



# Bayswater Triangle Master Plan

Knox City Council

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*(by Charter Keck Cramer)*

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**PHOTO NOTE:**  
Existing established  
native vegetation  
providing a landscape  
setting for buildings  
within the triangle site.



## Introduction

The Bayswater Triangle Master Plan has been undertaken to detail preferred future land uses and built form for the Bayswater Triangle site, being the area bounded by Scoresby Road, Mountain Highway, and Station Street in Bayswater.

This site is covered by the Bayswater Activity Centre Structure Plan, *Bayswater 2020*. The work undertaken as a part of this master plan seeks to work with the recommendations of the Structure Plan, but to take these to the next level of resolution, including examining the planning, economic and other practicalities of the proposals, enabling the development of a realistic and achievable plan for the site.



## Existing Conditions

The Bayswater Triangle site has a strong community focus with several community and recreation facilities present on the site including a community centre (which is well used as a meeting place and for arts and community performances), a senior citizen's centre (including a kitchen to prepare meals delivered to residents) and a scout hall.

The north east corner of the site is owned by the Crown, with adjacent land owned by Council. The CFA is located in this corner (leasing land from the Council), with two buildings currently being used by the organisation.

VicTrack owns large areas of land in and around the railway line and the Bayswater train station. These uses include commuter car parking and train maintenance sheds.

The remainder of the site has more of a commercial focus and uses include of the Bayswater Hotel, Budget Car Hire, Shell Service Centre, Brakes Plus, Husqvarna and several other retail units (mainly motor repairs and sales).

A large part of the Precinct is used for car parking, particularly for the Hotel.

In summary the precinct has an area of 11.4 hectares, and is made up of 26 titles held in various ownerships, as described in the table below.

<b><i>Ownership</i></b>	<b><i>Estimated Land Area</i></b>	<b><i>% of Site</i></b>
VicTrack	4.5ha	40%
Private Owners	3.7ha	35%
Council	1.7ha	15%
Crown	1.1ha	10%

The Triangle site enjoys intermittent views of the Dandenong Ranges. and is in excellent proximity to the open space and recreational areas of Bayswater Park which look onto Dandenong Creek. However as identified in the Bayswater 2020, Bayswater Activity Centre Structure Plan, the precinct is relatively low-lying from within the site and its perimetres compared to the main Bayswater commercial area to the west which sits higher. This variance in topography will result in the need for careful consideration of new built form in Bayswater (including the Triangle site) so that the valued backdrop of the Dandenongs is not obscured. The low lying nature is also reflected in the Triangle's north-east corner being subject to water inundation from overland flows.

The plan and photographs of the Triangle site on the following page identify the current buildings and some of the uses on the site.



**Site Notes from Site Visit (09 07 2008):**

1. Budget, car and van hire, Rotary Club.
2. Rotary Club.
3. Bayswater train station
4. Bus car parking area
5. Scout hut
6. Remnant vegetation. This vegetation is covered by a Vegetation Protection Overlay (Schedule 1).
7. Important vegetation. This vegetation is covered by a Vegetation Protection Overlay (Schedule 2).
8. Rail line, and associated rail land and sheds
9. Rail sheds
10. Several retail units. Mainly motor repairs and sales
11. Husqvarna warehouse
12. CFA Buildings
13. Open space area, well vegetated. This land is subject to inundation
14. Community Centre. This building is covered by a Special Building Overlay. Used as the Knox Community Arts Centre
15. Outside seating area. Picnic benches etc
16. Senior Citizens Centre
17. The Bayswater Hotel
18. Beer Wines and Spirits drive through bottle shop
19. Shell service station with associated car wash
20. Brakes Plus (retail)

**Other Notes:**

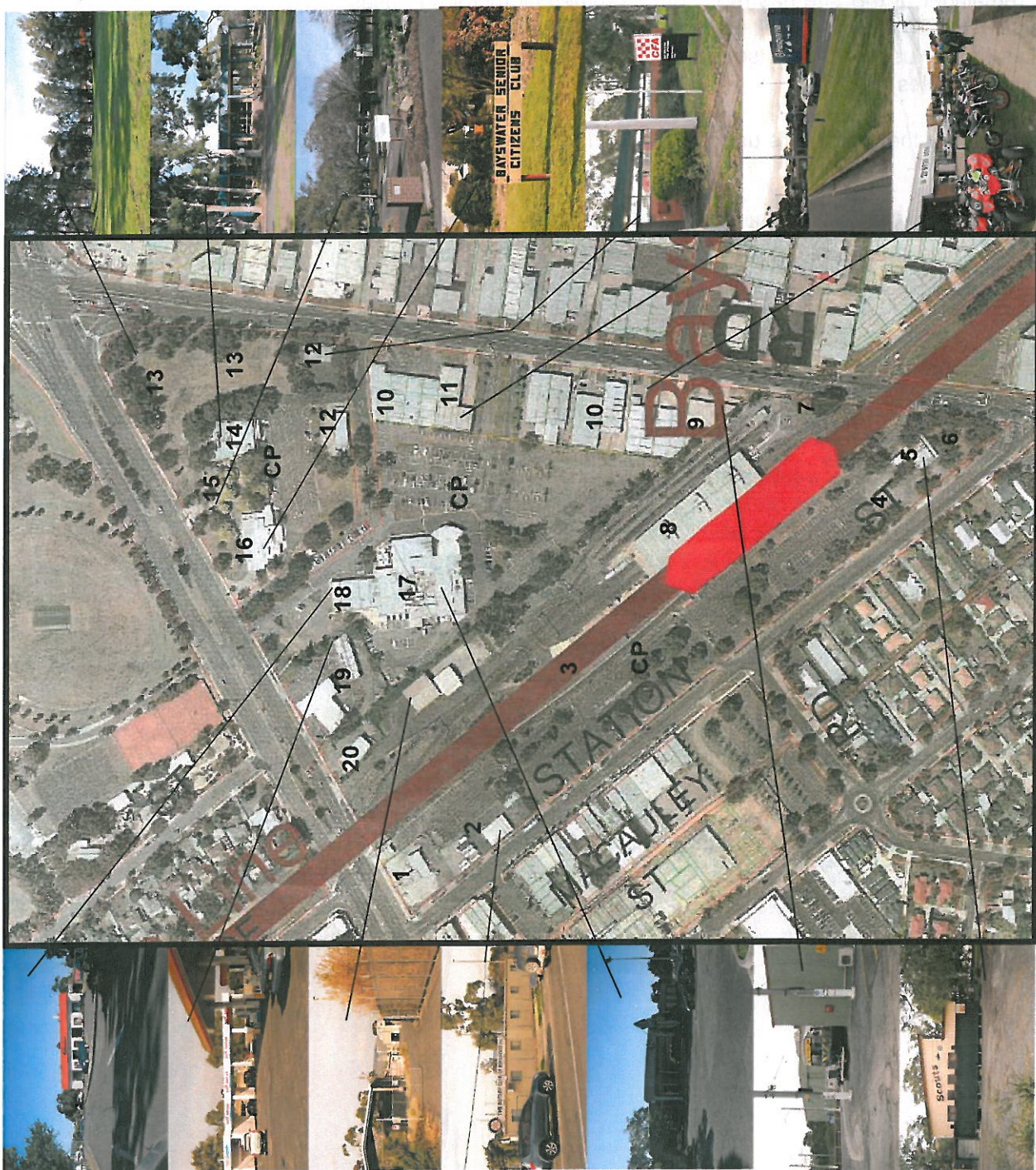
CP = ample car parking areas

Pockets of vegetation across the site

Large areas of Vic Track land (maintenance sheds and parking)

Community uses and retail/warehouse mix

Generally underdeveloped





# Site Analysis







This site analysis consists of two parts. A character analysis and an opportunities analysis.

## Character Analysis

There were five key character zones identified on the site, or in close proximity to the site and strongly impacting upon it. These character zones are located indicatively in plan form below, as well as explained via photographic representations of these zones.

The identification of these character zones seeks to identify favourable elements of character that could be sought to be retained in the planning and design of the site, as well as undesirable character elements that could be addressed. The character zones are discussed in more detail on pages 5-6.



- KEY**
-  Railway line and station
  -  Car parking dominant
  -  Commercial activities/ advertising dominant
  -  'Village' streetscape
  -  Established trees dominant (predominantly native)
  -  Key open space/ recreation link

**Character analysis plan**  
(not to scale)



### **Railway line and station**

The railway line forms a strong barrier between Station Street and the Triangle site. The rail infrastructure and the fencing associated with it are not currently conducive to a pedestrian scale. The station platform is accessed through a narrow underpass and the station building has little character or presence.



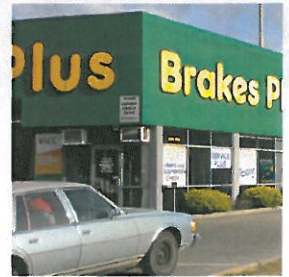
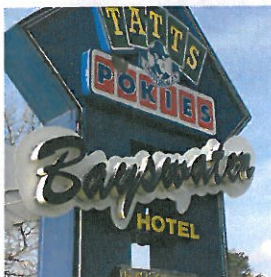
### **Car Parking**

Car parking dominates the Station Street frontage to the Triangle site, as well as in the centre of the site near the Bayswater Hotel. The car parking acts as a visual and physical buffer between the existing activity centre and the Triangle site. Key elements of the site such as the train station are partly obscured or hidden by the parking.



### **Commercial activities/advertising**

Commercial premises and advertising dominate the character of the site from a number of viewpoints, particularly facing the high volumes of traffic along Scoresby Road and Mountain Highway. The scale of the advertising and commercial activity is predominantly aimed at vehicles, making these spaces daunting for pedestrians.





