



COCKATOO TOWN CENTRE URBAN DESIGN FRAMEWORK

30th July 2004
Revised 26th November 2007

Prepared For:
CARDINIA SHIRE COUNCIL

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GLOSSARY OF URBAN DESIGN TERMS

The Cockatoo Town Centre Urban Design Framework uses several terms to describe activity, uses and forms of development. Note that other terms used to describe use are consistent with the definitions provided in the Cardinia Shire Planning Scheme.

Active Uses

Uses that provide opportunities for people to interact. They are generally considered 'busy' places. They are uses that attract people to meet, shop, relax, eat and drink. They generally provide a level of activity throughout the day, at night and on weekends.

Amenity

Used to describe spaces/places in terms of attractiveness, pleasantness, liveliness and good features of a place.

Active Edges

Active edges are generally associated with active uses. This term refers to the level of activity or interaction that is provided by a retail shop frontage, or a cafe with street tables and chairs. It also means the edge where the main entry is or where the main frontage is located. It also applies to a row of shops facing onto a street or a public space.

Permeability

An open, safe town centre environment, easily accessed and moved through. Also encompasses walkability.

Walkability

Footpath based travel is easy for all members of the community. Walkability encompasses issues of safety (traffic and personal), attractive and active surroundings, and short distances between destinations.

Entertainment

Any use that provides paid for activity and entertainment such as cinemas, bowling alleys, amusement centres.

Bar

A use that provides for eating and drinking, but does not include accommodation or gaming venues or have bottle shop facilities.

Shop Top Residential

Housing that is provided above shops or offices, generally within an active commercial precinct.

Service Industry/Business Use

Uses that are service industry based, such as mechanics, trade supplies, repairs, machinery hire, workshops and uses which meet the zoning requirements of the planning scheme.

URBAN DESIGN FRAMEWORK - FOREWORD

The Cockatoo Town Centre Urban Design Framework is a project initiative of Cardinia Shire Council.

Urban Design is essentially about adopting a creative and practical design approach to the development of urban environments. An urban design framework integrates design, traffic and landscape visions and sets out a plan for council, other government agencies and the local community to implement.

STRUCTURE

The Cockatoo Town Centre Urban Design Framework consists of:

- **Background Report**

The Background Report provides an overview of the analysis stage and identification of key issues and opportunities.

- **Cockatoo Town Centre Urban Design Framework**

The Cockatoo Town Centre Urban Design Framework provides guidelines, strategies and implementation priorities.

PURPOSE

The Cockatoo Town Centre Urban Design Framework aims to:

Express the community vision for the development of Cockatoo town centre.

Outline the current issues, particularly those constraining developments.

Identify the opportunities for development in the town centre.

Develop recommendations to guide future design and support planning decisions.

Outline realistic, implementable and prioritised development works.

1.0 INTRODUCTION

Cockatoo township, postcode area 3781, currently has a population of approximately 4,000 people. It is expected that the long term population growth will remain relatively stable.

Cockatoo town centre will need to continue to meet the needs of the local community primarily as a local service centre. New development is encouraged, particularly active uses that will contribute to the existing commercial core and support tourism markets.

A vibrant and active town centre will enhance amenity for users and visitors and provide a safe environment.

The Cockatoo Town Centre Urban Design Framework will:

- Give certainty to the community about where future development should occur.
- Guide council and the community in the prioritising of public realm works, such as streetscape initiatives and road modifications.
- Identify opportunities for council land holdings.
- Be a decision making tool for council in assessing development proposals.

1.1 VISION

The vision for the Cockatoo town centre is:

An active, highly amenable town centre that responds to the needs of the Cockatoo community. A town centre that retains its hillside character.

1.2 OBJECTIVES

To achieve the vision for the Cockatoo town centre the urban design framework considers:

1. **Land Use**
2. **Urban Form**
3. **Movement** (traffic, carparking and pedestrian)

In relation to **LAND USE**, the framework:

- Identifies appropriate development opportunities, to ensure a mix of uses within the town centre that meet the day to day needs of the community.

In relation to **URBAN FORM**, the framework:

- Provides built form and urban design guidelines to:
 - Capitalise on Cockatoo's hillside village and rural country character.
 - Enhance the appearance of the town centre.
 - Promote principles of environmental sustainability, and reinforce Cockatoo's environmental qualities.
 - Create a secure environment.

In relation to **MOVEMENT**, the framework:

- Proposes road network modifications to improve circulation and safety.
- Identifies locations for additional, accessible carparking.
- Identifies pedestrian links and crossing points.

The following urban design framework report outlines the principles in more detail, and Figure 1 to follow illustrates the key strategies.



2.0 LAND USE STRATEGIES

2.1 LAND USE

The framework identifies appropriate development opportunities, to provide a mix of uses within the town centre and ensure commercial, retail uses and carparking occur in appropriate locations. The proposed land uses are complementary to existing uses and support the existing commercial centre, as well as promote an increase in the vitality of the town centre.

In light of these land use distinctions, there will need to be integration with the zoning determinants of the planning scheme, to ensure links to statutory controls.

2.2 SERVICE INDUSTRY / BUSINESS PRECINCT

It has been identified that there is no specific area for service industry/business uses within the town. This could limit the potential for economic growth and local employment opportunities in the town.

There are two allotments at the eastern end of Fairbridge Lane zoned Business 1, which currently have a residential use. These two allotments are considered appropriate locations for service industry/business uses. If the land became available it is appropriate to allow for service industry/business use, rather than allowing commercial/retail or residential uses.

The key determinants for considering the location for a service industry/business use precinct are:

- Available infrastructure and servicing, particularly drainage and sewerage.
- Access (potentially for service and heavy vehicles).
- Potential for consolidation of the town centre.

As the location is adjacent to residential areas it is important that any service industry/business use is designed to:

- Preserve the amenity of adjoining uses, particularly the residential areas on Boronia Crescent.
- Protect view corridors and environmental values.

2.3 SUPERMARKET DEVELOPMENT

Following the 2004 land use recommendations, there has been an identified opportunity to develop a Supermarket in the town centre.

A Supermarket development would be a key anchor for commercial and retail activity in the town centre.

A site on Fairbridge Lane, within the existing Business 1 zone, has been proposed for a Supermarket development.

A Supermarket development may also encourage consolidated development and amenity improvements (e.g landscaping) at the rear of McBride Street.

It will be important that the Supermarket address Fairbridge Lane to encourage interaction and promote activity between the two retail zones.

2.4 TOWN CENTRE CONSOLIDATION

The intent of the framework is to assess land use essentially in terms of urban design, that is in terms of activity, amenity, functionality, character, accessibility and community benefit.

2.4.1 McBride Street

McBride Street works well as a focussed shopping environment with its concentrated core of commercial activity. There is a mix of retail and commercial premises that meet the day to day needs of the community. These uses provide strong daytime activity but limited after hours and weekend use.

