

# URBAN DESIGN FRAMEWORK for

- 1557-1567 Dandenong Road, Oakleigh
- 1569-1591 Dandenong Road, Oakleigh
- 66-70 Atkinson Road, Oakleigh
- 72-76 Atkinson Road, Oakleigh
- 9-15 Park Road, Oakleigh

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## 1.1 Purpose of the Study

Message Consultants Australia has been engaged by ERM, on behalf of the land owners, to prepare an urban design framework to inform a proposed planning scheme amendment to the Monash Planning Scheme.

The land affected by the proposal (the site) comprises 5 land titles in 3 ownerships, totalling an area of 33,240sqm, namely;

- 1557-1567 Dandenong Road
- 1569-1591 Dandenong Road
- 9 -15 Park Road
- 66-70 Atkinson Street
- 72-76 Atkinson Street

This report reviews the physical and policy context of these properties and proposes site planning, massing and preferred height configurations for them.

The report recommends the introduction of a Mixed Use zone to replace the existing Industrial 1 zone, coupled with a Design and Development overlay to manage the introduction of an expected mixed use, underpinned mainly by residential activities.



Figure 1: Site Context

## 1.2 Study Methodology

The development of the site was also informed by the investigations and analyses contained in the reports listed below.

These investigations were commissioned by the landowners to assist in formulating the new planning provisions and have influenced the conclusions reached in this review:

- Strategic Planning Report (Ref. 0297242RP02) prepared by ERM dated February 2018.
  - Economic Assessment (Ref. 16253) prepared by Essential Economics dated January 2018.
  - Traffic Engineering Assessment (Ref. G22091R-01B) prepared by Traffix Group dated February 2018.
  - Site Contamination Assessment (Ref. 0297242) prepared by ERM dated February 2018.
  - Cultural Heritage Assessment (Ref. 3528.000) prepared by Archaeology at Tardis dated 04 September 2017.
  - Preliminary Flooding Assessment prepared by Biofilta.
- In concise terms, the investigations informing the urban design framework have:
- Analysed the current planning policy framework established for the area by the City of Monash.
  - Examined the locational and scale context and in particular identified the influence of the physical context.
  - Reviewed the local statutory planning influences particularly the intent of the DDO10 on neighbouring sites.
  - Identified the existing circulation patterns for vehicular traffic and new opportunities for 'access' and 'linkage'.
  - Established precincts of homogeneity within the site.
  - Explored alternative built form and site planning models that include an indication of likely population yields.
  - Reviewed the alternatives with Council Officers.
  - Recommended in this report the urban design basis for developing a planning scheme amendment.

## 2.1 Overview

The strategic context is primarily influenced by the Monash Housing Strategy 2014 which responds to the 'Victoria in Future' forecasts. It is predicted that there will be an increase of 38,700 people within Monash between 2011 and 2031 which is estimated to generate a need for an additional 14,600 dwellings.

- There are a series of objectives in existing planning policy to support the implementation of housing policy.
- This is further reinforced by amendments including Am C125 which give effect to the Housing Strategy of 2014.
- Particularly germane to this proposal is the location of the site adjacent to the identified National Employment and Innovation Cluster. Within the local context, Council has introduced DD010 to the property zoned Commercial 1 to the west of the site and sitting either side of Dandenong Road and forming a small activity centre.
- This DDO encourages and facilitates a number of applications for medium rise residential mixed use. Some of these sites have now been redeveloped successfully.

- The employment opportunities are also reinforced by a proposal by the state to build a light rail connection along the Princes Highway (Dandenong Road) from Caulfield to Monash University, passing the land subject of this investigation. This initiative has recently also been identified as a heavy rail opportunity by the Federal Government.

In concert with these proposals, the Monash Industrial Land Use Strategy Report, 26 February 2014, adopted 29 July 2014, P10 Oakleigh North Industrial Area;

- Recommends a mixed use zone to support offices with medium to higher rise apartments along Dandenong Road.
- Encourages Council to prepare a structure plan for the precinct.
- Retains some INZ in the Stamford Road sub precinct east of the development sites the subject of this report.

In short, there is a quite clear and purposeful intention by the City of Monash to see these properties rezoned for mixed use as part of an overall strategy to meet its future housing needs.

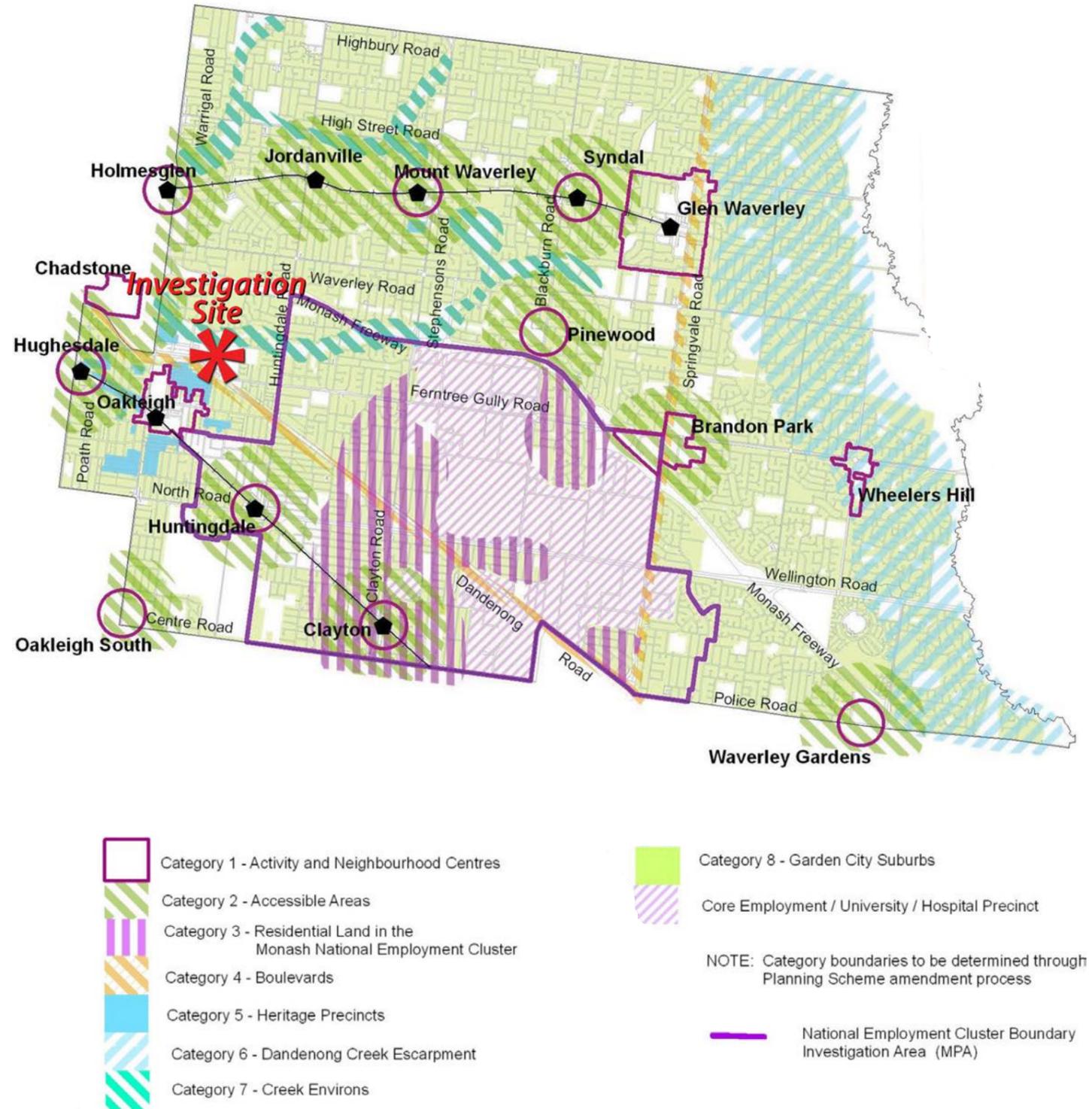


Figure 2: Residential Development Framework (Monash Housing Strategy 2014)

## 2.2 Local Strategic Context

The development site has a long frontage of over 200m to Dandenong Road and 80m to Atkinson Street. At over 3.0 hectares it is a significant land parcel which as Figure 3 illustrates enjoys close proximity to:

- Monash Freeway to the north with access 1.5km away along Warrigal Road
- Sits midway between Chadstone Shopping Centre and the Oakleigh Activity Centre
- Oakleigh Rail Station 1km south
- Oakleigh Public Golf Course immediately to the north together with a series of passive and active recreational reserves
- A quite extensive network of bus routes
- Light rail corridor to Monash University.

