

## Doncaster Hill Comprehensive Development Plan

Prepared under the requirements of the Comprehensive  
Development Zone

Manningham City Council, September 2004  
(Revised April 2008)



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## 1 Introduction

### 1.1 About this Comprehensive Development Plan

The Doncaster Hill Comprehensive Development Plan (CDP) is an incorporated document of the Manningham Planning Scheme, as specified under Clause 81 of the Manningham Planning Scheme.

Manningham City Council is the responsible authority for the Manningham Planning Scheme. Council must take this CDP into consideration when assessing planning applications for the use of land to which Schedule 1 of the Comprehensive Development Zone (CDZ) applies.

This CDP complements and should be used in conjunction with the Local Planning Policy Framework (LPPF) including the Municipal Strategic Statement of the Manningham Planning Scheme. This CDP also complements and should be used in conjunction with Schedule 6 to the Design and Development Overlay – Doncaster Hill Activity Centre (DDO6). The LPPF and DDO6 must be taken into account together with this CDP when assessing development proposals.

### 1.2 Doncaster Hill Activity Centre

The Doncaster Hill Activity Centre is a 58 hectare area located in Doncaster stretching along the major corridors of Doncaster Road, Williamsons Road and Tram Road. It is located approximately 12 kilometres from the Melbourne Central Business District and is one of the highest points in Melbourne affording panoramic views of the Dandenongs, Kinglake Ranges and Melbourne City skyline.

The Metropolitan Strategy Melbourne 2030 identifies Doncaster as a Principal Activity Centre.

To meet changing demographic trends and achieve residential targets identified by Council there is a need to provide a greater diversity of dwelling types. As part of the Manningham Residential Strategy (February 2002), high and medium density housing densities will be encouraged within identified Activity Centres and other specific locations whilst residential development outside identified Activity Centre areas will be the focus for lower density, detached housing development. Doncaster Hill Activity Centre has been identified as a focus for high density residential development.

The Plan seeks to ensure an integrated planning response to issues facing the Doncaster Hill Activity Centre, based on a triple bottom line approach, the Doncaster Hill Activity Centre aims to promote positive economic, environmental and social performance over the long term. Doncaster Hill will be a 21st century urban village for 8,300 residents and provide 10,000 employment opportunities by 2020. With 4,080 new residences and an additional 20,000m<sup>2</sup> of commercial/office floorspace and 10,000m<sup>2</sup> retail floorspace, in addition to Westfield Doncaster Shoppingtown (up to 90,000m<sup>2</sup> permissible without a permit), Doncaster Hill will become a key destination in Melbourne's East. Developments that comprise of mixture of land uses incorporating higher density residential development are critical to achieving the above-mentioned population and employment targets.

A key focus of the Doncaster Hill Activity Centre is to provide housing choice including apartment style living that aims to appeal to retirees, empty nesters, young professionals, families and single persons of all ages.

The land use and development approach envisaged for the Doncaster Hill Activity Centre aims to benefit the whole community through the creation of an urban village. The co-location of residences with workplaces and other community facilities has the potential to create a more sustainable transport future that includes changing people's travel behaviour and encouraging increased public transport use, cycling and walking. The Doncaster Hill Activity Centre aims to be pedestrian in nature with tree-lined streets alive with restaurants, cafes, shops, public art and open spaces.

The subject area of land to which this CDP applies is located within the Doncaster Hill Activity Centre, and identified in **Map 1** of this Plan. The CDP applies to approximately 8.2 hectares of land as shown on the attached Map 1. These areas generally abut Doncaster Road, Williamsons Road, Tram Road and Elgar Road, Doncaster. These areas are considered prime redevelopment opportunities and generally consist of prominent larger lots, many of which are vacant sites. The Doncaster Hill Strategy (October 2002) and Schedule 6 to the Design and Development Overlay, Doncaster Hill Activity Centre (DDO6) allow for the highest maximum building heights in these areas. These areas are high profile sites, generally adjacent to Doncaster Road boulevard. These areas also contain many of Doncaster Hill's gateway sites or are within Design Element Areas defined within Schedule 6 to the Design and Development Overlay, Doncaster Hill Activity Centre as sites where *"built form will have the greatest impact and be able to make an architectural statement including the highest areas on ridgelines, the area surrounding the intersection of Doncaster and Williamsons Road and, the entry points/gateways into Doncaster Hill Activity Centre"*.

