

# Monash Planning Scheme

## Amendment C172mona

### Explanatory Report

#### Overview

The amendment implements *The Monash Boulevards Urban Design Framework (Tract, November 2022)* by rezoning residential land generally along Springvale and Dandenong Roads to the Residential Growth Zone Schedule 7 (RGZ7) and General Residential Zone Schedule 4 (GRZ4), applying the Design and Development Overlay Schedule 6 (DDO6) and amending Clause 15.01-5L (Monash preferred neighbourhood character) – except west of Warrigal Road, between Clayton and Blackburn Roads, and Madeline Street and Waverley Road. The amendment also rezones 2277 Dandenong Road, Mulgrave to the Mixed Use Zone Schedule 3 (MUZ3) and applies the Design and Development Overlay Schedule 19 (DDO19), and rezones a row of properties fronting Lebanon Crescent, Mulgrave from GRZ2 to GRZ3.

#### Where you may inspect this amendment

The amendment can be inspected free of charge at the Monash City Council's website at [www.monash.vic.gov.au/amendment-c172](http://www.monash.vic.gov.au/amendment-c172)

The amendment is available for public inspection, free of charge, during office hours at the following places:

- Civic Centre, 293 Springvale Road, Glen Waverley
- Oakleigh Service Centre, 3 Atherton Road, Oakleigh
- Clayton Library, 9-15 Cooke Street, Clayton

The amendment can also be inspected free of charge at the Department of Transport and Planning website at <http://www.planning.vic.gov.au/public-inspection> or by contacting the office on 1800 789 386 to arrange a time to view the amendment documentation.

#### Submissions

Any person may make a submission to the planning authority about the amendment. Submissions about the amendment must be received by **Monday, 9 December 2024**.

A submission must be sent to: Co-ordinator Strategic Planning, City of Monash, 293

Springvale Road, Glen Waverley VIC 3150 or by email to [strategic.planning@monash.vic.gov.au](mailto:strategic.planning@monash.vic.gov.au).

## Panel hearing dates

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- Directions hearing: Week beginning 31 March 2025
- Panel hearing: Week beginning 28 April 2025

## Details of the amendment

### Who is the planning authority?

This amendment has been prepared by Monash City Council, which is the planning authority for this amendment.

### Land affected by the amendment

The amendment applies to residential land generally adjacent to Dandenong Road (Princes Highway) in Oakleigh, Oakleigh East, Huntingdale and Mulgrave, and Springvale Road in Glen Waverley, Wheelers Hill and Mulgrave.

A mapping reference table is attached at Attachment 1 to this Explanatory Report.

### What the amendment does

The amendment implements *The Monash Boulevards Urban Design Framework (Tract, November 2022)* through changes to the planning policy framework, rezoning land along the boulevards (Dandenong Road and Springvale Road) to the Residential Growth Zone and Mixed Use Zone, applying a new schedule to the General Residential Zone, applying a Design and Development Overlay, and other changes. This does not apply west of Warrigal Road, between Clayton and Blackburn Roads, and Madeline Street and Waverley Road.

Specifically, the amendment proposes the following:

- Amends Clause 15.01-5L by adding new strategies for the Monash Boulevards and revising the Monash residential character areas map;
- Revising the schedule to Clause 72.08 (Background Documents) to include *The Monash Boulevards UDF (Tract, November 2022)*;
- Revising the schedule to Clause 74.02 (Further Strategic Work) to delete the work undertaken with The Monash Boulevards UDF and this amendment; and
- Applies new zones and overlays through mapping changes as outlined in the tables below:

Area (refer to mapping reference table Att 1)	Proposed zones
2277 Dandenong Road, Mulgrave	Mixed Use Zone 3
21 to 57B Lebanon Crescent, 862 Springvale Road and 2315 Dandenong Road, Mulgrave	General Residential Zone 3
1434A Dandenong Road, Oakleigh	Public Park and Recreation Zone
1717 to 1737 and 1873 to 1889 Dandenong Road (Oakleigh East), 2263 to 2275 Dandenong Road (Mulgrave), 726-730 Waverley Road and 1 Kirstina Road, and 523 to 535 Springvale Road and 615-621 Ferntree Gully Road (Glen Waverley)	Residential Growth Zone 7
All other properties (not listed above) fronting Dandenong Road generally between Warrigal Road and Clayton Road, Blackburn Road and Springvale Road, and Springvale Road generally between Highbury Road and Madeline Street, and Waverley Road and Dandenong Road – as listed in Attachment 1.	General Residential Zone 4