### **'Village' streetscape**

The active frontage of Station Street facing the Triangle site presents a pedestrian scale environment, with a 'village' character. This character is heightened by the detailing of street furniture and paving, and by the scale and type of commercial premises operating in this area. Verandahs of commercial premises on the west of Station Street provide all weather access.



### **Established trees dominant**

Parts of the site have extensive stands of mature, predominantly native trees. These trees give much of the site a 'leafy' feel, complemented by the views beyond to the Dandenongs.



### **Character Analysis Summary**

It can be concluded from the character analysis that there are clear desirable elements of character that could be worked into the planning and design of the Bayswater Triangle. These include the strong village character directly abutting the site, open space to the north and the existing mature vegetation on the site.

The identification of areas where commercial activities and large scale signage dominate is a product of the traffic focus of the busy roads that these areas front. The Bayswater Triangle site can work with these existing uses to create additional commercial activity on the site. Additional development on the site should focus on improving access for alternative non-car based modes of transport e.g. improvements to pedestrian networks and access to nearby public transport infrastructure.

The areas identified as having a character strongly tied to the extensive provision of car parking provides a potential opportunity for the site, being large scale areas that could be redeveloped for other purposes if the car parking can be accommodated elsewhere in less prominent and valuable and/or more decentralised locations.

The presence of the railway line, infrastructure and station offer both positive and negative character to the site. The train station provides a valuable transport link (even if the infrastructure associated with it currently doesn't reflect this importance). The rail line also forms a significant visual and physical barrier between the existing activity centre of Bayswater and the triangle site. Opportunities exist to bridge the rail line and to increase the prominence of the station.





## Opportunities Analysis

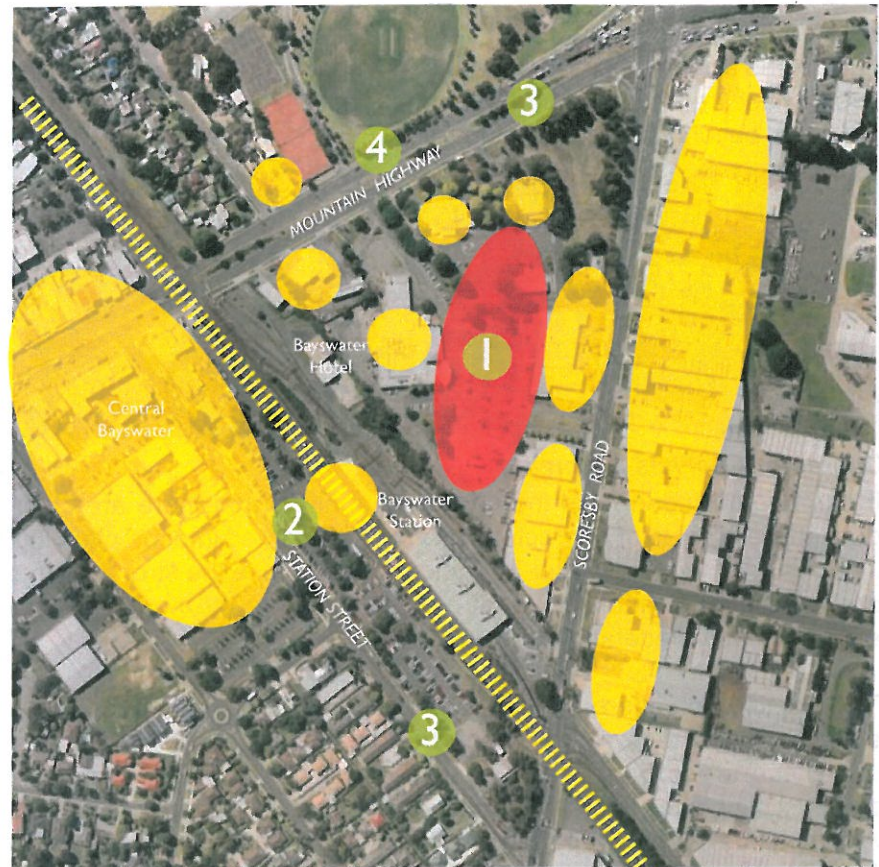
The following section analyses various aspects and themes relating to the site to assist in identifying opportunities that exist and might form the basis of a design solution for the site. The aspects of the site examined for this purpose include;

- existing activity
- site context and influences
- views
- circulation

This section has identified eleven key opportunities associated with the site. These opportunities formed the basis for the developing design responses for the site, as detailed in the section of this report dealing with the master plan proposals.




### KEY

-  Key activity nodes within and around the site
-  Central area, without active usage and with poor visual access from surrounding roads.



**Existing activity analysis plan**  
(not to scale)

### Key opportunities

-  Opportunity to make better use of internal spaces through addition of activity and access routes (pedestrian and vehicular), better visual permeability and improved lighting.
-  Opportunity to link the station to the adjacent activity centre by making it more visually and physically accessible, perhaps through open space or a plaza.
-  Opportunity to create gateways into key activity area of Bayswater along Mountain Highway and Station Street (as recommended in Baywater 2020).
-  Create improved linkages with open space and recreational facilities.



**Site context and influences plan**  
(not to scale)

### Key opportunities

- 5 Opportunity to work with and extend into the triangle site the existing activity and 'village' feel of the Baywater shopping centre.
- 6 Opportunity to reinforce the 'leafy' feel created by the existing vegetation on the site, and to link to the adjacent open space by implementing the proposed 'Bush Boulevard' planting along Mountain Highway.
- 7 Opportunity to locate additional residential development to reinforce the existing higher density residential precinct to the south of Station Street.
- 8 Opportunity to create a 'highway scale' focal point/landmark relating to the Scoresby Road and Mountain Highway intersection.



**Key opportunities**

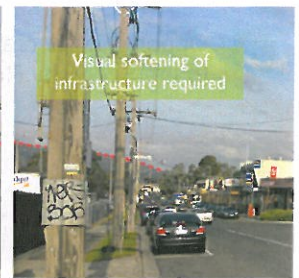
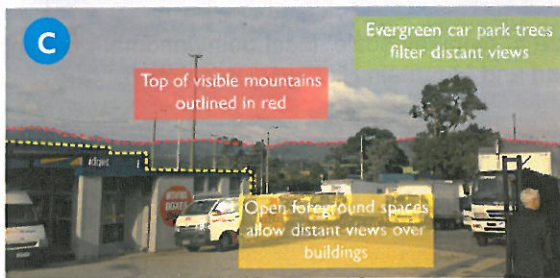
**9** Opportunity to provide open spaces between proposed development sites, and to keep the existing view corridors open (Station Street and the rail line) to maximise open foreground spaces that will facilitate views over built form.

**10** Opportunity to reduce visual dominance of car parking and create building facades to overlook the centre of the site.

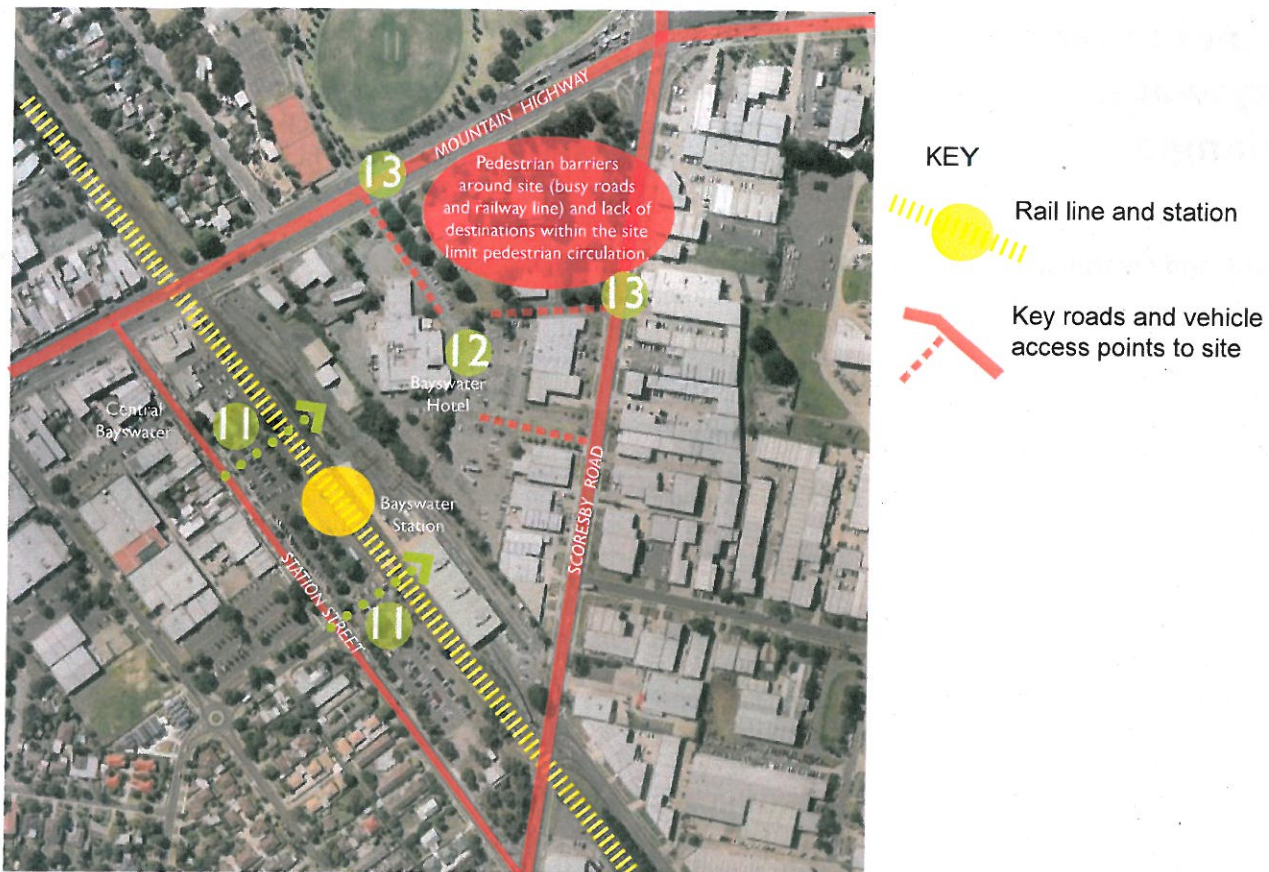
Maintain and reinforce the important visual corridor from the station to the Dandenongs.