### 1.2.1 Existing Land Use

The Doncaster Hill Activity Centre is regarded as a prime location for redevelopment based on topographic features and existing physical and community infrastructure assets that include:

- Doncaster Westfield Shoppingtown regional Activity Centre featuring a major bus interchange, regional library, Westfield Tower Offices and Village Cinemas;
- Municipal Offices including the Manningham Function Centre and Gallery;
- Doncaster Playhouse;
- Doncaster Primary School;
- maternal and child health care, child care and pre-school facilities;
- recreational facilities including Doncaster Bowling Club, Schramms Reserve and Badminton Court;
- Shoppingtown Hotel;
- a multitude of community organisations, services and clubs;
- Church of Christ and Pilgrim Uniting Church;
- offices, showrooms, factories, restaurants and retail premises;
- Sovereign Point and The Crest Apartments (existing high rise residential tower developments); and
- detached housing and medium density residential development.

Current land uses within the areas to which this CDP applies generally comprise of offices, commercial uses and vacant land.

## 2. The Doncaster Hill Activity Centre Vision

### 2.1 Vision

The Doncaster Hill Strategy (October 2002) envisages that the Doncaster Hill Activity Centre will be a destination in Melbourne's East. It will be a high density, sustainable, vibrant, contemporary mixed use urban village with a strong sense of place and civic identity.

The key vision objective is to implement the objectives of Melbourne 2030 with respect to Principal Activity Centres as the focus for high density residential development that will incorporate a vibrant mix of complementary retail, social, commercial, entertainment and civic uses.

The Doncaster Hill Activity Centre will contain a mix of uses and functions on a location specific level, including the provision of:

- Mixed uses within buildings, particularly along boulevard locations;
- Small scale retail opportunities at lower levels in conjunction with other mixed use developments;
- Additional commercial/office floor space;
- Flexible floor spaces within buildings to ensure life cycle adaptability;
- Development that provides a rich mix of uses resulting in a more self-contained urban village;
- Development that contributes to the overall diversity of housing stock and housing choices in the municipality by providing high-density, apartment style living to accommodate changing lifestyles and to meet the needs of diverse households; and
- A critical mass of activity through a density/multiplicity of uses sufficient to attract the necessary number of people required to animate the streets and public places within an urban village environment that creates a safe and vibrant public realm.

The key strategic directions for future land-use planning and development are illustrated by **Map 2** of this Plan. This Map provides the design vision as a stimulus for private and public sector developments.

### 2.2 Precincts

Seven distinctive development precincts have been identified and delineated within the Doncaster Hill Activity Centre. The precincts are delineated in accordance with their topographic orientation and aspect on Doncaster Hill, their relationship to main roads, and their present and future uses.

The precincts provide guidance to the expected outcomes in each area and a framework for the assessment of appropriate mixes of uses, building scale and character to create a distinctive sense of identity and character for each of the precincts.

The areas of land to which this CDP applies to are located within Precincts 2, 3, 4, 5, 6 and 7 as highlighted in **Map 2** of this Plan, and identified as being within a Comprehensive Development Zone (CDZ). The subject areas of land abut Doncaster, Williamsons, Tram and Elgar Roads, Doncaster.

The subject areas of land comprise a significant and important component of the boulevard frontages of the Doncaster Hill Activity Centre (the majority land parcels within the CDZ include Doncaster Road frontage). These areas are therefore integral to achieving the vision of Doncaster Hill as a vibrant mixed-use urban village that encourages active streetscapes and growth of a sustainable and diverse community and economy.

In addition to the seven precincts, guidance on the expected outcomes for the intersection of Doncaster, Williamsons and Tram Roads is also outlined in the following sections. The seven precincts of the Doncaster Hill Activity Centre and the intersection are identified on **Map 2** of this Plan.

### **3. Components of the Comprehensive Development Plan**

This CDP identifies areas of land within the Doncaster Hill Activity Centre that are subject to the requirements of this Plan, as identified in Map 2. Decisions about the use within these areas, in addition to the objectives of the precincts, should have regard to the following statements:

#### **3.1 Use of Land**

New uses must comply with the requirements specified in the Schedule 1 to the Comprehensive Development Zone (CDZ). Use shall support the vision and objectives outlined below and specified in each precinct of this Plan.

