

Referral 8: Moorabbin Activity Centre

Activity Centres Standing Advisory Committee Report

12 November 2024

Planning Panels Victoria acknowledges the Wurundjeri Woi Wurrung People as the traditional custodians of the land on which our office is located. We pay our respects to their Elders past and present.

Planning and Environment Act 1987

Activity Centres Standing Advisory Committee Report

Referral 8: Moorabbin Activity Centre

12 November 2024



Kathy Mitchell AM, Chair



Peter Edwards, Member



Peter Elliott, Member



Jo Harrison, Member



Simon Shiel, Member

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Glossary and abbreviations

ACP	Activity Centres Program
Activity Centre	Moorabbin Activity Centre
Bayside	Bayside City Council
City of Centres Report	<i>City of Centres: Development of typology-based built form controls</i> , Sheppard & Cull, May 2024
Committee	Activity Centres Standing Advisory Committee
DTP	Department of Transport and Planning
Glen Eira	Glen Eira City Council
Kingston	Kingston City Council
LOPS	Large Opportunity Site
Minister	Minister for Planning
SRLA	Suburban Rail Loop Authority
VPA	Victorian Planning Authority

Overview

Referral summary	
Referral	8: Moorabbin
Subject land	See Figure 1
Referred submissions and information	See Appendix C
Referred issues	<p>Advice sought on:</p> <ul style="list-style-type: none"> - landscape setbacks - sun access - active frontages - master plans - building height - street wall / podium height - spatial application of built form typologies - catchment boundary <p>Advice not to be provided on:</p> <ul style="list-style-type: none"> - any other matter
Committee	
The Committee	Kathy Mitchell AM (Chair), Peter Edwards, Peter Elliott, Jo Harrison and Simon Shiel
Supported by	Georgia Brodrick
Site inspection	Unaccompanied, 1 November 2024
Date of this report	12 November 2024

1 Introduction

1.0 Terms of Reference and referral letter

The Minister for Planning (Minister) appointed the Activity Centres Standing Advisory Committee (Committee) on 22 August 2024. The purpose of the Committee is set out in its Terms of Reference dated 22 August 2024 (see Appendix A):

... provide timely advice to the Minister for Planning on specific matters referred to it relating to strategic and built form work undertaken in relation to the [Activity Centres Program] ACP to inform the preparation of clear new planning controls in and around the 10 activity centres identified in *Victoria's Housing Statement, The decade ahead, 2024-2034* to deliver 60,000 more homes.

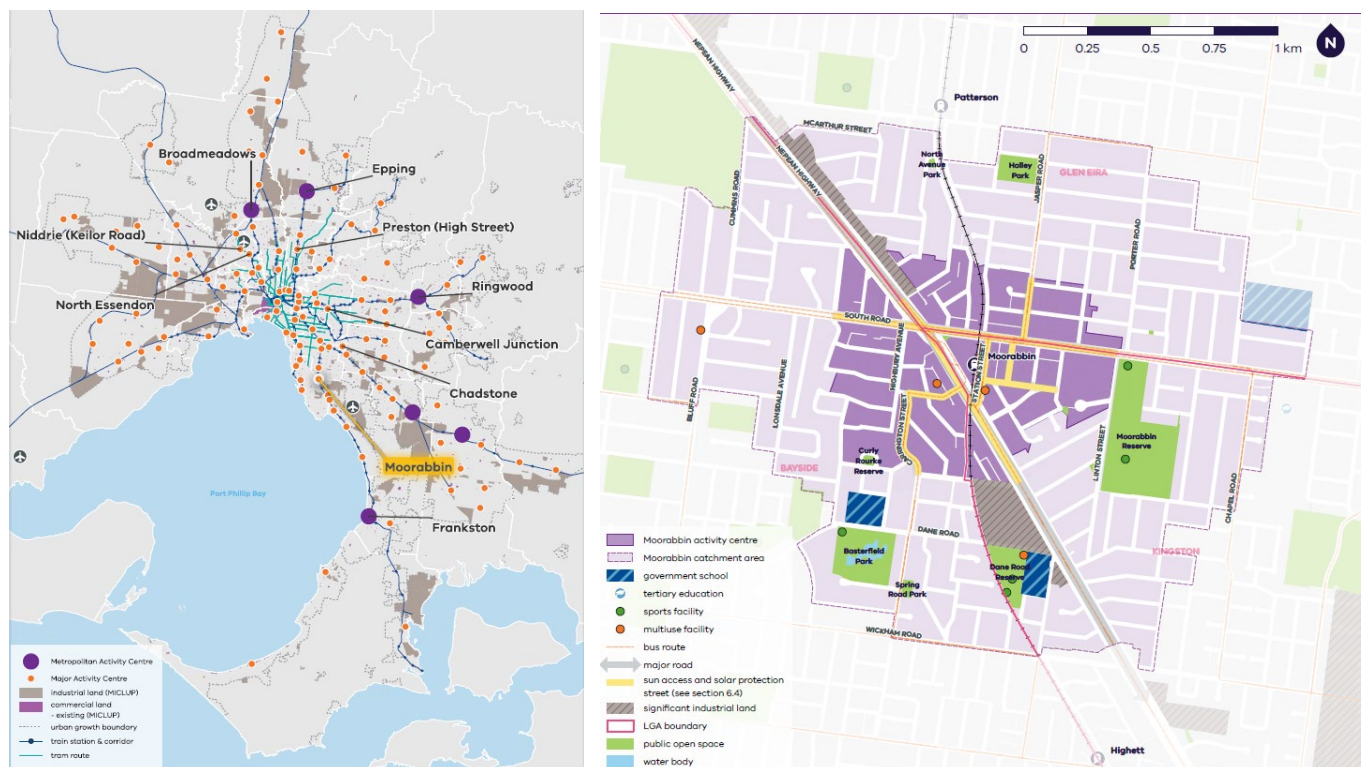
This is Referral 8. The Minister's referral letter for Moorabbin dated 28 October 2024 is included in Appendix B.

The Minister seeks the Committee's advice on specific issues as outlined in the referral letter and shown in the Overview.

1.1 Moorabbin Activity Centre

The Moorabbin Activity Centre (the Activity Centre) is located around 18 kilometres from the Melbourne Central City. The Activity Centre is shown in dark purple in Figure 1 (right image). The walkable catchment is shown in light purple.

Figure 1 Moorabbin Activity Centre – regional context (left) and extent of the Activity Centre and catchment (right)



The draft Moorabbin Activity Centre Plan (Activity Centre Plan) sets out proposed built form parameters for the Activity Centre and catchment that are guided by the Moorabbin Activity

Centre Master Plan. Of significance to this Activity Centre, it comprises land in three municipalities, these being Bayside City Council (Bayside), Glen Eira City Council (Glen Eira) and Kingston City Council (Kingston).

