

Frankston Metropolitan Activity Centre

Planning and Urban Design Assessment

SEPTEMBER 2022

Prepared for



Issued
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Prepared by
Tract

Level 6, 6 Riverside Quay,
Southbank VIC 3006

(03) 9429 6133.
www.tract.com.au





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Connected places and spaces

“Frankston City is a well-connected and safe community with a unique identity, recognised for its vibrant City Centre that capitalises on its natural assets and heritage. Frankston City is the place that people want to visit, study, work and live in..”

— Frankston Community Vision 2040

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Quality Assurance

FMAC Built Form Review
Prepared for
Frankston City Council

Project Number
321-0731-00-U-02 RP01

Issue	Date	Description	Prepared By	Reviewed By	Project Principal
00	23rd September 2022	Draft Report	MN & TS	MN	MN
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Acknowledgement of Country

Frankston City Council acknowledges the Bunurong people of the Kulin Nation as the Traditional Custodians of the lands and waters in and around Frankston City, and value and recognise local Aboriginal and Torres Strait Islander cultures, heritage and connection to land as a proud part of a shared identity for Frankston City.

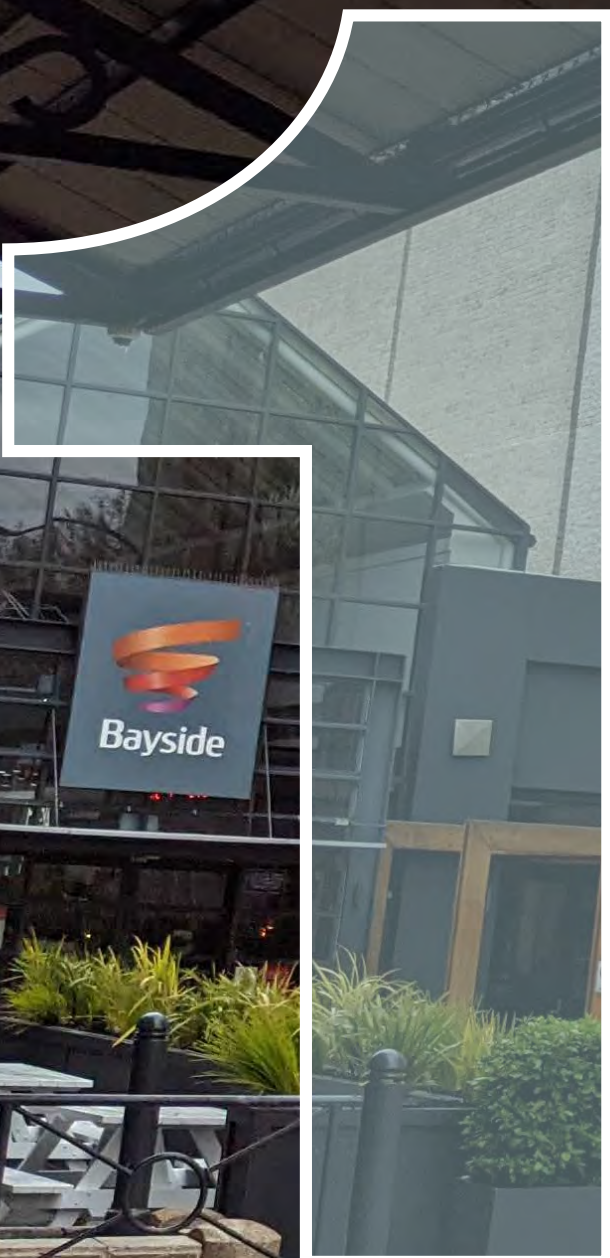
Council pays respect to Elders past and present and recognises their importance in maintaining knowledge, traditions and culture in our community.

Council also respectfully acknowledges the Bunurong Land Council as the Registered Aboriginal Party responsible for managing the Aboriginal cultural heritage of the land and waters where Frankston City Council is situated.

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Introduction

1.1 Project Overview

1.2 FMAC Structure Plan Boundary

1.3 Metropolitan Context

1.4 Local Setting

1.1 Project Overview

As a designated Metropolitan Activity Centre, Frankston is emerging as one of Melbourne’s most important commercial precincts, transforming itself into a vibrant new ‘city away from the city.’

Over the next 20 years the Frankston Metropolitan Activity Centre (FMAC) will need to cater to a substantial increase in employment uses, retail and housing. The Draft Structure Plan will set out a framework to guide development within the FMAC providing clear direction on land uses, housing, built form, employment, streetscapes and open space, and movement and transport.

This Planning and Urban Design Assessment provides for a comprehensive assessment of planning, built form, public realm and walking and cycling across the Frankston Metropolitan Activity Centre (FMAC). Key findings of this report have informed the Emerging Ideas Paper and the Draft Structure Plan.

Specifically the report provides:

- An assessment of the existing context of the FMAC.
- A review of the planning policy and strategic context.
- Identification of built form and design, streetscape and open space issues and walking and cycling issues and opportunities.
- Development of built form recommendations including design principles, building heights and setbacks and other recommendations.

Kananook Creek Built Form Review

A separate study has been undertaken to test and develop built form recommendations for the Precinct 4 - Waterfront, which abuts Kananook Creek.

Because of the sensitivity of this precinct, a more detailed analysis has been undertaken. This includes overshadowing analysis, an assessment of building height and setback scenarios on key views and a desktop environmental assessment to understand the impacts of built form on the ecosystem of the creek.

1.2 FMAC Structure Plan Boundary

The Structure Plan Boundary encompasses the retail and commercial areas of the FMAC as well as the peripheral precincts of Nepean Highway and Cranbourne Road. Refer to Figure 1.

Six Precincts have been identified within the FMAC which are broadly defined by land uses, road and rail infrastructure. The Precincts Include:

- Precinct 1 - City Centre
- Precinct 2 - Transport interchange, Community and Education
- Precinct 3 - Arts, Entertainment and Government Services
- Precinct 4 - Waterfront
- Precinct 5 - Nepean Boulevard Gateway
- Precinct 6 - Cranbourne Road Gateway

The Structure Plan Boundary has been reduced substantially from the 2015 Structure Plan to exclude surrounding residential areas, the Frankston Hospital, the Monash University and the Frankston Power Centre on the east side of McMahon's Road (Moorooduc Highway).

The boundary was reduced as the areas outlined above will be subject to separate planning and design studies.



Figure 1. Structure Plan Boundary and Precincts

1.3 Metropolitan Context

Frankston is identified as one of nine Metropolitan Activity Centre's in Plan Melbourne. It is located approximately 40km south east of the Melbourne CBD and positioned adjacent to Port Phillip at the northern end of the Mornington Peninsula. The FMAC is unique among the MACs in metropolitan Melbourne because of its bayside location and lifestyle opportunities.

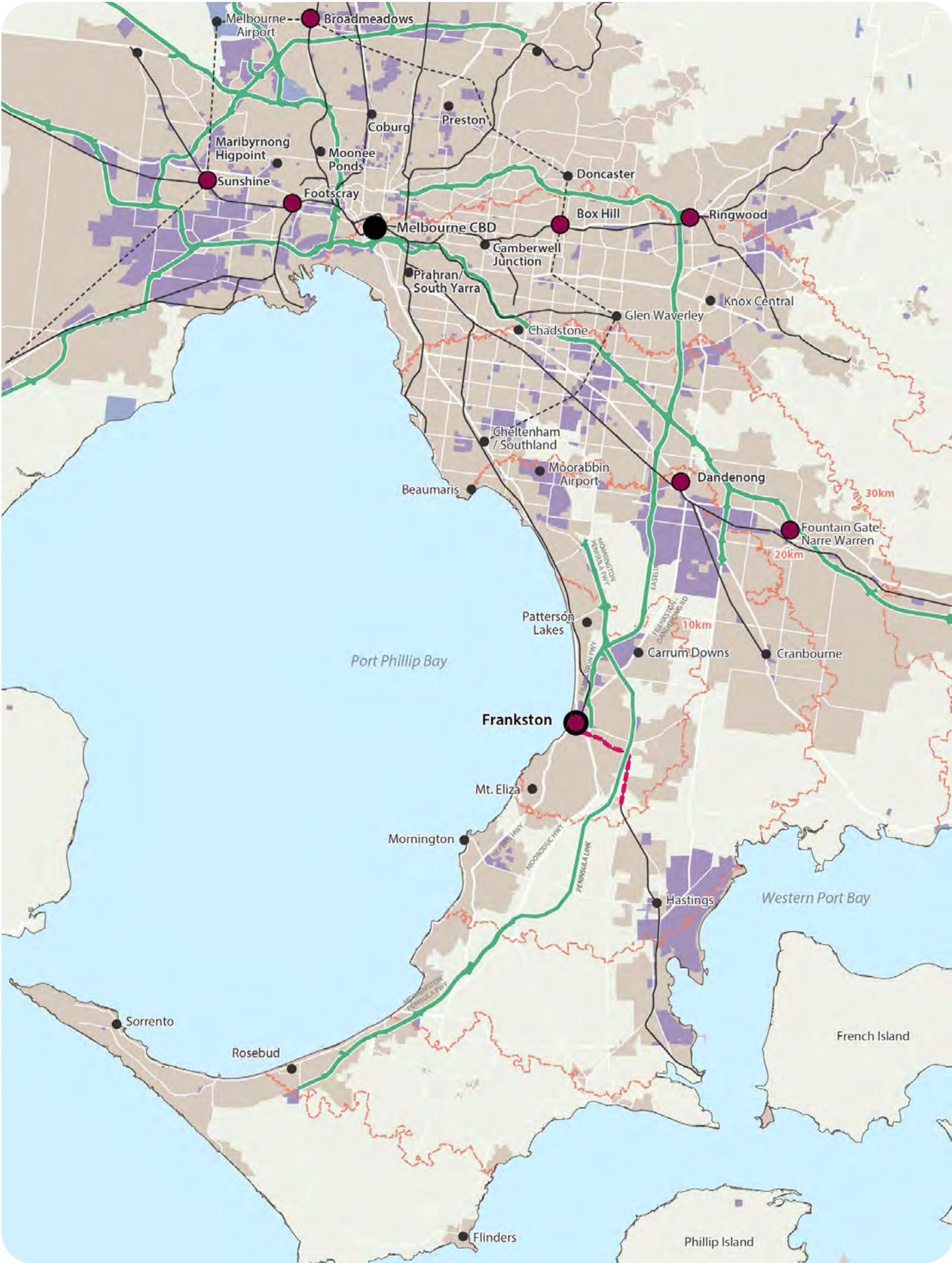
Frankston is a major health and education hub for the south east metropolitan region and the Mornington Peninsula, anchored by the Frankston Hospital, Monash University and Chisholm Frankston. It is also one of the largest retail centres outside the Melbourne CBD.

Frankston's service catchment extends north to include suburbs such as Seaford, east to include Cranbourne and south to include the Mornington Peninsula.

Frankston is recognised as a regional public transport node. The Frankston Station Precinct provides rail and bus access to the Melbourne CBD and surrounding employment areas. The planned Suburban Rail Loop and potential electrification of the railway line to Baxter will further increase accessibility.

The centre is very well served by road infrastructure with EastLink, the Frankston Freeway, Moorooduc Highway, Peninsula Link and the Nepean Highway connecting the centre within metropolitan Melbourne and the Mornington Peninsula.

- Existing and future urban areas within the Urban Growth Boundary
- Employment Areas
- Metropolitan Activity Centres
- Driving catchment from Frankston
- Metropolitan rail network
- Proposed Frankston to Baxter Electrification
- Proposed Suburban Rail Loop





18
Peninsula
Hearing Aid
Centre



Strategic Context

2.1 State Government Policies

2.2 Frankston Planning Scheme

2.3 Planning Practice Notes

2.4 Key Background Documents

2.1 State Government Policies

Plan Melbourne 2017-2050	Draft Southern Metro Land Use Framework Plans	Melbourne Industrial and Commercial Land Use Plan (2020)
<p>Plan Melbourne 2017-2050 is the strategic planning strategy for metropolitan Melbourne. The plan outlines an overarching vision for the city and seeks to appropriately manage growth to the year 2050. Key considerations of the plan include integrating long term land use, infrastructure and transport planning across the metropolitan area, as well as improving local areas and protecting biodiversity and natural assets.</p> <p>The plan identifies Frankston as being one of nine existing Metropolitan Activity Centres (MAC), which are intended to provide for a diverse range of jobs, activities and housing for regional catchments. As the FMAC is well serviced with public transport and offers an existing range of services and facilities, it is expected that the MAC will accommodate in increased amount of medium-high density housing.</p>	<p>The Draft Southern Metro Land Use Framework Plan (LUFP) is currently being prepared in order to provide more detailed planning that will seek to achieve the objectives of Plan Melbourne 2017-2050.</p> <p>The LUFP outlines that the Frankston MAC is a location for medium and higher density housing and mixed use development, and that substantial housing change opportunities may extend to a walkable catchment of 800m around the centre.</p>	<p>The Melbourne Industrial and Commercial Land Use Plan (MICLUP) is a metropolitan planning framework which defines the current and future needs for industrial and commercial land across Melbourne.</p> <p>The plan identifies the Frankston MAC as an important regional centre comprising 358,000m2 of commercial floor space. It is anticipated that the municipality will require an addition 75,000m2 of commercial floorspace by 2031, a significant proportion of which could be absorbed by the Frankston MAC.</p>

2.2 Frankston Planning Scheme

Planning Policy Framework

Clause 02.02 (Vision):

This Clause identifies the need to protect and enhance heritage and other unique characteristics of the environment of the City of Frankston. Environmentally sustainable design, healthy environments, integrated transport planning and climate change minimisation all form key components of the Vision.

Clause 02.03-1 (Settlement):

Clause 02.03-1 identifies the Frankston Metropolitan Activity Centre (FMAC) as a key transport hub, attracting large scale commercial, residential and other developments. The Clause identifies the need to accommodate population growth and housing demand in areas best suited to provide a quality living environment, and to encourage and facilitate the continued development of the FMAC as the major commercial and employment focal point for the region.

The Clause also seeks to transform the Nepean Highway into a public boulevard providing an attractive and inspiring address for Frankston.

Clause 11 (Settlement):

Clause 11 seeks to anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space.

Clause 11.03-1-L Frankston Metropolitan Activity Centre seeks to encourage a broad range of retail, business, entertainment, tourist and associated uses and high density housing and accommodation throughout the FMAC.

Clause 15 (Built Environment and Heritage):

Clause 15 seeks to recognise the role of urban design, building design, heritage in delivering liveable and sustainable cities.

Clause 15.01-1L-02 Urban design seeks to support the retention of existing canopy trees, encourage development to utilise rear laneways. Clause 15.01-5L Frankston preferred neighbourhood character applies to residential development in designated locations across Frankston and includes design responses to guide preferred future neighbourhood character.

