

## dennington neighbourhood activity centre structure plan

prepared for city of warnambool

by hansen partnership pty ltd

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# 1 introduction

The Dennington Neighbourhood Activity Centre Structure Plan is a strategic document that sets out a long term planning and design vision for evolution of the precinct. The Structure Plan has been prepared by Hansen Partnership on behalf of Warrnambool City Council and follows a series of strategic studies, including the Warrnambool Retail Strategy (December 2007) and the North East Warrnambool and North Dennington Structure Plans (June 2007) that anticipate considerable population growth and residential development in and around the western edge of the city.

The future growth area of Dennington North is expected to *'...provide for a mix of conventional development yielding in the order of 900 dwellings'* and further demand for the creation of a new Neighbourhood Activity Centre servicing Dennington and West Warrnambool that provides for a range of retail, commercial and community services.

The purpose therefore of the Dennington Neighbourhood Activity Centre Structure Plan (or NACSP) is to determine the appropriate location, form and configuration of any such an Activity Centre in light of the location of existing commercial and community facilities and available developable land that is easily accessible to the growing residential sector with good highway exposure. A further purpose of the study is to determine a suitable built form that ensures a centre that is functional, attractive and effective as a community focal point with the capacity to grow.

## 1.1 land affected by the structure plan

The land examined as part of the NACSP is in the southern part of Dennington, at the western edge of the city abutting the Merri River. Once an independent settlement to the west of Warrnambool, Dennington emerged from the important Nestle industrial complex established in 1908. Since that time, Warrnambool has grown westward and enveloped Dennington, which now serves as the western gateway to the greater city on the banks of the Merri River.

The study area for the NACSP is bound by the Merri River to the west, Drummond Street to the north, land fronting Raglan Parade to the south and the rail overpass to the east. Within this area, existing industrial uses occur to the east, with predominantly residential, community and commercial uses to the west.

The study area is influenced by a number of features, including the Princes Highway frontage, the disused rail line to the north, notable slope and substantial bridge infrastructure associated with road crossing of the former rail line. The former Nestle factory (now Fonterra) is located immediately to the north of the study area but remains an important local and regional employment node.

In a wider context, residential growth is anticipated to both the north and south of the study area. A series of Industrial 3 zoned development sites along the Princes Highway have the potential to accommodate new retail and mixed use development as a catalyst for emergence of the Activity Centre. It is critical for any new Activity Centre services to be well integrated with the existing community and commercial services established within Dennington.

## 1.2 what is a structure plan

A structure plan is a tool to manage change and development form of Activity Centres or geographic areas. Structure planning is a process of developing through collaboration a framework for redevelopment of private land over a period of between 20 and 30 years, including long term changes to land use, built form, movement networks and public spaces. While the focus of structure planning lies in development of private land, public initiatives required to support investment also form part of Plan.

There is no need for Structure Plans to be overly complex. Rather, the most successful Plans are straightforward concepts that are durable enough to stand the test of time, and social, political and economic change.



## 2 policy & strategies

The Warrnambool Planning Scheme sets out policies for land use and development in the City. State-wide policies that are relevant to the Structure Plan include:

### Clause 17.01 Activity Centres

This seeks to encourage the location of commercial and community services in a central activity centre that provides a variety of land uses in an accessible location.

### Clause 19.03 Design and Built form

The objective of this Clause is to achieve high quality urban design and architecture that reflects the particular characteristics, aspirations and cultural identity of the community, enhances liveability, diversity, amenity and safety of the public realm and promotes attractiveness of towns and cities within broader strategic contexts. Allied to Clause 19.03 are State-wide Activity Centre Design Guidelines which are the principal tools used for decision making on development form and image in metropolitan and regional Activity Centres. The guidelines in Activity centres seek to;

- develop a good quality public environment
- promote street based patterns of connection
- improve community safety
- encourage a mix of uses
- improve pedestrian and cycling amenity
- promote a public transport focus
- increase accessibility and integration
- encourage environmental sustainability

### Clause 21.03 Vision – Strategic Framework

The Warrnambool MSS identifies Dennington as a satellite township to Warrnambool with its own identity with its own community and commercial focus to the south. The MSS also recognises North Dennington as a growth area for future the supply of residential and employment land. A key strategic vision seeks to ensure continued residential and employment growth and a sufficient supply of developable land.

### Other strategic work

The Warrnambool Retail Strategy (2007) was adopted in December 2007. The strategy identifies a hierarchy of retail activity for the City. The strategy seeks to:

- Give effect to the long-standing primacy of the City Centre;
- Consolidate and strengthen the Eastern Activity Precinct through the expansion of the precinct to deliver a range of services and roles that complement the City Centre;
- Facilitate the development of several, strategically located neighbourhood and local convenience centres to support developing areas and small communities, including Dennington/ West Warrnambool and Allansford; and
- Support the ongoing improvement of Northpoint Village, as an important neighbourhood centre for the developing northern Warrnambool area.

As relates to Dennington, the Strategy recommends 'a single supermarket based centre be developed with a complement of speciality stores and services to provide for the day to day and weekly needs of the local community' Accordingly, the Strategy recommends the following floorspace limits to 2031.

- A small-medium sized supermarket in the range of 1,500 to 2,000m<sup>2</sup> GLA
- A complement of speciality stores and services not to exceed 1,000m<sup>2</sup> GLA.

## 2.1 recent development application

In response to the specific findings of the Retail Strategy and the residential growth anticipated in the North East Warrnambool and North Dennington Structure Plans, an application was received by Council for rezoning of existing vacant land at 1308-1320 Princes Highway, Dennington from Industrial 3 to Business 1 Zone to facilitate the development of a supermarket and associated speciality retailing.

In many respects, this application is the catalyst for the preparation of NACSP. Consequently the NACSP will seek to examine the most appropriate means of realising retail development and integration on the application land as relates to its relationship with existing services and infrastructure. This strategic analysis is necessary in order to justify and proposed rezoning of land and/or any subsequent planning application.



### 3 preparing the structure plan

An initial meeting of the local community was convened by Council in March 2009 to discuss the Dennington community's visions and aspirations for the town centre. The workshop discussed a future vision for Dennington that incorporated issues of commercial activity, traffic considerations and landscape additions. Following from the community workshop and in response to the application for rezoning of land and planning application for development of a supermarket at 1308-1320 Princes Highway, Dennington, the City of Warrnambool convened a stakeholder workshop in July 2009 in order to examine the potential opportunities and constraints associated with the development initiative. The focus of this workshop was to explore the relationships between the proposed development application and the existing features and facilities of Dennington. The workshop was facilitated by a team from Hansen Partnership and attended by council officers, state government and agency representatives, key land owners and the Applicant and its advisers.