1.2 The Committee's approach

The Committee has conducted its assessment process in accordance with the procedural requirements of the Terms of Reference, in particular Clauses 9, 10, 12 and 18. It has reported on all relevant matters in accordance with its Terms of Reference, particularly Clause 16.

Not all submissions were referred to the Committee for consideration and the Committee has only considered those which were referred. Matters not referred to the Committee are listed in the Overview.

Clause 12 of its Terms of Reference require the Committee to:

... conduct its work with a view to maximising efficiency and timeliness. This may include conducting reviews 'on the papers' without oral hearings where the Committee considers it appropriate depending on the nature of the matter referred.

Clause 18 requires the Committee to submit its report to the Minister and the Department of Transport and Planning (DTP) no later than 10 business days from receipt of the referral. This timeframe did not allow for a Hearing to consider oral submissions or evidence on the Referral.

Given the very targeted nature of the Committee's scope, issues to be considered and advice required, and reporting timeframes, the Committee considered an on-the-papers process to be appropriate.

1.3 Limitations

The Committee has confined its consideration to the matters in the table in the referral letter, as directed in the referral letter (see Appendix B).

Despite the confined nature of the matter on which the Committee's advice is sought, a substantial amount of information was referred to the Committee (see Appendix C). In the time available, the Committee has not been able to comprehensively review the referred material. It has focused on those parts which relate to the matters on which the Committee's advice is sought.

The targeted consultation in relation to the Moorabbin Activity Centre resulted in 788 submissions, of which eight were referred to the Committee. The referred submissions are listed in Appendix C. The Committee has only considered the referred submissions, and only insofar as they relate to the specific matters on which the Committee's advice was sought.

The Committee was referred two background urban design reports, which relate to the ACP more broadly:

- *City of Centres: Development of typology-based built form controls*, Sheppard & Cull, May 2024 (City of Centres Report)
- *Activity Centre Program Urban Design draft background summary report*, VPA, 2024 (engagement version and Committee version).

No material was provided to the Committee that clearly set out the strategic basis and rationale for the proposed Activity Centre Plans or the controls. The City of Centres report states that

changing the planning controls ‘could’ deliver housing quicker, but it does not explain how they would achieve this.

The Committee did not have the benefit of a public Hearing or any discussions or evidence (in support or contradictory) that may have assisted it to better understand the strategic basis of the Activity Centre Plan or the background documents which informed the selection of Moorabbin as one of the 10 pilot activity centres. Nor did it have the benefit of hearing from those in State Government who selected the centres, or from the consultants who prepared the supporting documents. Further, while the referred material included a submission from the three Councils (Bayside, Glen Eira and Kingston), the Committee did not have the benefit of discussing any aspect of the Activity Centre Plan, the catchment or the Councils submission with the Council officers.

Clause 13 of the Committee’s Terms of Reference state:

The Committee may invite the Department of Transport and Planning (DTP), the Victorian Planning Authority (VPA), a relevant Council and/or any other party to identify or address any matters through further written comments (noting that this does not extend the time for provision of a Report as required by Clause 19).

Given the 10 day reporting timeframe, the Committee chose not to request further information pursuant to Clause 13, as it would not have been practical and may have compromised the process from a procedural fairness perspective.

The Committee has prepared this Report within the timeframe under the Terms of Reference. Given the limitations outlined above, the Committee has largely had to accept the material at face value. The advice contained in this Report should not be taken as a comprehensive merits review of the Activity Centre Plan, the catchment or the proposed controls that are to apply within either the Activity Centre or the catchment. It is targeted advice strictly confined to the matters in the referral letter.

Further, the Committee was not assisted by the way in which the issues to be addressed were articulated in that:

- the issues and sub-issues to be addressed were not numbered in the referral letter
- the way in which the ‘dot points’ were included were not correct (in that some matters were subsets of another)
- the issues were poorly drafted and unclear
- no new maps or plans were provided to assist the Committee to better understand the issues raised
- where a change was proposed, there was no advice on how these might result in other consequential changes.

2 Summary of referred issues and findings/recommendations

The issue and summary of the referred matters is taken directly from the referral letter.

Table 1 Summary of referred issues and recommendations

Issue	Summary	Findings and recommendations
Landscape setbacks	<p>It is proposed that landscape setbacks will support urban greening. Please advise whether:</p> <ul style="list-style-type: none"> the designated locations in the <i>draft Moorabbin Activity Centre Plan (September 2024)</i> for landscape setbacks are suitable to achieve the intended purpose, including if: <ul style="list-style-type: none"> extension of the 4 metres deemed to comply front landscaping setback is appropriate for the newly proposed sections of the Residential typology in Kingston (Local variation). 	<p>The Committee recommends:</p> <ul style="list-style-type: none"> Extend the four metre landscape setback along the north side of South Road between Jasper Road and Gilmour Road Include the four metre landscape setback in Redholme and Healey Streets to reflect the change to Residential typology. Remove the four metre landscape setback on Horscroft Place.

Issue	Summary	Findings and recommendations
Sun access	<p>It is proposed that sun access and protection is vital for public spaces and the open space network. It is proposed that sun and solar access standards are applied to streets, parks and open spaces. Please advise whether:</p> <ul style="list-style-type: none"> • modifying the designated locations in the <i>draft Moorabbin Activity Centre Plan (September 2024)</i> is suitable to achieve the intended purpose, specifically if the: <ul style="list-style-type: none"> - inclusion of the 'Key pedestrian streets / green streets' classification on Charming Street in Bayside is appropriate, to support a network of green streets connecting to the Activity Centre Core. (Local variation). - inclusion of the 'Key pedestrian streets / green streets' classification on section of Healey Street between Central Avenue and Horscroft Place is appropriate, to support street greening and active transport opportunities throughout the Activity Centre Core. (Local variation). - inclusion of the 'Key pedestrian streets / green streets' classification on section of Horscroft Place is appropriate, to support street greening and active transport opportunities throughout the Activity Centre Core. (Local variation). 	<p>The Committee recommends:</p> <ul style="list-style-type: none"> • Include Charming Street in Bayside as a Key pedestrian street/green street. • Include Healey Street, between Central Avenue and Horscroft Place Pocket Park, as a Key pedestrian/green street. • Designate the whole of the Horscroft Place Pocket Park as Moderate protection and update its mapping accordingly.