**View analysis plan**  
(not to scale)







**Circulation analysis plan**  
(not to scale)

### Key opportunities

- 11** Opportunity to provide pedestrian and/or vehicle access across the barrier formed by the rail corridor to open up the centre of the triangle space and increase the opportunities associated with the development and activation of this space.
- 12** Opportunity to create an improved central node within the heart of the Triangle site. A more clearly defined internal pedestrian and vehicle circulation system within the triangle to open up the space, create accessible 'frontages' and increase the opportunities associated with the development and activation of this space.
- 13** Opportunity for improved pedestrian access to the site from surrounding open space and existing commercial/industrial areas through the provision of pedestrian crossing points.

# Planning for the Bayswater Triangle

## Zones and Overlays

This section provides an overview of the planning framework for the Bayswater Triangle. The framework is described and analysed in more detail in **Appendix 1**. The applicable zoning and overlay controls for the site and surrounds are discussed first, followed by the planning policy framework as set out in the Knox Planning Scheme and the Structure Plan for Bayswater, *Bayswater 2020*.

### THE SITE

The site is affected by several Zones and Overlays as shown below and in the maps overleaf:

<b>Zones</b>	<b>Overlays</b>
Business 1 Zone	Design & Development Overlay (Schedule 6)
Public Park and Recreation Zone	Vegetation Protection Overlay (Schedule 1)
Industrial 1 Zone	Vegetation Protection Overlay (Schedule 2)
Public Use Zone (Schedule 6)	Special Building Overlay
Public Use Zone (Schedule 4)	

### SURROUNDING ENVIRONS

There is extensive vegetation throughout the Triangle site and its environs, particularly in the north and the east. This is further enhanced with the backdrop of the Dandenong Ranges.

The site is surrounded by a diversity of land uses.

Aerial photographs of the site demonstrate this diversity, with green open spaces to the north of the site and the industrial area in the east.

Specifically the following land uses and Zones can be found around the boundary of the site:

#### *North of Mountain Highway*

- Bayswater Oval	Public Park and Recreation Zone
- Marie Wallace Bayswater Park	Public Park and Recreation Zone
- Netball and tennis courts	Public Park and Recreation Zone
- Residential	Residential 1 Zone
- Retail	Business 1 Zone

#### *West of Station Street*

- Retail	Business 1 Zone
- Penguin Park	Public Use Zone
- Bayswater Plaza	Business 1 Zone
- Pine Road Car Park	Business 1 Zone
- Community Youth Hall	Residential 1 Zone
- Residential	Residential 1 Zone

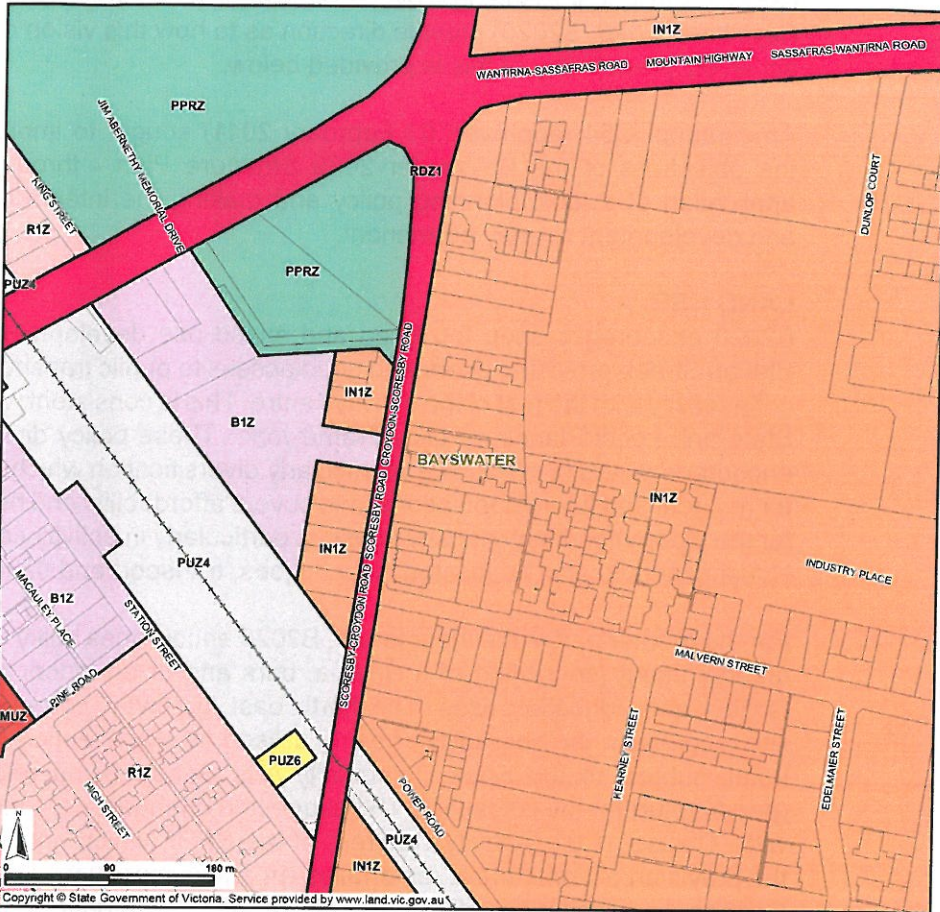
#### *East side of Scoresby Road*

- Retail (including motor parts, furnishing and kitchen warehouses)	Industrial 1 Zone
- Roller City	Industrial 1 Zone
- Offices	Industrial 1 Zone



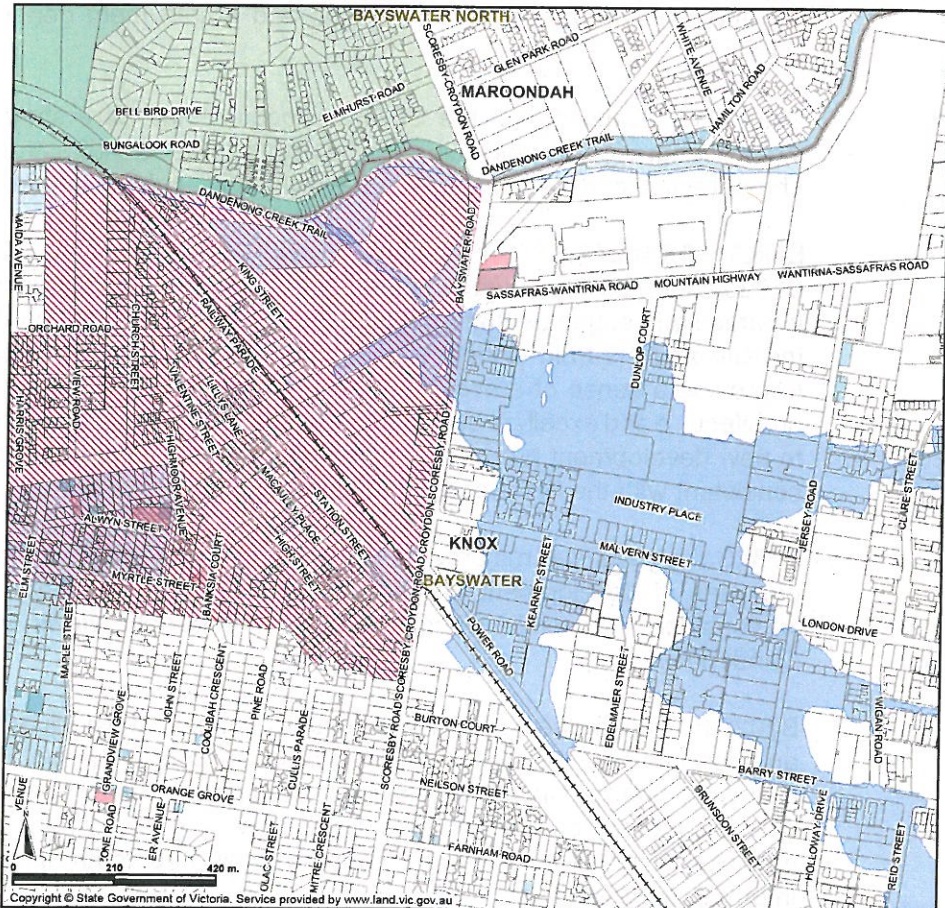
# Planning Control Maps

The plans below identify the Zones and Overlays that apply to the site and surrounds.