The focus of the workshop was to establish a series of agreed principles for evolution of the Dennington Neighbourhood Activity Centre and establish the basis for the best fit for any future or prospective large format store (or big box retail) development. The aim for the full day workshop was to develop a generally 'agreed' concept for evolution of the Activity Centre to be then further advanced through detailed site investigation and research. The agenda for the event was as follows:

- introduction
- purpose of the event
- extent of study area
- NAC principles
- opportunities and constraints
- agreed principals for dennington
- elements of the structure plan
- finding a structure plan form
- priorities and actions
- staging and key milestones

The NACSP was successful in that it prompted a refinement of the planning application design and set out a series of strategic ambitions also to be considered by Council over time. The workshop reiterated the need for more rigorous design control over the form and appearance of retail buildings with the Activity Centre.

### 4 the precinct in context

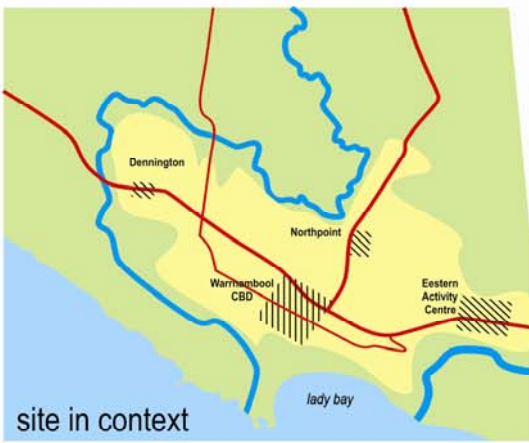
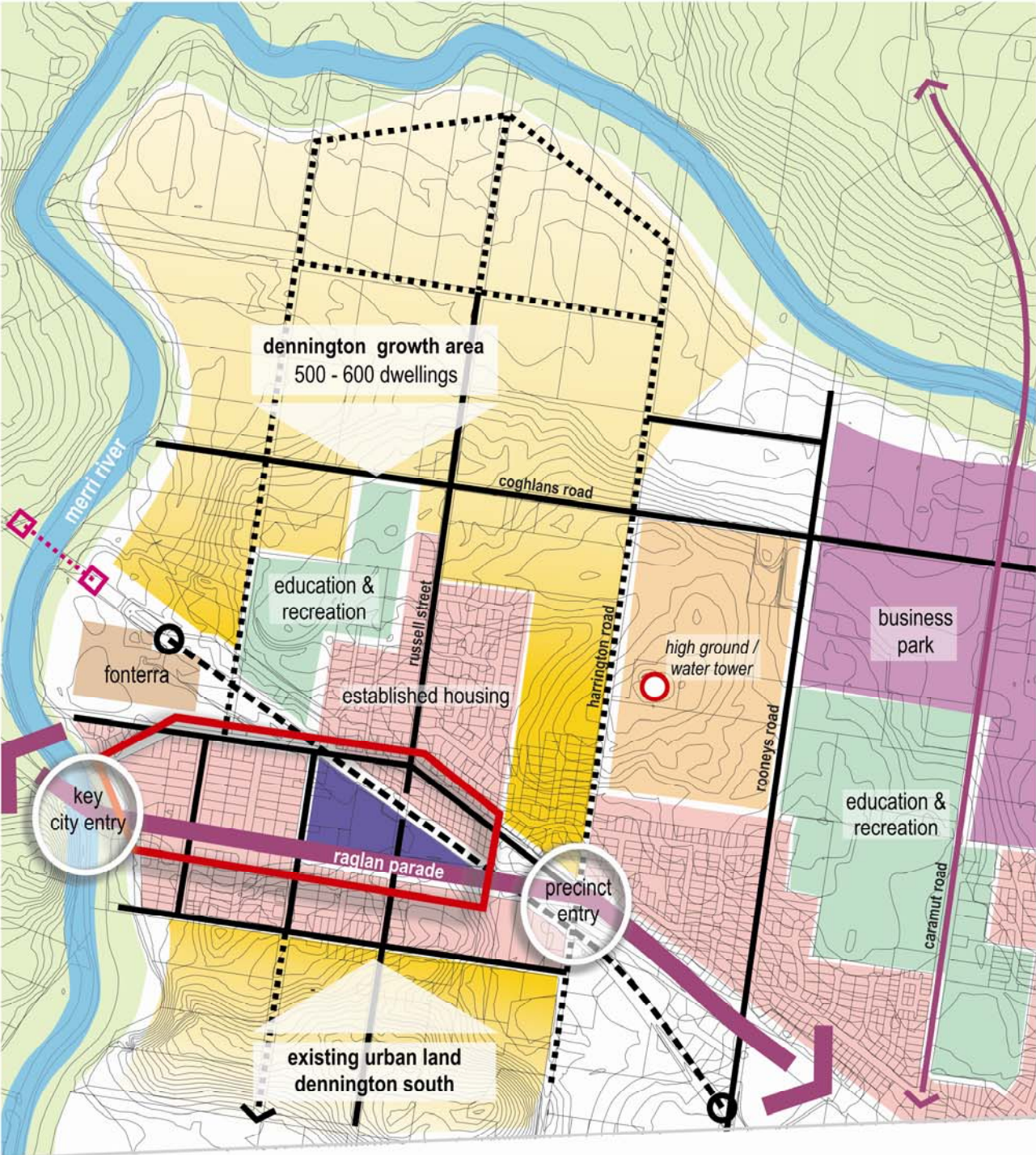
Dennington is located adjacent to the Merri River on the western edge of Warrnambool. The settlement has a village quality and a strong sense of community, with a distinctive working class cultural and built form heritage. The settlement area is discrete and set off the Princes Highway frontage. On the north side of the Highway are a series of industrial sites used for fuel storage and timber processing. Some of this land is vacant. The western part of the precinct consists of standard housing emanating from the early 20<sup>th</sup> century and a series of community facilities including church, primary school, kindergarten and general store and hotel. The principal industry in Dennington is the Fonterra milk-processing facility on Drummond Street. A disused rail line connecting to Fonterra forms a physical barrier between the village core and the emerging residential subdivisions to the north. North of the rail is the Dennington oval and sports club. To the south of the Princes Highway, further residential development occurs on rising land with larger rural allotments occupying the foothills leading to the coast. These features are outlined in Figure 1 overleaf.

Dennington is located in a relative trough with land rising to both the north and south. The Merri River winds its way toward the ocean to the west and forms part of an important linear open space encircling the City. Given the expansion of the greater City, Dennington is now the gateway to Warrnambool and serves an important role as the first front of urban development when approaching the City from the west.