Clause 16 (Housing):

Clause 16 seeks to provide for housing diversity and ensure the efficient provision of supporting infrastructure. Importantly, planning for housing should include the provision of land for affordable housing.

Clause 16.01-1L Housing supply seeks to encourage higher density housing in and around the FMAC and allow for increased housing densities along the principal public transport network.



The iconic Frankston foreshore

Planning Zones

Commercial 1 Zone

The Commercial 1 Zone (C1Z) applies to land largely bound by the Nepean Highway, Fletcher Road and Davey Street. Pockets of C1Z land are also located south of Davey Street and Cranbourne Road, as well as north of Reach Street, Fletcher Road and to the west of the Nepean Highway. It is noted that the C1Z also incorporates the Business 1,2 and 5 Zones (B1Z, B2Z, B5Z) of the FMAC.

The purpose of the C1Z is to create vibrant and mixed use commercial centres and to provide for residential uses at densities complementary to the role and scale of the commercial centre.

As-of-right uses in the C1Z include accommodation, child care, education and exhibition centre, office, place of worship and shop, provided that certain conditions are met. A permit is required for any other use, if it is not prohibited under the zone.

Comprehensive Development Zone 2

The Comprehensive Development Zone, Schedule 2 (CDZ2) applies to the Frankston foreshore area, located west of the Nepean Highway.

The purpose of the CDZ2 is to provide for a range of uses and the development of land in accordance with a comprehensive development plan incorporated into the scheme. The relevant plan under this zone is the Kananook Creek Comprehensive Development Plan, May 1999. This plan seeks to improve the safety and amenity of the foreshore area and to provide for appropriate development that will create business and employment opportunities. Precincts of the CDZ2 are:

- 1. Retail Edge – Commercial development with a pedestrian promenade and walkways, with links to the town centre.
- 2. Long Island – Open, natural and informal environment including the existing club buildings and pedestrian infrastructure.
- 3. Pier Foreshore and (4) Coastguard and Sand Dunes – Open space and pedestrian pathways to the Frankston foreshore and pier.

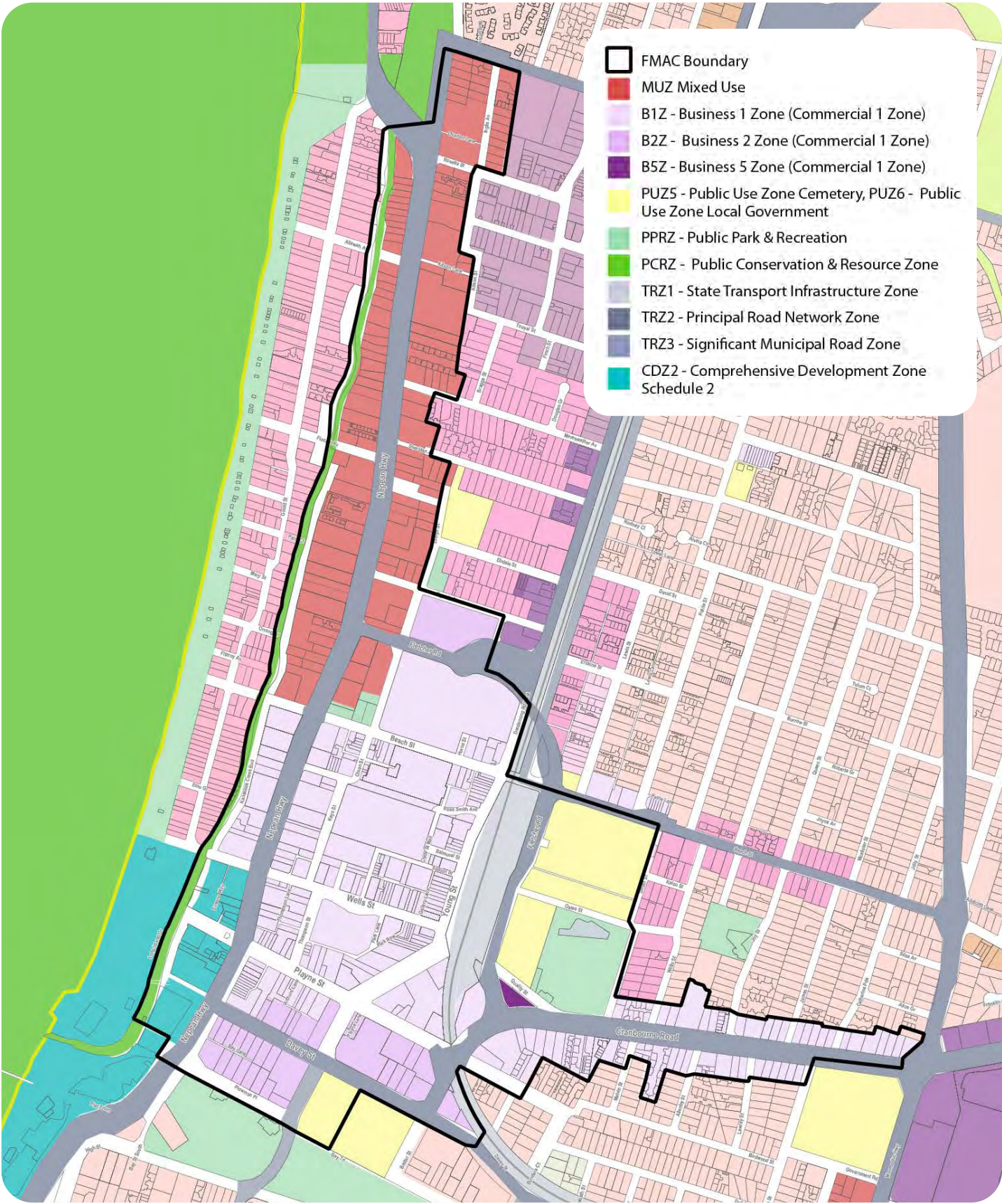


Figure 2. Planning Zones

Mixed Use Zone

The Mixed Use Zone (MUZ) applies to lots fronting the Nepean Highway between Overton Road and Beach Street.

The purpose of the MUZ is to provide for a range of residential, commercial, industrial and other uses, as well as to provide for housing at higher densities.

As-of-right uses in the MUZ include community care, dwelling, food and drink premises, medical centre, museum, office, place of worship and residential aged care, among others. These uses do not require a permit provided that certain conditions are met. A permit is required for any other use, if it is not prohibited under the zone.

Transport Zone 1, 2 and 3

The Transport Zone (TRZ) applies to public land used for the purposes of transport.

The purpose of the TRZ is to provide for an integrated and sustainable transport system, and to identify land required for transport services and facilities.

Within the FMAC, the TRZ1 (state transport infrastructure), the TRZ2 (Principal road network) and TRZ3 (significant municipal road) apply.

Other Zones

Public Use Zone

The Public Use Zone (PUZ2, PUZ6) provides for uses that are consistent with the intent of the public land reservation or purpose. PUZ2 land is to be used for the purpose of Education, and PUZ6 land is to be used for Local Government.

Public Park and Recreation Zone

The Public Park and Recreation Zone (PPRZ) seeks to recognise areas for public recreation and open space, and to protect and conserve areas of significance. The PPRZ applies to public open spaces throughout the FMAC.

Public Conservation and Resource Zone

The Public Conservation and Resource Zone (PCRZ) seeks to protect and conserve that natural environment and natural processes. The PCRZ applies to the Kananook Creek within the FMAC.

Acitivity Centre Zone

The Activity Centre Zone does not currently apply to the FMAC however it is the preferred zone for applying land use and built form controls to Activity Centres. A schedule to the zone will provide a tailored Table of Uses and associated development requirements.

The ACZ provides a fully customisable and comprehensive control that can facilitate use and development outcomes to realise the vision for the FMAC.

The ACZ builds on existing policy in the Frankston Planning Scheme at Clause 02.03-1 (Frankston Metropolitan Activity Centre) and 11.03-1L-02 (Frankston Metropolitan Activity Centre) that underline the importance of the centre and seek to (among others): Encourage and facilitate the continued role and development of the Frankston MAC as the major community, employment and commercial focal point for the municipality and region.

The ACZ allows for a precinct based approach to use and development of land. This ensures that each precinct will be able to be developed in a way that gives effect to the Frankston Structure Plan.

Planning Overlays

Schedule 5 to the Design and Development Overlay (DDO 5)

Schedule 5 to the Design and Development Overlay applies to properties within Precinct 5 of the FMAC. It aims to enhance Nepean Highway as a gateway into the City Centre and implement the visions and objectives of the FMAC Structure Plan, 2015. The Schedule was gazetted into the planning scheme in September 2019.

The DDO proposes the following preferred maximum building heights across six sub-precincts identified below:

- Sub-precinct A – 12m
- Sub-precinct B – 26m
- Sub-precinct C – 38m
- Sub-precinct D – 26m
- Sub-precinct E – 26m
- Sub-precinct F – 12m

The DDO also proposes a range of setbacks from the street, side and rear boundaries.

Importantly into requires a mandatory 5m rear setback where a property abuts the Kananook Creek Reserve or a mandatory 10m rear setback where a property abuts Kananook Creek.

The DDO proposes a preferred 5m front setback for the majority of the Nepean Highway which will contribute to a landscaped boulevard. There are smaller front setbacks in the southern sections of the area closer to the City Centre.



Figure 3. Design and Development Overlay 5 Precincts

Schedule 13 to the Design and Development Overlay (DDO13)

DDO13 applies to the entirety of Precinct 6 within the FMAC which was identified for office and commercial uses through the 2015 Structure Plan. DDO13 seeks to implement the Built Form Guidelines – Frankston Metropolitan Activity Centre Precinct 8 Health and Education, and Precinct 9 Cranbourne Road Office and Commercial, July 2018. It was gazetted in September 2019.

The DDO includes objectives to enhance Cranbourne Road as key Gateway into the FMAC, support a range of commercial and residential uses, encourage surveillance of the streets through activated frontages and minimise the negative impacts of car parking on the street.

The DDO proposes a preferred maximum height of 14m across the entire precinct and street setbacks of 3m. It includes a range of other design measures including seeking to create deep soil planting zones within the property to support canopy trees.

Heritage Overlays

The Heritage Overlay seeks to conserve and enhance heritage places of natural or cultural significance. The following heritage places are located within the FMAC:

HO49 (Davey Street Precinct) – The Davey Street Precinct comprises six lots at 8-18 Davey Street and is of aesthetic and historical significance at a local level. The precinct retains its interwar and immediate postwar architectural character to a high degree of integrity and demonstrates a range of building styles of the period. Similar building stock is relatively common to the inner and middle ring suburbs of Melbourne but is rarely found in the City of Frankston.

Individual heritage overlays applying to the FMAC include:

- HO14 – Plowman Residence
- HO55 – Former Frankston Post Office
- HO54 – Comfort Station
- HO53 – Grimwade Clock Tower
- HO48 – Frankston Railway Station Signal Box

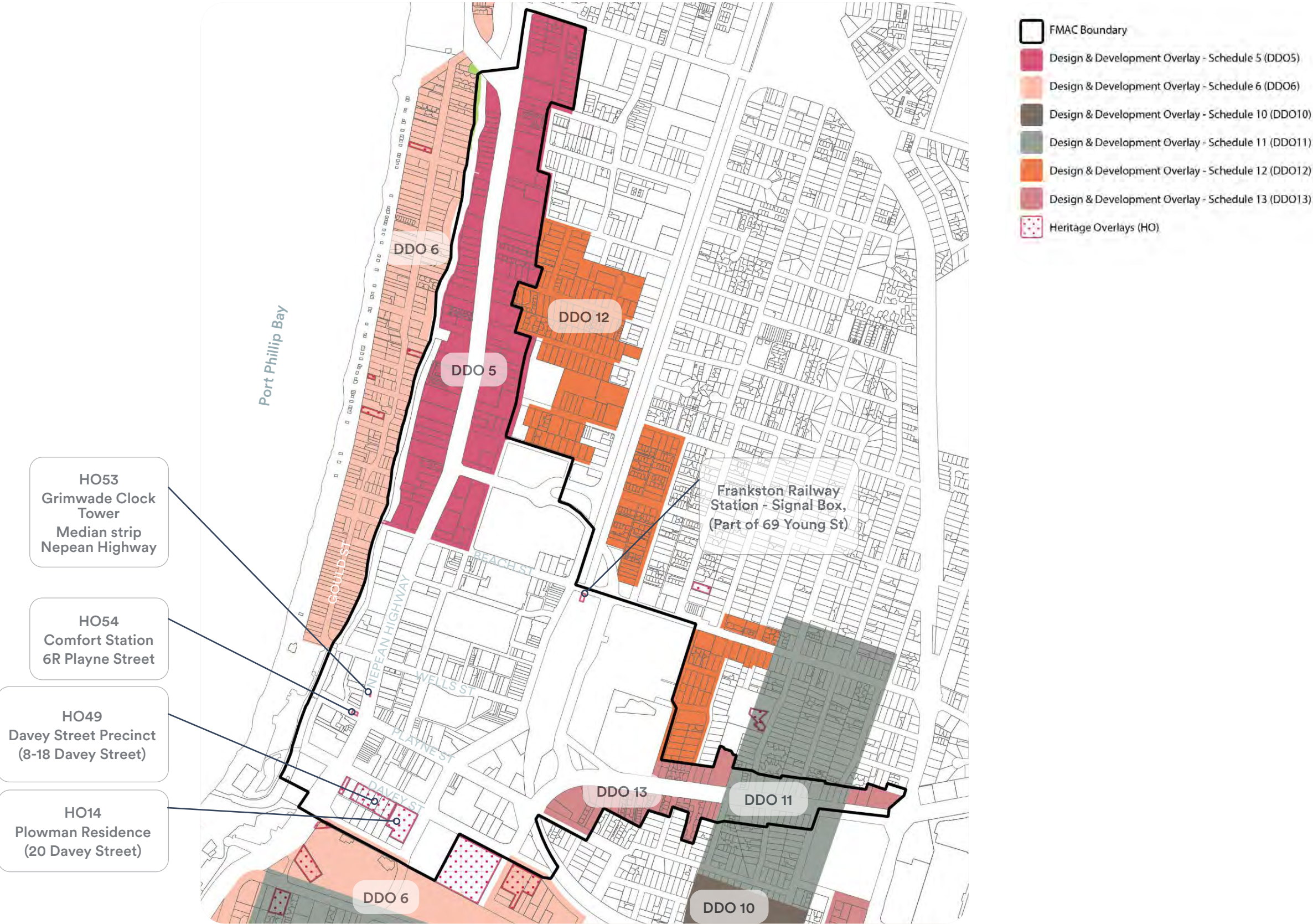


Figure 4. Built Form and Heritage Overlays

Environmental Overlays

Schedule 1 to the Environmental Significance Overlay (ESO1)

ESO1 applies to very small sections of the FMAC along Kananook Creek. It seeks to protect national, state, regional and locally significant vegetation and biodiversity within Frankston City Council.