It is recommended that this core area of McBride Street, between Pakenham Road and Belgrave - Gembrook Road, be preserved as the focus for retail and commercial activity in the town centre.

Uses in McBride Street should be active, and continue to support existing commercial activity. Uses that promote evening and weekend activity, such as cafes, restaurants and bars, entertainment are desirable. Other preferred uses include commercial office, professional suites, and retail shops. Shop top residential accommodation is also desirable and can be located behind/above an active McBride Street use such as a shop or office.

Uses considered inappropriate in McBride Street include non active uses, traditional residential development, uses that require vehicle access from the street frontage such as a petrol station, drive through bottle shop or car sales.

2.4.2 Cardinia Casey Health Services, McBride Street

The site is located on the north western end of McBride Street in what is a key activity zone at a major entry into the town centre. A strong activity node is created at this end of McBride Street, with high levels of activity provided by the various retail activities, the Post Office, the newly constructed Town Square, as well as the desire lines and links to the Alma Treloar Reserve and to Puffing Billy Station.

This site may be considered for redevelopment. As it is a Crown land site it is reserved primarily for community uses. The site should continue to provide off street parking carparking for community use (see further section 4.3.1). As an important gateway site, future development shall also consider vistas into the town centre from the northern entry.

It is preferred that this site is used for:

- Development with a community focus.

The site is not appropriate for:

- Traditional residential development or ground floor residential development.
- Non Active Uses.
- Uses that require vehicle access from the street frontage.
- Entertainment uses.

This site is also considered an appropriate location for new public toilets and an information area, in association with a new development rather than as a stand alone facility.

2.5 COUNCIL OWNED LAND

Council own three adjoining blocks on Fairbridge Lane, two blocks on the corner of Boronia Crescent and McBride Street (currently used for informal parking), and a small block on the north western end of McBride Street adjacent the community health centre.

2.5.1 Corner McBride Street, Fairbridge Lane and Boronia Crescent

Development on this corner site will provide a valuable gateway element to the town centre, and make a major contribution to the commercial core.

Appropriate development of this site will help provide definition of the town edge by addressing Belgrave - Gembrook Road. The provision of a 'gateway' element will also help signify a town entry and go some way to eliminating the inward facing nature of much of the development on McBride Street.

This site also has the potential to be increased in size to include the section of Boronia Crescent proposed to be truncated (Refer further to the traffic management initiatives in the Movement section 4). This would provide an additional frontage of nominally 20 metres to McBride Street and Belgrave - Gembrook Road.

Preferred uses on this important site include:

- Commercial office.
- Professional suites.
- Shop.
- Uses that promote evening and weekend activity, such as cafes, restaurants and bars, entertainment.
- Shop Top residential.
- Accommodation.

Traditional residential development, or ground floor residential development is not considered appropriate for this site.

2.6 PRIVATE LAND

In considering long term development opportunities for the town centre, the framework also recommends development for private land where it is being underutilised or is vacant.

2.6.1 Residence/Machine Hire Business – McBride Street

The current residence/machine hire business is on a key site on McBride Street. It is considered to be more valuable as a commercial, retail or mixed use development, in order to contribute to the commercial/retail focus of the main commercial core of McBride Street.

There is potential to relocate this current semi-light industrial use to the service industry/business use precinct proposed on Fairbridge Lane. Council should consider options for negotiating the relocation of this residence and business.

Uses on this site should be active, and continue to support existing commercial activity on McBride Street. Uses that promote evening and weekend activity, such as cafes, restaurants and bars, entertainment are desirable. Other preferred uses include commercial offices and retail shops. Shop top residential is also desirable and can be located behind/above an active McBride Street use.

Uses considered inappropriate on this site include non active uses, traditional residential development, uses that require vehicle access from the street frontage.

2.6.2 Vacant Land- 46 McBride Street

This site next to the Bendigo Bank provides a very good opportunity for creating a link between the proposed new public carpark on Fairbridge Lane and McBride Street. This site is large enough to provide for a public pedestrian link. A small commercial development could be developed along one edge, with active edges facing the open space link and McBride Street.

This land is currently privately owned, so council will need to consider options for negotiating development.

It is preferred that this site is used primarily as public open space and a pedestrian link. Associated commercial development providing active uses, such as a shop, restaurants, cafes, bars would also be desirable facing onto this site.

Uses considered inappropriate on this site include non active uses, traditional residential development, uses that require vehicle access from the street frontage.

2.6.3 Corner Shop – North East corner of McBride Street

Some community members have expressed a desire to see this corner site redeveloped. As it is not a vacant site, in current planning it is not considered an immediate priority for development.

However long term, if the site became available for development preferred uses include:

- Active uses.
- Office uses.
- Shop.
- Shop Top residential.
- Uses that promote evening and weekend activity, such as restaurants, cafes, bars.
- Entertainment uses.

2.7 PUFFING BILLY STATION ENVIRONS

Initial consultations with Puffing Billy have confirmed their willingness to negotiate on proposals within the town centre, as well as proposals directly affecting their land.

The Emerald Tourism Railway Board has plans to improve and redevelop the railway station and environs however they are constrained by funding. There are good opportunities for the framework proposals and the railway station proposals to be integrated to ensure the best possible outcomes, ensuring strong connections between the town centre and the railway station.

3.0 URBAN FORM STRATEGIES

3.1 INTRODUCTION

The presentation of the Cockatoo town centre is a critical factor in creating an attractive and amenable environment.

The urban design framework aims to guide the growth and development of the Cockatoo town centre to ensure that it is attractive, safe, amenable and meets the needs of the community, and that a 'hillside town' character can be maintained.

The framework aims to achieve this through providing built form and urban design guidelines. The guidelines are intended to promote innovation, a high quality of built form, and good urban design within the town centre.

3.2 BUILT FORM AND URBAN FORM DESIGN PRINCIPLES

The following built form and urban design principles outline the preferred form for new development in the Cockatoo town centre. These principles are based on an analysis of the existing built form and urban form of the town centre. They will act as a guide for new infill development and redevelopment of existing forms.

The main objectives of the principles are to:

- Capitalise on the existing qualities of the town centre, particularly its natural setting.
- Maintain the compact nature of the town centre.
- Increase the amenity and safety of the town centre.
- Improve permeability and walkability in the town centre.
- Achieve high standards in any new development.

The importance of these principles is that they emphasise a 'whole town' approach, in that the impacts on streetscapes, views, adjoining uses and activity are all taken into consideration, and built form is not viewed in isolation from other elements. In essence these principles promote site responsive urban design.

As guidelines, the principles are not intended to determine a consistent 'formulaic' approach to built form, as diversity should be promoted. These principles should be integrated with the preferred uses determined for each precinct in Land Use Section 1.

A review system (or panel of professionals such as urban designers, planners, landscape architects, architects) could be established to assist council officers in assessing development proposals against these principles.