- ### Legend
- Major Town
  - Major Road, Road
  - Road name
  - Railway, Tramway
  - Property/Parcel, Selected Address, Lot, Crown allotment
  - 25 2 1C
  - River, Stream, Coastline
  - Waterbody
  - Locality
  - Locality Name
  - Local Government Area
  - Local Government Name
  - Urban Growth Boundary (UGB)
  - Area outside the UGB
- ### ZONES
- ACZ - Activity Centre
  - B1Z - Business 1
  - B2Z - Business 2
  - B3Z - Business 3
  - B4Z - Business 4
  - B5Z - Business 5
  - CA - Commonwealth Land (not in scheme)
  - CCZ - Capital City
  - CDZ - Comprehensive Development
  - DZ - Dockland
  - ERZ - Environmental Rural
  - FZ - Farming
  - GWAZ - Green Wedge A
  - GWZ - Green Wedge
  - IN1Z - Industrial 1
  - IN2Z - Industrial 2
  - IN3Z - Industrial 3
  - LDRZ - Low Density Residential
  - MUZ - Mixed Use
  - PCRZ - Public Conservation & Resource
  - PDZ - Priority Development
  - PPRZ - Public Park & Recreation
  - PUZ1 - Public Use - Service & Utility
  - PUZ2 - Public Use - Education
  - PUZ3 - Public Use - Health Community
  - PUZ4 - Public Use - Transport
  - PUZ5 - Public Use - Cemetery/Crematorium
  - PUZ6 - Public Use - Local Government
  - PUZ7 - Public Use - Other Public Use
  - R1Z - Residential 1
  - R2Z - Residential 2
  - R3Z - Residential 3
  - RAZ - Rural Activity
  - RCZ - Rural Conservation
  - RDZ1 - Road - Category 1
  - RDZ2 - Road - Category 2
  - RLZ - Rural Living
  - RUZ - Rural
  - SUZ - Special Use
  - TZ - Township
  - UFZ - Urban Floodway
  - UGZ - Urban Growth

## Zones



- ### Legend
- Major Town
  - Major Road, Road
  - Road name
  - Railway, Tramway
  - Property/Parcel, Selected Address, Lot, Crown allotment
  - 25 2 1C
  - River, Stream, Coastline
  - Waterbody
  - Locality
  - Locality Name
  - Local Government Area
  - Local Government Name
  - Urban Growth Boundary (UGB)
  - Area outside the UGB
- ### OVERLAYS
- Airport Environs
  - City Link Project
  - Development Contributions Plan
  - Design & Development
  - Design & Development Plan
  - Development Plan
  - Environmental Audit
  - Erosion Management
  - Environmental Significance
  - Floodway
  - Heritage
  - Incorporated Plan
  - Land Subject to Inundation
  - Melbourne Airport Environs 1
  - Melbourne Airport Environs 2
  - Neighbourhood Character
  - Public Acquisition
  - Restructure
  - Road Closure
  - Special Building
  - Significant Landscape
  - Soil Management
  - State Resource
  - Vegetation Protection
  - Wildlife Management

## Overlays



**Bayswater 2020 and the  
Planning Policy Framework**

The Bayswater Activity Centre Structure Plan, *Bayswater 2020*, advocates a vision that the Bayswater Triangle should be a safe and active environment which attracts residents, workers and visitors to utilise and enjoy the locality. The State Planning Policy Framework (SPPF) and Local Planning Policy Framework (LPPF), together with *Bayswater 2020* (B2020) provide direction as to how this vision can be achieved. A summary of this is provided below.

Amendment C54 (approved 03 February 2011) sought to implement the objectives of the Bayswater 2020 Structure Plan - through the application of a local planning policy and making the interim design and development overlay permanent.

**LAND USE**

B2020 encourages shop top living and mixed use developments on Station Street, providing users with good access to public transport and connectivity with the rest of the activity centre. This is consistent with the State and Local Planning Policy Framework. These policy directions encourage diversity in housing (particularly diversification which caters for resident and future populations, and covers affordability and housing for the elderly) and high density housing, particularly in activity centres. Housing should also be located close to jobs, transport and services.

For the greater part of the triangle site, B2020 encourages bulky goods, entertainment (consisting of a cinema, bars and or an indoor games facility) and education uses. The north east 'gateway' corner of the site focuses on the possibility of being utilised as a convention centre/hotel, subject to the Knox Community Arts Centre being relocated (pending further investigation). The suggested changes are consistent with Clause 11.01 (Activity Centres) of the SPPF which encourages the provision of commercial, entertainment and cultural uses in Activity Centres. In addition the LPPF strongly supports economic prosperity and the encouragement of commercial and employment generating uses.

Clause 18 (Transport) of the SPPF advocates that there should be strong integration of land uses with existing transport infrastructure. The potential to achieve this at the Bayswater Triangle is very real.

**BUILT FORM LANDSCAPING AND PUBLIC REALM**

B2020 addresses the need for quality built form across the subject site. It particularly suggests that entry points (e.g. the north east corner of the site and the train station) should be focused on and transformed to provide a sense of arrival and departure. Utilisation of high quality architecture and excellent built and landscape design should be intrinsic to new development proposals in the site. Again this is supported and consistent with the State and Local Planning Policy Framework.

B2020 suggests the majority of the site could accommodate higher densities of development and suggests 4-5 storey built form. This is considered possible without obscuring important views to the Dandenongs.

B2020 addresses the need for a community space (a town square) and an improved sense of public realm in or close to train station. There is a warranted aspiration to make public spaces within the Triangle vibrant by allowing people to meet and interact e.g. through the clever provision of street furniture, art, footpath trading, footpath dining and informal meeting spots.



The Municipal Strategic Statement (MSS) focuses on the importance of providing safe and well used public spaces and the need to provide a sense of identity to a public place or a centre such as Bayswater. This is further supported in the Clause 11.01 (Activity Centres) which contains a strategy to reduce opportunities for crime, improve perceptions of safety and increase levels of community participation.

B2020 and the MSS also reinforces the importance of the bush boulevard theme particularly along principal road corridors such as Mountain Highway.

### **TRANSPORT AND ACCESS**

B2020 discusses the need for an improved transport interchange in Bayswater that is safe and active. This would be co-located with the existing train station. The structure plan also raises the potential of undergrounding the railway line at the intersection with the Mountain Highway and how this would achieve better use of the railway land. A transport interchange within the Triangle site would correlate with Clause 12 and its focus on good connections to public transport in order to reduce motorised trips.

The provision of safe and efficient road networks is advocated within the SPPF and Council are supportive of a reduction in car parking and traffic speeds in the area, as documented within B2020.

B2020 focuses on improvements to pedestrian and cyclist amenity. This is well supported by 18 (Transport) of the SPPF. Good connectivity between the activity centre, the industrial area and the parkland to the north of the site should also be pursued. This includes pedestrian access across the rail line (re: bridge or undergrounding options).

### **PROTECTION OF EXISTING ASSETS**

Whilst transformation of the Triangle site is the primary focus for Council, new proposals need careful consideration to ensure there is no significant detrimental impact on important assets. B2020 describes the key features to be preserved as the vistas to the Dandenong Ranges and to enhance the Bush Boulevard theme along the Principal Avenues.

Two Vegetation Protection Overlays apply to portions of the site highlight the need to protect both native and exotic trees in the locality.

## Market Analysis

Property analyst Charter Keck Kramer (CKC) was engaged to provide a strategic assessment of commercial development opportunities within the triangle site. The full CKC report can be found in **Appendix 2**. In particular CKC provided advice on the likelihood of the commercial property market taking up the opportunities identified in the Structure Plan. The following development options have been considered:

- Residential - Townhouses, Apartments
- Aged Care/Retirement Living
- Bulky Goods
- Trade Supplies/Showrooms
- Offices
- Cinema
- Bayswater Hotel
- Accommodation
- Performing Arts
- Conference Centre
- Education Facilities

The potential of these development options was been assessed as follows:

<b><i>Strong possibilities</i></b>	<b><i>Moderate development potential</i></b>	<b><i>Unlikely development potential</i></b>
<ul style="list-style-type: none"> <li>• Residential townhouses</li> <li>• Redevelopment of the Bayswater Hotel</li> <li>• Trade supplies and showrooms.</li> </ul>	<ul style="list-style-type: none"> <li>• Office suites</li> <li>• Bulky goods</li> <li>• Accommodation</li> <li>• Performing art centre.</li> </ul>	<ul style="list-style-type: none"> <li>• Residential apartments</li> <li>• Aged care/retirement living</li> <li>• Conference centre</li> <li>• Cinema</li> <li>• Education facilities</li> </ul>

However, development options that have strong or moderate potential are capable of incorporating some of the uses that would not be viable as a stand-alone development. This is the case with uses such as conference and education facilities that could be linked to the hotel.

Residential land values in Bayswater indicate that lower density and single and two storey dwellings are preferred in comparison with higher density and taller buildings. The price differences are such that people are likely to prefer a house or townhouse rather than a more expensive apartment. CKC indicate that the demand for single and two storey townhouses is growing. In respect of low and high care aged facilities, CKC conclude that Knox is well provided with such facilities and that the Bayswater triangle is unlikely to be a preferred location for aged care additional facilities.

Bulky goods developments generally require a minimum of 10,000 square metres of land area and the bulky goods stores also tend to cluster around an anchor tenant. The triangle is too small for one of the larger stores, and so would be attractive for lower order and small stores. The triangle would also be attractive for trade supplies that require main road frontages. However these tend to have an industrial built form that may be inconsistent with the strategic directions for the triangle precinct.

CKC found that the triangle precinct would be an attractive location for strata titled offices accommodating professional business services.

Serviced offices in which tenants share common facilities such as office equipment, administrative services and meeting rooms is also likely to be popular. The triangle is unlikely to be attractive for larger corporate companies.

CKC found that the triangle site is unlikely to be attractive for a cinema centre as the main providers are already located in the outer eastern region and new investment in the cinema industry is likely to be directed to upgrading existing centres or establishing new complexes in Melbourne's growth areas.

In respect of tourism, education and entertainment facilities, Knox has few tourist accommodation establishments and the average occupancy rate is lower than the metropolitan average. Room utilisation is highly price sensitive. The likely market for accommodation would comprise business travellers and families, and there is an opportunity to attract a low to medium 3 star quality facility in Bayswater.

CKC recommend that performing arts centre is best located within the Central Design Precinct opposite Knox City Shopping Centre, however there is an opportunity to include conference facilities as part of the redevelopment of the Hotel. CKC find that there is little likelihood of a major education facility locating in the precinct as there are TAFE campuses at Wantirna and Croydon. Education facilities may be provided using office spaces.