The overlay requires a permit to construct a building or carry out works within the Tree Protection Zone of a native tree. A permit is also required for native tree removal with a number of exemptions.

Schedule 4 to the Environmental Significance Overlay (ESO4)

ESO4 applies to a small number of properties within the FMAC. It aims to protect and enhance trees and areas of vegetation that have been identified as being significant. A number of these trees are identified within the FMAC

The overlay requires a permit to construct a building or carry out works within the Tree Protection Zone of the identified trees and a permit is also required to remove, destroy, prune or lop the significant trees.



Figure 5. Environmental Overlays

Other Overlays

Schedule 1 to the Parking Overlay (PO1)

PO1 applies to the entire FMAC. It seeks to improve car parking provision in the FMAC, reduce the demand for new car parking provision by maintaining and improving existing car parking within the centre, consolidate car parking into large, well located, easily accessible and locatable facilities where possible and provide for the collection of financial contributions towards the construction of shared car parking facilities.

The overlay applies car tailored parking rates for a number of uses. It also sets out financial contribution requirements in lieu of car parking being provided within a development.

Special Building Overlay (SBO)

The SBO applies to land within the central parts of the FMAC. It identifies areas that are subject to inundation by overland flows from the urban drainage system. It sets out a number of requirements for buildings at works.

Land Subject to inundation Overlay (LSIO)

The LSIO applies to small sections of properties that abut Kananook Creek. It identifies land affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year floods.

Environmental Audit Overlay (EAO)

The EAO applies to 12 Balmoral Walk. It aims to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.

Schedule 3 to the Specific Control Overlay (SCO3)

SCO3 affects to land in Precinct 6 of the FMAC. It applies specific controls within the Hospital Emergency Medical Services - Helicopter Flight Path Protection Areas Incorporated Document (June 2017)

Schedule 6 to the Specific Control Overlay (SCO6)

SCO6 affects 12 Balmoral Walk. It applies It applies specific controls within the Balmoral Offices, 12 Balmoral Walk, Frankston (September 2021) incorporated document.

Schedule 3 to the Public Acquisition Overlay (PAO3)

PAO3 applies to land at the corner of Fletcher Road and Cranbourne Road. It identifies land that is to be acquired by Council for the purpose of open space / recreation.

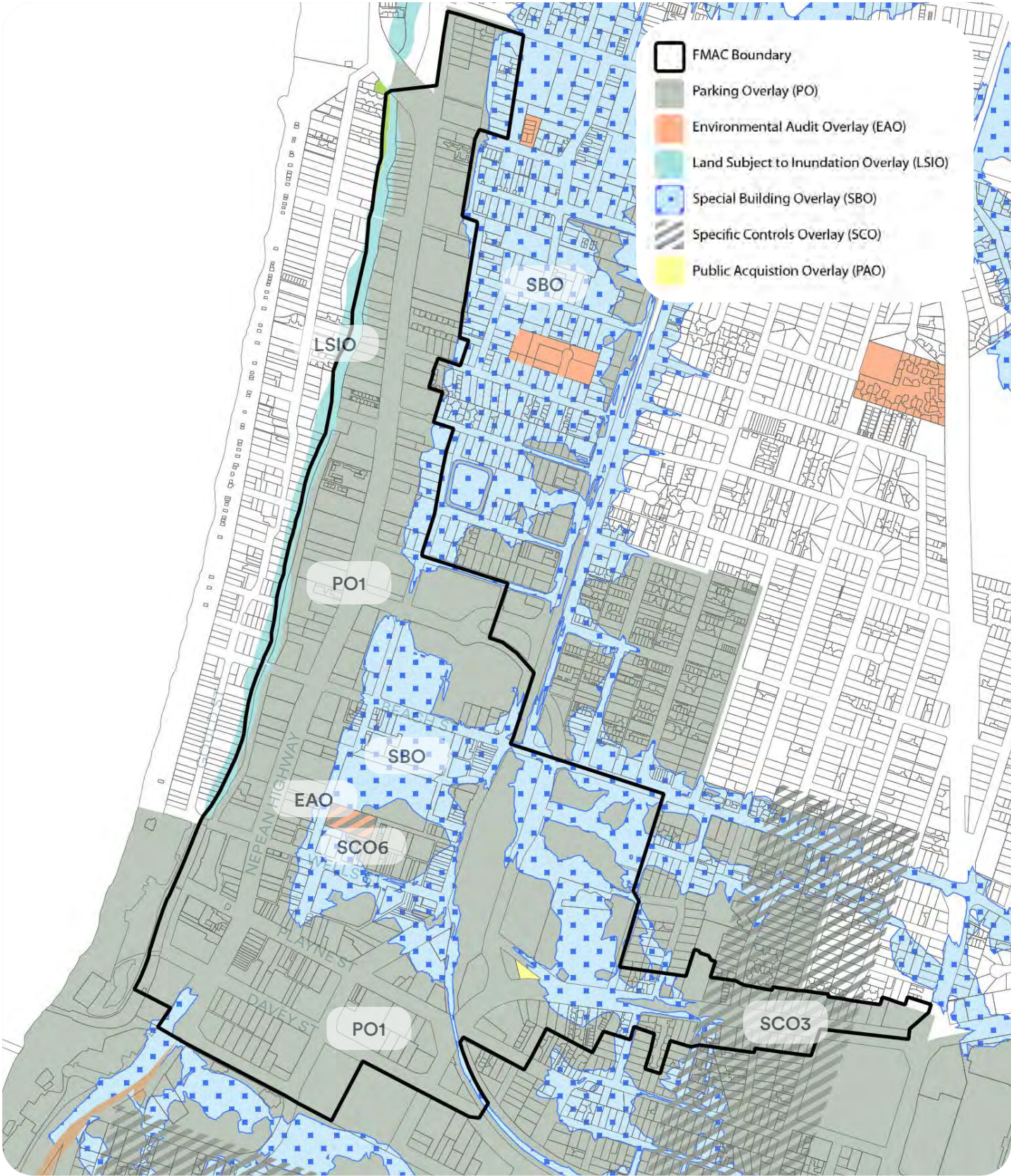


Figure 6. Other Overlays

2.3 Planning Practice Notes

Planning Practice Note 56 – Activity Centre Zone

The Activity Centre Zone (ACZ) is the preferred tool used to facilitate use and development of land in an activity centre. Before applying the ACZ, Council must have prepared a Structure Plan with a defined boundary that outlines key directions for the activity centre. The practice note recommends that the application of ACZ be considered for all areas, except some public land (including railway land, road zones and open space).

As much as possible, the ACZ should be used to remove the need for additional overlays to be applied at the centre. Overlays that can be incorporated into the ACZ include the Design and Development Overlay, Incorporated Plan Overlay and Development Plan Overlay. Generally, all other overlays should continue to apply.

Planning Practice Note 58 – Structure planning for activity centres

Planning Practice Note 58 (PPN58) provides guidance on the activity centre structure planning process. This includes the reasons for structure planning, the policy context and possible inputs and outputs of the process.

As part of this guidance, PPN58 outlines the criteria for delineating the boundary of an activity centre. Key considerations include the location of existing land uses, commercial and residential needs, environmental and heritage constraints and proximity to public transport, among other things.

Key aims of the structure planning process include:

- Articulating a shared vision
- Defining an activity centre boundary
- Providing for housing choice and diversity
- Providing for retail, entertainment, commercial services and open spaces
- Outlining appropriate built form outcomes
- Encouraging public realm improvements

Planning Practice Note 59 – The Role of Mandatory Provisions in Planning Schemes

Mandatory provisions are a requirement or control that must be met and provide for no opportunity to vary the requirement. Mandatory provisions generally relate to building height, site coverage, plot ratio, setbacks and lot size controls.

A mandatory provision will only be considered where it can be clearly demonstrated that discretionary provisions will not achieve desired outcomes. In general, mandatory provisions should be:

- Sufficiently justified by strategic support
- Appropriate to apply to the majority of proposals
- Able to achieve a preferred outcome
- Capable of reducing administrative costs

Where mandatory provisions are adopted, they are most suitably located in an overlay, with a Design and Development Overlay most appropriate. Mandatory requirements cannot be placed in local policy.

Planning Practice Note 60 – Height and setback controls for activity centres

Planning Practice Note 60 (PPN60) provides guidance on height and setback controls, and should be read alongside Practice Notes 58 and 59. The Practice Note articulates that height and setback controls are appropriate in ‘facilitating good design outcomes’. PPN60 states that ‘controls must be soundly based on the outcomes of strategic research and background analysis’ and must be accompanied by a ‘comprehensive built form analysis’.

It is preferred that height and setback controls are discretionary so that they allow for flexibility. However, PPN60 notes that mandatory height and setback controls are appropriate in certain circumstances.

It is preferred that Activity Centre Zones be used for height and setback controls in Metropolitan and Major activity centres. In other situations, Design and Development Overlays are most appropriate.

2.4 Key Background Documents

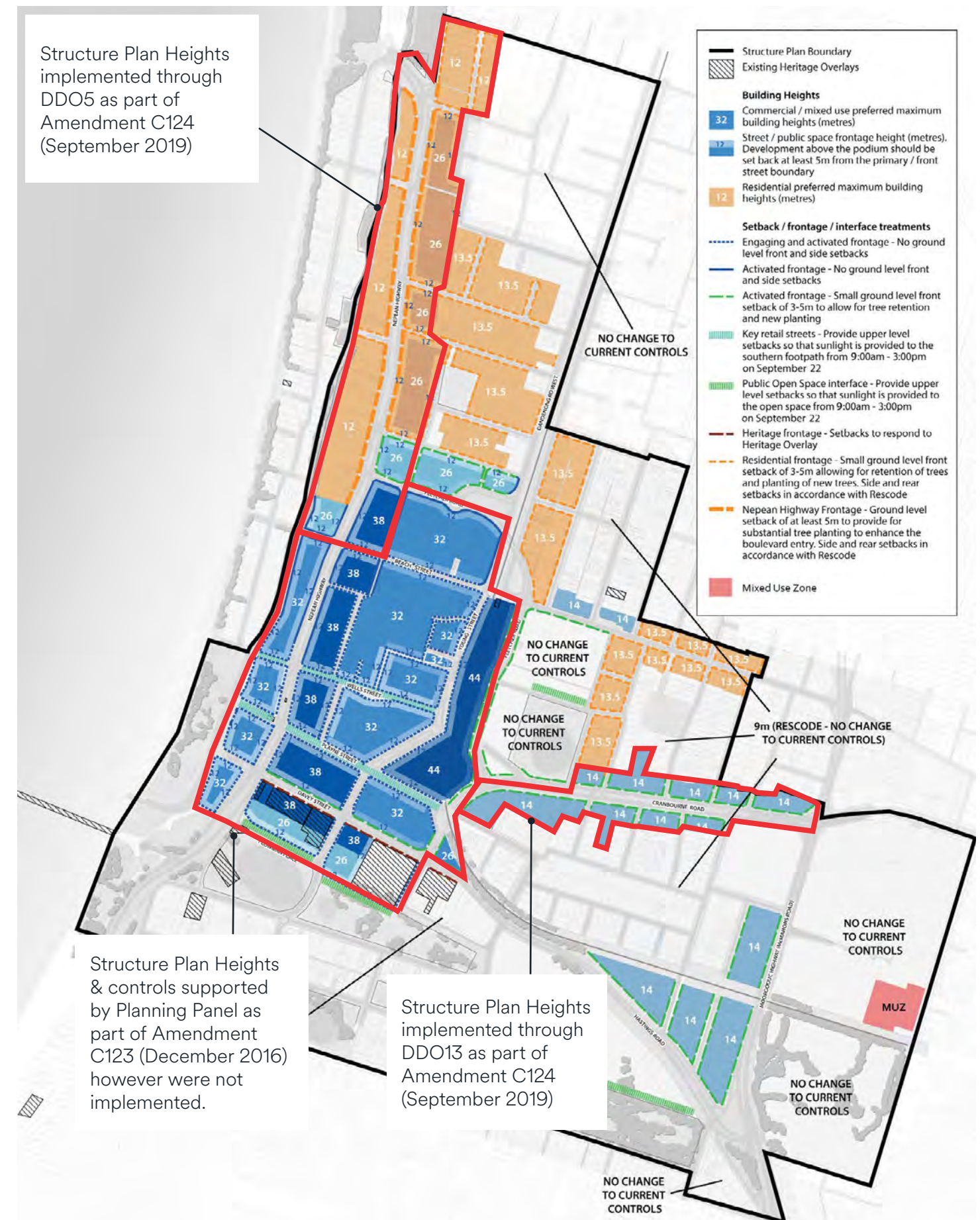
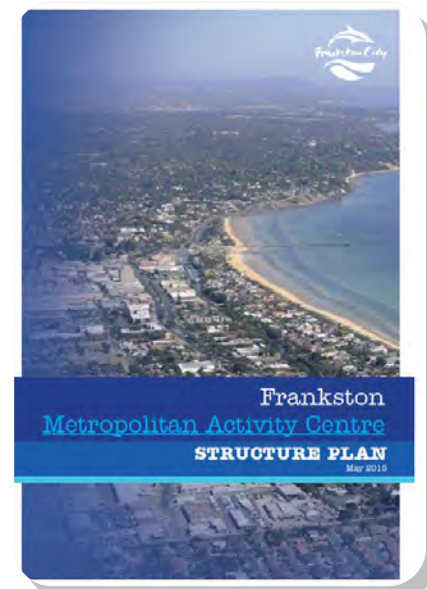
Frankston Metropolitan Activity Centre Structure Plan 2015

The Frankston Metropolitan Activity Centre Structure Plan outlines a 20-year vision for the renewal and revitalisation of the Frankston Metropolitan Activity Centre. Key priorities outlined within the FMAC Structure Plan include:

- Attracting more service sector businesses and government departments to Frankston with good quality office space.
- Strengthening and consolidating health and education uses in the FMAC.
- Advancing economic development and employment growth within the FMAC.

To guide increased development within the FMAC the Structure Plan includes a framework for building design, heights and setbacks.

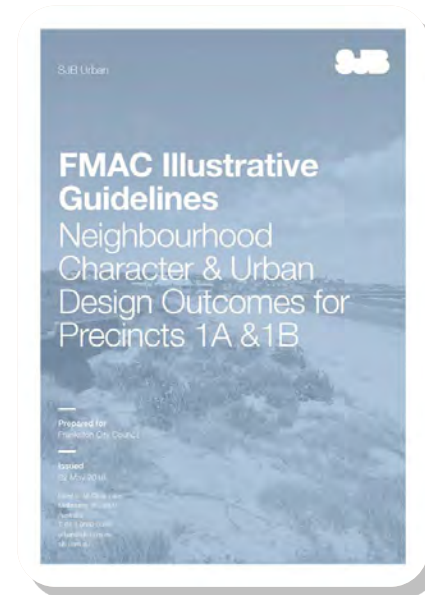
Figure 7 outlines how the Building Heights and Setbacks have been translated into the Frankston Planning Scheme.



