

Referral 5: Chadstone 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

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A handwritten signature in blue ink, appearing to read 'Sarah Carlisle'.

Sarah Carlisle, Chair

A handwritten signature in black ink, appearing to read 'Elizabeth McIntosh'.

Elizabeth McIntosh, Member

A handwritten signature in black ink, appearing to read 'Rebecca Finn'.

Rebecca Finn, Member

A handwritten signature in black ink, appearing to read 'Peter Edwards'.

Peter Edwards, Member

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Glossary and abbreviations

ACP	Activity Centres Program
the Activity Centre	Chadstone Activity Centre
the Activity Centre Plan	draft Chadstone Activity Centre Plan, VPA, 2024
BFO	Built Form Overlay
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
IPO2	Incorporated Plan Overlay Schedule 2
Minister	Minister for Planning
Monash	Monash City Council
MUZ	Mixed Use Zone
NCO	Neighbourhood Character Overlay
shopping centre site	Chadstone Shopping Centre site
Stonnington	Stonnington City Council
Urban Design Background Report	<i>Activity Centre Program Urban Design draft background summary report</i> , VPA, 2024
Urban Design Framework	Monash Boulevards Urban Design Framework
Vicinity	Vicinity Centres Pty Ltd
VPA	Victorian Planning Authority
VPA Report	Chadstone Key Matters Report, VPA, 2024
WCZ	Walkable Catchment Zone

Overview

Referral summary

Referral	5: Chadstone
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 - catchment boundary <p>Advice not to be provided on:</p> <ul style="list-style-type: none"> - any other matter

Committee

The Committee	Sarah Carlisle (Chair), Elizabeth McIntosh, Rebecca Finn, Peter Edwards
Supported by	Georgia Brodrick (Planning Panels Victoria)
Site inspection	23 October 2024
Date of this report	12 November 2024

1 Introduction

1.1 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.

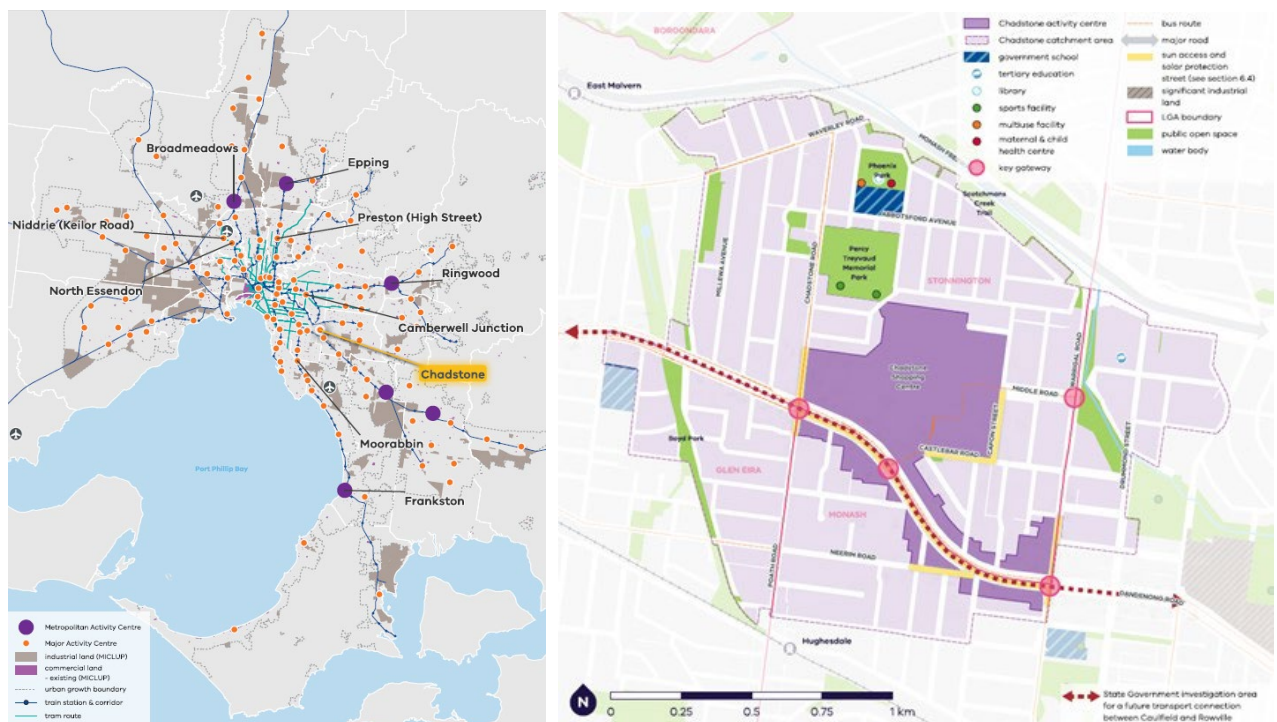
This is Referral 5. The Minister's referral letter for Chadstone dated 25 October 2024 is included in Appendix B.

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

1.2 Chadstone Activity Centre

The Chadstone Activity Centre (the Activity Centre) is located around 17 kilometres from the Melbourne CBD. The Activity Centre is shown in dark purple, and the proposed walkable catchment in light purple, in Figure 1 (right image).

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



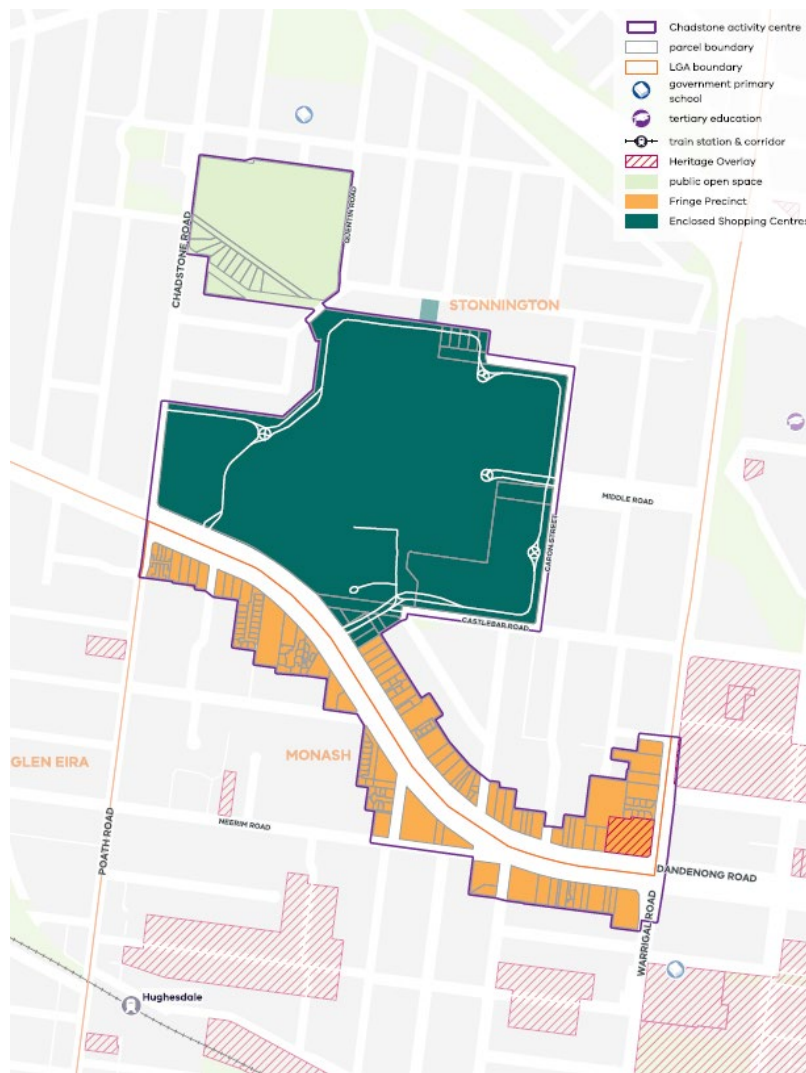
Source: Draft Chadstone Activity Centre Plan, Plan 1 (left) and Figure 1 (right)

The Activity Centre is partially located within the municipalities of Stonnington and Monash. It is around 53 hectares. The walkable catchment includes areas within municipality of Glen Eira.