Council's vision for the redevelopment of the triangle site consists of a convention centre/hotel at the intersection of Mountain Highway and Scoresby Road and bulky goods/education/entertainment across the remainder of the site. The two key properties that will contribute the achievement of this vision are the Council owned property at the intersection of Mountain Highway and Scoresby Road and the Bayswater Hotel.

The greatest opportunity for achieving this vision is the relocation of the Bayswater Hotel to the Crown and Council owned land parcels at the intersection of Mountain Highway and Scoresby Road. A modern facility could be developed on this gateway site including associated uses such as conference and accommodation facilities. This would also open up the land currently occupied by the Bayswater Hotel for alternative development options.

If the Bayswater Hotel were to remain in its current location the only significant property with redevelopment potential would be the Council owned land at the corner of Mountain Highway and Scoresby Road. The ability for this property alone to drive and influence redevelopment across the rest of the triangle site would be limited.

B2020 recommends that car parking rates be reduced to encourage the use of public transport. CKC recommend that car parking be provided to ensure that it is an attractive and accessible location. CKC also finds that at grade car parking is likely to be a more cost effective way of providing car parking compared to basement or multi level car parks.



## Stakeholder Consultation

Implementation of this masterplan will require an integrated approach by the stakeholders that have an interest in the Triangle site. It is important that these stakeholders support the strategic directions and consider that they generally align with their own strategic priorities. Discussions with key stakeholders were held in the preliminary stages of preparing the masterplan and these discussions have provided valuable input to the appreciation of the preferred opportunities and outcomes that arise from the current mix of activities in the site.

The former **Committee for Bayswater** was keen for the Triangle site to be integrated into the Bayswater activity centre. The committee proposed that the activity centre have a focal point and recommended that a civic square be developed on the corner of Mountain Highway and Station Street. The committee also supported further office development and restricted retail development in the Triangle site to provide additional employment opportunities and to broaden the range of services available to people visiting Bayswater. Development in the Triangle site should complement rather than compete with the commercial offerings of the retail core in the activity centre. The committee proposed that the hotel be relocated to the corner of Mountain Highway and Scoresby Road to create a significant focus, provided that views to the Dandenong hills are retained.

In the long term, the committee advocated that the railway line and the rail station be lowered below the roads. This would remove the rail crossings that are perceived to create traffic congestion in the area to the detriment of the amenity of the activity centre. It also creates opportunities for additional retail and office development above the rail line and for new pedestrian links between the activity centre and the Triangle site. The committee also supported locating a multi-purpose facility in the Triangle site.

**VicTrack** is a key landowner and stakeholder in the centre. Their interests include the on-going operation of the rail station and the convenient provision of commuter car parking and the operations of the train maintenance centre. VicTrack anticipates that the maintenance facility will continue to operate from this location for many years and there are no plans to relocate these operations. VicTrack would consider relocating some of the commuter car parking presently located adjacent to Station Street to the north-east side of the station provided that a similar number of spaces are available to commuters and that convenient and safe pedestrian access is provided between the car parking and the station.

VicTrack is not aware of any plans to lower the train line and station, hence any additional pedestrian connections between the Triangle site and the retail core would be likely to comprise a pedestrian bridge over the rail line, with a connection to the train platforms. VicTrack has no objection to this connection, but would be unlikely to contribute to its funding.

**Knox City Council** is a landowner and operator of various facilities and hence is a key player in the future of the triangle. During the development of this Master Plan Council appointed consultants to prepare a planning study for the purpose of informing the development of a multipurpose community facility in Bayswater. The provision of community facilities, including a library, is earmarked in the Bayswater Structure Plan for a central location in the activity centre, with high accessibility to public transport.



The final location of the proposed Bayswater multipurpose community facility (likely to be on station street near the entrance the station) is yet to be determined.

The **Bayswater Hotel** is owned and operated by different parties, and both have indicated that they would consider the redevelopment of the Hotel. It is presently trading successfully and there is no immediate need for change, however its relocation to the corner of Scoresby Road and Mountain Highway and the inclusion of conference facilities and accommodation would be considered on a commercial basis.

Council officers have meet with representatives from the **CFA**, who have indicated their preference to remain within the Bayswater Triangle site. None of the Masterplan options preclude the CFA remaining on site or redeveloping. Discussions between Council officers and the CFA are continuing.

The consultation helped to clarify some of the key issues for the future of the site. With so many landholders present the facilitation of any significant change to Triangle site will require further communication and collaboration particularly with the Bayswater Hotel, DSE Crown Land, VicTrack and potentially the CFA. Further clarification on Council's aspirations for the site are also needed. The existing assets (community centre and senior citizens centre) on site are well used.

Despite these outstanding issues there certainly is a general consensus that change is possible and is supported, provided that the right incentives are in place.

## **Translating Knowledge to Master Plan Options**

The Bayswater Triangle is a dynamic site with a range of choices which could shape its future.

There is a real opportunity to improve the functionality of the site. Open it up to connect with adjacent landuses; principally the retail core of the activity centre in the west, the open space and recreational facilities to the north and the large industrial area to the east and south. The site should be made easier to get to and from particularly by public transport, foot and bicycle.

The site's assets should be enhanced and protected namely the station area, the vistas to the Dandenongs and the existing vegetation on the site which contributes to the leafy and bush boulevard character of the local area.

The site should be active and vibrant with a real sense of identity, public realm and community safety. A place where people want to live, work and socialise. Attracting a diversity in appropriate uses, development and built form scale will need to have an appreciation of market influences and the objectives of existing landholders.

We have considered all of the information gathered in the earlier stages of this project and have developed three options which combined are reflective of the current planning framework, structure plan, market realities and the necessary landholder commitments needed to illicit change.

## Master Plan Options

Three master plan options have been developed for the Bayswater Triangle site, based on the preceding analysis and policy consideration documented earlier in this report. The options follow three possible scenarios that broadly relate to the future of the Bayswater Hotel existing on the site, and the treatment of railway infrastructure within the site.

**Option A** - assumes that the existing Bayswater Hotel will be replaced by a new landmark hotel and convention centre consistent with the *Bayswater 2020* Structure Plan.

**Option B** - assumes that the Bayswater Hotel will stay in its present location, but identifies opportunities to add a conference centre to the existing facility.

**Option C** - assumes that the existing Bayswater Hotel will be replaced by a new landmark hotel and convention centre consistent with the *Bayswater 2020* Structure Plan. The railway line will be lowered or routed underground to facilitate visual and physical access across the rail line that is currently a significant barrier.

### ***Bayswater Hotel***

The hotel is a key driver for the development of the concepts for a number of reasons, including;

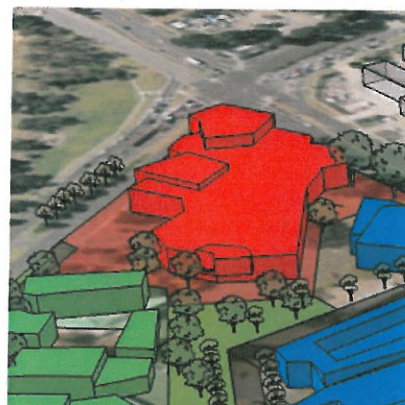
- the size of the existing Bayswater Hotel land holding on the Triangle site
- the desire stated in *Bayswater 2020* for a hotel and conference centre to be located on the current Knox Community Arts Centre site, either in competition with the existing hotel or replacing it.

The options proposed make different assumptions regarding the future of the Bayswater Hotel.

Options A and C assume that the existing Bayswater Hotel will be replaced by a new landmark hotel and convention centre in accordance with the *Bayswater 2020* vision.

Option B assumes that the Bayswater Hotel will stay in its present location, but identifies opportunities to add a conference centre to the existing facility.

The impact of these assumptions relating to the Bayswater Hotel strongly impact upon the development potential and options for the remainder of the Triangle site. Assuming that the existing hotel is replaced opens up the site as a 'blank canvas', but also raises the issue of how to deal with the centre of the site, which is distant from existing road frontages and has the potential to be hidden and unsafe. Retaining the hotel in its current location, on the other hand, limits the amount of modification possible on the site due to the hotel being centrally located and quite large.



*The three options for the Bayswater Triangle; a new hotel/conference centre in a landmark location (top) or the Bayswater Hotel remaining in the current location, but with additional complimentary uses proposed to be added and improved pedestrian access.*



### **Internal roads**

All of the master plan options include the proposal for internal roads within the Traingle site. The roads open up the centre of the site, provide potential for additional active frontages, and help to disperse parking across the site via on-street parking. Option C also includes the proposal for a road link from Station Street, across the lowered railway line. It is noted that option C involves significantly greater financial investment due to the railway infrastructure modifications required to achieve this vision.

### **Land uses**

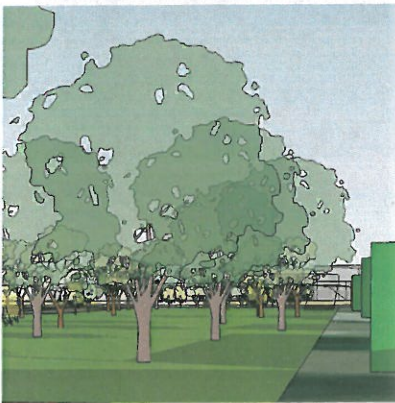
All of the options propose a mix of land uses that relate to the findings of the economic/commercial analysis undertaken as a part of the master planning process. The key activities proposed are;

- Hotel/convention centre:  
Proposed either to replace the existing Bayswater Hotel, or supplementing this existing use.
- 'Bulky goods' type commercial:  
proposed in close proximity to the existing commercial precinct along Scoresby Road.
- Small office development:  
proposed along the Mountain Highway frontage, with open format to maximise views into the centre of the site, and to retain a leafy character.
- Housing:  
located on Station Street close to facilities and transport.