FMAC Illustrative Guidelines - Neighbourhood Character & Urban Design Outcomes for Precincts 1A & 1B (May 2018)

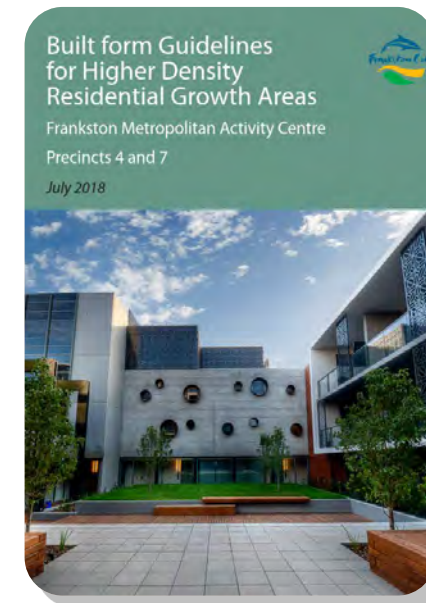
The FMAC Illustrative Guidelines for Precincts 1A and 1B provide best practice urban design outcomes and guidelines for the centre. The built form guidelines relate to active frontages, solar access, interfaces, visual dominance and pedestrian priority among other things. Precinct specific outcomes are also identified, as well as material suggestions to complement the coastal environment.

The guidelines were to be included in Schedule 1 of the proposed Activity Centre Zone (exhibited through the now lapsed PSAC123). The document was adopted by Council in April 2018.



Study Area - Precincts 1A and 1B

Built Form Guidelines for Higher Density Residential Growth Areas – FMAC Precincts 4 and 7

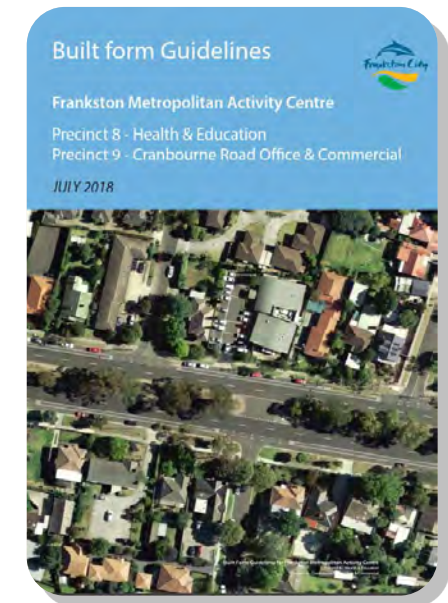


The Built Form Guidelines for Higher Density Residential Growth Areas provide guidance for future development within two residential precincts identified in the 2015 FMAC Structure Plan.

The Guidelines relate to site response, building form and design, services and amenity, car parking and access, as well as to specific development typologies.

The Guidelines have been implemented through Schedule 12 to the Design and Development Overlay in the Frankston Planning Scheme.

Built Form Guidelines for FMAC for Precincts 8 and 9, July 2018



The Guidelines provide guidance for development within the Health and Education Precinct and Cranbourne Road Office and Commercial Precinct identified in the 2015 FMAC Structure Plan. The Guidelines relate to site response, building form and design, services and amenity, car parking and access, as well as to specific development typologies.

The Guidelines have been implemented through Schedule 13 to the Design and Development Overlay in the Frankston Planning Scheme.

Frankston Central Activities District Heritage Review July 2010

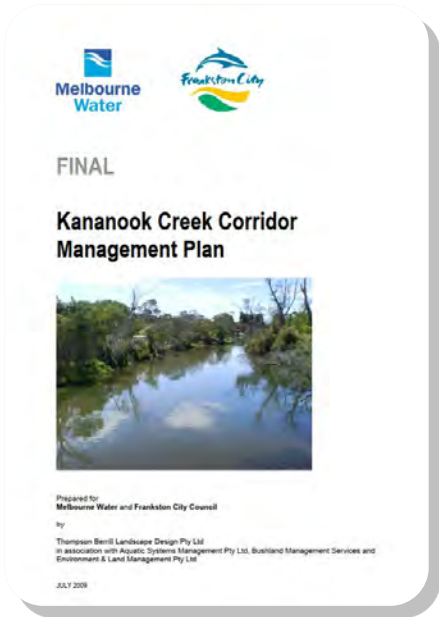


The former Mechanics Institute

The Frankston Central Activities District Heritage Review considers the significant and critical sites identified in prior heritage studies, as well as landscape elements of significance, and physical or interpretative sites meriting acknowledgement. The report recommends the drafting of individual heritage overlays for the following sites:

- Former Mechanics Institute
- Former Frankston High School
- Samuel Sherlock Hall
- St Francis Xavier Church
- Frankston Railway Station Signal Box
- St. Andrew’s Uniting Church
- Grimwade Clocktower
- Comfort Station (Playne Street)
- Former Post Office
- Frankston Pier

Kananook Creek Corridor Management Plan July 2009



The Kananook Creek Corridor Management Plan was prepared to replace the 1992 Kananook Creek Management Plan, and is intended to guide implementation for a 15 year period. The plan relates to 7.4km of the creek from Patterson Lakes in the north to the FMAC.

Key issues and actions relating to land use, drainage, water quality, stream system values, vegetation and cultural heritage are identified. Objectives of relevance to the FMAC Structure Plan include ensuring that adjoining land uses and development are designed to complement the environmental, recreational and landscape values of the Kananook Creek.



Kananook Creek within the FMAC

Community Vision 2040



The Frankston City Community Vision 2040 highlights the community’s long-term vision and aspirations for the future Frankston City.

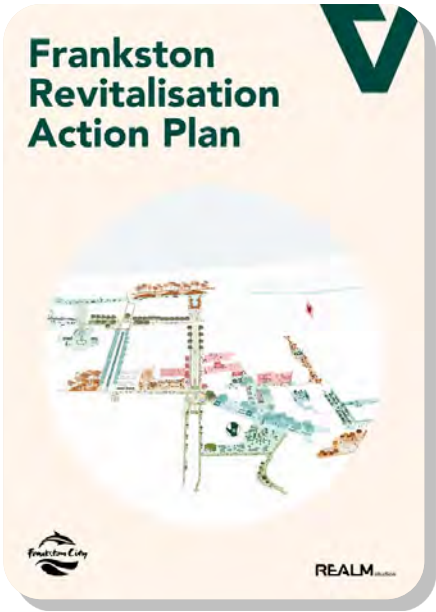
The Community Vision 2040 provides an aspirational description of what the Frankston community wants for the future of our municipality, in terms of its look, feel and liveability. It also captures what the community most values about Frankston City and connects it to the municipality as a place to live, work, study and visit.

It includes the following community vision statement:

‘Frankston City 2040 is the place on the bay to learn, live, work and play in a vibrant, safe and culturally inclusive community. Our City is clean, green and environmentally sustainable.’

- The Vision outlines a number of priorities which are arranged under the following themes:
- Theme 1 - Healthy Families and Communities
 - Theme 2 - Vibrant & Inclusive Communities
 - Theme 3 - Natural Environment & Climate Action
 - Theme 4 - Connected places & spaces
 - Theme 5 - Industry, Employment & Education
 - Theme 6 - Advocacy, governance and innovation

Draft Revitalisation Action Plan, December 2021



The Frankston Revitalisation Action Plan is being developed alongside the FMAC Structure Plan. It is intended that the two documents will work together providing complementary guidance for the future transformation of Frankston. It is being led by the Frankston Revitalisation Board.

The Revitalisation Action Plan outlines a range of transport and streetscape improvements as well as projects to improve community safety and attract more people back to the town centre.

The document is structured under the following place-based themes.

- Placemaking & Engagement - *Discover Your Place Find Your People*
- Creative Industries - *Innovative Governance with an artistic flare*
- Streets, Laneways & Courtyards - *Promoting Life Between Buildings*
- Community Space - *Urban Space For All To Enjoy*
- Connections & Transport - *Getting to the Action*

Key opportunity projects have been identified within these themes.

Stage 1 : Setting the Scene Research and Insights, June 2021



This report was developed during the early stages of the FMAC Structure Plan refresh.

It provides for a summary of planning, economic, transport and urban design issues and opportunities to be considered for the FMAC. It was informed by technical assessments and a number of consultation workshops.

The Stage 1 Setting the Scene: Research and Insights report is of particular relevance as it covered similar topics that our outlined in this planning and urban design assessment. The report however had a smaller study area and excluded Precinct 5 - Nepean Boulevard Gateway and Precinct 6 - Cranbourne Road Gateway.





Centre-wide Analysis & Opportunities

3.1 Landform & Views

3.2 Development Activity, Opportunities & Constraints

3.3 Lot Width Analysis

3.4 Built Form & Design

3.5 Public Realm

3.6 Safety and Amenity

3.7 Walking and Cycling

3.1 Landform & Views

Landform

The FMAC is located within an area of sloping landform, which rises to the south towards Davey Street and Plowman Place. The topography falls slightly towards Beauty Park before rising again to the south and east towards Oliver Hill.

The landform within the city centre streets is relatively flat providing for an easy walking environment. There is gentle rise to the east towards the railway line and another small rise towards Nepean Highway which is created by the dunal landform. The landform then falls towards Kananook Creek and then rises again to form the primary dune.

Views

Views to Port Phillip Bay are available from elevated parts of the FMAC along Davey Street and Plowman Place. These views are important to the identity of Frankston as a waterfront location and should be maintained. The bay is also visible from some parts of Davey Street across the top of at-grade car parking areas and buildings. These views are likely to diminish and change over time as the FMAC develops.

The primary and secondary dunes prevent localised views to the water however the horizon of the foreshore reserve and expansive sky creates a sense of proximity to the water. Additional landscaping can be provided at the ends of these views to strengthen this connection.

The opportunity for views from the upper levels of new development will also help to strengthen the waterfront identity of Frankston. New development in the elevated areas of the FMAC will capture expansive views towards the bay, the residential hinterland and across to the Dandenong Ranges. Similarly, views from development adjacent to Kananook Creek would capture uninterrupted views across the bay.

Because of the varying topography, development across the FMAC is likely to be visible from a range of surrounding viewpoints. This is evidenced by the visibility of the South East Water building and Quest Hotel. Providing well designed buildings will be important, so that views to the FMAC are not diminished by large, unarticulated walls.



Figure 8. Landform and Key Views

3.2 Development Activity, Opportunities & Constraints

Figure 9 maps recent development activity within the FMAC, sites that are constrained for development and sites that present good development opportunities.

Development activity and capacity is an important consideration in preparing the Structure Plan. Recent development can indicate the type of development that the centre will attract in the future. Analysing the potential capacity of the centre is also important to understand the scale and type of development that could potentially be accommodated.

Development Activity

Development activity within the FMAC is mixed. There has been limited recent construction of development in the FMAC, with the South East Water building being one of the only developments of significant scale in recent times. Other more recent developments include five storey apartment buildings in Playne Street and Balmoral Street.

The Horizon apartment development is a nine storey building currently under construction. It is located in Plowman Place and will capture expansive views of Port Phillip Bay.

In terms of planning approvals and applications, the majority of activity is focused in locations that capture views to the bay, including Kananook Creek and the elevated sections of Davey Street. Building heights for these applications range between 15 and 32 storeys.

12 Balmoral Walk is a notable planning approval in the central parts of the FMAC. It will provide for an eight storey mixed use development and include a public walkway that connects into Shannon Mall, Station Street Mall and White Street Mall.

Development Opportunities and Constraints

The mapping demonstrates that there are significant development opportunities across the FMAC with many sites greater than 1,000sqm and a larger number of at-grade car parks. These sites are spread across the FMAC however there are a high number of opportunity sites along the Nepean Highway.

There are only a small number of lots that are constrained for development due to lot size and width. These are focused along Young Street, Wells Street, the southern end of the Nepean Highway, small sections of Playne Street and Olsen Street.

The mapping shows a number of strata titled properties across the FMAC. This is typically a constraint for development particularly in residential settings when there are a number of individual owners involved.

Three Heritage Overlays apply to Davey Street which include two site specific overlays (HO55 and HO14) and one precinct overlay (HO49). Although the heritage overlays will not prevent development, it may limit the scale of buildings in order to respect the heritage place.

With the exception of Cranbourne Road and some parts of the Nepean Highway, the FMAC does not have any direct residential interfaces. However the Kananook Creek interface is particularly sensitive due to the environmental and landscape values, and also the adjoining Long Island residential area on the west side of the creek.

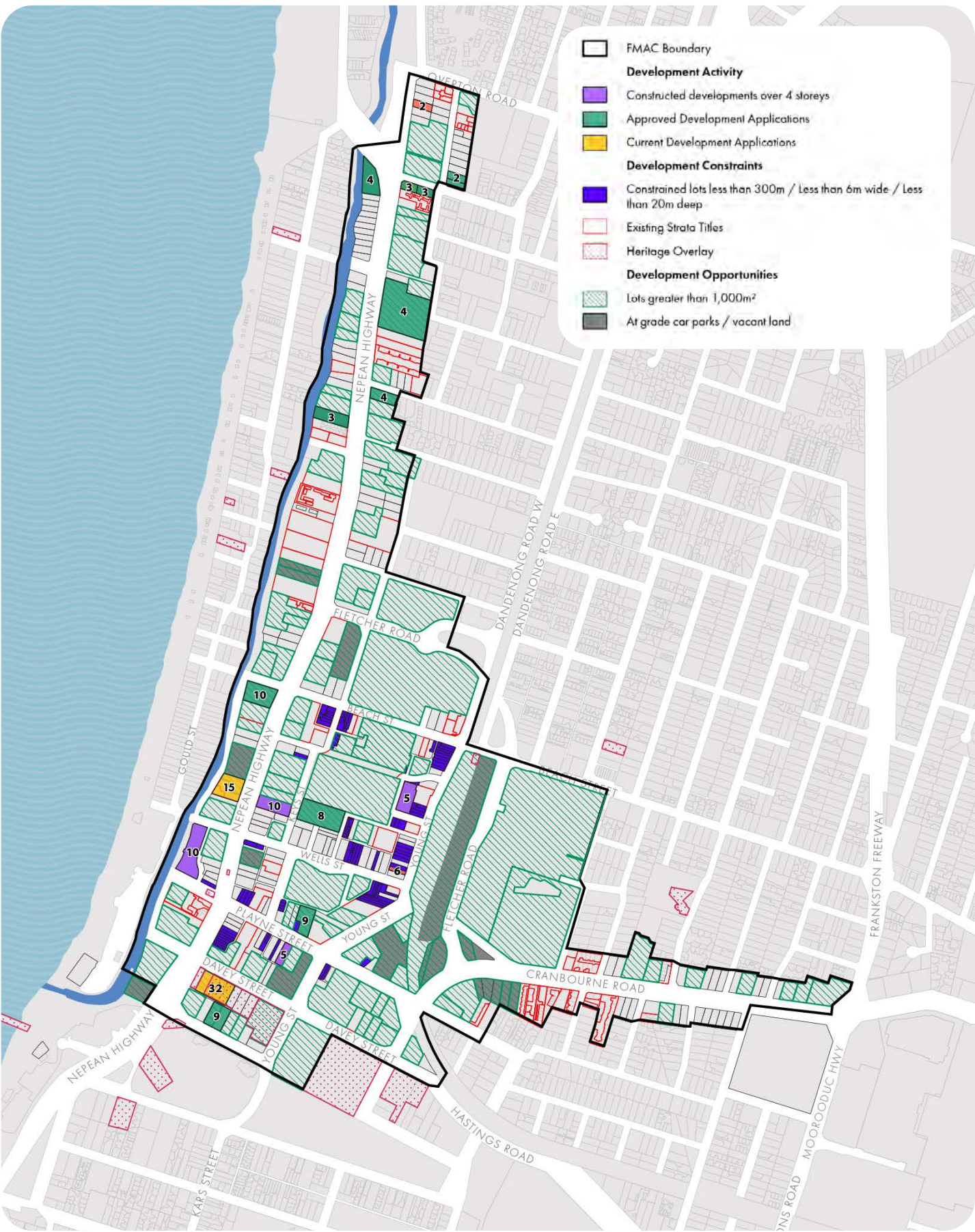


Figure 9. Development Activity, Opportunities and Constraints

3.3 Lot Width Analysis

Figure 11 provides analysis of lot widths across the FMAC and Figure 10 provides an indication of the potential development outcomes that could be accommodated on each site based on the lot width. The typology analysis has been undertaken on the basis of a residential development outcome. Front and rear facing apartments provide the simplest development outcome for narrow lots, as they can facilitate 1-2 apartments facing the street, and one facing the rear of the property, on each floor (subject to width). This type of development occupies the entire width of the lot, and does not provide any articulation or activation to either side of the development (which is assumed will develop in a similar manner).

