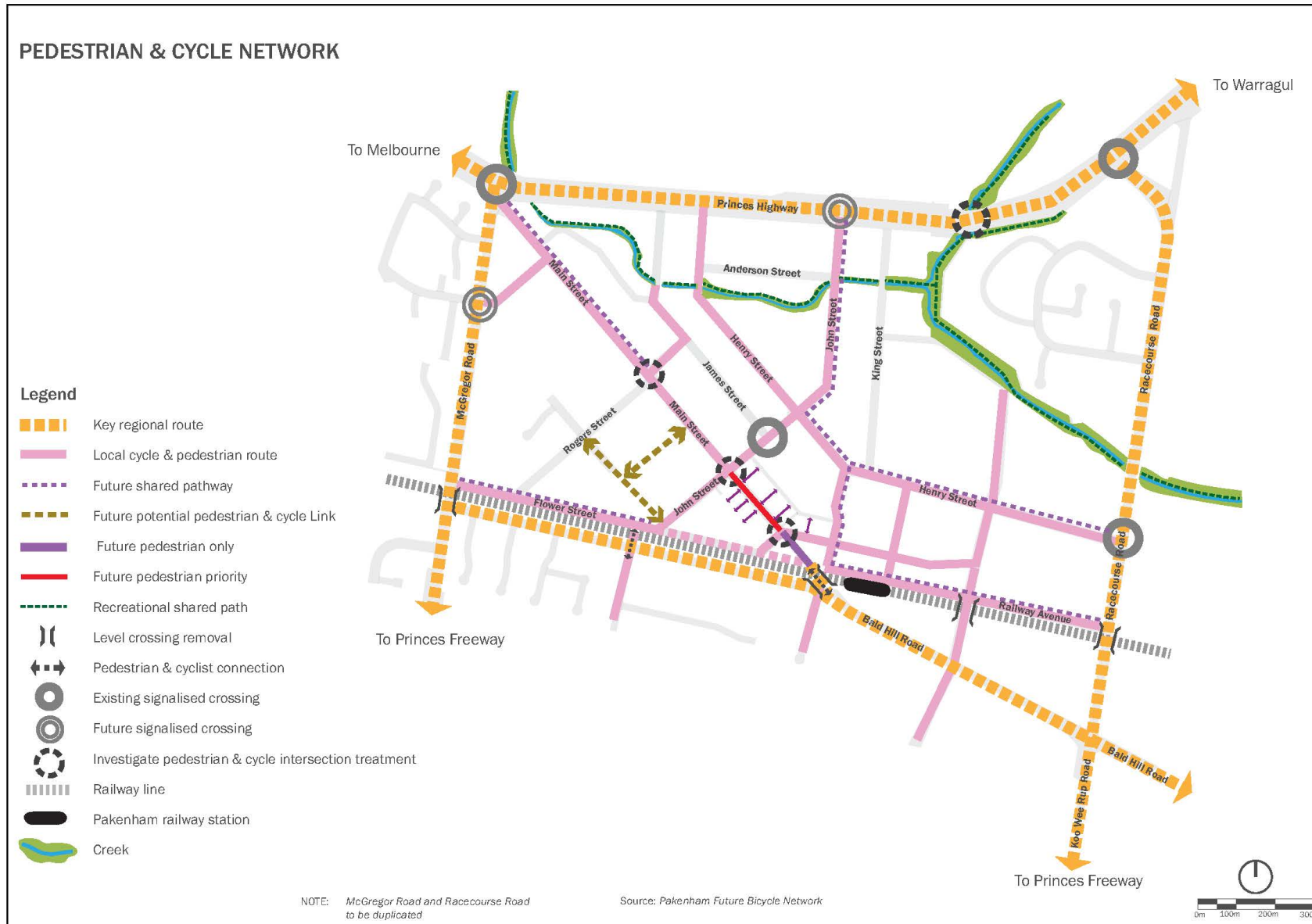
- Encourage the safety and improvement of the pedestrian and cycle network connecting the residential and employment areas, community facilities and public realm, and public transport.
- Encourage active transport on streets, within car parking areas and arcades, in open space and along the creek network.

Strategies

1. Strengthen the pedestrian and cycle network by improving the amenity, accessibility, mobility and convenience of the network.
2. Provide bicycle parking facilities at key locations such as the edge of the shopping strip, shopping centres, the Pakenham Railway Station, open spaces and community facilities sites.
3. Improve pedestrian amenity and safety at the John and Main Street intersection and throughout the activity centre.

4. Ensure the provision of clear, continuous and direct pedestrian and cycle routes throughout the activity centre.
5. Encourage all developments to improve existing linkages to and from Main Street via walkways, laneways and arcades, where appropriate.
6. Manage the street and open space network designs to promote active transport.
7. Encourage servicing and loading from rear lanes of retail and commercial developments to minimise driveways disrupting the footpath.
8. Provide attractive, convenient and safe pedestrian and cycle movement to, from and within the activity centre.

Figure 5. Bicycle and pedestrian network



5.2.3 Vehicle access and car parking

The activity centre's road network provides a good level of accessibility from all directions into the activity centre, via the following significant roads: Princes Highway, Racecourse Road, Bald Hill Road, Henty Street and McGregor Road. Local streets provide access to residential areas.

Main Street is a collector road linking the activity centre from Princes Highway to Bald Hill Road. Vehicular movements are significant along Main Street creating congestion in its current function as a 'through-road'. The truncation of Main Street and the extension of Webster Way have been considered to alleviate congestion. The Victorian Government has brought forward their major infrastructure project to remove the level rail crossings at Main Street, McGregor Road and Racecourse Road, along with a major redevelopment of the rail station and associated carparking, an elevated rail line through this portion of the rail corridor, and new pedestrian crossings and public open spaces under and around the elevated rail line. An additional road crossing under the proposed elevated rail may also be realised via an extension of John Street southward to Henty Street. Therefore, the need to truncate Main Street, or extend Webster Way, or otherwise alter the road network within Pakenham town centre, will need to be re-investigated after completion of the elevated rail project; anticipated to be finalised in 2024.

Most intersections have pedestrian and traffic movement conflict with vehicles dominating the streetscape. A number of intersection

projects are required to ensure safe vehicle movements entering, exiting and moving around the activity centre.

The connection from Henry Street to Racecourse Road, through the former Pakenham Racecourse site, and the full truncation of Railway Avenue at the Racecourse Road intersection has relieved some of the congestion pressure in the short to medium term. The new intersection provides another pedestrian connection from the surrounding residential to the activity centre central core. To alleviate traffic congestion and provide safe intersections, Council supports and encourages the delivery of traffic signals at Princes Highway and James Street.

The activity centre has a number of on-street parking options (marked and unmarked) close to the core of the retail area as well as off-street car parking in private and Council ownership. Generally, parking occupancy in the centre only reaches 60 per cent. At these occupancies the activity centre is being underutilised and should aim for an 85 percent occupancy rate.

Council acknowledges that car parking is dispersed throughout the activity centre. Further analysis has been undertaken to determine any parking shortfalls now and into the future. The *Pakenham Car Parking Precinct Plan* provides a strategy for short and long term parking in strategic locations allowing convenient access for commuters and people visiting the centre.

Objectives

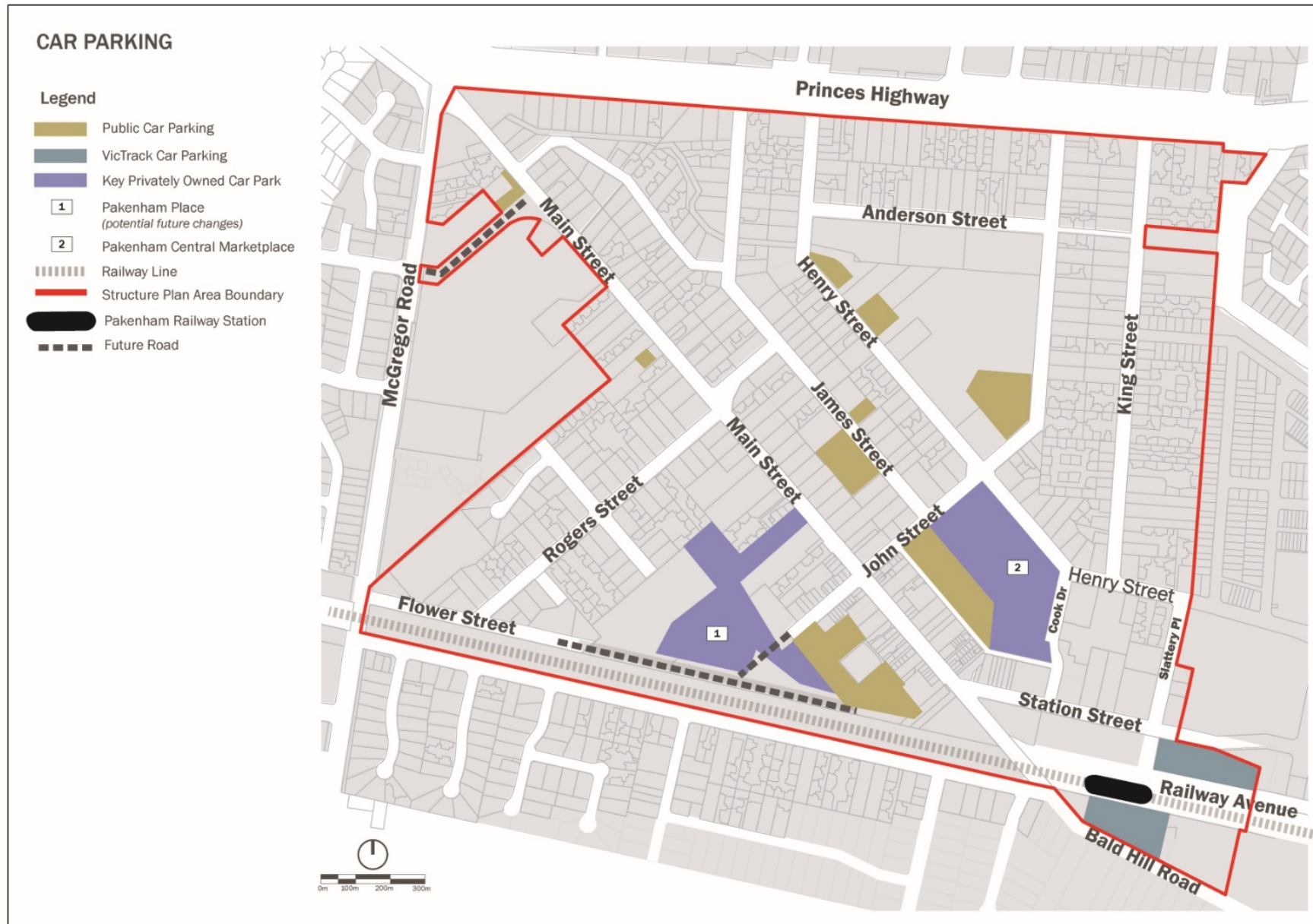
- Provide a clear, efficient and logical vehicle network and ensure access to convenient and safe car parking in the activity centre.

- Improve connectivity and permeability in the activity centre by extending Flower Street, John Street, and Drake Place, and potentially Webster Way by providing potential new road linkages.

Strategies

1. Encourage developments to provide car parking with minimal disruption to pedestrians, cyclists and public transport.
2. Ensure carparks are located to the rear of developments; incorporate screening and passive surveillance designs.
3. Ensure any multi-level parking structure includes active uses at street level.
4. Support new traffic signalisations for John Street and Princes Highway, and McGregor Road and the through road to Main Street.
5. Support the duplication of Racecourse Road between Princes Highway and Princes Freeway to reduce traffic congestion and provide improved pedestrian and cyclist outcomes.
6. Ensure the construction and provision of safe intersections for vehicles and pedestrians at Main Street and McGregor Road, and John Street and Princes Highway.
7. Ensure the construction of the Flower Street, Drake Place and John Street extensions.
8. Support the closure of Main Street at the railway level crossing.
9. Re-investigate the need to extend Webster Way when the Victorian Government has completed their level rail crossing removal and elevated rail project.