### **Building massing**

The building forms indicated on the concepts work to achieve a number of key goals, being;

- the creation of active frontages to main roads
- retention of a 'leafy' open feel on the site, complementing the existing character (which is characterised by mature trees and views to the Dandenongs) and the proposed 'Bush Boulevard' (Mountain Highway)
- taller buildings used as gateways at key sites
- working with existing building massing (such as proposing infill development along the Scoresby Road frontage)
- Creating open spaces that provide open foregrounds that allow views over built form to the mountains beyond.



The building heights proposed are in accordance with the heights proposed in *Bayswater 2020*, noting the recommendations of the economic analysis that suggests taller building forms are unlikely to be commercially viable in the immediate future.

### **Public open space**

The options include areas of public open space that ensures the area retains a leafy character, tying in with the proposal in *Bayswater 2020* for Mountain Highway to be a 'Bush Boulevard'. The open space also provides a recreation asset for people living and working in the area.

### **Pedestrian bridge**

Options A and B propose a pedestrian bridge joining the existing activity district with the Traingle site, and also providing alternative pedestrian access routes to the station from both sides of the rail lines. The inclusion of the bridge allows the dispersal of parking from the Station Street station frontage. Option C includes a vehicle link to the site from Station Street.



**BAYSWATER TRIANGLE**

**OPTION A** (Assumes new facility on the corner of Mountain Highway and Scoresby Road, replacing existing Bayswater Hotel)

**LANDMARK BUILDING**

A landmark hotel/convention centre replacing the existing Bayswater Hotel occupies the key corner site, and also provides a focus for the new linear open space (4-5 storeys)

**CENTRAL OPEN SPACE**

Central open space provides a passive recreation resource to central Bayswater, and provides a link between the new landmark building and station and the retail core.

**SMALL OFFICES**

Scale and format of office development maximises views to the internal open space and retains the open and leafy character of the area (3-4 storeys)

**PEDESTRIAN BRIDGE AND STATION PLAZA**

A bridge establishes a strong link between the existing activity district and the triangle site. The train station plaza opens visual and physical access to the station, increasing its prominence.

**BAYSWATER LIBRARY AND MULTIPURPOSE COMMUNITY FACILITY**

This location (near the entrance to the station) is the preferred site for the proposed Bayswater Library and multipurpose community facility, public transport interchange, town square and opportunities for commercial development.

**COMMERCIAL DEVELOPMENT**

Additional 'bulky goods' commercial development fronting Scoresby Road and the new internal road (2-3 storeys)

**INTERNAL ROAD WITH CAR PARKING**

A new road opens up the centre of the triangle site, creates additional development opportunities with street frontages and opens up additional commuter parking opportunities.

Orientation may vary to maximise views the the Dandenongs.

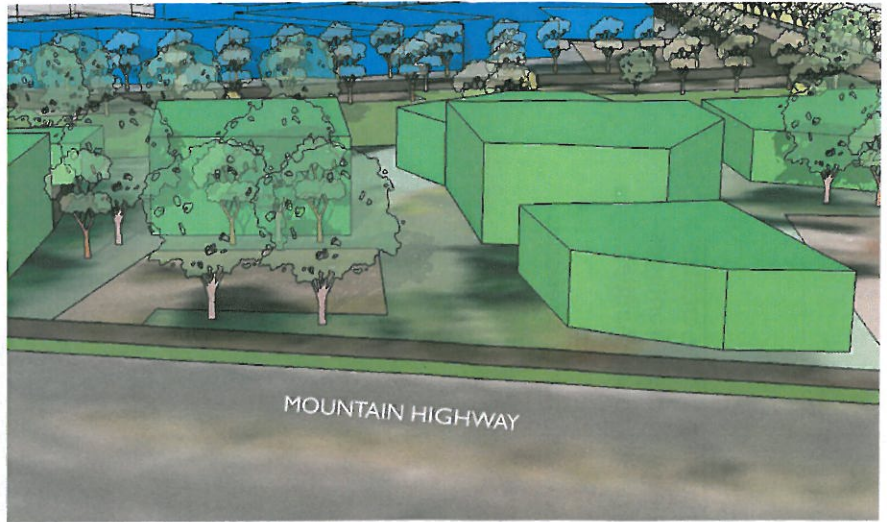


**INTEGRATED HOUSING DEVELOPMENT**

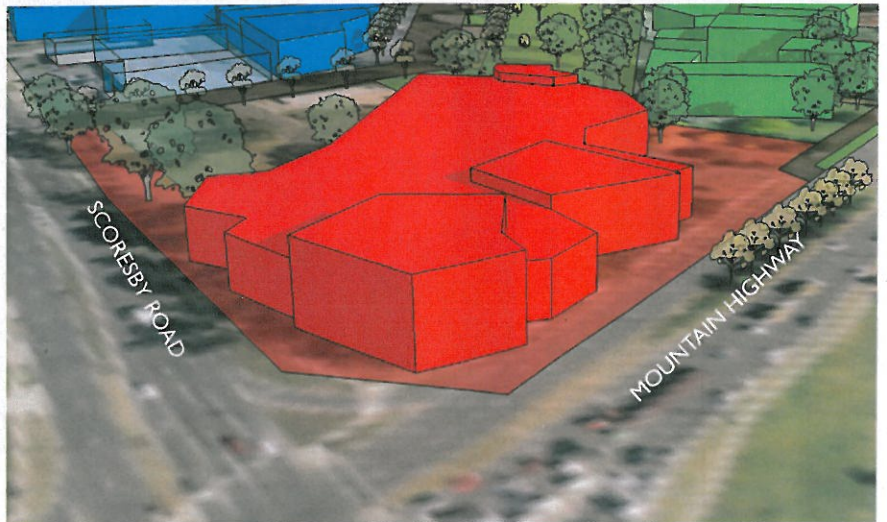
Potential residential development including affordable housing, and commuter parking (1-4 storeys)



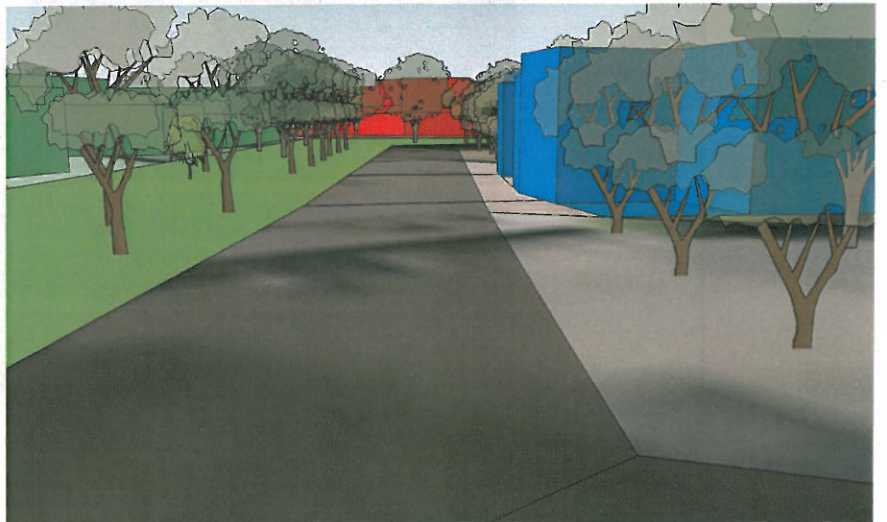
*Office development fronting Mountain Highway is of a scale and format that retains views to the open space beyond, and retains a leafy, open character.*



*A landmark hotel and convention centre is proposed for the key Mountain Highway/ Scoresby Road corner site.*



*An internal road provides additional frontage for commercial activity, opens up the centre of the site, and provides opportunity for roadside parking.*





**BAYSWATER TRIANGLE**  
**OPTION B (Assuming the Bayswater Hotel stays in its present location)**

**SMALL OFFICES/OPEN SPACE**

Small office development, some with parkland aspect, retaining the leafy character of the site

(3-4 storeys, with 5 storeys at 'gateway' corner)  
**SERVICED APARTMENTS**

Potential serviced apartments associated with the Bayswater Hotel and the proposed conference facilities.

**CONFERENCE CENTRE**

Potential conference/function centre associated with the Bayswater Hotel on the former hotel access drive (superceded by the creation of new roadways into the site) (3-4 storeys)

**PEDESTRIAN BRIDGE**

A bridge establishes a strong link between the existing retail core and the triangle site, including the new parking along the new roadway.