Figure 1 study area context



**dennington**  
**neighbourhood activity centre**  
**structure plan**  
study area context

- legend
- study area
  - key opportunity sites
  - existing industrial uses
  - proposed business park
  - residential growth areas
  - established housing areas
  - education & recreation uses
  - service & infrastructure uses
  - main road network
  - existing/ proposed roads
  - town/ precinct gateways
  - disused rail line
  - historic rail bridge

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## 5 precinct analysis

The NACSP is underpinned by a sound physical analysis of the study area and its context as outlined in Figures 1 and 2 as attached. An examination of the precinct's land use, environmental and accessibility features assists in determining the key opportunities and constraints of the Activity Centre and its potential as a credible 'people place' servicing the existing and future residential communities.

As the industrial zoned land fronting the Highway is largely underutilised and within close proximity to the existing and emerging residential development, there is potential for it to be redeveloped over time to a higher and better use. This land is well positioned for redevelopment due to its highly exposed Highway address and its abuttal to the elevated (and now disused) rail line. An existing dwelling is located within the Industrial zone on Russell Street south and it is preferred over the longer term that potential land use conflicts of this kind are avoided. The Industrial land fronting the Highway is also subject to a series of infrastructure easements which limit the extent of built form across the land.

The topography of the precinct varies considerably, with land rising progressively to both the north and south from the lower lying Highway alignment. Any potential new development within the precinct will therefore be prominent from the outlying areas and key view lines are available from the Merri River bridge and the Highway (rail) overpass. Land to the south side of the highway (particularly east of Lindsay Street) is set atop a steep embankment that constrains vehicle or pedestrian access to village services to the north. Access across the Highway is therefore focussed at the junction with Lindsay Street, resulting in numerous vehicle movements leading between the Highway and Drummond Street.

Traffic volumes utilising the local street network do not current present significant conflicts, however the junction Drummond and Lindsay Street and the disused rail is awkward at best. This may present issues as traffic volumes increase with population growth in the north. Furthermore, heavy vehicle movements leading to Fonterra factory are confined to Lindsay Street due to the closure of Hood Street. Pedestrian access throughout the precinct is poor, in particular around the key community destinations of the St John's Primary School. Russell Street is presently closed at its junction with the disused rail line, creating an effective cul de sac to the north and south. There is however considerable pedestrian desire to cross the rail at this point.

Another key opportunity within the precinct is St John's School between Tylden and Hood Streets fronting the Highway. This site will be vacated in the medium term as the school relocates to an expanded site in Dennington North. The release of this land for broader community or residential use is important as it is also a key contributor to the image and presentation of Dennington. The site includes an historic building in the former Church and contains some considerable canopy vegetation to its fringes.

A limited suite of commercial and retail services are currently provided on the south side of Drummond Street, including a general store and traditional hotel building. These are important remnants of the Dennington Village and should form part of a new network of community and retail uses. These are well connected to the substantial Fonterra complex to the north and east. The precinct also suffers from a lack of quality public space and relies almost entirely on the linear open space along the banks of the Merri River (Payne Reserve). These are open and attractive spaces that are largely disconnected from the existing community and commercial sectors.

The location and alignment of the Highway overpass and disused rail line are such that Dennington is (and will continue to be) disconnected from the broader City to the east. This is not necessarily a constraint as it ensures that the future Dennington NAC can be contained within a relatively small pocket of land in between the Highway and rail line. The prospect of a compact and contained NAC is in keeping with the existing format of Dennington as a village.



Figure 2 study area analysis





## 6 design principles

The key 'agreed' principles that underpin the development of the Dennington Neighbourhood Activity Centre Structure Plan were developed during the collaborative workshop held in July 2009. These were developed so as to ensure that the key issues relating to land use, access and movement, built form and landscape were addressed as guiding parameters for conceptual planning of the precinct.

The key principles are outlined below and illustrated in Figure 3:

1. To realise development at key junctions and streetscapes in an orderly and timely manner to establish the NAC.
2. To cohesively integrate development between Lindsay and Russell Streets through active building interfaces and connections.
3. To provide for community services, consolidated housing and tourism uses in a dedicated area to the west with highway frontage.
4. To promote and support a mixed use spine along Lindsay Street and an active frontage to the Activity Centre.
5. To address issues of contamination and easement alignment to facilitate the best use of key sites within the Activity Centre.
6. To improve physical connections to residential growth areas in the north and south for vehicles and pedestrians.
7. To encourage residential consolidation within a 400m radius from the central retailing area to establish a walk-able catchment.
8. To ensure services and loading are appropriately sited and screened from visible locations along the railway line.
9. To encourage care in the design of large buildings and roof lines for the establishment of a quality built environment for the Activity Centre.
10. To improve the gateway role of Dennington through landscape and sensitive built form to Raglan Parade.

While these principles have a generic quality to them and are not particularly site specific, they are tailored so that they are consistent and compliant with the key State and Local Government Design Guidelines and the primary ambitions of the Retail Strategy in establishing Dennington NAC as a small local 'single supermarket' based precinct. What these principles do seek to highlight is the need for the Dennington NAC to be more than just a supermarket centre, and a place that embraces the range of other human and community services as well as notable residential consolidation. To this end, one of the leading directions emerging from the 'principles' process is the formation of three critical axes in development of the precinct. These are:

- The principal retail frontage to Raglan Parade (Princes Highway) to the south between Lindsay and Russell Streets, accommodating primary retail services in an exposed location,
- The key mixed use streetscape to either side of Lindsay Street between the Highway and Drummond Street, accommodating for housing and other commercial or community related activities over time, and
- The definition of Drummond Street between Lindsay and Hood Streets as a key connector between the existing and future retail and commercial services, with excellent access and exposure to new communities to the north.

The definition of these key three axes establishes the 'skeleton' of the future Activity Centre and the functional basis for determining the most appropriate location for future supermarket, mixed use and residential development.



Figure 3 design principles





## 7 dennington nac vision

Having regard to the above principles, the following vision statement for the Activity Centre has been prepared that generally reflects the aspirations for the community, Council, key landowners and stakeholders. It is to establish:

*'Dennington Neighbourhood Activity Centre is a small village precinct and the primary focus for the local convenience and weekly shopping needs of Dennington/ West Warrnambool, comprising a range of retail, commercial, leisure and community facilities and enticing outdoor spaces. Improved links between the Town Centre and residential growth areas, in association with new mixed use development along Lindsay Street will ensure harmonious integration between the new retail area and the existing traditional village heart'.*

Such a vision and objective statement for the Dennington NAC is necessary as it assist in guiding key decision making as relates to development of both the private and public realm within the Centre. It is also critical so as to ensure that there are no misconceptions of the Centre growing in a way that would impact upon the primacy of the Warrnambool City heart or other freestanding malls such as that at Northpoint.

It is also important to recognise that the vision is not intended to be realised for some time (in excess of 20 years). The first step in the redevelopment process is to rezone appropriately identified land to facilitate realisation of the (Retail Strategy confirmed) supermarket and ancillary businesses to serve as attractors for future investment.