Figure 6. Car parking



5.2.4 Public transport

The Victorian Government has commenced planning for the removal of the three level rail crossings at Main Street, Racecourse Road, and McGregor Road. It is anticipated that the removal of these three level rail crossings will be completed in 2024. This infrastructure project will include a major redevelopment of the Railway Station and associated carparking, an elevated rail line through this portion of the rail corridor, and new pedestrian connections and public open spaces under and around the elevated rail line.

Pakenham Railway Station is a multi-modal station providing transfers between bus and train services, taxis and taxi zone, private vehicle, and other active modes of transport (cycling and walking). The train services include a metropolitan train and a regional V/Line train servicing Traralgon and Bairnsdale.

The station is located within 400 metres of the retail core and acts as a 'main entrance' for people entering the activity centre from the station. It is important that this location exhibit a positive visual amenity and standard of passenger comfort by providing shelter, sheltered walkways, seats, kiosk facilities, landscaping, attractive design and finishes, and lighting.

However, the site offers limited facilities for commuters in terms of shelter, personal security and passive surveillance. The railway station itself provides a less-than-desirable first impression.

The bus interchange is currently the terminus for five routes, with a stop for an additional route. Two regional bus services operate between Koo Wee Rup bus, coach interchange and Pakenham Railway Station.

It is crucial to ensure adequate car parking for train travellers. A lack of car parking or easily accessible parking spaces significantly reduces the attraction and convenience for those travelling by train. If commuters are forced to use parking spaces outside of VicTrack land, this places additional pressure on surrounding retail and commercial areas.

As part of the Cranbourne-Pakenham Rail Corridor Project, the construction of a new train maintenance depot was established in Pakenham East which commenced in 2017 to service a fleet of 80 high-capacity trains. That project also upgraded the Pakenham railway station and slightly realigned the rail corridor which enabled train access to the depot of 2018.

Upgrading the infrastructure and entrances to Pakenham Railway Station from both the northern and southern side of the railway line will provide access that is more convenient for commuters located south of the railway line, whilst also improving the image of the activity centre.

Objectives

- Encourage a 'state of the art' (high quality) multi-modal public transport interchange at Pakenham Railway Station that incorporates a frequent, safe, interconnected, accessible and convenient

public transport network for the community.

Strategies

1. Encourage the provision of a public transport system that is attractive, safe and convenient.
2. Support the removal of Pakenham's three level rail crossings and redevelopment of the Pakenham Railway Station transport interchange as a high-quality multi-modal hub that integrates and interfaces well with Bourke Park and the surrounding area.
3. Encourage passive surveillance for all public transport waiting areas ensuring clear visibility from the street and adjacent buildings.
4. Encourage lighting that is well integrated with signage and landscaping to maximise attractiveness and safety in and around the train station.
5. Support and encourage 'transit oriented development' surrounding the railway station to increase density and walkability for the activity centre.
6. Ensure higher density development within the activity centre maximises the development potential of land surrounding the Pakenham Railway Station.
7. Support the provision of well-placed taxi ranks in close proximity to Pakenham Railway Station.
8. Support alternative transport solutions that complement the public transport network, through the *Pakenham Parking Precinct Plan, 2018* (or any later revisions).

5.3 Public realm

The public realm contains accessible spaces that are owned, leased or managed by Council to serve a range of uses and functions. These elements assist in defining the character of a place, provide the means to move from one destination to the next and facilitating social connections. Most commonly, these areas are open space, streets and gateways or civic squares/plazas, see Figure 7 below.

5.3.1 Open space

The main established open spaces in the activity centre are PB Ronald Reserve and Bourke Park.

PB Ronald Reserve

The creation of PB Ronald Reserve is the result of community action in the 1890s and land acquisitions to expand the reserve by Council in later years. It is located close to the retail core of the activity centre, bounded by John, Henry and Anderson Streets. The reserve contains a central park area with a playground and skate park, and accommodates the Pakenham swimming pool, tennis courts, Bowls Club, Sports Club, Library, Hall, and U3A (University of the Third Age, adult education). The reserve is governed by a Masterplan, which is implemented by Council.

Bourke Park

Bourke Park is located immediately north of the Pakenham Railway Station, it is owned by Victrack and subleased to Council. The land was originally acquired and set aside for railway purposes. However, since 1948 it has been continuously used as a park. Upgrades have been made to public toilets, two

playgrounds, a sound shell, lighting, CCTV and landscaping.

Bourke park is the public transport main entrance to the activity centre. While the arrival experience has improved with the above mentioned upgrades, better integration with the surrounding precincts is necessary.

The Victorian Government has commenced planning for the removal of the three level rail crossings at Main Street, Racecourse Road, and McGregor Road. It is anticipated that the removal of these three level rail crossings will be completed in 2024. This infrastructure project will include a major redevelopment of the Railway Station and associated carparking, an elevated rail line through this portion of the rail corridor, and new pedestrian connections and public open spaces under and around the elevated rail line.

Council is advocating for Bourke Park to be redeveloped in line with 'Cardinia Council's Visioning Document for the Pakenham Level Crossing Removal Project 2021' which seeks a new civic space at the station entrance which responds to community aspirations, that is a connected, accessible and vibrant space which integrates with, is a catalyst for, and supports future urban renewal.

New linear open space under elevated rail

A new linear open space will be provided under the proposed elevated rail. In line with 'Cardinia Council's Visioning Document for the Pakenham Level Crossing Removal Project 2021', Council is advocating for a high-quality public realm which includes gathering spaces, playgrounds, exercise equipment, seating, and landscaping.

Objectives

- Create a safe and high-quality cohesive open space network that provides opportunities for a range of activities and users and assists in creating a sense of place for the activity centre.

Strategies

1. Any developments fronting or interfacing with open space will provide passive surveillance and activates the open space.
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.
4. Use the existing creek system and drainage reserves as an open space asset that links the network of open spaces in the activity centre.
5. Provide a landscape corridor extending from the south through the activity centre and connecting to the various open spaces.
6. Integrate Pakenham Creek as a key feature and ensure drainage, flood control, movement and public open space functions are accommodated and enhanced.
7. Encourage pedestrian connections over Pakenham Creek to connect the precinct with the adjacent existing residential precincts, where appropriate.
8. Advocate to the Victorian Government for a high-quality public realm under the proposed elevated rail in line with 'Cardinia Council's Visioning Document for the Pakenham Level Crossing Removal Project 2021'.

Figure 7. Open Space, Streetscapes and Gateways



5.3.2 Streets

Streets within the activity centre enable traffic and modes of active transport to travel to, from and within the activity centre. The streets also provide opportunities to influence local and visitor's experiences.

The liveliness, design and ease of access of the street network is an important part of what people remember about a place they visit. A street should not just facilitate fast movement of traffic but provide destinations or places with their own characteristics and identities.

The community identified the streets in the retail and commercial areas as a valued part of Pakenham's character, providing a reflection of the successful business mix located in the retail core.

The streets in the activity centre require modifications to ensure the street network infrastructure is upgraded - mainly footpaths, to correct the undulations and widen. The streets should be user friendly, serve the demands of a growing centre, accommodate higher volumes of people, and provide a higher quality streetscape.

Objectives

- Ensure a network of attractive, safe and accessible streets that cater for and enhance the different activities and land uses within the activity centre.
- Promote human scale and pedestrian focused streets to encourage a vibrant and lively public realm in the retail core, including evening activities.

Strategies

1. Utilise placemaking activities to create destinations and interactive places along important streetscapes (see Figure 7).
2. Ensure the retail core and commercial and office areas along John and Main Streets are activated.
3. Provide wayfinding maps to assist pedestrian movement in and around the activity centre.
4. Provide high quality, wide footpaths on both sides of the streets located in the retail core that accommodates street activity and user demands.
5. Ensure sufficient and safe pedestrian crossings that meet the sight and desire lines of pedestrians wanting to move between destinations.
6. Implement infrastructure to support the different active transport modes.
7. Encourage the increase of private and public provision of shade and weather protection for pedestrians.
8. Manage the retention of trees to strengthen the landscape qualities of the activity centre.

5.3.3 Gateways

Pakenham Activity Centre is bounded by key roads that accommodate large traffic volumes. As a result, the activity centre is mostly self-contained. This places an important role on identifiable key access points that connect the activity centre to the surrounding area. These points of access act as gateways to the activity centre, welcoming the community and visitors to the location.

The community expressed concerns over the poor first impression of the activity centre and wishes to create a sense of civic pride through the creation of gateways.

The gateways identified in this structure plan includes:

- McGregor Road and Main Street
- Main Street deviation connecting to McGregor Road
- Bourke Park/Pakenham Railway Station
- PB Ronald Reserve (the Library forecourt)
- Henry Street and John Street

Objectives

- Create a sense of arrival to the Pakenham Activity Centre at identified key gateway sites through the provision of high quality landscape and/or architectural treatments.

Strategies

1. Encourage the use of strong landscape elements (vegetation and landforms) to create gateways for the activity centre.
2. Ensure gateways are visible at night by using effective marking treatments such as distinctive lighting.
3. Ensure buildings located in gateways provide built form landmarks, which uses urban design principles to positively impact the public realm.
4. Implement public art at appropriate locations which engages the local community and visitors.
5. Manage the design and placement of attractive legible signs in appropriate locations.

5.4 Built form and environment

The development history of the activity centre is illustrated in the current built form character. There is now a development legacy on how the lot sizes have been configured, and the types of buildings and streets that have been constructed.

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. Future private and public development will need to achieve the environmentally sustainable development (ESD) principles.

The *Urban Design Framework (2018)* provides a guide to the activity centre's built form and environment in greater detail and provides further guidance for the precincts.

Additionally, all developments are expected to integrate Crime Prevention Through Environmental Design (CPTED) in their building designs to create a safe and activated city.

5.4.1 Heritage

During Pakenham's first phase of development during the 1880-90s, the town predominantly developed around Main Street and the railway station. The town catered for the emerging agricultural industries in the area. This is

reflected in the finer grain developments and retail shop fronts predominantly located along Main Street.

Few of the pre-World War I buildings remain. Some streets have a number of dwellings that reflect the typical architecture and style of the inter-war and post World War II years.

The larger lots located north of John Street were historically intended to support partial food self-sufficiency for the region. However, those that had not developed by World War II, overtime became large family homes with generous front and backyards – designs typical of suburban Melbourne.

These mixed inter-war and post-war period architectural historic influences helped shape the residential character and identity of Pakenham. Preservation of significant and contributory developments and places will be important for the activity centre's history. Careful consideration should be given to balancing the potential for intensification of development on land with historical buildings with the benefits of preservation.

The following heritage sites are currently located in and adjacent to the activity centre and affected by a Heritage Overlay (Clause 43.01) in the *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 Stakeholder, 65 Racecourse Road, Pakenham
- **H0226** Pakenham War Memorial, Corner of Henry and John Streets, Pakenham
- **H0227** 6 Henty Street, Pakenham
- **H0228** 21 James Street, Pakenham
- **H0264** Algerian Oak, 9–13 Main Street, Pakenham

A heritage study was completed for the Pakenham Major Activity Centre in 2018. This study identified three precincts, a small group listing, and 8 individual places of individual significance within the activity centre, which warrant protection under the Cardinia Shire Heritage Overlay and implemented via Amendment C242. See Figure 8 below.

Figure 8. Heritage Places and Precincts



The sites are:

- St James Estate Precinct (Dame Pattie Avenue)
- Henty Street Precinct
- James Street Precinct
- Group Listing 11, 14, 17 & 5/19 Rogers Street (State Savings Bank/War Service Homes)
- 62 & 90 Main Street (shops)
- 1 Station Street (shops)
- 18A Henry Street (home)
- 49 James Street (home)
- 39 & 84 Main Street (homes)

As the activity centre experiences development intensification, it is likely the buildings of historical significance will eventually have one or more interfaces with contemporary buildings and spaces.