**COMMERCIAL/HOUSING DEVELOPMENT**

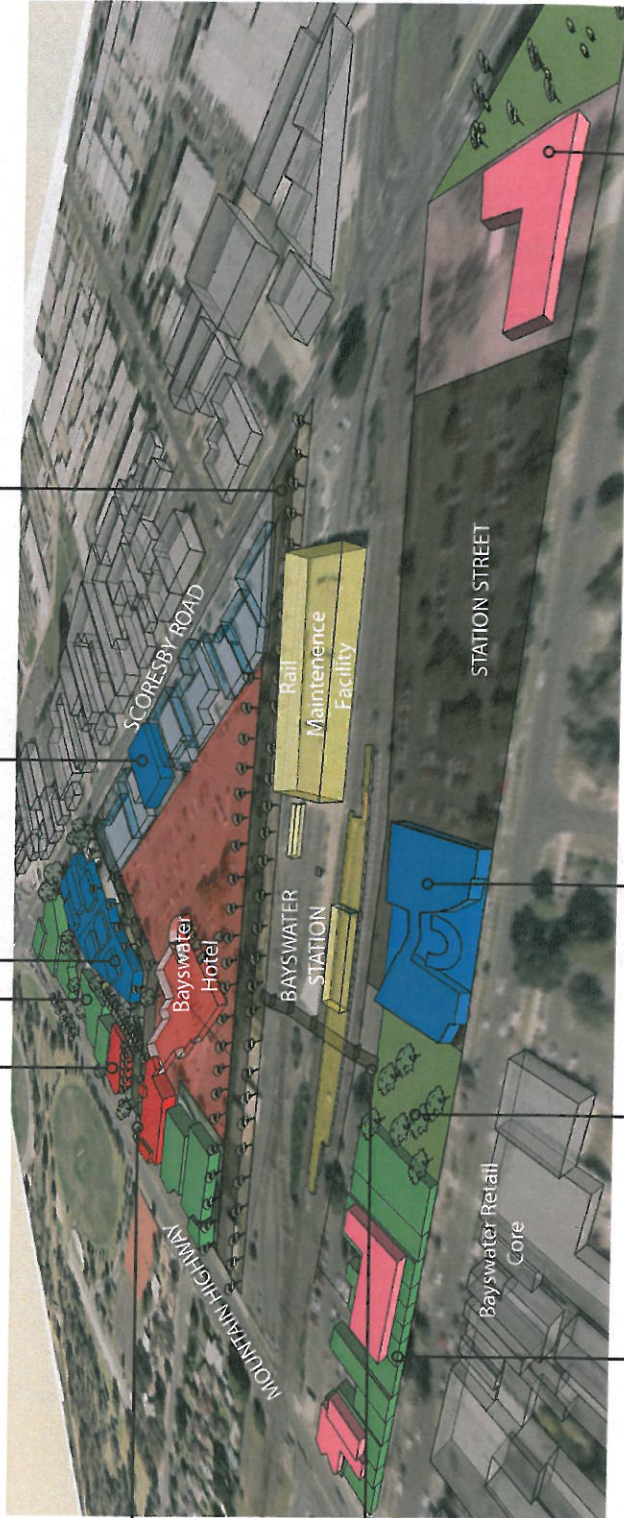
Potential development of commercial activity facing the existing shops along Station Street and fronting the proposed new open space, with the opportunity for housing above. (3-4 storeys)

**COMMERCIAL DEVELOPMENT**

Additional 'bulky goods' commercial development fronting the new internal road and Scoresby Road (3-4 storeys). Massed to frame views of Dandenongs from central view corridor.

**INTERNAL ROADS**

New roads provide access to the centre of the site, additional street parking in the vicinity of the station and opportunities for future development of railway land.



**PUBLIC PLAZA**

Creation of a high-profile civic plaza being a focal point for the Bayswater community and improving visual and physical links to the station.

**INTEGRATED HOUSING DEVELOPMENT**

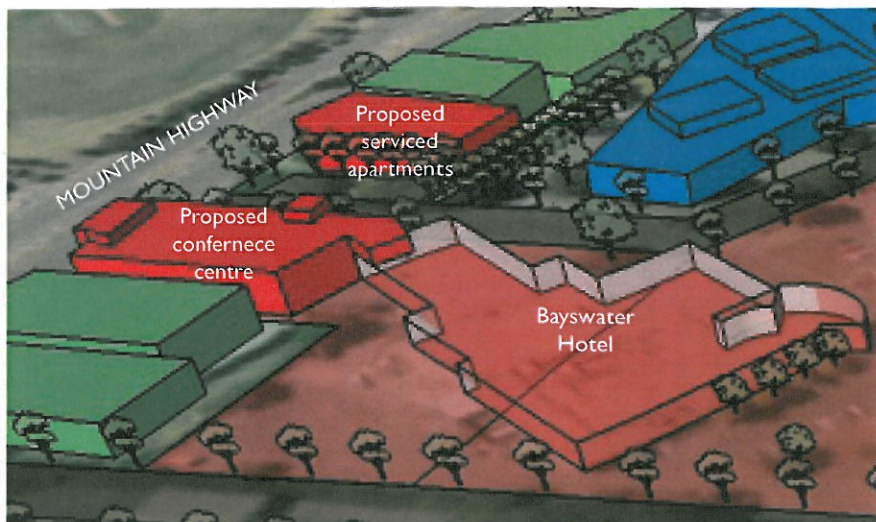
Potential residential development including affordable housing, and commuter parking (1-4 storeys)

**BAYSWATER LIBRARY AND MULTIPURPOSE COMMUNITY FACILITY**

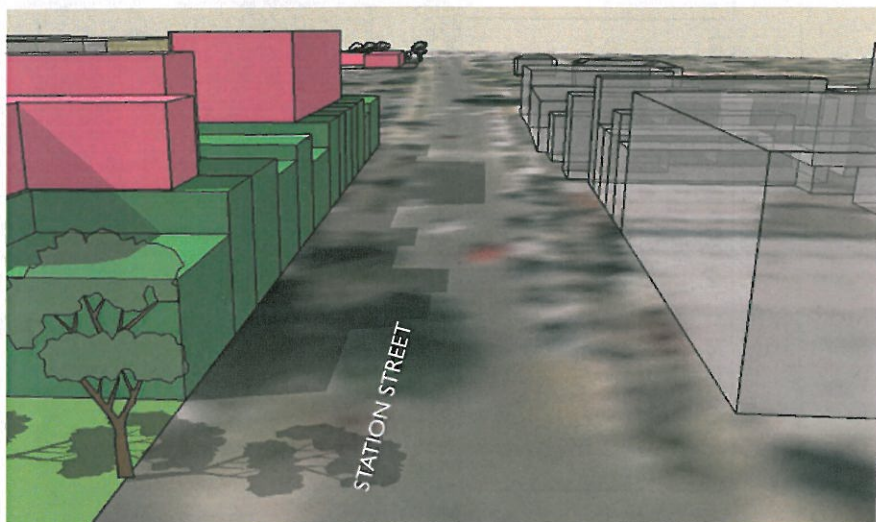
This location (near the entrance to the station) is the preferred site for the proposed Bayswater Library and multipurpose community facility, public transport interchange, town square and opportunities for commercial development.



*The existing Bayswater Hotel remains, but a new conference centre wing and serviced apartment facility are proposed (shown in red) fronting Mountain Highway.*



*Proposed commercial and residential development along Station Street faces and strengthens the existing Station Street shopping strip.*





**BAYSWATER TRIANGLE**

**OPTION C** (Assumes major rail infrastructure alterations and new facility replacing the existing Bayswater Hotel)

**INTERNAL ROAD WITH CAR PARKING**

A new road opens up the centre of the triangle site, creates additional development opportunities with street frontages and opens up additional commuter parking opportunities.

Treat interface setbacks appropriately to maximise views to Dandenongs.

**SERVICED APARTMENTS**

Potential serviced apartments associated with the proposed hotel/convention centre.

**SMALL OFFICES**

Scale and format of office development maximises views to the internal open space and retains the open and leafy character of the area (3-4 storeys)

**CENTRAL OPEN SPACE**

Central open space provides a passive recreation resource to central Bayswater, and provides a link between the new landmark building and station and the retail core.

**RAIL INFRASTRUCTURE MODIFICATIONS**

This option proposed major rail infrastructure modifications, including the removal of the rail maintenance facility and the lowering or undergrounding of the rail lines. This maximises the links between the retail core and the Triangle site.

**LANDMARK BUILDING**

A landmark hotel/convention centre replacing the existing Bayswater Hotel occupies the key corner site, and also provides a focus for the new linear open space (4-5 storeys)

**COMMERCIAL DEVELOPMENT**

Additional 'bulky goods' (Scoresby Rd only) and Commercial development (2-3 Storeys) linked by a new internal Road



**COMMERCIAL DEVELOPMENT**

Commercial development proposed on Station Street.

**PROPOSED NEW ROADS**

Connection between Bayswater Triangle and Industrial area to the east.

**INTEGRATED HOUSING DEVELOPMENT**

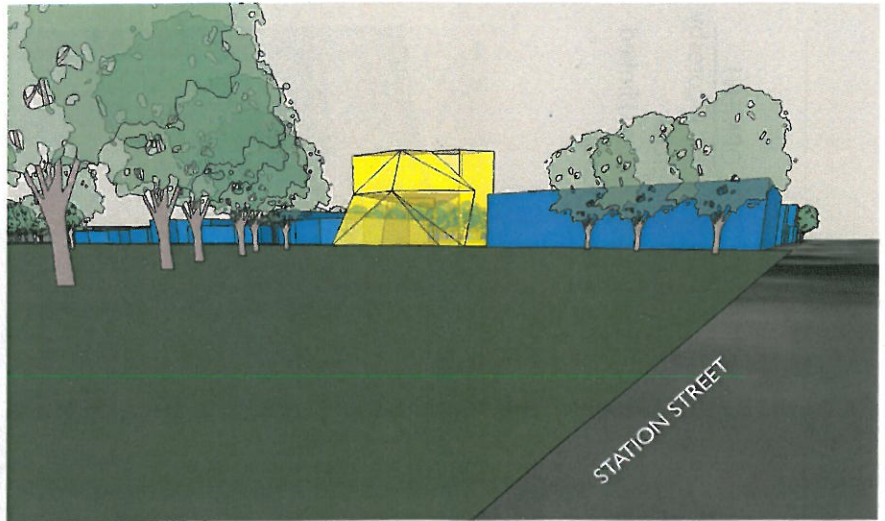
Potential residential development including affordable housing and commuter parking (1-4 storeys)

**BAYSWATER LIBRARY AND MULTIPURPOSE COMMUNITY FACILITY**

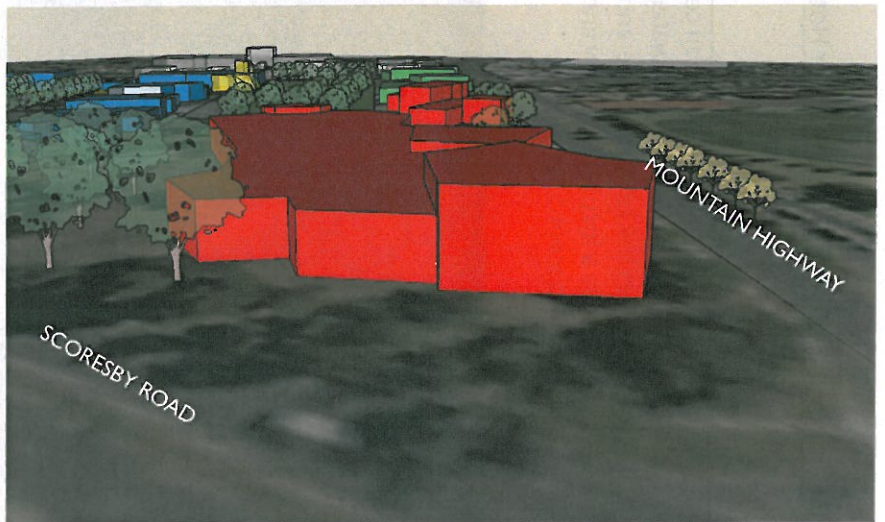
This location (near the entrance to the station) is the preferred site for the proposed Bayswater Library and multipurpose community facility, public transport interchange, town square and opportunities for commercial development.



