

Sunbury Town Centre Study

Final Report

prepared for
The Shire of Bulla

prepared by

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EXECUTIVE SUMMARY

This study has been prepared by Perrott Lyon Mathieson Pty Ltd in association with Arup Transportation Planning. The study closely followed a comprehensive appraisal of the centre that was completed in 1989 by Henshall Hansen Associates and builds upon much of the work previously undertaken.

The town centre is the primary retail and commercial centre serving the catchment area and contains some 29,900 m² Gross Leasable retail floor area. It serves a predominantly convenience role which is complemented by the presence of higher order services and retail outlets to meet needs beyond a convenience role.

The primary trade area extends to Riddells Creek to the north, Toolern Vale to the west, Deep Creek to the east and Diggers Rest to the south. The remnants or secondary trade area comprises the Shires of Gisborne, Newham, Woodend and Romsey.

Whilst the centre serves a convenience role for the surrounding communities, it is unable to meet the shopping needs of the residents for comparison shopping and has experienced a considerable loss of potential turnover through escape expenditure, estimated by HHA to be 65% (prior to construction of Sunbury Square).

The centre accommodates a range of uses, including commercial, retail, community services, service and light industrial, which collectively make the centre a true "town centre" in its provisions of a spectrum of services. The retail focus or "core" of the centre fronts Evans and Brook Streets and O'Shanassy Street between Station and Brook Streets.

The centre is traversed by a railway line which has constrained development to the east of the centre. Land holdings abutting the railway line to the west are owned by Vic Rail which is seeking to dispose of the properties. With the exception of a commuter carpark, land owned by Vic Rail is vacant.

Issues, opportunities and constraints relating to the future development and performance of the town centre have been identified under the categories of role, form and structure; land use; car parking; pedestrian environment; access and circulation; and management of the town centre (3.2-3.7).

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1 INTRODUCTION

1.1 Study Approach and Methodology

This study has been prepared by Perrott Lyon Mathieson in association with Arup Transportation Planning as a subsequent study to work undertaken by Henshall Hansen Associates in association with Green and Dale, and Grogan Richards Pty Ltd. This appointment followed a resolution by the Shire of Bulla Council that Arup Transporation Planning together with Perrott Lyon Mathieson prepare a report to supplement the Sunbury Town Centre Structure Plan prepared by Henshall Hansen Associates.

That report is a very comprehensive document which details the Sunbury Town Centre's existing conditions, in terms of current land use and zoning, townscape features and access and parking; assesses its trade area and retail and commercial floor space requirements; analyses extensive shopper and trader surveys and discussions with Sunbury business people; explores development options for the town centre and details a structure plan for the Sunbury Town Centre. The structure plan identifies the role of the centre and general objectives, identifies functional precincts, and includes a detailed urban design strategy and an access and parking strategy.

Because of the comprehensive nature of the Henshall Hansen report and its detailed analysis of issues and economic evaluation, this report has built upon much of that work previously undertaken which has provided a sound foundation for this study.

The approach to this study has involved the following components:

2.3 Land Use

The centre accommodates a range of uses, including commercial, retail, community services, service and light industrial, which collectively combine to make the centre a true "town centre" in its provision of a spectrum of services for the community served.

The retail focus or "core" of the centre fronts Evans and Brook Streets and O'Shanassy Street between Station and Brook Streets.

A secondary retail area is located in Macedon Street adjacent to the Municipal Offices comprising a small group of mixed use shops.

Commercial activities are spread throughout the centre occupying space at both street level and first floor.

Real Estate agents and banks are well represented in the town centre, together with professional services of accountancy, law, planning and surveying, veterinarian, insurance and financial advisers. The centre is well serviced in terms of medical facilities with physiotherapy, dentistry, pathology, optometry and two medical centres.

Similarly the centre features several personal services including hairdressers, drycleaners, travel agency, film processing and beauty therapy.

The town centre embraces peripheral sales and service industry in Station, Evans and Horne Streets.

The centre is traversed by a railway line which has constrained development to the east of the centre. The land holdings abutting the railway line to the west have been held by Vic Rail and are vacant save for a commuter carpark adjacent to the railway station which, it is understood, will ultimately have a

capacity for over 500 vehicles. Similarly, land in Evans Street, south of Station Street is vacant with the exception of a Department of Conservation and Environment office.

The centre is surrounded on three sides by residential development of varying grades which contains a significant proportion of new, good quality unit and townhouse dwelling stock.

The zoning pattern for the town centre comprises a range of different zones and reservations. The retail core of the centre is principally within a Restricted Business Zone with much of the land south of Station Street zoned Restricted Light Industrial.

Land in Horne Street abutting the railway line between Station and Macedon Streets is zoned for railway purposes and Sunbury Town Centre Fringe. The remaining areas are zoned Residential "C" with the exception of Local Government reserves, SEC and Commonwealth (Post Office) reserves within the core, and special use zones covering the Sunbury primary school and the adjoining open space reserve.

2.4 Car Parking

Car parking within the town centre is provided through onstreet (angle) parking spaces and formal and informal offstreet car parks directly associated with retail development or through Council acquisition.

In total, the number of carparking spaces provided is 1400, not including the limited number of spaces provided at the rear of tenancies accessed by the through block links which run parallel with Evans and O'Shanassy Streets.

The railway owned land abutting the railway station and accessed by Brook Street has been used for informal parking, either long term trader or commuter use. Similarly, owned land on the southwest corner of Station and Evans Streets serves for informal long term parking.

The block bound by Evans Brook, O'Shanassy and Macedon Streets contains four areas which are unsealed and used for informal parking. These sites are in private ownership and hold latent development potential. Together they have capacity for some 75 car spaces.

In the formal carparks and kerbside parking, parking is regulated for one and two hour duration whilst some peripheral areas remain unrestricted.

As is typical with strip centres, kerbside parking is generally the most sought after and during peak periods, enjoys high occupancy rates. As a consequence, traffic congestion is created by vehicles manoeuvring into carparks and motorists waiting for spaces to vacate.

2.5 Pedestrian Environment

Extensive streetscaping works undertaken by Council, together with the presence of mature exotic tree species, serve to create an attractive pedestrian environment. The extent of paving and design treatment serves to define and identify the core of the centre. The extension of paving across the streets at intersections and defined crossing points, whilst intended to clarify pedestrian areas tends to create some confusion at intersections over whether priority rests with pedestrians or motorists.

Weather protection is reasonable although there are few areas sheltered from prevailing winds for refuge during inclement weather.

The physical form of the centre, extending some 500 metres along Evans Street, is slightly beyond comfortable walking distance although the 'depth' of the centre, between Evans and O'Shansassy is a convenient 250-300 metres. The existing extent of the centre will be an important consideration in the assessment of expansion options if pedestrian convenience is to be promoted.

in a single ownership free standing commercial centre where the operation, maintenance, performance, retail mix and promotion of the centre become a relatively simple task.

The Sunbury Town Centre however, has benefited from sound forward and statutory planning in which the Council, and earlier the Melton Sunbury I.C.C., set a solid foundation for orderly growth and physical improvement in the centre. The business community has benefited from this activity despite any formal linkage with Council in respect to management.

It is an irony that in centres such as Sunbury, energy and action instigated by Councils which are aimed at improvements to the physical, social and economic environment of the centre, are frequently viewed by the business community with suspicion or disapproval.

Well intentioned codes on advertising, or urban design for example, frequently have the business community as their greatest opponents despite the fact that those codes seek to create a more attractive environment for the very people on whom the business communities rely.

Those centres most viable and vibrant, are those that achieve improvement through Council and business community co-operation. The absence of formal mechanisms for such co-operation in Sunbury has not prevented progress, but it has not encouraged or inspired it.

It is interesting to note that a recommendation of the Town Centre and Implementation Study recommended the setting up of a Town Centre Development Committee comprising officers of Council, and the Melton Sunbury I.C.C., members of the Chamber of commerce and community groups with an interest in the management centre.

Clearly no such group exists and management in the town centre has been primarily the responsibility of Council.

3 ISSUES, OPPORTUNITIES AND CONSTRAINTS

3.1 Introduction

This section details earlier findings of the study identifying key issues facing the town centre presented in the first progress report made to Council. These issues are identified in terms of role form and structure; land use; car parking; pedestrian environment; access and circulation; and management of the town centre.

These issues together with the consultants' analysis of the centre, form the basis of opportunities and constraints relating to the future development and performance of the town centre. These opportunities and constraints suggest those areas which should be addressed to steer the future success of the centre or built upon and strengthened.

The consultation process provided much of the input into these findings, that of identification of local issues by users of the centre. The consultants undertook a S.W.O.T. Analysis (Strengths, Weaknesses, Opportunities and Threats) with Councillors, addressed the Sunbury Rotary Club, the Sunbury Chamber of Commerce, conducted discussion groups with the Sunbury Mothers Club and Playgroups and members of the Senior Citizens Club. Further discussions were held with local developers and relevant State Government Departments.

Findings presented in Henshall Hansen's report were also reviewed.

3.2 Role, Form and Structure

3.2.1 Issues

- implications of Council's desire to have of the town centre designated as a District Centre;

- upgrade of the performance of the centre to reduce the amount of escape expenditure;
- should the convenience role of the centre be changed?
- competition with other centres;
- issue of use of railway owned land and its disposal;
- approximately 24,000 sq m additional retail and commercial floorspace is required for the town centre by the year 2000 (estimate) - where should this be located ie. should this be located within the town centre or developed as a free standing drive in centre?
- what is the maximum capacity of the town centre before the centre becomes too large for pedestrian convenience;
- can the town centre reasonably compete with other regional centres to upgrade role;
- could the centre co-exist and maintain trade if an additional centre is established?
- how can the centre increase its market penetration?
- should the centre consolidate within the areas zoned for commercial uses or should these areas be expanded?
- more industrial land should be provided to provide more jobs locally for residents and thereby assist reduce escape expenditure lost to other areas tied to the work trip;
- how can the travel barrier effect of the railway line be overcome for pedestrians and motorists?

- could character and quality of the town centre be retained in expansion?
- there are too many specialty stores and insufficient chain stores represented in Sunbury;
- should the centre continue with four supermarkets?
- what implications do future retail trends have for Sunbury Town Centre?
- length of centre is at a maximum in terms of pedestrian convenience.

3.2.2 Retail Trends

- constant shift in social values, demographic trends and community expectations, therefore retail industry/sector must continually change and innovate to maintain position;
- fragmentation of shopping trips from purely convenience, grocery and comparison to convenience, "chore shopping", comparison, interest/recreational, services trip (bank etc.);
- may lead to different roles of centre ie. more free standing supermarkets as is being witnessed in the United States ie. removal from major centres;
- increasing participation of women in the workforce;
- rising participation rate of women and married women in the workforce has been "instrumental" in creating a demand for greater convenience in retailing and push for more flexible shopping hours;

- increase in number of convenience stores and retailing of home orientated goods from industrial areas
 - spread of take-away food outlets
 - family restaurants
 - growth of wholesale/bulk supermarkets

3.2.3 Opportunities

- disposal of railway land and other vacant and underutilised land within and in close proximity to the town centre?
- multiple land holdings (parcels) in single ownership;
- focus on village green may be strengthened;
- population growth in the catchment area to support increased floor space and improved facilities;
- the centre is reasonably compact and is well defined;
- the centre serves as a true town centre containing an amalgam of different land uses and services (retail, commercial, community and civic).
- potential for more 2 level construction to enclose space;
- provision of a principle focus for the town centre.

3.2.4 Constraints

- railway line
- established residential development in proximity to town centre - treatment of interface;
- competition with large regionals which are accessible as an alternative to Sunbury;

- lack of continuity of landuse and built form;
- Station Street and Macedon Road define edge of retail core;
- capacity of town centre to accommodate floor space - long term need for expansion or additional retail centre;
- high employment outside of Sunbury contributes to high escape expenditure;
- impact of electrification of railway.

3.3 Land Use

3.3.1 Issues

- the mix of land uses contributes to the centres' convenience role - should that mix be modified to alter or strengthen the role of the centre?
- there are many uses occupying prime commercial property in the town centre which are more appropriately located in fringe sites;
- how can fringe uses be accommodated without detriment to the future expansion of the town centre?
- how should the interface between different land uses be treated?
- the centre is deficient in provision of a discount department store, junior department store and social security/medical facilities;
- many premises in the core are occupied by non-retail uses such as real estate agents, banks and building societies. Are non-retail uses within the core a threat to the success of the centre?

How can the visual impact of car parking areas be overcome or the impact of disruption to the streetscape be lessened?

- practical constraints on location of off street carparking.

3.4.2 Opportunities

- all existing carparking areas are easily accessed;
- there are large areas of land in close proximity to the centre which are well located for use as carparking;
- the centre currently features several pockets of carparking (both formal and informal).

3.4.3 Constraints

- the demand for on street parking leads to congestion and delays as motorists wait for on street spaces to be vacated;
- large areas leased by Council for car parking may be disposed of by the State Government;
- the rear yards of tenancies fronting onto the shopping streets are used for informal car parking. Displacement of this space for development purposes will necessitate provision of car parking for traders.

3.5 Pedestrian Environment

3.5.1 Issues

- paving is slippery in wet weather especially with fallen leaves;

- pedestrian access across the railway line is very difficult particularly for people with mobility problems;
- weather protection should be improved including protection from prevailing winds;
- confusion for pedestrians at crossing points over priority and role;
- traditional main street centres suffer from their inability to offer weather protection and climate control. Would it be possible for Sunbury Town Centre to overcome this disadvantage through introduction of design measures to provide protection to pedestrians from the elements?
- the existing character and quality of the pedestrian environment should be built upon and strengthened to attract shoppers and increase their length of stay within the centre.

3.5.2 Opportunities

- pedestrian network established through arcades and through block walkways;
- creation of a pedestrian focus/meeting place;
- pedestrian environment is very attractive through streetscape works and landscaping and wide footpaths;
- the centre is considered to have a friendly atmosphere complemented by personal service;
- more pedestrian crossings are needed;
- more seats in the village green and creation of activity focus;

- shopping space could be further enclosed by two level building;
- upgrade of pedestrian areas.

3.5.3 Constraints

- railway line limits access - no further level crossings;
- retaining convenience for pedestrians;
- exposure to harsh climatic conditions;
- confusion over priority of pedestrians or motorists at crossing points;
- lack of weather protection;
- there is a lack of suitable facilities for public toilets and mother's rooms typically associated with the newer freestanding facilities;
- pedestrian bridge over the railway line is difficult to negotiate;
- disabled access is not catered for in the centre.