The Activity Centre features a mix of commercial, retail, civic and residential uses. It is recognised as a regionally significant commercial area, principally because of the inclusion of Chadstone Shopping Centre, which is Melbourne's largest freestanding shopping centre.

The draft Chadstone Activity Centre Plan, Victorian Planning Authority, 2024 (the Activity Centre Plan) identifies two built form typologies in the Activity Centre – 'Enclosed Shopping Centre' and 'Fringe Precinct' (see Figure 2). Much (but not all) of the Enclosed Shopping Centre typology area is taken up by Chadstone Shopping Centre site (shopping centre site), owned by Vicinity Centres Pty Ltd (Vicinity).

Figure 2 Chadstone Activity Centre built form typologies



Source: Chadstone Activity Centre Plan, Plan 4

The Incorporated Plan Overlay Schedule 2 (IPO2) under the Stonnington Planning Scheme applies to the shopping centre site. No detail was provided on whether the IPO2 will be retained. The Committee understands the Chadstone Shopping Centre Incorporated Plan, August 2012 has been approved under the IPO2, but it was not provided with a copy.

The Activity Centre Plan sets out the built form outcomes supported within the Activity Centre in Section 5 and the built form standards in Section 6. Local variations are proposed in relation to (as relevant to the referred matters):¹

- building heights in the Enclosed Shopping Centre typology
- street wall heights and landscape setbacks in the Fringe Precinct.

The extent of the catchment and the proposed types of housing in the catchment are described in Section 7 (Catchment area) of the Activity Centre Plan, which states:²

Implementation of the preferred built form outcome in the catchments is under investigation.

1.3 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.

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.

1.4 Limitations

The Committee has confined its consideration to the matters in the table in the referral letter, as directed in the referral letter.

Despite the confined nature of the matters on which the Committee's advice is sought, a substantial amount of information was referred to the Committee (see Appendix C). This did not include draft controls for the Activity Centre, although a sample Built Form Overlay (BFO) schedule (for Moorabbin) was provided. In the time available, the Committee has not been able to comprehensively review the referred material. It has focussed on those parts which relate to the matters on which the Committee's advice is sought.

The targeted consultation in relation to the Activity Centre resulted in 812 submissions. Only six submissions 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 referred matters.

The Activity Centre Plan is a form of structure plan. Ordinarily, structure plans would be supported by a number of centre specific background reports covering a range of technical

¹ Updated Urban Design Report (Document 6), Table 14

² See Section 2.2

disciplines, for example strategic planning, future population targets and yields, capacity analysis, built form and urban design analysis, economic analysis, traffic and transport assessments, community infrastructure needs assessments and so on.

The Committee was referred two background urban design reports, which relate to the Activity Centre Program (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*, Victorian Planning Authority, 2024 (engagement version and Committee version) (Urban Design Background Report).

The referred material did not include any background material relating specifically to the Chadstone Activity Centre or the Chadstone Activity Centre Plan.

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 those aspects of the Activity Centre Plan related to the referred matters. Further, while the referred information included submissions from Stonnington City Council (Stonnington), Monash City Council (Monash) and Glen Eira City Council (Glen Eira), the Committee did not have the benefit of discussing any aspect of the Activity Centre Plan or the Council submissions with the relevant Council officers, or with the main landowner of the shopping centre site (Vicinity).

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

13. 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 under Clause 13, as it would not have been practical and may have resulted in procedural fairness concerns.

The Committee has prepared this Report within the 10 day 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 Chadstone Activity Centre Plan. It is targeted advice confined to the referred matters.

2 Summary of referred issues and findings

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

Table 1 Summary of referred issues and findings and recommendations

Issue	Summary	Committee findings
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 <i>the draft Chadstone Activity Centre Plan (September 2024)</i> for landscape setbacks are suitable to achieve the intended purpose, including: - 7.6 metre deemed to comply front landscaping setback as a (local variation) along Dandenong Road is appropriate to provide opportunity for large canopy tree planting and to contribute to an improved boulevard character. 	<p>Additional locations for landscaped setbacks will need to be designated in the Activity Centre Plan to achieve the intended purpose.</p> <p>The setback on the north side of Dandenong Road should be extended along the shopping centre site frontage.</p> <p>Landscape setbacks should be designated along the shopping centre site frontages on Chadstone Road, Castlebar Road and Capon Street. The Committee does not have sufficient information to advise how wide the setbacks need to be on Chadstone Road, Castlebar Road and Capon Street.</p> <p>The proposed 7.6 metre landscape setback along Dandenong Road is appropriate to provide an opportunity for large canopy tree planting and to contribute to an improved boulevard character along Dandenong Road.</p>

Issue	Summary	Committee findings
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 Chadstone Activity Centre Plan (September 2024)</i> is suitable to achieve the intended purpose, specifically the: - removal of 'Boulevard' classification as a (local variation) as it relates to sun access and solar protection for the section of Dandenong Road between Chadstone Road and the intersection of Maroo Street / Dandenong Road to support the long-term strategic development of Chadstone Shopping Centre, and - removal of the 'Key pedestrian streets / green streets' classification as a (local variation) on Chadstone Road to support the long-term development opportunities in the south-west corner of Chadstone Shopping Centre. 	<p>It is appropriate to remove the:</p> <ul style="list-style-type: none"> - 'Boulevard' designation along the section of Dandenong Road fronting the shopping centre site - 'key pedestrian/green streets' designation on Chadstone Road. <p>These are not pedestrian friendly streets or places where people are likely to stop and rest and enjoy sun access.</p> <p>This may require further consideration if the Committee's recommendation for a landscape setback to be designated along Chadstone Road is accepted.</p>
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"> - the designated locations in the <i>draft Chadstone Activity Centre Plan (September 2024)</i> are suitable to achieve the intended purpose. 	<p>Additional locations will need to be designated as active frontages if the intended purpose is to be achieved.</p> <p>The Committee does not have sufficient information to advise where additional active frontages should be designated. Areas to be considered include:</p> <ul style="list-style-type: none"> - external edges of the shopping centre site - internal locations within the shopping centre site, depending on its future layout and activity nodes. <p>Active frontages for the shopping centre site should be considered as part of the master plan (see below).</p>