Following development of the supermarket, there may (with time) be the desire for properties fronting Lindsay Street to redevelop as higher density housing or mixed use. In some cases, dwellings used for businesses are a demonstration of this shift in activity. This may also be influenced by the type of form that is realised on the vacated School site as it presents to the Highway.

During this lengthy evolution, the Council may progress with infrastructure and landscape improvements to the design of roads and public spaces so to create more attractive, safe and functional centre. The provision of such 'public' improvements should complement the considerable private investment provided by local stakeholders and land owners



## 8 the structure plan concept

The structure plan concept for the Dennington Neighbourhood Activity Centre seeks to build upon the existing arrangement of land uses within the precinct and establish consolidation and retail growth to the east across existing Industrial land. The focus of the concept is development of retail services in the form of a supermarket and additional specialty shops to the east of Lindsay Street, with a strengthening of Lindsay Street as a movement and mixed use spine, realising linked activity and connectivity to the existing local services role of Drummond Street.

The concept recognises Dennington as a gateway into Warrnambool from the west through siting and design of buildings and landscape along the Highway frontage, where visibility and access are favourable to passing traffic. A focus for the Centre will be established in the area bound by Lindsay Street, Raglan Parade, Russell Street and the railway with a mixed use spine to be developed along Lindsay Street to the west. Community facilities in association with consolidated housing and tourism uses will evolve on sites to the west toward the Merri River across land presently occupied by St Johns Primary School. Existing commercial activity on Drummond Street will be linked back into the retail core through street treatments and pedestrian linkages.

An improved street interface will be established along either side of Lindsay Street to reinforce the 'main street' village quality of the township. This streetscape will benefit from accommodating principal access to the north and south, northern sunlit pavements and well concealed car parking and service/ loading. It is in effect a street 'skin' concealing the larger format retail and commercial services located to the east.

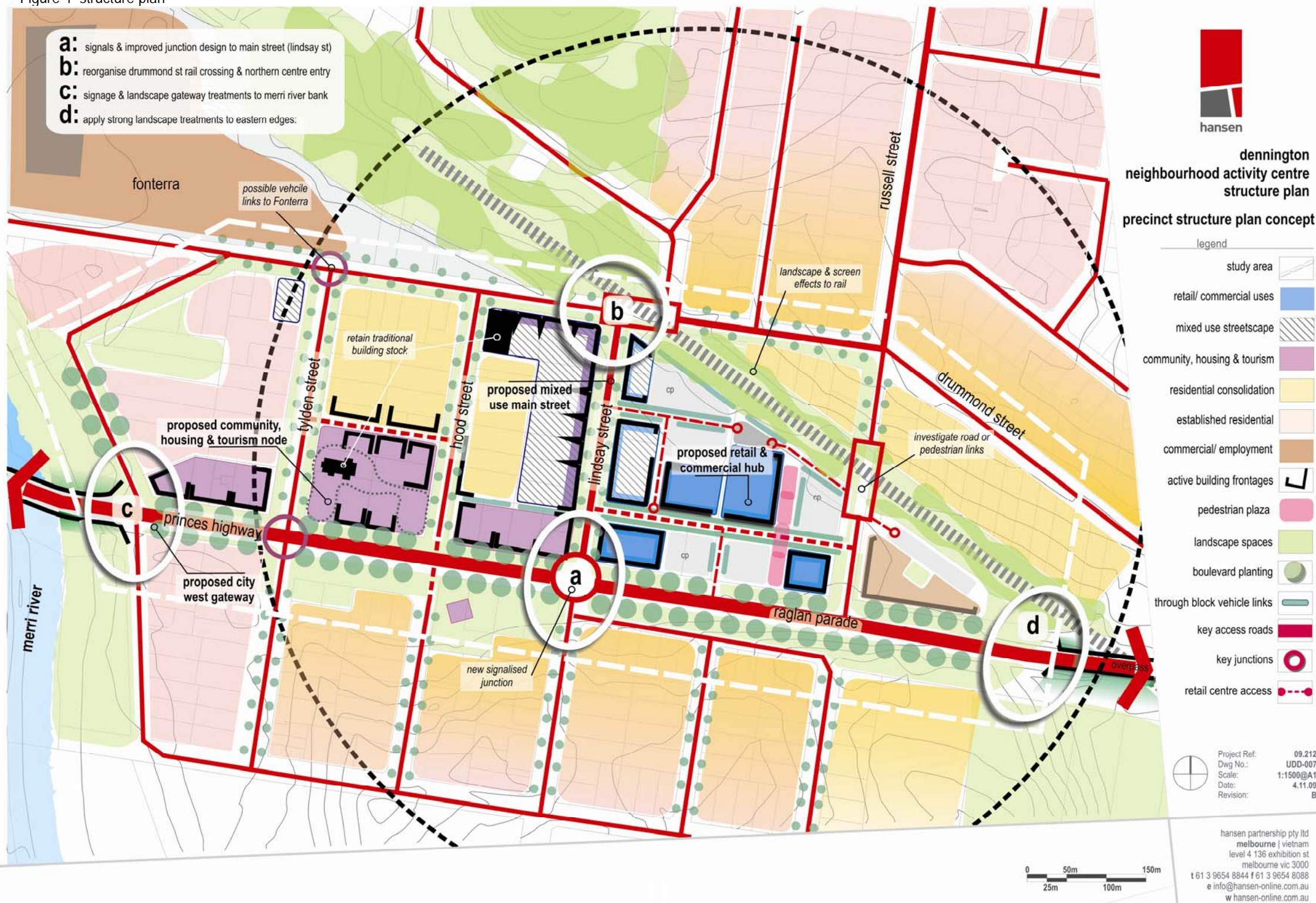
The contained nature of central Dennington will as a matter of course remain, with residential growth occurring principally to the north and south, and marginal growth to the west across land currently serving as established residential stock. There is only limited capacity in structural terms to 'break out' of the triangular commercial configuration determined by the location of the railway and highway overpass. This occurs to the north east, where there may (in due course) be the capacity for Russell Street to extend (as a pedestrian or vehicular link) residential land to the north and the emerging retail centre to the south.

The key elements of the Structure Plan are outlined in Figure 4 overleaf. The components of the Plan are also described in subsequent framework diagrams which summarise the key thematic components that make up the Plan.





Figure 4 structure plan



## 8.1 land use framework

The land use framework (refer Figure 5) sets out the land use objectives for the DNACSP. The structure plan seeks to establish a new Business 1 Zone within the core of the precinct on underutilised land to facilitate establishment of retail and commercial uses. Existing land to the east of Russell Street should continue as an employment or office use as it is not suitably sized or shaped for core retail use.