Issue	Summary	Findings and recommendations
Active Frontages	<p>It is proposed that some public interfaces should be designed to contribute to the use, activity, safety and interest of the public realm. Please advise whether:</p> <ul style="list-style-type: none"> • modifying the designated locations in the <i>draft Moorabbin Activity Centre plan (September 2024)</i> is suitable to achieve the intended purpose, specifically if the: <ul style="list-style-type: none"> - inclusion of 'secondary active frontage' on South Road, on south side in Bayside, is appropriate to support defining the Bayside entry to the Activity Centre Core and to avoid inactive edges. (Local variation). - Inclusion of 'secondary active frontage' on South Road between the Frankston railway line and South Avenue in Glen Eira is appropriate to foster walkability and a sense of sense in order to overall support a more amenable pedestrian environment. (Local variation). - inclusion of 'secondary active frontage' on both sides of Taylor Street in Kingston is appropriate to foster walkability in the Activity Centre Core. (Local variation) - inclusion of 'primary active frontage' on Central Avenue to support activation of this key street as a focal point for the Activity Centre Core. (Local variation). 	<p>The Committee recommends:</p> <ul style="list-style-type: none"> • Include 'secondary active frontage' to South Road and Nepean Highway, between the Frankston railway line and South Avenue in Gen Eira. • Include 'secondary active frontage' to South Road in Bayside. • Include 'secondary active frontage' to both sides of Taylor Street in Kingston.

Issue	Summary	Findings and recommendations
Master plans	<p>It is proposed that sites over 5,000sqm require additional controls to manage built form outcomes. The <i>draft Moorabbin Activity Centre Plan (September 2024)</i> designates the sites recommended for a master plan. Please advise whether:</p> <ul style="list-style-type: none"> • modifying the designated locations in the <i>draft Moorabbin Activity Centre Plan (September 2024)</i> is suitable to achieve the intended purpose, specifically if the: <ul style="list-style-type: none"> - inclusion of identification for master planning for the Moorabbin West Precinct Large Opportunity Site, bounded by the Frankston railway line, Exley Drive and Nepean Highway, is appropriate given its size, shape and frontage to a major arterial road. (Local variation). 	<p>The Committee recommends:</p> <ul style="list-style-type: none"> • Include and undertake master planning for the Moorabbin West Precinct Large Opportunity Site, bounded by the Frankston railway line, Exley Drive and Nepean Highway.
Building Height	<p>Please advise whether the proposed changes to the Building Height standard provide sufficient clear guidance for responsible authority's decision making. Specifically:</p> <ul style="list-style-type: none"> • 34m/10storey preferred building height for the Harvey Norman Large Opportunity Site, on South Road and Linton Street (Local variation). 	<p>The Committee recommends:</p> <ul style="list-style-type: none"> • Increase the preferred building height of the Harvey Norman Large Opportunity Site, on South Road and Linton Street to 34 metres/10 storey.

Issue	Summary	Findings and recommendations
Street wall / podium height	<p>Please advise whether the proposed changes to the Street wall/podium height standard provide sufficient clear guidance for responsible authority's decision making. Specifically:</p> <ul style="list-style-type: none"> 11 metre / 3 storey deemed to comply 'Street wall / podium height' for all Large Opportunity Sites and Limited Sensitivities in Kingston that don't front to South Road or Nepean Highway (Local variation). 	<p>The Committee finds and recommends the proposed changes to street walls/podium heights will provide sufficient and clear guidance for responsible authority's decision making, subject to the following changes:</p> <ul style="list-style-type: none"> Provide that the podium height for all Horscroft Place be 11 metres (three storeys). Properly map the deemed to control street wall/podium requirement. Include 'podium' in the reference to 'street wall' in the Built Form Zone Schedule and associated mapping. Change the areas identified as "<i>Large Opportunity Sites</i>" and "<i>Limited Sensitivities</i>" in Kingston that do not front South Road or Nepean Highway as mapped in referred material <i>Attachment F - Moorabbin Draft Activity Centre Plan, VPA, September 2024</i> to 11 metres/3 storey deemed to comply 'Street wall/podium height'.

Issue	Summary	Findings and recommendations
Spatial application of built form typologies	<p>Please advise whether the proposed changes to the spatial application of built form typologies provide sufficient clear guidance for responsible authority's decision making. Specifically:</p> <ul style="list-style-type: none"> • Residential typology to the section in Kingston bounded by Redholme Street and Healey Street. • Residential typology to either side of Horscroft Place. • Non-Heritage Main Street Core typology to South Road between Jasper Road and Railway Crescent. • Large Opportunity sites typology to Station Street between South Road and Central Avenue. • LIMS typology to 2-4 Highbury Avenue, Hampton East. • (All local variations) 	<p>The Committee finds and recommends:</p> <p>The spatial application of built form typologies is appropriate, subject to the following:</p> <ul style="list-style-type: none"> • Change the built form typology to the area bounded by Redholme Street and Healy Street to the Residential typology. • Change the built form typology on both sides of Horscroft Place to the Residential typology. • Retain the Limited Sensitivities built form typology for South Road between Jasper Road and Railway Crescent. • Change the built form typology to Station Street between South Road and Central Avenue to the Large Opportunity Sites typology. • Change the built form typology to 2-4 Highbury Avenue, Hampton East to the Limited Sensitivities typology.
Catchment boundary	<p>Having regard to the advice sought on the catchment boundary in the common matters (Referral 2), please advise if the extent of the proposed catchment boundary in Moorabbin is consistent with the intended purpose.</p>	<p>The Committee finds:</p> <ul style="list-style-type: none"> • The extent of the proposed Moorabbin Catchment Boundary is appropriate and is consistent with its intended purpose.

3 Analysis

3.1 Key policy drivers

The Terms of Reference (in Clause 16) require the Committee to address the referred matters and its recommendations in the context of:

- Victoria's Housing Statement, The Decade Ahead 2024-2034
- Plan Melbourne 2017-2050 or any equivalent replacement planning strategy.

Key policy drivers in the Housing Statement relevant to planning for activity centres include to:

- introduce clear planning controls to deliver an additional 60,000 homes around an initial 10 activity centres across Melbourne: Broadmeadows, Camberwell Junction, Chadstone, Epping, Frankston, Moorabbin, Niddrie (Keilor Road), North Essendon, Preston (High Street) and Ringwood
- introduce activity centre plans to guide investment in the things a growing suburb needs like community facilities, public spaces and parks
- incentivise affordable housing.

Key policy drivers in Plan Melbourne relevant to planning for activity centres include, to:

- encourage increased housing diversity and density in activity centres
- create inclusive, vibrant and healthy neighbourhoods
- provide a diverse range of jobs, activities and housing in centres that are well served by public transport
- provide certainty about the scale of growth in the suburbs
- support a network of vibrant neighbourhood activity centres
- support new housing in activity centres and other places that offer good access to jobs, services and public transport
- facilitate housing that offers choice and meets changing household needs

Plan Melbourne identifies Moorabbin as a major activity centres that will provide for a diverse range of jobs, activities and housing for regional catchments that are well served by public transport. These centres will play a key service delivery role, including government, health, justice and education services, as well as retail and commercial opportunities.