Issue	Summary	Committee findings
Master plans	<p>Master planning requirements are not proposed in the <i>draft Chadstone Activity Centre Plan (September 2024)</i>.</p> <p>Please advise whether a site-specific approach to Chadstone Shopping Centre beyond what is proposed for 'Enclosed Shopping Centre typology' is appropriate, noting the preferred mechanism to support future development of the site will be considered through further engagement with key stakeholders (Vicinity / City of Stonnington).</p>	<p>It is essential that the shopping centre site be subject to master planning requirements.</p> <p>The Committee is not in a position to advise whether the master planning requirement should be located in the BFO schedule, or some other planning tool</p> <p>Advice is provided in Chapter 3.6 in relation to the required content of the master plan.</p>
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"> - 60m preferred building height for Chadstone Shopping Centre as a (local variation) 	<p>The building height standard for the shopping centre site (40 metres, proposed to be revised to 60 metres) does not provide sufficient clear guidance for decision making.</p> <p>Height limits on the shopping centre site should be graduated. While 60 metres may be appropriate for some parts of the site, it will not be appropriate as a blanket control across the whole site. Graduated heights within the shopping centre site should be addressed in the master plan.</p>
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"> - 15m / 4 storey deemed to comply 'Street wall / podium height) as a (local variation) 	<p>The proposed 15 metre (four storey) street wall height in the Fringe Precinct areas is appropriate.</p> <p>Street wall heights should be designated within the shopping centre site (internally and around its edges). If not already addressed under the IPO2, this should be addressed in the master plan.</p>
Catchment boundary	<p>Having regard to the advice sought on the catchment boundary in the common matters (Referral 2), please advise if the recommended change to the extent of the proposed catchment boundary for Chadstone is consistent with the intended purpose.</p>	<p>A catchment should not be applied to the Chadstone Activity Centre.</p>

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 Chadstone as one of 121 major activity centres. Plan Melbourne includes a number of directions in relation to major activity centres. Of relevance:

- Direction 1.2 notes 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 major activity centres will ensure employment growth occurs outside of the central city, and transport projects will better connect people to job opportunities in key areas.
- 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 medium and higher density development in middle suburbs including in major activity centres.

The Plan Melbourne Implementation Plan identifies no particular actions for Chadstone.

No strategic work specific to Chadstone was referred to the Committee. Nor was the incorporated plan approved under the IPO2.

The Committee has had regard to the publicly available Monash Boulevards Urban Design Framework (Urban Design Framework), which was referenced in the Chadstone Key Matters Report, VPA, 2024 (VPA Report) in relation to street wall/podium heights.

3.2 General observations

The built form standards in the Activity Centre Plan are focussed on the Fringe Precinct areas within the Activity Centre, with less detail about what happens on the shopping centre site. For example, while the Plan specifies an overall height limit for the shopping centre site, it does not specify street wall heights, setbacks above the street wall, landscape setback requirements or active frontage requirements for the shopping centre site.

This may be because the IPO2 will be retained, and the plan approved under the IPO2 provides detailed built form requirements. However this is not clear from the information before the Committee.

The lack of guidance in the Plan on built form outcomes and standards for the shopping centre site is concerning. It is a large site that has sensitive interfaces with surrounding residential development. Unless other controls are in place that guide the future redevelopment of the shopping centre site (such as the IPO2), its future redevelopment may not deliver good planning outcomes that are consistent with the vision for the Activity Centre set out in Section 3.4 of the Plan.

3.3 Landscape setbacks

(i) What is proposed?

Plan 8 in the Activity Centre Plan identifies the following landscape setbacks along street frontages within the Fringe Precinct areas:

- 7.6 metre landscape setbacks along Dandenong Road except along the shopping centre site frontage
- 3.0 metre landscape setbacks along the side streets off Dandenong Road.

The Plan indicates the landscape setback standards will be deemed to comply, but does not indicate whether they will be mandatory or discretionary.

The intended purpose of the landscape setbacks outlined in the Plan is to support urban greening, soften edges and ensure an appropriate transition. The Committee's advice is sought generally on whether these landscape setback standards will achieve the intended purpose, and specifically whether 7.6 metre landscape setbacks along Dandenong Road will provide opportunity for large canopy tree planting.

(ii) Submissions

Two relevant submissions were provided to the Committee. Stonnington generally supported the landscape setback standards but recommended that landscaping also be required along side and rear setbacks. Vivace Malvern East Pty Ltd (owner of 1393 Dandenong Road, Malvern East) recommended reducing the proposed 7.6 metre setbacks along Dandenong Road to better align with existing properties (anecdotally described as 2 to 5 metres) to allow greater flexibility and improve feasibility of development along Dandenong Road.

(iii) Committee findings and rationale

Landscape setbacks are an important feature of the Activity Centre Plans and that they will provide space required to facilitate urban greening efforts beyond road reserves, which can only deliver so much in terms of urban greening.

It is not clear whether landscape setback requirements apply under the IPO2, or whether they will be retained.

The vision for the Activity Centre set out in Section 3.4 of the Activity Centre Plan includes to transform Dandenong Road into a Boulevard. The proposed 7.6 metre landscape setbacks along Dandenong Road will assist in delivering this vision, as the Committee understands a setback of this size is sufficient to facilitate a minimum 12 metre canopy spread on both sides of the road.

However, if the vision is to be achieved, a consistent 7.6 metre landscape setback should extend along the entire north side of Dandenong Road, including the shopping centre site frontage. Unless this is required under the plan approved under the IPO2 (and the IPO2 will be retained), Plan 8 in the Activity Centre Plan should be amended to extend the landscape setback along the north side of Dandenong Road to Chadstone Road. Deep soil requirements will also be needed, to ensure a greater likelihood of a future significant canopy.

While the Committee acknowledges the submission of Vivace Malvern East that many of the existing landscape setbacks along Dandenong Road are less than 7.6 metres wide, the Committee sees value in increasing the landscape setback for future development to soften Dandenong Road. Dandenong Road is a wide road with little canopy and currently constitutes a hostile and pedestrian unfriendly micro-climate.

The 3 metre landscape setbacks proposed for side streets will not accommodate trees with sizeable canopies, but will allow for planting that contributes to urban greening through the use of small trees and shrubs.

To achieve the intended purpose of supporting urban greening, softening edges and ensuring appropriate transitions, landscape setbacks should be specified along all the shopping centre site's street frontages, including its Chadstone Road, Castlebar Road and Capon Street frontages. This will help soften the more intense built form on the shopping centre site. The Committee is not in a position to recommend a width for the landscape setbacks along these streets. This should be addressed in the master plan for the shopping centre site (see Chapter 3.6 below).

The Committee notes Stonnington's submission that landscape setback requirements should apply to side and rear boundaries in addition to front boundaries. While the Committee agrees this would further enhance urban greening and help facilitate appropriate transitions, it would introduce new side and rear setbacks or increase the side and rear setbacks that are proposed in Table 5 in the Activity Centre Plan, which would reduce the developable area of land. The Committee does not have enough information to understand the impacts this might have on development feasibility.