A Design and Development Overlay (DD02) currently applies to Hills Townships in the Shire. A specific DDO for the Cockatoo town centre would provide the necessary statutory controls for protecting its particular character, similar to the DDO controls covering residential zones in the town. The urban design guidelines are intended to be incorporated into such an overlay.

3.2.1 McBride Street

New development, infill development and the redevelopment of existing forms and structures should respond to the following built form and urban design guidelines to ensure new developments strengthen the desired built form character of the town centre. A key objective of these guidelines is also to capitalise on the compact nature of the commercial core on McBride Street. The guidelines are further illustrated in Figures 2 and 3.

Development on McBride Street will require consideration of the following urban design guidelines:

- Respond to the requirements of the Significant Landscape Overlay (SLO1).
- Provide a continuous built edge, with zero lot setback.
- Avoid front setback for carparking.
- Provide one to two storey buildings as the preferred height immediate to McBride Street. Second storeys shall not be visually intrusive, and should not interrupt viewlines from Belgrave-Gembrook Road or Pakenham Road elevations. Building articulation, setbacks can be employed to enhance rather than interrupt view lines.
- Address both street frontages on corner blocks.
- Use of Australian made/local materials and recycled building materials (rubber/timber/concrete) that are energy efficient and sustainable. The Green Building Council provides information on preferred materials to achieve Green Star ratings.

Other materials and elements that would be appropriate include:

- Natural materials (timber, stone, mud brick).
- Neutral colours (earth tones, forest tones), non reflective colours.
- Use verandahs or similar shade and weather protection devices.



Encourage defined/built edges.
Discourage rear fences.



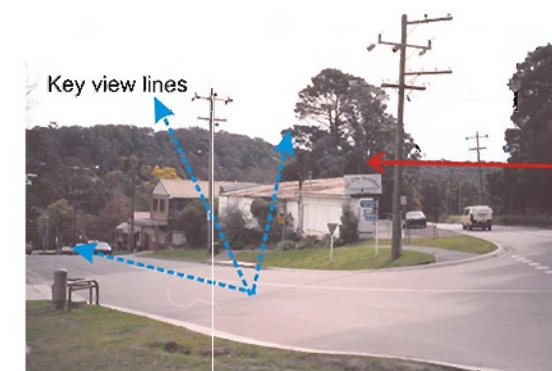
Retail development, such as a café or restaurant, could develop on this edge, opening out onto the open space pedestrian link.

MCBRIDE STREET LINK

This vacant block provides a good opportunity to create a pedestrian link to Fairbridge Lane and the proposed public carpark.

There is potential for a retail development on one side, with active edges and connections to the open space pedestrian link.

Create a pedestrian link, with a defined crossing point on McBride Street.



MCBRIDE STREET- EAST ENTRY

This is a key gateway entry into the town centre. It could be enhanced through placement of powerlines underground, signage, tree planting and long term, new development that provides an entry statement and ensures protection and enhancement of key views.



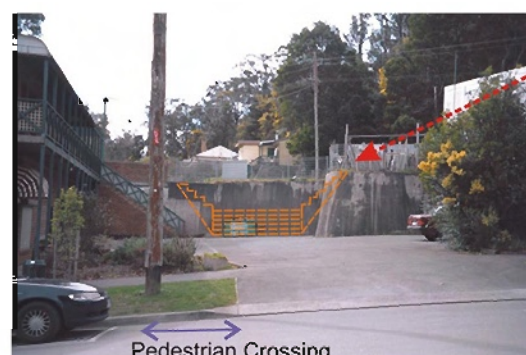
Encourage pedestrian links and open views.

BELGRAVE - GEMBROOK ROAD EDGE

Encourage McBride Street developments to extend to Belgrave - Gembrook Road, and provide a defined edge to the town, as this is a key gateway.

Discourage back fences and blank facades on this edge.

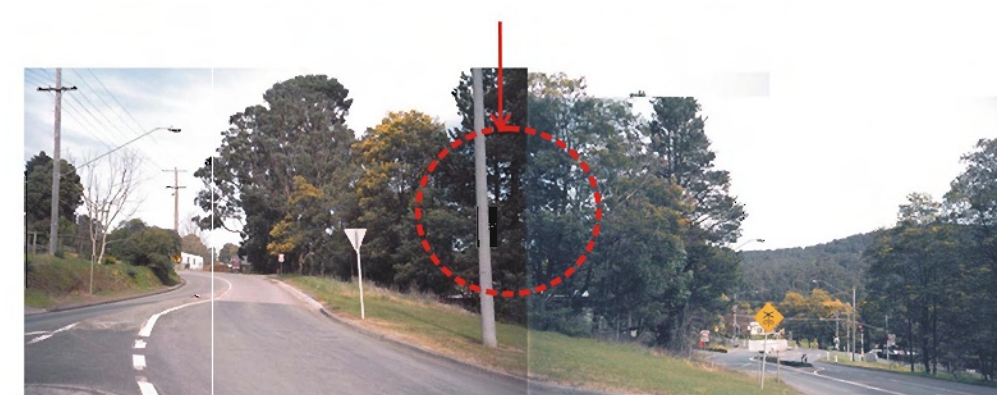
Encourage pedestrian links and views through to McBride Street.



MCBRIDE STREET LINK

A more direct stair link to the upper level could be created, with clear sightlines. This would also minimise the visual impact and scale of the retaining wall.

This link would align with the proposed pedestrian link to Fairbridge Lane. A defined crossing point on McBride Street would help define this as a preferred thoroughfare.



Any new development on the Cardinia Casey Health Services site should extend to its northern boundary to help signify this town entry and importantly identify this as an edge of the town.

The existing vegetation will frame views.



SECURITY DOORS AND WINDOWS

Alternative security measures (e.g screens, cameras) are a preferred alternative to roller doors.



VIEWS AND VISTA

The views down the valley and up to the surrounding hills are significant.

Built form should not interrupt these views, but enhance and frame them.

Built form should step down to follow the topography.

Underground powerlines will enhance the visual amenity of McBride Street.



BELGRAVE - GEMBROOK ROAD, PAKENHAM ROAD - WEST ENTRY

These are key gateway entry points into the town centre.

Long term upgrades are proposed at this intersection. This will help slow traffic arriving at the town centre, as well as respond to traffic flow, safety and access issues.