It is possible, and often desirable, to reuse buildings and structures for purposes other than those originally intended. This flexibility ensures their retention allowing the heritage buildings to benefit the community. The provisions in this structure plan will ensure new development should integrate appropriately with the historical built form, not detract from it.

Objectives

- Ensure contemporary architecture of any new development responds to any adjoining heritage places and precincts and provides appropriate interfaces.
- Protect and restore the built heritage of the Activity Centre through the conservation, reuse and restoration of heritage buildings.

Strategies

1. Preserve and enhance key heritage sites that are historically and/or architecturally significant.
2. Encourage the adaptive reuse of existing heritage buildings and places.
3. Ensure new developments adjacent or in close proximity to heritage places and precincts is sympathetic in its response to design and built form.

5.4.2 Core Retail

The predominant built form in the core retail area of the Pakenham Town Centre has been established over many decades. This built form is representative of a traditional Main Street with activated ground floor front facades and zero setbacks from the street they address. Infill development that has occurred following the original establishment of the town centre has mirrored this pattern of development and reinforced the 'main street' form of development.

Recent development has predominantly been two storey, increasing the scale of the built form within the retail core of the town centre. The built form can be described as presenting activated narrow or fine grain frontages directly addressing the street and providing weather protection to pedestrians through awnings or verandas that project out above footpaths.

Objectives

- Reinforce and enhance the 'fine grain' built form pattern established within the retail core of the town centre.

- Intensify the scale of built form and provide elements that contribute to the pedestrian amenity of users in the retail core of the activity centre.
- Ensure ground floor facades addressing a street or any other public realm space are activated and provide passive surveillance of the public realm.

Strategies

1. Ensure all built form presents a zero setback from a property boundary that interfaces with a road reserve or public realm space in the core retail area of the town centre.
2. Encourage multi storey built form within the core retail area of the town centre.
3. Ground floor facades that addresses streets in the retail core by providing frontages that predominantly consist of entrances and unobscured glazing; and minimises areas of blank wall.
4. Encourage built form elements such as weather protection that contributes to and enhance pedestrian amenity within streetscapes and other public realm areas.
5. Encourage upper level commercial and residential uses in the core retail area of the activity centre.
6. Discourage monotonous facades along the main streets using design measures to reduce blank walls, bulk and massing in developments.

5.4.3 Commercial and Mixed Use

The built form of the commercial and mixed-use area of the town centre comprises two main types, which are, residential and small commercial buildings. Traditionally this area was lower density residential with single storey dwellings on large lots.

As the town centre has expanded, buildings on the periphery of the core retail area of the town centre have been increasingly replaced by commercial buildings, medium density residential development or adapted for commercial use. This has resulted in an area with vastly different built forms.

The built form of newer commercial development that has occurred in the area has attempted to complement the traditional urban pattern of this area by setting building back from the street boundary, orientating entrances to the street, landscaping front setbacks and locating car parking areas to the rear or side of new buildings.

Objectives

- Create an urban pattern that establishes a transition between the core retail area and residential areas within the town centre.
- Increase the scale and density of the built form to reflect a commercial and mixed-use typology.
- Maintain and enhance the landscape values and character of the area.

Strategies

1. Encourage multi storey built form.
2. Any front setback must provide high quality landscaping.
3. All at grade car parking areas are to be located to the rear or side of buildings.
4. The main entrances to buildings are to be orientated to address the street.
5. Encourage upper level commercial and residential uses in the commercial and mixed-use area of the activity centre.
6. Ensure any developments addressing or interfacing with streets or other public realm spaces provide passive surveillance of these spaces.
7. Encourage the consolidation of sites to achieve better integrated built form outcomes that incorporates requirements such as car parking, servicing and vehicle access points.

5.4.4 Residential

The residential areas within the Pakenham Major Activity Centre were originally established as larger lots with detached single storey dwellings typical of residential development patterns in the first half of the twentieth century. A significant proportion of these large lots haven been redeveloped to accommodate multi-unit medium density developments over the past several decades.

Typically, these developments have been single storey units accessed via a common driveway located either centrally within the lot or along one side boundary and often the dwellings located nearest to the street frontage do not address the street well.

The large lots in the residential area that remain under developed provide the opportunity to provide higher density residential development in close proximity to the services of the activity centre but need to provide higher quality built form outcomes that contribute more positively to the residential character of the area.

Objectives

- New development is to respect and respond to the established streetscape character it adjoins.
- Maximise passive surveillance of streets and other public realm areas that interface with development are to be achieved by the built form.
- Develop integrated built form and create a new neighbourhood character, which respects local context, historical and significant developments.

Strategies

1. Dwellings that interface with a street or other public realm area should be orientated to address the street or public realm area and maximise passive surveillance opportunities.
2. New development should provide only one vehicle access point to the site.
3. For dwellings that address a street or other public realm area, any ground floor secluded open space for that dwelling should be located behind the building line of that dwellings frontage.
4. Built form is to provide architectural interest through façade articulation and the use of a variety of materials.

5. Provide high quality landscaping in front setbacks and any communal areas.
6. Encourage consolidation of sites.
7. Encourage higher density housing developments which caters for smaller households, younger and senior age groups.

5.4.5 Sustainability

Environmentally sustainable design (ESD) seeks to reduce the impacts of the construction, building and development on the natural environment. It is essential that the activity centre reduce its environmental footprint through clever and sensitive building design, and by encouraging environmentally responsible development.

Sustainable developments provide higher quality and healthy living environments attainable via the use of design features such as: daylight, solar orientation, natural and cross ventilation, water collection and water sensitive urban design (WSUD) such as rain gardens and swales, and solar technology. These buildings also enable a reduction in waste by recycling appropriate materials.

Sustainable developments also consume fewer resources and save money by keeping buildings cooler in summer and warmer in winter, reducing overall energy use.

Additionally, retaining old and providing new trees creates a larger canopy cover and shade. Increasing canopy cover assists in minimising the effects of climate change on activity centres. The activity is referred to as 'greening the streets' and contributes to the reduction of the urban heat island effect or thermal performance created by large concrete or built expanses.

This Structure Plan seeks to implement the ESD and other initiatives to reduce the impacts of traffic congestion, fossil fuels and greenhouse gas emissions, positively impacting the environment and health of the community.

Objectives

- Ensure all development within the activity centre provides high quality innovative design in a manner that is consistent with and promotes the principles of environmentally sustainable design reducing the impacts of climate change.

Strategies

1. Ensure developments apply ESD principles including solar orientation.
2. Incorporate WSUD in their design and construction.
3. Encourage developments to consider sustainable transport as part of their design.
4. Encourage built form to be oriented to the north to maximise energy efficiency,
5. Provide appropriate canopy tree planting to minimise the heat island effect created by large surfaces such as bitumen, concrete, and paving.
6. Development should provide for integrated stormwater management solutions that minimise flooding and achieves WSUD.
7. Encourage applications to investigate and apply ways to capture stormwater and use it for the irrigation of landscaping in the activity centre.

6 Precincts

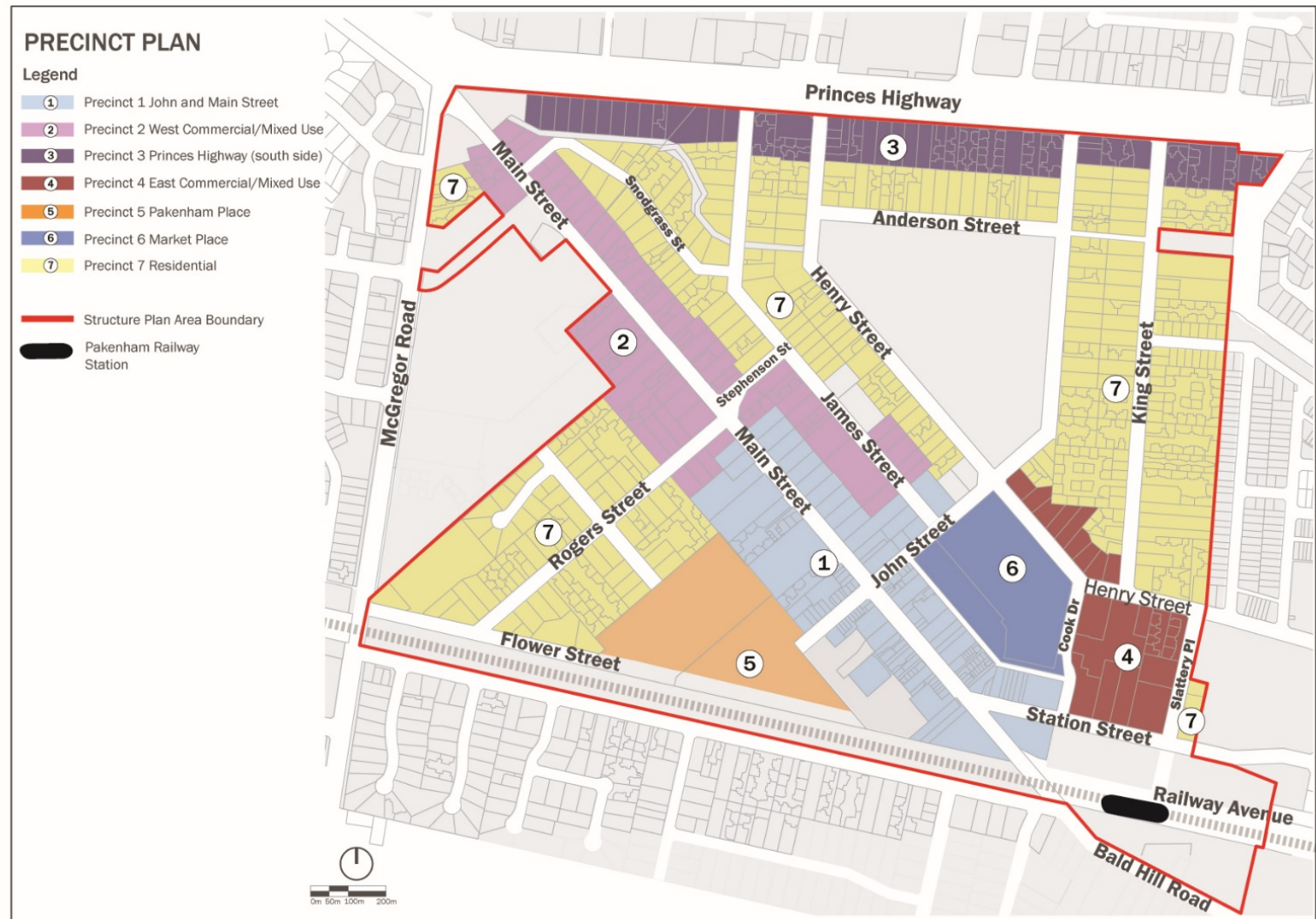
The Activity Centre has been divided into seven precincts, as follows:

- Precinct 1 – Core Retail
- Precinct 2 – West Commercial and Mixed Use
- Precinct 3 – Princes Highway
- Precinct 4 – East Commercial and Mixed Use
- Precinct 5 – Pakenham Place
- Precinct 6 – Marketplace
- Precinct 7 – Residential

The Structure Plan is to be read in conjunction with the *Pakenham Major Activity Centre Urban Design Framework, 2021*. All developments are required to comply with the Urban Design Framework to ensure design is respectful of the existing neighbourhood character, heritage values and amenity.

The Urban Design Framework provides the precinct guidelines and requirements, including setbacks and built form for each precinct.