Area (refer to mapping reference table Att 1)	Proposed overlays
2277 Dandenong Road, Mulgrave	Design & Development Overlay 19
All other sites proposed to be rezoned to GRZ4 or RGZ7	Design & Development Overlay 6

## Strategic assessment of the amendment

### Why is the amendment required?

The *Monash Housing Strategy 2014* has identified the boulevard areas of Dandenong Road and Springvale Road as areas for future housing change and diversification (Category 4). In addition, there are some properties that adjoin the boulevards that are also within accessible areas around activity centres (Category 2) and residential land within the Monash National Employment and Innovation Cluster (Category 3), which are also areas that the Housing Strategy has nominated for moderate housing change and diversification.

Prior to the approval of Amendment C125 Part 2 to the Monash Planning Scheme, the Boulevard and Accessible Areas that were to be zoned General Residential Zone 3 were removed from the amendment and have been retained in General Residential Zone 2. The maximum building height for dwellings and residential buildings in the General Residential Zone 2 is 3 storeys / 11 metres.

An Urban Design Framework (UDF) has been prepared that sets out, amongst other things, an appropriate built form response for the Monash Boulevards. This amendment proposes to implement the UDF through policy, zoning and overlay changes.

Zoning and overlay changes are required in order to facilitate development in accordance with the UDF, particularly in allowing building heights to exceed 3 storeys on appropriately sized sites.

This amendment also seeks to correct some anomalies, including rezoning of land that was retained in GRZ2 but does not form part of either boulevard, to GRZ3, and aligning zone and property boundaries where required.

The proposed amendment seeks to enhance the boulevards through the development of high-quality residential built form outcomes. This is supported by public realm upgrades that are identified in the UDF to create linear neighbourhoods that are safe, liveable, sustainable and resilient.

The proposed amendment does this by applying the General Residential Zone (with a mandatory 13.5m / 4 storey height limit), the Residential Growth Zone (with a discretionary 21m / 6 storey height limit) in gateway areas, and applying the Design and Development Overlay (DDO) to provide specific design guidance. The General Residential Zone and Residential Growth Zone and local schedules provide inadequate guidance alone to guide future development above 3 storeys, does not encourage or incentivise lot consolidation, and would not satisfactorily implement many aspects of the UDF. The variations to the ResCode standards within the schedule (except for the front setback) do not apply to apartment developments. Importantly, the DDO would establish the concept of the 'Boulevard setback', which is the front setback in many but not all cases, creating a consistency of space for landscaping across both boulevards, regardless of whether the setback is to the front, side or rear of an individual site. The proposed DDO provides more guidance for all forms of development, including medical centres and other permitted non-residential uses.

The Amendment does not propose any changes to the residential land along Springvale Road that is within the Glen Waverley Major Activity Centre boundary, within the boundaries of the Glen Waverley, Monash or Clayton Suburban Rail Loop Precincts (i.e. Springvale Road south of Madeline Street and north of Waverley Road, Dandenong Road between Clayton and Blackburn Roads), or within the boundaries of the Chadstone Activity Centre (Dandenong Road between Poath and Warrigal Roads). The SRLA are currently preparing precinct plans for the SRL Precincts and the Victorian Planning Authority (VPA) and Department of Transport and Planning (DTP) are undertaking a structure plan for Chadstone Activity Centre – which includes some land within the City of Monash.

**How does the amendment implement the objectives of planning in Victoria?**

The objectives of planning in Victoria that are relevant to this amendment are:

- (a) - to provide for the fair, orderly, economic and sustainable use, and development of land;
- (c) - to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;
- (f) - to facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d) and (e);
- (g) - to balance the present and future interests of all Victorians.

The proposed amendment is required to provide for the fair, orderly, economic and sustainable use, and development of land, and to facilitate development in accordance with that objective consistent with the objectives (a) and (f). The application of the General Residential Zone allowing up to 4 storeys designates these areas as suitable for housing change and diversification, and Residential Growth Zone designates these areas as suitable for housing growth at and above 5 storeys. The application of the DDO will provide certainty on future built form outcomes for developers, the community and Council. These controls are supported by local policy changes.