The Planning Policy Framework shown at Figure 4 identifies the zones within the local context.

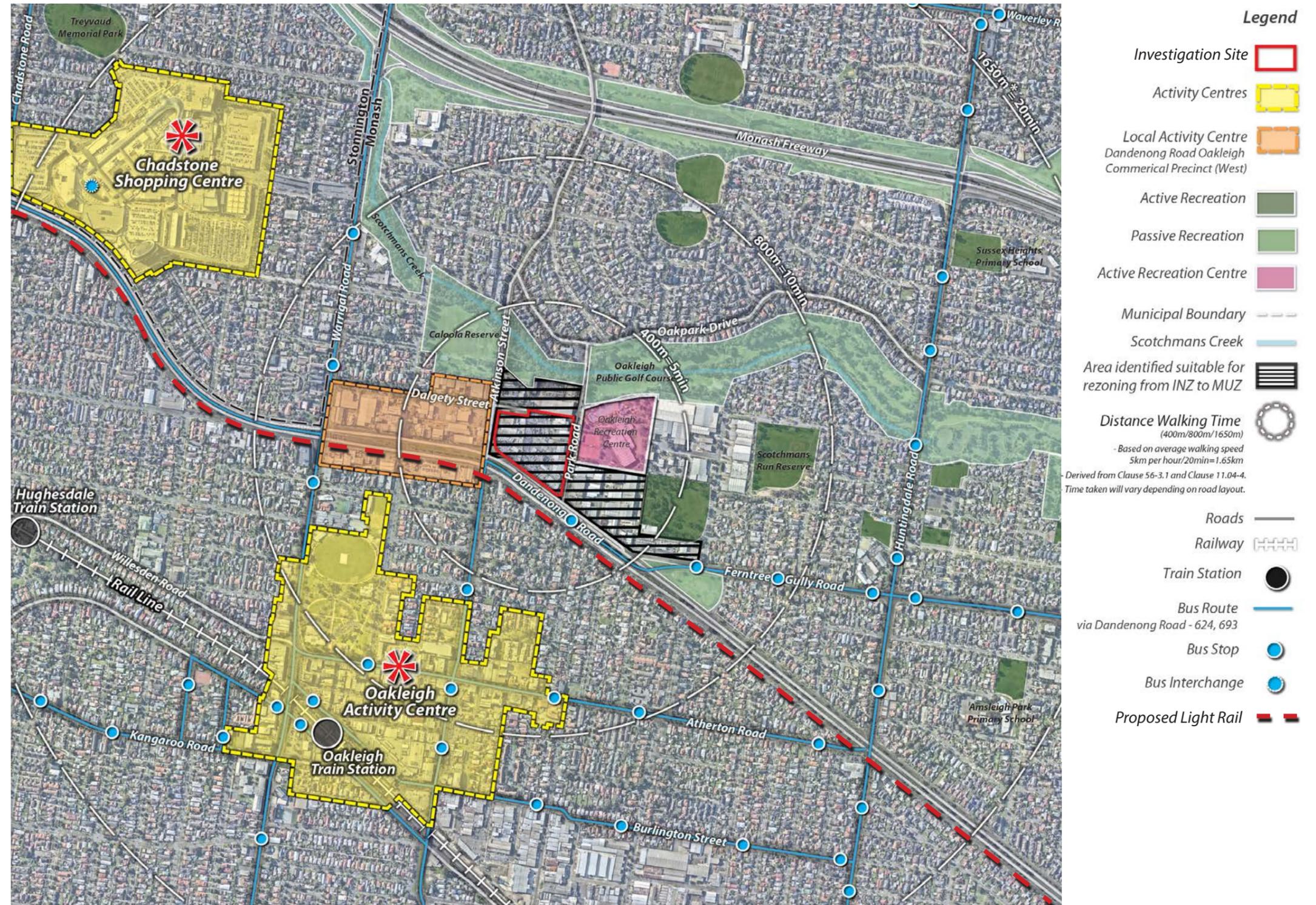


Figure 3: Strategic Context

PLANNING POLICY FRAMEWORK

The current zoning of the site is Industrial 1 but this site, along with others nearby have been identified in the Monash Industrial Land Use Strategy, July 2014 as candidates for a rezoning to Mixed Use.