Figure 9. Precinct map



6.1 Precinct 1 – Retail Core

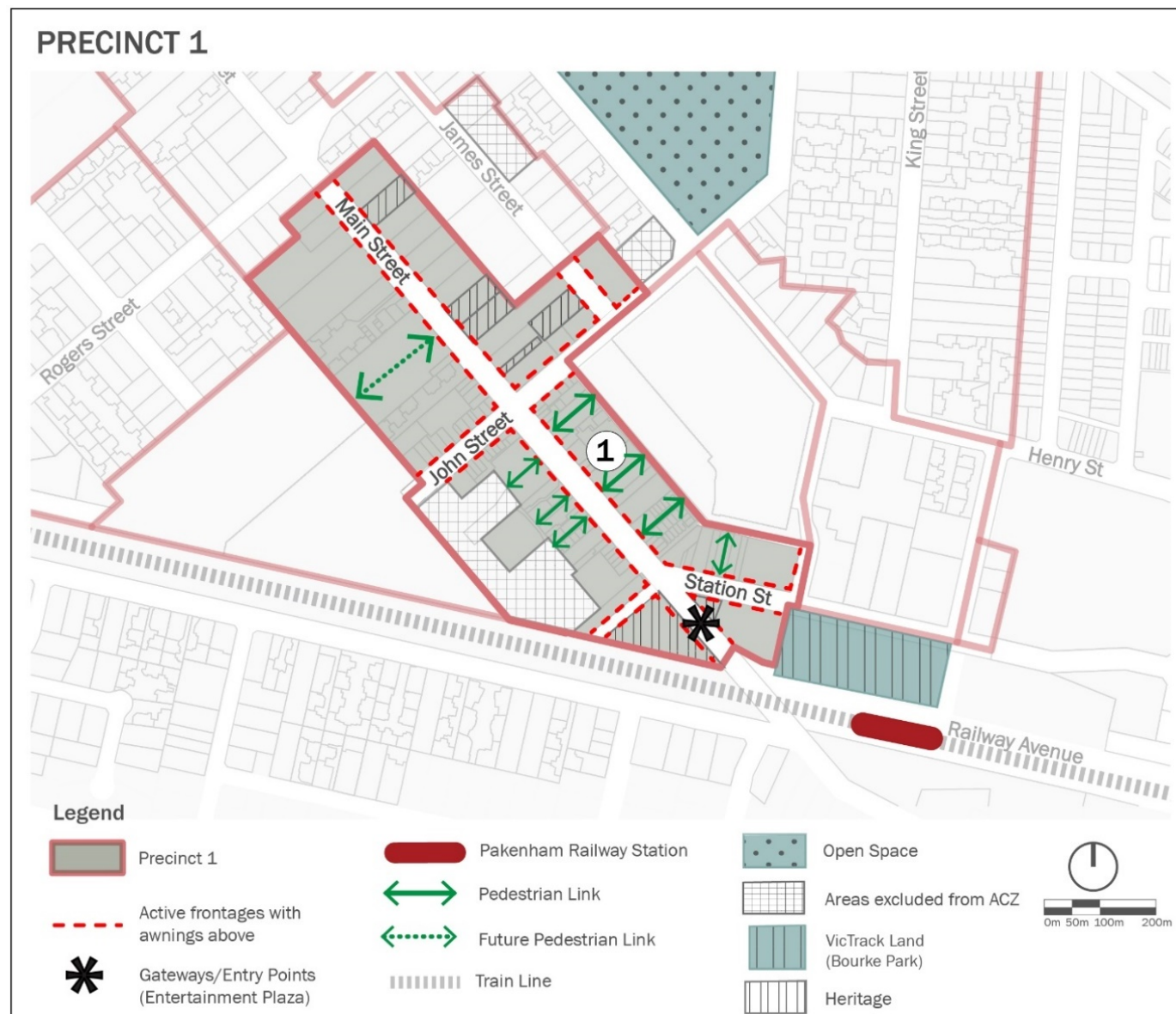
The sections of Main and John Streets located near the railway station are the historic heart of Pakenham. Over time, the intensification of commercial and retail uses in Main Street has progressed from the Pakenham Railway Station further north.

The fine grain and permeability in John and Main Streets provides a strip shopping experience with a diverse range of retail and commercial businesses. John and Main Streets have a high level of pedestrian activity.

The private arcades play an important part in supporting the high level of pedestrian activity by providing a number of safe pedestrian connections, especially to the Drake Place Council car park. Increasing evening activity in the centre will further facilitate a safe and lively environment.

The precinct will provide pedestrian priority spaces and support business that operate outside core business hours to activate Pakenham's main streets.

Figure 10. Precinct 1



Precinct Objectives

1. Create a pedestrian focused and prioritised Entertainment Plaza in the south east corner of the precinct which provides outdoor dining, civic facilities and space for community activities/festivals.
2. Reinforce the character of the precinct by encouraging active frontages with fine grain built form.
3. Create attractive streetscapes on main thoroughfares that enhance and create a sense of place for the precinct.
4. Facilitate the re-development of the pedestrian links including arcades located along Main Street, which enhances and activates access to and from the retail core.
5. Facilitate activation of the street in the evening by encouraging outdoor dining areas and active uses throughout the precinct.

Precinct Guidelines

1. Provide effective weather protection through a continuous canopy treatment along building frontages.
2. Main entrances for developments and businesses located on John and Main Streets should address the street.
3. Uses in upper storeys should be compatible with the ground floor uses.
4. Uses and developments should provide passive surveillance that supports safe linkages throughout the activity centre.

5. Development should provide visually permeable treatments along facades fronting streets, laneways and/or arcades.
6. Development in Precinct 1 to provide strong built form that integrates and overlooks the gateway site.
7. Development adjoining heritage is to continue the fine grained character and provide transition of setbacks from boundary and height from heritage sites.

6.2 Precinct 2 – West Commercial and Mixed Use

This precinct begins at a prominent gateway site, providing an entrance to the activity centre intersecting at McGregor Road, Main Street and Princes Highway. This gateway has two defining elements to its character:

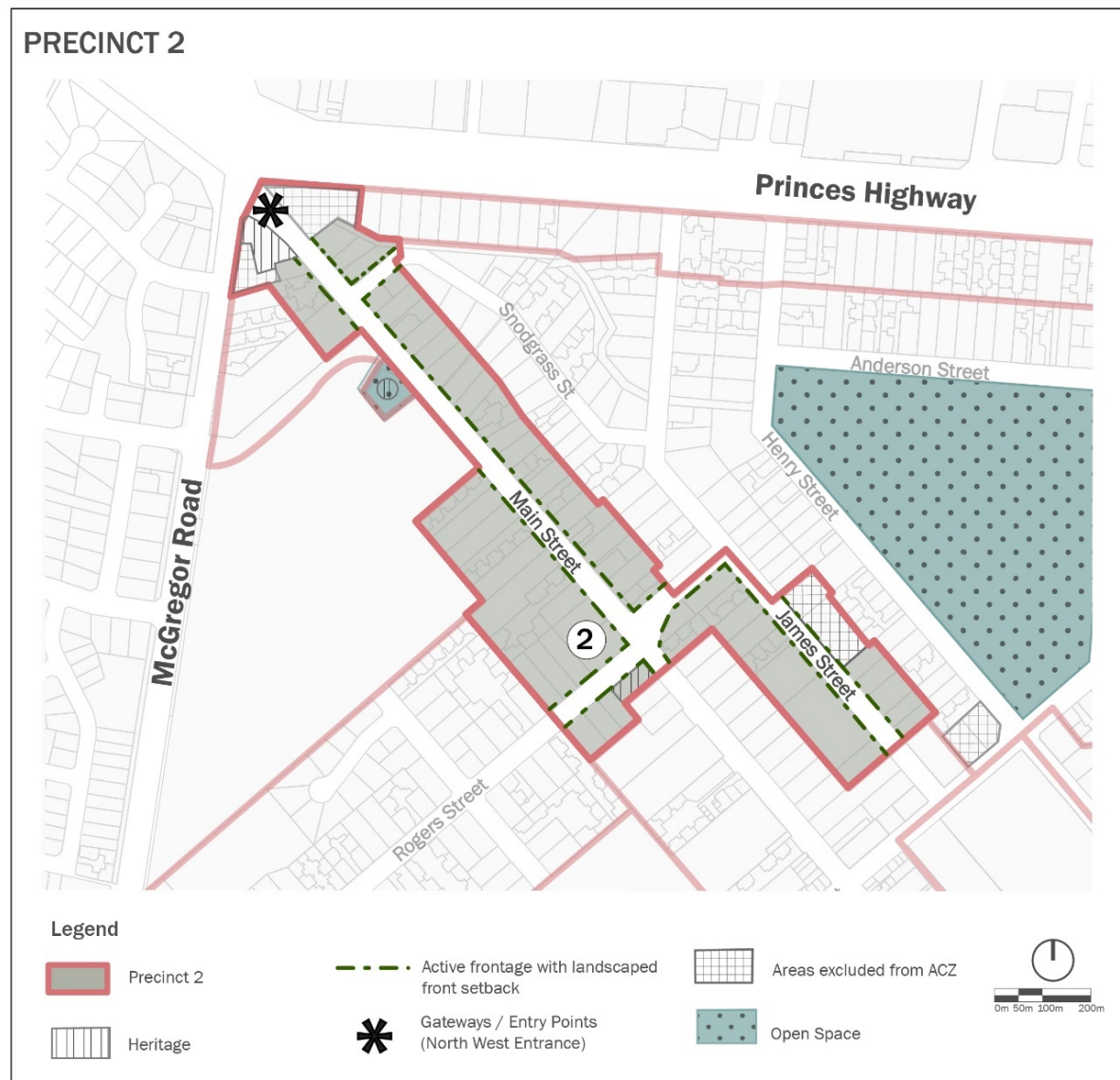
- The landscape – characterised by passive open space in the form of significant expanses of grasses areas with some large trees and Pakenham Creek, which meanders along the northern half of the precinct (although it is currently viewed as more of a grass swale).
- Council and community buildings – a number of these buildings are important from a heritage perspective as they are of architectural and historical significance. The Council and community building locations were developed in an informal manner throughout their life-cycles.

This precinct has potential as a key node for civic uses with recreational open space areas, and as a gateway to the activity centre. It is also a visually prominent part of the main pedestrian and cycle routes to and from the activity centre.

Following the gateway entrance, the rest of the precinct surrounds of the retail core within the activity centre. The type of development in this area currently includes various medical practices and residential developments.

Further development of this area will include supporting additional medical practices, offices, and more mixed use developments. Higher density development is encouraged within this precinct as long as it does not negatively impact upon neighbouring residential dwellings.

Figure 11. Precinct 2



Precinct Objectives

1. Provide mixed use, community, commercial and residential opportunities within the precinct.
2. Encourage retail premises at ground level which activates the street, office uses in upper levels and the rear of the development, and residential uses located within the upper levels of the development.
3. Improve pedestrian amenity by contributing to the establishment of attractive streetscapes for all streets in the precinct.
4. Improve the interface with Main Street by encouraging the redevelopment of sites and/or adaptive reuse of existing buildings, including the preservation and protection of heritage places and precincts to activate the streetscape.
5. Developments that interface with a gateway site should support and contribute to the enhancement of the public realm and reinforce the entrance to Pakenham Activity Centre.

Precinct Guidelines

1. Development should address and interface with all streets by providing active uses fronting the street.
2. Developments should provide sympathetic interface treatments to any adjoining residential precincts.
3. Development should provide passive surveillance of the street.
4. Buildings in the Precinct should respond appropriately to heritage places and precincts, designed to respond sympathetically by transitioning heights and minimise massing.
5. Development in Precinct 2 to provide strong built form that integrates with gateway sites.

6.3 Precinct 3 – Princes Highway

This precinct comprises of residential development, community and commercial uses. The residential areas of this precinct are encouraged to maintain and provide increased densities. There is potential for the precinct to redevelop along the Princes Highway at a higher density and take advantage of the highway exposure and proximity to the main road network. Uses that are considered appropriate in this precinct include residential dwellings (including aged care), as well as medical services, health related services, offices and childcare facilities.

To improve the amenity of this area and its connection to Princes Highway, landscaping would vastly improve the interface. Developments should respond to reduce the negative impacts of high traffic volume in this Precinct by using noise reduction building materials and design.

Precinct Objectives

1. Encourage complementary residential uses such as including aged care, medical and health-related services, childcare and offices.
2. Encourage a mix of residential types within the precinct to transition from a traditional residential development to higher density.
3. Encourage the consolidation of sites to facilitate a broader range of medium and higher density residential developments.
4. Encourage non-residential uses in mixed use developments which provides sympathetic built form.