Plan Melbourne includes several directions in relation to activity centres. Of relevance:

- Direction 1.2 notes that the distribution of jobs across Melbourne is uneven, with outer suburbs and growth areas generally having less access to jobs than middle and inner Melbourne. It states that metropolitan activity centres will be focuses for growth to cater to the needs of their wider regional population and offer access to a broad range of goods and services. They will be hubs for public transport services and play a major service delivery role, attracting broad investment in education, health and housing at higher densities.
- Direction 2.2 states that locating medium and higher-density development near services, jobs and public transport supports the objectives of consolidation and housing choice. It states there are opportunities for higher and medium-density development in middle suburbs including in metropolitan activity centres.

No strategic work specific to Moorabbin was referred to the Committee.

3.2 Landscape setbacks

It is proposed that landscape setbacks will support urban greening. Please advise whether:

- the designated locations in the draft Moorabbin Activity Centre Plan (September 2024) for landscape setbacks are suitable to achieve the intended purpose, including if:
 - extension of the 4 metre deemed to comply front landscaping setback is appropriate for the newly proposed sections of the residential typology in Kingston (Local variation).

Glen Eira supported the proposed landscape setbacks but sought them to be extended along South Road between Jasper Road and Gilmour Road. The VPA recommended against this change, based on the Limited Sensitivity typology in this location.

VPA recommend a four metre landscape setback be applied to the proposed sections of 'Residential' typology along Redholme Street and Healey Street. This aligns with the Kingston proposed change to Residential typology in this location.

The Committee understands this issue relates to landscape setbacks, as indicated on the landscape setback plan in the Activity Centre Plan. It specifically, but not exclusively, includes consideration of Glen Eira's proposal for South Road.

The Committee understands the intended purpose of landscape setbacks is to support urban greening, softening of built edges and ensure an appropriate transition.

The Committee supports Glen Eira's proposal to extend the four-metre landscape buffer along the north side of South Road between Jasper Road and Gilmour Road. This extension brings the landscape buffer west to the current transition from residential to retail shopfront and the proposed secondary active frontage. This proposal is suitable to achieve the intended purpose. It is unclear to the Committee if the change of landscape setback in this location is necessarily tied to the Limited Sensitivity typology.

The Committee generally supports the addition of the four-metre landscape buffer in Redholme and Healey Streets that arise as a consequence of the change to Residential typology. This proposal is suitable to achieve the intended purpose. Redholme and Healey Street both have a bend and extend through to South Road. No updated mapping has been provided by VPA. This raises some uncertainties about the intended extent of the residential typology and the consequential landscape buffer. The Committee recommends that updated maps be prepared that coordinate the typology and landscape buffers.

The Committee recommends removal of the four metres buffer on Horscroft Place. A landscape setback in this location reduces the viability of lots on the south. While a landscape buffer on the north side will allow more sun light to the south footpath, the width of the street (especially in the vicinity of the bowl), shadow, height and setback controls already provide this protection. The substantial road reserve and limited traffic in this street allow space for relocation of the kerb and street trees and planting. Horscroft is currently a light industrial cul-de-sac evolving into a new mid-rise residential typology. It is not an established residential street. The recently completed five storey development at 4-6 Horscroft Place appears to have an incidental landscape setback of about 1.5 metres to the road reserve but not to the pocket park.

The proposed five metre landscape buffer on Nepean Highway is supported. A landscape buffer in the proposed location can be expected to improve pedestrian amenity, will coordinate with the service road arrangement and be reasonably incorporated as continuous lengths on the frontage of larger opportunity sites. Consideration should be given to extending the north east side about 30 metres further north to match the opposite side and create a more consistent service road and landscape buffer condition.

The Committee recommends:

- Extend the four-metre landscape setback along the north side of South Road between Jasper Road and Gilmour Road.
- Include the four-metre landscape setback in Redholme and Healey Streets to reflect the change to Residential typology.
- Remove the four-metre landscape setback on Horscroft Place.

3.3 Sun access

It is proposed that sun access and protection is vital for public spaces and the open space network. It is proposed that sun and solar access standards are applied to streets, parks and open spaces. Please advise whether modifying the designated locations in the draft Moorabbin Activity Centre Plan (September 2024) is suitable to achieve the intended purpose, specifically if the:

- (i) **inclusion of the ‘Key pedestrian streets/green streets’ classification on Charming Street in Bayside is appropriate, to support a network of green streets connecting to the Activity Centre Core. (Local variation).**

The Committee supports the designation of Charming Street as a Key pedestrian street/green street.

- (ii) **inclusion of the ‘Key pedestrian streets / green streets’ classification on section of Healey Street between Central Avenue and Horscroft Place is appropriate, to support street greening and active transport opportunities throughout the Activity Centre Core (Local variation).**

The Committee supports the designation of Healey Street between Central Avenue and Horscroft Place Pocket Park as a key pedestrian/green street. The Committee notes this is consistent with the change to the residential typology for the affected lots and is suitable to achieve the intended purpose. For clarity, the designation should not apply to Horscroft Place Pocket Park as this is protected as a park.

Horscroft Place Pocket Park appears to be composed of two lots and a lane. The zone is indicated Public Park and Recreation Zone for the whole Reserve, however only the western lot is indicated as Moderate protection. The Committee notes the Kingston submission that greater protection should be applied to Horscroft Place Pocket Park.

The currently drafted Moderate protection for parks and open spaces provides a high degree of protection for Horscroft Place Pocket Park:

- “No additional overshadowing beyond shadow cast by the proposed podium/street wall between 10am and 3pm on (the winter solstice).

- (iii) Inclusion of the ‘Key pedestrian streets / green streets’ classification on section of Horscroft Place is appropriate, to support street greening and active transport opportunities throughout the Activity Centre Core. (Local variation).**

The Committee supports the designation of Horscroft Place as a Key pedestrian street/green street.

The Committee recommends:

- Include Charming Street in Bayside as a Key pedestrian street/green street.
- Include Healey Street, between Central Avenue and Horscroft Place Pocket Park, as a Key pedestrian street/green street.
- Designate the whole of the Horscroft Place Pocket Park as Moderate protection and update its mapping accordingly.

3.4 Active Frontages

It is proposed that some public interfaces should be designed to contribute to the use, activity, safety and interests of the public realm. Please advise whether modifying the designated locations in the draft *Moorabbin Activity Centre Plan (September 2024)* is suitable to achieve the intended purpose, specifically if the:

- (i) Inclusion of ‘secondary active frontage’ on South Road, on south side in Bayside, is appropriate to support defining the Bayside entry to the Activity Centre Core and to avoid inactive edges. (Local variation).**

The Committee supports the inclusion of secondary active frontage on South Road in Bayside. This change will facilitate uses that provide more day-to-day needs in walking distance to residents to the west.