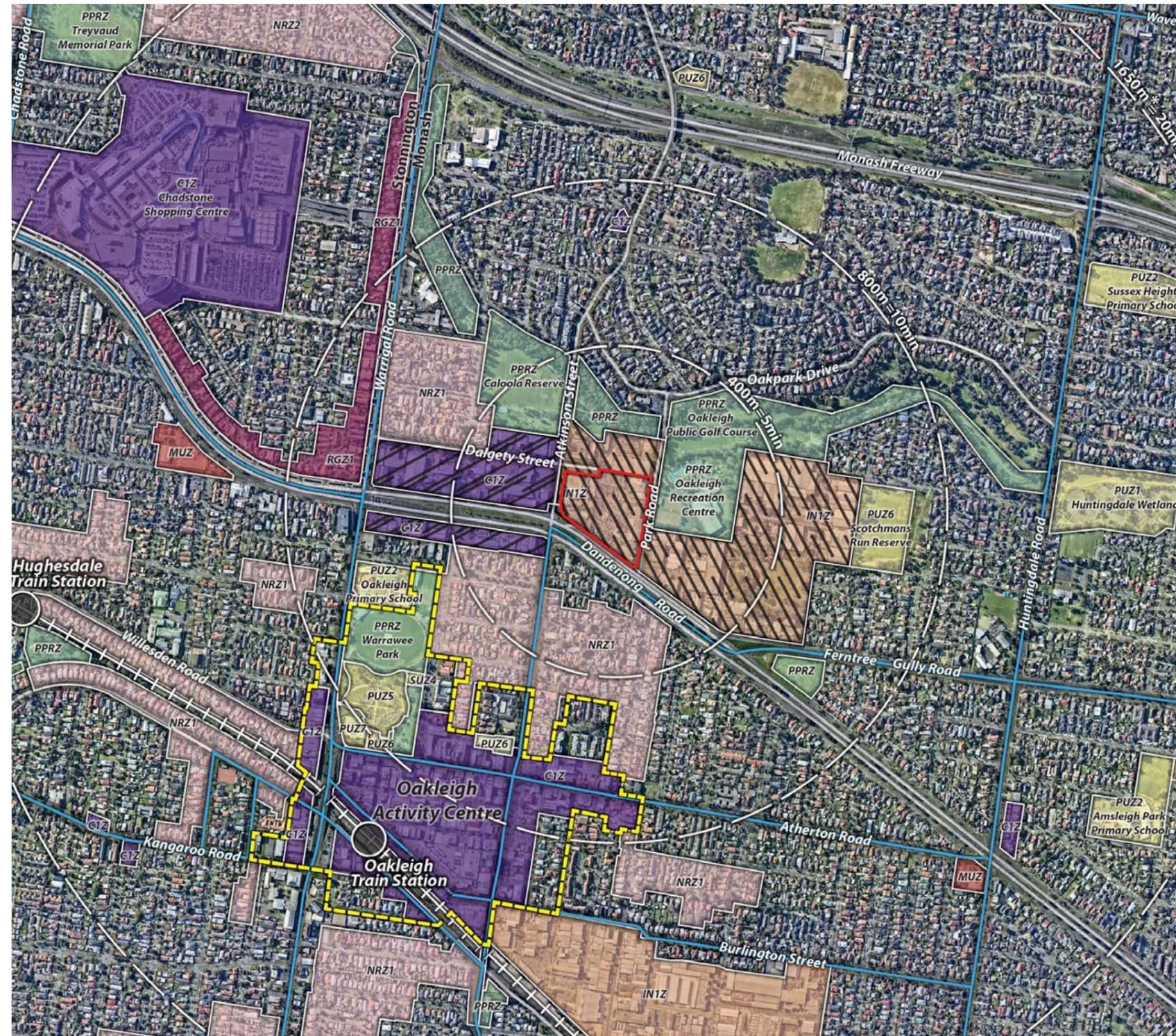


Figure 4: Planning Policy Framework Plan

Legend

- Investigation Site
- Oakleigh Activity Centre (Monash Planning Scheme Clause 21.15)
- Zones:**
- C1Z - Commercial 1
- MUZ - Mixed Use
- RGZ - Residential Growth
- NRZ - Neighbourhood Residential
- Unshaded land zoned
- GRZ - General Residential Zone
- RDZ - Road Zone
- PUZ4 - Public Use - Transport
- PUZ1 - Public Use - Service & Utility
- PUZ2 - Public Use - Education
- PUZ3 - Public Use - Health Community
- PUZ5 - Public Use - Cemetery & Crematorium
- PUZ6 - Public Use - Local Government
- PUZ7 - Public Use - Other Public Use
- IN1Z - Industrial 1
- SUZ - Special Use
- PPRZ - Public Park & Recreation
- Relevant DDO's:**
- DDO10 - Long Road Oakleigh Commercial Precinct (west) Preferred 4-6 Storeys
- DDO1 - Commercial Design and Development Area
- Municipal Boundary
- Railway
- Train Station
- Bus Route via Dandenong Road - 624, 693
- Distance Walking Time (400m/800m/1650m)
- Based on average walking speed 5km per hour/20min=1.65km
- Derived from Clause 56-3.1 and Clause 11.04-4. Time taken will vary depending on road layout.

### 2.3 Key Site Influences

In an area mooted for change in land use, consideration needs to be given to those land uses that are 'assets' and likely to remain, and those likely to change due to economic and social influences.

In the immediate area of the site Council recognises that 'assets' likely to remain are:

- The linear open space to the north
- The passive and active recreation facilities to the east. The swimming pool and tennis courts are potential candidates for additional facilities
- Dandenong Road may become the carriage way easement for light rail between Caulfield & Monash University
- Established residential areas are unlikely to change their existing use but may see small increases in density

Areas likely to change are:

- The low rise commercial facilities to the west along either side of Dandenong Road and in part Dalgety Street where policy is encouraging 4 and 6 storey apartments /mixed use.
- Abutting industrial land to the east identified as potentially suitable for mixed use.
- Addition of the light rail along Dandenong Road.

This change, according to the Essential Economics report, is likely to be replaced with higher density housing to a potential population of 3000 people along with:

- Limited convenience retailing including café/restaurant uses
- Limited commercial office
- Medical Centre or allied health medical suites
- Large format retail or showroom
- Child care centre
- Recreation and community uses.

The conclusion reached by Essential Economics is that "...the proposed rezoning of the subject land has the potential to generate significant economic benefits to the City of Monash" (page 37).



Figure 5: Key Site Influences

### 3.1 Site Analysis : PHYSICAL CONTEXT

The site itself is currently used for a series of car dealerships as well as bus storage.

- Land to the east, across Park Road is used for active recreation that includes tennis courts and an Olympic swimming pool complex.
- To the north there are a series of low scale commercial/industrial buildings and beyond that the linear open space running either side of Scotchman's Creek.
- To the west is the LeighOak Club (Hotel) and a series of commercial buildings in the process of changing to residential mixed use.
- To the south across the 60m wide Dandenong Road reserve are dwellings in a General Residential zone.

The topographic condition on the site is a gentle fall of approximately 3m to the north towards Scotchman's Creek.

There are relatively few constraints to the site planning redevelopment of this collection of properties.

- They are well serviced by roads on 3 boundaries.
- Enjoy a gently sloping topographic condition.
- Have no sensitive interfaces being separated from residential zones across Dandenong Road by a 60m wide road reserve.
- Are unlikely to create amenity problems associated with overshadowing and overlooking.

The principal issue emerging from the site analysis is the need for an east-west trafficable link extending from Dalgety Street to Park Road.



Figure 6

## 3.2 Design Response

The Design Response examines three principal elements:

- Movement networks
- Site layout
- Massing and building form

### 3.2.1 MOVEMENT NETWORK

The movement network is predicated on providing permeable access for pedestrians & bicycles. With 3,000 potential new residents coupled with local employment activities on the site the precinct is the equivalent of a small country town on 3.0 hectares.

Key movement objectives are to ;

- Keep vehicular traffic to the edges and garage vehicles in basement car parking close to the arrival points where possible
- Create an extension 'link' of Dalgety Street to the east to connect to Park Road
- Provide internal vehicular access from the link to the central part of the site
- Minimise the need for the different ownerships to have to rely on one another for access
- Introduce permeable pedestrian access through the site and to important points of external connection including Bolch Place and the intersection of Atkinson and Dandenong Road