#### **4. Land Use Vision and Objectives:**

##### **4.1 Precinct 2 Vision and Objectives**

###### ***Existing conditions***

This precinct is a north-facing strip on the south side of the Doncaster Road ridgeline, commanding 360-degree panoramic views and already containing a significant component of the commercial development for Doncaster Hill Activity Centre.

###### ***Vision and objectives***

Precinct 2 will be a focus for high-density mixed use development on Doncaster Hill. This precinct will include cafes, restaurants and outdoor eating at ground level taking advantage of the north-facing aspect, forming the backbone of a vibrant and active boulevard. It is also envisaged that strong pedestrian links will be established between both sides of Doncaster Road and that the heritage buildings will be retained to reinforce the heritage/arts character of the area.

Commercial and mixed-uses will be located along Doncaster and Tram Road at the lower levels of buildings, with high-density apartment style residential development located above on individual sites.

##### **4.2 Precinct 3 Vision and Objectives**

###### ***Existing conditions***

This precinct is the interface zone between the Civic and Education Precinct 1 to the east and Doncaster Shoppingtown (Precinct 4) to the west. It falls away dramatically to the north maximising northern views and exposure. The Precinct presently comprises mainly low-density housing with several rear lanes. The precinct also comprises commercial development and vacant land abutting Doncaster Road.

###### ***Vision and Objectives***

In light of its strategic location between Precincts 1 and 4, the future fabric in Precinct 3 will be highly permeable, including well-defined public spaces with linking pathways. Mixed-use development will address Doncaster Road, rear laneways and well designed public plaza(s). Precinct 3 will be well connected to high-density mixed-use development at the lower levels along Doncaster Road and Westfield Shoppingtown Doncaster. Development will step down the hill and should fully exploit the northerly aspect and commanding views to the northern ranges.

Commercial and mixed-uses will be located along the lower levels of buildings, with high-density apartment style residential development located above on individual sites.

##### **4.3 Precinct 4 Vision and Objectives**

###### ***Existing conditions***

Westfield Shoppingtown, is a major regional shopping centre centrally located within the Doncaster Hill Activity Centre. The site has significant frontages to the main roads and occupies the dominant corner of the main intersection. It commands panoramic views to the north and west. The precinct also contains residential and community uses along the northern boundary and office uses along Doncaster Road.

### ***Vision and Objectives***

As the Principal retail and entertainment focus of the Doncaster Hill Activity Centre, it is envisaged that Westfield Shoppingtown will achieve improved and successful integration with Doncaster Hill Activity Centre and the surrounding community. Future developments of Westfield Shoppingtown should be consistent with the vision of Doncaster Hill Activity Centre by incorporating activated street frontages and external spaces, a greater mix of uses, pedestrian accessibility, an accessible and prominent public transport interchange and library and improved engagement with the main intersection.

Future development of land (excluding Westfield Shoppingtown) to which the CDZ applies will comprise of commercial and mixed-uses located along Doncaster Road at the lower levels of buildings, with high-density apartment style residential development located above on individual sites.

## ***4.4 Precinct 5 Vision and Objectives***

### ***Existing conditions***

This precinct extends along the Williamsons Road ridgeline – it contains the only existing high-density housing development on the Hill and the Doncaster Hotel, the third largest single consolidated site within the Doncaster Hill Activity Centre. The precinct features panoramic city skyline views to the west and direct access to open space and parkland along its southern boundary.

### ***Vision and Objectives***

It is envisaged that high-density development continues along the Williamsons Road ridgeline, with strong links to Lawford Reserve, Shoppingtown and the public transport interchange. Strategic view corridors are to be created from the west side of Williamsons Road (in the vicinity of the Shoppingtown Hotel site) towards the city skyline, including from public open space abutting Williamsons Road.

Commercial and mixed-uses will be located along Doncaster and Williamsons Roads at the lower levels of buildings, with high-density apartment style residential development located above on individual sites.