3.6 Access and Circulation

3.6.1 Issues

- widening of historic bridge at Macedon Street;
- access across railway line;
- is traffic in the main streets an essential component ie. could a pedestrian mall be created?
- loading bays punctuate the main street frontages;

- is the transport interchange and bus station located in the most appropriate location?
- should buses be removed from the main shopping streets?
- relocation of bus/train interchange;
- the pedestrian bridge over the railway line is very difficult to negotiate and reinforces the barrier to access formed by the railway line;
- access for disabled;
- pedestrian and motorist priority at intersections is unclear;
- should loading be permitted from main streets?
- is one way traffic circulation an appropriate solution for the effective functioning of the town centre?
- traffic volumes through and around the town centre will grow as the town develops;
- should on street parking be restricted in the retail core?
- should a ring road be formally established around the retail core?

3.6.2 Opportunities

- established system of pedestrian links,
- central location of bus interchange;
- clarification of pedestrian/motorist priorities at intersections;
- roads are in good repair;

- capacity of network is adequate to allow various traffic management measures to be implemented.

3.6.3 Constraints

- travel barrier created by railway line and difficulty in crossing/historic bridge;
- intrusion of buses into main shopping streets;
- requirements for loading;
- role of streets for parking through traffic, circulating traffic;
- historic significance of pedestrian bridge over railway line;
- restriction on provision of at grade pedestrian crossing over railway lines;
- difficulty in securing a second level crossing over railway line.

3.7 Management of the Town Centre

3.7.1 Issues

- lack of coordinated management programme including promotion, entertainment etc. of town centre as occurs in freestanding centres;
- number of "players" in management of town centre, both internal and external influences at government level, AAT decisions;
- in comparison with other centres, the development of town centre has always been within the context of a comprehensive planning framework;

- negative response of traders group to some Council planning policies;
- large proportion of town centre land is owned by the State Government whose objectives in respect of the disposal of that land are not necessarily consistent with Council's objectives for the town centre;
- uncertainty surrounding the disposal of State Government owned land;
- uncertainty surrounding future use of Gap Road and Racecourse Road sites in terms of influence on investors' level of confidence in the town centre;
- who should pay for improvement works and how should they be financed?

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(d) Circulation within the Town Centre

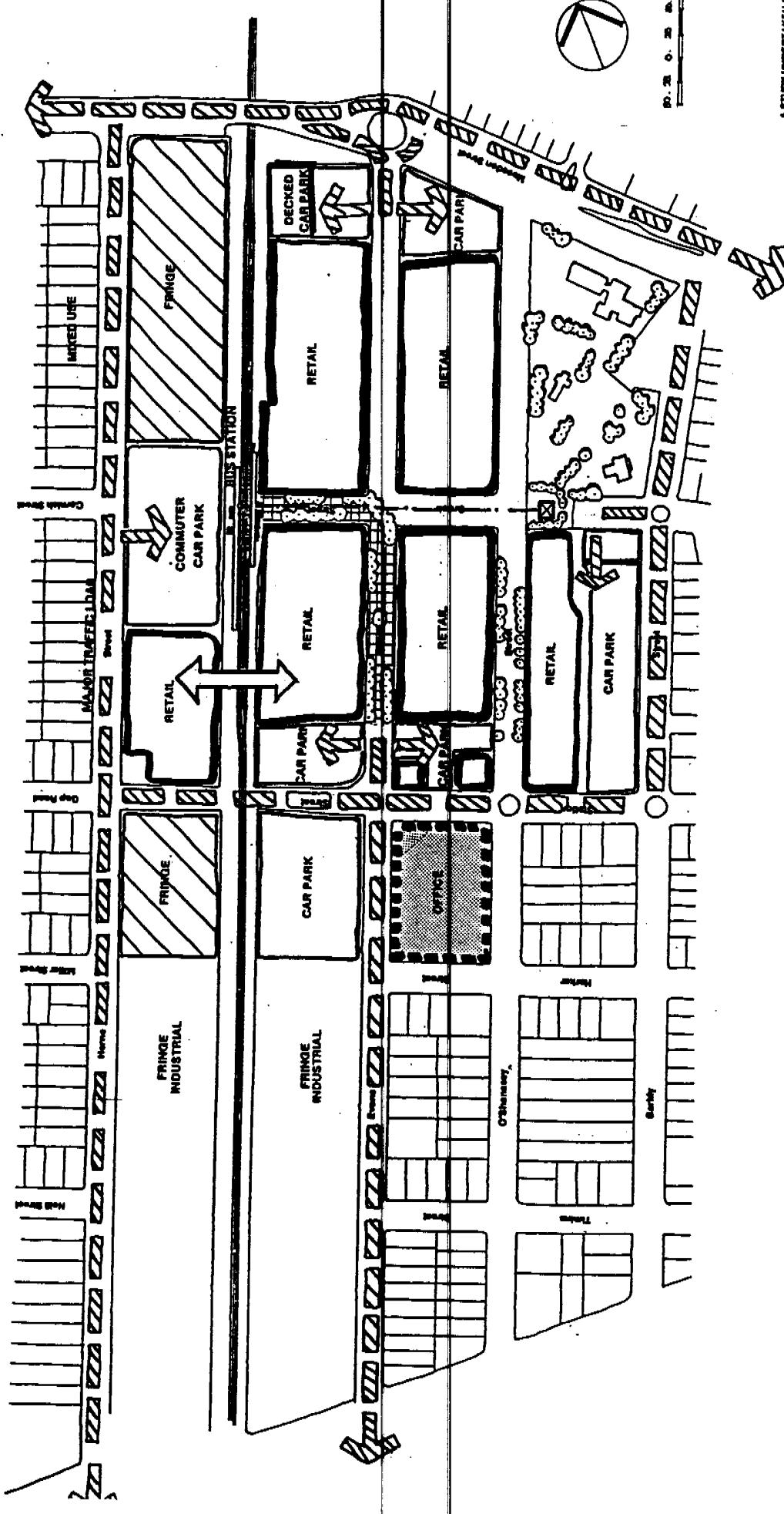
Circulation is similar to Option 1 with all on-street parking, except in the mall areas, remaining. However, traffic management measures will need to be implemented along O'Shanassy Street to discourage through traffic from that street.

(e) Bus Service

As discussed above, conversion of Brook Street west of Evans Street into a mall will require the bus terminus to be relocated to the west of the railway line. In this case, bus routes will require amendment so that they service both Horne Street (and the railway station) and the existing town centre. Alternatively, the mall could be designed to accommodate bus services so that existing facilities could continue to be used.

(f) Pedestrian Movements

Removal of through traffic and implementation of pedestrianisation will facilitate pedestrian movement through the retail core. Traffic management measures along O'Shanassy Street would improve the pedestrian environment there. However, the isolation of the retail development west of the railway line will remain to some degree even with the possible installation of an at-grade pedestrian crossing.

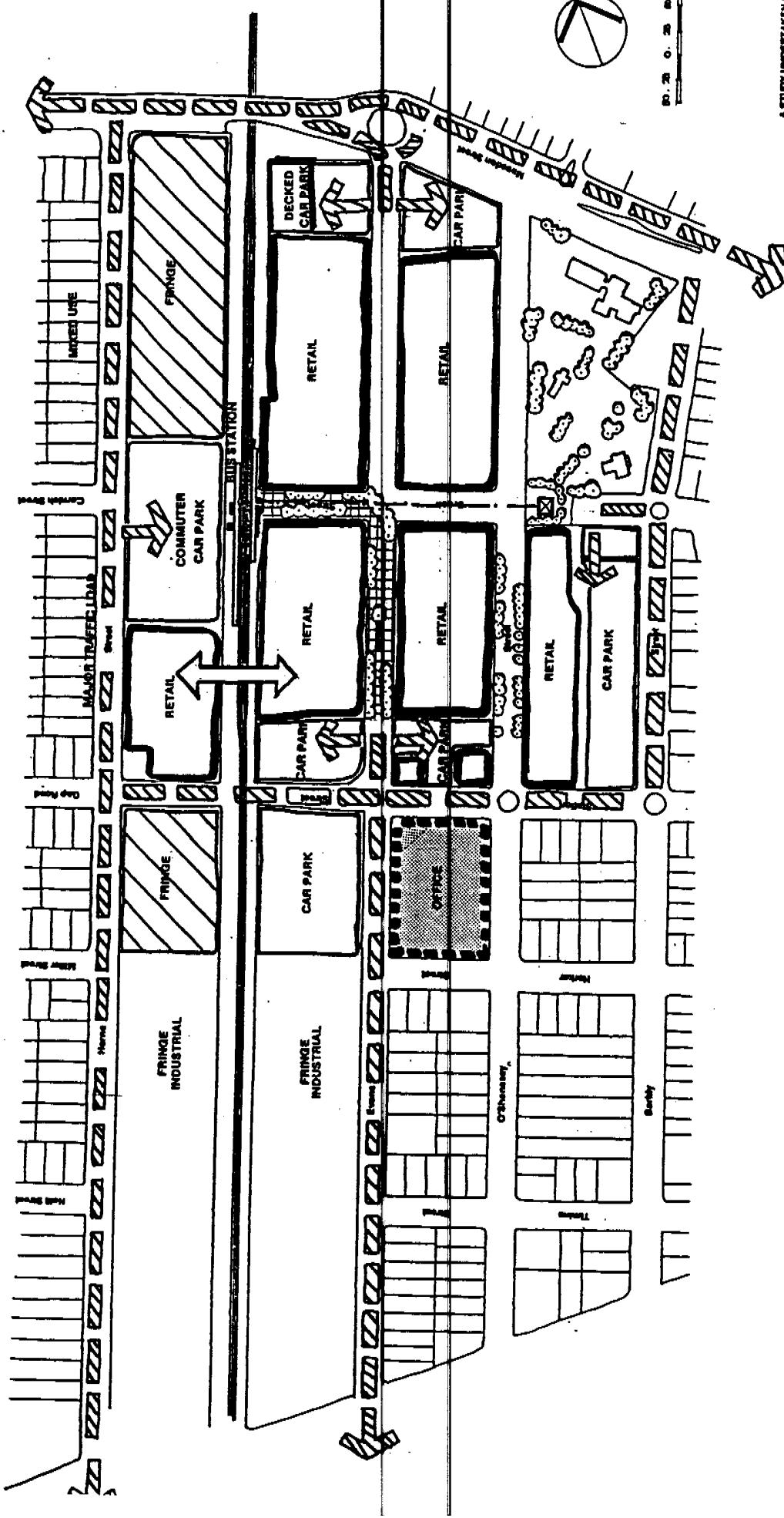


SUNBURY TOWN CENTRE STUDY
OPTION NO. 2

A STUDY UNDERTAKEN ON BEHALF
OF THE SHIRE OF BULLA

BY
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75-81 FOAMULIN STREET, MELBOURNE
MAY 1991



**SUNBURY TOWN CENTRE STUDY
OPTION NO 2**

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OF THE SHIRE OF BULAWAYA

BY

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MAY 1981

6.3.3 Option 3

(a) Land Use Pattern

This is a fairly ambitious option which extends retail development over the railway line, extending the Sunbury Square development and carparking.

This option relies on redevelopment and infill in the existing town centre to provide sufficient retail floor space. Extensive carparking is provided at the edge of the retail core, accessed by a ring road.

Office is proposed for the "railway land" adjoining the commuter carpark and bounded by Station Street.

The bus station is retained in its existing position to serve the extended retail development and strengthen the pedestrian/shopper focus in this area. This focus is further complemented by a town square opposite the post office on the south of Brook Street and fronting Evans Street.

The existing mixed use/light industrial area is retained with fringe designated on the block bounded by Evans, O'Shanassy and Station Streets and on the vacant land opposite abutting the railway line.

Further fringe uses are provided for on the western side of the railway line, fronting Station and Horne Street.

Medium density residential is provided in Barkly Street behind the convenience retail component in O'Shanassy Street.

(b) Through Traffic

The ring road in this scheme consists of Macedon Street, O'Shanassy Street, Station Street and Horne Street. Movement through the town centre is still possible along Evans Street. Traffic management measures would be required in Evans Street to discourage through traffic and improve the pedestrian environment.

On establishment of the Evans Street regional connection to Diggers Rest, the Evans Street/Station Street intersection would require upgrading to cater for the potentially substantial traffic volumes at that point. In this option, however, this intersection should also serve to discourage traffic from using Evans Street as a through route. This may be difficult to achieve.

Works would be required at the O'Shanassy Street/Macedon Street intersection to ensure the adequate operations of the ring road. A roundabout may be an appropriate treatment. The Evans Street/Macedon Street intersection may need downgrading to reinforce the nominated ring road.

The Macedon Street bridge over the railway line currently provides a constraint and will need to be duplicated in the near future.

(c) Car Parking

In this option, the major carparks, rather than being located on the town centre fringe, are distributed within the town centre. The land used includes the railway reserve behind Evans Street just east of the railway line, the block abutting

Horne and Macedon Streets and a tract of land south of Macedon Street between Evans and O'Shanassy Streets.

Adoption of this approach to the provision of parking for the town centre would result in higher traffic volumes in the retail core than if a fringe parking approach were adopted.

(d) Circulation within the Town Centre

On street parking in Evans, Brook and O'Shanassy Streets would remain. Movement through the town centre would still be possible along Evans Street, O'Shanassy Street and Brook Street between Evans Street and O'Shanassy Street. Commercial premises will continue to be serviced via existing rights of way.

Nevertheless, the opportunity for a pedestrian focus at the intersection of Brook and Evans Streets remains.