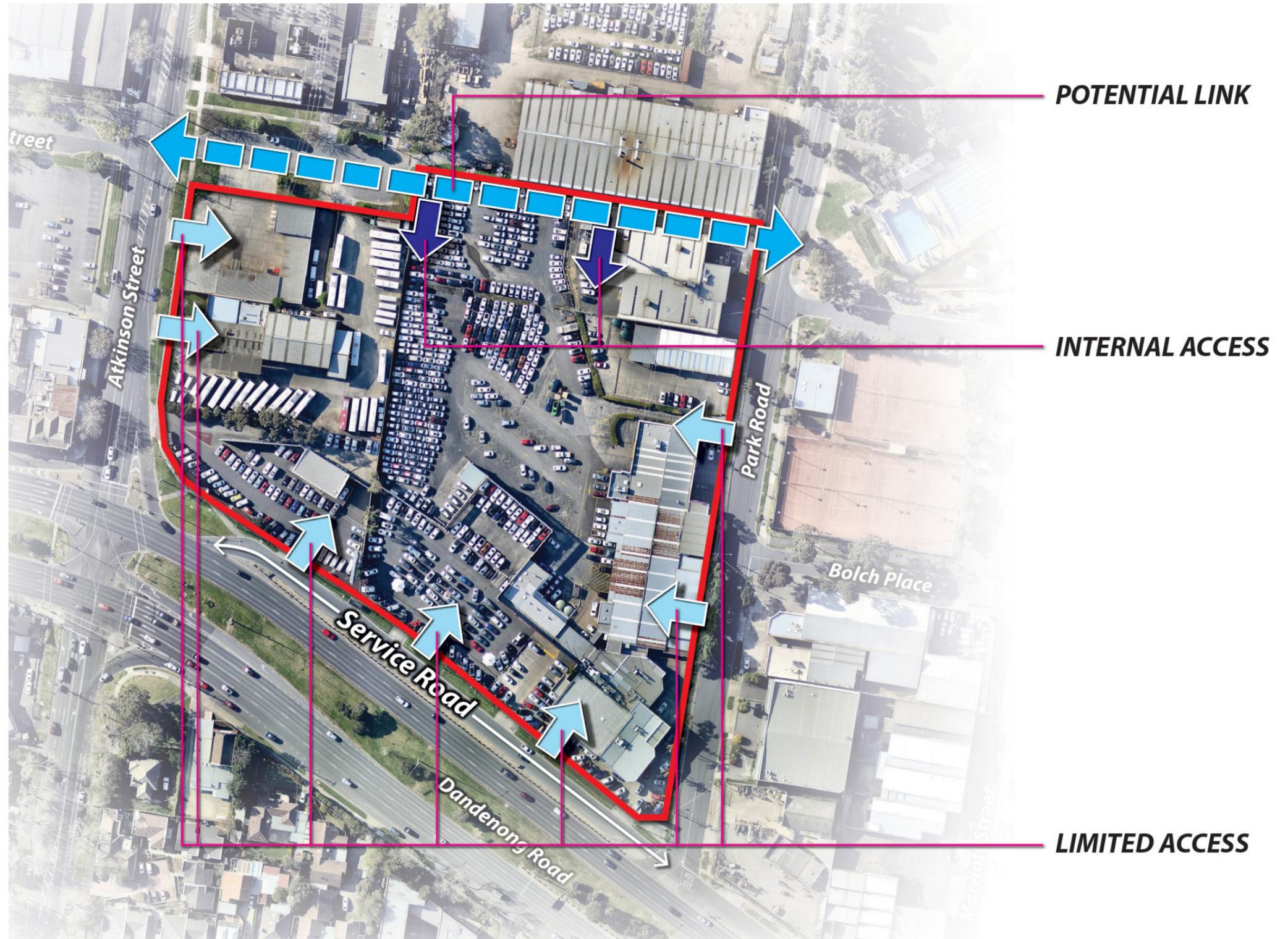


Figure 7: Movement Network - External Vehicular Entry & Access Opportunities

3.2.2 TRAFFIC ACCESS

Through the process of modelling alternative layouts advice from Traffix Group was provided to guide the largely external traffic considerations on the abutting roads.

This advice is summarized in Figure 8.



Figure 8: Traffic Access Management Considerations

Legend

-  Investigation site
-  Restrict vehicle movement along this roadway to discourage 'rat-runners'
-  Limited vehicle access via service road
-  Close end of service road and redesign further west to allow exiting traffic
-  Possible second right lane
-  Possible Widening of Atkinson Street to accommodate second northbound lane and second southbound right turn lane
-  Likely signalisation of Dalgety Street
-  Possible signals at Park Road (or Clyde Street to the east)

**Extra Notes:**  
 Consideration would need to be given to the various access connections/internal arrangements with the site itself to facilitate various traffic (and separation of the same where desired) including residents, staff/visitors/customers and deliveries/loading (both for the site as a whole and specific showroom requirements).

Any direct vehicle access contemplated via Atkinson Street or Park Road would likely need to be left-in and/or left-out only (particularly for Atkinson), with consideration to any access roads located on the opposite side of the road.

### 3.2.3 SITE LAYOUT & CIRCULATION OPPORTUNITIES

The site is held in 4 principal land ownership parcels, shown in Figure 9 as lots 1 – 4 inclusive. The site layout recognises that there are established businesses operating on the properties and they will inevitably choose to redevelop at different times.

Each lot has been designed to gain principal vehicular access from the existing road network and to provide pedestrian access to a proposed central open space on Lot 1. Lot 1 bears responsibility for creating the road link and the major component of open space.



Figure 9



Figure 10

### 3.2.4 MASSING & BUILDING FORM

The massing & building form proceeds around the influences of the physical context and in particular the access opportunities.

Four (4) principal precincts have been defined :

#### Precinct A :

- Fronts Dandenong Road where access is provided by a service road and where building height has no detrimental impact upon residential neighbours on the opposite side of Dandenong Road.

#### Precinct B :

- Primarily fronts Park Road and is opposite the tennis courts & swimming complex. Lower scaled buildings transition to the recreation complex, to the lower scaled buildings to the north across the proposed link road.

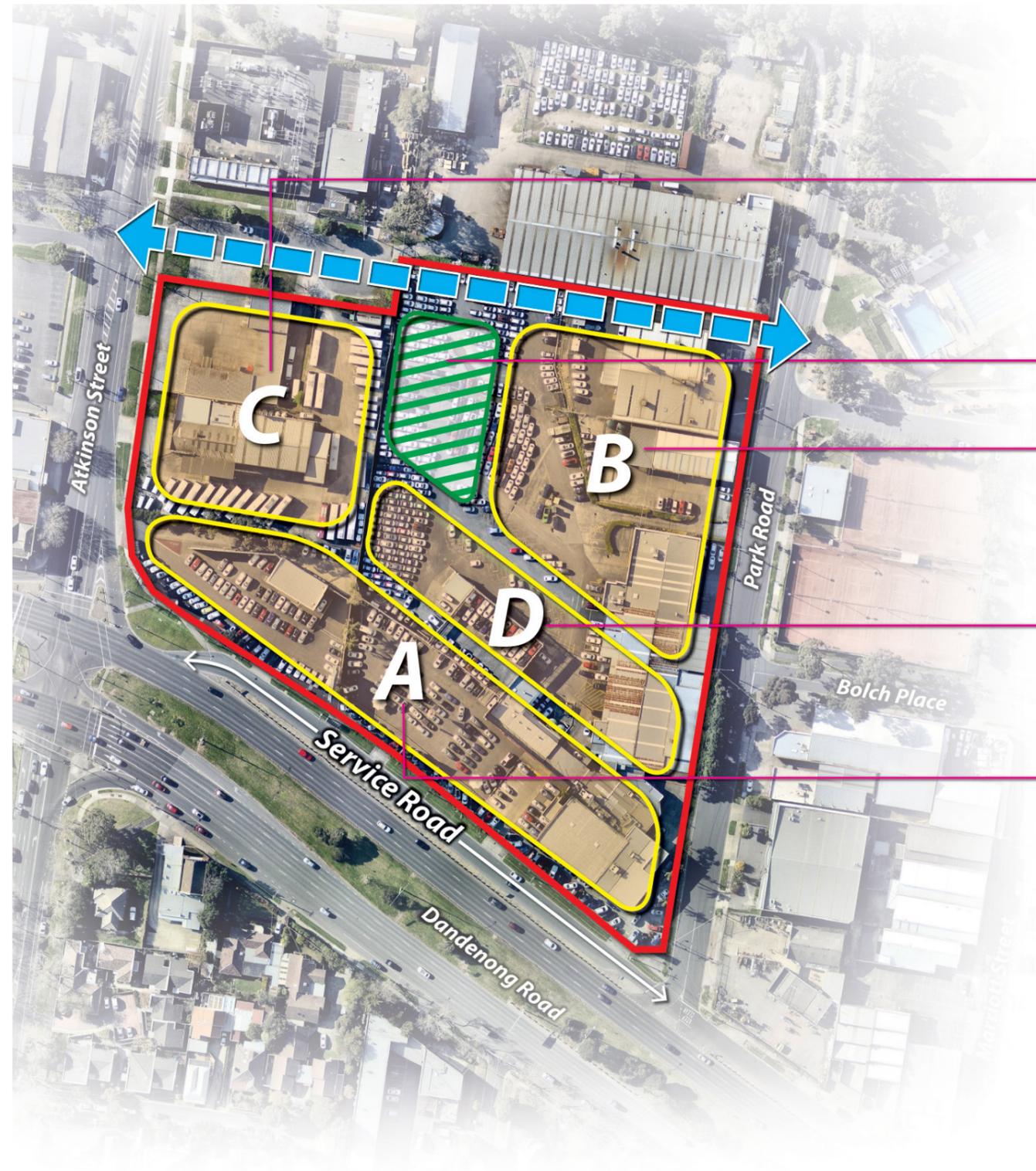
#### Precinct C :

- Is also an area of transition in height from Dandenong Road to the north.

#### Precinct D :

- Is centrally located within the property where the height of taller building is largely masked by surrounding precincts of buildings of different heights.

A large central space mediates the space between Precincts B, C & D.