Wider properties can accommodate a different model of development incorporating a podium and tower, which can have an outlook to other developments either side. This type of development can provide for a greater range of apartment types with varying aspects. It does however create issues of apartment separation for privacy and daylight that need to be considered.

The analysis indicates that lot widths will generally support apartment development across the FMAC with many sites being able to support podium and tower development outcomes.

Only a small number of lots along Nepean Highway, Young Street, Wells Street, Beach Street and Olsen Street with narrow lot widths that will limit development opportunities.

While this analysis identifies potential development outcomes for individual properties, it does not take into consideration the potential for multiple properties being consolidated, which often occurs in activity centres.

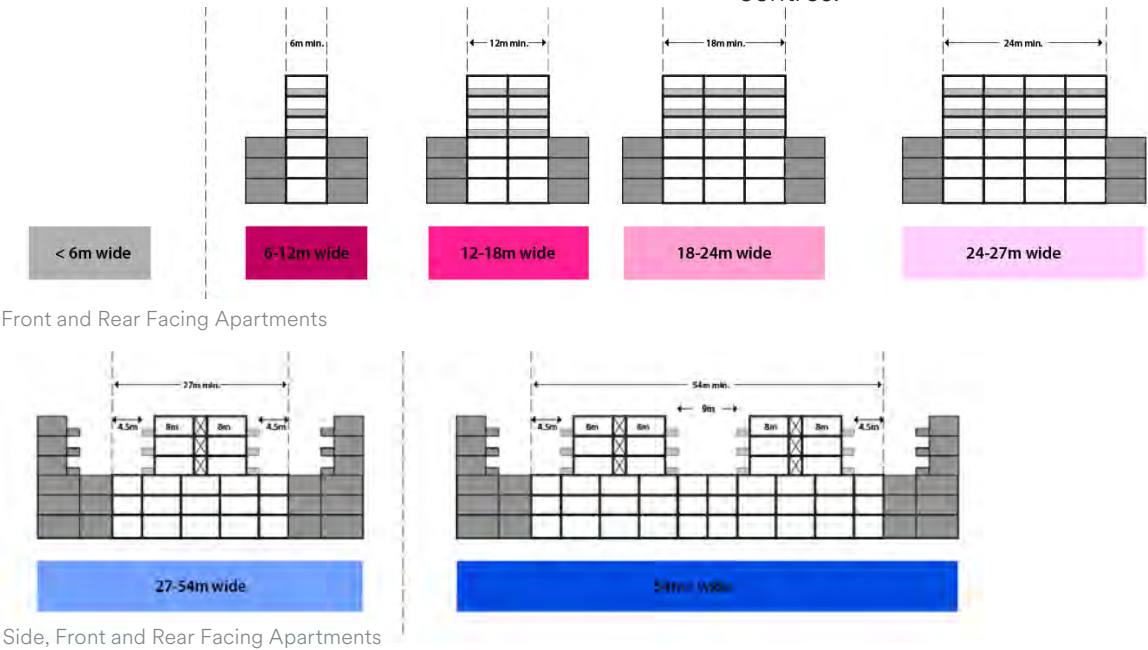


Figure 10. Lot Width Development Typologies

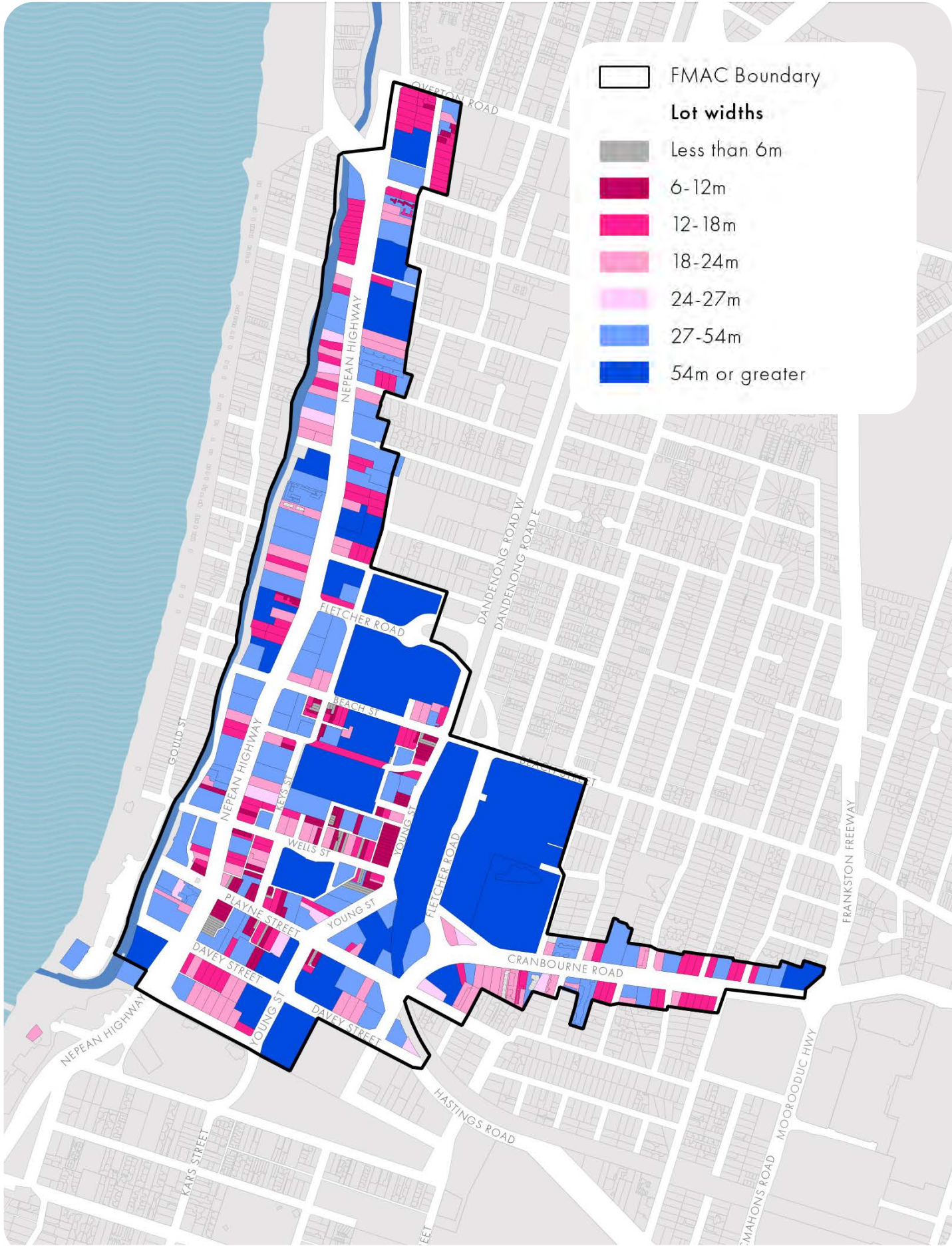


Figure 11. Lot Width Analysis Plan

3.4 Built Form & Design

Built Form Character

The FMAC lacks a cohesive built form character. There are limited examples of high quality buildings with most development comprising of single and double storey shopfronts with simple forms and limited articulation, or multi-level office buildings with bulky forms.

Pockets of fine-grain shopfronts are spread across the streets focused mainly around Wells Street, Young Street and the southern end of Nepean Highway. These buildings provide for greater visual interest and a greater diversity of uses. This character should be retained through future development.

There are a number of heritage places identified within the FMAC. These are focused on the south side of Davey Street to protect a number of inter-war dwellings. The Comfort Station on Playne Street and the rail Signal Box near beach street are other notable heritage buildings in the FMAC. These buildings would benefit from greater activation through adaptive re-use.

Building Height

The building height map shows the FMAC as relatively low scale with ‘islands’ of height represented by the South East Water building (35.6m) Quest Hotel (46.2m) and the Arts Centre (31.6m). This is also how the centre reads with these buildings highly visible from a number of vantage points.

The Cinema on Wells Street is another notable taller building at 22.4m however it is only two storeys in height. Similarly the Bayside Shopping Centre appears as a taller building due to the larger floor heights.

Outside of these buildings, heights are generally in the 2-3 storey range. Precinct 6 is particularly low scale with a significant number of single storey post-war dwellings.



Examples of two storey shopfronts and multi-level office buildings in Young Street.



The Quest Hotel is the tallest building in the FMAC and visible from many locations.

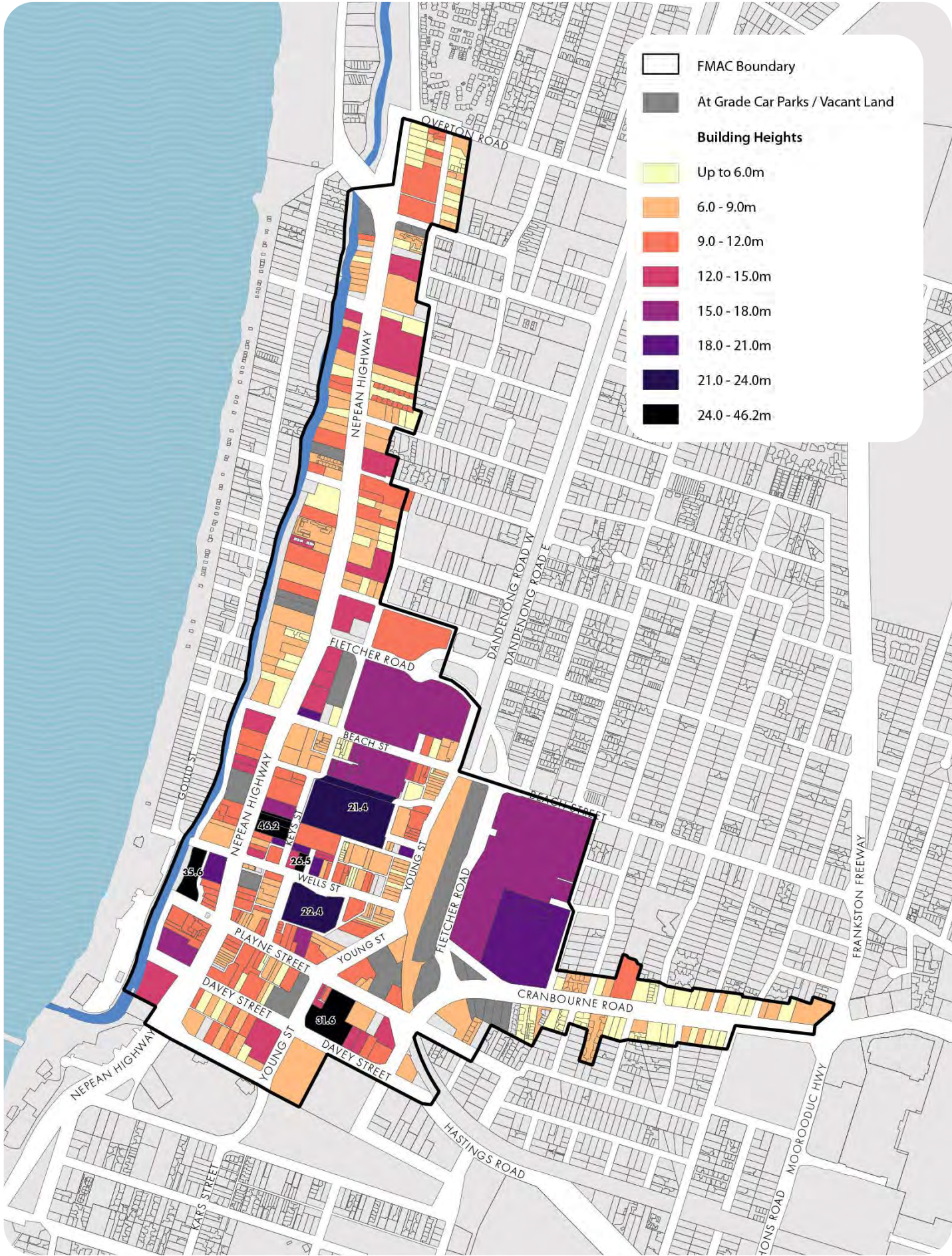


Figure 12. Building Height Analysis Plan

Built Form Interfaces

A range of built form interfaces are mapped in Figure 13.

Active frontages with retail and hospitality uses are focused along Wells, Young, Thompson Streets, Shannon Mall and Station Street Mall. Some sections of these streets also have a fine-grain built form character.

At-grade car parks are a common interface across the FMAC which reduces activity and vibrancy in many streets. These sites are generally publicly owned and could be redeveloped over time to enhance and activate the street.

Bayside shopping centre has a significant impact on the streets of the FMAC. Being a shopping centre it is internally focused resulting in a significant number of blank walls and facades with opaque glazing to the surrounding streets. In addition, loading areas and car park entries also reduce the amenity of adjoining streetscapes. More recent wall murals and outdoor dining at some of the shopping centre entrances has enhanced the adjoining streets.