(iv) Recommendation

The Committee recommends:

- 1. Unless already required under the plan approved under the Incorporated Plan Overlay Schedule 2, amend Plan 8 in the Chadstone Activity Centre Plan to:**
 - a) extend the 7.6 metre landscape setback on the north side of Dandenong Road to Chadstone Road**
 - b) designate landscape setbacks along the shopping centre site frontages on Chadstone Road, Castlebar Road and Capon Street (widths to be determined).**

3.4 Sun access

(i) What is proposed?

The Activity Centre Plan references three sun access standards for streets based on the level of pedestrian activity. Mandatory sun access standards apply to 'high pedestrian activity' streets, namely:

- 'boulevards' (Dandenong Road and Warrigal Road)
- 'key pedestrian streets/green streets' (parts of Castlebar Road, Capon Street, Chadstone Road and Neerim Road).

A discretionary sun access standard applies to 'other streets'.

The VPA proposes to remove the:

- 'boulevard' designation from Dandenong Road along the shopping centre site frontage
- 'key pedestrian streets/green streets' designation from Chadstone Road.

The VPA Report states removal of the designation from Dandenong Road is to support the long term development of the Centre. No reason is stated for removing the designation from Chadstone Road.

The Committee's advice is sought on whether the proposed modifications to sun access locations achieve the intended purpose. The Activity Centre Plan states that sun access is vital for public spaces and the open space network – the Committee assumes this to be the 'intended purpose'.

The Committee assumes the 'other streets' standards (which don't appear to be mapped in any of the centres) will apply to unmapped streets, but this is not explicit in the Activity Centre Plan. The Committee assumes the discretionary 'other streets' standard will apply to:

- the sections of Dandenong Road and Chadstone Road from which the 'boulevard' and 'key pedestrian streets/green streets' designations are proposed to be removed
- other streets within the Activity Centre, including internal streets within the shopping centre site.

(ii) Submissions

Both Glen Eira and Monash generally supported the sun access provisions, including the mandatory equinox and solstice controls for Boulevards and key pedestrian/green streets respectively. Stonnington sought rewording of the controls to clarify the intended outcomes. Vicinity opposed the sun access standards along Dandenong Road as they are more restrictive than the existing IPO2 and existing buildings would not meet the standards.

(iii) Committee finding and rationale

It is not clear whether sun access provisions to streets apply under the IPO2, or whether they will be retained.

Central to the Committee's consideration of whether the proposed reductions in sun access protections are appropriate is the purpose of sun access for these streets. Pedestrians are the key beneficiaries of sun access along streets. The Activity Centre Plan states sun access is vital

for public spaces. According to the Urban Design Guidelines of Victoria, sun access helps make public spaces more comfortable (objective 3.1.5).

The VPA's proposed changes would potentially result in:

- inconsistent outcomes for Dandenong Road, with decreased sun access to southern side footpaths between Poath and Maroo Roads, but not between Maroo and Warrigal Roads
- compromising the realisation of the vision for a boulevard effect along Dandenong Road, if canopy trees do not receive sufficient sun to thrive
- decreased sun access along Chadstone Road.

Sun access should be protected for public spaces, particularly those with high activity or in which people rest. However, the Committee questions the classification of Dandenong Road and Chadstone Road as 'high pedestrian activity' streets.

The Chadstone Shopping Centre is a large retail complex with limited pedestrian access, bordered by Dandenong and Chadstone Roads. Neither of these roads are pedestrian friendly due to heavy traffic and wide reservations. Dandenong Road is a particularly hostile pedestrian environment, being 60 metres wide, with six lanes of traffic and services roads to cross. While Chadstone Road is less hostile, the north-south alignment affords this road with greater sun access.

The Committee acknowledges the Councils generally supported sun access to key pedestrian streets, but observes the proposed 60 metre height limit on the shopping centre site together with the 60 metre wide road reservation along Dandenong Road will likely limit the extent of additional shadow on the southern footpath of Dandenong Road. Provided the landscape setback on the north side of the road is extended in accordance with the Committee's recommendation, the boulevard vision for Dandenong Road could still be achieved even without the sun access standards. This may require the selection of shade tolerant species.

The Boulevard sun access standard for the remaining section of Dandenong Road (between Maroo and Warrigal Roads) could be revised to protect the southern footpath only, not the central median. There is only a small section of central median along the section of Dandenong Road that traverses the Activity Centre, and it is not a pedestrian friendly environment or a place where people might stop to rest. Nor is it sufficient to support canopy trees.

The Committee assumes that even if the 'Boulevard' and 'key pedestrian/green streets' designations are removed from Dandenong Road and Chadstone Road, they will still receive the sun protections that apply to 'other streets'.

For these reasons, the Committee considers that removing the sun access classifications from Dandenong Road and Chadstone Road is appropriate.

(iv) Recommendation

The Committee recommends:

- 2. Amend Plan 9 in the Activity Centre Plan to remove the:**
 - a) 'boulevard' designation from the section of Dandenong Road fronting the shopping centre site**
 - b) 'key pedestrian streets/green streets' designation from Chadstone Road.**

3.5 Active frontages

(i) What is proposed?

The Urban Design Background Report and City of Centres Report specify two types of active frontages which vary on the required extent of ground plane glazing. The Activity Centre Plan only proposes 'secondary' active frontage standards for Chadstone, within the Mixed Use Zone (MUZ) areas along Neerim Road and Bletchley Road. Sixty percent clear glazing is required for these frontages. It is not clear whether the standard will be discretionary or mandatory.

The Committee's advice is sought on whether the designated locations for active frontages in the Activity Centre Plan achieve the intended purpose. The Committee understands the intended purpose of active frontages is to contribute to use, activity, safety and interest of the public realm.

(ii) Submissions

The VPA Report did not express a position about active frontages in the Activity Centre, or explain why only the sections of Neerim and Bletchley Roads shown on Plan 10 in the Activity Centre Plan have been identified as active frontage streets. Monash requested additional active frontages beyond the MUZ area, but did not specify where. Stonnington considered the ground plane to be a key determinant of good public realm placemaking and requested active frontage standards not be 'deemed to comply'.

(iii) Committee finding and rationale

It is not clear whether active frontage requirements apply under the IPO2, or whether they will be retained.

The Committee agrees with the principle of providing active frontages, particularly in commercial areas. Active frontages provide better safety outcomes, activity, and visual interest and encourage walkability. In turn this facilitates greater activity and vibrancy in the public realm.

The Committee supports the active frontages proposed in the MUZ area. Activation in this location will improve existing conditions. That said, no analysis was provided to explain why these streets were nominated for active frontages and others not.

The Committee has considered whether other locations would be suitable as active frontages, including on the shopping centre site. It considers some external edges of the shopping centre site would likely be suitable for active frontages, but this will depend on future site layout and location of activity nodes. Active frontages should also apply to internal streets within the shopping centre site where appropriate. This should be considered in the future master planning for the shopping centre site discussed in Chapter 3.6.

The Committee makes the following further observations about the proposed active frontages:

- Commercial spaces work well with active frontages, but residential uses require privacy for residents. Some design responses will need to balance privacy and passive surveillance, both on the active frontages designated in the Activity Centre Plan and in other active frontage locations identified in the Activity Centre Plan or the future master plan for the shopping centre site.