Precinct Guidelines

1. On-site parking should not be provided in the front setback.
2. New business uses should be compatible with nearby residential development.
3. Development should be sympathetic to the scale of adjoining residential areas through urban design, screening, articulation, and built form responses.
4. Buildings should address the street with entrances clearly visible from the street and upper storey elements providing passive surveillance of the street.

Figure 12. Precinct 3



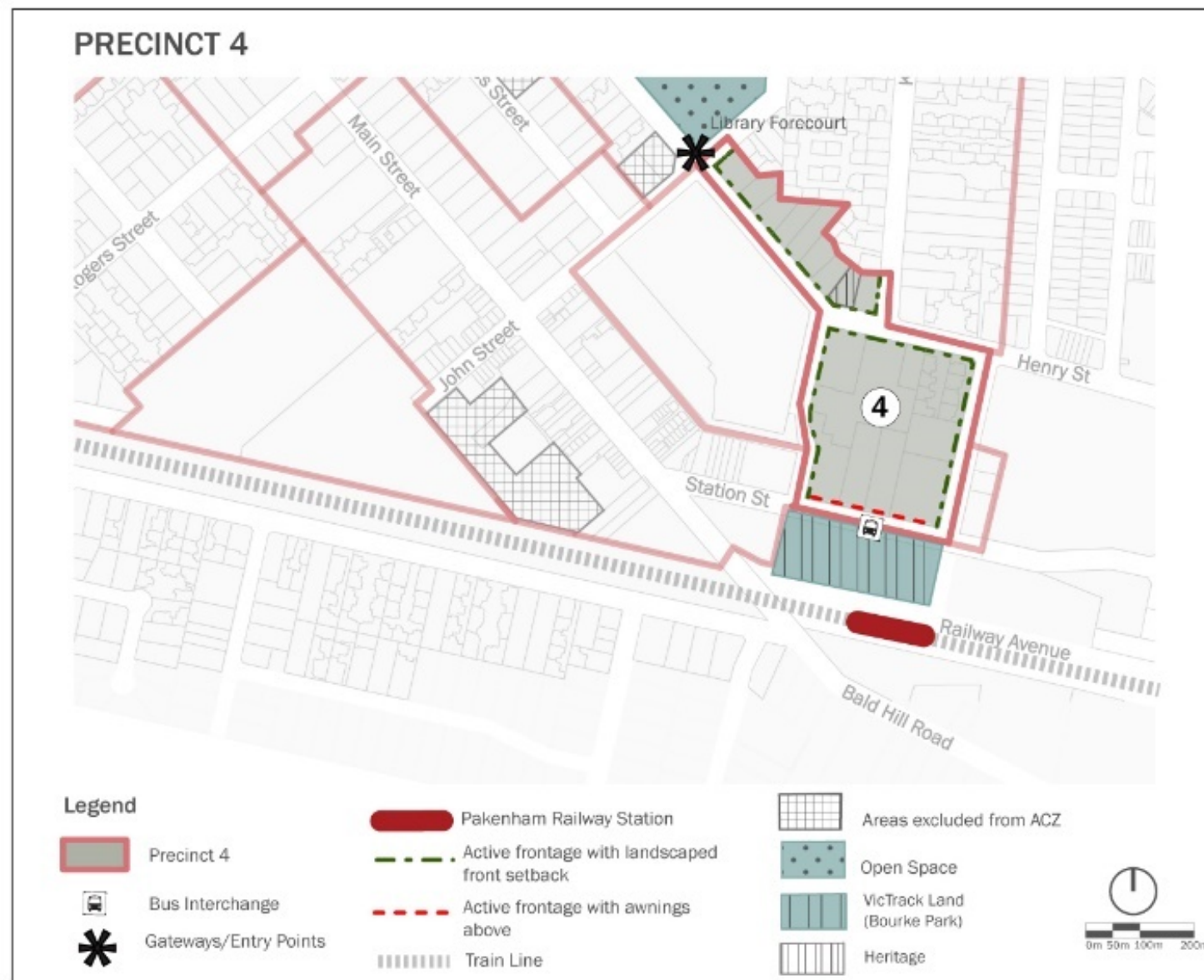
6.4 Precinct 4 – East Commercial and Mixed Use

The Station Street precinct encompasses land along Henry Street, and land completely bounded by Henry Street, Station Street, Cook Drive and Slattery Place. The precinct plays an important role in providing an arrival experience to the activity centre from Henry Street and the Pakenham Railway Station.

The precinct is considered underdeveloped given its proximity to public transport and the core retail area. It provides a vital transition area between the core retail area and the former Pakenham racecourse new residential estate and the residential precincts to the north.

This precinct has many re-development options providing commercial uses, offices, retail and large format entertainment facilities such as a cinema.

Figure 13. Precinct 4



Precinct Objectives

1. Provide employment opportunities that maximise the precinct's proximity to public transport, the core retail area and community facilities.
2. Encourage the consolidation of sites for commercial development and entertainment activities to facilitate a broader range of medium and higher density mixed use developments.
3. Ensure development and built form innovatively and appropriately responds to flooding extents on Station Street.
4. Ensure development street frontages and land uses activate the precinct and provide passive surveillance that will encourage increased use of Bourke Park and the public realm.
5. Ensure street amenity and access prioritises pedestrian movements by minimising vehicle crossovers around the perimeter of the precinct.

Precinct Guidelines

1. Development to provide visually permeable frontages at ground floor level addressing the street.
2. Development to provide active frontages and effective weather protection through a continuous canopy treatment along building frontages on Station Street.
3. Developments to provide a scale that is responsive to any sensitive uses or precinct boundary that adjoin the site.
4. Car parking is to be located at the rear of the development and is to be sleeved by built form.

5. Developments to provide a range of fine grain commercial uses at ground floor level with residential uses above.
6. Larger retail and commercial developments will provide active uses and fine grain retail that address the street and sleeves the larger format use.
7. Developments fronting Slattery Place, Cook Drive, and Henry Street will provide a landscaped setback.

6.5 Precinct 5 – Pakenham Place/Key Development Site

Pakenham Place is one of the key large format retail anchors located in the south western section of the activity centre. It is the single largest land holding in the core retail area of, at approximately 5 hectares.

It is the current indirect link from Flower Street to John Street and is accessible via a number of streets. It currently provides tenancies for Target, Coles, Woolworths and 30 smaller retail shops. It attracts not only local residents but also people from the wider regional catchment.

Long term, Pakenham Place is expected to accommodate the bulk of retail expansion in the activity centre over the next 20 years. There is the opportunity for expansion of the building envelope of this precinct as the activity centre matures.

There are also opportunities to connect the parking in this area through to Main and John Streets via new pedestrian and road linkages.

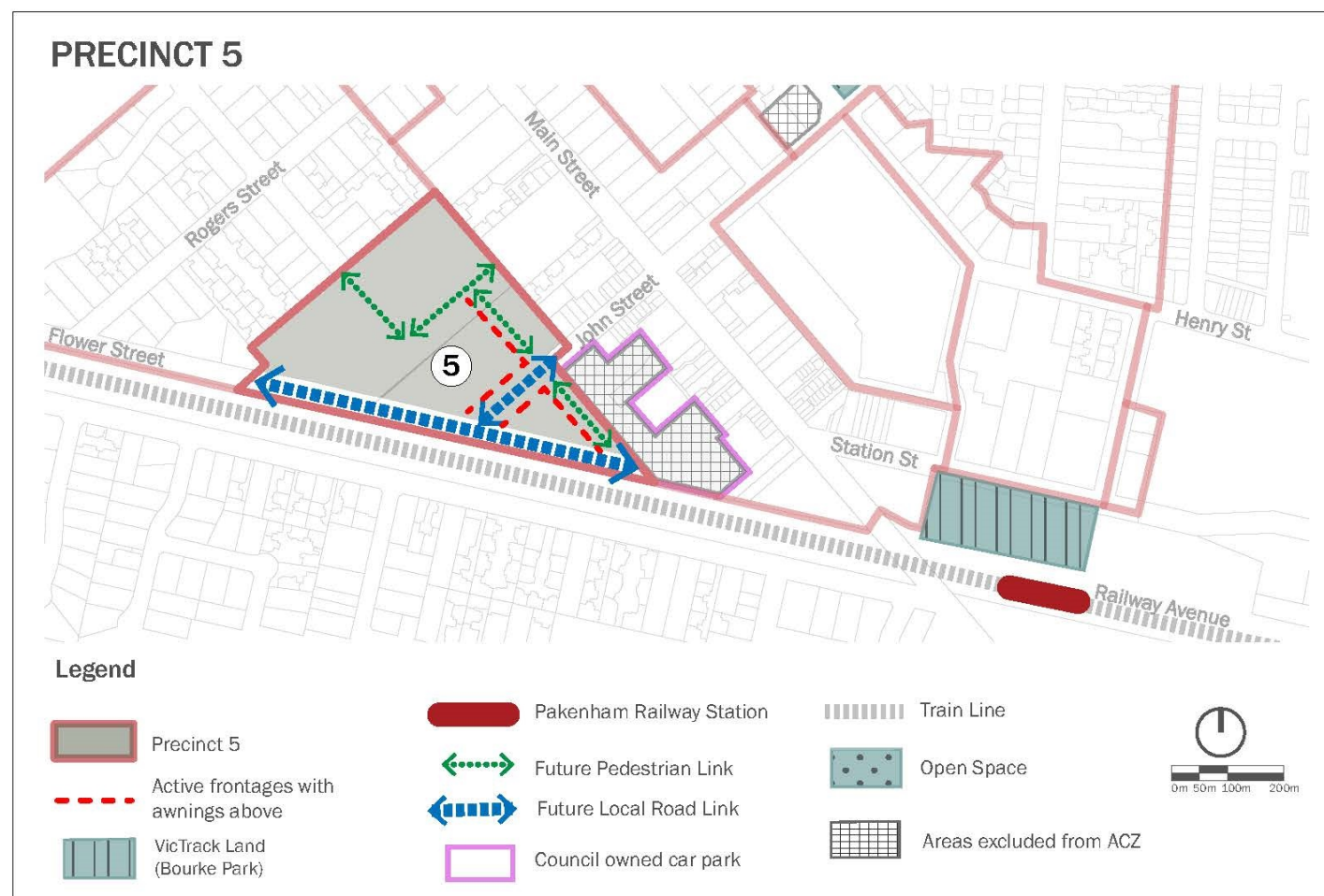
Precinct Objectives

1. Create a shopping street typology that supports anchor and specialty retail functions of the precinct.
2. Encourage an appropriate range of retail, entertainment and commercial facilities.
3. Create an interconnected precinct with passive surveillance, interactive uses, increased pedestrian linkages and active frontages that address streets.
4. Create a strong pedestrian and cycle environment within the precinct, particularly along Wadsley Avenue and to and from Council owned car parks.
5. Provide new local road connections by extending Flower Street to Drake Place and John Street to Flower Street

Figure 14. Precinct 5

Precinct Guidelines

1. Ensure the redevelopment of the precinct has minimal impact on the amenity of the surrounding residential areas.
2. Redevelopment of this precinct should provide activated frontages along, John Street, and Drake Place.
3. Development interfacing with Flower Street must provide intermittent breaks within the building design to prevent a long stretch of loading bays and/or blank walls.
4. Provide well-designed, landscaped and pedestrian friendly car parking.
5. Any new development to sleeve larger format retail by continuing the fine grain and general built form of the existing shops in the core retail area at ground floor level.
6. Ensure pedestrian connections from the development to the Council owned car parks.