COCKATOO TOWN CENTRE URBAN DESIGN FRAMEWORK

FIGURE 2: TOWN CENTRE PRINCIPLES



URBAN DESIGN FRAMEWORK 30th July 2004
(Re-issued 26th November 2007)

- Require developments to interact with the street frontage, by providing a high percentage of window area to solid and use of clear glazing.
- Encourage use of safety glass, screens, bollards, cameras rather than roller shutters for security.
- Ensure built form responds to topography, by stepping down/up to follow grades, terracing.
- Reduce visual bulk of buildings to ensure frontages fit the modest scale and single fronted appearance of the existing streetscape.
- Design buildings to enable easy location of entries and exits.
- Design buildings and landscaping to provide natural surveillance of the street, public spaces and carparking, through windows that overlook the spaces, active edges to these spaces, entries/exits from these spaces.
- Require active edges on street frontages, avoiding blank facades.
- Provide rear, shared carparking and encourage shared driveway and rear driveway access from Fairbridge Lane, to reduce access points from McBride Street.
- Incorporate environmentally sustainable design and site planning, such as:
 - Maximise opportunities for northern orientation.
 - Maximise opportunities for daylight penetration and natural ventilation. Use of atriums is an appropriate response.
 - Use of double glazing to help attenuate noise, as well as improve energy efficiency of facades.
 - Use of water sensitive design techniques and suitable stormwater management techniques to control and ameliorate stormwater and waste on site to avoid impacts in the adjoining catchment and drainage easement.
- Ensure building siting and design meets CFA standards, minimising the potential risk from fire.
- Provide pedestrian connections between developments, carparks and open space.
- Provide a high level of safety and activity for all pedestrian connections. This can be done by providing direct routes and entry points with clear sightlines and active edges.



Encourage the use of verandahs.

Encourage a continuous edge on McBride street frontages.
Avoid setbacks particularly for carparking.



Built form should generally step down to follow topography



Discourage blank facades and inactive street frontages.

Encourage active edges, to allow for interaction with the street.

MCBRIDE STREET

The built form and urban design principles for McBride Street generally respond to existing character and forms, including:

- A continuous built edge with zero setback.
- One to two storey buildings as the preferred height.
- Verandahs.
- Stepping buildings to follow topography.



SIGNAGE

Council preference is to use the Council logo and colour palette for signage identifying towns and community facilities. This entry sign is appropriate, however it is located too far from the town centre (before the Woori Yallock roundabout)



DIRECTION SIGNAGE

Direction signage can be located at the entries to McBride Street the community reserve, Bailey Road.



ENTRY SIGNAGE

New entry signage should be provided in locations closer to the town centre, such as near the Primary School.

COCKATOO TOWN CENTRE URBAN DESIGN FRAMEWORK

FIGURE 3: TOWN CENTRE PRINCIPLES



(i). Cardinia Casey Health Services Site, McBride Street

Generally the principles for McBride Street will apply to the frontage of this potential future development site. However, the following site specific guidelines would also apply, particularly as this site extends to a key town entry at the intersection of Belgrave-Gembrook Road and Pakenham Road.

- Address the corner intersection of Belgrave-Gembrook Road and Pakenham Road, recognising that this is a key gateway site to the town.
- Incorporate innovative design with a high standard of built form and detailing, setting a benchmark for the urban image of the town centre.
- Consider up to a two storey height for development. Building articulation, setbacks can be employed to enhance rather than interrupt view lines.
- Give priority to pedestrian access, with links to McBride Street, Belgrave-Gembrook Road and Pakenham Road.
- Integrate landscape and particularly tree planting within the site, with a preference to incorporate local and regional native species where possible.

Note, while it is council's preferred policy to use indigenous species whenever possible in parks, gardens and reserves, street trees are selected on biological, functional and aesthetic criteria, which the indigenous species generally fail to meet. Species selection will also require consideration of sightlines and safety requirements.

(ii). Corner McBride Street and Boronia Crescent – Informal Carpark

Generally the principles for McBride Street will apply to this potential development site, including its Fairbridge Lane frontage.

The following site specific guidelines would also apply, particularly as this site is at a key town entry at the intersection of Belgrave-Gembrook Road and McBride Street.

- Address the corner intersection of Belgrave-Gembrook Road and McBride Street, recognising that this is a key gateway site to the town.
- Incorporate innovative design incorporating a high standard of built form and detailing, setting a benchmark for the urban image of the town centre.
- Preferred height for development is two storey. Building articulation, setbacks can be employed to enhance rather than interrupt view lines.
- Give priority to pedestrian access, with links between McBride Street, Belgrave-Gembrook Road and Fairbridge Lane.
- Integrate landscape and particularly tree planting within the site. Note that while council's preference is to incorporate local and regional native species, wherever possible trees should be selected on biological, functional and aesthetic criteria, which indigenous species generally fail to meet.
- Provide on site rear carparking (at recommended Council rates for type of development). Basement carparking would also be appropriate where drainage issues can be addressed.
- Provide access from McBride Street to carparking on Fairbridge Lane.

3.2.2 Belgrave – Gembrook Road

This is an important edge defining the town centre, however businesses have been less successful with this as their main address as they have been disconnected from Main Street.

Generally the principles for McBride Street will apply, as well as the following:

- Encourage developments on McBride Street to extend to the rear allotment line, so that development provides a defined edge along Belgrave-Gembrook Road.
- Provide pedestrian access links to McBride Street. It is important to ensure links are direct, have clear sightlines, have active edges, are accessible at all times (i.e not internal to buildings), and that buildings provide natural surveillance by overlooking these spaces.
- Avoid blank facades on the Belgrave-Gembrook Road frontage.
- Ensure viewlines into McBride Street are opened up, through site planning and building design techniques, including building articulation, setbacks, stepping with topography.
- Integrate landscape and particularly tree planting within the site. Note that while there is a preference to incorporate local and regional native species where possible, indigenous species do not always meet biological, functional and aesthetic criteria.

3.2.3 Service Industry/Business Precinct - Fairbridge Lane

It is important to ensure that development in this precinct does not impact on the amenity of adjoining uses and environments such as the residential zone on Boronia Crescent and the drainage easement on Rouen Road.

A key objective of the following principles is to ensure minimal visual and physical impact on adjoining areas.

- Respond to the requirements of the Significant Landscape Overlay (SLO1).
- Provide a setback of nom 3.0m from the Boronia Crescent road reserve.
- Maintain the setback as a landscape zone, providing a contribution to landscaping of the existing road reserve. Local and regional native species shall be primarily used.
- No blank walls are to face Boronia Crescent or Fairbridge Lane. Relief should be provided through articulation, feature entry or windows.
- One storey buildings as the preferred height, with a maximum height (including all roof and plant) of 7.0m.