- (ii) Inclusion of ‘secondary active frontage’ on South Road between the Frankston railway line and South Avenue in Glen Eira is appropriate to foster walkability and a sense of sense in order to overall support a more amenable pedestrian environment. (Local variation).**

The Committee supports the inclusion of Secondary Active Frontage on South Road and Nepean Highway between the Frankston railway line and South Avenue in Gen Eira. The Committee notes that South Avenue does not meet South Road, and interprets the change should be read to include the street frontage to South Avenue. The Committee understands the intention is to foster walkability and a more amenable pedestrian environment.

- (iii) Inclusion of ‘secondary active frontage’ on both sides of Taylor Street in Kingston is appropriate to foster walkability in the Activity Centre Core. (Local variation).**

The Committee supports inclusion of Secondary Active Frontage on both sides of Taylor Street in Kingston. Taylor Street is currently a moderately successful pedestrian retail street with a pleasant north south orientation and convenient retail. Compared to South Road, it is a more amenable route from the station to the pedestrian crossing to Jasper Road. It is important that this street continues to evolve with convenient consolidation of retail uses, and redevelopment of the unfortunate surface carparking.

(iv) Inclusion of ‘primary active frontage’ on Central Avenue to support activation of this key street as a focal point for the Activity Centre Core. (Local variation).

The Committee supports inclusion of Secondary Active Frontage on both sides of Central Avenue west of Redholme Street. Redholme Street is a natural boundary between a compact retail core and residential uses and landscape buffer to the east.

The Committee recommends:

- Include Secondary Active Frontage to South Road and Nepean Highway, between the Frankston railway line and South Avenue in Gen Eira.
- Include Secondary Active Frontage to South Road in Bayside.
- Include Secondary Active Frontage to both sides of Taylor Street in Kingston.

3.5 Master plans

It is proposed that sites over 5,000 square metres require additional controls to manage built form outcomes. The draft Moorabbin Activity Centre Plan designates the sites recommended for a master plan. Please advise whether:

- **modifying the designated locations in the draft Moorabbin Activity Centre Plan (September 2024) is suitable to achieve the intended purpose, specifically if:**
 - **the inclusion of identification for master planning for the Moorabbin West Precinct Large Opportunity Site, bounded by the Frankston railway line, Exley Drive and Nepean Highway, is appropriate given its size, shape and frontage to a major arterial road.**

Kingston made a submission to the VPA and DTP regarding a master plan for the site bounded by the Frankston railway line, Exley Drive and Nepean Highway. This site is not held in one ownership and comprises several properties and owners. The VPA considered this matter and agreed with Kingston’s position that a master plan should be developed for this site.

The Committee notes the site has already been identified as a Large Opportunity Site, and is possible to develop at large scale. Kingston adopted this position, albeit at lower height. Existing conditions supports the need for a coordinated solution for the wider site because:

- the site includes some heritage elements
- uncertainty about the long term future of Ewar Street.

The low sensitivity of site edges means the site can accommodate a high number of dwellings to contribute to housing targets:

- Nepean Highway is 60-metres wide with a service road and five-metre landscape buffer
- shadow from development of the site can be expected to have limited impact beyond Exley Drive, the railway reserve and Henrietta Street.

If master planned, the site has the opportunity to incorporate a north south pedestrian link with improved amenity.

The Committee supports a requirement to master plan this area as net community benefit would be realised through a consistent, comprehensive and integrated plan for this location.

In noting this, the Committee was not asked to consider proposed building heights for this site.

The Committee notes it is proposed to change the site bound by Station Street, South Road and Central Avenue to the Large Opportunity Site classification. The Committee was not asked to consider if this change should be accompanied by a requirement for a master plan for this site.

The Committee recommends:

- Include and undertake master planning for the Moorabbin West Precinct Large Opportunity Site, bounded by the Frankston railway line, Exley Drive and Nepean Highway.

3.6 Building Height

Please advise whether the proposed changes to the Building Height standard provide sufficient clear guidance for responsible authority's decision making. Specifically:

- **34m / 10 storey preferred building height for the Harvey Norman Large Opportunity Site, on South Road and Linton Street (Local variation).**

VPA and the Kingston proposed the preferred height limit for the Harvey Norman Site be increased by two storeys to 34 metres (10 storeys). The height change reflects existing approval and/or planning applications supported by Kingston.

The site area is significant with a maximum depth of at least approximately 140 metres and substantive width of approximately 118 metres. There are limited sensitive interfaces to the west. The proposed controls of the master planning requirement, including building separation and maximum floor plate, together with setbacks and foreground street wall will ensure taller elements can be accommodated. The additional two levels will contribute to providing more housing.

The Committee supports the change to increase preferred height limit for the Harvey Norman Large Opportunity Site, on South Road and Linton Street to 34 metres (10 storeys).

The Committee recommends:

- Increase the preferred building height of the Harvey Norman Large Opportunity Site, on South Road and Linton Street to 34 metres/10 storey.

3.7 Street wall/podium height

Please advise whether the proposed changes to the Street wall / podium height standard provide sufficient clear guidance for responsible authority's decision making. Specifically, 11m / 3 storey deemed to comply 'Street wall / podium height' for all Large Opportunity Sites and Limited Sensitivities in Kingston that don't front to South Road or Nepean Highway (Local variation).

The example Built Form Zone and Schedule to the Moorabbin Planning Scheme refers to the street wall/podium requirement under the heading "Street wall". This implies a zero setback, with no landscape setback. For the purpose of the Committee's review and findings, the term 'podium' is preferred and relied on in interpreting this requirement to provide sufficient clear guidance for the responsible authority's decision making.

An 11-metre or three storey podium is consistent with the emerging built form and is fit for purpose in association with the deemed to comply control, which offers discretion to achieve a lower or higher podium where and if appropriate.

The proposed change is in line with strategic work and decision making by Kingston.

A three-storey podium achieves a suitable pedestrian scale. The urban design outcome between a one-to-one ratio road width to street wall/podium ratio and an 11-metre (three storeys) podium is appropriate.

A three-storey podium has been tested with the deemed to comply building heights and front setbacks above podiums/street walls within the applicable 'limited sensitivities' areas in Kingston. Road widths are generally approximately 15 metres, Station Street is approximately 14 metres and Horscroft Place varies given the 'court bowl' design. In general, the referral seeks advice on whether the podium height of buildings should be reduced by one storey from the one-to-one ratio road width to street wall ratio, having regard to floor-to-floor heights standards. The urban design outcome is appropriate, having regard to additional levels and their setbacks above the podium.

The street wall control is a deemed to comply control and is discretionary. An application for a taller podium can be made and approved subject to an appropriate design and context response.

The Committee's review of "Limited Sensitivities" sites is based on the mapping in referred material *Attachment F - Moorabbin Draft Activity Centre Plan, VPA, September 2024*, and not the proposed changes to typologies under the referral matter "*Special application of built form typologies*".