- Certain components of commercial uses, such as loading docks, may not be suitable for active frontages and would require site responsive design and assessment. Consideration should be given to designating the active frontage streets as streets where loading access is discouraged in the BFO schedule.

The Committee agrees with Stonnington that active frontage standards should not be deemed to comply. The controls should allow for site-specific responses. This would ensure other design elements that contribute to safety, comfort and visibility are considered, not just the extent of glazing. Other important matters include lighting, awnings, and ensuring active frontages directly face footpaths rather than being located behind steps or landscaped areas. These types of matters may be intended to be addressed by the VPA proposed 'further guidance' on the active frontages within the Urban Design Background Report. However, no information was provided to the Committee on this.

(iv) Recommendation

The Committee recommends:

- 3. Unless already required under the plan approved under the Incorporated Plan Overlay Schedule 2, identify active frontages:**
 - a) on the external edges of the shopping centre site:**
 - on Plan 9 in the Activity Centre Plan (if there is sufficient information at this stage to do so), or
 - as part of the master plan for the shopping centre site.
 - b) internally within the shopping centre site as part of the master plan.**

3.6 Master plans

(i) What is proposed?

The Activity Centre Plan states (in Section 6.7):

Separate to the planning controls identified at [Sections 6.1 to 6.6], it is recognised that the regional commercial and retail significance of the Chadstone Shopping Centre..., as the largest freestanding shopping centre in Australia, requires a specific planning response beyond what is proposed for the Enclosed Shopping Centre Typology.

The Activity Centre Plan does not specify what that 'specific planning response' may be. It does however go on to set out other built form controls that should be considered for the shopping centre site (presumably in addition to the 'default' Enclosed Shopping Centre typology standards). They include:

- scale of future development
- tower floor plate size
- building separation requirements
- siting and orientation of buildings
- deep soil requirements complimenting the landscape approach to compliment Dandenong Road
- open space or pedestrian links
- key interfaces with new planning controls in adjacent activity centre catchments.

The BFO head clause requires a master plan to be prepared before a permit issues if the schedule requires it.

(ii) Submissions

The submissions expressed concern about the lack of an explicit master planning requirement for the shopping centre site in the Activity Centre Plan. Issues included lost opportunity for integrated planning and further expansion, and negative impacts on other nearby centres.

Stonnington submitted the Activity Centre Plan lacked detail and could not sufficiently plan for liveability, 20-minute neighbourhoods, infrastructure, open space, streetscape upgrades and shared parking opportunities in the Activity Centre.

Glen Eira submitted no information was provided that considered impacts of the Activity Centre planning on other nearby centres.

Vicinity submitted a master plan approach for the shopping centre site was needed. It stated numerous planning panels and tribunals consistently supported such an approach. It sought a review and revision to the existing IPO2 as the mechanism for implementing a master plan. It considered the benefits of a master plan included:

- ensuring sufficient land for commercial expansion
- orderly planning to manage development in and around the shopping centre
- exploring opportunities for diversifying land use
- embedding good urban design principles
- investing in infrastructure and transport changes.

The VPA Report did not mention or discuss any of these submissions, but indicated VPA's preliminary position is:

Adopt a site-specific approach to Chadstone Shopping Centre beyond what is proposed for the Enclosed Shopping Centre typology. The preferred mechanism to support future development of the site will be considered through further engagement with key stakeholders (Vicinity / Stonnington).

The Committee takes this to mean the VPA considers something more is required rather than just relying on the 'default' built form standards that apply to the Enclosed Shopping Centre typology. It is not, however, clear whether the VPA considers a master plan approach is appropriate.

(iii) Committee findings and rationale

The Committee understands the advice being sought is whether a master plan approach is needed for the shopping centre site. This may be a master plan under the BFO schedule, or some other form of master planning control (such as the IPO2).

The shopping centre site has many of the typical features of the Enclosed Shopping Centre typology as described in Section 4.2 of the Activity Centre Plan. It is a very large site, held largely in one ownership and occupied by a large format enclosed shopping centre. It has underutilised land at its edges used for car parking, which provides opportunity for redevelopment.

The Urban Design Background Report says a master plan is preferred for sites:

- over 5,000 square metres
- that need internal roads
- with unusual shape or interfaces
- that would benefit from a master plan prior to planning permit application.

The shopping centre site meets these criteria.

In the Committee's view, a master plan will be essential to guide the future redevelopment of the shopping centre site. A master plan would holistically plan its future redevelopment in a way that facilitates achievement of the vision for the Activity Centre set out in Section 3.4 of the Activity Centre Plan.

There are several key risks if a master plan is not required:

- the Activity Centre Plan provides limited built form guidance for the shopping centre site, which could result in poor urban design outcomes
- the Activity Centre Plan prioritises growth targets (dwelling numbers) over actual site capacity and quality of outcomes, risking poor urban design and low liveability
- potential underdevelopment of the site, which would compromise achievement of the vision for residential growth and commercial expansion
- without coordination, commercial and residential uses could develop incompatibly, limiting the potential for both
- the lack of a master plan could lead to inadequate transport and community infrastructure and essential services, resulting in poor liveability (and the potential for state or local government to have to take responsibility for planning and funding shortfalls)
- potential negative economic impacts on surrounding activity centres.

The master plan should be prepared with input from key stakeholders including Vicinity, the three surrounding councils and service authorities. It should include all of the matters outlined in the BFO head clause for master plans. In addition, it should:

- allocate land uses across the site to manage conflicts, noise and amenity
- assess the impacts of commercial expansion on activity centre hierarchies (given the regional commercial status of the site)
- provide guidance on built form expectations and appropriately scale of development including transitions at the edges (discussed further below)
- identify and plan for traffic, transport infrastructure, access and car parking requirements (included relocated at grade car parking)
- facilitate the provision of better pedestrian access and active transport links within the shopping centre and to the surrounding areas
- identify and plan for service infrastructure upgrades and community infrastructure needs
- plan for drainage (noting that parts of the site are affected by the Special Building Overlay).

Based on the information before it, the Committee expresses no particular view about whether the master plan should be secured through the BFO or some other appropriate planning tool (such as a revision to the IPO2 or the plan approved under the IPO2).

The Committee notes that the IPO2 already addresses matters such as staging of development, land use and transport infrastructure upgrades, built form siting, orientation and scale, and pedestrian links. However, the IPO2 is focussed predominantly on commercial uses which service visitors and workers who access the site by car or bus, and mostly during business hours. The Activity Centre Plan envisages a significant shift by introducing substantial residential growth (6,500 to 8,000 dwellings) into the Activity Centre, and at significant scale (60

metres). Much of this will have to be delivered on the shopping centre site. Residents will require different building typologies, have different (higher) amenity needs and have different (higher) infrastructure needs (such as open spaces and community spaces). This will need to be carefully balanced with the increased commercial opportunities envisaged under the IPO2, and if the IPO2 is to be retained as the only master planning tool, it will require substantial revision.