The proposed amendment is required to enable a pleasant, efficient and safe working, living and recreational environment for all Victorians and to balance the present and future interests of all Victorians consistent with objectives (c) and (g). The amendment balances the need to provide well-located and diverse housing and to enhance the boulevards, while also mitigating the impact to surrounding residential areas through generous ground and upper level setback requirements, and consideration of other amenity matters such as overshadowing and limiting visual bulk.

## **How does the amendment address any environmental, social and economic effects?**

### **Environmental**

Except for a minor boundary realignment with an industrial property, the amendment does not seek to increase the amount of residential land, rather to allow more intensive residential development on existing residential land. The subject area is within busy arterial road environments and therefore there is minimal impact on natural systems. The proposed amendment seeks to require space for landscaping, and to require canopy trees and other vegetation to be planted within front, side and rear setbacks.

### **Social**

The amendment is following the objectives of the Monash Housing Strategy in directing housing growth and change to appropriate locations.

There are provisions to protect the amenity of adjoining residential areas, siting to

ensure a transition in scale to nearby heritage places, and neighbourhood character considerations where a development site extends to a rear street.

## **Economic**

There is economic benefit in increasing housing diversity in well-located areas, providing housing choice in the form of townhouses, units and apartments in areas that are currently mainly single, detached dwellings. Some of the areas along the boulevards are very well located within walking distance of major and neighbourhood activity centres (e.g. Brandon Park) – and more intensive development can be accommodated in these areas.

The amendment would allow an increase in residential density along the boulevards, with some of these areas within existing industrial land use buffers (principally in Mulgrave). However, there is no additional encroachment into existing buffers. Increase in housing density around the MNEIC would potentially provide better housing choice for workers.

Rezoning the land along the boulevards to allow more intensive residential development would provide a positive impact on public and private investment along the boulevards.

Encouraging building heights through lot consolidation / minimum site width achieves greater dwelling yield overall due to there being less space needed per dwelling for services, and access compared to smaller sites, and space that would ordinarily be used to protect the amenity of the adjoining lot can be utilised for dwellings. Furthermore, the amenity impacts of building height can be mitigated on larger sites.

## **Does the amendment address relevant bushfire risk?**

The amendment does not affect any land that is prone to bushfire risk.

## **Does the amendment comply with the requirements of any other Minister's Direction applicable to the amendment?**

The proposed amendment complies with Minister Direction - The Form and Content of Planning Schemes by using the latest templates available and drafting the zone and overlay schedules, the local policy and schedules to provisions in accordance with the Ministerial Direction.

The proposed amendment also complies with Ministerial Direction No. 11 (Strategic Assessment of Amendments), which seeks to ensure comprehensive strategic evaluation is undertaken of the amendment and its outcomes.

## **How does the amendment support or implement the Planning Policy Framework and any adopted State policy?**

The amendment supports and implements the Planning Policy Framework by:

- Strengthening Melbourne's network of boulevards, through consistent sized and

landscaped setbacks, and maintaining human scale buildings along the interface with the boulevards and upper levels set back. (Clause 15.01-1R)

- Achieving building design and siting outcomes that contribute positively to the local context, enhance the public realm and support environmentally sustainable development, through encouraging good design outcomes in the DDO. (Clause 15.01-2S)
- Achieving neighbourhoods that foster healthy and active living and community wellbeing, through promoting density along a linear transport corridor that is, mostly, within the PPTN. (Clause 15.01-4S)
- Ensuring that the preferred neighbourhood character is consistent with medium and higher density housing outcomes in areas identified for increased housing, through using the Residential Growth Zone and Mixed Use Zone along the boulevards. (Clause 15.01-5S)
- Facilitating well-located, integrated and diverse housing that meets community needs, through providing opportunities for greater density along the boulevards. (Clause 16.01-1S)
- Managing the supply of new housing to meet population growth and create a sustainable city by developing housing and mixed use development opportunities in locations that are: [...] Areas for residential growth. This is achieved through rezoning more than 60 hectares of residential land to the RGZ and MUZ to clearly identify areas for housing growth. (Clause 16.01-1R)

## **How does the amendment support or implement the Municipal Planning Strategy?**

The implementation of The Monash Boulevards UDF is the stage 3 implementation of the Monash Housing Strategy 2014 and is identified in the MPS at Clause 02.03-5 as an area with future development potential for housing, and is noted as being Category 4 on the Residential Development Framework Plan. The amendment is consistent with what Council is seeking to achieve, including directing residential development to locations based on their development potential (as outlined in the framework plan), encourages a high level of external and internal amenity, and encourages the provision of a variety of housing types.