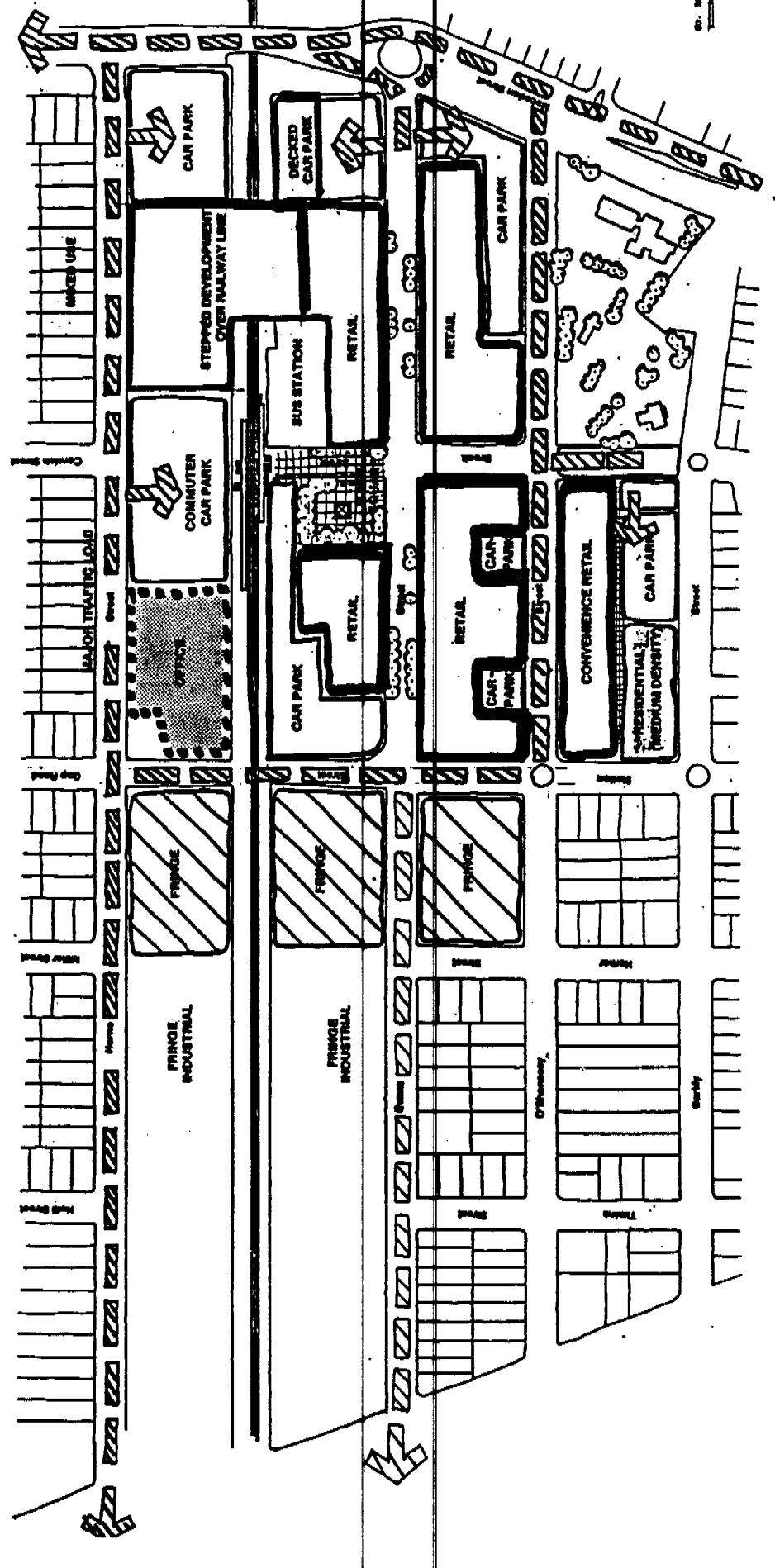
(e) Bus Services

The need for alterations to bus services is minimised by the retention of the present terminal and the limited road closure. However, maintenance of the bus terminus in its present location could compromise efforts to establish a pedestrian focus at the Brook Street/Evans Street intersection. Retail development of Horne Street will need to be serviced via an extension or rerouting of services.

(f) Pedestrian Movement

Improvements to the pedestrian environment in the retail core depend on the removal of through traffic from Evans Street. Development over the railway line will assist pedestrian movement between carparks west of the railway line and the Evans Street retail core.

Pedestrian access across Station Street and O'Shanassy Street is difficult since these streets will form part of the town centre ring road. The lower intensity use of the land outside the ring road (eg. peripheral sales) will see a lower level of pedestrian movement across Station Street and O'Shanassy Street than elsewhere in the town centre.



SUNBURY TOWN CENTRE STUDY
OPTION NO. 3

A STUDY UNDERTAKEN ON BEHALF
OF THE SHIRE OF BULLA
BY

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IN ASSOCIATION WITH
AUSTRALIAN TRANSPORTATION PLANNING
781 FRANKLIN STREET, MELBOURNE
MAY 1981

6.3.4 Option 4

(a) Land Use

This option is based on the provision of retail development which recognises shopper preferences of driving between different destinations of the shopping trip. At the same time, the arrangement of built form would encourage pedestrian movement between different components.

Retail is extended over Station Street fronting Evans and over the railway line opposite the Sunbury Square development. Retail is also extended in Evans Street north of Brook Street to consolidate the retail focus on Evans Street

This option is distinguished by the provision of a medium density residential in O'Shanassy Street (to protect existing stock), Barkly Street behind the retail development and the block bounded by Barkly, Station, O'Shanassy and Harker Streets.

The fringe designation recognises the existing light industrial development in Station and Evans Street whilst further fringe and peripheral sales and office uses are provided for in Horne Street either side of Station Street.

(b) Through Traffic

The suggested ring road is Macedon Street, O'Shanassy Street, Station Street and Horne Street. Traffic management measures many need to be implemented along Evans Street to discourage its use by through traffic as discussed under Option 3.

On establishment of the Evans Street regional connection to Diggers Rest, the Evans Street/Station Street intersection would require upgrading to cater for the potentially substantial traffic volumes at that point.

Works would be required at the O'Shanassy Street/Macedon Street intersection to ensure the adequate operations of the ring road. A roundabout may be an appropriate treatment.

The Macedon Street bridge over the railway line currently provides a constraint and will need to be duplicated in the near future.

(c) Car Parking

The inclusion of residential land on the west side of O'Shanassy Street within the ring road presents the risk of conflicting parking needs between residents and shoppers. This conflict needs to be addressed to prevent any problems arising. As discussed under Option 3, traffic volumes in the town centre would be higher in this option than in Options 1 and 2.

(d) Circulation within the Town Centre

This option involves no closures in the road network of the town centre (other than conversion of part of Brook Street to a mall) and therefore circulation remains largely as it is currently.

The operations of the ring road may create increased difficulty in crossing Brook Street at O'Shanassy Street because of the increased volumes along that street.

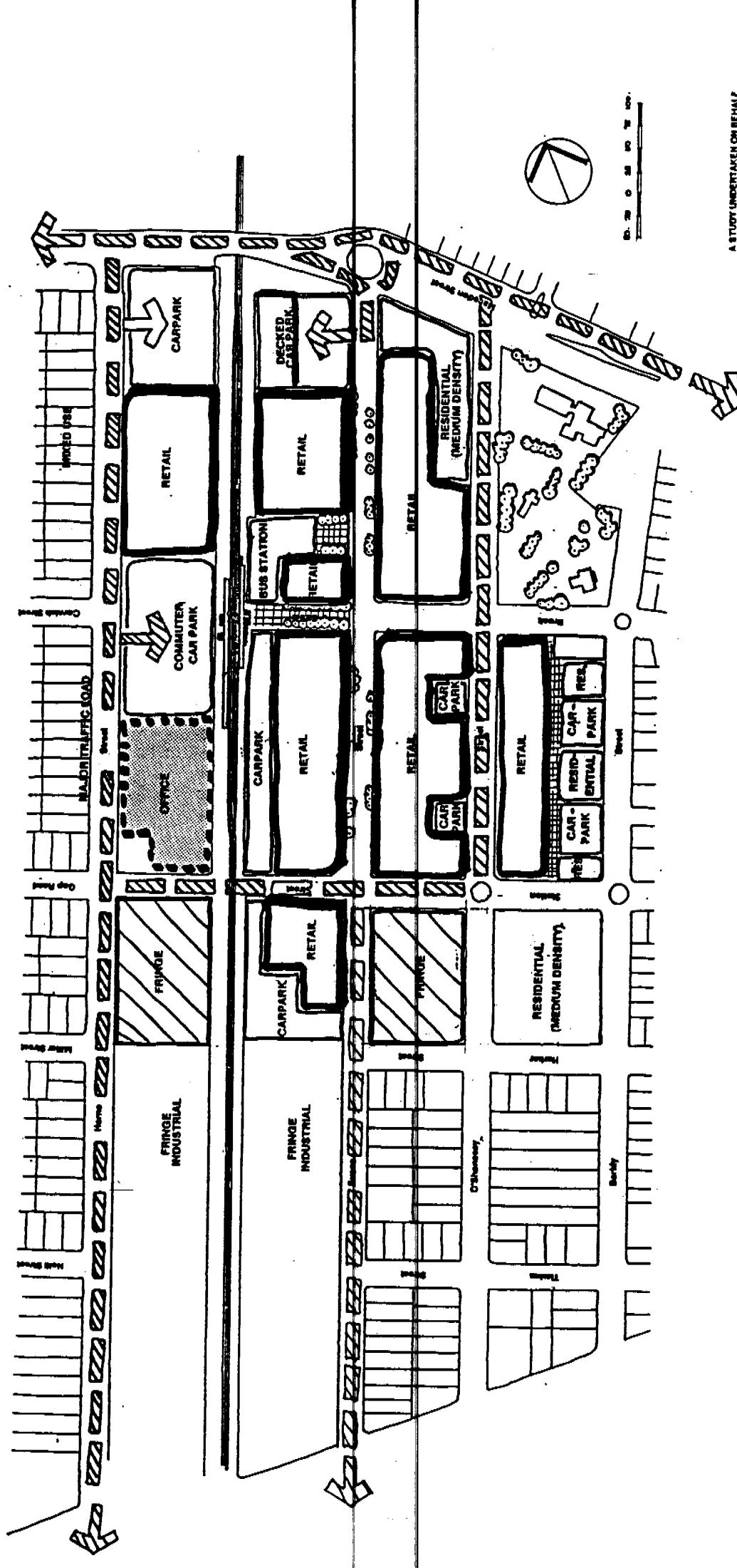
(e) Bus Service

Retention of the bus terminal in its present location maintains public transport access to the town centre.

To service the proposed retail area in Horne Street and the railway station on the west of the railway, consideration will need to be given to rerouting the bus service along Horne Street.

(f) Pedestrian Movement

The viability of any retail development south of Station Street depends in part on a safe and convenient at-grade crossing for pedestrians. This may be achieved either at the boom gates at the railway crossing or at the Evans Street/Station Street intersection.



SUNBURY TOWN CENTRE STUDY
OPTION NO 4

A STUDY UNDERTAKEN ON BEHALF
OF THE SHIRE OF BULLA

BY

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IN ASSOCIATION WITH

ARUP TRANSPORTATION PLANNING
101 PRINCE ALBERT STREET, MELBOURNE
MAY 1991

6.3.5 Option 5

(a) Land Use

This option provides for the consolidation of retail development and its focus on Evans Street. Extensive retail expansion is provided by the extension of retail across Evans Street north of Brook Street. This would be achieved by the closure of Evans Street and its incorporation into a consolidated site for retail and carparking. Glazing over Evans Street would create a weather protected environment and a focal point or town square adjoining the post office.

Carparking is provided at the edge of the retail core with access by a ring road to direct shoppers.

Offices are provided for on the railway land bounded by Macedon and Horne Streets, with fringe uses to be situated to the south of the commuter carpark, on both sides of Station Street and in Evans Street, adjoining the railway line and Station Street, and on the block opposite currently used for fringe/light industrial uses.

Closure of part of Evans Street would effect the downgrading of the role of the street with the opportunity to further enhance the pedestrian environment between Station and Brook Streets.

(b) Through Traffic

This scheme involves establishment of a ring road around the town centre, consisting of Macedon Street, Horne Street, Station Street and Barkly Street. Movement of through traffic within the town centre is limited by the closure of Evans Street north of Brook Street and the closure of Brook Street east of O'Shanassy Street.

On establishment of the Evans Street regional connection to Diggers Rest, the Evans Street/Station Street intersection would require upgrading to cater for the potentially substantial traffic volumes at that point.

Works would be required at the Barkly Street/Macedon Street intersection to ensure the adequate operations of the ring road. A roundabout may be an appropriate treatment.

The Macedon Street bridge over the railway line currently provides a constraint and will need to be duplicated in the near future.

(c) Car Parking

Major parking areas are established or maintained on the fringe of the town centre in Barkly Street south of Brook Street, adjacent to and to the east of the railway line, west of the railway line near Sunbury Station and at the northern end of Evans Street. The closure of the northern end of Evans Street allows development of a major parking area, possibly including some decked parking.

On street parking would be largely retained, in accordance with the current nature and use of the town centre.

(d) Circulation within the Town Centre

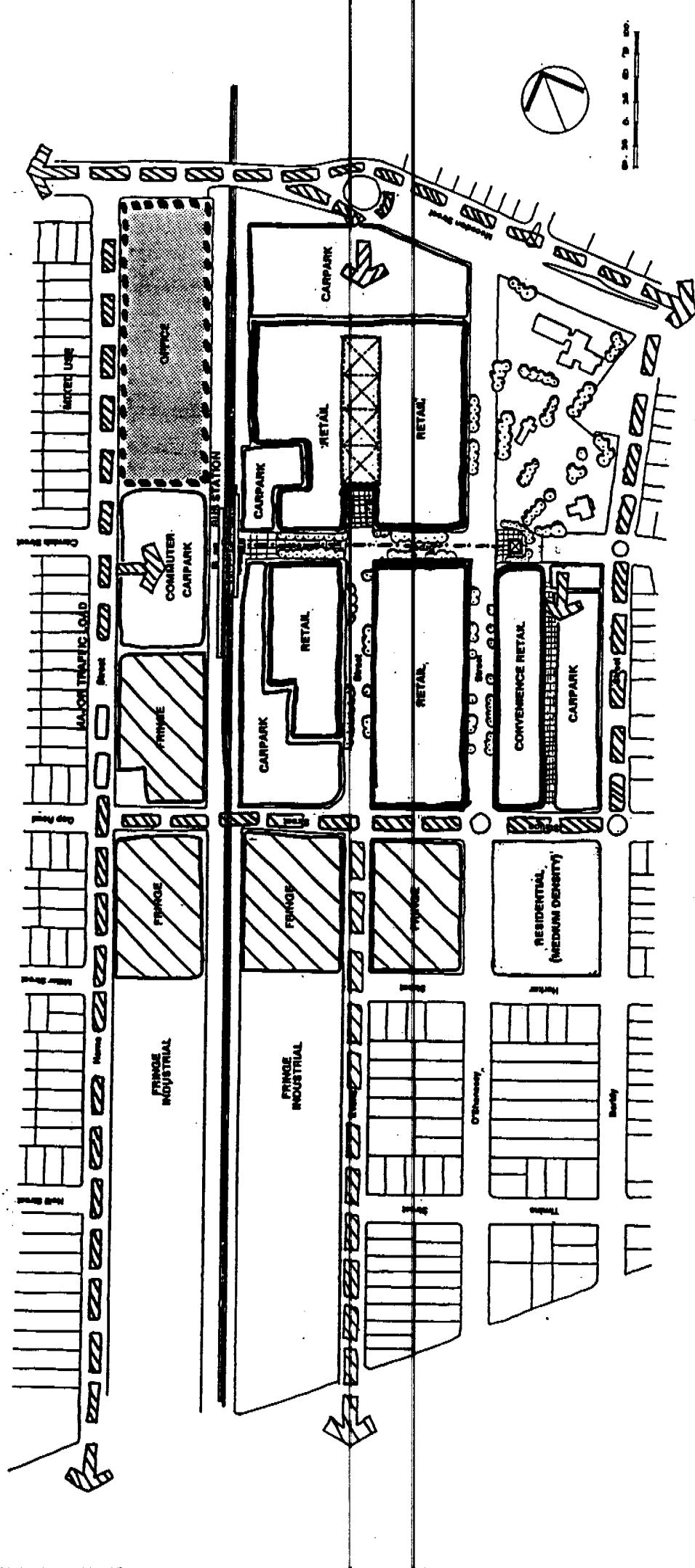
Notwithstanding the effective exclusion of through traffic from the town centre, circulation of traffic around the town centre would not be adversely affected. On street parking would remain in Evans, O'Shanassy and Brook Streets and servicing of commercial premises would not be compromised. Consideration would need to be given to servicing requirements of the retail focus in Evans Street north of Brook Street.