On this basis, the street wall/podium question for Large Opportunity Sites is confined to the two central sites in Kingston, being the Woolworths site and the triangle site bounded by Central Avenue, Tuck Street and Redholme Street.

The Committee understands the following possible changes to typologies, which have been taken into account:

- The north side of Horscroft Place may change from 'Limited Sensitivities' typology to 'residential'. The Committee considers that the podium height should be 11 metres (three storeys) to align with the south side of Horscroft Place, and to ensure consistency in podium height along the north side of the road. A one-to-one ratio road width to street wall ratio would result in a staggered height as the road widens, and would not provide sufficient clear guidance for responsible authority's decision making. It may also impact on the solar access to Healy Street Reserve.
- Station Street between South Road and Central Avenue may change from 'Non-Heritage Main Street Core' typology to 'Large Opportunity Sites'. The site has an interface to South Road. The street wall/podium height at a one-to-one ratio ratio for this approximate 14 metre road is appropriate, as is an 11 metres (three storeys) street wall height. This site is in one ownership and may benefit from master planning.

The Committee agrees with the proposed changes as outlined above, which will provide sufficiently clear guidance for the responsible authority's decision making, on the basis that:

- The deemed to control street wall / podium requirement is properly mapped.
- The reference to 'street wall' also includes podium in the Built Form Zone and Schedule and associated mapping.

The Committee agrees the proposed changes will provide sufficient clear guidance for responsible authority's decision making, with reference to sites in 'Limited Sensitivities' areas in Kingston as mapped in referred material *Attachment F - Moorabbin Draft Activity Centre Plan, VPA, September 2024*.

The Committee finds and recommends the proposed changes to street walls/podium heights will provide sufficient and clear guidance for responsible authority's decision making, subject to the following changes:

- Provide that the podium height for all Horscroft Place be 11 metres (three storeys).
- Properly map the deemed to control street wall/podium requirement.
- Include 'podium' in the reference to 'street wall' in the Built Form Zone Schedule and associated mapping.
- Change the areas identified as "*Large Opportunity Sites*" and "*Limited Sensitivities*" in Kingston that do not front South Road or Nepean Highway as mapped in referred material *Attachment F - Moorabbin Draft Activity Centre Plan, VPA, September 2024* to 11 metres/three storey deemed to comply 'Street wall/podium height'.

3.8 Spatial application of built form typologies

Please advise whether the proposed changes to the spatial application of built form typologies provide sufficient clear guidance for responsible authority decision making.

Five local variations to the spatial application of the built form typology were referred to the Committee. Submissions were received from Councils, key landowners and the Community Reference Group.

(i) Residential typology to the section in Kingston bounded by Redholme Street and Healey Street (Local variation)

The VPA's proposal is to have the Limited Sensitivities typology along Redholme Street and the Fringe Typology along Healey Street. Kingston questioned the use of these typologies as it considered the residential typology would be more appropriate.

The Committee's site inspection found a low scale (one to two storeys) residential area with some villa units on Redholme Street.

The Committee considers the community would benefit from the use of the Residential typology as a way of transitioning between the more intense built form typologies to the north of this area and the residential catchment.

The Committee recommends:

- Change the built form typology to the area bounded by Redholme Street and Healey Street to the Residential typology.

(ii) Residential typology to either side of Horscroft Place (Local variation)

The VPA's proposal is to have two different built form typologies in Horscroft Place with Limited Sensitivities to the north and proposed Fringe typology to the south. Kingston questioned the reason for splitting Horscroft Place into two different typologies.

The Committee's site inspection found a mixed-use area based around a wide cul-de-sac, a new five-storey residential development and a well-maintained pocket park. Given the location's

interface between a Large Opportunity Site (the Harvey Norman Site) to the north and the residential catchment to the south, the Committee considers use of the residential built form typology is an appropriate way of transitioning between a LOPS and the residential catchment. From an urban design perspective, the inward focused nature of the cul-de-sac would benefit from the consistent application of the five-storey Residential typology.

The Committee recommends:

- Change the built form typology on both sides of Horscroft Place to the Residential typology.

(iii) Non-Heritage Main Street Core typology to South Road between Jasper Road and Railway Crescent

VPA originally proposed this site to be classified as the Limited Sensitivities typology. This matter was referred with a change the building typology to be Non-Heritage Main Street Core.

The Committee finds there is no strategic justification for this change. Glen Eira's submission stated it *"... does not dispute the application of the Limited Sensitivities typology to South Road land, west of Jasper Road."* Properties in this area have access to a rear laneway, providing accessibility to support higher-density uses.

The Committee considers a change of building typology to Non-Heritage Main Street Core would impact on the delivery of a more intense urban form and uses.

The Committee recommends:

- Retain the Limited Sensitivities built form typology for South Road between Jasper Road and Railway Crescent.

(iv) LOPS typology to Station Street between South Road and Central Avenue

The owners (RyanCorp, ANU Corp Developments & Markscon as Joint Venture Partners) of the land on the western side of Station Street, South Road and Central Avenue submitted a change from Non-Heritage Main Street Core to Large Opportunity Site, which the VPA agreed to.

While the site comprises 17 lots, they are held by the Joint Venture Partners as the one owner. The area of the land exceeds 5,000 square metres and is intended to be developed into a mixed-use development with approximately 700 dwellings.

The Committee considers this area could be a catalytic development for the area adjacent to the station and supports the change to LOPS building typology. The Committee's site inspection observed a recent multi storey development to the south of this site as an indication of the potential market in this area. The Committee considers retention of the existing partially tessellated footpath and the consistent verandas as echoes to the area's current form.

The Committee recommends:

- Change the built form typology to Station Street between South Road and Central Avenue to the Large Opportunity Sites typology.

(v) LIMS typology to 2-4 Highbury Avenue, Hampton East

The landowner of 2-4 Highbury Avenue, Hampton East submitted the site's built form typology should be changed from Fringe Precinct to Limited Sensitivities, to which the VPA agreed.

The Committee supports this change as the site has no sensitive interfaces and provides an appropriate higher-density development some 250 metres from the Moorabbin train station.

The Committee recommends:

- Change the built form typology to 2-4 Highbury Avenue, Hampton East to the Limited Sensitivities typology.

3.9 Catchment boundary

Having regard to the advice sought on the catchment boundary in the common matters (Referral 2), please advise if the extent of the proposed catchment boundary in Moorabbin is consistent with the intended purpose.