## ***4.5 Precinct 6 Vision and Objectives***

### ***Existing conditions***

This precinct comprises the northwest area of Doncaster Road and Doncaster Hill Activity Centre. The precinct presently has a strong commercial/light industrial character, and older residential stock along Firth Street. It commands city views from the higher reaches at the east end.

### ***Vision and Objectives***

It is envisaged that the mixed-use village character will continue on a smaller scale to that proposed for precincts further east and that strong pedestrian links will be created to Lawford Reserve and to the south side of Doncaster Road. Commercial and mixed-uses will be located at the lower levels of buildings along Doncaster Road, with medium-density residential uses located towards the rear of the precinct or at the higher levels of buildings. Together with Precinct 7, it forms the major gateway entry to Doncaster Hill Activity Centre along Doncaster Road and will comprise a consistent built edge with boulevard tree-planting and a gateway building located at the west entry point.

Commercial and mixed-uses will be located along Doncaster Road at the lower levels of buildings, with high-density apartment style residential development located above on individual sites.

## ***4.6 Precinct 7 Vision and Objectives***

### ***Existing conditions***

This precinct comprises the south-west area of Doncaster Road and Doncaster Hill Activity Centre, and is presently characterised by light industrial and commercial uses, including a number of restaurants at the west end and some residential land uses to the south. It commands city views from the higher reaches at the east end.

### ***Vision and Objectives***

It is envisaged that a mixed-use village will be created on a smaller scale than that proposed for precincts further east. Together with Precinct 6, it forms a major gateway entry to the Doncaster Hill Activity Centre with consistent tapering of the built edge - to preserve the views of the city. It is envisaged that a gateway building be located at west entry point and that boulevard tree planting be located along the length of Doncaster boulevard.

Commercial and mixed-uses will be located along Doncaster and Elgar Roads at the lower levels of buildings, with high-density apartment style residential development above.

## **4.7 Intersection of Doncaster, Williamsons and Tram Road Vision and Objectives**

### ***Existing conditions***

This intersection comprises the major cross roads and physical centre of the Doncaster Hill Activity Centre with views to the city skyline and Box Hill. The intersection forms part of the major arterial road networks in the municipality, with access from the intersection to the Eastern Freeway, CBD and Box Hill Principal Activity Centre. Doncaster Road is the municipality's main east west arterial road and major bus route.

### ***Vision and Objectives***

The Strategy supports the provision of iconic artwork at the intersection which:

- defines its significance as the major cross roads and physical centre of the Doncaster Hill Activity Centre;
- creates a focal point of iconic status for Doncaster Hill Activity Centre visible from all directions;
- visually unifies the 4 corners of the intersection; and
- preserves the street level pedestrian focus and retains views along Doncaster Road.

It is envisaged that this intersection will have greatly increased pedestrian safety and amenity, connecting all precincts abutting the Doncaster Road, Williamsons and Tram Roads intersection.

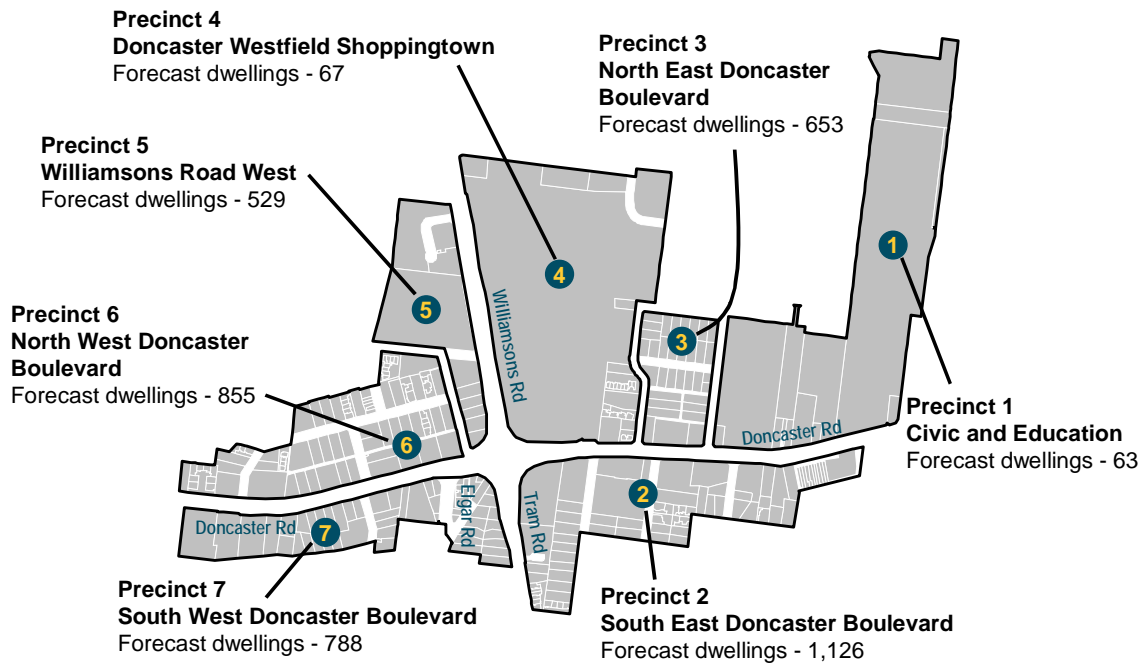
## **5. Doncaster Hill Population/Dwelling Projections**