## **Does the amendment make proper use of the Victoria Planning Provisions?**

The Amendment utilises the General Residential Zone to designate areas for housing change and diversification and the Residential Growth Zone to designate areas for future housing growth along both boulevards, as identified in the Monash Housing Strategy 2014 and Clause 02.03-5 (MPS – Housing).

PPN91 (Using the residential zones) states that the role and application of the RGZ is for it to be “Applied to areas suitable for housing diversity and housing at

increased densities in locations offering good access to services, jobs and public transport, and to provide a transition between areas of more intensive use and development such as activity centres, and other residential areas.”

60% of the residential land along Dandenong Road and 100% of the residential land along Springvale Road is within the Principal Public Transport Network. These linear networks provide good access to services, jobs, education facilities and public transport. Principle 3 in PPN91 allows for heights greater than 4 storeys / 13.5m within the RGZ. Proposed height within the DDO for the RGZ areas is 21m (6 storeys).

PPN91 states that the role and application of the GRZ is for it to be “Applied to areas where housing development of three storeys exists or is planned for in locations offering good access to services and transport.”

The use of the GRZ to allow for building heights exceeding 11m is consistent with PPN91, as the GRZ can be used to signal both incremental and substantial change. There is conflict between these two objectives in PPN91 because in Table 3, it states that 3 storeys should be maintained but a new mandatory height (in metres) can be included – but in Table 2, the GRZ can be used to encourage substantial change. The GRZ has been used to signal substantial change in GRZ5 (allowing heights up to 14m / 4 storeys), GRZ8 (13.5m / 4 storeys), GRZ9 (29m / 8 storeys), and GRZ10 (22.5m / 5 storeys). The GRZ has been used for housing diversity areas where there is an expectation that heights will gradually increase on all sites to 3 storeys over time, while giving flexibility for up to 4 storeys on larger and consolidated sites.

The Mixed Use Zone is proposed to be applied to a large, key development site on Dandenong Road, to accommodate existing (non-residential) uses, a wider range of potential uses, and dwellings.

PPN91 states that the role of and application of the MUZ is for it to be “Applied to areas suitable for a mixed-use function, including a range of residential, commercial, industrial and other uses. Suitable for areas identified for residential development at higher densities including urban renewal and strategic redevelopment sites.”

The proposed use of the MUZ is consistent with the practice note.

The other main tool used in the amendment is the Design and Development Overlay. DDO19 applies only to the key development site, and DDO6 applies to all other residential land along both boulevards. The requirements of DDO6 are specifically targeted at taller forms of development and non-accommodation uses, and do not apply to buildings of 3 storeys or less used for accommodation (with a few exceptions). The exceptions are:

- Buildings, including basements, constructed within 7.6m from the boulevard boundary;
- Less than 60% of the boulevard setback is landscaped and free of hard surfaces.
- Construction of a fence with a street interface.

This is designed to create a consistent and well-landscaped boulevard interface, and to discourage solid, high fencing.

### **How does the amendment address the views of any relevant agency?**

#### **Exhibition stage**

Consultation on the Monash Boulevards Urban Design Framework (UDF) occurred in two stages and relevant agencies were consulted both times. In particular, the views of the EPA have been addressed through changes to the UDF to mitigate human health impacts from noise, odour and dust. The views of APA Group were also sought and their feedback resulted in changes to the UDF, particularly in relation to facilitating ease of evacuation in the event of gas pipeline failure along Dandenong Road.

### **Does the amendment address relevant requirements of the Transport Integration Act 2010?**

The amendment is not expected to have a significant impact on the transport system, as defined by section 3 of the *Transport Integration Act 2010*.

### **Resource and administrative costs**

#### **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

It is not anticipated that there will be any significant impacts on the resource and administrative costs for the responsible authority.