The Kananook Creek interface would also benefit from significant enhancement. Buildings generally turn their back on the creek and at-grade car parking areas are common at the creek interface. Recent development applications are proposing to significantly enhance Kananook Creek with ground level restaurants and cafes.

The Nepean Boulevard Gateway Precinct and the Cranbourne Road Gateway Precinct provide mixed interfaces. Buildings are typically set back from the street however front setbacks are regularly occupied with customer car parking areas. There is an opportunity to enhance these interfaces with high quality buildings and landscaping that contributes to a boulevard character.

Waterfront identity

There is an opportunity to strengthen the connection of the FMAC to its waterfront to encourage further visitation and enhance the lifestyle qualities.

Frankston beach is close to the FMAC, however physical access is limited and existing development regularly 'turns its back' on the water. A focus for the 2015 Structure Plan was to celebrate the foreshore and Kananook Creek however limited change has occurred since.

There are several design elements that should be considered in strengthening the connection to the waterfront, including:

- **Orientate development to the water** - Focus both the tower and podium levels of buildings to the water to provide activation at ground level and capture views.
- **Increase activation** - Provide for activation of Kananook Creek and the foreshore through hospitality uses and regular events. Encourage additional on-water recreational uses along Kananook Creek.
- **Improve physical connections to the water** - Nepean Highway is a major physical barrier to the waterfront, both in terms of its width and the waiting times at pedestrian crossings. Additional mid-block links could also be provided along the highway to increase access to Kananook Creek.
- **Maintain visual connections to the water** - The existing primary and secondary dunal systems means that views to the water are restricted to locations with a higher elevation than the dunes such as Davey Street and Plowman Place. These views will reduce over time as development occurs however visual breaks between buildings should be provided to maintain views to the water and views to the sky.
- **Strengthen the coastal character** - There are only a handful of streets in the FMAC which give that impression that you are near the water. As water views are limited, other elements will need to strengthen the connection to the water, such as the Norfolk Island Pines along Davey Street and ti-trees informally located along entrance roads. In additions, new development can utilise materials that complement the coastal environment and utilise coastal plant species in landscaping.

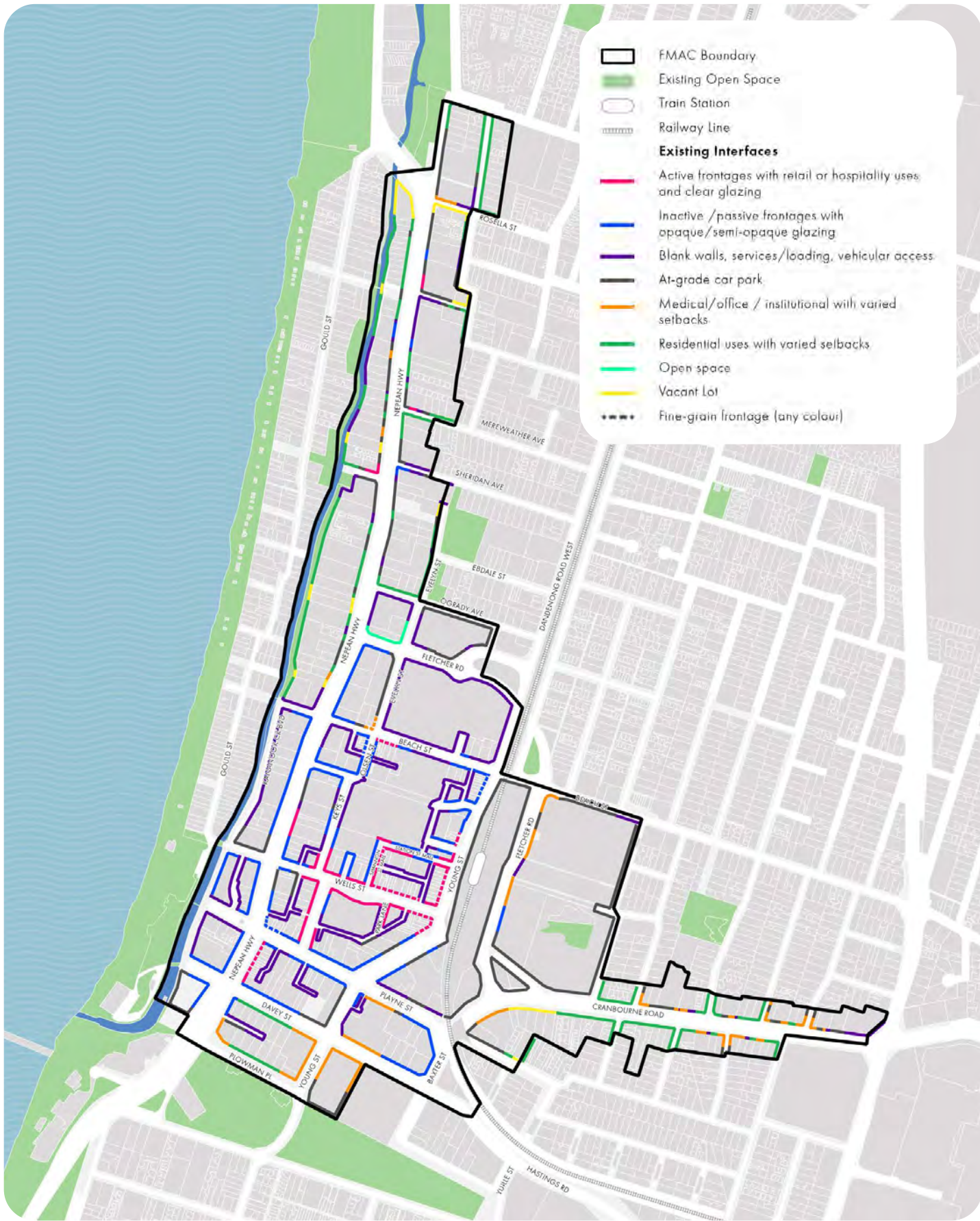


Figure 13. Built form interfaces map

3.5 Public Realm

Streetscapes

A key to revitalising the FMAC will be creating enjoyable experiences within the streets. This experience will be influenced by the vibrancy of land uses, the quality of the buildings, and also the quality and attractiveness of the public realm.

The streets within the FMAC act as key public spaces because of the lack of dedicated gathering spaces. The footpaths currently provide a strong focus on circulation with limited space for public seating, outdoor dining and incidental gathering. In addition, there is cluttering of the footpaths caused by light poles, parking signage and other infrastructure. Mixed paving materials also reduces visual cohesion.

A number of the streets in the FMAC including Playne Street, Young Street and Nepean Highway, have a disproportionate amount of space allocated to motor vehicles relative to their traffic role. There is an opportunity to re-balance these streets to create greener places and a more pedestrian friendly environment that stimulates economic activity for adjoining businesses.

Nepean Highway plays an important role in the FMAC not only as a key traffic arterial but also in connecting people from the city centre into Kananook Creek and the foreshore and is also the front door to the FMAC. It currently presents as a car dominated environment, which diminishes the public realm and its potential as a place for retail and hospitality activity. There is a significant opportunity to transform Nepean Highway into a green boulevard with a reconfigured road space providing more space for pedestrians, cyclists and street tree planting.

The Bayside Shopping Centre occupies a substantial footprint within the FMAC and impacts on the look and feel of many city centre streets. The centre has provided activation at some entrances however there are opportunities for additional activation if the centre is redeveloped. This would also include providing additional open air pedestrian links through the shopping centre to create more options for people to walk through the FMAC.

Entry and Arrival Experiences

The FMAC's gateways, arrival spaces and entry roads play an important role in the identity of the centre. The key FMAC entries include:

- **Nepean Highway southern entry** - An attractive coastal landscape experience is provided leading up to this entrance, which is lost with an increase in vehicle lanes and a reduction in informal coastal planting. The Quest Hotel and South East Water building are prominent along this entry.
- **Nepean Highway northern entry** - The crossing of Mile Bridge is a key part of this entry which should be celebrated. Beyond this point the character is mixed with buildings of varied setbacks and forms. The city centre entrance is marked with an increase in vehicle lanes and the introduction of zero setback buildings on the eastern side of the highway.
- **Cranbourne Road** - Recent plantings along Cranbourne Road have enhanced the green and spacious feel of this entry. The experience diminishes crossing into Playne Street and Davey Street with the confluence of roads and rail bridges.
- **Transit Interchange** - This is the arrival point for people travelling by train or bus. The recent upgrades to the station and Young Street and City Park are effective in drawing people into the city centre. There are opportunities for further enhancement through an improved pedestrian underpass and an arrival public space on the east side of the railway line that connects to Chisholm Frankston.
- **Ring Road: Fletcher Road and Davey Street** - The 2015 Structure Plan identified the opportunity to strengthen planting along the Ring Road to create a green enveloping edge to the FMAC. This is provided on the southern side of Davey Street with the iconic Norfolk Island Pines which contribute to the coastal character. There are opportunities to strengthen planting along the northern side of the street and along Fletcher Road.



Figure 14. Public Realm Analysis and Opportunities

Open Space

As land uses intensify and the residential population within the city centre increases, Frankston’s open space areas will play a greater role in providing a diverse range of recreational activities for residents, workers and visitors. There are opportunities to enhance the open space network with improved function, amenity and connections.

The southern edge of the FMAC is well served by open space, with a strong band of parkland including the Botanic Gardens, Beauty Park and Frankston Oval, which together create a green edge to the city that extends to the foreshore. In the north and east, smaller open spaces are provided serving a local residential catchment.

Analysis has identified a lack of a centrally located ‘green’ open space within the city centre with the closest park over 600m from the railway station. There is a major opportunity to provide a new space or multiple spaces within the heart of the FMAC, which could be delivered the redevelopment of Council owned car parks, re-purposing of existing road space or land acquisition. These spaces would provide a place for the community to come together and also link the precincts across the FMAC.

The foreshore reserve is perhaps the most recognised and naturally beautiful open space asset, providing for a range of recreational and lifestyle activities. There has been a long held aspiration to better connect the foreshore to the city centre streets and this should pursued through the Structure Plan.

Kananook Creek provides a key role in connecting the foreshore to the city centre. The creek environment is degraded in some areas, buildings turn their back on the creek, and Kananook Creek Boulevard is a car dominated environment. It has the potential to become a major destination for the FMAC allowing people to promenade from Beach Street through to the foreshore reserve, engaging with the water and experiencing a range of public spaces, entertainment and hospitality activities.

3.6 Safety and Amenity

Community perceptions of safety in Frankston are lower than Metropolitan Melbourne. 70.4% of residents feel very safe in public spaces during the day but this drops to 28.6% at night time.¹

There are elements of the FMAC, which could be improved to reduce the opportunities for crime to occur. The Crime Prevention Through Environment Design (CPTED) approach provides some good guidance on how this can be achieved in the FMAC. Particular design changes could include:

- **Streetscape improvements** - This will provide spaces that people want to inhabit thereby increasing passive surveillance.
- **Improving sightlines** - Unblocking dead-ends allowing sightlines through streets and laneways. These could occur in numerous locations across the FMAC.
- **Activating the street during day and night** - providing active uses at ground level throughout the day and night.
- **Habitable ground floor spaces** - providing buildings with windows allowing interaction between the ground floor and the street. There are numerous opportunities for improvements in the FMAC particularly around the laneways and Beach Street.
- **More people living in the FMAC** - Providing opportunities for housing above shops so that eyes are provided onto the street.

¹ Frankston City 2021 Annual Community Satisfaction Survey



Inactive uses at ground level reduce the feeling of safety in Clyde Street Mall.



Hospitality uses on Nepean Highway provides for activity across the day and night.

3.7 Walking and Cycling

Walking

The pedestrian network to the east, north and south of the FMAC is relatively permeable as demonstrated through the half ‘diamond’ shape of the walking catchment as shown at Figure 15. However, this is not consistent with perceived and actual walkability of the centre due to a number of pedestrian barriers and poor quality walking environments in many locations.

Key walking barriers include Nepean Highway which limits access to the Foreshore and Kananook Creek, and the railway line which significantly reduces access to and from residential areas to the east. Fletcher Road in the northern part of the FMAC is another key barrier with a limited number of crossing opportunities.

The central blocks of the FMAC have a good level of walking permeability, however there is an opportunity for improvements through additional links that enhance east-west and north-south movement through the city centre. The Bayside Shopping Centre and Nepean Highway between Beach Street and Wells Street should be a focus for new links.

The dominance of space allocated to motor vehicles is another element which reduces the attractiveness and safety of the walking environment. Playne Street, Young Street (between Wells St and Playne St) and the Nepean Highway have substantial space allocated for vehicle lanes and parking, and limited space for pedestrians. The balance of these streets should be addressed to provide wider footpaths and additional street trees to make them more inviting and comfortable for pedestrians.

Cycling

Cycling infrastructure is generally located at the periphery of the FMAC with no connections through the city centre streets.

The Baxter Trail connects people to the edge of the FMAC however it terminates at Playne Street and doesn't bring cyclists to the station or through the FMAC. The Kananook Creek trail is located at the western edge of the FMAC and the Bay Trail is located at the southern edge. Bike lanes are provided on Nepean Highway north and south of the FMAC however don't connect through into the city centre.

There are significant opportunities to increase cycling infrastructure through the FMAC to provide cross-centre connections into the broader cycling network.

The continuation of the Baxter trail through the station area to connect into the Caulfield-Frankston Rail trail should be a key priority. This will provide for a continuous cycling trail between Baxter and Caulfield.

The Nepean Highway between Fletcher Road and Pier Promenade is another key missing link in the cycling network. Future upgrades to the highway should provide for new bike lanes in both directions. This should be supported by east-west connections through the FMAC connecting the Highway to the Baxter Trail. Playne Street and Beach Street are preferred locations to service the northern and southern extents of the FMAC.