The population and household forecasts for the Doncaster Hill area for 2001 to 2020 (City of Manningham Doncaster Hill Population Forecasts, Forecast Report and Presentation, March 2002, i.d and as referenced in the Doncaster Hill Strategy, October 2002) includes that:

- The population is expected to increase by almost 8,000 by 2021. The majority of the population is forecast to live in private dwellings, with almost 4,000 households by 2021. The average household size is expected to fall to just over 2 persons per household by 2006 and remain stable to 2021.
- Between 2001 and 2011 the population is expected to increase in all age groups, especially ages 20-44 and 55-79 indicating a strong market for apartment living for the growing empty nester segment and new housing opportunities for 20 – 30+ age groups;
- Between 2011 and 2021 the population is expected to increase in all age groups, especially ages 30 and above;
- Between 2011 and 2021 lone person households and couples without children is expected to increase whilst there will be a decrease in the proportion of two parent and single parent families with children; and
- A large in migration of older people will increase the likelihood of nursing homes and hostels being constructed.

The i.d report also provides development assumptions in terms number of dwellings forecast by precinct as shown in the diagram below:

**Diagram 1 – Doncaster Hill Dwelling Forecasts (2001-2021):**



The precinct diagram above provides guidance to the expected population/dwelling outcomes in each area. The diagram illustrates that the highest densities of dwellings/population by 2021 are expected in Precinct 2 (1,126 dwellings forecast), Precinct 6 (855 dwellings forecast) and Precinct 7 (788 dwellings forecast).

Schedule 6 to the Design and Development Overlay – Doncaster Hill Activity Centre (DD06) specifies maximum allowable building heights that vary from precinct to precinct. The height maximums that have been specified serve a number of purposes including addressing issues such as overall built form and appearance, overshadowing and overlooking. Apart from these important issues, another important purpose of the height controls is to achieve the provision of:

- high density mixed use development that supports the strategic role of the Doncaster Hill Activity Centre and achieves population and dwelling targets.

To encourage higher density living in mixed use multi-level buildings it is critical that, where appropriate, maximum building heights are achieved as set out in the DDO6 and as summarised in the precinct building heights description below.

### ***Precinct 1 - Building Heights***

The maximum building height is set at 29.0 metres to allow for a future mixed-use development on this significant gateway entry site into Doncaster Hill.

### ***Precinct 2 - Building Heights***

Generally Precinct 2 has the greatest potential for high-density development along the Doncaster Road ridgeline, where it will complement the proposed activated street frontage in the lower levels. A consistent podium frontage is encouraged along Doncaster Road.

Building height maximums are set to a scale appropriate to the location and elevation on Doncaster Hill. Buildings located closer to the top of the Hill will generally be permitted greater building heights (to a maximum 40.0 metres) than those further down the Hill. Building form will be required to step in a southerly direction down Tram Road.

### ***Precinct 3 - Building Heights***

The maximum building height is set to 29.0 metres abutting Doncaster Road to avoid overshadowing of the activated frontages on the south side. The allowable height then steps down the Hill to maximise solar access and views, and transition to the low-density residential scale north of Goodson Street.