(e) Bus Service

Some alterations to bus services would need to be effected as a result of the development of the town centre. Potential exists to link the current bus terminus, by way of the railway reserve, to the northern entrance of the expanded centre spanning Evans Street. This would preserve flexibility of access to the town centre for the various bus services.

(f) Pedestrian Movement

As the core retail area is contained within the ring road and as through traffic is excluded from the retail core, overall pedestrian amenity is high in this option.



**SUNBURY TOWN CENTRE STUDY
OPTION NO 5**

A STUDY UNDERTAKEN ON BEHALF
OF THE BOROUGH OF BULLA

BY

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MAY 1981

6.3.6 Option 6

(a) Land Use Pattern

This option is virtually a mirror image of Option 5 in that it provides for the extension of retail development across Evans Street south of Station Street. This would necessitate the closure of Station Street between Evans Street and the railway line and extension of Harker Street across the railway line to link with Horne Street. This would provide an effective link to facilitate a ring road around the centre and remove the present hazard of through traffic volumes from where Station and Evans Streets presently intersect.

Retail development would be extended across Evans Street north of Brook Street with carparking adjoining, displacing some existing uses whilst retaining some residential fronting O'Shanassy Street.

This pattern would be a linear theme flanked by car parking at either end.

Fringe uses are located in Horne Street together with an office park towards Macedon Street.

Medium density is designated in the block bound by Station, O'Shanassy, Harker and Barkly Streets.

(b) Through Traffic

The closure of Station Street between Evans Street and the railway line and of Evans Street between Station Street and Harker Street has significant implications for through traffic patterns in and around the town centre.

The establishment of a ring road consisting of Macedon Street, Barkly Street, Harker Street and Horne Street removes the current clear opportunity for strong east-west movement along Gap Road/Station Street and the future opportunity for north-south through movement on Evans Street and its extension to Diggers Rest. In this context, east-west traffic on Gap Road would tend to use Horne Street rather than Barkly Street to reach Macedon Street. Through traffic from Diggers Rest on Evans Street would naturally use Horne Street or Barkly Street to travel around the town centre. In summary, this scheme naturally supports the desire to establish a ring road around the town centre.

(c) Car Parking

This option emphasises the linear retail core along Evans Street. The option provides for a continuous strip of car parking to be established around the retail core between Brook Street and Harker Street and along the north side of Harker Street. Whilst the linear nature of this car parking may introduce some inefficiencies in search patterns, it does provide a high level of accessibility to the retail core. Opportunities also exist to establish carpark circulation off the main retail street.

Additional fringe parking is provided on Barkly Street and to the west of the railway line. The latter serves the proposed fringe uses and retail areas on Horne Street as well as commuters using the rail service.

On street parking would largely be retained. Designation of this parking as being for short stay use would reinforce the current local retail function of the retail core.

(d) Circulation within the Town Centre

Access by roadway is maintained to all parts of the town centre. The effective removal of through traffic from Evans Street will improve the street environment for those using the town centre. Access to the town centre from the west is compromised to some extent by the removal of the Station Street link but not to any great extent, especially if carpark access is provided from Harker Street.

(e) Bus Services

Some rerouting of bus services will be required because of the closure of Station Street and because of the relocation of the bus terminus to the west of the railway line. It should be noted that the option could work with the bus terminus retained in its current location.

(f) Pedestrian Movement

The closure of Station Street has two major implications for pedestrian movement: by effectively removing through traffic it improves the town centre environment; because of its increased length the current tendency for town centre users to drive rather than walk from one

section to another will be supported. To support the former and discourage the latter, actions could be taken to encourage pedestrian use of the public space around the Evans Street spine.

(g) Service Vehicles

Service vehicle access to the town centre is not compromised significantly by this option; indeed, the removal of through traffic from the retail core will facilitate service vehicle access to the core.

(h) Roadworks

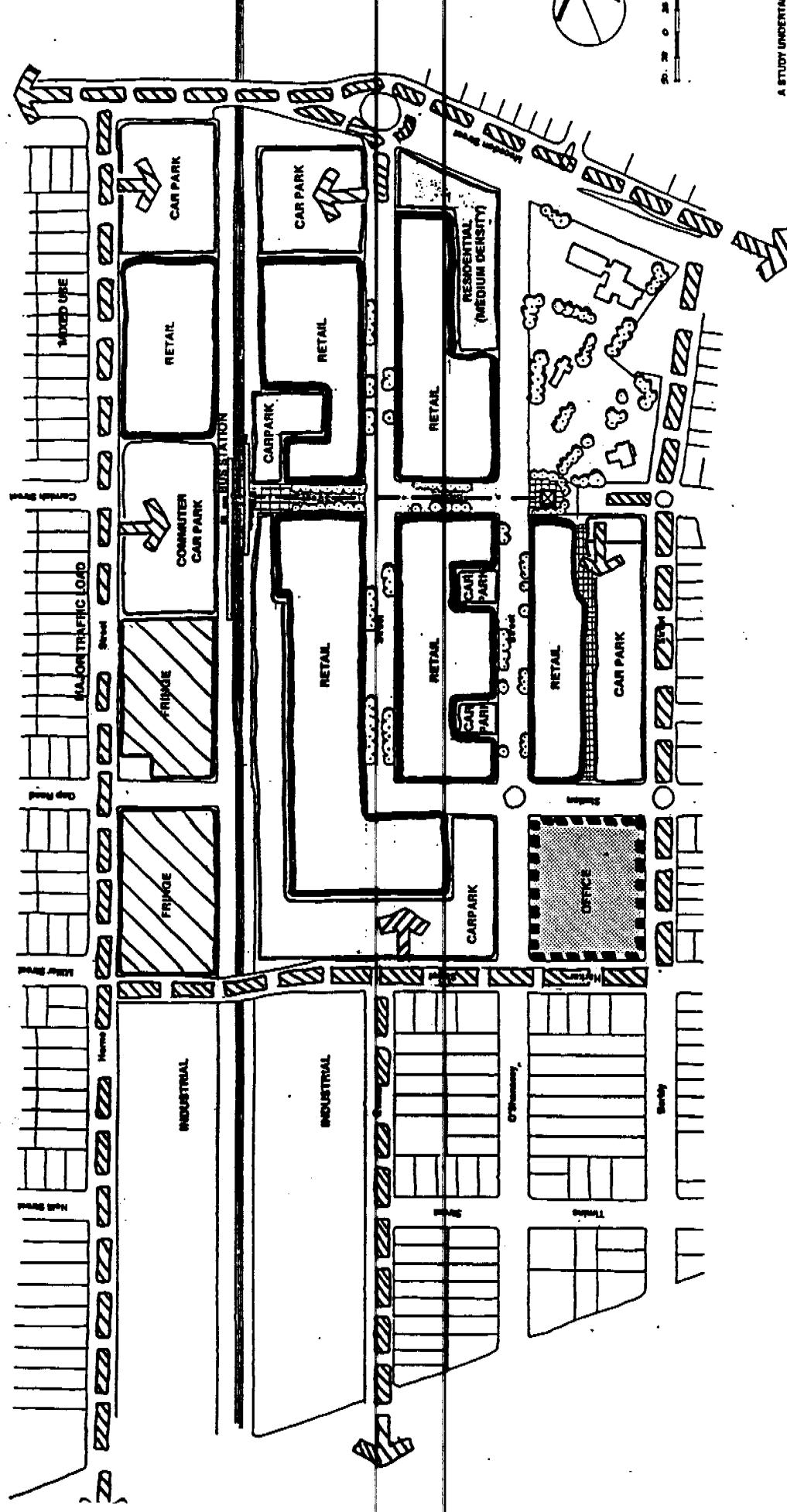
The major works required for this option are the closure of sections of Station Street and Evans Street and establishment of a new east-west link between Evans and Horne Streets on the Harker Street alignment. As part of these works, treatment of the Horne Street/Miller Street intersection will be required to protect the residential area to the west. Closure of Miller Street at Horne Street may be appropriate.

Intersection works will be required at the Evans Street/Harker Street intersection on completion of the Diggers Rest connection to facilitate traffic movement. Works required to cater for this option differ from corresponding works under other options because of the absence of a direct link to the town centre at this point. This should simplify the design task.

Works will be required at the Barkly Street/Macedon Street intersection to facilitate the use of the ring road. As with other options, a roundabout may be an appropriate treatment.

As with all options, the current Macedon Street railway bridge will require upgrading in the future to cater for the increased traffic volumes. Traffic management treatments may also be required on O'Shanassy Street to protect it from through traffic intrusion.

This option provides an opportunity to undertake remedial works at the Gap Road/Horne Street intersection, which currently suffers some safety problems.



SUNBURY TOWN CENTRE STUDY
OPTION NO 6

A STUDY UNDERTAKEN ON BEHALF
OF THE SHIRE OF BULLA

BY

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IN ASSOCIATION WITH
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MAY 1991

6.3.7 Option 7

(a) Land Use Pattern

This option would provide for only incremental retail or commercial development to occur within the town centre to take advantage of that land readily available for (re)development and direct the bulk of new floor space to Gap Road which is still perceived by some as a potential contender to accommodate the future floor space requirements of the catchment area's population. The future zoning of the land situated on Gap Road between Elizabeth Drive and Anderson Street is still to be resolved as its suggested potential for a major retail facility is matched by its potential for residential development of mixed densities. Further, its suitability to accommodate a neighbourhood shopping facility in association with the existing community centre, together with residential development has been identified.

By necessity of the new and proximate competition, the existing town centre would still need a considerable injection of investment in order for it to retain its role and market share.

(b) Traffic

If facilities at Gap Road and Sunbury Town Centre are complementary then provision must be made for functional connection of the two. This implies the provision of a high capacity road link between the two. It is unlikely significant pedestrian traffic would occur between the two or that a high level service shuttle bus could be sustained, at least in

the short term. The decision to develop the Gap Road site would therefore force continued dependence on the car for much of Sunbury's retail and business facilities.

(c) Public Transport

Regardless of whether facilities at the two centres are complementary or competitive, bus termini would be required at both. This represents an inefficiency in infrastructure provision.

The Gap Road site does have advantages over the town centre in its current configuration by virtue of its being bounded by arterial roads. The opportunity therefore exists to develop a pedestrian oriented centre. However, such objectives may be met by various of the Sunbury Town Centre options.

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7 EVALUATION

7.1 Introduction

This phase of the study is concerned with the relative performance of the seven options, towards achieving the stated goals and objectives for the Sunbury Town Centre, their respective implications and the soundness of the land use structure proposed in terms of the best use of the sites.

The seven form and structure options represent alternate scenarios for the treatment of retail development within the town centre and for the pattern of land use to utilise available sites for development or redevelopment.

The evaluation is approached on a comparative basis so as to identify the most appropriate components of the options. These options are not absolute, rather they contain components which may be interchanged.

This evaluation seeks to identify the most appropriate components, which may neatly exist in one of the six options, to be incorporated in a preferred form and structure plan.

This evaluation considers the options in terms of their social impacts, physical and pedestrian environment, traffic and circulation.

7.2 Evaluation of Each Option

7.2.1 Physical and Pedestrian Environment

One of the overall goals for the town centre is "to ensure decision making in the town centre gives effect to the adopted strategy in a manner that creates an attractive, efficient, safe and friendly environment for shoppers, workers and visitors."

Further, the specific objectives adopted are directed towards creating a physical form that encourages pedestrian movement throughout and into the centre, provides weather protection and sheltered areas, maximises pedestrian convenience and minimises conflicts between pedestrians and vehicles.

The options have been prepared with these principles in mind although the options explore these to different degrees.

Underlying all options is the recognition that the mid block linkages for pedestrians should be retained and enhanced through improved design treatment and orientation of tenancies to these and the street fronts.

Options 1 and 2 incorporate full pedestrianisation of Evans Street between Station and Brook Streets, and Brook Street between Evans Street and the station. This would provide an enormous opportunity to upgrade the pedestrian amenity in the retail core.

Option 3 incorporates a town square adjacent to the 'post office corner' and adjoining the railway station. Sunbury is lacking a pedestrian focal point and such a square would provide exciting opportunities in creating a vibrant pedestrian space. This space would have some relief from prevailing winds, enjoy solar orientation, and provide a visual link to an extension of the Sunbury Village Green.

The railway line provides a major impediment to retail growth extending west of the existing core. Whilst the unencumbered land is a major asset of the centre, providing pedestrian access across the rail line to link the two sides is difficult. The existing pedestrian bridge at the railway station is quite inadequate.

Options 1, 2, 3 and 4 all incorporate retail over the rail line utilising an at grade link in 1 and 2 while option 3 relies upon construction of retail space across the rail line in a major development utilising air space rights and linking into Sunbury Square. Option 4 provides no such link. None of these provide optimum solutions and the cost of building over a rail line as proposed in Option 3 (structural penalties and acoustic requirements) would not be warranted in Sunbury.

Option 4 presents a linear form to the town centre's retail development which extends along Evans Street and over the rail line near Macedon Street. This option is oriented to shoppers choosing to drive between different parts of the centre. Pedestrian access is encouraged by the arrangement of built form, however the arrangement of carparking provides easy access to each component including the freestanding development in Horne Street.