- Encourage a variety of building forms and envelopes rather than standard 'shells'. The following materials and elements would be appropriate:
 - Natural materials (timber, stone, mud brick).
 - Neutral colours (earth tones, forest tones), non reflective colours.
 - Corrugated iron.
- Where concrete panels are used and are visible from streets or public areas, they must have a high level of finish with paint, render, stone or other suitable material.
- Encourage integration with the surrounding environment in terms of site planning, landscaping, topography, colours and materials.
- Encourage diversity, and use of current new trends in architectural materials, in terms of texture, colour and quality.
- Use recycled materials, energy efficient and sustainable materials. The Green Building Council provides information on preferred materials to achieve Green Star ratings.
- Reduce visual bulk of large development forms through detailing of facades, which may include incorporation of a variety of materials, colours and design elements.
- Require larger developments to break down building mass by creating the appearance of several smaller buildings, or a series of building elements, such as rooflines and articulated facades.
- Use verandahs or similar shade and weather protection devices.
- Require built form to respond to topography, by stepping down/up to follow grades, terracing.
- Design buildings to enable easy location of entries and exits.
- Design buildings and landscaping to provide natural surveillance of Fairbridge Lane, public spaces and carparking, through windows that overlook the spaces, entries/exits from these spaces.
- Avoid blank facades on street frontages.
- Ensure loading bays, service access, storage areas, plant and equipment are not visible from Fairbridge Lane.
- Incorporate environmentally sustainable design and site planning, such as:
 - Maximise opportunities for northern orientation.
 - Use of double glazing to help attenuate noise, as well as improve energy efficiency of facades.
 - Use water sensitive design techniques and suitable stormwater management techniques to control and ameliorate stormwater and waste on site to avoid impacts in the adjoining catchment and drainage easement.
- Design and site buildings to minimise the potential risk from fire and to meet CFA standards.

3.3 SAFETY DESIGN

In reaction to safety and vandalism concerns many shop keepers have installed roller doors to the frontages of their shops. The appearance of these, particularly out of hours, is detrimental to the ambient character of the town. An ideal resolution is to discourage the further use of roller shutters and promote their removal, or substitution, with alternate measures and less intrusive deterrents including lighting, subtle window mesh/bars, bollards, cameras etc.

There are a range of other built form and design principles that will ensure that the town centre provides a sense of safety and security for the community, including:

- Natural surveillance of streets and pedestrian spaces, ensuring windows, balconies, entries and exits overlook these spaces.
- Site planning that avoids 'dead zones'.
- Pedestrian and open space links provide good lighting, have high visibility and clear sightlines.
- Highly visible entries and exits to buildings, carparks, public facilities.
- Active building edges – retail/commercial activity, windows, entry points etc, along pedestrian links and street frontages.
- Lighting to pedestrian paths, public carparks.
- Consider after hours closure of rear public carparks, (i.e. through a boom gate system) to limit loitering.

Increased activity in the town centre at night and on weekends will also promote a safe environment.

An important consideration for the ongoing development of the town centre is ensuring that it is a safe environment. New developments, pedestrian networks and public spaces must also meet Australian standards for Occupational Health and Safety and Disability Access codes.

Cardinia Shire has developed a Road Safety Strategy and a Community Safety Plan providing guidelines for overcoming and improving community safety.

Crime Prevention Victoria has also developed principles of 'Crime Prevention Through Environmental Design' (CPTED), as a guide for local government authorities.¹

¹ Crime Prevention Through Environmental Design, Crime Prevention Victoria and Bell Planning Associates, Final Report 2002.

3.4 STREETSCAPE INITIATIVES

3.4.1 Linkages

The recommendations of the framework promote the development of a good path network and permeability through the town centre.

Five key public pedestrian links are proposed:

- One on the north side of McBride Street, connecting to Belgrave-Gembrook Road.
This would be a public route, be a more direct route, and have clear sightlines, replacing the existing link provided as part of the commercial development.
- Three on the south side of McBride Street, connecting to Fairbridge Lane.
One of these links is proposed on the currently vacant land, the other two are in association with the proposed corner development. These will provide key pedestrian connections from any proposed development on Fairbridge Lane.
- The extent of Fairbridge Lane, connecting to the existing rail crossing and the pedestrian crossing at Pakenham Road.
This is already a well used link, and should be formalised to provide a safe, well lit environment for pedestrians, separate from vehicles.

It is also anticipated that the urban design guidelines will promote further pedestrian links within new developments. Links should be well planned and integrated within the development (for example they may include a number of entries/exits to allow movement through shops or walkways). Avoid using gaps between developments, side laneways or left over spaces as links.

There is opportunity to establish strong planting in these links contributing to the town's landscape character and increasing the amenity of these spaces as gathering spaces for pedestrians.

Pedestrian linkages and nodes should also provide for safety, amenity, weather and climate protection, and consider the integration of public art (refer to how this has been done successfully at the Town Square).

3.4.2 Urban Landscape and Streetscape

The significant landscapes of the Cockatoo environs are well recognised. However there is limited landscape and significant vegetation within the urban environment of the town centre that contributes to the desired 'green' character of the town. It is essential to consider the importance of vegetation within the streetscape of the town centre, as the context of this place is its natural setting.

Following recent street upgrades, there are limited opportunities for additional street trees in McBride Street. However there are a number of other opportunities to strengthen the landscape character of the town centre.

These include:

- Low level tuft and shrub planting in nature strips as an alternative to grass.
- Tree planting in carparks (without the loss of carpark numbers).
- Low level planting in traffic devices (medians, roundabouts).
- As a key component of the proposed new pedestrian links.
- Along Fairbridge Lane.
- Along Boronia Crescent, as a frontage to the proposed Service Industry / Business Precinct.
- Along the rail corridor.
- Within new developments. Landscape integration into private developments can be a requirement of a Design Development Overlay.

Feedback during consultation gave a strong emphasis to the consideration of sight lines and safety in the selection of planting zones and forms, heights etc.

Council's preferred policy is to use indigenous species, selecting suitable local species where appropriate in the context of the location. Note, the use of indigenous species should be a priority, however it should be recognised that site suitability and appropriateness for particular situations may determine the use of non indigenous native and exotic species.

3.4.3 Streetscape Elements

Recent upgrade works in the Town Square and on McBride Street specified a range of standard streetscape elements and materials, although not all have yet been installed.

These furniture items have been agreed by the community, and should now form the standard for all furniture elements used throughout the town centre to ensure a consistent streetscape.

3.4.4 Underground Power

Placing powerlines underground is proposed long term. Existing overhead powerlines have a negative visual impact and they restrict tree planting opportunities.

Consideration should be given to placing powerlines underground in Fairbridge Lane, McBride Street and along Bailey Road, as well as along the approaches to the town centre.

3.5 SIGNAGE PRINCIPLES

It is recognised that advertising signs will be an important feature of the town centre, as they are important to identify businesses and public facilities. Currently signage in the town centre is relatively well controlled and of a modest scale.

The following principles for advertising signs in the Cockatoo town centre aim to ensure a consistent and sensitive approach, so that signage remains controlled and sympathetic to the surrounding environment. These principles are required to be read in conjunction with the Cardinia Planning Scheme provisions for advertising signs.

Principles for advertising signs include:

- Signs should be located on buildings, awnings, or within built elements.
- Where buildings have a zero front setback, signs are generally to be limited to a single awning and/or verandah sign.
- Signs on windows are to be limited.
- Signage above verandahs and sky signs are discouraged.
- Illuminated signs should not be permitted.
- Signs should be integrated with the style and character of the building and surrounds.
- The size of signs is to be consistent with the scale of the building and its surrounds.
- Signage colours and graphics are not to detract from the amenity of the area.
- Signs are to be of a high quality design and standard.