#### ATKINSON STREET

Transition area to:

- Commercial & residential mix
- Step buildings down in height from Dandenong Road

#### PRINCIPAL OPEN SPACE

#### LINK ROAD / POS INTERFACE

- Transition in height
- Mainly residential
- Internal open space facing north

#### TALL MASS

- Only partly visible from Dandenong Road
- North facing

#### DANDENONG ROAD (60m width of road reserve)

Commercial / mixed use frontage:

- Built close to street edge
- Showrooms at base
- Commercial mixed use and residential on upper levels
- Taller entry buildings terminate the eastern view along Dandenong Road

Figure 11: Design Response

MASSING & BUILDING FORM



Figure 12

## Precinct A

- To create a medium rise street wall of 6 storeys along Dandenong Road where ground level showroom uses would be accommodated with residential / hotel or office use above.
- A Type 2 street interface in at *Figure 13* set back 3m from Dandenong Road, sufficient to allow street tree planting & walkability. If ground level space is "showroom", it should be held close to the street frontage.



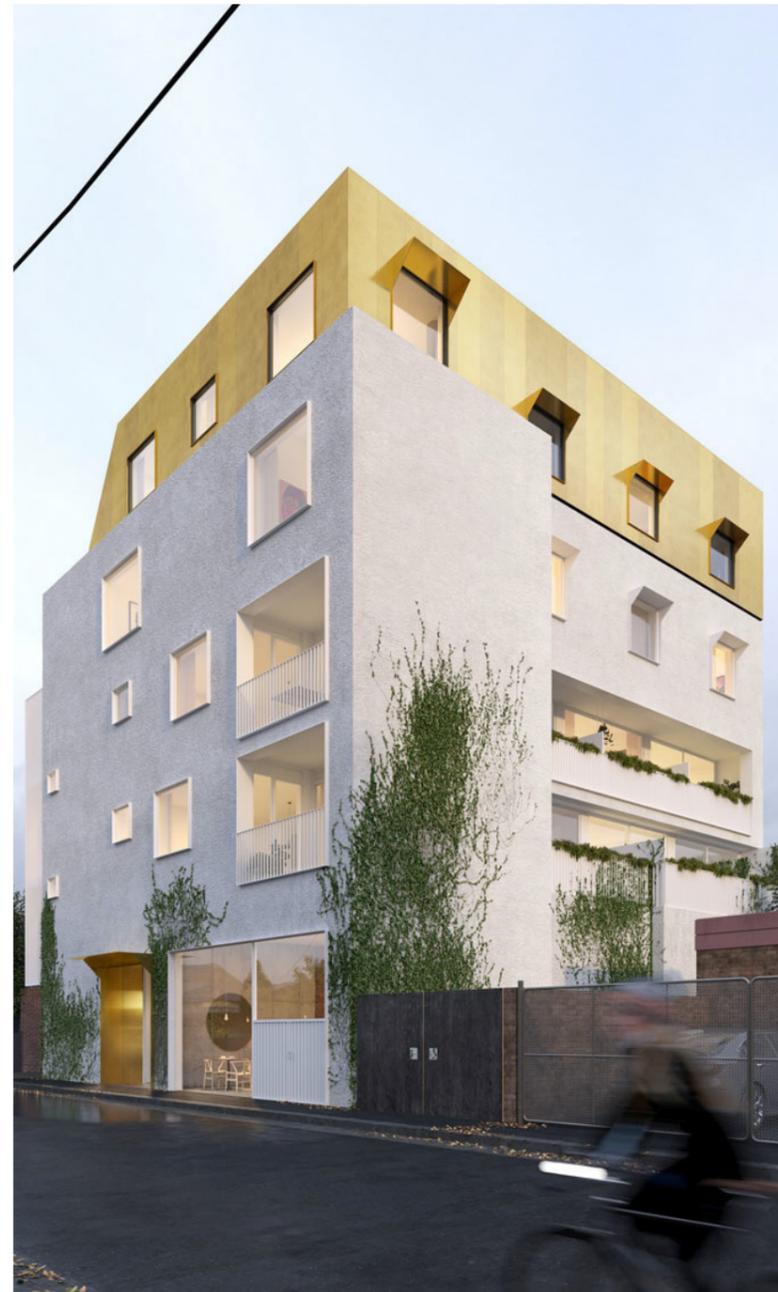
If a residential use, the 3m set back is more important in creating a sense of transition between public & private realm.

- There would be no negative consequences from overlooking or overshadowing to the residential area opposite.
- Access to the whole of the site would be constrained so that Atkinson Park and the new east-west link become the primary points of access to the interior of the site.
- The group of buildings "terminating" the east-west vista on Dandenong Road, are taller to celebrate arrival at the precinct.
- The south eastern frontage, intersecting with Park Road, "steps down to the intersection to provide variety in the street wall condition along this frontage of over 200m".



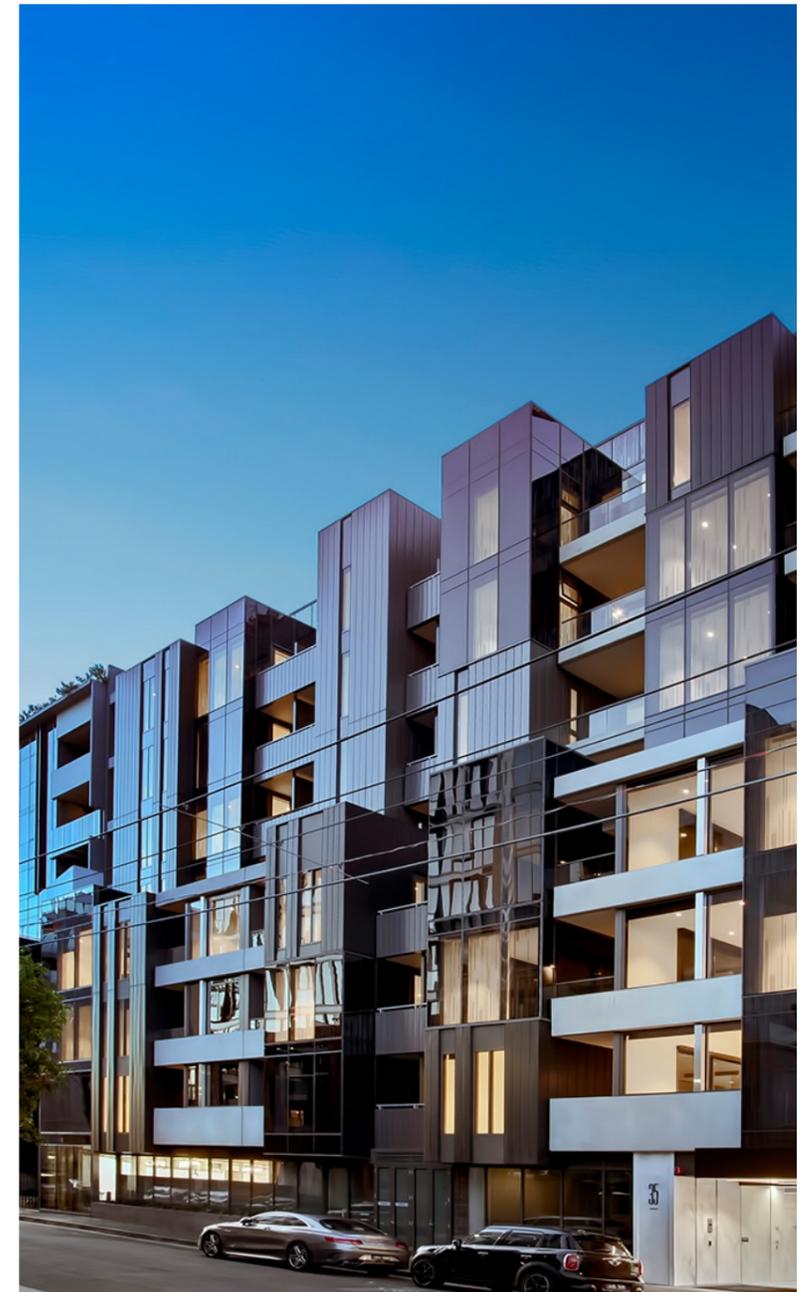
**Precinct B**

- The intent of this precinct is to provide a central public space and to 'transition' building height and mass to the east-west link road.
- It is to be used for lower scaled town house style or low rise apartment buildings.