### ***Precinct 4 - Building Heights***

The maximum building height is set to 21.5 metres abutting Doncaster Road in sub precinct 4B.

### ***Precinct 5 - Building Heights***

High density development will continue to be built along the Williamsons Road ridgeline in Precinct 5, with less dense development progressively stepping down the Hill toward the adjoining low density residential area, allowable building heights range from 36.0m on the ridgeline to 14.5m at the interface with Doncaster Hill.

### ***Precinct 6 – Building Heights***

It is envisaged that the built form in the building heights for Precinct 6 is of a smaller scale that is proposed for precincts located at higher elevations further east (Precinct 2) with maximum allowable height being 21.5m at the east end. The building form will decrease in height with the fall of the land both westwards along Doncaster Road and northwards to the Doncaster Hill interface.

### ***Precinct 7 - Building Heights***

Similar to Precinct 6, it is envisaged that the building form in Precinct 7 is of a smaller scale than is proposed for precincts located further east in Doncaster Hill (i.e. Precinct 2). It will decrease in height with the fall of the land both westwards along Doncaster Road and southwards towards the Doncaster Hill interface. Allowable building heights range from 32.5 m to 18.0m at the interface with Doncaster Hill.

Higher density housing in mixed-use multi level buildings in Doncaster Hill Activity Centre will directly assist in achieving population targets/densities as envisaged by the Doncaster Hill Strategy (October 2002). The Doncaster Hill Strategy (October 2002) includes the following vision:

*“Doncaster Hill will be a 21<sup>st</sup> century urban village for 8,300 residents and provide 10,000 employment opportunities by 2020. With 4,080 new residences and an additional 20,000m<sup>2</sup> of commercial/office floorspace and 10,000m<sup>2</sup> retail floorspace (excluding Westfield Shoppingtown expansion), Doncaster Hill will become a key destination in Melbourne’s east.”*

Higher density residential development in mixed-use multi level buildings is a crucial component to achieving the vision for Doncaster Hill as set out above. As Doncaster Hill is envisaged to accommodate a residential population of over 8,000 people (over 4000 dwellings), land use and development proposals that undermine the achievement of mixed land use consolidation and higher densities will be discouraged. As such, inappropriate lower scale

developments that are based on a single land use will not be supported in areas to which the Doncaster Hill CDP applies. More intensive street front retail, commercial, community and entertainment uses with higher density residential development above street level will be the characteristic land uses supported by Council, particularly along boulevard locations, consistent with the land use and development requirements set out in Clause 21.21 of the Municipal Strategic Statement and Schedule 6 to the Design and Development Overlay, Doncaster Hill Activity Centre (DDO6).

The maximum building heights specified in Schedule 6 to the Design and Development Overlay, Doncaster Hill Activity Centre (DDO6) have been set in order to achieve the population, dwelling and employment targets established for Doncaster Hill as envisaged by this plan, the Doncaster Hill Strategy (October 2002) and provisions of the planning scheme.

Proposals, which do not reflect maximum building heights as specified in the DDO6 compromise the Doncaster Hill vision. Such proposals that less closely reflect or do not achieve the specified maximum building height may be considered acceptable, however Council will usually view these proposals as under development &/or alternative developments of sites that will not be supported for the following reasons:

- the intensity and scale of development would not support the strategic role of the Doncaster Hill Activity Centre as envisaged by the Doncaster Hill Strategy (October 2002) and the planning scheme;
- anything less than the best use of individual sites (as envisaged by the planning scheme) will have long term impacts on the image of Doncaster Hill as a place to work, recreate and live;
- population, dwelling and employment targets will not be met;
- the lack of a supply of quality high density housing and other mixed uses will lead to the risk of reduced diversity in population and incomes in the municipality;
- under development of sites would have an adverse impact on the development potential of other sites in terms of setting a precedent for development in other sites, reducing the viability of other mixed use developments;
- opportunities for land consolidation may be lost; and
- developer contributions collected under any future Development Contribution Plan (Amendment C30) would be significantly reduced, affecting the funding and provision of planned transport, streetscape, public art and social infrastructure projects needed by the future community.





# Map 2: Doncaster Hill Strategic Framework Plan & Comprehensive Development Zone Areas