The SAC considered how a walkable catchment boundary could be determined in its Report 2. It noted, amongst other matters:

... walkability should consider the time it takes to walk to the Activity Centre core, not just the distance (in metres) to the centre. Although it typically takes around 10 minutes to walk about 800 metres, it can take significantly longer if the walker has to cross busy roads or other barriers. Crossing multiple sequences of pedestrian lights can add significant time to a trip and the metric of 800 metres may need to be adjusted in some instances to balance the additional time it takes to walk to the core. Further, poor pedestrian amenity is a factor that will limit use of some routes. The walkable catchment boundary should be further refined to ensure that the average walker takes up to about 10 minutes to walk to the Activity Centre core.

Catchment boundaries should also be revised consistent with the criteria to:

- align along roads, rail, rivers or other easily discernible and consistent boundaries, including zone boundaries
- avoid creating small pockets at the edge, where a more consistent edge could be created nearby
- avoid aligning along rear or side boundaries between residential properties
- exclude any area separated by built or topographic barriers such as divided arterial roads and steep topography with restrictive, hostile or unsafe connectivity.

Several submissions were received regarding the walkable catchment boundary. The VPA did not seek to make changes to the walkable catchment boundary.

From its site inspection, the Committee observed the Activity Centre is dissected by significant roads and the Frankston train line. These transport links, particularly the Nepean Highway, present a hostile pedestrian environment with impermeable boundaries for pedestrians creating significant difficulties for traversing the centre. Ideally, the pedestrian route should be a more convenient and pleasant alternative to using a car. The Committee suggests consideration of strategic acquisitions, investments and development trade-offs to improve the pedestrian network and experience, including a pedestrian overpass across the Nepean Highway in the vicinity of the Large Opportunity Sites along the highway.

The Committee notes an overlap between the Walkable Catchment Zone and the Suburban Rail Loop Planning Area Declaration Boundary, which enables the Suburban Rail Loop Authority (SRLA) to prepare and exhibit planning scheme amendments (see Figure 2).

Figure 2 **Overlap between the Walkable Catchment Zone and the Suburban Rail Loop Planning Area Declaration Boundary**



Source: Draft Moorabbin Activity Centre Plan, addition by the Committee

The Committee finds:

- The extent of the proposed Moorabbin Catchment Boundary is appropriate and is consistent with the intended purpose.

Appendix A Terms of Reference

Relevant clauses are extracted below.

Purpose

4. The purpose of the Committee is to provide timely advice to the Minister for Planning on specific matters referred to it relating to strategic and built form work undertaken in relation to the ACP to inform the preparation of clear new planning controls in and around the 10 activity centres identified in *Victoria's Housing Statement, The decade ahead, 2024-2034* to deliver 60,000 more homes.
5. The objective of the Committee is to provide consistent advice for activity centre planning and outcomes in relation to the Activity Centres Program in a transparent, timely and cost-efficient process on any matter referred to it.

Referral

14. A referral may be provided by the Minister or delegate. A referral letter will set out the specific matters on which the Committee is to provide advice, as well as any specific matters on which advice is not to be provided. The referral letter to the Committee will be a public document.
15. Any referral must be accompanied by relevant information to assist the Committee's review provided by DTP and/or the VPA. This may include (but will not necessarily be limited to):
 - a. Relevant strategic work undertaken by Council, DTP or VPA for the relevant activity centre
 - b. Referred submissions
 - c. A summary of key issues raised in submissions
 - d. Proposed changes in response to issues raised in submissions
 - e. An index listing each document referred to the Committee.

Advisory committee report and recommendations

16. For each matter referred, the Committee must produce a written report that provides a succinct summary of the key issues and its recommendations. The report must address the referred matters and its recommendations in the context of:
 - a. *Victoria's Housing Statement, The Decade Ahead 2024-2034*;
 - b. Plan Melbourne 2017-2050 or any equivalent replacement planning strategy;
17. The Committee may address more than one referred matter and combine its assessment of these in a single report.
18. The Committee is required to submit each report to the Minister and DTP no later than 10 business days from receipt of the referral and all accompanying information required by clause 15. DTP must give at least five business days' notice of each likely referral to ensure the Committee is able to source appropriately skilled Members.

Appendix B Referral letter

25 October 2024

Sarah Raso
Lead Chair
Activity Centres Standing Advisory Committee
Planning Panels Victoria
planning.panels@transport.vic.gov.au

Dear Sarah,

Referral No. 8: Activity Centres Program – Moorabbin Activity Centre Plan Referral to the Activity Centres Standing Advisory Committee

I refer to planning matters that form part of the Activity Centres Program (ACP), an initiative from *Victoria's Housing Statement, The decade ahead, 2024-2034*.

This referral relates specifically to the Moorabbin Activity Centre Plan. The Moorabbin Activity Centre Plan will be implemented through a forthcoming Planning Scheme Amendment to introduce new planning controls for the activity centre.

Background

The Activity Centres Program is included in the Victorian Government's Housing Statement and seeks to deliver an additional 60,000 homes around an initial 10 activity centres across Melbourne. The Department of Transport and Planning (DTP) is leading the Activity Centres Program in partnership with the Victorian Planning Authority (VPA).

The Moorabbin Activity Centre Plan has been prepared by the VPA on behalf of DTP and will enable delivery of approximately 5,000 to 6,800 dwellings in proximity to established jobs, services and public transport.

On 22 August 2024, the Minister for Planning appointed the Activity Centres Standing Advisory Committee (the Committee) to provide consistent advice for activity centre planning and outcomes in relation to the Activity Centres Program in a transparent, timely and cost-efficient process on any matter referred to it.

Between 22 August and 29 September 2024, DTP and the VPA undertook public consultation for the Moorabbin Activity Centre Plan. The project has generated significant community interest and a total of 788 submissions, including survey responses (numeric and free text), in-person feedback at consultation events, and written submissions were received for the Moorabbin activity centre. Responses were received from current and potential future residents, businesses, government agencies, authorities, community groups, members of the development industry, and Bayside City Council, Glen Eira City Council and Kingston City Council.

A summary of the targeted engagement undertaken and analysis of the matters raised following the targeted engagement; and changes proposed to the Moorabbin Activity Centre Plan in response to these submissions; is included with the referral of documentation.

Referral

In accordance with Clause 14 of your Terms of Reference (August 2024), and delegation provided to me, I have determined to seek advice and recommendations from the Committee on activity centre planning matters. Only select submissions received during consultation which are relevant to the matters listed in the table below are being referred to the Committee. The Committee's advice is only sought on the matters listed in the table below.