## Precinct C

- Here, the scale of development begins to transition from 11 storeys at the Dandenong Road frontage down to the lower scale of existing and mooted buildings to the north and west of 8 & 6 storeys.
- These buildings are expected to be mainly used for residential activities but may provide for some commercial uses on the ground level.



Precinct D

- This central precinct faces an internal public open space.
- It contains the tall mass where the lower scale interfaces that surround it mask the height and mass of the buildings from external areas.

- Oriented to the north, their upper levels offer views to the linear park, while to the south and west they partly offer views across Dandenong Road towards Glen Eira and Stonnington.
- The eastern edge of Precinct D transitions to a lower scale where it interfaces with Park Road.



3.2.5 INTERFACE TREATMENTS

The preferred building heights are nominated in 4 precincts. The preferred heights are modified at their interfaces in accordance with four (4) different interface types, illustrated in Figure 13.

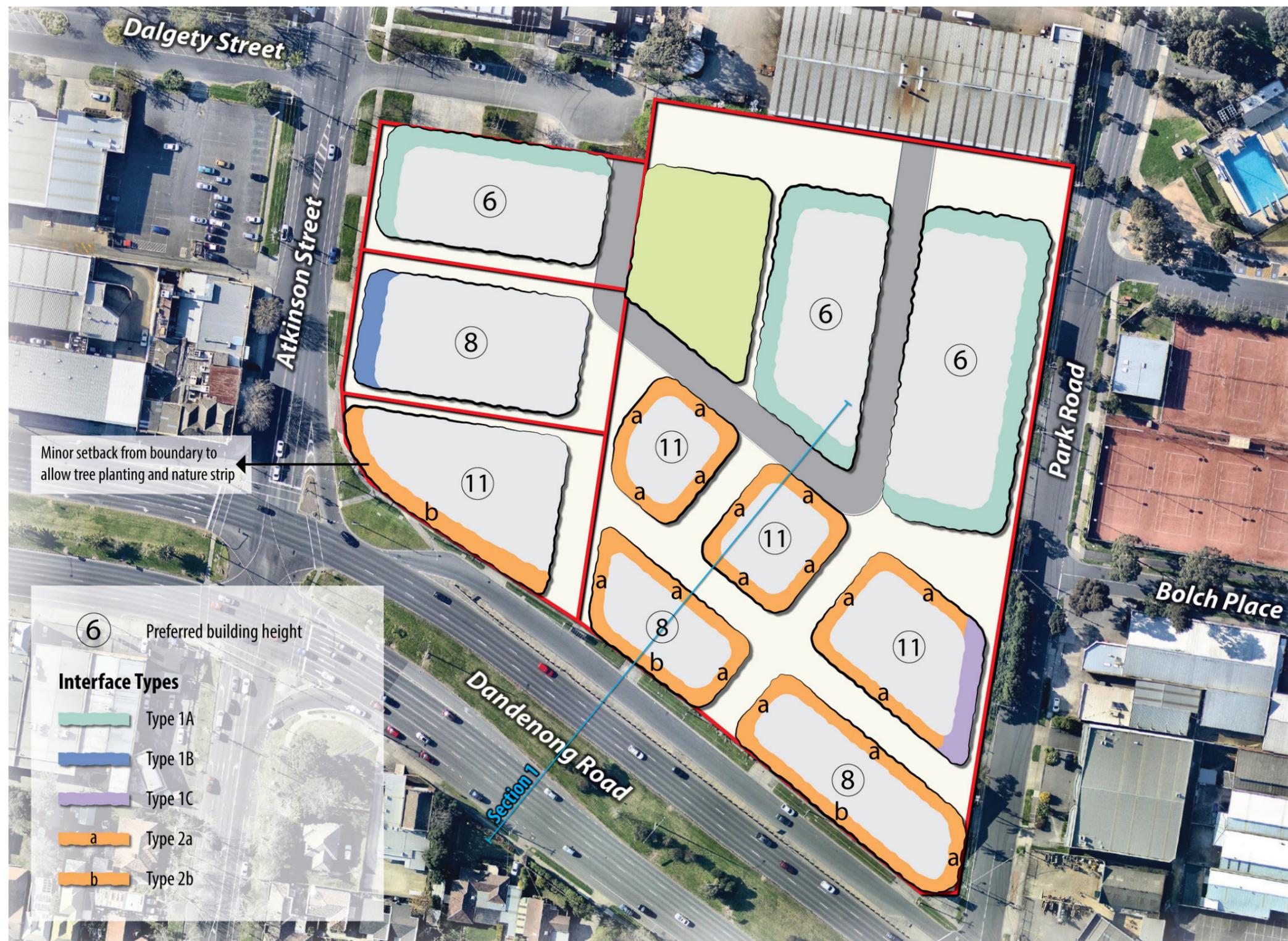
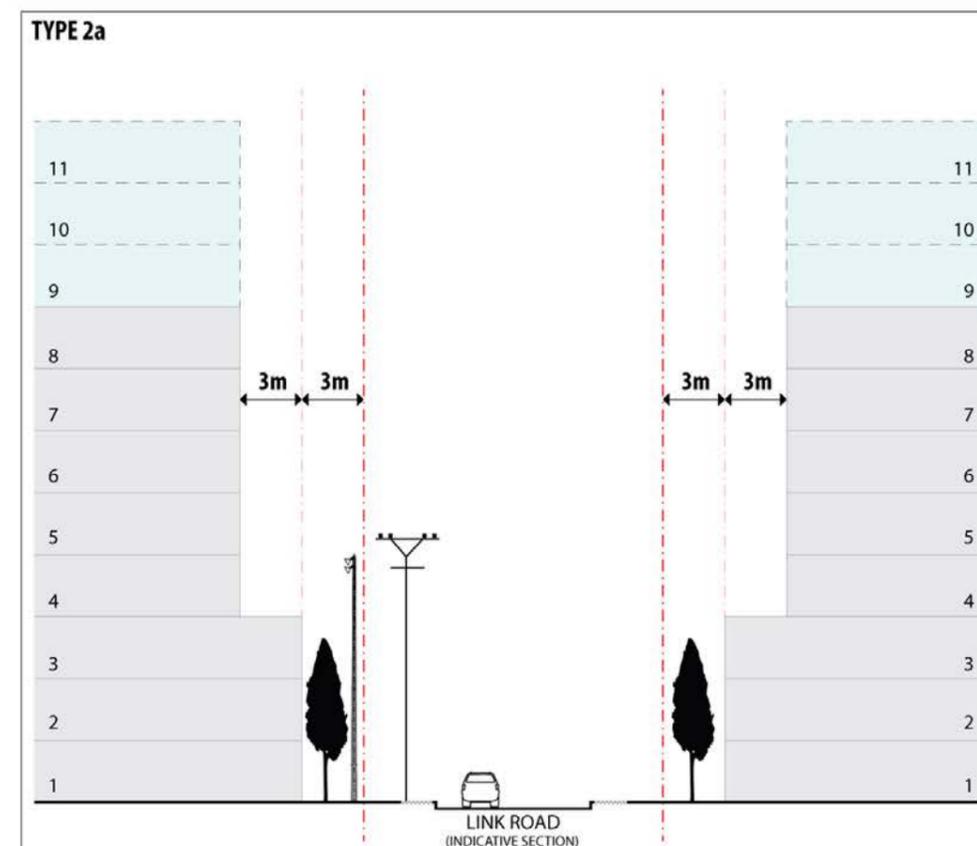
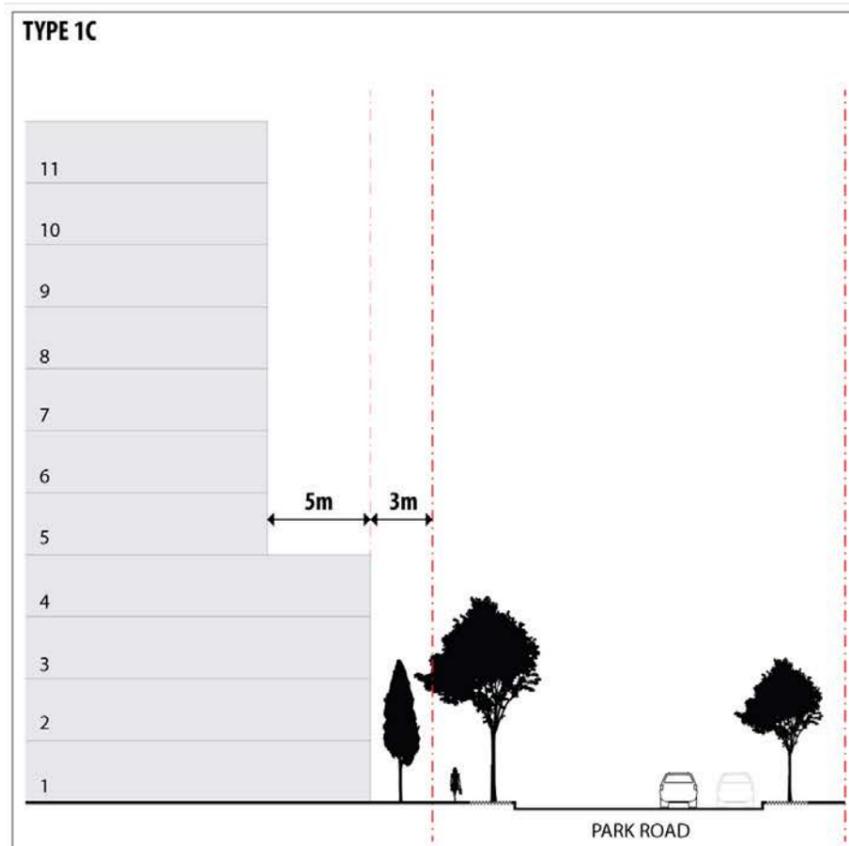
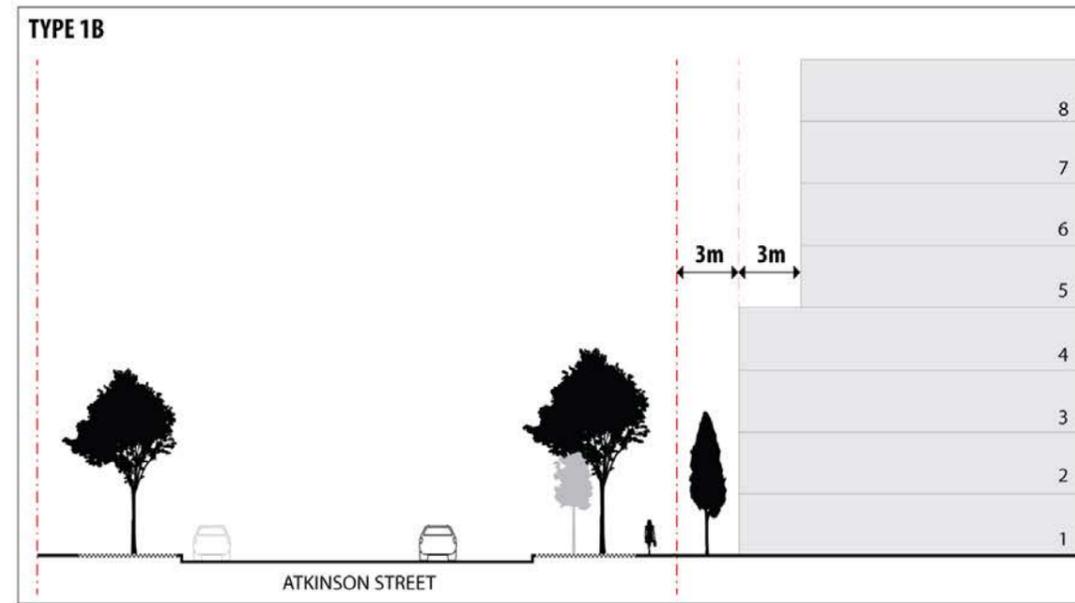
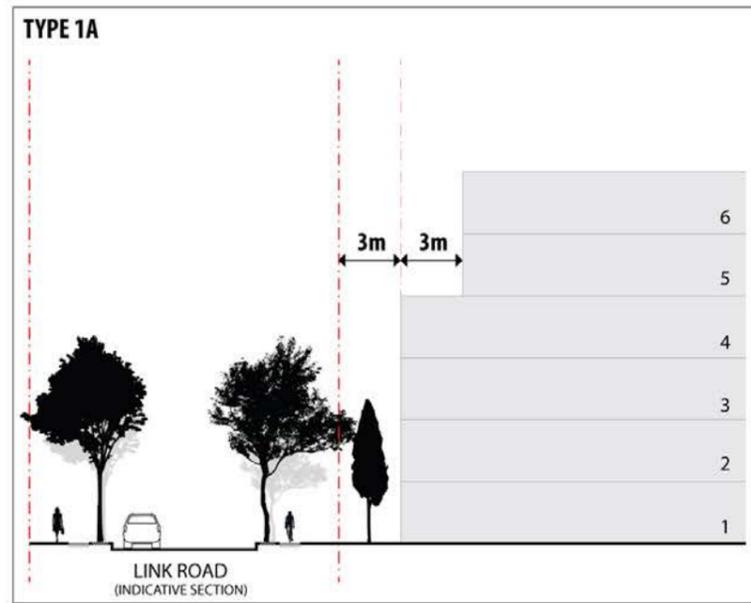
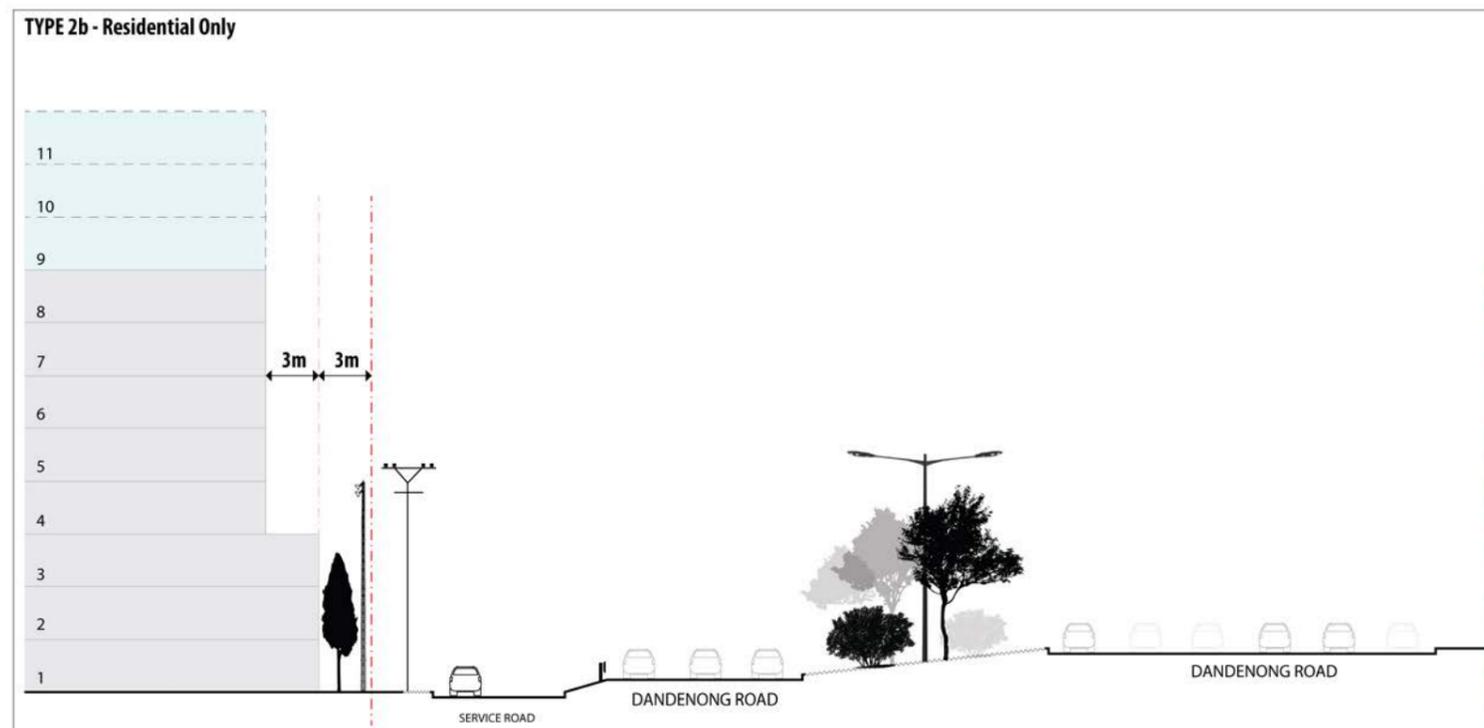
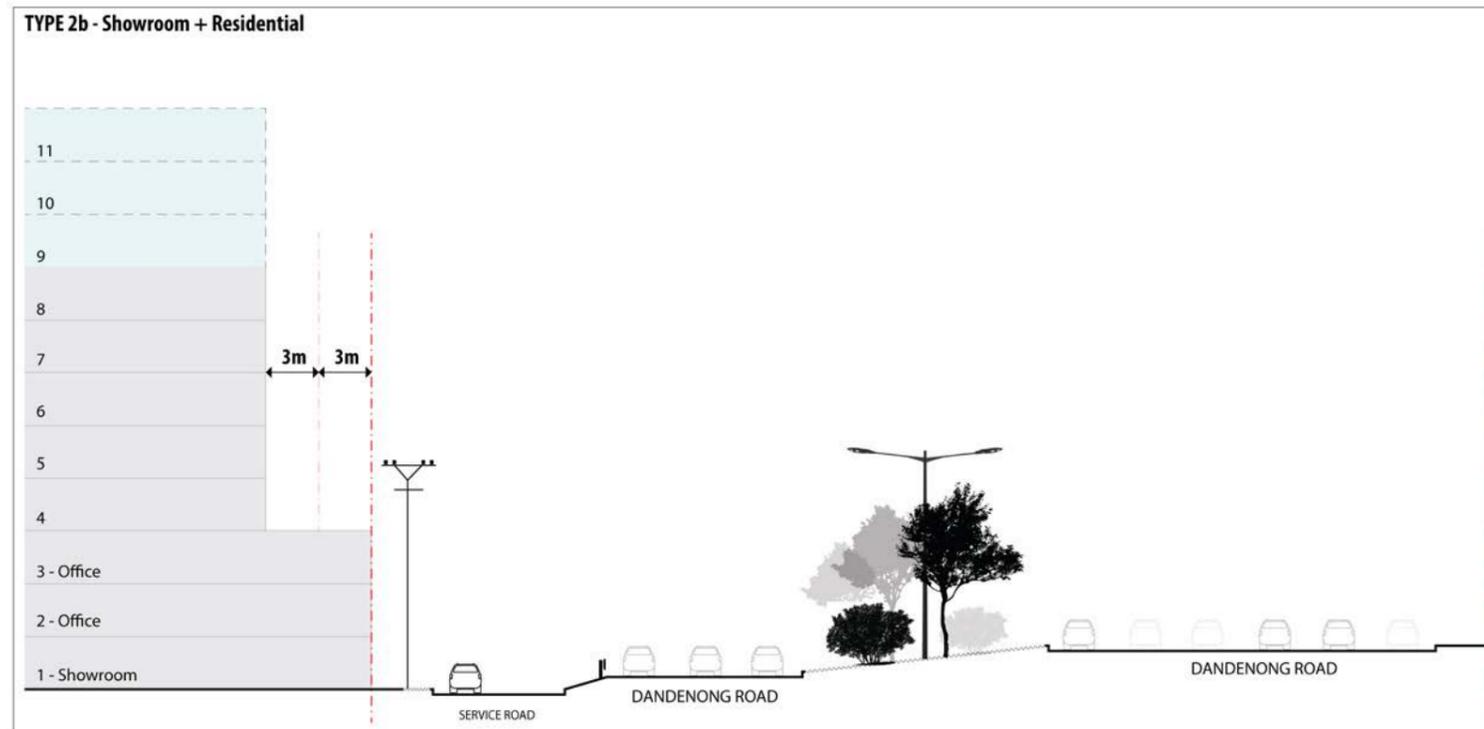