## Attachment 1 – Mapping reference table

Location	Land /Area Affected	Mapping Reference	Address	Proposed changes	
				Zones	Overlays
Oakleigh	Land generally adjacent to Dandenong Road	Monash C172mona 012znMaps07_13_14 Exhibition  Monash C172mona 005ddoMaps07_13_14 Exhibition	1436A to 1448 and 1462 to 1552 Dandenong Road (even numbers) 78 Atkinson Street 183 to 185 Atherton Road 5 to 7 Logie Court  1434A Dandenong Road	Rezone from GRZ2 to GRZ4 or RGZ7  1434A Dandenong Road rezone from GRZ2 to PPRZ	DDO6  1434A Dandenong Road – no overlay
Oakleigh East	Land generally adjacent to Dandenong Road	Monash C172mona 012znMaps07_13_14 Exhibition  Monash C172mona 005ddoMaps07_13_14 Exhibition	1647 to 1707-1711 and 1717 to 1887-1889 Dandenong Road (odd numbers) 1642 to 1650-1656 Dandenong Road (even numbers) 27 Alexander Avenue 29 Bowmans Parade 135 Clayton Road 19 Dover Street 58 Dublin Street 37 Gordon Avenue 72 Leumear Street 85 Macrina Street 95 to 99 Patrick Street	Rezone from GRZ2 to GRZ4 or RGZ7	DDO6
Huntingdale	Land generally adjacent to Dandenong Road	Monash C172mona 012znMaps07_13_14 Exhibition  Monash C172mona 005ddoMaps07_13_14 Exhibition	1554-1556 to 1640 Dandenong Road (even numbers) 79 Greville Street	Rezone from GRZ2 to GRZ4 or RGZ7	DDO6

Location	Land /Area Affected	Mapping Reference	Address	Proposed changes	
				Zones	Overlays
Mulgrave	Land generally adjacent to Dandenong or Springvale Roads	<p>Monash C172mona 015znMap16 Exhibition</p> <p>Monash C172mona 016znMaps21_22 Exhibition</p> <p>Monash C172mona 008ddoMap16 Exhibition</p> <p>Monash C172mona 009ddoMaps21_22 Exhibition</p>	<p>2223 to 2277 (odd numbers) and 2315 Dandenong Road</p> <p>11 Harcourt Avenue</p> <p>602 to 682-688 and 766 to 776-780 (even numbers) and 862 Springvale Road</p> <p>831 to 877 Springvale Road (odd numbers)</p> <p>1 to 3 Clunies Ross Crescent</p> <p>1 and 7 Dobell Court</p> <p>48 and 75 Highfield Avenue</p> <p>2 Monash Drive</p> <p>21 to 57B Lebanon Crescent</p>	<p>Rezone from GRZ2 to GRZ4 or RGZ7</p> <p>Rezone from GRZ2 to MUZ3 (2277 Dandenong Road)</p> <p>Rezone from GRZ2 to GRZ3 (Lebanon Crescent properties)</p>	<p>DDO6</p> <p>DDO19 (2277 Dandenong Road)</p> <p>Nil (Lebanon Crescent)</p>
Glen Waverley	Land generally adjacent to Springvale Road (excluding within Glen Waverley Major Activity Centre)	<p>Monash C172mona 010znMap04 Exhibition</p> <p>Monash C172mona 014znMaps10_16 Exhibition</p> <p>Monash C172mona 003ddoMap04 Exhibition</p> <p>Monash C172mona 001ddoMap10 Exhibition</p> <p>Monash C172mona 007ddoMaps10_16 Exhibition</p>	<p>87 to 155, 437 to 535 Springvale Road (odd numbers)</p> <p>396 to 516 (even numbers) Springvale Road</p> <p>24, 26 and 47 Aurisch Avenue</p> <p>26 and 39 Booran Avenue</p> <p>615-621 Ferntree Gully Road</p> <p>2 Harris Street</p> <p>1 Kirstina Road</p> <p>1 and 13 Lyric Court</p> <p>67 Madeline Street</p> <p>1 Oleander Street</p> <p>41 Rowitta Drive</p> <p>22 The Boulevard</p> <p>2 View Road</p> <p>726-730 Waverley Road</p>	<p>Rezone from GRZ2 to GRZ4 or RGZ7</p>	<p>DDO6</p>

Location	Land /Area Affected	Mapping Reference	Address	Proposed changes	
				Zones	Overlays
		Monash C172mona 002eaoMap10 Exhibition	90 Winmalee Drive		
Wheelers Hill	Land generally adjacent to Springvale Road	Monash C172mona 015znMap16 Exhibition  Monash C172mona 008ddoMap16 Exhibition	544 to 600 Springvale Road (even numbers) 2 Magrid Avenue	Rezone from GRZ2 to GRZ4	DDO6