3.5.1 Town Signage

A concern raised during consultation is the lack of signage signifying arrival in Cockatoo. The existing signs, standard Cardinia Shire Council signage, are also placed too far from the township proper. This is particularly the case when entering from the north where the town sign is placed at the Woori Yallock Road roundabout, about 700 metres from the town centre.

Signage is also required for a variety of uses within the town including directional, information and tourism signs.

For signs that identify towns, community facilities and council developments, council preference is to use the council 'livery' i. e the logo, branding and colour palette.

Figure 3 indicates some options for new signage forms.

4.0 MOVEMENT STRATEGIES

The key movement strategies identified in the framework aim to improve traffic circulation and provide additional and accessible carparking in the Cockatoo town centre.

4.1 INTERSECTIONS

4.1.1 McBride Street and Pakenham Road

At the McBride Street and Pakenham Road intersection it is proposed to investigate an appropriate intersection treatment to overcome the existing site line and safety issues.

Figures 1 and 4 illustrate the opportunity for a roundabout as a traffic management solution for this intersection. The key requirements for a roundabout include:

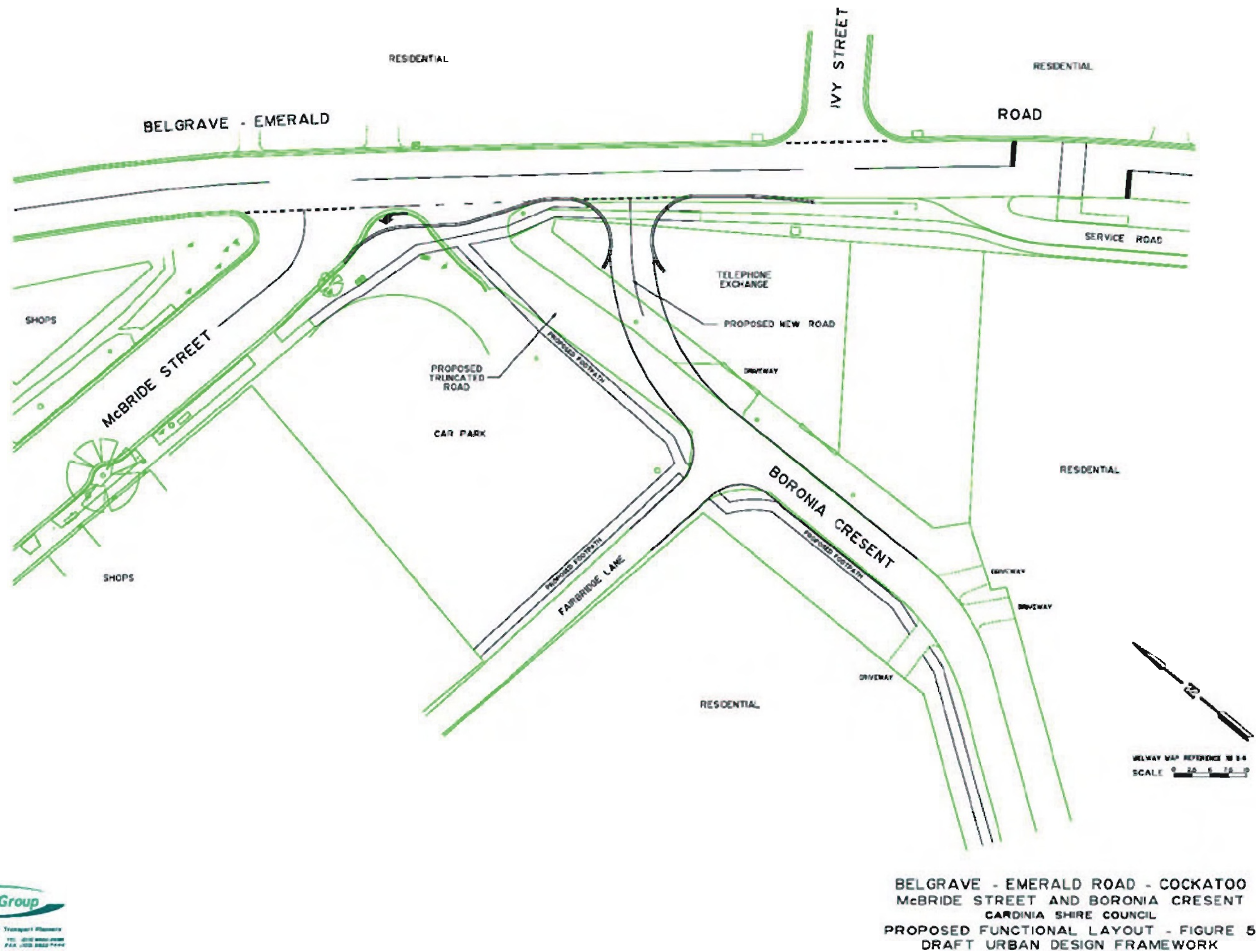
- Road realignment and land acquisition to enable the roundabout works to be implemented.
- Widening of the road reserve to allow footpaths to be installed.
- Textured, coloured pavement treatments as an additional traffic calming measures. Such treatments will help define the road carriageway and through route, as separate to the rail line and road reserves.

VicRoads have agreed in principle to the proposal for this intersection. However this is subject to further traffic analysis and detailed design. Negotiations and liaison with VicRoads and Puffing Billy will also be required regarding traffic management, road re-alignment, funding and land acquisition.

4.1.2 McBride Street and Boronia Crescent

At the McBride Street, Boronia Crescent and Belgrave-Gembrook Road intersection it is proposed to truncate and reroute Boronia Crescent with a new intersection, to overcome the existing safety and conflicting route issues. Figures 1 and 5 illustrate the traffic management strategies proposed at this intersection. The key strategies include:

- Truncating the northern end of Boronia Crescent between McBride Street and Fairbridge Lane.
- Realigning Boronia Crescent and creating a new T-intersection through the Telstra substation site. From here, turns can be made directly into Boronia Crescent, simplifying turning movements into and out of Belgrave-Emerald Road.
- Creating a slip lane to allow left turn traffic from Belgrave-Emerald Road into McBride Street.
- Increasing available land fronting McBride Street for development and a pedestrian link, through the closing of the north end of Boronia Crescent.



4.2 FAIRBRIDGE LANE

Fairbridge Lane is proposed as primarily a service route, for access to the supermarket, carparks and service areas, as well as providing a separated pedestrian zone.

Currently Fairbridge Lane is approximately 5.0m width (title to title). Allaying concerns raised in consultation, it has been confirmed through Council surveys and a title review that no northern properties have structures, fences or the like within the Fairbridge Lane road reserve.