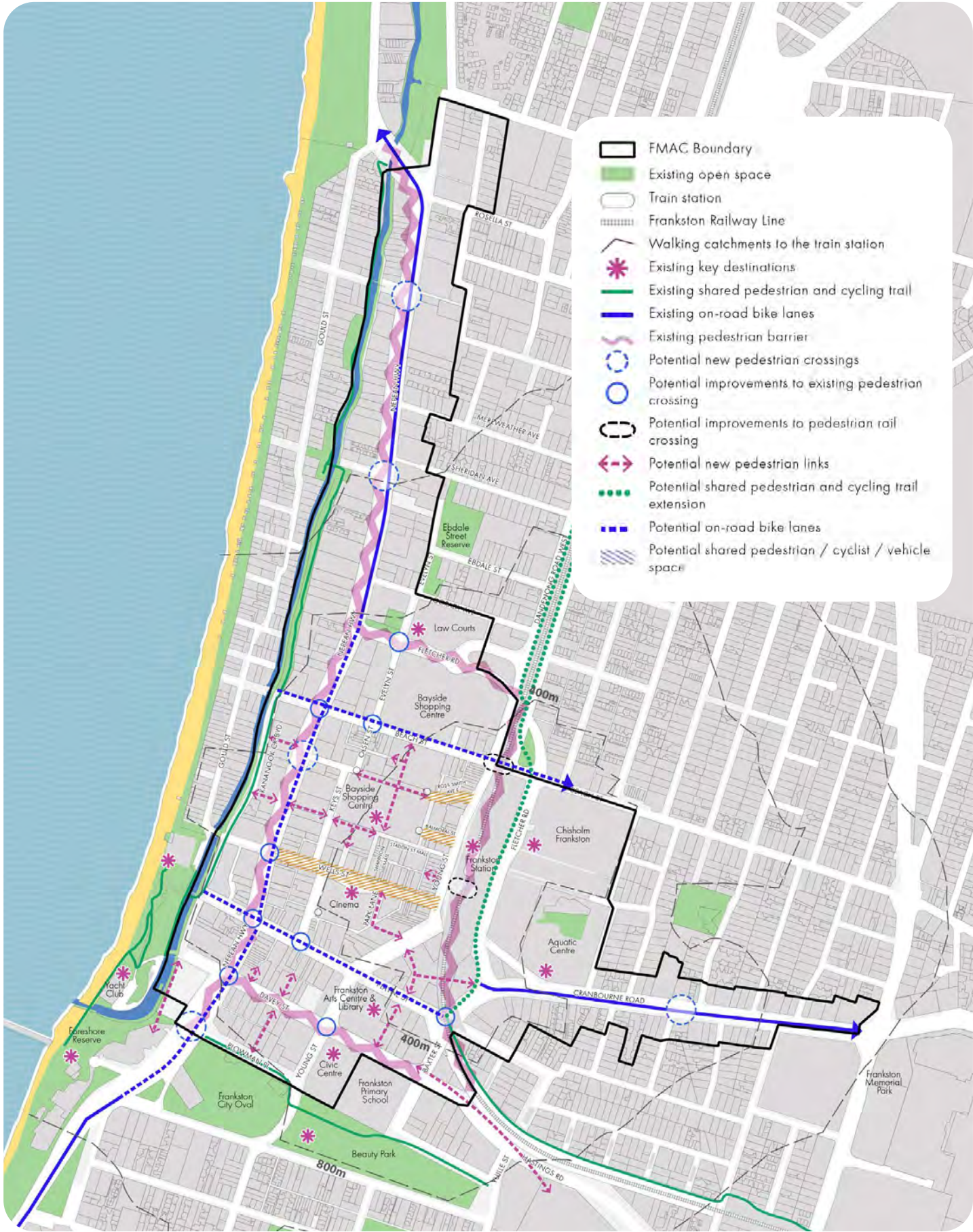


Figure 15. Walking and Cycling Analysis and Opportunities



Precinct Analysis & Opportunities

- 4.1 Overview
- 4.2 Precinct 1 – City Centre
- 4.3 Precinct 2 – Transport interchange, Community and Education
- 4.4 Precinct 3 – Arts, Entertainment and Government Services
- 4.5 Precinct 4 – Waterfront
- 4.6 Precinct 5 : Nepean Boulevard Gateway
- 4.7 Precinct 6 - Cranbourne Road Gateway

4.1 Overview

This chapter of the report provides for a detailed assessment of the following FMAC Precincts:

- 1. City Centre
- 2. Transport interchange, Community and Education
- 3. Arts, Entertainment & Government Services
- 4. Waterfront
- 5. Nepean Boulevard Gateway
- 6. Cranbourne Road Gateway

This chapter focuses on similar themes outlined in the Chapter 3 and identifies a range of opportunities for each of the precincts. These opportunities are mapped in Figure 16.

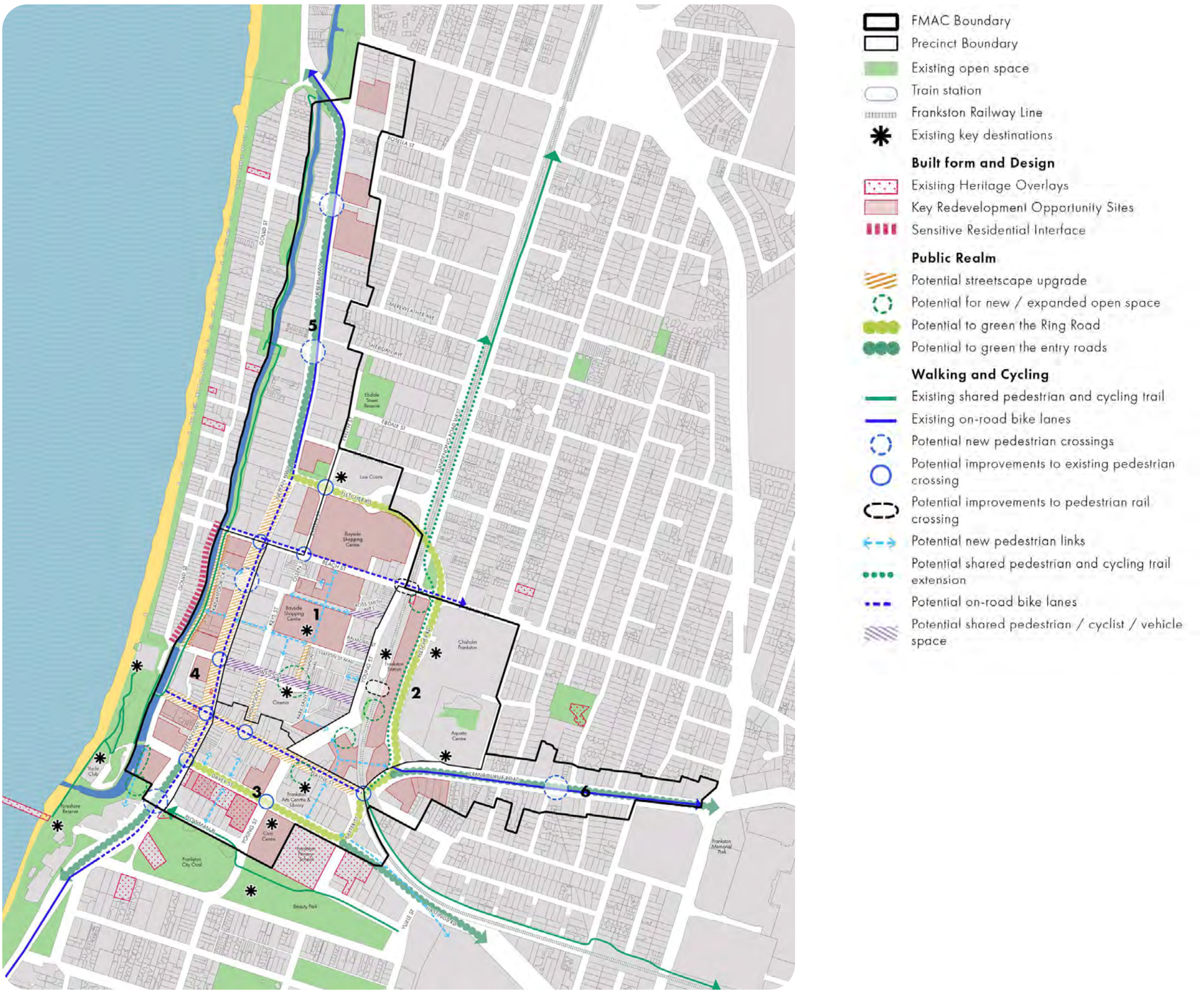


Figure 16. FMAC Analysis and Opportunities

4.2 Precinct 1 – City Centre

Precinct Overview

The City Centre Precinct is the heart of Frankston. It is the focus for retail and hospitality activity which is provided through strip shopping and the Bayside Shopping Centre.

Well Street, Shannon Mall and Station Street are the key locations for street based retail and provide comfortable spaces for pedestrians. Thompson Street and Young Street are other key streets however retail activity is less vibrant.

The existing laneways are a unique feature of the precinct and have been a focus for street art and events in recent times. There are opportunities to build on this through further activation and improvement.

The walking network across the precinct is relatively permeable however it could be enhanced with new, open links through the Bayside Shopping Centre and connections to the Nepean Highway. Importantly, increased pedestrian priority and activation along the walking network will create contribute to more vibrant streets.



Figure 17. Precinct 1 Analysis and Opportunities

Built Form and design

Existing Conditions

- Bayside shopping centre has a significant impact on the built form character of precinct 1. It has substantial footprint and presents to many streets with blank walls, loading areas and car parking entrances.
- There is some presence of fine-grain shopfronts which are focused primarily in Wells Street and Young Street.
- There are limited examples of high quality architecture within the precinct. Most buildings are 1-2 storey shopfronts with minimal detailing.
- The low scale buildings result in good sunlight to existing footpaths. White street has buildings of four and five storeys either side of the mall and receives limited sunlight.
- The Quest Hotel is the highest building in the Precinct at 46.2m. It is visible from many vantage points across the FMAC due the absence of buildings of as similar scale.
- There are a number of streets with extensive blank walls that reduce activity and passive surveillance in the street. These include Key Street, Olsen Street, Evelyn Street and parts of Beach Street.
- 12 Balmoral Walk is a significant proposed development within the precinct. It will provide for a mixed-use building of eight storeys, a new east-west connection between Keys Street and Shannon Mall, and provide for the continuation of White Street Mall.
- There are a number of shopfront vacancies across the precinct which diminishes the liveliness and safety of streets.

Key Opportunities

- There is an opportunity to provide clear guidance for built form to ensure development address the street level with active uses and appropriate levels of glazing.
- Bayside Shopping Centre addresses key streets with number of loading areas and car parking entrances. There is an opportunity to work with Bayside Shopping Centre to ensure future development enhances these interfaces.
- The footpaths of Precinct 1 important spaces for people to meet, socialise and shop. Built form controls should be developed to maintain sunlight to these spaces at key times of the year.
- Larger land holdings within the precinct provide opportunities for taller buildings with minimal shadow impacts on the surrounding streets and neighbouring properties.
- A lower scale street wall should be provided across the precinct that relates to existing built form and does not overwhelm the street.
- The fine-grain character of some parts of Precinct 1 is important and creates a diversity of built form and activity. It will be important to retain this character and extend it further across the precinct to support retail activity.



The Wells Street Cinemas is a key destination and activates the adjoining plaza space



White Street Mall has limited activation from adjoining uses and the buildings overshadow the public space.



A recent apartment building in Balmoral Street



Keys Street has limited activation secondary retail uses and a number of blank walls.



Low scale shopfronts along Thompson Street



A mural in Ross Smith Avenue East creates visual interest on a large unarticulated wall. The shopping centre entrance is also enhanced with an outdoor dining area.

Public realm

Existing Conditions

- Key public spaces within the Precinct include Shannon Mall, Station Street Mall, White Street and Clyde Mall. Shannon Mall attracts the most pedestrian activity providing a connection between Wells Street and the Bayside Shopping Centre.
- Station Street Mall has been recently upgraded providing high quality surfacing, seating, landscaping and lighting. It provides a key connection between the station and Bayside shopping Centre.
- The footpaths of Wells Street, Young Street and Thompson Street are the other key public spaces within the Precinct. Wells Street has the greatest amount of pedestrian activity due to its retail and hospitality focus.
- The streetscapes are mixed in terms of quality. Footpath widths vary and are frequently disrupted by driveway crossovers. There is generally a lack of greenery in the streetscapes.
- The laneways are a distinctive feature of Precinct 1. There are varying levels of activation in the laneways. Street art in lanes such as Thomson Lane and Gallery Lane creates interest and a reason for people to visit these spaces.

Key Opportunities

- The public realm palette across the precinct is varied. A consistent palette should be provided in future streetscape upgrades to create visual cohesion.
- There is an opportunity to introduce more greenery through street tree planting and water sensitive urban design treatments in all streets.
- Shannon Mall experiences significant usage. It would benefit from a streetscape upgrade with high quality surfacing, planting and street furniture.
- There is an opportunity to provide a streetscape upgrade to Thompson Street to enhance its retail role and important role in connecting between Playne Street and Wells Street.
- There is an opportunity for a centrally located gathering space. This could be located in proximity of Wells Street and Shannon Mall. Land acquisition may be required to deliver this space.
- Laneway activation across the precinct varies. There are opportunities to strengthen activation through the redevelopment of properties and laneway upgrades including surfacing improvements and lighting.

Walking and Cycling

Existing Conditions

- The precinct includes a number of pedestrian malls which provide for safe access. Shannon Mall and Station Street Mall are the most activated while White Street Mall and Clyde Street Mall lack activation.
- Fletcher Road is major pedestrian barrier for accessing residential and employment areas to the north. There are no signalised crossings between Nepean Highway and Young Street.
- There are no bike lines in the precinct however bike parking is provided in some locations.
- Keys Street, Olsen Street and Evelyn Street provide a poor pedestrian environment with narrow footpaths, limited surveillance from adjoining uses, and a large number of crossovers and loading areas disrupting the footpath.

Opportunities and Challenges

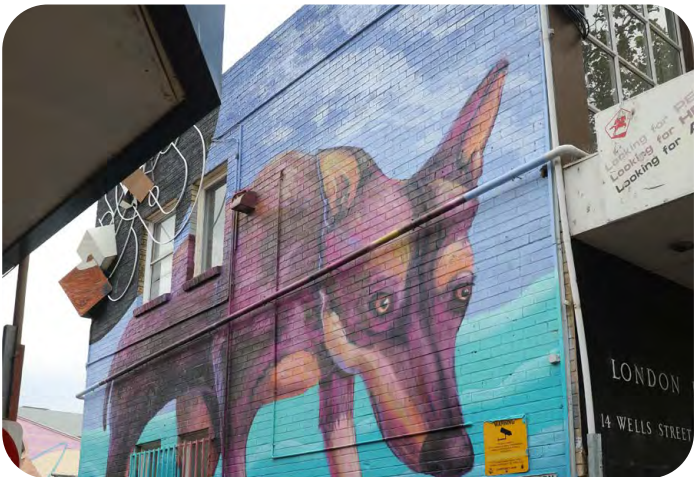
- Bayside Shopping Centre occupies a significant footprint in the City Centre. Although it provides north-south and east-west pedestrian access through the shopping centre, it would be beneficial if these links were accessible across the day and night.
- There is a opportunity to improve pedestrian access to the northern residential areas through a new signalised pedestrian crossing on Fletcher Road.
- There is an opportunity to create an additional east-west pedestrian link between Keys Street and Nepean Highway. This should integrate with future links provided on the west side of Nepean Highway.
- Wells Street presents an opportunity for a shared vehicle, pedestrian and cyclist space to strengthen activity in this important street.