It is envisaged that the supermarket and selected specialty stores will be established initially as the catalyst for subsequent expansion of the centre. Once this is established further diversification of land uses will occur. To complement the retail core, the plan proposes a mixed-use spine along Lindsay Street accommodating for housing in association with commercial/office or community services. Medical and small service businesses and shop top housing could establish to either side of Lindsay Street. As the school relocates, it is proposed to establish a community, housing and tourism precinct west of Lindsay Street particularly with highway frontage. Existing residential lots within the study area have the capacity to consolidate overtime to contribute to a strong local catchments for the Activity Centre.

### 8.1.1 objectives

The following land use objectives represent the key basis of the Structure Plan:

- Establish a Neighbourhood Activity Centre at Dennington to serve the local weekly convenience needs of the community.
- Focus retail services toward the Highway between Lindsay and Russell Streets wrapping around to address each streetscape.
- Integrate different land uses in a cohesive way to increase activity and identity of the Town Centre and avoid land use conflicts particular with residential uses.
- Establish a high quality built environment respectful of the gateway location along the Highway and prevailing low scale surrounds.
- Ensure buildings are well designed in sympathy with the village and address the streetscape with activate or attractive edges in exposed locations
- Realise the development of key underutilised sites within the Town Centre in an orderly, integrated and timely manner.
- Integrate community activities with the commercial uses in the Town Centre to maximise their usage.

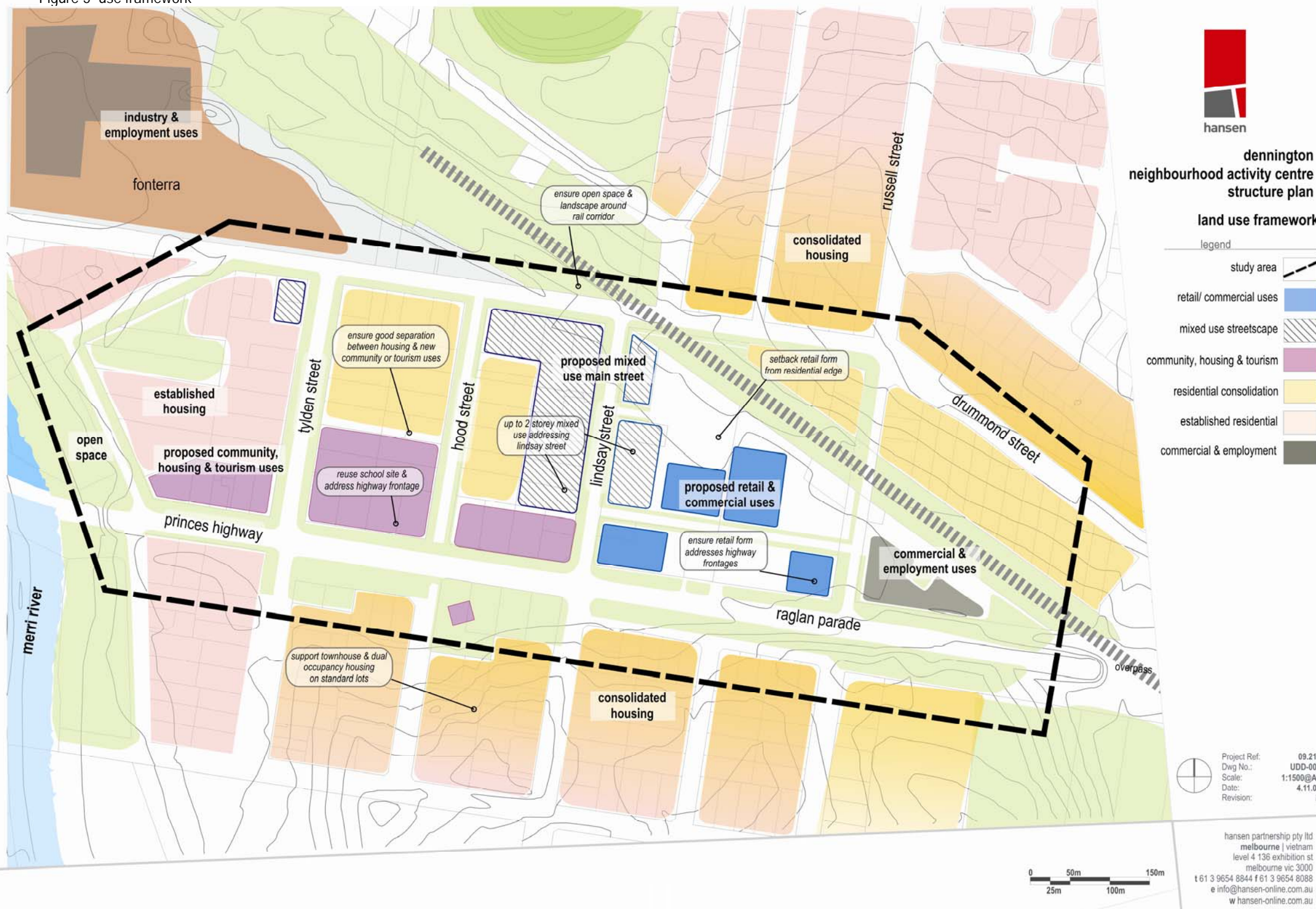
### 8.1.2 land use initiatives

These objectives can be achieved through:

- A supermarket and specialty retailing to approximately 3,000m<sup>2</sup> combined should serve as the commercial anchor in the centre within a new Business 1 zone.
- Consisting of A single supermarket of 2,000m<sup>2</sup> should be set as close as possible to the Highway frontage with glazed presentation to the south and east.
- With additional Freestanding retailing uses of up 1,000m<sup>2</sup> should also be set to the Highway frontage and should be built to boundary with activated building edges.
- Future built form along Raglan Parade will address the street with glazed frontages and entries to the street.
- Lindsay Street will evolve as a 'main street' with a mix of land uses facing the street in a traditional form with footpaths, glazed frontages and housing above. This effect should wrap around to address Drummond Street.
- The triangular parcel of Industrial land to the eastern corner should maintain an employment role and may over time convert to a non retail based business zone.
- A community, housing and tourism precinct will co locate services and facilities needed by the growing population in a convenient location interconnected to proposed retail and mixed use area fronting the Highway.
- Sites along the highway surrounding the community hub and retail precinct have the opportunity to develop for tourism, capitalising on the visibility to passing traffic and city west gateway location. This should extend to the crossing the Merri River and may be associated with existing or consolidated housing.
- Physical separation between any possible future community and tourism uses and residential land should be ensures so as to avoid activity conflicts.
- A diversity of housing choice is supported through the consolidation of housing on standard lots within proximity to the town centre.
- Providing townhouse and unit development within easy walking distance to services and shopping of the Town Centre will encourage a diverse population to reside in Dennington.
- Recreational and parkland services and facilities should be maintained along the Merri River bank.