That option also relies on pedestrian access over Station Street to link new retail development south of Station Street to an extension of retail north of Station Street. Detailed treatment at this crossing would be required both to unify the built form and reinforce the corner and to provide safe pedestrian access. Station Street links to Gap Road and provides a key entrance to the centre. Whilst this entrance could be highlighted and reinforced through design treatment, the traffic volumes and proximity to a level crossing are of concern.

7.2.2 Social Implications

By virtue of the historical development of the Sunbury Town Centre, and as is the pattern in many other commercial centres, the centre contains and is surrounded by residential development of varying ages and standards. As shopping centres progress and expand over time, invariably there arise conflicts

between the standard of residential amenity and the impact of vehicular movements, parking and intrusions associated with retail development. Adjoining housing stock, whilst perceived to provide a constraint to expansion of a centre, is very often suitable for redevelopment.

History shows that people have often benefited considerably in financial terms by realising the increased value attached to their land for its development potential. At the same time the prospect of being displaced from a familiar location, neighbours, social network and home, may present an unacceptable scenario to some.

Any planning decision involving planning for a wider community must attempt to address these competing and often conflicting demands and objectives. What should be kept foremost in mind is that planning on a municipal basis is for the benefit of the whole community.

In assessing social impact of any proposal, the use of a balance sheet of sorts to identify **net community benefit** is a cornerstone.

The constrained nature of the town centre limits retail expansion if the community accepts the sound planning rationale of aiming to consolidate retail activity within a core area that is most importantly convenient for the pedestrian or shopper.

All proposals being considered would, if realised, involve some form of social impact.

Common to all would be the potential disruption during construction periods and the impact experienced by all traders during such periods if during the interim shoppers choose to take their custom elsewhere.

Similarly the other locations of retailing may impact on existing patterns of shopping and access. The physical arrangement of the centre will have social impacts in terms of the convenience and comfort of shoppers and pedestrians within the centre.

The existing investment in the centre, its business network and the goodwill of businesses as they have been built up over time should also be recognised as an asset of the centre to be protected and built upon.

The most quantifiable measure of social impact is the displacement of housing stock and it is the most 'sensitive' aspect of proposals to be managed.

All options involve displacement of existing housing stock immediately adjoining the centre, with the exception of option 4 which seeks to protect existing housing stock and option 7 which directs most of the development away from the centre.

Option 1 displaces the greatest number of dwellings, some 29 units (including eight for elderly persons) and 14 detached dwellings. Similarly options 2, 3, 5 and 6 displace between 17 and 29 units and 7 to 14 detached dwellings.

The expansion of development in Evans Street opposite Sunbury Square may further involve displacement of a citizens advice centre (which would be more appropriate in a shop-front facility) and the elderly citizens centre (although it might be possible to incorporate this in new development.)

Expansion of retail development across the railway line, as in options 1, 2, 3 and 4 will provide improved accessibility to shopping for some sections of the community and at the same time will increase shoppers

dependence on vehicles for access to different components. Those without private transport may be disadvantaged and careful attention would need to be applied to facilitating a pedestrian link at grade in options 1 and 2. This is not possible in option 4 which relies on vehicular access while option 3, which builds over the rail line, attempts to overcome this.

Option 4 also presents an elongated centre which, whilst encouraging pedestrian movement between components, would promote vehicular movement as the length of the centre may be difficult for the elderly or those with mobility constraints to negotiate.

Existing residential areas of good dwelling stock have been retained, however the alternate routes for the proposed ring road may conflict with existing residential amenity. These areas, due to their location have been subject to some impacts of traffic filtering through whilst enjoying the advantages of residing close to the town centre.

Options 1, 3 and 4 avoid residential areas by location of the proposed ring road to direct traffic around the centre and shoppers to carparking. Options 2 and 5 direct traffic through Barkly Street to Station Street utilising the current ring road designation.

Option 6 however includes Harker Street as a ring road which would impact on residents between Barkly and Evans Streets not previously exposed to the circulating traffic.

Whilst this designation may impact on levels of amenity, option 6 facilitates a superior and safer shopping environment in the town centre core to the benefit of the net community.

All options include the designation of allotments in Horne Street for mixed use purposes i.e. medium density residential, consulting rooms and the like to provide a buffer or interface to the commercial area from residential.

The closure of Brook Street at the Sunbury Village Green, whilst visually enclosing the centre, may limit accessibility of some residents accessing the centre from the east although such a measure would be consistent with the principles of a ring road.

The use of land in Barkly Street between Brook and Station for carparking presents some social impact beyond displacement. Options 3 and 4 retain some housing stock with some carparking adjoining. Whilst stock is protected, the juxtaposition of carparking and residential may be less than satisfactory. Alternately, the impact of the whole area devoted to parking, in visual terms would need careful attention through screen planting and mounding.

Further the protection of dwelling stock in option 4 may limit future expansion or redevelopment opportunities by entrenching medium density within the centre. The compatibility of the two uses may be limited however with potentially negative impacts on the residential amenity.

Option 7, which directs the bulk of new retail development to Gap Road would have significant social impact in terms of the confidence of the business and investment community, existing business, convenience of shoppers, altered shopping patterns and the image or perception of the town centre.

Provision of a freestanding retail facility at Gap Road would however provide shoppers with increased choice in local shopping and 'one stop' shopping with shopping needs met within the one facility served by readily accessible and convenient parking on site. Such a centre may provide the comfort and safety sought by shoppers however it may not necessarily be able to duplicate the charm and character associated with Sunbury. That character of the town centre is engendered in community perceptions and is valued as what distinguishes the town centre and Sunbury as a whole.

A new centre, of the magnitude to cater for future needs, would certainly impact on the viability of the existing town centre. Facilities would be duplicated and some traders may be attracted to relocate to the new centre. The end result may be that the range of service and goods available in the existing town centre declines. This would then lead to alteration of shopping patterns, changed access patterns and increased movement between the two centres potentially reducing convenience to shoppers.

7.2.3 Traffic Implications

(a) Through Traffic

In accordance with the objective outlined in Section 5, each of the options involves development of a ring route around the town centre. This acts as a distributor of traffic travelling to the town centre and carries traffic with no origin or destination in the town centre around it.

In all except option 6, Macedon Street, Horne Street, Station Street and either Barkly Street or O'Shanassy Street form the ring route. In option 6, the ring route is extended further south to Harker Street. The existence

and appropriate use of the ring route is reinforced through construction or maintenance of anchoring roundabouts (or, in the case of the Gap Rd/Horne Street intersection, traffic signals) at each of its corners. It is recommended that intersection priorities and advisory signing reinforce the status of the ring route.

Whilst the actions identified above will go some way to removing unwanted through traffic from the town centre, traffic management and design actions undertaken within the town centre will assist to a greater or lesser extent in reinforcing this objective. In options 1, 2, 5 and 6, the treatment of roads within the town centre (in particular Evans Street) serves effectively to exclude through traffic. This is generally achieved through creation of a mall in Evans Street, but in Option 6 it is achieved through closure of parts of Evans Street and Station Street. In options 3 and 4, exclusion of through traffic from Evans Street must be achieved through actions to make the ring route more attractive: this may be achieved through streetscape and traffic management measures designed to slow traffic in Evans Street and to reinforce its primary role as a shopping street. Various traffic management and streetscape actions are available to support this objective. However, the success of these actions depends on their exact nature and local traffic patterns.

In options 2, 4, 5 and 6 the designation of Barkly Street as part of the ring route may necessitate actions to protect the use of O'Shanassy Street by traffic that it is intended should use the ring route. The absence of a major traffic control device at the Macedon Street/O'Shanassy Street intersection would limit the through traffic intrusion into O'Shanassy Street; other measures may also be required.

provide accessible parking, there may be a perception that accessibility is compromised by virtue of the loss of on-street parking.

In contrast, the road closures in option 5 and 6 are undertaken as part of an effective redesign of the town centre, with current roadspace converted to retail use. In both these options, parking provided adjacent to the newly created retail areas would be seen to maintain adequate accessibility.

In option 7, circulation patterns around the town centre are unaffected in the absence of any major development works.

In all cases the majority of town centre streets remain open and circulation around the centre may be undertaken conveniently.

(d) Bus Services

Two approaches to the treatment of bus services and facilities are encompassed by the various options. In both, retention of bus services through the town centre is envisaged. The first approach retains the bus terminus in its current location. The second involves its removal to the west of the railway line.

The provision of bus and modal interchange facilities logically should take place near to the railway station and town centre. However, there is no particular need for the bus interchange (and the transfer of passengers from one route to another that that implies) to be located within the town centre, provided all bus routes pass through the town centre. Provided, of course, that movement of buses through town centre streets can be achieved without undue congestion, there is no strong argument for locating the bus terminus outside the town centre.

Given the adequate circulation opportunities within the town centre discussed above under all options, the movement of buses through the town centre should not be compromised.

Traffic management treatments within the town centre should not render bus movement more difficult. In particular, devices such as speed humps and road narrowings should be designed in this context.

Under option 7, inefficiencies occur in the provision of public transport services. Maintenance of the existing modal interchange and bus terminus is recommended for accessibility reasons at its current location. In addition, regular and convenient bus services should be provided to the Gap Rd site. Ideally, all bus services should travel both to the town centre and to Gap Rd under option 7; whether the existing services can sustain such an extension is problematical.

(e) Pedestrian Movements

Pedestrians are major beneficiaries of the removal of through traffic from the town centre. Complementary actions to improve the pedestrian environment within the town centre may also be undertaken. Clearly, those options that involve street closures and malls (options 1, 2, 5 and 6) provide the greatest opportunities to improve the pedestrian environment.

Options 1 and 2 identify an at-grade pedestrian link across the railway line between the existing town centre with retail floorspace to the west. The agreement of the Public Transport Corporation to such a link is not assured. Convenient (that is, ground level) pedestrian connection of east and west sides of the railway line is a problem for the centre that would only partially be solved through provision of such a link. A better solution for

town centre users is to contain the town centre to the eastern side of the railway line. This does not, of course, solve pedestrian access problems for commuters and others parking in the commuter parking. Provision of bus services to both side of the railway station would solve accessibility problems for bus patrons who do not wish to use the existing pedestrian bridge.

Pedestrian amenity in the town centre is unchanged from its current status under option 7. The separation of services and town centre activities that development of Gap Rd implies would cause obvious pedestrian accessibility problems.

(f) Service Vehicle Access

Servicing in the town centre currently occurs largely on-street. Except for those areas affected by street closures in options 1, 2 5 and 6, such on-street servicing can continue. Those areas subject to street closures may be serviced either on-street at certain times of day or from service areas designed for the purpose in new retail areas.

Separation of service vehicle traffic from shopper and other town centre user traffic is a worthwhile objective, particularly in the case of large service vehicles. The adequate accessibility for users of the town centre extends to garbage and other service vehicles under all options. The malls contained in options 1 and 2 present some potential difficulties for service vehicles; such difficulties are not, however, insurmountable.

Service vehicle access to the town centre is unaffected under option 7.

(g) Roadworks

The various options differ in their roadworks requirements. Notional costings of the required works are contained in Appendix A. It is emphasised that these costings have been undertaken in the absence of detailed design work and do not include costs associated with service relocation. These could add considerably to the implementation costs of some options.

Roadworks for all options except option 6 total less than \$1M. Option 6 is costed at \$1.2M assuming the current at-grade crossing at Station Street is replaced by an at-grade crossing of Harker St. A grade separated crossing is also costed; it should be noted that such a crossing could only be achieved through substandard design of the Harker Street approach roads.

The roadworks costs can be set in context by comparison with the cost of providing the extra parking required for the expansion of the town centre. The additional 1000 off-street parking spaces required to serve the expanded centre would cost approximately \$2M, excluding land acquisition costs.

7.3 Public Consultation

At the direction of Council, Perrott Lyon Mathieson Pty Ltd coordinated a two month public display of the town centre options. The options were displayed at the Council offices over that time as well as at the library and the Sunbury Square Shopping Centre. Presentations were made to the Chamber of Commerce, Sunbury Rotary, Sunbury Mothers Club and a public meeting. Meetings were held with local property owners and several enquires were made over the telephone.

Specific comments made by individual submitters were presented in a report to Council. For the purposes of this report,

Specific comments made by individual submittors were presented in a report to Council. For the purposes of this report, the submittors are listed in Appendix A and a summary of comments is presented below.

- *Carparking denoted in Barkly Street should be broken down to smaller areas of parking;*
- *The pocket of older housing in Barkly Street could have some social significance and properties should remain in the freemarket and not be designated as a carparking reservation;*
- *The designation of a town square at the corner of Evans and Brook Streets caused some concern, particularly means of implementation, property acquisition and funding of the proposal;*
- *Concern was expressed about retention of private vehicle access to the railway station from Brook Street to drop off and collect people unable to negotiate the railway pedestrian bridge;*
- *It was suggested that land abutting the Shire Offices should be included in the "town centre" and be developed for a civic square, rather than a square being proposed on private property in the town centre proper;*
- *The railway pedestrian bridge should be replaced as it is inadequate and an improved facility should be provided at the railway station;*
- *Decked carparking is not consistent with the character of Sunbury;*
- *There was general support for consolidation of retail functions within the town centre;*

- *The closure of Gap Road west of the rail line was questioned as representing too great a departure from the current access pattern to the town centre and for its potential impacts on business established in Gap Road;*
- *A Town Centre Strategy Management Committee should be established to oversee the management and implementation of the strategy;*
- *Creation of a pedestrian mall in Evans Street would discourage people to move through the "Central Business District";*
- *The bus station should be relocated to the west side of the rail line;*
- *The closure of the Station Street railway crossing will impact on the natural flow of traffic into Station Street and then into the Central Business District;*
- *Consideration must be given to the provision of multi-decked carparking facilities and basement on rooftop parking;*
- *Concept of a transit mall in Brook Street is not favoured;*
- *The area proposed for garden industrial in Evans Street should be designated for commercial development in the long term;*
- *An area should be designated for long term employee parking;*
- *development of the Gap Road site for large scale retail activity, or as a neighbourhood shopping facility would compromise the need to consolidate and enhance the existing town centre;*
- *Retail development should not extend over the railway line;*
- *The extension of retail activity south of Station Street would elongate the centre;*

- *Relocation of traffic further south is considered a good idea and extension of retail development to the south "will provide the requisite space within acceptable overall distance for a centre of this type";*
- *Staging of retail development should not be distinguished by the strategy plan;*
- *Closure of Brook Street will unfairly displace onstreet carparking serving businesses adjoining Brook Street and dependent on those spaces;*

These comments have influenced the development of a recommended strategy.