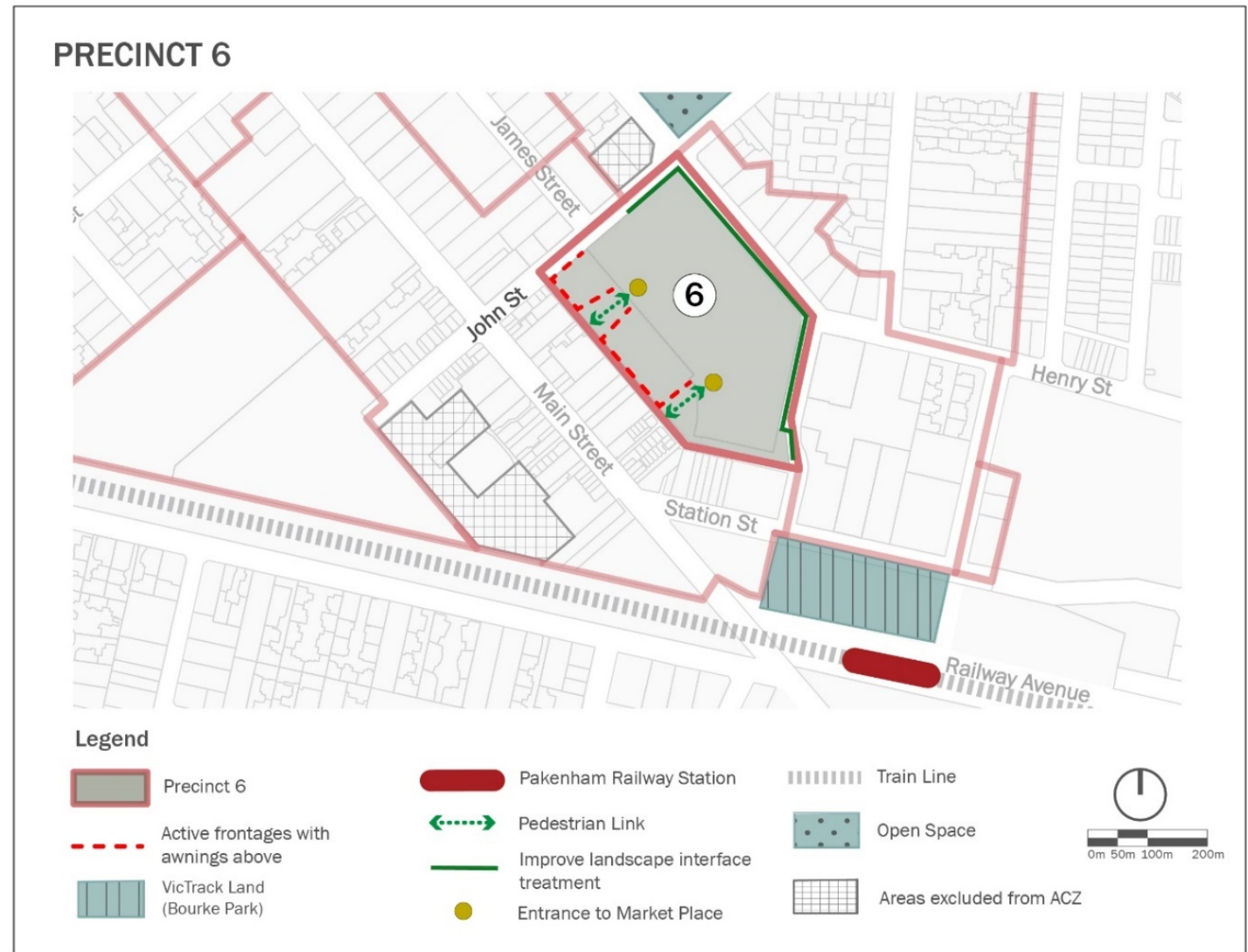


6.6 Precinct 6 – Marketplace

Linked to Main Street through a series of arcades from Treloar Lane in the north-east is the Pakenham Central Marketplace, a large retail complex with street level and underground parking. The development of Pakenham Central Marketplace has created competition for the older Pakenham Place, which provides a series of free-standing retail buildings.

In the long term, this precinct has the capability of re-developing the car parking adjacent to Treloar Lane with retail and multi-deck car parking. Additionally, any future redevelopment of the site should encourage active frontages adjoining residential precincts.

Figure 15. Precinct 6



Precinct Objectives

1. Provide for the expansion of the development providing comprehensive retail and commercial.
2. Support the re-development of the car park adjacent to Treloar Lane as a multi-deck car park and commercial development.
3. Improve pedestrian connections from Pakenham Central Marketplace to Main Street via the laneway and arcade network.
4. Encourage retail and commercial uses at ground floor level that do not conflict with the core retail area.
5. Encourage improved interfaces and pedestrian connectivity to the adjacent residential areas.

Precinct Guidelines

1. New development should consider multi-level car parking and commercial development to be located adjacent to Treloar Lane.
2. Retail and commercial floor spaces should be located on the ground floor of the site.
3. Pedestrian connections should connect with the laneway and arcade network through to Main Street and John Street.
4. Future development should provide clear pedestrian sightlines to Main Street, John Street and Treloar Lane.
5. Any new development should be sympathetic to the scale of the surrounding residential neighbourhood.
6. Maximum height is to be stepped down to adjoining residential areas.
7. Any redevelopment of the Pakenham Central Marketplace Shopping Centre should include streetscape improvements and activation of the existing building treatments to Henry Street, John Street and Treloar Lane.

6.7 Precinct 7 –Residential

This precinct mainly consists of detached housing on single lots, closely followed by medium density housing, the majority of which is unit development. This surrounding residential area is within convenient walking distance of the core retail area with access to a range of services and public transport.

Infill development and higher density is possible and supported, as block sizes tend to be quite large which is appropriate for townhouse, unit and apartment developments. This will increase the housing diversity and affordability of the activity centre.

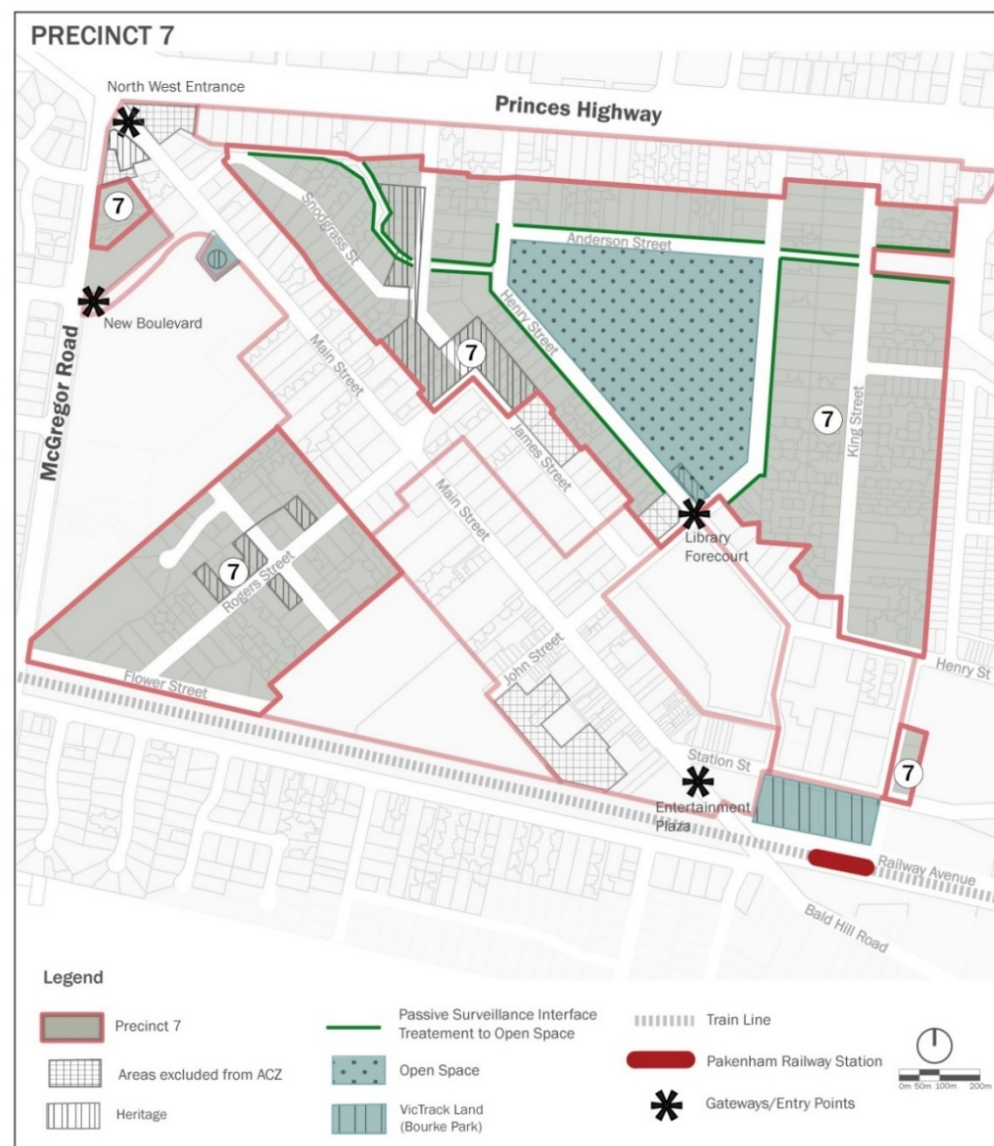
Precinct Objectives

1. Achieve a higher density precinct predominately residential with mixed use components.
2. Create a contemporary urban character which is well integrated with the public realm and open space and respectful of heritage.
3. Encourage high quality design of residential development which provides a transition in scale from the boundary of the retail core precinct of the Activity Centre to surrounding residential areas.
4. Encourage lot consolidation for a focus on new medium density development at a higher scale to the centre of the Activity Centre and lower scale to the boundary edge.
5. Encourage residential areas adjoining open spaces to be designed with an active interface with passive surveillance of public spaces.

Precinct Guidelines

1. Development should consist of medium density housing comprising a variety of housing types and layouts which responds to the evolving urban character of this precinct.
2. Encourage lot consolidation to deliver increased housing densities close to the retail core of the Activity Centre.
3. Developments should integrate with the Pakenham Creek and open space as key features.
4. Buildings on corner sites to address the two street frontages and demonstrate built form that provides a sense of arrival to the Activity Centre.
5. Landscaping is required in the front setback and rear boundary of apartment and townhouse developments.
6. Encourage the inclusion of verandas and/or balconies in the front set back to improve articulation and passive surveillance.

Figure 16. Precinct 7



7 Implementation

The *Pakenham Major Activity Centre Structure Plan (2021)* will be implemented via the actions identified in the Implementation Plan in Section 10. A joint approach will be primarily led by Cardinia Shire Council with support from agencies.

The Action Plan does not indicate that Council's or another agency's resources are currently or will be available in the future.

Council's resources are determined annually by Council and other stakeholders. When resources are available, actions will generally be resourced according to their stated priority and timeline over the next 20 years. In order to facilitate the implementation of this Structure Plan, a range of activities will need to be pursued.

The timeframe has 4 categories: Ongoing, Short term (0-5 years), Medium term (5-10 years), Long Term (10-20 years).

7.1 Statutory implementation

This includes making changes to the Planning Scheme via a Planning Scheme Amendment and through the management of local roads and parking in accordance with the *Local Government Act, 1989* and the *Road Management Act, 2004*. It includes:

- Revising the Local Planning Policy Framework to reflect this Structure Plan and introduce it as a Reference Document in to the Cardinia Shire Planning Scheme.
- Replacing the current Design and Development Overlays, deleting the existing land use zones and applying the Activity Centre Zone and Schedule to cover all

properties within the revised activity centre boundary to implement the Structure Plan's objectives and strategies.

7.2 Non-statutory implementation

This involves any strategy in the Structure Plan that Council has no statutory obligation to undertake. These are therefore actions generally at Council's discretion and often conducted as a result of the allocation of funds within Council's budget, or through advocacy to another body. It includes:

- Public realm (including public art and place making)
- Streetscape and pedestrian improvements
- Advocacy

8 Monitoring and Review

This Structure Plan is the main strategic document for the Pakenham Major Activity Centre. It is complemented by the 'Pakenham Major Activity Centre Urban Design Framework 2021'. These documents will both be implemented in the Cardinia Planning Scheme via the application of the Activity Centre Zone. This Structure Plan is also complemented by 'Cardinia Council's Visioning Document for the Pakenham Level Crossing Removal Project 2021' which Council will seek to implement via the Pakenham level rail crossing removal project that is being planned by the Victorian Government.