Figure 5 use framework



## 8.2 accessibility framework

The accessibility framework (refer Figure 6) sets out the functional objectives for the DNACSP. These include the key transport initiatives which ensure Dennington is well connected both locally and regionally as well as accessible by various modes of transport. Raglan Parade (Princes Highway) is the principal entry into the City from the west and is also the face of Dennington. Its function and presentation is critical to the image of Dennington. New signage and 'landscape' based gateway treatments to the Merri River entry and road reserve are required with design detail to be developed over time and through a process of engagement with the local community.

Improved junction design and traffic signals at Lindsay Street will promote the status of Lindsay Street as a 'main street' with internal linkages east-west to the supermarket. Further improvements to turning lanes at Tylden Street and the reopening of Hood Street along with the upgrade of Russell Street will formalise the local street network. This will facilitate greater permeability throughout the precinct and better pedestrian, cycle and vehicle movement to and from key destinations. With the relocation of the school and as Lindsay Street becomes more commercial in nature it is likely that the designated heavy vehicle route on Lindsay Street will be revisited.

### 8.2.1 objectives

The following movement objectives represent the key basis of the Structure Plan:

- Establish internal connections and efficient vehicle circulation and car parking within the Town Centre for safe movements of vehicles and pedestrians.
- Suitably manage Town Centre service access and delivery in a manner that does not conflict with other modes of movement and is visually amenable.
- Connect the Town Centre with existing public transport networks with new infrastructure that is well designed and meets the needs of users.
- Improve egress from Lindsay Street onto Raglan Parade with upgraded intersection.
- Create safe and comfortable pedestrian spaces that are well connected and convenient to uses.
- Utilise existing easements as access paths so as to better utilise commercial land and facilitate convenient internal site access
- Limit the extent of open surface car parking in a single location through the development of car parking courts that are landscaped.

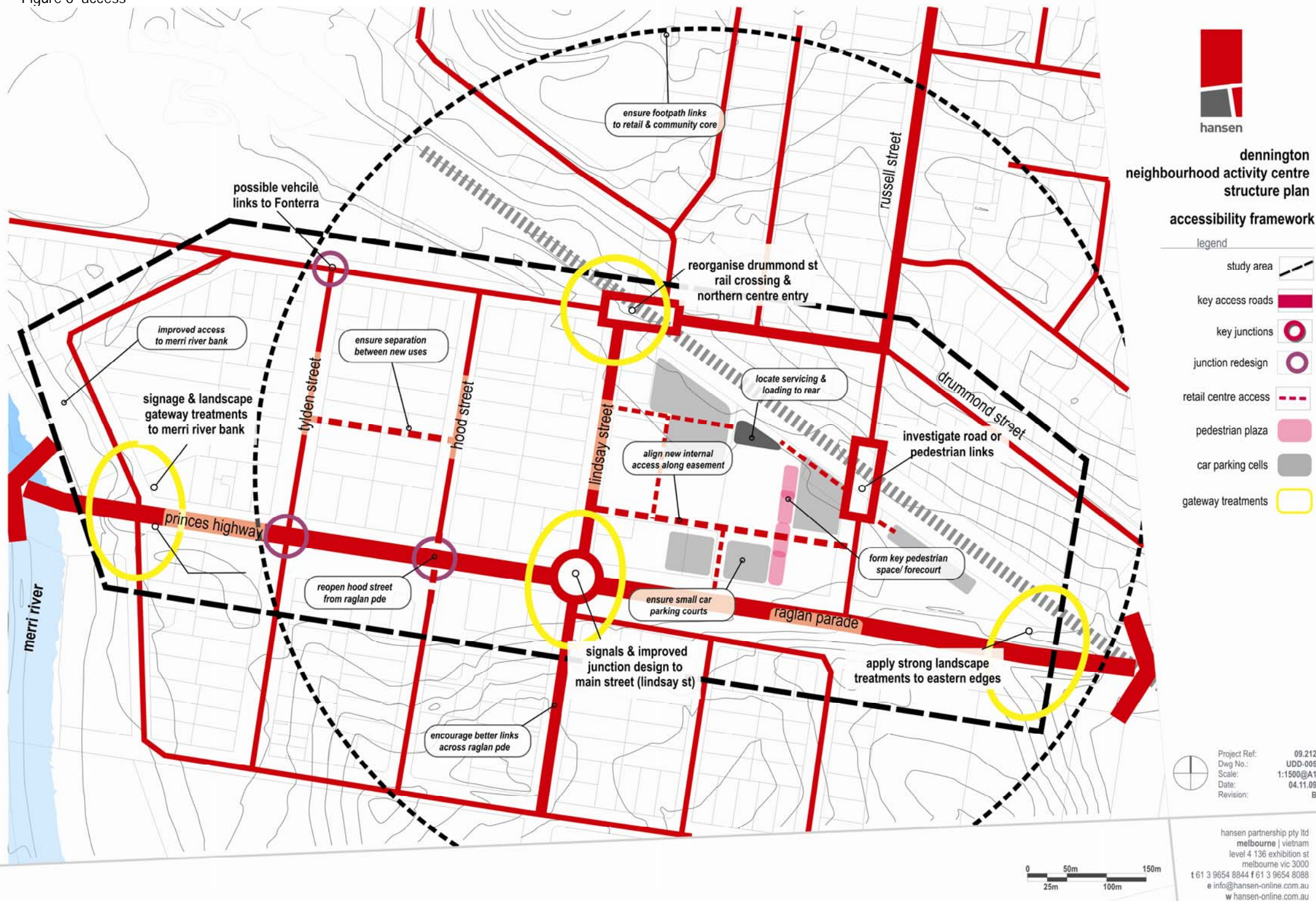
### 8.2.2 accessibility initiatives

These objectives can be achieved through:

- Establish consistent signage and bold street tree landscape treatments along Raglan Parade at the western gateway to Dennington and the City.
- Upgrade the intersection of Lindsay Street and the Highway with signals so as to allow for the safe passage for pedestrians to the retail centre.
- Establish an internal east-west link between Lindsay and Russell Streets along the existing drainage easement to serve as a new urban frontage.
- Establish a key north facing pedestrian plaza that links stand alone retail development with the supermarket. This space will be thoughtfully landscaped and appropriately sited to provide a high quality public realm.
- Examine the potential to open Russell Street at its crossing with the rail so as to allow better north-south links for pedestrians and vehicles. The capacity of this link needs to be assessed by relevant authorities.
- Upgrade Russell Street south to allow access to the supermarket whilst respecting the heavy vehicle movements for existing business to the east.
- The rail crossing at Drummond Street will be upgraded to facilitate the fluid movement of vehicles and pedestrians to and from the Activity Centre. While the at-grade crossing is likely to remain in the short term, the status of the rail line will be a determining factor in how this intersection will evolve.
- Footpaths in the centre should be upgraded to reflect pedestrian desire lines and access to the retail core from both the north and the south.
- Hood Street should be reopened at the Highway with relocation of the school so as to permit permeable north south access for all.
- All loading and service access for retail uses should be located to the rear of development and concealed through design and landscape treatments.
- The designated heavy vehicle route along Lindsay Street to the Fonterra factory should be removed so that vehicle movements are more evenly distributed subject to a process involving Vic Roads.
- Car parking should be provided in smaller cells that are landscaped in contrast to the tendency for large open expanses of surface asphalt.