(iv) Recommendation

The Committee recommends:

- 4. Amend the Activity Centre Plan to:**
 - a) include the following paragraph above the heading for Section 6.1:**

“A master plan will be required to support future development of the Chadstone Shopping Centre. This will be considered further through engagement with key stakeholders – see Section 6.7 Chadstone Shopping Centre and Section 8.4 Aligning existing controls for further information. Indicative building heights and the typology classification for the shopping centre are detailed within Section 6 Activity centre built form standards. However, built form controls and standards will not be determined until the master plan is developed.”
 - b) delete the third paragraph in Section 6.1**
 - c) add the following sentence to the paragraph in Section 6.7:**

“This will require a master plan”.
- 5. Apply a master planning requirement to the shopping centre site, either through the Built Form Overlay or through another appropriate planning tool.**

3.7 Building height

(i) What is proposed?

The VPA proposes a local variation to the building height standard for the shopping centre site, from 27 metres (the ‘default’ standard for the Enclosed Shopping Centre typology in Type 2 centres) to 60 metres. The Committee assumes this will be a discretionary height limit, as the referral letter describes it as a ‘preferred’ 60 metre height limit.

The Activity Centre Plan states (in Section 5.1.1) that the building height standards will be deemed to comply. However, Table 1 (which specifies the building heights) indicates ‘subject to future determination...’ in the column headed ‘Mandatory (or) discretionary (or) deemed to comply’.

Table 1 specifies a building height for the shopping centre site of 40 metres or 12 storeys. Presumably this was the height that was the subject of consultation. The VPA’s proposed change represents an additional 20 metres. The VPA’s justification for the change is that the preferred building height should align with existing buildings along Dandenong Road and with the existing IPO2.

The ‘default’ height limit for Fringe Precinct areas in Type 2 centres (21 metres and six storeys) is not proposed to be varied.

The Activity Centre Plan states:

Additional provisions will be included as part of the amendment/planning tool to prevent under development within the activity centre's core boundary (for example, deemed to comply minimum building height). The minimum building height will generally be 50% of the deemed to comply height.

(ii) Submissions

The Committee received three relevant submissions.

Monash was generally supportive of the proposed heights outlined in the Activity Centre Plan (40 metres or 12 storeys) and submitted the shopping centre site could support additional height given its 'inward nature'. However, it submitted no consideration had been given to the impact of building height where it interfaces with lower scale residential areas.

Stonnington observed the Activity Centre Plan included minimal provisions for building height on the shopping centre site.

Glen Eira submitted it was unclear if building heights were proposed to be maximum (presumably mandatory) heights. It submitted there are no safeguards nor decision guidelines for exceeding the heights, and no controls to prevent underdevelopment.

Vicinity identified a misalignment between the proposed number of storeys and height in metres for the shopping centre site. It contended that 40 metres (12 storeys) appears to be calculated on typical residential floor to floor heights, and that 12 commercial floor levels would exceed the height in metres as demonstrated by the existing office building.

Vicinity recommended a revised preferred height of 60 metres to reflect existing conditions along Dandenong Road. It submitted the incorporated plan approved under the IPO2 allows buildings up to RL110, which equates to 60 metres. It also submitted it was unclear how the deemed to comply building heights would be applied.

(iii) Committee findings and rationale

The VPA Report states the building height standards will be supported by other standards to ensure appropriate design outcomes. These include street wall/podium heights, setbacks and solar protections. The Committee has considered the proposed 60 metre building height for the shopping centre in the context of those other standards, although it notes that no street wall/podium height is proposed for the shopping centre site.

The Committee assumes that Vicinity is correct in submitting that:

- the incorporated plan approved under the IPO2 allows for a height equal to RL110
- this equates to a height limit of 60 metres.

Commercial floor to floor heights are greater than residential floor to floor heights and this should be reflected in the proposed storey height for Enclosed Shopping Centre typology in Table 1 in the Activity Centre Plan.

The shopping centre site, or at least parts of it, could probably accommodate greater heights than the 12 storeys (40 metres) proposed in the Activity Centre Plan given its size and location within the Activity Centre and its position along Dandenong Road. The Committee notes the existing Hotel Chadstone building on the corner of Dandenong Road and City Circuit is greater than 12 storeys, which further supports the proposal for taller forms on the shopping centre site.

However, it is important for the shopping centre to be a 'good neighbour' and any tall building forms must still consider good transitions and appropriate interfaces, and not inappropriately encroach on solar access within and around the shopping centre site.

The Committee has not been provided with any built form or shadow modelling that demonstrates whether a 60 metre discretionary height limit across the whole of the shopping centre site can achieve these objectives and deliver good planning outcomes.³

In the Committee's view, a blanket 60 metre height limit across the whole of the shopping centre site would not be appropriate. Heights will likely need to be graduated across the site, stepping down on parts of the site (particularly along the northern edges that have a direct interface with surrounding residential development) to provide a more sympathetic and gradual transition to the existing or preferred heights in the surrounding areas.

Given the varying conditions across the shopping centre site, deemed to comply height standards are unlikely to be appropriate.

A master planned approach would assist to ensure the site can be developed in a way that achieves the vision for growth and expansion while ensuring good urban design outcomes internal and external to the site. The graduated heights across the shopping centre site should be guided by the types of considerations listed in the IPO2, such as bulk and appearance, character and amenity of the surrounding area including overshadowing, and transition to residential edges.

In the absence of a BFO schedule for Chadstone, it is not clear to the Committee:

- whether the maximum building heights on both the shopping centre site and in the Fringe Precinct areas can be exceeded, and if so under what circumstances
- how the deemed to comply minimum building height proposed in the Fringe Precinct should be applied
- how underdevelopment on the shopping centre site will be managed.

The Activity Centre Plan should be amended to provide guidance on these matters.

Alternatively, this guidance could be provided in the BFO schedule. The schedule should also include:

- application requirements needed to assess building heights (such as 3D modelling)
- decision guidelines that require consideration of public and private realm amenity impacts including overlooking, overshadowing and visual bulk (additional considerations may be appropriate for impacts on nearby residential development).

(iv) Recommendation

The Committee recommends:

- 6. Amend the first sentence in Section 5.1.1 of the Activity Centre Plan to add 'unless otherwise specified'.**
- 7. Amend Table 1 in the Activity Centre Plan to replace '40 metres (12 storeys)' with 'Subject to future determination'.**

³ This work may have been done as part of the strategic justification for the heights in the incorporated plan approved under the IPO2. However, it has not been provided to the Committee.

- 8. Determine appropriate graduated height limits across the shopping centre site as part of the master plan.**

3.8 Street wall height

(i) What is proposed?

The Activity Centre Plan proposes a local variation to the 'default' street wall/podium height standard for Fringe Precinct, to increase the standard from 11 metres (three storeys) to 15 metres (four storeys). No maximum street wall heights are proposed for the shopping centre site.

The proposed 15 metres (four storeys) will apply in the context of a building height of 21 metres (6 storeys) in the Fringe Precinct areas, and behind the proposed landscape setbacks (7.6 metres along Dandenong Road, three metres along other street frontages).

The Activity Centre Plan indicates both the street wall height and building height standards in the Fringe Precinct areas will be deemed to comply. Deemed to comply standards can be exceeded unless they are mandatory. In the absence of a draft BFO schedule, it is unclear whether the standards are intended to be mandatory or discretionary.

(ii) Submissions

No referred submissions raised street wall/podium heights.