8 RECOMMENDED STRATEGY

8.1 Introduction

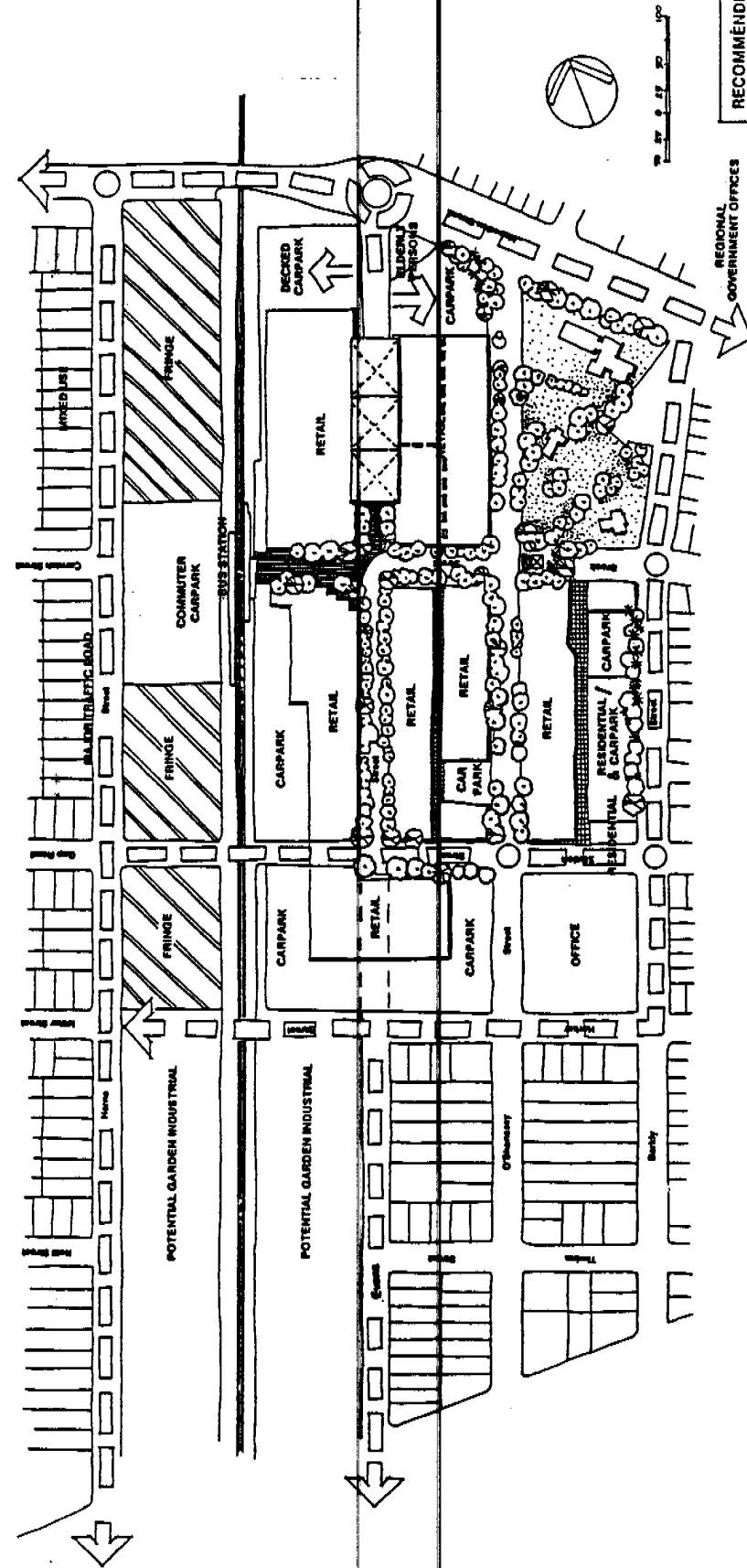
This section of the report documents the strategy which the consultants recommend to guide the future growth and development of the Sunbury Town Centre. This selection followed a review of the seven options prepared, each of which explored different themes or principles for the future planning of the centre, the identification of a preferred strategy as a result of evaluation, and incorporation of feedback received following public consultation.

The recommended form and structure of the town centre represents an amalgam of six of the options presented. The recommended strategy reflects those comments together with comments received from Councillors in discussing the options and the submissions received from the community.

The strategy is detailed in terms of:

- (i) underlying principles
- (ii) the town centre structure in terms of the land use pattern
- (iii) traffic and circulation
- (iv) parking
- (v) public transport
- (vi) social implications, and
- (vii) implementation

The strategy is not a 'blueprint' or rigid physical plan which dictates precisely where uses and forms of development should be located; rather it is a framework for future growth.



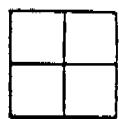
SUNBURY TOWN CENTRE STUDY RECOMMENDED STRATEGY

**A STUDY UNDERTAKEN ON BEHALF
OF THE STATE OF VICTORIA**

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P E R R O T T L Y O N M A T H I E S O N

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3-4 Step Race
The room.

8.2 Underlying Principles

The strategy represents an amalgam of options 3, 5 and 6 incorporating different features of each which the consultants feel best satisfy the objectives adopted. These underlying principles which express the logic of the framework are as follows:

- consolidation of retail uses;
- strengthening of the town centre's role and primacy, and as a destination for confident investment;
- build upon the centre's existing character and strengths and built form model;
- build upon and enhance the existing network of mid block plazas;
- maximise the potential use of land within the centre (core);
- create and reinforce a ring road around the centre;
- retain convenient on-street parking;
- retain two way traffic circulation throughout the town due to the negative impact of one-way networks on convenience and accessibility;
- provide car parking directly accessible from the ring route;
- keep retail development east of the railway line to consolidate the existing retail core;
- create opportunities for the creation of comfortable and 'human scale' pedestrian spaces;
- locate those retail activities dependent on high exposure, large floor areas and vehicular access outside of the retail core but fronting and within the ring road;
- locate those uses not dependent on pedestrian access (i.e. vehicular oriented) west of the railway line viz; fringe activities;

- in the long term secure pedestrianisation of Evans Street between Brook and Macedon Streets;
- provide bus stops both sides of the railway line with the long term aim to relocate the bus station to Horne Street to free the site currently occupied for redevelopment;
- encourage pedestrian movement between the different components but recognise people's desire to be able to drive between components;
- recognise the social significance of the elderly citizens centre and its convenience to the town centre by retaining it in its present location within the medium term (say 10 years) at least but provide flexibility for its relocation, at developers' expense to a comparable location;
- retain the elderly persons units in Evans Street within the medium term at least;
- encourage medium density residential development, consulting rooms and the like on Horne Street opposite the railway lands;
- recognise the primacy of the town centre and designate Gap Road as a suitable location for a neighbourhood shopping facility to tie in with the existing community centre for development in the short term (5-10 years);
- recognise the importance of fringe uses and their relationship to the town centre;
- retail development should occur predominantly at street level with commercial floorspace above (other than non-retail services) within the core area;
- recognise the capacity of and desirability for the centre to absorb three level development (ground plus two floors) to better enclose the shopping streets and maximise use of available land;

- aim to visually enclose the centre by development and urban design treatment to terminate vistas where appropriate and to reinforce key features of the centre i.e. railway station, Sunbury Village Green and the Sunbury Post Office.

8.3 Town Centre Structure

The preferred strategy consolidates retail development east of the railway line by earmarking existing underutilised sites for progressive development.

It is envisaged that the progressive developments would be a staged process and would ultimately involve two phases. The sequence of this staging would depend on the ability of the private sector to assemble land parcels and appropriate tenants. It would be possible for the two principal retail development opportunities to be undertaken simultaneously, that is, the land north of Station Street and land on the south of Station Street.

The first phase would involve progressive infill of the town centre utilising the mid block plazas to secure dual orientation and redevelopment in Evans Street once the SEC and STA leases become available.

A key development area would be the section of Evans Street opposite Sunbury Square. Key land holdings are now occupied by inappropriate uses and should be relocated to fringe areas over the short to medium term. Incremental assembly of these lots will take some time and Council may assist in this process. There are several locations within the town centre and in proximity to it, that would be more appropriate for these uses.

It is recognised that the Telecom facility cannot be relocated, however provided access is retained, it may be incorporated into new development.

In the short to medium term the demand for commercial floorspace may be met within the core. In the longer term, requirement for freestanding offices may be accommodated in the block bound by Harker, Barkly, O'Shanassy and Station Streets. Such development would complement retail development and the town centre core.

The land opposite Council Offices in Macedon Street is also recognised as having potential for regional type offices or facilities dependant on good access and exposure.

Fringe uses are envisaged for the railway land on the west side of the rail line and the potential for garden industrial is recognised for that land in Council ownership in Evans Street south of Station Street. Careful treatment would be required in design terms to limit impact on residential development opposite.

The fringe use designation for the land in Horne Street would embrace uses such as peripheral sales and those activities which require large floor areas, good exposure and access, yet proximity to the town core as an attractor of trips. Those uses of a more industrial nature should be directed to the south of Station St. Uses such as furniture retailers, floor coverings, showrooms, petrol filling stations and convenience stores, restaurants and the like would be appropriate to the fringe areas.

The role of Brook Street would be downgraded between the Station and Evans Street and closed at the Sunbury Village Green to provide a focal point to "enclose" the centre and terminate the vista to the railway station.

In the medium to long term Brook Street, between Evans Street and the station, should be closed to traffic and pedestrianised. This will be possible once the bus station has been relocated to Horne Street to enable the redevelopment on the site presently occupied. A new pedestrian crossing over the rail line should be constructed as the present facility is inadequate.

It is understood that a restaurant is to occupy the former Station Masters residence. It would be desirable for outdoor tables to be established in the short term to encourage activity in Brook Street.

Over time, an activity frontage should be sought to effect the creation of a pedestrian focus in Brook Street, assisted through the redevelopment and infill of abutting sites. Retail uses, cafes and "people attractions" should be encouraged to locate there. This would be a mid to long term proposal.

The second phase of the Strategy involves some bold but exciting concepts. The ring road adopted embraces the existing network; however the ultimate alignment should incorporate Harker Street with an extension to bisect the edge of Council's land in Evans Street and link with Horne Street opposite Miller Street via a presently vacant parcel of land in Horne Street. At grade access over the railway line is proposed as an elevated or a tunnelled route are not economically feasible and would constitute substandard engineering solutions. This would then permit Station Street to be closed at the railway line and the level crossing facility relocated to the new crossing. In particular this would provide an optimum solution for management of the upgraded role of Evans Street and its link with the centre.

This would then free part of Evans Street between Harker and Station Street, and Station Street to be closed and incorporated into a retail development to link with existing retail in Evans Street and so provide a continuous shopping street. A free standing retail development would not be favoured on the site south of Evans Street, unless long term plans provided for linkages to be made. Carparking would surround it directly accessed from the "new" arm of the ring road.

The treatment of carparking areas will require careful design attention where they interface with residential areas and in particular at the key entrances to the town centre. The presentation of the carparking area at the corner of Macedon and O'Shanassy Streets will need to be softened through appropriate landscaping.

The area in Barkly Street behind the retail area of O'Shanassy Street is appropriate to accommodate parking to serve the town centre. It is suggested however that the particular sites used for parking are more appropriately identified through market forces as sites become available. It would not be wise, in planning terms, to designate the whole area for parking due to the resultant blight that would certainly occur. The area will not be required for parking in the short term and it would be unreasonable to nominate the full extent of the land for parking. The nature of housing stock will enable the market to gradually assemble sites for parking as required over time.

Phase two would also envisage the unification of development at the north end of Evans Street via closure of a section of Evans Street and its incorporation into an enclosed (glazed) pedestrian space. This would result in two "magnets" at either end of the centre with a central focus on this pedestrian area and the new town square created through the closure of Brook Street.

The strategy recommends that the town centre remains the primary centre and should be supported by smaller neighbourhood centres to accommodate the 5000 m² likely to be required for this level of service.

With respect to the future of Gap Road we would suggest that development of a neighbourhood facility would be appropriate in this location tying in with the established community centre. From the earliest reports prepared we have recommended that the town centre should continue as the principal retail and commercial focus of the Shire. This recommendation was accepted by Council and the Government through the Melton/Sunbury Management Committee.

This has been further confirmed by the Meldrum Burrows Study (1988), commissioned by Council, which similarly acknowledged that the investment in the existing town centre is extensive and should be built upon. It recommended that a small local or neighbourhood shopping centre should be developed in association with other peripheral sales/showrooms type uses.

At page 13 the report stated: "There is no doubt that the expansion of the town centre is the more difficult of the two options which confront the Council. The development of the Gap Road site is a comparatively easy response to the identified opportunities for new floorspace in Sunbury. In my opinion, Sunbury will benefit more in the longer term from an expanded town centre than two centres."

The future of the Gap Road site, in commercial terms needs to be confirmed in order to create an appropriate environment for attracting investment into the town centre. Limitation on development outside the town centre will create confidence for investors and encourage them to overcome the difficulties associated with development in the town centre. There will be considerable opportunity for Council to actively participate in the development process to assist in the consolidation and acquisition of sites and in the positive influence of design and development.

8.4 Traffic and Circulation

In the short term the preferred option provides a ring route using Macedon St, Horne St, Station Street and Barkly St. This ring route provides a hard edge to the town centre in the short term and may be implemented relatively easily. In the longer term, the ring route is extended to the south to Harker Street, as proposed under option 6, allowing the retail area to be extended to the south. Closure of parts of Evans Street and Station Street would occur as part of this stage to facilitate a continuous retail frontage/contained within the ring road.

The effect of this strategy is to provide a viable ring route around the town centre that not only defines an edge to the centre but also allows through traffic to be excluded and provides a low conflict circulation path for traffic accessing the town centre. Streets within the town centre remain open to cater for traffic to circulate within the town centre itself.

Consolidation of retail areas in the northern section of Evans Street would be concluded in the long term through incorporation of that section of Evans Street into the retail area. The majority of streets remain open so that accessibility for shoppers and other town centre users would not be compromised.

8.5 Car Parking

The objective of the strategy is to provide carparking conveniently located for access from the ring route. In the short term, this involves building on existing parking areas and providing additional parking in Barkly Street and at the northern end of Evans St. In the longer term, additional parking would be provided north of Harker Street as part of the redevelopment of the southern end of the town centre and in decked parking at the northern end of the centre as part of the development of its northern end. This would achieve the objective of providing access to carparking from the ring route.

In addition, on-street parking would be retained to cater for the expectations of high parking accessibility to which users of the town centre are accustomed.

8.6 Public Transport

In the short term, the bus terminus would be retained in its current location. Ultimately, it is suggested the bus terminus be relocated to the west of the railway line to allow redevelopment of the land currently occupied by the terminus for uses that provide activity (and hence security) around the railway station. Redevelopment would also provide for an "active" frontage to be created to Brook Street to effect the creation of a pedestrian square. Circulation of buses through the town centre is envisaged to continue after removal of the terminus.