Monitoring and review of this Structure Plan will involve:

1. Reporting to Council against the relevant actions at relevant times.
2. After the Victorian Government has completed the level crossing removal project, a complete review of this document, simultaneously with a review of the Pakenham Major Activity Urban Design Framework 2021' and 'Cardinia Council's Visioning Document for the Pakenham Level Crossing Removal Project 2021', will be carried out.
3. A desktop review of the appropriateness of the objectives and strategies every five years including an update of demographic changes and the mapping of development activity during that time.

9 References

The Structure Plan has been informed by a large amount of background strategic work undertaken by the Cardinia Shire Council and various consultants and government agencies over several years. The most applicable include:

- Pakenham Major Activity Centre Urban Design Framework (2021)
- Pakenham Parking Precinct Plan (2019)
- Pakenham Structure Plan Traffic Action Plan Review Report (May 2018)
- Cardinia Pedestrian & Bicycle Strategy (2003, 2007, revised August 2017)
- Pakenham Core Retail and Mixed Use Assessment (December 2016)
- Pakenham Bicycle Network Plan (July 2014)
- St James Estate Comparative Heritage Study (July 2014)
- Greater Pakenham Traffic Model (July 2014)
- Cardinia's Housing Strategy, Strategic Action Plan 2013–18 (December 2013)
- Pakenham Town Centre Grade Separations (December 2013)
- Drainage Assessment Pakenham Town Centre (June 2013)
- Pakenham Inter War and Post War Heritage Study (May 2013)
- Retail Core Analysis and Recommendations (August 2012)
- Pakenham Urban Design Framework Study (November 2012)

State Government References

- Plan Melbourne, Victorian State Government (2017)
- Urban Design Guidelines for Victoria, Department of Environment, Land, Water and Planning (2017)
- Stormwater Management, Melbourne Water (2017)
- Cardinia Council's Vision for the Pakenham Level Crossing Removal Project 2021.

10 Glossary of terms

Active frontage – is a building's street frontage which provides an active visual engagement between those in the street and those on the ground and upper floors of buildings. **Active frontages** provide for interaction with the street through the use of entrances and windows opening on to or facing the street. Active frontages provides passive surveillance and visual interest with weather protection.

Activity centre – suburban centres that provide a focus for services, employment, housing, transport and social interaction.

Activity Centre Zone – 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.

Active transport – is walking, cycling, or other forms of non-motorised means of travel.

Affordable housing – where the cost of housing (whether mortgage repayment or rent) is no more than 30 per cent of the household's income.

Amenity – is the features of an area, street or building, that provide facilities and services that contribute to physical or material comfort and benefit and are valued by users.

Awning/Weather Protection/Canopy – a cantilevered shelter element, typically at ground floor ceiling height, projecting from the facade of a building above a footpath, which provides weather protection for pedestrians.

Battle-axe block – is most commonly a lot of site that have a frontage to a public road only through a vehicle access way (driveway).

Boulevard treatment – a wide street acting as a main thoroughfare in the city with trees, gardens and street furniture, which prioritises pedestrian interactions and reduces vehicle speeds.

Built form – is height, volume and overall shape of a building as well as its surface appearance.

Built form elements – are features of a building such as, awnings, weather protection canopies, entrances, windows, balconies and materials.

Civic spaces/plazas – is a type of public open space connected to the street network that can range in size from a building forecourt to a large city square. A plaza may be a wide mid-block pedestrian link, bordered by buildings or attached to a public building or other significant building in a town centre.

Climate change – a long-term change in the earth's climate linked to an increase in the level of atmospheric carbon dioxide.

Collector road – or a distributor road is a low to moderate capacity road which serves to move traffic from local streets to arterial roads. These roads are designed to provide access to residential properties.

Common Property – includes any parts of the land, buildings and airspace that are not lots on the plan of subdivision: gardens, passages, walls, pathways, driveways, stairs, lifts, foyers and fences.

Contextually driven – development that is appropriately responsive to the opportunities and constraints of the surrounding environment.

Consolidation – is the act of combining two or more parcels of land into one marketable parcel for greater development.

CPTED – Crime Prevention Through Environmental Design (CPTED) is a multi-disciplinary approach to deterring criminal behaviour through environmental design. The strategies use design and the built environment to reduce fear and incidences of crime and improves the quality of life.

Crisis housing – a supported short-term accommodation with access to support services. It acts as a steppingstone 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.

DDA Compliance – is fulfilment of conditions outlined by 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').

DDA Guidelines – are guidelines to assist in ensuring every area and facility open to the public should be open and available to people with a disability. People with a disability should expect to enter and make use of places used by the public if people without a disability can do so.

Development Contribution Plans (DCP) – is a planning tool implemented through the Planning Scheme which sets out how a development levy will be collected and the amount. A development levy is a monetary contribution, or a contribution in kind through undertaking works.

Façade (or ‘building façade’ or ‘building frontage’) – the principal wall of a building that is usually facing the street and visible from the public realm. It is the face of the building and helps inform passers-by about the building and the activities within.

Fine grain – is a description of ground floor facades that present narrower individual frontages to the street in a commercial context or narrower building lots in a residential context.

Gateway – provides a sense of arrival or entrance into a city or place created through built form, landscape forms, significant buildings, and the public realm.

Grade separation – is the removal of a level crossing by making any roads crossing the line either pass under or over the railway on bridges.

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.

Human scale – is built form that creates an environment that is responsive in terms of dimensions, height and form to the people moving around the area, so that built form is not overbearing or dominant.

Medium density housing – may be detached, semi-detached, townhouses, units, or multi-units but is not classified as high density housing.

Multi-modal interchange – is a hub that may incorporate train and bus services, passenger waiting areas, bicycle access and storage, taxi ranks, park and ride facilities, kiss and ride facilities, and pedestrian circulation space for users.

National Employment and Innovation Clusters – are 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.

Passive surveillance – (also referred to as natural surveillance or ‘eyes in the street’) is the opportunity to over-look the public realm from buildings provided by windows, balconies and verandas that are orientated to the public realm and therefore act as a deterrent to criminal or anti-social behaviour due to the increased probability of being observed conducting unlawful acts.

Parking Precinct Plan – 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. This includes the financial contribution required for the number of spaces that are not provided on the side (car parking reduction). Funds collected through this provision is allocated towards other parking infrastructure projects in the specified area.

Pedestrian amenity – is the provision of a safe and comfortable pedestrian domain through the delivery elements such as passive surveillance, weather protection, street furniture and wide footpaths.

Permeability – the extent to which the urban structure permits, or restricts, movement of people or vehicles through an area, and the capacity of the area network to carry people or vehicles.

Planning scheme – a statutory document which sets out objectives, policies and provisions for the use, development and protection of land in the area to which it applies.

Public Realm – is the area of the built environment that comprises spaces and places that are open and freely accessible to everyone, regardless of their economic or social conditions. These spaces can include streets, laneways and roads, parks, public plazas, waterways and foreshores.

Sleeved – (or to sleeve) is the screening from view of a use or development with another use or development. For instance, a cinema or large format-shopping (supermarket) is concealed at ground floor by fine grain/narrow retail uses.

Social housing – a type of rental housing that is provided and/or managed by the government or by non-government organisations. It is the overarching term that covers both public housing and community housing.

Streetscape – the visual character of a street space that results from the combination of street width, curvature, paving, street furniture, plantings and the surrounding built form and detail. The people and activities present in the street also contribute to the streetscape.

Upper storey elements – includes balconies and windows located on the upper stories of a development.

Urban design – is concerned with the arrangement, appearance and function of our suburbs, towns and cities. Urban design incorporates elements planning, development, architecture, landscape architecture, engineering, law and finance to create places and spaces for both public and private use.

Urban Design Framework – is a framework sets out, in words and graphics, the intentions, principles and actions to guide and manage changes in the public realm in particular places. A framework provides a set principles applied to the development of the public and private realm within a designated area that aims to achieve a particular urban design vision that is generally about, making places that are safer, more liveable, attractive and more sustainable.

Urban Growth Area – the Cardinia Urban Growth Area was created when the Victorian Government reviewed and extended Melbourne’s Urban Growth Boundary as per *Plan Melbourne*.

Urban Growth Boundary (UGB) – indicates the long-term limits of urban development and where non-urban values and land uses should prevail in metropolitan Melbourne.

Urban pattern – is the overall structure of development established by major urban features such as street network, lot and block sizes, built form massing, open space and infrastructure.

Walkability – the extent to which the built environment supports walking for transport and for recreation, where the walking environment is safe, connected, accessible and pleasant.

Water Sensitive Urban Design (WSUD) – integrates water cycle management into urban planning and design. It seeks to manage the impacts of stormwater from development with the aim of protecting and improving waterway health by mimicking the natural water cycle as closely as possible.

Zones – are applied to land to outline the types of use and development permitted on the land.

11 Action Plan

Action Number	Action Description Sub-actions	Timeframe	Responsible Agency	Measure	Corresponding objective/strategy
Activities and Land Use					
1	Commence amendments to the Cardinia Planning Scheme to implement the actions in this Pakenham Activity Centre Structure Plan. <ul style="list-style-type: none"> Undertake an amendment to implement the Activity Centre Zone and Schedule to the Zone, this <i>Pakenham Major Activity Centre Structure Plan (2021)</i> and <i>Urban Design Framework (2021)</i> as reference documents. 	Short (in progress)	Council and DELWP (approval) Lead Strategic Planning)	Approval of the planning scheme amendment by the Minister for Planning.	Section 5.1.2. Objective 1
2	Review the Development Contribution Plan Overlay 01 (DCPO1) Pakenham Township Development Contributions Plan.	Short	Council Lead Strategic Planning Support Infrastructure Services	Complete the review. Commence a Planning Scheme Amendment, if appropriate.	Section 5.1.2. Objective 1
3	Conduct an audit of existing wayfinding signage within the Pakenham Activity Centre and develop new wayfinding signage. <ul style="list-style-type: none"> Audit the signage providing information on the location of community services and civic uses. Audit existing way-finding signage to the Pakenham Railway Station from key destinations to ensure the signage is appropriately located. Develop clear and consistent way-finding signage for community uses and services in the Pakenham Activity Centre. Develop clear and consistent way-finding signage for the active transport path network throughout and connecting to the Pakenham Activity Centre. 	Short	Council Lead Strategic Planning Urban Design Support Communications Economic Development	Complete the audit. Report findings to the Senior Leadership Team and resolve on next steps. Implement new way-finding signage for Pakenham Activity Centre.	Section 5.3.2. Strategy 3 Section 5.2.1. Strategy 2 Section 6.4. Objective 3 Section 6.5 Objective 4