The key strategies include:

- Sealing and drainage works (underground pipe work).
- Use of traffic calming measures, defined pedestrian crossing points.
- Defined service access entries and carparking areas.
- Increase the width of Fairbridge Lane to allow for two way vehicle access. In increasing the width of Fairbridge Lane preference should be given to council land holdings and negotiations with the owner of the proposed service business are to the south of the laneway.

4.3 CARPARKING

There is currently sufficient parking in the town centre but there are high demands on carparking in strategic locations, particularly along McBride Street and at the Post Office. There is also insufficient disabled parking in close proximity to the main commercial centre, which is particularly important to address due to the topography and inherent accessibility issues.

Proposals for the land on Fairbridge Lane behind the Post Office, and the McBride Street/Boronia Crescent corner, will result in a loss of informal public carparking that occurs on these vacant sites.

McBride Street will also not support any additional on-street parallel parking.

As such the framework considers locations for accessible public parking to meet expected long term demand. The provisions for carparking have been made against the predicted development increases identified in Figure 1. There is potential for 5,000 square metres of additional commercial floor space to be accommodated in the town centre.

Based on an average supply rate of 3 carparks per 100m² this equates to 150 carparking spaces required to be provided within the town centre. It is important to note that this is a 'blanket' figure considered appropriate for a small town centre. This figure does not take into account current carparking provisions, the type of use, the location of different developments, or that this is an ultimate, long term expectation.

However, this does provide a good indication of an appropriate higher range figure for additional carparking that will ultimately be required in the town centre, based on a reasonable mix of various land uses.

Future carparking can be accommodated in several locations, as outlined on Figure 1.

4.3.1 Off Street Carparking For Developments

It is recommended that the majority of parking provided for retail and commercial development is provided off street. Additional off street carparking for developments should be provided according to the following principles:

- Require carparking to the rear of developments and off street.
- Parking to be supplied as per the recommended rates set out in Cardinia Planning Scheme.
- Encourage shared access points, minimising the number of street crossovers.
- Encourage shared carparking between uses, particularly sharing between night time and day time activities. For example restaurant outlets, with a high percentage of evening activity, could share parking with daytime commercial developments.
- Provide parking in central and accessible locations, and closely associated with developments, for convenience and natural surveillance.
- Provide safe, well lit, defined pedestrian connections separate from vehicle routes, from carparks to entries, such as raised walkways, footpaths.
- Incorporate passive security design into layouts, ensuring overlooking, direct sightlines, clear entries and exits, and provide active measures such as lighting, secure entry devices.
- Provide a balance of carparking throughout the town centre, in order to distribute carparking evenly and ensure parking is accessible.
- Locate short term parking in close proximity to high customer demand areas, and staff parking and other long term parking at a distance away.
- Incorporate principles of ESD and water sensitive urban design, including tree planting and landscaping, to minimise the impacts on the adjoining drainage easements, and to buffer the areas from adjoining uses.

4.3.2 Off Street Carparking – Public

Ultimately additional public off street carparking would be provided in two locations identified on Fairbridge Lane. Refer further to Figure 1. Direct, safe and amenable pedestrian links must be made from these carparks through to McBride Street.

Off street parking primarily for public usage, could also be developed via a contribution scheme with a proportion of parking made available to private developments to offset development requirements.

4.4 ENTRIES AND APPROACHES

It is recommended that on the approach roads to the town entry points are established. The intent at these points is to increase awareness of arrival into the town, essentially to slow traffic and allow for driver recognition that a town environment is being entered. This may overcome perceptions that people drive right past the town, without realising where it can entered.

Entry points are proposed at:

- Belgrave-Gembrook Road, south of Cockatoo Primary School.
- Pakenham Road, between the Creek and at the pedestrian crossing.

At these points signage planting and road pavement treatments are proposed.

VicRoads also considered suggestions to reduce speed limits on approach roads. However, it is likely that this would only be possible in a nominated school zone on Belgrave-Gembrook Road during school hours, reducing the speed limit to 40km/hour. Further detailed design, funding negotiations and liaison with VicRoads will be required regarding this proposal, as part of the state government's 'arrive alive' school speed zone program commencing in September 2004.

It is anticipated that traffic will slow on Pakenham Road with the implementation of the proposed roundabout and a signalised pedestrian crossing at the current school crossing site at the Community Reserve, as discussed further in the following section 4.6.

4.5 FOOTPATHS

The review of the existing pedestrian network highlights a number of areas where footpaths are missing, are discontinued or require upgrading. The framework nominates opportunities for new path connections to create a complete path system around the town centre. Generally the paths are along known desire lines and lead to defined crossing points. The extended path system includes:

- Fairbridge Lane.
- Pakenham Road – eastern side, western side along Puffing Billy site.
- Belgrave-Gembrook Road, western side.
- Boronia Crescent.
- Extended McBride Street intersections.

At the western end to link up with the existing rail crossing and the proposed new crossing to the community reserve.

At the eastern end to connect to the path system modifications associated with Boronia Crescent works.

Rest spots and flat spots should be built into the designs of the footpath network to take into account the topography. In some instances, such as the edge of Pakenham Road, the design of the path system will need to respond to the existing slope, whereby steps, ramps, boardwalks etc may require consideration along with land acquisition.

4.6 PEDESTRIAN CROSSINGS

A signalised pedestrian crossing is proposed on Pakenham Road as an upgrade of the current school crossing. This will provide a safe connection for pedestrians crossing Pakenham Road, and provide a key link between the Community Reserve and the town centre. It will utilise the existing rail crossing point and connect to Fairbridge Lane via the town square path network.

Two crossings are proposed across McBride Street, ensuring direct access along desire lines.

An informal (unmarked) crossing of Pakenham Road is proposed to connect to Puffing Billy Station.

4.7 PUBLIC TRANSPORT

Council is currently undertaking negotiations with state government authorities and bus operators to consider increasing the public transport services to Cockatoo.

4.8 ROAD SEALING AND DRAINAGE

Road sealing and drainage is of concern to the community. The Urban Design Framework Background report outlines Council's current program for road sealing and drainage (refer section 3.10 and 3.17).

In summary, the current Special Charge Scheme (adopted by Council June 2000) includes plans for sealing a number of roads. In particular, the following town centre roads are included under the Scheme:²

- Boronia Crescent.
- Caroline Avenue (past the primary school).
- Rouen Road.

² Cockatoo Township Strategy, October 2001
Cockatoo Town Centre

5.0 IMPLEMENTATION

It is likely that private investment will follow capital works investment undertaken by council.

Council should pursue further private investment, supported by Council's own level of commitment, their support of appropriate private development and a willingness to negotiate for beneficial developments.

However in promoting private investment, particularly redevelopment of existing buildings, an issue to overcome is the constraint of absentee land owners.