8.7 Social Implications

The preferred strategy will provide an upgraded retail and community facility which will contain a greater range of goods and services which will more adequately meet the needs of local residents and reduce the necessity for trips to other centres. Flow on benefits to business in terms of increased market share will be a positive impact in social terms, together with the creation of a certain environment for investor confidence as to the primacy of the existing centre.

There will be an overall net community benefit which will be realised over the next 10-15 years as the centre becomes capable of serving a sub-regional role.

During that time however there will be some impact on the community immediately adjoining the town centre. The ultimate plan displaces some 25 units and 14 ultimately may displace up to detached dwellings, although this would be progressive and the final number would depend on market forces as sites in Barkly Street are assembled for carparking. The importance of the aged persons units is recognised and they are retained. Similarly the senior citizens centre may be retained in conjunction with new retail development, at least in the medium term. The Citizens Advice centre in Evans Street, should be relocated to all shopfront style facility to be more accessible and "visible".

The residential units at the corner of Barkly and Station Streets are retained as they are good quality dwelling stock.

Further the designation of land in Horne Street for mixed use, including medium density residential, may enable the dwelling stock to be supplemented, although the breakdown of the existing social networks could not be redressed.

Land owners may be compensated however as they will be able to realise considerable financial benefit through the betterment of the land through rezoning to a higher use of commercial.

Change will be gradual for the town centre and residential lots would not be required in the short term (5 years) although it would be wise for land parcels to be progressively assembled as they become available. This is a means to lessen the social impact and avoid rapid change. The prospect of rapid change would be the most unsettling thing to local residents and lack of, or worse, incorrect information.

The community should be part of the decision making process to be aware of proposals. The community should also be aware that this strategy provides a framework to manage future growth. It is not an absolute "blue-print".

Costs of development will be, for the most part, the responsibility of developers although some roadworks, at Council's expense, would be required for the centre in any event. Council should investigate opportunities for developer levy or funding schemes.

The new alignment of the ring road will impact as outlined in 7.3.2 however it will result in a net community benefit overall with improved accessibility to and safety within the town centre.

Further, general impacts, applicable to any development of the town centre are discussed in 7.3.2.

8.8 Implementation

Implementation of the recommended strategy is a process that will take place over a number of years and require involvement by a number of different public and private participants.

For ultimate success however, a strong commitment will be required by the total Sunbury community.

Whichever strategy is finally adopted will involve costs and these will be shared by Council, the business community and developers. Also there may be periods of inconvenience when shoppers, traffic and the business community may have to re-adjust and there may be controversy when any one of the

groups involved may feel disadvantaged by particular aspects of the strategy. But despite any costs and difficulties that may be incurred, the adopted plan must be seen in its proper context. It will be a plan to guide the development of the centre over the next 10-15 years which has as its basic aim, the future economic well being of the centre and its enhancement and consolidation as the town centre for the growing community of Sunbury.

Over time, the cost, inconvenience and controversy will be small. The benefits on the other hand will be significant. The changes that are recommended to take place aim to protect and enhance those qualities which over the years have given the centre its special character.

It must be recognised that the adopted strategy will be one that can be implemented progressively over a long time frame. Successive stages will be able to take place or be reviewed in the light of previous stages.

Council and the community are urged not to focus on any one aspect of the options presented as being totally unacceptable at this stage. Such attention will divert consideration away from the ultimate overall benefits this planning process seeks to achieve and act to bring about inaction, reservations or abandonment of the many other important features that have been suggested.

It cannot be over-emphasised that studies such as this, which have been successfully implemented, have been looked at in their overall context. Those which have not been implemented have frequently been abandoned on the basis that a particular aspect has been the subject of vocal, and other uniformed or unobjective concern.

The implementation of the strategy is outlined as a series of actions to be undertaken or coordinated by Council. The recommended strategy allows for council to take an entrepreneurial role in development opportunities and play a positive role in servicing appropriate development.

Actions	Responsibility	Timing
. Public Exhibition	Council	Completed
. Consultation	Council	Completed
. Consider Submissions	Council	Completed
. Adopt Strategy	Council	Short term
. Statutory Planning Scheme amendments to facilitate implementation of the scheme ie. revise provisions.	Council	Short Term
. Identify planning scheme amendments required and establish schedule for their progressive implementation over time or as required.	Council	Short
. Establish Action/Implementation Committee of Council, Traders or the Chamber of Commerce to steer the implementation of the scheme.	Council	Short Term
. Undertake roadworks and traffic management to confirm status of ring road.	Council & Private	Medium Term
. Relocate bus station to enable infill development, extending Sunbury Square to include an "active frontage" or night time use.	Private	Long Term
. Closure of Brook Street in conjunction with redevelopment of properties to the south.	Council & Private	Medium Term

Actions	Responsibility	Timing
• Encourage establishment of outside tables in conjunction with restaurant being established in former Station Masters residence.	Council	Short Term
• In long term encourage the redevelopment of the site to establish an active frontage to Brook Street.	Council	Medium - Long Term
• Protect and reinstate the Railway Station building as a valuable contributor to the character of the area. Any extension required to upgrade the facility should be sympathetic with the character of the built form.	Council	Short Term
• Construct a new railway pedestrian crossing as present facility is inadequate.	Council PTC	Short - Medium Term
• Instigate closure of Evans Street between Station Street and Harker Street to facilitate new retail development.	Council	Long Term
• Investigate potential for developer levy scheme to be established to fund works ancillary to the implementation action of the Strategy Plan.	Council	Short Term Ongoing

Actions	Responsibility	Timing
- Investigate terms of purchase of carpark area (corner of Evans and Station Streets) by Council in respect of future development potential.	Council	Short Term
- Prepare design guidelines for re-development of sites abutting Brook Street and a scheme for the pedestrianisation of Brook Street and consider incentives for building form/facade to be stepped back from Evans Street.	Council	Short-Medium Term
- Prepare design guidelines for the treatment of decked car-parking abutting Sunbury Square.	Council	Short Term
- Prepare design guidelines for the treatment of the edge of carparking areas particularly at the intersection of O'Shanassy and Macedon Street.	Council	Short Term
- Prepare design guidelines for the treatment of key entrances to the town centre from the ring road, embracing landscape themes and built form.	Council	Short Term
- Close portion of Brook Street between Barkly and O'Shanassy Street to enable development of major design feature and focal point.	Council	Short Term

Actions	Responsibility	Timing
. Liasise with local service groups to investigate means to develop a rotunda or design feature as a community project.	Council	Short Term
. Prepare a summary statement detailing Councils objectives for the town centre and the implementation of a strategy plan.	Council	Short Term
. Investigate potential sites for relocation of the CFA from Evans Street and instigate discussions with the CFA.	Council /Private	Short - Medium Term
. Prepare a summary statement detailing Councils objectives for the town centre and implementation of a strategy plan.	Council	Short Term

9 COUNCIL'S ADOPTED STRATEGY

9.1 Introduction

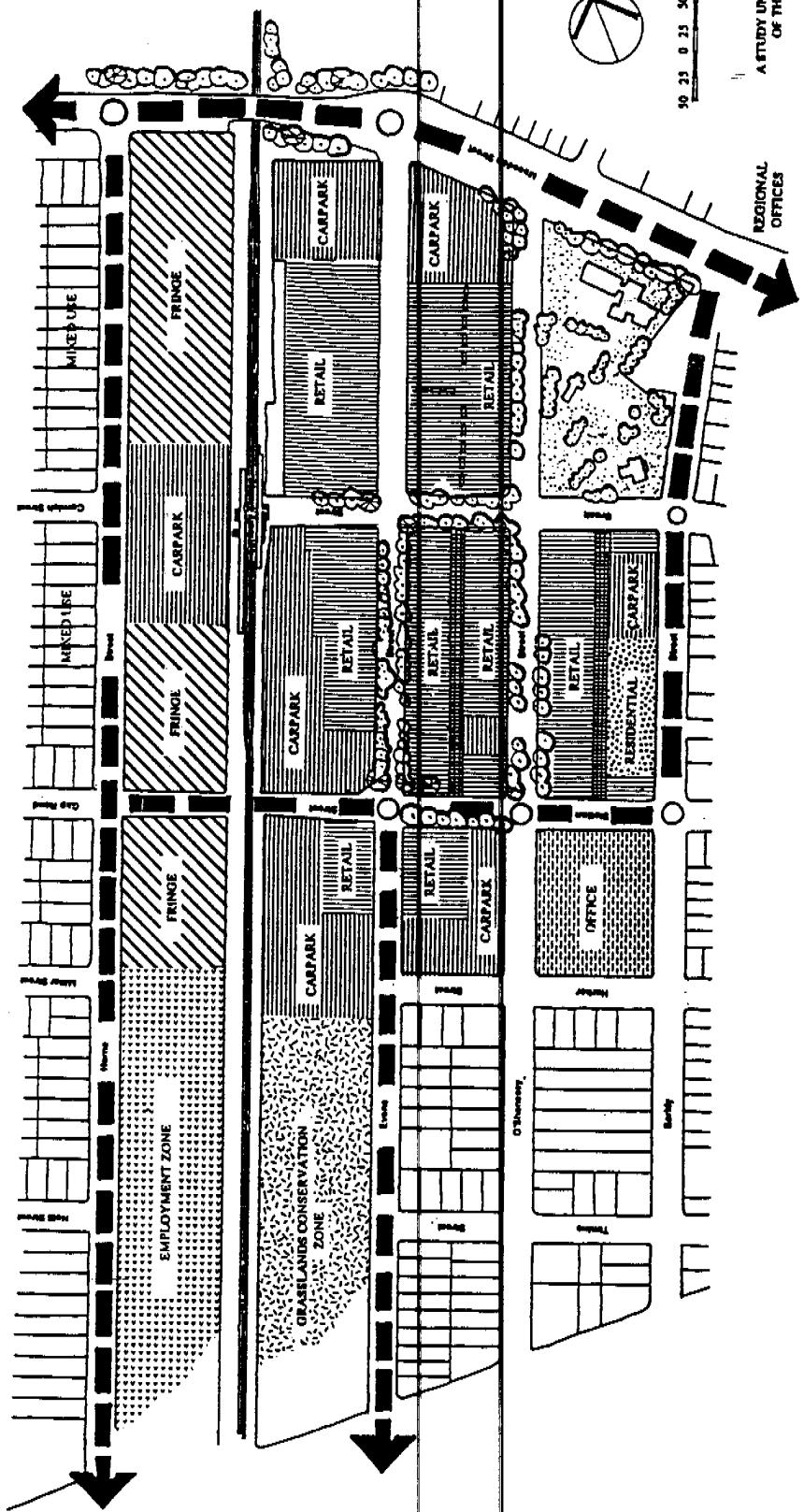
Further to the presentation of the consultants final report documenting their preferred strategy for the Sunbury Town Centre, Council considered the contents of the strategy, issues raised through the community consultation process, and an officer's report, and determined to accept the report in principle subject to certain modifications being made. These modifications have been directed to "better reflect Community and Council concerns" and their incorporation into the strategy will pave the way for the Council to adopt the strategy as policy.

This final chapter of the consultants report documents those modifications to form an amended strategy together with a revised structure plan which outlines the Council's adopted strategy. The chapter duplicates the format of the strategy description contained in section 8 of this report, viz

- (i) underlying principles;
- (ii) land use pattern;
- (iii) traffic;
- (iv) public transport; and
- (v) implementation.

9.2 Underlying Principles

- consolidation of retail uses;
- strengthening of the town centre's role and primacy, and its role as a destination for confident investment;
- build upon the centre's existing character, strengths and built form model;
- build upon and enhance the existing network of mid block plazas and continue to encourage dual commercial frontage to both streetfront and plazas;
- maximise the potential use of land within the centre (core);
- create and reinforce a ring road around the centre;



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November 1991

SUNBURY TOWN CENTRE STRATEGY

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- retain convenient on-street parking;
- retain two way traffic circulation throughout the town rather than introduce a system of one-way roads due to the negative impact of one-way networks on convenience and accessibility;
- provide car parking directly accessible from the ring route;
- keep retail development east of the railway line to consolidate the existing retail core;
- create opportunities for the creation of comfortable and "human scale" pedestrian spaces;
- locate those retail activities dependent on high exposure, large floor areas and vehicular access outside of the retail core but fronting and within the ring road;
- locate those uses not dependent on pedestrian access (ie., vehicular oriented) west of the railway line viz; fringe activities;
- encourage pedestrian movement between the different components but recognise people's desire to be able to drive between components;
- encourage medium density residential development, consulting rooms utilising existing housing stock, and the like on Horne Street opposite the railway lands;
- recognise the primacy of the town centre and the complementary support role of the smaller neighbourhood centres and designate Gap Road as a suitable location for a neighbourhood shopping facility, to tie in with the existing community centre, for development in the short term (5-10 years);
- recognise the importance of fringe uses and their relationship to the town centre;
- retail development should occur predominantly at street level with commercial floorspace above (other than non-retail services) within the core area;

- recognise the capacity of and desirability for the centre to absorb three level development (ground plus two floors) to better enclose the shopping streets and maximise use of available land;
- retention and improvement of existing rail crossings at Macendon and Station Streets with options for additional rail crossings at Shields Street/Mitchells Lane and or viaduct further south;
- protect the existing residential stock (cottages) in Barkly Street between Station and Brook Street; and
- retain the elderly persons units in Evans Street within the short to medium term and recognise the decision of the Lions Club to relocate the units in the future. This will free up the site for commercial use.
- capitalise on the existing public transport node (i.e. rail/bus);
- aim to visually enclose the centre by development and urban design treatment to terminate vistas where appropriate and to reinforce key features of the centre i.e. Railway Station, Sunbury Village Green and the Sunbury Post Office.

9.3 Town Centre Structure and Land Use

The preferred strategy consolidates retail activity to the east of the railway line. Retail activity should focus on Evans Street with a continuous retail frontage created extending to the south across Station Street and to the north opposite Sunbury Square.