Action Number	Action Description Sub-actions	Timeframe	Responsible Agency	Measure	Corresponding objective/ strategy
	<ul style="list-style-type: none"> Review the activity centre's arcades and laneways analysing built form and level of activation. Explore options to activate the arcades and laneways in the activity centre. 		Infrastructure Services Operations		
Transport and Movement					
4	<p>Advocate to the Victorian Government, VicTrack and Public Transport Victoria (PTV) and other relevant agencies to improve public transport services and the Pakenham Railway Station as transport hub.</p> <ul style="list-style-type: none"> Advocate for the redevelopment of the Pakenham Railway Station and the enhancement of the Victorian Government's current Level Crossing Removal project to ensure a high quality multi-modal transport interchange offering high frequency and integrated train and bus services. Advocate for improvements in all forms of public transport (and taxis) within the Pakenham Activity Centre. Advocate for safe active transport (pedestrian and cycling) crossings at Main Street and the Pakenham Railway Station with enhanced lighting and way-finding/directional signage. Advocate for new and/or increased frequency of bus routes and bus stops. Advocate for improved disability access, facilities including passenger waiting areas, 'park and ride' and 'kiss and ride' facilities. 	Ongoing	<p>Council</p> <p>Lead</p> <p>Infrastructure Services</p> <p>Support</p> <p>Operations</p> <p>Strategic Planning</p>	<p>Report to Senior Leadership Team when required.</p> <p>Complete audit and report to Senior Leadership Team and resolve on next steps.</p>	<p>Section 5.2.1. Objective 1</p> <p>Section 5.2.2 Objective 1 & 2</p> <p>Section 5.2.4. Objective 1</p> <p>Section 5.3.1. Objective 1</p> <p>Section 5.3.2. Objective 1</p> <p>Section 5.3.3. Objective 1</p>
5	<p>Investigate the feasibility of introducing a Development Contributions Plan (DCP) as a mechanism of funding for infrastructure upgrades in the Pakenham Activity Centre.</p> <p>Investigate funding support for:</p> <ul style="list-style-type: none"> The investigation of the Webster Way extension. Pedestrian and cycle path network: Options of pedestrian and cyclist's crossings to Pakenham Creek with Princes Highway and Racecourse Road, Kennedy Creek with Princes Highway. 	Short	<p>Council</p> <p>Lead</p> <p>Strategic Planning</p> <p>Support</p>	<p>Complete investigative work and feasibility assessment.</p> <p>Preparation of a DCP and corresponding Planning Scheme</p>	<p>Section 5.2.1. Objective 1</p> <p>Section 5.2.2 Objective 1 & 2</p> <p>Section 5.2.4. Objective 1</p>

Action Number	Action Description Sub-actions	Timeframe	Responsible Agency	Measure	Corresponding objective/strategy
	<ul style="list-style-type: none"> Traffic signals at McGregor Road and the deviated Main Street Downgrading the existing intersection with McGregor Road and Main Street to a left in left out Upgrade/improve stormwater and drainage infrastructure to implement WSUD systems for tree irrigation on road reserves. Improvements to open space, streetscapes, gateways, Princes Highway landscapes, and the entertainment plaza (end of Main Street). Any other traffic management projects required for the activity centre. 		Infrastructure Services Operations	Amendment, if appropriate.	Section 5.3.1. Objective 1 Section 5.3.2. Objective 1 Section 5.3.3. Objective 1
6	Implement the actions from the Pedestrian and Cycling Strategy 2017 which relates to the Pakenham Activity Centre. <ul style="list-style-type: none"> Prepare a principle pedestrian network (PPN) for the Pakenham Activity Centre. Continue to advocate to VicRoads to consider on-road bicycle lanes for Princes Highway and Racecourse Road. Continue to advocate to PTV to improve pedestrian and cycle access to and from the Pakenham Railway Station and install additional secure bicycle storage facilities. 	Short to medium Ongoing Ongoing	Council Lead Active Communities Support Strategic Planning	Complete Principle Pedestrian Network Plan. Report to Senior Leadership Team when required.	Section 5.2.2. Objective 1 & 2
7	After the completion of the Victorian Governments level crossing removal and elevated rail project and the re-investigation of the need for the extension of Webster Way, prepare a Planning Scheme Amendment to apply the Public Acquisition Overlay should the Webster Way extension be warranted..	Medium to Long	Council Lead Strategic Planning Support Infrastructure Services Finance Rates & Revenue	Planning Scheme Amendment submitted to Minister for approval. Construction of the road connections.	Section 5.2.3. Objective 3

Action Number	Action Description Sub-actions	Timeframe	Responsible Agency	Measure	Corresponding objective/ strategy
			Statutory Planning		
Public Realm					
8	Consult with VicTrack to rezone Bourke Park from Public Park and Recreation Zone to Public Use Zone 4 (Transport), when appropriate.	Long	Council Lead Strategic Planning	Report to Senior Leadership Team when required to resolve on next steps.	Section 5.2.4. Strategy 2 Section 5.3.1. Strategy 2
9	<p>Facilitate the improvement of Pakenham Activity Centre's open spaces in accordance with Council's <i>Open Space Strategy</i> and this Pakenham Structure Plan.</p> <ul style="list-style-type: none"> Explore opportunities to facilitate new, quality public open spaces such as urban spaces, public squares or entertainment plazas. Explore opportunities for placemaking in the open space network, including the creek, civic gateway, streets or key locations or nodes. Ensure the connectivity of Pakenham Activity Centre's open space to the municipality's open space network. Review the PB Ronald Reserve Master Plan. 	Short	Council Lead Active Communities Support Strategic Planning Operations Infrastructure Services Finance	Report to Senior Leadership Team when required to resolve on next steps.	Section 5.3.1. Objective 1 Section 5.3.3. Strategy 1-5
10	<p>Facilitate the improvement of Pakenham Activity Centre's streetscapes through greening strategies.</p> <ul style="list-style-type: none"> Undertake an audit of the tree stock to determine species, characteristics, suitability, health and life cycle. Utilise the urban forest strategy framework to implement a street tree replacement program to mitigate the heat island effect and climate change impacts. Research and implement rain water capture systems to irrigate streetscape landscaping and trees. Investigate plant species that are suitable for the local natural environment and resilient to drought to inform plant selection. 	Medium	Council Lead Active Communities Support Strategic Planning Infrastructure Services Environment	Report to Senior Leadership Team when required to resolve on next steps.	Section 5.3.2. Objective 1 & 2 Section 5.4.5. Objective 1

Action Number	Action Description Sub-actions	Timeframe	Responsible Agency	Measure	Corresponding objective/strategy
			Sustainable Communities Operations		
11	<p>Develop concept plans for Council owned gateway sites.</p> <p>The plan should consider:</p> <ul style="list-style-type: none"> Investigate the incorporation of placemaking themes in gateway designs and assist in making access points to the activity centre more legible. 	Short	<p>Council</p> <p>Lead</p> <p>Urban Design</p> <p>Support</p> <p>Operations</p> <p>Infrastructure Services</p> <p>Active Communities</p>	Report to Senior Leadership Team when required to resolve on next steps.	Section 5.3.3. Objective 1
Precincts					
12	<p>Develop a streetscape upgrade plan for Main Street between John Street in Precinct 1.</p> <p>The plan should consider:</p> <ul style="list-style-type: none"> Integrating existing and potential future arcades and laneways into the master plan. Increasing the width of footpaths to allow for more on-street trading and active transports, with priority to pedestrians. Increasing shade and weather protection via verandas, awnings providing a continuous canopy and appropriately selected trees. Incorporating functional, distinctive and unobtrusive street furniture palette that includes elements such as public lighting, seating, drinking fountains and rubbish bins. 	Short	<p>Council</p> <p>Lead</p> <p>Urban Design</p> <p>Strategic Planning</p> <p>Support</p> <p>Infrastructure Service</p> <p>Active Communities</p>	<p>Completed streetscape design for the precinct.</p> <p>Report to Senior Leadership Team when required to resolve on next steps.</p>	<p>Section 6.1. Objective 2</p> <p>5.3.2. Objective 1& 2</p>
13	Precinct 1 - Develop a streetscape upgrade plan for John Street from PB Ronald Reserve to Pakenham Place.	Short	<p>Council</p> <p>Lead</p>	Completed streetscape design for the precinct.	Section 6.1. Objective 2

Action Number	Action Description Sub-actions	Timeframe	Responsible Agency	Measure	Corresponding objective/ strategy
	<ul style="list-style-type: none"> Integrate existing and potential future arcades and laneways into the master plan. Increase the width of footpaths to allow for more on-street trading and active transports, with priority to pedestrians. Increase shade and weather protection via verandas, awnings providing a continuous canopy and appropriately selected trees. Incorporate functional, distinctive and unobtrusive street furniture palette that includes elements such as public lighting, seating, drinking fountains and rubbish bins. 		Urban Design Strategic Planning Support Infrastructure Services Active Communities	Report to Senior Leadership Team when required to resolve on next steps.	Section 5.3.2. Objective 1 & 2
14	Develop a streetscape master plan for an Entertainment Plaza within the Precinct 1. <ul style="list-style-type: none"> Increase the width of footpaths to allow for more on-street trading and outdoor dining, and active transports with a priority to pedestrians. Create a pedestrian friendly environment at the southern end of Main Street just north of the rail line. Design the space to allow for outdoor events, such as markets and craft fairs. Increase shade and weather protection through planting appropriately selected trees along the widened path. Incorporate functional, distinctive and unobtrusive street furniture including public lighting, seating, drinking fountains and rubbish bins. 	Medium	Council Lead Urban Design Strategic Planning Support Infrastructure Services Operations Active Communities	Completed master plan for the precinct. Report to Senior Leadership Team when required to resolve on next steps.	Section 6.1. Objective 1 Section 5.3.1. Objective 1
15	Develop a Master Plan for the public realm in Precinct 2. The plan should consider: <ul style="list-style-type: none"> A landscape design that integrates on both sides of Main Street to reinforce its role providing community facilities and gateway function. CEPTD and safe pedestrianised elements. 	Short	Council Lead Urban Design Support	Completed design for the civic gateway. Report to Senior Leadership Team when required to	Section 6.2. Objective 1-5

Action Number	Action Description Sub-actions	Timeframe	Responsible Agency	Measure	Corresponding objective/strategy
	<ul style="list-style-type: none"> Integrating the Old Shire Offices and consider its Heritage significance into the gateway and community facilities design. Incorporating community facilities into the overall precinct Master Plan. The creek and shared pathways as part of the landscape design. Iconic public art in creating an entrance to the activity centres. 		Infrastructure Services Operations Active Communities	resolve on next steps.	
16	Develop a streetscape upgrade plan for Precinct 2. The plan should consider: <ul style="list-style-type: none"> A footpath and landscape design that integrates with the surrounding residential precincts and retail core. Formalising parking as part of the plan, potential footpath upgrade and investigate a street tree planning program. 	Short to Medium	Council Lead Urban Design Support Infrastructure Services Active Communities	Completed streetscape design for the precinct. Report to Senior Leadership Team when required to resolve on next steps.	Section 6.2. Objective 3
17	Precinct 3 - Continue to Advocate to VicRoads for: <ul style="list-style-type: none"> A landscaping plan along Princes Highway service road between McGregor Road and King Street. A signalised vehicle and pedestrian intersection at John Street. 	Ongoing	Council Lead Infrastructure Services Support Strategic Planning Urban Design	Development of a landscaping plan for Princes Highway interface with the activity centre.	Section 6.3. Section 5.2.3. Objective 1 & 3 Section 5.3.2. Objective 1
18	Investigate a concept plan for land located in Precinct 6. <ul style="list-style-type: none"> Consider a future multi-level car parking, retail and office activating Treloar Lane. 	Medium to Long	Council Lead Urban Design	Completed concept plan for the precinct.	Section 6.6. Objective 1-5

Action Number	Action Description Sub-actions	Timeframe	Responsible Agency	Measure	Corresponding objective/strategy
	<ul style="list-style-type: none"> Incorporate designs that will assist in reducing the flood extents for the concept plan. Ensure pedestrian passive surveillance in the design of the multi-deck car parking. Utilise placemaking principles to activate any extended wall space. 		Support Statutory Planning Infrastructure Services	Report to Senior Leadership Team when required.	
Monitor and Review					
19	Monitor and Review: <ul style="list-style-type: none"> Reporting to Council against the relevant actions at relevant times. After the Victorian Government has completed the level crossing removal project, a complete review of this document, simultaneously with a review of the Pakenham Major Activity Urban Design Framework 2021' and 'Cardinia Council's Visioning Document for the Pakenham Level Crossing Removal Project 2021', will be carried out. A desktop review of the appropriateness of the objectives and strategies every five years including an update of demographic changes and the mapping of development activity during that time. 	Ongoing	Council Lead Strategic Planning Urban Design Support Infrastructure Services	Development of a landscaping plan for Princes Highway interface with the activity centre.	Section 8 Objective 1, 2 & 3