*Creating an open space over the railway line opens up views and access into the triangle site. It also provides an opportunity to create a station entry building (shown yellow) that addresses the open space.*



*A landmark hotel and convention centre is proposed for the key Mountain Highway/Scoresby Road corner site.*



# Option Assessment

All of the three proposed Master Plan options were considered with regard to their performance within an assessment matrix.

The first part of the matrix considers the options against all of the key and relevant Bayswater 2020 directions pertaining to the Bayswater Triangle site. In addition the influence and importance of State & Local Planning Policy is also applied to the assessment. Each criteria is given a weighting (high, medium or low) - please refer to table opposite; and scoring against the criteria is appropriately multiplied by a weighting factor i.e. a criterion with a low weighting is multiplied by a lower factor than a criterion with a high weighting.

### Weighting Schedule:

weighting of criteria	reason for weight
high	fulfills B2020 & other major State and Local Policies
medium	fulfills B2020 & other State and Local Policies
low	fulfills B2020 & Local Policy

Further details on the matrix assessment and subsequent scoring is provided in **Appendix 3**

## Option Assessment Part 1: Bayswater 2020 Criteria

Option	land use criteria			transport criteria		
	mixed use on station street	bulky goods, entertainment, education uses on land east of railway	north east gateway site (convention centre/hotel)	integrating land uses with transport	undergrounding or railway	reduce car parking and speeds in the area
	option scores against criteria					
A	9	6	6	6	0	6
B	9	4	2	6	0	2
C	12	6	6	9	4	8

Option	transport criteria							
	active and safe environment	preserve vistas to Dandenong Ranges	increase in heights up to 5 storeys	improve pedestrian & cycling amenity - connect to surrounding area	excellent built form and landscaping	improved sense of public realm - community space/ town sq close to train station	entry points - sense of arrival and departure	bush boulevard (principal corridors)
	option scores against criteria							
A	9	2	6	9	9	6	2	3
B	3	2	6	6	6	3	1	3
C	12	2	6	12	12	9	3	2

This part of the assessment results in the following score totals for each of the options:

- Option A = 79 (2nd)
- Option B = 53 (3rd)
- Option C = 103 (1st)



The options have also been assessed against other influential criteria such as time frames, complexity of land holder negotiations and broad sustainability objectives (social, economic and environmental benefits). A weighting scheme has not been applied to these criteria.

Further details on this part of the matrix assessment and applied scoring is provided in **Appendix 3**

### Option Assessment Part 2: Other Important/Influential Assessment Criteria

Option					Sustainability Criteria			
	benefit to Council	timeframes	Council's ability to influence/ complexity of negotiations with land holders	commercial viability/risk	provision of housing	provision of community infrastructure	employment generation	environmental benefits
A	2	3	2	3	2	2	3	2
B	1	4	3	2	2	1	1	1
C	3	2	1	1	3	3	3	3

This part of the assessment results in the following score totals for each of the options:

- Option A = 19 (1st)
- Option B = 15 (3rd)
- Option C = 19 (1st)

Based on this assessment the preferred approach for the Triangle site is to progress with option A (assumes new facility on the existing Crown and Council owned land at the corner of Mountain Highway and Scoresby Road, replacing existing Bayswater Hotel) in the first instance with the view to work towards achieving option C (assumes relocation of Bayswater Hotel as per option A and also allows for major rail infrastructure alterations). This is a logical approach to apply to the Traingle site and allows for successive planning should all future land negotiations and decisions are successful.

## Potential Planning Scheme Changes

The options proposed for the Bayswater Triangle present a range of changes which will bring diversity in uses whilst opening up the site and connecting it to its surrounding environs.

The options proposed for the Bayswater Triangle present a range of changes which will bring diversity in uses whilst opening up the site and connecting it to its surrounding environs.

Amendment C54 (approved in February 2011) sought to implement the objectives of the Bayswater 2020 Structure Plan – through the application of a local planning policy and making the interim design and development overly permanent. Schedule 6 to the Design and Development Overlay 6 – Bayswater Major Activity Centre (DDO6) sets out a range of design objectives for the Activity Centre which will assist with implementation of the Structure Plan. Given that the DDO6 provides specific design objectives and requirements it is not considered necessary to change or build on the design considerations already articulated for the site within this control, although how these requirements are applied may change, as discussed below.

Future changes to the planning scheme should revolve around changes to some of the current zones applied to the site to allow for the diversity of uses proposed in the master plan options. This could include implementation of additional business zones (for example Business 2 and Business 4 Zones). However while these zones could assist in achieving several of the desired outcomes of the Master Plan the application of the Activity Centre Zone (ACZ) could provide a more comprehensive approach and would allow for direct translation of existing strategic work and the DDO6 into the schedule of the zone. In its application the ACZ would have to be applied to the whole of the Bayswater Activity Centre. Whilst this represents a broader rezoning for Council it could help to deliver the Bayswater Structure Plan in a consistent, comprehensive and where necessary detailed manner.

The ACZ would be divided into precincts. The Bayswater Triangle site should be one of those precincts. Furthermore a precinct can be divided into sub-precincts for the Triangle site this would mean those areas designated for bulky goods or civic space, for example, would constitute a separate sub-precinct. Within the ACZ schedule the table of uses can then specify the specific uses to each precinct and each sub-precinct. The schedule to the ACZ can also be used to ensure that objectives for each precinct and sub precinct are detailed. For example this is where the DDO6 requirements could be included. Those areas within the Triangle site which will remain in public use (such as VicTrack land) currently zoned Public Use should retain their existing zoning. However if components of this land are proposed to be transferred to other uses in the future the ACZ could apply to the relevant portion of land.

Other Overlays applicable to the Triangle such as the Special Building Overlay and the Vegetation Protection Overlays should remain unchanged.



## Conclusion and Next Steps

The Bayswater Triangle site is currently under utilised and isolated from the rest of the Bayswater Activity Centre. The Bayswater Activity Centre Structure Plan, Bayswater 2020, has provided the foundation for how the site could be transformed and better connected.

Development of the Master Plan has been guided by the Structure Plan, landscape and visual assessment, urban design principles, market assessment, stakeholder input and the development and assessment of three Master Plan options. The assessment of the options (using a criteria based assessment matrix), confirms that Option A (which will facilitate change through the relocation of the Bayswater Hotel to the north east corner of the site) and Option C (which will facilitate change through the relocation of the Bayswater Hotel, and major rail infrastructure alterations) are the recommended and successive options, with Option C being the ultimate outcome for the site.

The future of the site and final articulation of the preferred Master Plan options remain uncertain until: notable landholder negotiations; major rail infrastructure improvements; and resolution of the exact location of the proposed Bayswater multipurpose community facility are progressed and resolved.

However this Master Plan provides a strategic framework for the site which Council may wish to advance through the following means:

- Advocate for major rail infrastructure improvements in the area. The ideal improvement being the under grounding of the rail line but other approaches such as a pedestrian footbridge and/or grade separation at Mountain Highway should also be included as part of negotiations with VicTrack, DoT and other relevant authorities.
- Progress planning for the proposed Bayswater multi-purpose community facility.
- Inform and engage with the community and key stakeholders including: the Bayswater Hotel, DSE Crown Land, Vic Track, CFA and other land holders in regard to the key directions of the Master Plan.
- Explore short term strategies which improve the amenity of the site; including:
  - A greening strategy and subsequent implementation to be applied across the site - in particular the central car parking area and station. Works could also link with and enhance existing vegetation on site.
  - A connectivity strategy and subsequent implementation which will improve the physical and visual connectivity between the site and its surrounds namely; the rest of central Bayswater in the west, the parklands in the north and in the industrial area in the east.
  - A lighting strategy and subsequent implementation which will bring about a creative lighting scheme which not only improves amenity but the safety within and around the site.

Community support will be necessary for the success of any redevelopment in a strategic location such as this. In the absence of this Committee Council should consider identifying a representative group(s) to engage with to inform the development of the site and the broader Bayswater Activity Centre.

Like many potential redevelopment areas that are subject to masterplanning, redevelopment of the Bayswater Triangle site will likely require public sector lead intervention to stimulate development or provide a catalyst for private sector development.

Within this context Council could consider funding and/or facilitating a demonstration project on the site which includes high quality design which showcases best practice in areas such as architecture, sustainable design and urban design. Suggestions include a commercial facility with shop top housing or a new office facility. This could aid the attractiveness of the site to investors thus encouraging further development and demonstrating the standards that new development should seek to achieve.