The existing pattern of development within the town centre affords considerable opportunity for the progressive redevelopment of inappropriate land uses, which presently occupy key sites, and the infill of areas of underutilised land. The pattern of mid block plazas which has been established within the centre should be continued to facilitate ongoing infill development in the street block bound by Evans, Brook, Station and O'Shanassy Streets. This pattern of development and the opportunity for through block links should be extended to the block north of Brook Street. This street block, bound by Brook, Evans and O'Shanassy Streets and Macedon Road, contains several key land holdings. These are occupied by uses

which are inappropriate to a retail core and over time should be displaced to more appropriate peripheral locations. Incremental assembly of these lots will take some time and Council may assist in this process and to facilitate the relocation of the uses occupying those lots. It is recognised that the Telecom facility cannot be relocated however, provided access is retained, it may be incorporated into new development. There is a major opportunity for retail development to occur in this locality to complement Sunbury Square which lies opposite. As with the Sunbury Square development, car parking to serve new retail development on this block should be located to the north. It is understood that the Lions Club intends to relocate the elderly persons units and this will free the site for inclusion in redevelopment. The existing Elderly Persons Centre is appropriate to this location and would be compatible with redevelopment of adjoining lots.

There are considerable infill opportunities within the block bound by the railway line, Evans, Brook and Station Streets particularly through the land occupied by the SEC and STA leases.

The extension of retail activity and associated car parking south of Station Street should continue only as far as the alignment in the vicinity of Harker Street. Land beyond this point is significant in conservation terms for the remnant native grasses it supports and accordingly has been designated a grasslands conservation site. It is to be managed by a local community based management group. The treatment of the interface of this land with the adjoining retail and car park development will need to be managed carefully, particularly in terms of the choice of planting used in landscaping on site.

In the short to medium term the demand for commercial floorspace may be met within the existing "core" at first floor level. In the longer term the requirement for freestanding offices may be accommodated in the street block bound by Harker, Barkly, O'Shanassy and Station Streets. Development should occur within the framework of a notional development plan. Such development would complement retail development and the town centre's role. It is important that the ongoing demand for office floorspace is monitored and that planning discourages premature speculative office development occurring. Further the land opposite Council offices in Macedon Street is also recognised as having potential for

regional type offices and facilities consistent with the nature of uses/ownerships in the area.

Land to the west of the railway line and fronting Horne Street is designated for fringe uses. This area would embrace such uses as peripheral sales and those activities which require large floor areas, good exposure and access, yet proximity to the town centre as an attractor of trips. Those uses of a more industrial nature should be directed to the south of the fringe zone to the employment zone. Uses such as furniture retailers, floor coverings, showrooms, petrol filling stations and convenience stores, family restaurants and the like would be appropriate to the fringe areas.

The option to establish a bus interchange in conjunction with the commuter car park in Horne Street should be protected to facilitate the relocation of the bus station in Brook Street. Relocation of the bus station will, in the long term, facilitate retail development and the creation of an activity focus on Brook Street, the Post Office and the railway station. The downgrading of the role of Brook Street will enable narrowing of the road pavement and extension of the footpath areas to create more attractive pedestrian areas. Redevelopment and infill should be encouraged to present an activity frontage to Brook Street, and vital shop fronts, cafes and "people attractors" should be encouraged to locate there. The retention of the railway station in its present refurbished form will help to reinforce the built character of the town centre.

The strategy recommends that the town centre remains the primary centre and should be supported by smaller neighbourhood centres to accommodate the 5000 m² likely to be required for this level of service.

With respect to the future of Gap Road the consultants suggest that development of a neighbourhood facility would be appropriate in this location tying in with the established community centre. From the earliest reports prepared, the Consultants have recommended that the town centre should continue as the principal retail and commercial focus of the Shire. This recommendation was accepted by Council and the Government through the Melton / Sunbury Management Committee.

This was further confirmed by the Meldrum Burrows Study (1988), commissioned by Council, which similarly acknowledged that the investment in the existing town centre is extensive and should be built upon. It recommended that a small local or neighbourhood shopping centre should be developed in association with other peripheral sales / showrooms type uses.

At page 13 that report stated: *"There is no doubt that the expansion of the town centre is the more difficult of the two options which confront the Council. The development of Gap Road site is a comparatively easy response to the identified opportunities for new floorspace in Sunbury. In my opinion, Sunbury will benefit more in the longer term from an expanded town centre than two centres."*

The future of the Gap Road site, in commercial terms needs to be confirmed in order to create an appropriate environment for attracting investment into the town centre. The bulk of the Gap Road site has been rezoned to residential and development has commenced. The Planning Scheme allows a neighbourhood size commercial area (i.e. 6000 m²) fronting Gap Road adjacent to the Leisure Centre/TAFE site. Limitation on development outside the town centre will create confidence for investors and encourage them to overcome the difficulties associated with development in the town centre. There will be considerable opportunity for Council to actively participate in the development process to assist in the consolidation and acquisition of sites and in the positive influence of design and development.

9.4 Traffic and Parking

The recommended strategy seeks to effect a traffic network served by a ringroad from which off street parking may be accessed. Ideally the ring road around the town centre should serve to not only define any edge to the centre but allow through traffic to be excluded and provide for traffic accessing the town centre. Streets within the town centre remain open to cater for local circulating traffic.

Car parking should be consolidated where possible at the edge of retail activity to facilitate easy and direct access for car parking from the ring road. Motorists will still seek on street parking and consequently congestion will continue to occur at peak hour from

traffic circulating in the centre. The use of clear signs to direct motorists to off street parking, in addition to the creation of clear, comfortable and safe pedestrian links from car parks to streets, will provide positive incentives to encourage motorists to go directly to off street parking. Further the introduction of additional measures through narrowing of road pavements and widening of footpaths in appropriate locations may effectively discourage unnecessary through traffic movement.

The strategy recommends the consolidation of parking at the edge of the retail core and seeks the reinstatement of a continuous retail frontage in Evans Street with parking relocated in expanded parking areas. Decked car parking may be an appropriate means to meet car parking demands however its location and design of the parking structure will need to be mindful of the sensitive viewlines and historic features of the town centre.

The strategy recognises the need for the duplication of the Macedon Street bridge and the long term option of providing an additional at grade railway crossing to the south of Station Street. The expansion of retail development in Evans Street across Station Street will introduce further conflict between pedestrian movement, local and through traffic. An additional crossing may be established in the long term at Shield Street and Mitchells Lane or to the viaduct further south.

9.5 Public Transport

In the short term, the bus terminus would be retained in its current location. Ultimately, it is suggested the bus terminus be relocated to the west of the railway line to allow redevelopment of the land currently occupied by the terminus for uses that provide activity (and hence security) around the railway station. Redevelopment should also provide for an "active" frontage to be created to Brook Street to effect the creation of a pedestrian focus through pavement modification. Circulation of buses through the town centre is envisaged to continue after removal of the terminus.

9.6 Implementation

Implementation of the preferred strategy is a process that will take place over a number of years and require involvement by a number of different public and private sector participants.

The implementation of the strategy is outlined as a series of actions to be undertaken or co-ordinated by Council. The favoured strategy allows for Council to take an entrepreneurial role in development opportunities and play a positive role in facilitating appropriate development.

The following list of actions prescribes the progressive measures to be co-ordinated to facilitate the implementation of the strategy. With respect to planning scheme amendments it is recommended that the areas designated for "fringe" purposes should be so designated in the Planning Scheme while the office and balance of the commercial / retail area should be rezoned as required and in conjunction with an overall development plan. This will enhance the degree of influence Council may exert on the format of development.

ACTIONS	RESPONSIBILITY	TIMING
• Public Exhibition	Council	Completed
• Consultation	Council	Completed
• Consider Submissions	Council	Completed
• Adopt Strategy	Council	Short Term
• Identify planning scheme amendments required and establish schedule for their progressive implementation over time or as required.	Council	Short Term
• Establish Action / Implementation Committee of Council, Traders or the Chamber of Commerce to steer the implementation of the scheme.	Business Community	Medium Term
• Prepare Traffic Management Plan	Council	Short Term
• Undertake roadworks and traffic management to confirm status of ring road and explore options pavement modification to discourage through traffic.	Council & Private	Medium Term

ACTIONS	RESPONSIBILITY	TIMING
<ul style="list-style-type: none"> • Relocate bus station to enable infill development, extending retail development to include an "active frontage" or night time use. 	Private	Long Term
<ul style="list-style-type: none"> • Streetscape works in Brook Street in conjunction with redevelopment of abutting properties. 	Council and Private	Medium to Long Term
<ul style="list-style-type: none"> • Encourage the redevelopment of the Station Masters residence site to establish an active frontage to Brook Street. 	Council	Medium - Long Term
<ul style="list-style-type: none"> • Protect and reinstate the Railway Station building as a valuable contributor to the character of the area. Any extension required to upgrade the facility should be sympathetic with the character of the built form. 	Council	Short Term
<ul style="list-style-type: none"> • Streetscape works (paving, landscaping) on an infill basis as development proceeds. 	Council (Design) Private (Construction)	As development proceeds
<ul style="list-style-type: none"> • Establish feasibility of and if possible construct a new railway pedestrian crossing as present facility is inadequate. 	Council & PTC	Medium Term
<ul style="list-style-type: none"> • Investigate potential for developer levy scheme to be established to fund works ancillary to the implementation of the Strategy Plan. 	Council	Short Term Ongoing
<ul style="list-style-type: none"> • Investigate terms of purchase of car park area (corner of Evans and Station Streets) by Council. 	Council	Completed

ACTIONS	RESPONSIBILITY	TIMING
<ul style="list-style-type: none"> • Prepare design guidelines for redevelopment / upgrade of sites abutting Brook Street and a scheme for the pavement modification of Brook Street and consider incentives for building form / facade to be stepped back from Evans Street. 	Council	Short - Medium Term
<ul style="list-style-type: none"> • Prepare design guidelines for the treatment of decked car parking in town centre. 	Council	As required
<ul style="list-style-type: none"> • Prepare design guidelines for the treatment of the edge of car parking areas particularly at the intersection of O'Shanassy and Macedon Street. 	Council	Short Term
<ul style="list-style-type: none"> • Prepare design guidelines for the treatment of key entrances to the town centre from the ring road, embracing landscape themes, signs and built form. 	Council	Short Term
<ul style="list-style-type: none"> • Narrow pavement at Brook Street between Barkly and O'Shanassy Street to enable development of major design feature and focal point. 	Council	Short Term
<ul style="list-style-type: none"> • Liaise with local service groups to investigate means to develop a rotunda or design feature as a community project. 	Council	Short Term
<ul style="list-style-type: none"> • Prepare a summary statement detailing Council's objectives for the town centre and the implementation of a strategy plan. 	Council	Short Term
<ul style="list-style-type: none"> • Investigate potential sites for relocation of the CFA from Evans Street and instigate discussions with the CFA. 	Council & Private	Short - Medium Term

ACTIONS	RESPONSIBILITY	TIMING
<ul style="list-style-type: none">• Commence acquisition and development of midblock right of way north of Brook Street.	Council & Private	As development proceeds

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APPENDIX A - COSTING ESTIMATES

These estimates have been prepared at the direction of Council following a presentation of alternate options by the consultants and a discussion paper assessing their relative advantages and disadvantages. These estimates are very approximate and should not be taken as an indication of absolute cost of any component of development. Their only value lies in understanding relative performance of options. Any detailed development proposal would be subject to very detailed costing analysis and review to minimise costs to meet a developer's particular development objectives. In any event they would be the developer's responsibility and would not be dependant on the "public purse". Any future investment however, would be dependant on the certainty of the future role of the town centre in retaining its primacy.

The estimates of the overall cost of options incorporate the land value based on figures provided by the Shire of Bulla Valuer which do not represent a realistic estimate of what the "cost" of assembling the land would be in terms of what the "market" would be prepared to pay. These valuations also fail to take into account the greater value which may be realised in betterment of the holdings through upgraded zoning. This betterment could be seen as a means to compensate the ultimate displacement of existing land owners or users.

The costing estimates are provided in two sections. First, the costs associated with roadworks to facilitate development and secondly, the overall cost of different options in terms of actual built form and land costs. In some instances of infill development, it is assumed that the land component is not included as it is already in ownership for retail purposes.

Further, the "costs" of each option do not neatly divide themselves into Council and private developer responsibility. There is scope for joint venture development in some options with road closures, and the expansion of the concepts of developer levies may provide for funding of external "costs". It should also be noted that the development of the centre will be progressive over a considerable time frame (10-15 years) and costing structures will vary enormously over that period.

a **Indicative Roadworks Construction Cost Estimate**

(See Table Overleaf)

b **Indicative Construction Costs for each Option**

These estimates are based on figures contained in "Riders Digest", a publication produced by Rider Hunt Melbourne Pty Ltd (1991) which is a compendium of cost information and related data on the construction industry. This guide is qualified with the advice that the cost information is indicative and

for general guidance only and is based on rates ruling at December 1990. These figures are presented as a range for construction and due to their conservative nature, the lower range figures have been used.

These costing estimates only cover retail development, including Department store, Supermarket, Variety store, Mall, Specialty stores, Office development and car parking to be constructed.

"Fringe" uses embrace such a range of types of establishments that it would be impossible to provide even an estimate as construction costs vary markedly between showrooms, service industrial buildings and the like.

COSTING ESTIMATES

	\$M		
	Land Acquisition	Development	Total
Option 1	12.03	22.30	34.33
Option 2	11.94	20.70	32.64
Option 3	6.80	27.10	33.90
Option 4	5.50	20.40	25.90
Option 5	8.08	23.50	31.58
Option 6	11.70	20.40	32.10
Option 7	5.30	25.30	30.60

APPENDIX B - LIST OF SUBMITTORS

List of Submittors who responded to the Public Display of Strategy Options.

- (i) G and M Van Remmen
34 Barkly Street
Sunbury
- (ii) B Ireland
PO Box 11
Sunbury
- (iii) WBCM Group on behalf of BP Australia Ltd
- (iv) Sunbury Chamber of Commerce
- (v) PLM Development Consultants on behalf of Trepbine Investments Pty Ltd (Sunbury Square)
- (vi) Econsult Planning and Development on behalf of Melbourne 1990 Pty Ltd
- (vii) Marc Di Paolo
Sunbury Physiotherapy Clinic
3 Brook Street
Sunbury
- (viii) Braderlyn Pty Ltd
Lot 10 Berric Road
Gisborne
- (ix) R W Smyth
21 Mitchells Land
Sunbury

APPENDIX C - ACKNOWLEDGEMENTS**Sunbury Town Centre Study Team***Perrott Lyon Mathieson Pty Ltd*

David G Whitney	Study Director
Judy Nicholson	Project Planner
Jon Boucher	Graphics
Rolf Fenner	Planner
Lina Galea	Word Processing
Nicole Mills	Word processing

Arup Transportation Planning

Andrew Wisdom	Transport Planner
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- The Sunbury Chamber of Commerce and the business community; .
- Residents of the Shire of Bulla involved in the public consultation processes, including Sunbury Rotary and the Sunbury Mothers Club.

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