(iii) Committee findings and rationale

The Committee supports a street wall height of 15 metres (four storeys) in the Chadstone Fringe Precinct. Although it is not clear to the Committee that the prevailing street wall height for existing development along Dandenong Road is four storeys, the Committee is inclined to agree that four storey street walls are appropriate given the scale of Dandenong Road and its adjacency to the shopping centre. The Committee considers that Dandenong Road is wide enough to be able to accommodate this scale of street wall while still creating a comfortable and human-scaled environment.

The Committee is also guided by the preferred street wall height proposed in the Urban Design Framework, which applies to the sections of Dandenong Road within the Monash municipality. The Urban Design Framework supports an overall building height of six storeys with a four storey street wall.

That said, there is a need for further clarity and guidance on how to apply and assess the street wall heights, particularly if they are to be discretionary. The Activity Centre Plan should be changed to provide:

- clarity in terminology (for consistency with the BFO head clause, it should only refer to street wall heights, not podiums)
- clear guidance on whether the street wall height can be exceeded, and if so, under what circumstances
- guidance on what considerations are relevant when assessing street wall heights, including the influence of different land uses (residential and commercial) and the Urban Design Framework

- guidance on the acceptability of street walls lower than 15 metres and how this be assessed
- guidance on what amenity impacts are relevant when considering street wall heights
- guidance on how street walls contribute to the creation of boulevards and preferred character
- guidance on how the street wall heights relate to the solar protection standards, including how solar impacts on open spaces and parks would be considered if discretionary street wall heights are exceeded.

The Activity Centre Plan indicates that street wall heights will not apply on the shopping centre site. This may be because street wall heights on the shopping centre site are addressed in the incorporated plan approved under the IPO2, but this information is not before the Committee.

The Committee considers street wall height standards should apply to the shopping centre site, particularly for external edges. The standards should be discretionary, to enable flexibility in design response.

The Committee does not have sufficient information before it to nominate an appropriate metric for a street wall height standard on the shopping centre site. The appropriate metric might vary across different parts of the shopping centre site, given the Committee's recommendation that graduated heights are required across the site. Street wall heights should be considered as part of the master plan for the shopping centre site.

(iv) Recommendation

The Committee recommends:

- 9. Amend the Activity Centre Plan to:**
 - a) refer to street wall heights, not podiums**
 - b) provide clear guidance on:**
 - whether street wall heights can be exceeded, and if so, under what circumstances
 - what considerations are relevant when assessing street wall heights, including the influence of different land uses (residential and commercial) and the Monash Boulevards Urban Design Framework
 - the acceptability of street walls lower than 15 metres and how this be assessed
 - what amenity impacts are relevant when considering street wall heights
 - how street walls contribute to the creation of boulevards and preferred character
 - how street wall heights relate to the solar protection standards, including how solar impacts on open spaces and parks would be considered if discretionary street wall heights are exceeded.
- 10. Unless already required under the plan approved under the Incorporated Plan Overlay Schedule 2, identify street wall heights on the external edges of the shopping centre site and internally within the shopping centre site as part of the master plan.**

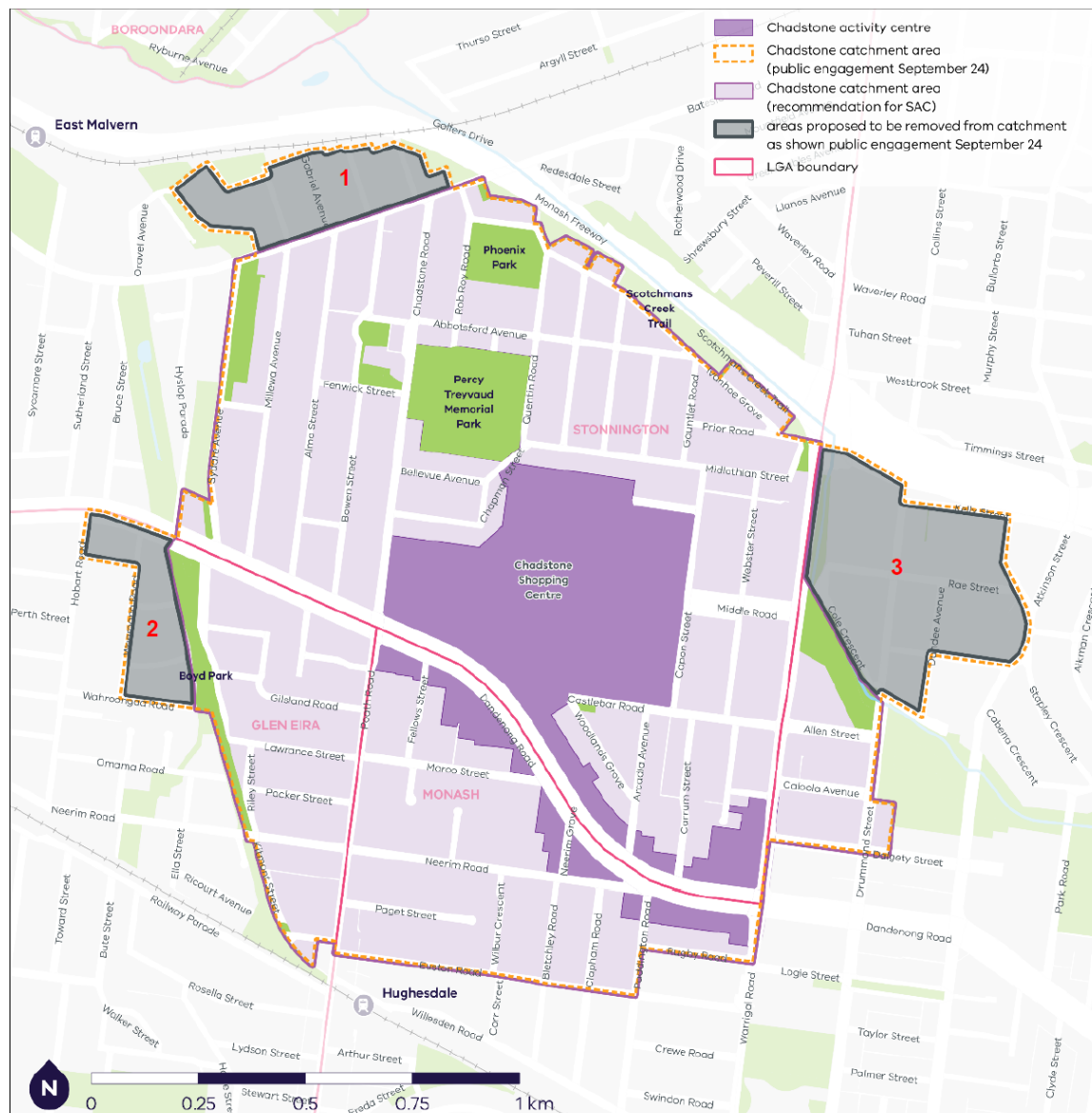
3.9 Catchment boundary

(i) What is proposed?

The VPA proposes to change the catchment boundary to exclude the grey shaded areas in Figure 2 for the following reasons:

- Area 1 – distance to core commercial amenities and services of the Activity Centre
- Area 2 – distance to core commercial amenities and services, and the physical barrier of Boyd Park
- Area 3 – the barriers presented by Scotchman's Creek and the Monash Freeway.