Figure 6 access



## 8.3 urban image framework

The urban image framework (refer Figure 7) sets out the urban design and landscape objectives for the DNACSP. These address the primary environmental improvements to the Centre and principal building design and presentation matters. The urban image concept seeks to significantly improve the presentation and image of Dennington by building on its existing strengths and advancing the considerable tradition of outstanding boulevard plantings as found elsewhere in Warrnambool.

Retail services require high exposure to streetscapes and convenient parking. The urban image concept seeks to provide this by setting the urban form of all new development towards street fronts, with advanced glazed frontages and concealed service areas. This is equally important for the proposed retail form and the new mixed use streetscapes. Parking should also be discrete and integrated wherever possible into smaller cells with landscape and pedestrian links to the front door of retail premises. A new internal street between Lindsay and Russell Streets is proposed to align with the existing drainage easement and provide the basis for a landscaped forecourt framed by freestanding retail buildings.

Further to urban form initiatives, the prospect of an encircling landscape response around the Activity Zone will ensure a sound environmental theme. Linkages between the existing riverfront Cypress, Raglan Parade boulevard and a re-greened rail reservation provide the basis for such a landscape threshold. These improvements would be achieved through a process of engagement with the local community and key stakeholders.

### 8.3.1 objectives

The following urban image objectives represent the key basis of the Structure Plan:

- Develop an urban form theme with well designed buildings fronting streets with active fronts and well concealed service yards.
- Strengthen boulevard treatments to Raglan Parade to identify Dennington as a gateway to Warrnambool.
- Reinforce the image and identity of Dennington through linear landscape spaces that embrace the Activity Centre.
- Ensure comfortable sunlit public spaces are provided within the town centre to encourage a range of activities.

- Retain and recognise the important role of topography within the Centre through landform sensitive design and development.

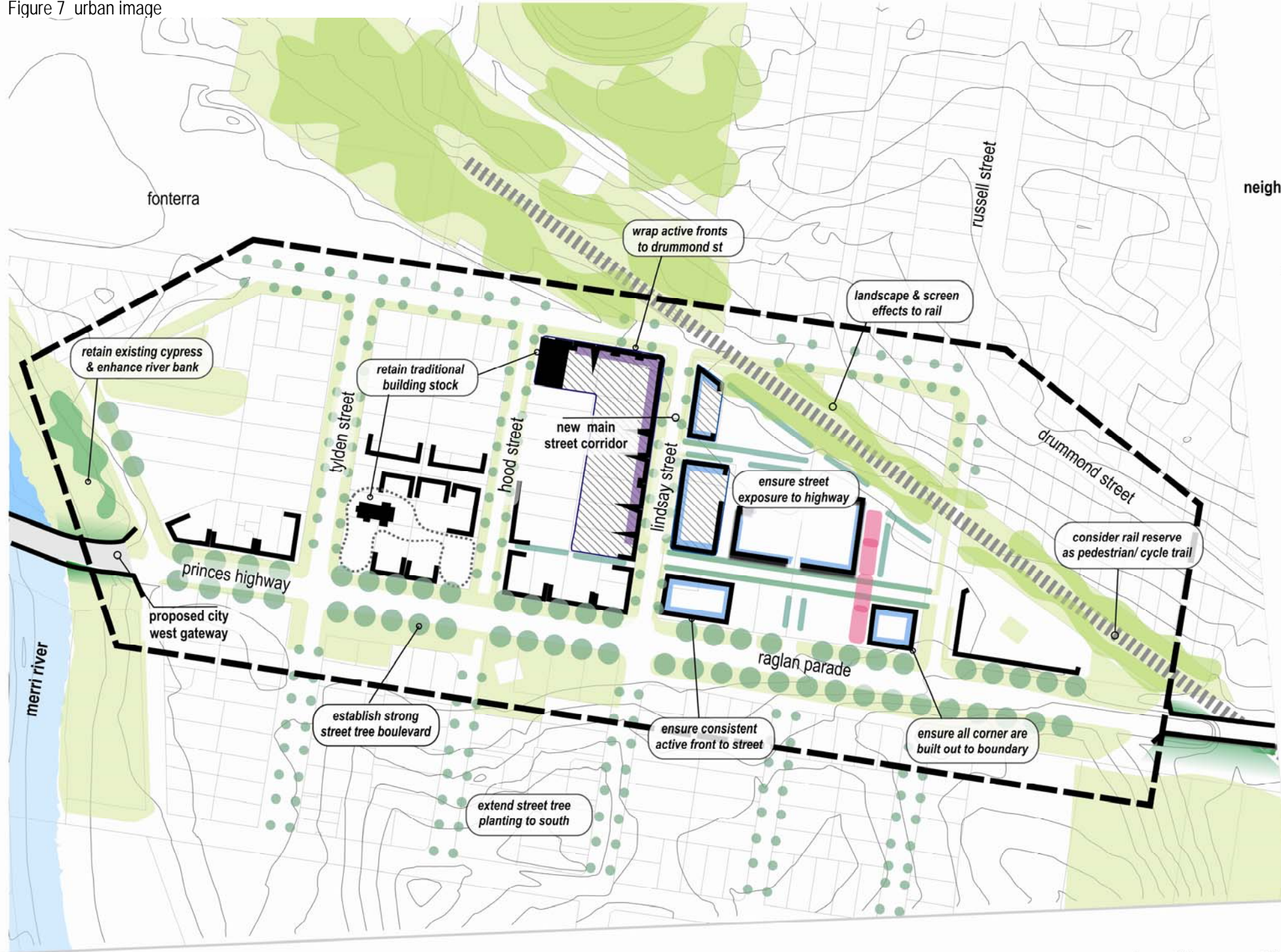
### 8.3.2 urban image initiatives

These objectives can be achieved through:

- Ensure freestanding supermarket buildings within the Business 1 zone are no more than 1 storey in height or 6m in elevation. Visually interesting roof form and integrated signage is essential.
- Accommodate for 2 storey form of up to 8.5m in height to the Highway frontage and along Lindsay Street with retail at ground level and other uses above.
- Ensure new development close to corners is positioned to the lot boundary and clearly demarcates and addresses the junctions to each edge.
- Integrate vertical and horizontal division of form to any future retail development so as to limit the extent of visual bulk and mass.
- Support and encourage sustainable practice in building and landscape design.
- Develop a strong landscape theme through street tree planting of appropriate species and responsive to site conditions that provides clear trunks to maintain sight lines to either side of Raglan Parade located within the road reserve; in tandem with street lighting, signage and landform treatments.
- Develop internal car parking access 'streets' with tree planting and pedestrian ways that assist in breaking up the extent of surface parking.
- Establish a high quality kerbside environment through consistent street tree plantings pedestrian paths and lighting to Lindsay Street as a new main street.
- Ensure the retention of traditional building stock in the precinct and celebrate the heritage of Dennington with interpretive signage at appropriate locations advising of the story of the town and its population over time, utilise previous work undertaken in 2006 and engage with the local community.
- Develop a consistent built form edge to any new development that may occur along Drummond Street with zero setback and north facing awnings.
- Establish a linear open space for cycling and pedestrian access along the former rail reserve linking to the historic rail bridge and Merri River open space network.
- A management plan should be devised to ensure the protection and future health of the existing Cyprus trees to the esplanade and enhanced river bank setting as primary high quality open space within the Town Centre



Figure 7 urban image



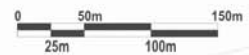
dennington  
neighbourhood activity centre  
structure plan

urban image framework

- legend
- study area
  - mixed use streetscape
  - active building frontages
  - pedestrian plaza
  - landscape spaces
  - boulevard planting
  - car parking landscape

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## 9 guidelines for retail development

For the successful establishment of retail form within the Activity Centre, development proposals should seek to respond to the following design objectives:

- Form should be of a low scale and unobtrusive to maintain view lines from surrounding elevated topography.
- Large expanses of flat roofs should be avoided and plant fittings on rooftops should be appropriately screened when viewed from elevated positions.
- Stand-alone retail development within the centre should be built to the boundary with activated edges achieved through building entries, display windows and outdoor seating or display.
- Two storey development or shop top housing is acceptable along Lindsay Street and to corners to encourage a mixed-use precinct. Adaptive reuse of existing dwellings is to be encouraged.
- The material palette of new built form should display a variety of finishes that responds to the natural environment in texture and colour and avoid the use of large expanses of brightly coloured rendered walls.
- Signage should be respectful of the neighbourhood setting with low scale integrated design preferred. Illuminated highway signage should be avoided.
- An internal street connection is to be established in an east-west alignment with the drainage easement to facilitate movement between Russell and Lindsay Streets.
- A plaza space should be provided with potential for street furniture, public notice boards, lighting and landscape.
- Parking should be provided in cells with landscape plantings and legible and safe connections for vehicles and pedestrians to shops and the wider street network.
- Russell Street (between Raglan Parade and the rial reserve) is to be upgraded and formalised in the development of a retail component providing safe access for vehicles and pedestrians with a sealed surface and pedestrian paths.
- Servicing and loading facilities are to be located to the rear with separate heavy vehicle access to minimise conflicts with smaller vehicles and pedestrians.





## 10 implementation

The Dennington Precinct Structure Plan will be implemented primarily through the use of zoning and overlay controls to facilitate the development of a Neighbourhood Activity Centre for Dennington/ West Warrnambool.

It is desirable to uniformly rezone all Industrial 3 Zone land between Lindsay and Russell Streets at the one time to deter inappropriate new uses and development that are incompatible with the role of the NAC. Industrial 3 zoned land east of Russell Street has the potential to be rezoned although its function within the NAC is envisaged to maintain employment rather than a retail function, with a Business 2 zoning deemed more appropriate. There is also strategic justification for a Business 1 Zone to facilitate a Neighbourhood Activity Centre of 3,000m<sup>2</sup>. As retail is an as of right use within a Business 1 Zone, to provide greater certainty over implementation a Development Plan Overlay (DPO) should also apply. This will:

- Ensure development applications are 'generally in accordance' with the plan,
- Give certainty to owners included in the DPO as to the aspirations for the Centre,
- Conforming permits are exempt from most notice rights and third party review rights, encouraging timely realisation of the NAC,
- Give the responsible authority greater control to realise co-ordinated development across multiple land owners and sites so that the vision can be realised for the NAC even if that means sites develop at different stages,
- A DPO gives greater weight in the planning scheme to control land use as well as development outcomes, and
- Permit applications must be to the satisfaction of the responsible authority.

As the DPO will apply to multiple land holdings and the development process is expected to take a number of years, implementation and review of the plan in stages is preferred. Firstly the area shown in Figure 8 for rezoning will enable the establishment of up to 3,000m<sup>2</sup> of retail floor space, which will comprise a 1,500-2,000m<sup>2</sup> supermarket and specialty retail of up to 1,000m<sup>2</sup>. Further investigation of rezoning of other land in the town centre may be investigated later to realise appropriate employment and mixed use opportunities within the precinct once the retail core has developed.

Figure 8 zone & overlay recommendations





## 11 action plan

The table below describes the actions required, roles and responsibilities for implementing the Structure Plan.

	Action	Priority	Responsibility	Funding
1.	Prepare planning scheme Amendment for: <ul style="list-style-type: none"> <li>▪ Inclusion of the Structure Plan as an Incorporated Document under Clause 81</li> <li>▪ Business 1 rezoning for land bound by Raglan Parade, Lindsay Street, the railway reserve and Russell Street.</li> <li>▪ Development Plan Overlay applied to the same land as the Business 1 Zone</li> </ul> Seek authorisation for Amendment/ Permit –C48	1.	WCC Applicant	WCC
2.	Investigate potential contamination of sites within core activity precinct and consult EPA as referral authority or EAO controls	1.	Land owners WCC	Land owners
3.	Facilitate development approval of supermarket as anchor in the development of the NAC	2.	WCC	-
4.	Investigate vehicle movement hierarchy and upgrades of Lindsay Street intersection with Raglan Parade and upgrade to Russell Street	2.	WCC VicRoads	WCC
5.	Meet with Department of Employment Education and Training, Catholic Education Commission of Victoria and Association of Independent Schools of Victoria to determine staging of relocation of St Johns Primary School.	3.	WCC	-
6.	Secure further provision of suitable industrial land in alternate locations to promote urban renewal of sites within the Activity Centre precinct	3.	WCC	
7.	Prepare a landscape and gateway strategy for Raglan Parade reflecting the quality attributes of the gateway location.	4.	WCC	WCC
8.	Meet with VicTrack about status of rail line and possible cycle and pedestrian link along easement and the link over the rail line at Russell Street.	4.	WCC	WCC
9.	Further rezonings to be investigated as required.	4.	WCC	WCC