A large proportion of businesses in Cockatoo, (though percentages not confirmed) are leased and building/land owners are not necessarily the business owners. This makes it difficult to undertake redevelopment and improvement works as leasees do not necessarily have the control, or capital, to undertake redevelopment works, however they have the sense of civic pride and community responsibility.

Council should consider options for providing an equitable means for undertaking improvements to existing buildings such as signage replacement, facade refurbishment, private landscaping, alternate security measures etc. A contribution scheme, low interest special loan scheme or a special rates scheme may be appropriate. Such initiatives require the co-operation of private land holders and particularly require:

- General support from traders and private owners
- General support from Council and a means of introducing and managing any scheme
- Agreement on the scope of works that should be undertaken (i.e painting, signage, alternate security measures, brochures and promotional material, carpark works) and a program for implementation.
- An agreed equitable means of determining the scheme rates.

6.0 STRATEGIES IMPLEMENTATION

6.1 LAND USE			
Rec. No.	Action	Responsibility	Priority
1.	<ul style="list-style-type: none"> Investigate how the key recommendations of the UDF can best be implemented into the Cardinia Planning Scheme. Develop a Design Development Overlay for the town centre. Establish an urban design review system to assist council officers. 	CSC, DSE	1.
2.	Pursue development of a multi-use community facility on the Cardinia Casey Health Services Site, including <ul style="list-style-type: none"> pursuing public, private funding opportunities. pursuing multiple tenants. developing an implementation strategy (development partnerships, funding, leasing etc). undertaking detailed design work. 	CSC, private	1
3.	Undertake economic feasibility/valuation etc of Council Land Holdings, including: <ul style="list-style-type: none"> opportunities for private sale for commercial development (McBride Street/Boronia Crescent site) or for the McBride Street land. opportunities for contribution to development of the Cardinia Casey Health Services site. opportunities for land sale to fund private carpark development and footpath implementation programme. opportunities for land swap/acquisition of private land. 	CSC, private developers	1 – 3.
4.	Undertake negotiations with private land owners, including: <ul style="list-style-type: none"> working with owners/developers to develop the service/business zone. working with the owner of plant hire business regarding relocation. development of the public link from the McBride Street carpark to Belgrave-Gembrook Road. 	CSC, private	1 – 3.

6.2 URBAN FORM			
Rec. No.	Action	Responsibility	Priority
5.	Promote private investment for new development to consolidate the town centre, including: <ul style="list-style-type: none"> • identification of potential investors, development opportunities. • partnerships, incentive schemes. 	CSC, private developers through partnerships, incentive schemes, identification of potential investors.	ongoing
6.	Promote private capital works investment for existing businesses (i.e replacement of roller shutters, repainting, refurbishment etc), including: <ul style="list-style-type: none"> • incentive schemes, loans etc. 	CSC, private land owners, developers through incentive schemes	ongoing
7.	Develop a program and budget for the progressive implementation of underground powerlines in the town centre along: <ul style="list-style-type: none"> - McBride Street - Fairbridge Lane - Bailey Road - the approaches to the town centre • develop a program/masterplan. • pursue funding opportunities (particularly for underground powerlines) 	CSC (potential state and federal grants)	3. (long term program)
8.	Promote upgrades to Puffing Billy Station and environs, pursuing: <ul style="list-style-type: none"> • funding opportunities. • opportunities for a partnership scheme, with council providing input into short term. improvement possibilities (path connections, vegetation, signage, lighting etc). 	CSC, PB	ongoing

6.3 MOVEMENT SYSTEM			
Rec. No.	Action	Responsibility	Priority
9.	Pursue implementation of traffic management initiatives, at the two McBride Street intersections including: <ul style="list-style-type: none"> • detailed design work. • liaison and approvals from Vic Roads. • working with adjoining private land owners re land acquisition. 	CSC, Vic Roads, PB	3.
10.	Truncate Boronia Road, and establish a T-intersection further south, extending Fairbridge Lane.	CSC, VicRoads	3.
11.	Undertake detail design work for upgrading the drainage and sealing of Fairbridge Lane; develop public carparking on Fairbridge Lane; consider traffic calming measures to control service vehicles and car traffic and to prioritise pedestrian movement.	CSC	1.
12.	Pursue school hour speed restrictions on Belgrave-Gembrook Road, undertaking: <ul style="list-style-type: none"> • detailed design work. • liaison and approvals from VicRoads. • investigation of funding opportunities. 	CSC, VicRoads	1.
13.	Extend the footpath network and crossings, to include:- <ul style="list-style-type: none"> - Pakenham Road – eastern side - Belgrave – Gembrook Road – western side - Boronia Crescent - McBride Street intersection Works to include: <ul style="list-style-type: none"> • detailed design work. • implementing a contribution scheme, including an agreed equitable means of determining the scheme rates. 	CSC consider implementation schemes	1.
14.	Provide a signalised pedestrian crossing on Pakenham Road, at the school crossing location, undertaking: <ul style="list-style-type: none"> • detailed design work. • liaison and approvals from VicRoads. • investigation of funding opportunities – i.e second hand signals. 	CSC, VicRoads consider secondhand signals when considering funding options	1.

ABBREVIATIONS

The abbreviations used for the recommended responsible authority are:

CSC	Cardinia Shire Council
DSE	Department of Sustainability and Environment
VicR	Vic Roads
Private	Private Investors, Operators, Land Owners
PB	Puffing Billy (Emerald Tourist Railway Board)
CTC	Cockatoo Township Committee

PRIORITY

Recommendations have been assigned a level of priority according to the following criteria, as determined by their immediacy for implementation, cost for implementation (and potential funding sources), and scale of development/implementation requirements.

1. High priority, could be implemented over the next five years.
2. Medium priority, could be implemented over the next five to ten years.
3. Long term priority, could be implemented beyond ten years.

LIMITATIONS

Many of the recommendations require integrated and continuous actions. It is also recognised that the funding of the recommendations is unlikely to be immediately available, and so some actions may be held, or re-prioritised, until funds become available.

7. REFERENCES

Cardinia Shire Council and GHD, *Cockatoo Township Strategy 2001*

Cardinia Shire Council, *Municipal Strategic Statement Cardinia Planning Scheme*

Cardinia Shire Council, *Community Safety Plan*

Cardinia Shire Council, *Cockatoo Community Forum, 2002*

Cardinia Shire Council and GTA, *McBride Street Traffic Management Plan, 2001*

Cardinia Shire Council, *Shire of Cardinia Recreational Open Space Strategy* (adopted 4 November 2000)

Crime Prevention Victoria + Bell Planning Associates, *Crime Prevention Through Environmental Design (2002)*.

Earthtech, *Cockatoo Community Reserve Masterplan*

Parklinks, *Cardinia Shire Pedestrian and Bicycle Strategy Actions Report 2003*

Scenic Spectrums Pty Ltd, Ecological Horticulture Pty Ltd, *Puffing Billy Corridor Landscape Evaluation Study*, May 1992.