Figure 13

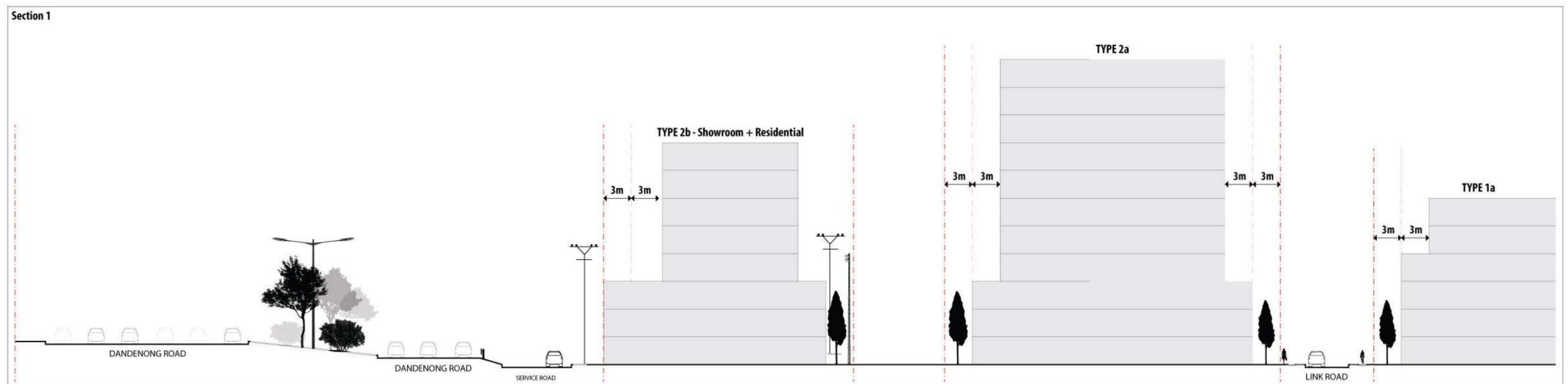
INTERFACE TREATMENTS



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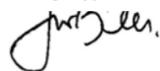
This recommended urban design framework must be read in conjunction with the suite of planning controls already operating in the state and local sections of the Monash Planning Scheme.

Given the expected role of housing in the redevelopment of the 4 properties, and the density implied in the plans, Clause 58 as well as policy related to urban design will play a major role in ensuring that each site is developed with an acceptable amenity.

Key aspects requiring control in the mooted DDO will be :

- Vehicular and pedestrian circulation to & from the site as well as within it
- The location & nature of the principal open space
- The activation & landscaping of the ground plane
- The height & massing of new buildings and their physical interrelationships with one another
- The format of the DDO control has been canvassed with Council officers and will be resolved in detail as part of the planning scheme proposal.

**Tim Biles**



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