Figure 3 Proposed change to catchment boundary



Source: VPA Report Appendix A

(ii) Submissions

Stonnington submitted the catchment area should not be included in the Activity Centre Plan, suggesting Stonnington is better placed to manage housing growth within the Activity Centre's hinterland. It suggested any catchment boundary (if retained) should not extend beyond Percy

Treyvaud Memorial Park (which the Committee notes is included in the Activity Centre boundary).

Stonnington made specific recommendations that the following areas be removed:

- the north-west area of the catchment, because of its distance from the commercial amenities in the Activity Centre
- areas affected by the Heritage Overlay and Neighbourhood Character Overlay (NCO) within the north-west corner of the catchment area.

Monash also submitted the catchment area should not be included in the Activity Centre Plan, suggesting a distance of 800 metres from the edge of the shopping centre is excessive. It specifically recommended removal of Area 3 on Figure 3, as it includes heritage areas and is separated from the Activity Centre by a significant physical barrier (Warrigal Road).

Glen Eira submitted the area west of Boyd Park (Area 2 on Figure 3) should be removed.

Vicinity made submissions that the Activity Centre boundary should be expanded, but this is not a referred matter.

The VPA Report states:

VPA seeks ... general consideration on matters of consistency and replicability of the catchment boundary approach for future 'train and tram zone' Activity Centre work.

The Committee is unclear what the VPA is referring to with regard to "*future 'train and tram zone' Activity Centre Work*", but this appears to be beyond the scope of the referred matters.

(iii) Committee findings and rationale

The Referral 1 Committee did not support the application of the Walkable Catchment Zone (WCZ) at this time. It found that the WCZ (if applied) should not be applied to areas within the Heritage Overlay or the NCO.

In its discussion of walkable catchment boundaries, the Referral 2 Committee noted that Chadstone is a freestanding centre with unique attributes and requires separate consideration. In terms of general principles, the Referral 2 Committee found boundaries:

- should extend 800 metres (walkable distance) from the services and amenities in the activity centre that serve day to day needs
- should be measured from points that exclude (among others):
 - fringe precincts
 - residential areas
 - public open space located on the periphery of the Activity Centre core.

The Committee does not support the application of a walkable catchment to the Chadstone Activity Centre.

The shopping centre site and its immediate surrounds are not pedestrian friendly environments. The shopping centre has been designed around access by car and bus. The shopping centre is not permeable, and there are few pedestrian entries into the shopping centre. The surrounding roads (including the key entry points into the shopping centre) present a hostile environment for pedestrians. It is not a walkable environment.

The Committee sees no initiatives in the Activity Centre Plan that seek to address these fundamental limitations to the walkability of the centre's catchment, other than the conversion

of Dandenong Road into a boulevard. This will take time, and will only address some of the above constraints.

If, contrary to the Committee's recommendation, the WCZ is applied, the catchment boundaries should be redrawn based on the following principles and guidance from the Referral 2 Committee:

- exclude Areas 1, 2 and 3 identified in Figure 3 as they are too distant from the services within the Activity Centre that serve day to day needs (and are separated by physical barriers)
- exclude areas south of Dandenong Road and east of Warrigal Road, as these major roads present significant physical barriers to pedestrian access to the shopping centre
- measure the 800 metres walkable distance from the commercial services within the centre that serve day to day needs (not the outer edges of the carparks)
- exclude all Fringe Precinct areas and the Percy Treyvaud Memorial Park from the area from which the 800 metres is measured.

Consistent with the findings of the Referral 1 Committee, any areas within the Heritage Overlay or a NCO should be excluded from the redefined catchment.

(iv) Recommendation

The Committee recommends:

- 11. Do not apply a walkable catchment to the Chadstone Activity Centre.**

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. 5: Activity Centres Program - Chadstone 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 Chadstone Activity Centre Plan. The Chadstone Activity 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 Chadstone Activity Centre plan has been prepared by the VPA on behalf of DTP and will enable delivery of approximately 6,500 to 8,000 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 Chadstone Activity Centre plan. The project has generated significant community interest and a total of 812 submissions, including survey responses (numeric and free text), in-person feedback at consultation events, and written submissions were received for the Chadstone activity centre. Responses were received from current and potential future residents, businesses, government agencies, authorities, community groups, members of the development industry, Glen Eira City Council, Monash City Council and the City of Stonnington.

A summary of the targeted engagement undertaken and analysis of the matters raised following the targeted engagement; and changes proposed to the Chadstone 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 Chadstone Activity Centre Plan (September 2024)</i> for landscape setbacks are suitable to achieve the intended purpose, including 7.6m deemed to comply front landscaping setback as a (local variation) along Dandenong Road is appropriate to provide opportunity for large canopy tree planting and to contribute to an improved boulevard character.
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 Chadstone Activity Centre Plan (September 2024)</i> is suitable to achieve the intended purpose, specifically the: removal of 'Boulevard' classification as a (local variation) as it relates to sun access and solar protection for the section of Dandenong Road between Chadstone Road and the intersection of Maroo Street / Dandenong Road to support the long-term strategic development of Chadstone Shopping Centre, and removal of the 'Key pedestrian streets / green streets' classification as a (local variation) on Chadstone Road to support the long-term development opportunities in the south-west corner of Chadstone Shopping Centre.
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"> the designated locations in the <i>draft Chadstone Activity Centre Plan (September 2024)</i> are suitable to achieve the intended purpose.
Master plans	<p>Master planning requirements are not proposed in the <i>draft Chadstone Activity Centre Plan (September 2024)</i>.</p> <p>Please advise whether a site-specific approach to Chadstone Shopping Centre beyond what is proposed for 'Enclosed Shopping Centre typology' is appropriate, noting the preferred mechanism to support future development of the site will be considered through further engagement with key stakeholders (Vicinity / City of Stonnington).</p>
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"> 60m preferred building height for Chadstone Shopping Centre as a (local variation)
Street wall podium height	<p>Please advise whether the proposed changes to the Street wall / podium height standard provide sufficient</p>

	clear guidance for responsible authority's decision-making. Specifically: <ul style="list-style-type: none"> 15m / 4 storey deemed to comply 'Street wall / podium height) as a (local variation)
Catchment boundary	Having regard to the advice sought on the catchment boundary in the common matters (Referral 2), please advise if the recommended change to the extent of the proposed catchment boundary for Chadstone is consistent with the intended purpose.

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: Chadstone 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	Chadstone Key Matters Report, VPA, 2024	DTP
3	28 Oct 24	Chadstone 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	Universal Submissions Key Matters Report	DTP
9	28 Oct 24	Submission – Stonnington City Council	DTP
10	28 Oct 24	Submission – Monash City Council	DTP
11	28 Oct 24	Submission – Glen Eira City Council	DTP
12	28 Oct 24	Submission – Vicinity Centres Pty Ltd	DTP
13	28 Oct 24	Submission – owner of 1393 Dandenong Road, Malvern East	DTP
14	28 Oct 24	Submission – Ratio Consultants on behalf of the owner of 1316 Dandenong Road, Hughesdale	DTP
15	28 Oct 24	Chadstone Document List	DTP