MATTER	ADVICE TO BE PROVIDED
Landscape setbacks	<p>It is proposed that landscape setbacks will support urban greening. Please advise whether:</p> <ul style="list-style-type: none"> the designated locations in the <i>draft Moorabbin Activity Centre Plan (September 2024)</i> for landscape setbacks are suitable to achieve the intended purpose, including if: extension of the 4m deemed to comply front landscaping setback is appropriate for the newly proposed sections of the Residential typology in Kingston (Local variation).
Sun access	<p>It is proposed that sun access and protection is vital for public spaces and the open space network. It is proposed that sun and solar access standards are applied to streets, parks and open spaces. Please advise whether:</p> <ul style="list-style-type: none"> modifying the designated locations in the <i>draft Moorabbin Activity Centre Plan (September 2024)</i> is suitable to achieve the intended purpose, specifically if the: inclusion of the 'Key pedestrian streets / green streets' classification on Charming Street in Bayside is appropriate, to support a network of green streets connecting to the Activity Centre Core. (Local variation). inclusion of the 'Key pedestrian streets / green streets' classification on section of Healey Street between Central Avenue and Horscroft Place is appropriate, to support street greening and active transport opportunities throughout the Activity Centre Core. (Local variation). inclusion of the 'Key pedestrian streets / green streets' classification on section of Horscroft Place is appropriate, to support street greening and active transport opportunities throughout the Activity Centre Core. (Local variation).
Active Frontages	<p>It is proposed that some public interfaces should be designed to contribute to the use, activity, safety and interest of the public realm. Please advise whether:</p> <ul style="list-style-type: none"> modifying the designated locations in the <i>draft Moorabbin Activity Centre Plan (September 2024)</i> is suitable to achieve the intended purpose, specifically if the: inclusion of 'secondary active frontage' on South Road, on south side in Bayside, is appropriate to support defining the Bayside entry to the Activity Centre Core and to avoid inactive edges. (Local variation). inclusion of 'secondary active frontage' on South Road between the Frankston railway line and South Avenue in Glen Eira is appropriate to foster walkability and a sense of sense in order to overall support a more amenable pedestrian environment. (Local variation). inclusion of 'secondary active frontage' on both sides of Taylor Street in Kingston is appropriate to foster walkability in the Activity Centre Core. (Local variation). inclusion of 'primary active frontage' on Central Avenue to support activation of this key street as a

	focal point for the Activity Centre Core. (Local variation).
Master plans	<p>It is proposed that sites over 5,000sqm require additional controls to manage built form outcomes. The <i>draft Moorabbin Activity Centre Plan (September 2024)</i> designates the sites recommended for a master plan. Please advise whether:</p> <ul style="list-style-type: none"> modifying the designated locations in the <i>draft Moorabbin Activity Centre Plan (September 2024)</i> is suitable to achieve the intended purpose, specifically if the: inclusion of identification for master planning for the Moorabbin West Precinct Large Opportunity Site, bounded by the Frankston railway line, Exley Drive and Nepean Highway, is appropriate given its size, shape and frontage to a major arterial road. (Local variation).
Building Height	<p>Please advise whether the proposed changes to the Building Height standard provide sufficient clear guidance for responsible authority's decision making. Specifically:</p> <ul style="list-style-type: none"> 34m / 10 storey preferred building height for the Harvey Norman Large Opportunity Site, on South Road and Linton Street (Local variation).
Street wall / podium height	<p>Please advise whether the proposed changes to the Street wall / podium height standard provide sufficient clear guidance for responsible authority's decision making. Specifically:</p> <ul style="list-style-type: none"> 11m / 3 storey deemed to comply 'Street wall / podium height' for all Large Opportunity Sites and Limited Sensitivities in Kingston that don't front to South Road or Nepean Highway (Local variation).
Spatial application of built form typologies	<p>Please advise whether the proposed changes to the spatial application of built form typologies provide sufficient clear guidance for responsible authority's decision making. Specifically:</p> <ul style="list-style-type: none"> Residential typology to the section in Kingston bounded by Redholme Street and Healey Street. Residential typology to either side of Horscroft Place. Non-Heritage Main Street Core typology to South Road between Jasper Road and Railway Crescent. LOPS typology to Station Street between South Road and Central Avenue. LIMS typology to 2-4 Highbury Avenue, Hampton East. (All local variations)
Catchment boundary	<p>Having regard to the advice sought on the catchment boundary in the common matters (Referral 2), please advise if the extent of the proposed catchment boundary in Moorabbin is consistent with the intended purpose.</p>

In accordance with Clause 12 of your Terms of Reference, the Committee must conduct its work with a view to maximising efficiency and timeliness. As such, I look forward to the Committee providing its report to the Minister for Planning no later than 10 business days from receipt of this referral, in accordance with Clause 18 of the Terms of Reference.

Please find enclosed the supporting documents required by Clause 15 of the terms of reference.

If you have any questions about this matter, please contact Stefan Bettiol, Planning Manager at the Department of Transport and Planning.

Yours sincerely,



Natalie Reiter
Deputy Secretary Strategy & Precincts
Department of Transport and Planning

- Encl. Att A: Report addressing matters
 Att B: Urban Design Draft Background Summary Report
 Att C: Urban Design Draft Background Summary Report (Engagement version)
 Att D: City of Centres Report
 Att E: Schedule to the Built Form Overlay (example)
 Att F: Moorabbin Draft Activity Centre Plan
 Att G: Submissions
 Att H: Document list
- cc. Stuart Moseley, CEO, Victorian Planning Authority
 Emily Mottram, Executive Director - Activity Centres, Department of Transport and Planning

Appendix C Referred information

No.	Date	Description	Provided by
1	28 Oct 24	Referral Letter dated 25 October 2024	Department of Transport and Planning (DTP)
2	28 Oct 24	Moorabbin Activity Centre Key Matters Report, VPA, 2024	DTP
3	28 Oct 24	Moorabbin Draft Activity Centre Plan, VPA, 2024	DTP
4	28 Oct 24	<i>City of Centres: Development of typology-based built form controls</i> , Sheppard & Cull, May 2024	DTP
5	28 Oct 24	<i>Activity Centre Program Urban Design draft background summary report</i> , VPA, August 2024 (engagement version)	DTP
6	28 Oct 24	<i>Activity Centre Program Urban Design draft background summary report</i> , VPA, October 2024 (Committee version) including Appendices	DTP
7	28 Oct 24	Built Form Overlay Schedule (BFO1 Moorabbin example)	DTP
8	28 Oct 24	Activity Centre Program Universal Submissions, Key Matters Report, VPA, October 2024	DTP
9	28 Oct 24	Submission – Bayside City Council (RS1)	DTP
10	28 Oct 24	Submission – Lisa Lark (RS2)	DTP
11	28 Oct 24	Submission – CHIA (RS3)	DTP
12	28 Oct 24	Submission – Planning and Property Partners	DTP
13	28 Oct 24	Submission – Highett Progress Association Inc	DTP
14	28 Oct 24	Submission – RyanCorp	DTP
15	28 Oct 24	Submission – Kingston City Council	DTP
16	28 Oct 24	Submission – Glen Eira City Council	DTP
17	28 Oct 24	Moorabbin Document List	DTP