Station Street Mall has recently been upgraded with new seating, landscaping and paving



Shannon Mall is heavily used and would benefit from a streetscape upgrade to reflect its important role



Wall mural in Gallery Lane

4.3 Precinct 2 – Transport interchange, Community and Education

Precinct Overview

The Frankston Railway Station and adjoining bus interchange is a key focus for Precinct 2. The recent upgrade to the station, Young Street and City Park has created a high quality arrival for visitors.

Chisholm Frankston is a key educational anchor for the FMAC and has undergone recent expansion. This facility could be better connected into the FMAC and the station precinct as could the Peninsula Aquatic Recreation Centre (PARC).

At-grade car parking addresses the entire length of Fletcher Road creating limited street activity. A multi-level car park is planned for part of the car park which will also provide limited activation to Fletcher Road.

On the west side of the railway line, the Sherlock and Hay’s site and adjoining properties provide for good redevelopment opportunities in close proximity to the railway station and arts precinct.



Figure 18. Precinct 2 Analysis and Opportunities Plan

Built form and design

Existing Conditions

- The recently completed Frankston Station provides a landmark building in the precinct creating a high quality arrival for public transport users.
- The Sherlock and Hay's site which is owned by Council presents a significant development opportunity for the precinct.
- The precinct is generally comprised of at-grade car parks and as such lacks a cohesive built form character.
- Chisholm Frankston includes a number of recent buildings that provide a high quality address to Fletcher Road. The street wall height in some locations is approximately 20m. The varied setbacks of the Chisholm Frankston buildings breaks the bulk of the built form, creates entrances for buildings and provides landscaping.
- There are large development sites within the precinct with minimal sensitive interface issues.

Key Opportunities

- There is an opportunity for a high quality building at the corner of Cranbourne Road and Fletcher Road to enhance the eastern entrance into the FMAC. This site is highly visible when approaching the FMAC along Cranbourne Road.
- The Sherlock and Hay's site presents a significant development opportunity. It is located in close proximity to the station and Wells Street and could provide a future civic heart for the FMAC. It has the potential to provide a future gathering space for the community and provide a bridge connection across the railway line if redeveloped.
- There is an opportunity to enhance Fletcher Road with high quality development that engages with the adjacent footpath.
- Playne Street will be an important public realm spine for the arts and entertainment uses. Built form controls should seek to maintain sunlight to the southern footpath of Playne Street. This should also take into account any future expansion of the footpath.
- City Park is a key open space for the FMAC and built form controls should be developed to protect sunlight to this space.
- Other key public spaces include the eastern footpath of Young Street and the eastern platform of the railway station. Built form controls should ensure sunlight is maintained to these spaces



Recently developed Frankston Station building provides a high quality arrival experience.



Recently developed Chisholm Frankston buildings.



Council owned car park at the corner of Fletcher Road and Cranbourne Road is very prominent when approaching the FMAC along Cranbourne Road.



The Peninsula Aquatic Recreation Centre

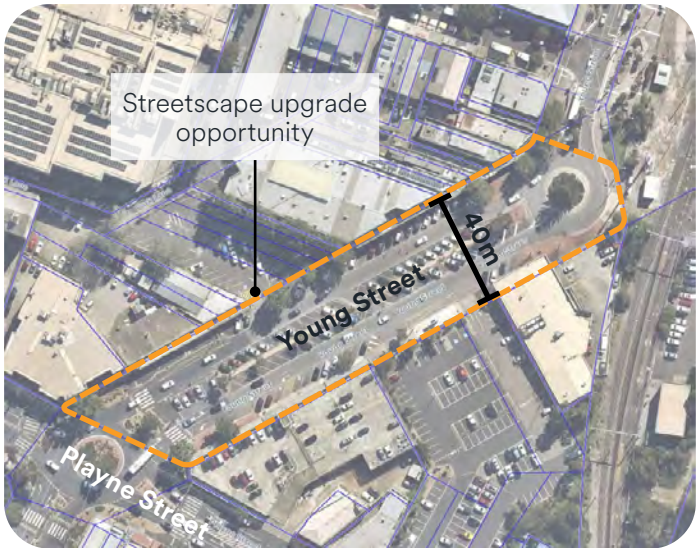
Public realm

Existing Conditions

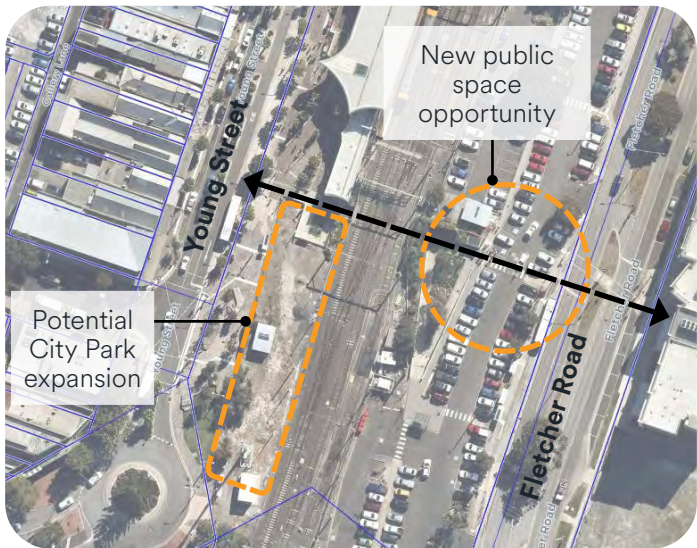
- Young Street is a key public space within the precinct. North of Wells Street has been upgraded in recent times providing comfortable pedestrian spaces. South of Wells Street however has not been upgraded and is dominated by motor vehicles with significant space allocated to lanes and parking.
- City Park is the a key public space within the heart of the FMAC however it is limited in size. Future expansion of the park to the east has been identified by Council.
- The western station forecourt has improved the public realm experience for pedestrians with landscape design and integrated seating.

Key Opportunities

- There is an opportunity to expand City Park further to the east to create larger open space in the heart of the FMAC
- There is an opportunity to create arrival open space on the east side of the railway line that provides for a high quality connection across to Chisholm Frankston.
- There is an opportunity to create a new civic focused open space on the Sherlock and Hay's site as part of redevelopment of the site.
- There is potential for a new open space at the northern end of the railway car park adjacent to the existing rail signal box. The heritage signal box to be re-purposed to activate the space.
- Fletcher Road is an important edge to the FMAC. There is an opportunity to provide additional street tree planting and landscaped setbacks to create a green enveloping edge to the FMAC.



Opportunity to upgrade Young Street to provide more tree planting and wider footpaths.



Opportunity to expand City Park and provide a public space on the east side of the railway line to connect into Chisholm Frankston.



Opportunity for a new park adjacent to the heritage signal box building.

Walking and Cycling

Existing Conditions

- The rail corridor physically divides the precinct into to two halves. There is limited connectivity across the railway line.
- The Beach Street at-grade crossing is considered to be unsafe. Pedestrians are required to cross four railway lines.
- The existing pedestrian underpass was not upgraded as part of the station redevelopment. It continues to provide an unsafe environment with hidden and concealed view lines from the stairs and ramp.
- The Frankston-Baxter trail extends to edge of the precinct but stops at Playne Street and does not connect through. The connection from the end of the trail into the FMAC is not clear and convenient for pedestrians and cyclists.

Key Opportunities

- There is an opportunity for a new pedestrian link through the Sherlock and Hay's site to connect the Frankston Arts Centre into Young Street and the railway station.
- There is an opportunity to extend the Frankston-Baxter trail through the precinct to connect into the existing shared path north of Cricklewood Avenue
- There is an opportunity to improve the existing railway underpass through potential widening and improved viewlines from adjacent spaces.
- The Beach Street railway crossing is unsafe and should be improved.



Opportunity to improve the Beach Street railway crossing.



Opportunity to enhance viewlines into the existing railway line underpass



Views into the underpass are limited from Fletcher Road

4.4 Precinct 3 – Arts, Entertainment and Government Services

Precinct 3 - Overview

The Arts, Entertainment and Government Services Precinct is anchored by the Frankston Arts Centre and Library which is supported by retail and hospitality uses along Playne Street. Davey Street has a different role providing office uses and business services on the northern side of the road and a mix of government services and offices on the southern side. The existing Civic Centre is a key land use within the precinct however the facility is ageing and it could be better integrated with the city centre streets.

The precinct offers a high level of amenity with Beauty Park, Frankston Oval and the foreshore reserve in close proximity. Development on the elevated parts of the precinct can take advantage of this amenity and the expansive views that would be offered from upper levels of buildings.

Playne Street has significant potential to become a key spine connecting the Frankston Arts Centre and Library to the foreshore reserve. There is space within the road reserve to provide for additional greening, increased footpath space and bike lanes.

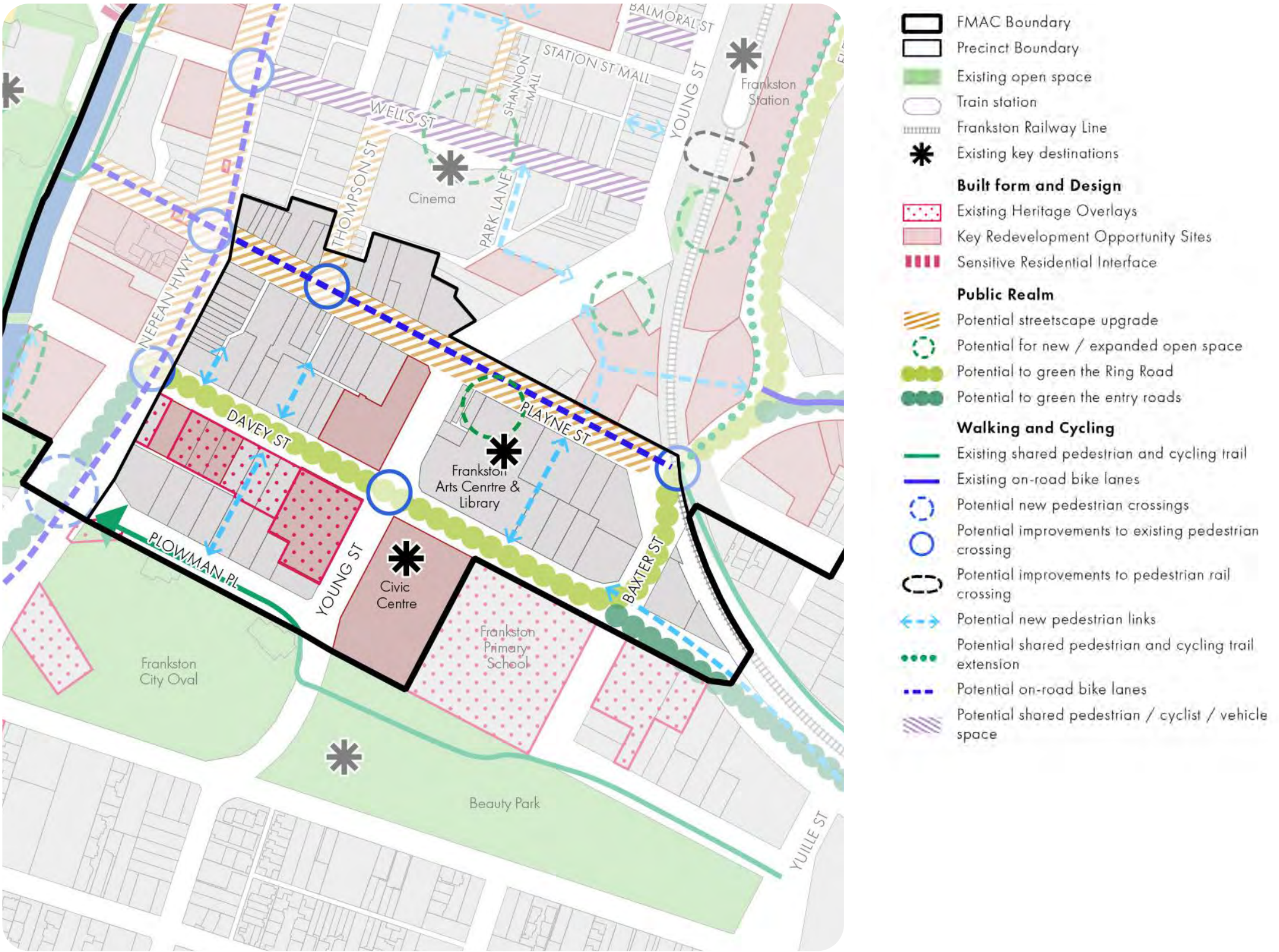


Figure 19. Precinct 3 Analysis and Opportunities Plan

Built form and Design

Existing Conditions

- The north side of Davey Street and both sides of Playne Street lack a cohesive character with a mix of one and two storey shopfronts, office buildings and areas of at-grade car parking.
- Development south of Davey Street includes office buildings and dwellings in a landscape setting with front, side and rear setbacks.
- The southern side of Davey Street is covered by Heritage Overlay recognising an area of intact inter-war and post war dwellings.
- The Horizon Development is currently under construction on Plowman Place. This will provide for a nine storey residential development with expansive views to the water.
- There is a recent building of five storeys in Playne Street with community services at ground level and apartments above.
- The Frankston Arts Centre and Library is a key destination for the precinct and FMAC however it is not well integrated into the city centre and station.

Key Opportunities

- The existing Civic Centre site presents a good opportunity for redevelopment if the centre is relocated to another site.
- The elevated parts of the precinct near Davey Street and Plowman Place are highly visible from surrounding area. Built form will need to be of significant quality in these locations to enhance views.
- The Frankston Arts Centre and Library is a key land use anchor for the precinct and the FMAC. It would benefit from better integration with Playne Street and Davey Street.
- Development along the south side of Davey Street should provide appropriate setbacks and street wall heights to respond to the existing Heritage Overlay.
- Bay Lane is a narrow laneway and will require widening to service future development.
- Playne Street will be an important public realm spine for the arts and entertainment uses. Built form controls should seek to maintain sunlight to the southern footpath of Playne Street. This should also take into account any future expansion of the footpath.
- Frankston Oval and Beauty Park are key open space assets for the FMAC and built form controls should be developed to protect sunlight to these spaces.
- Other key public spaces include the footpaths of Young Street, the Western footpath of Nepean Highway and the southern footpath of Davey Street. Built form controls should ensure sunlight is maintained to these spaces.



Buildings within the Heritage Overlay on Davey Street



The Frankston Arts Centre.



Shopfronts on Playne Street.



Existing housing on Plowman Place.



The Deck Hotel is located on a prominent corner and covered by a Heritage Overlay.



The Mechanics Institute is an important character building in the precinct.

Public Realm

Existing Conditions

- Playne Street is a key public space however it has varied footpath widths and surfacing, and has intermittent street tree planting.
- There has been some temporary use of car parking bays for outdoor dining at the western end of the street.
- Davey Street has a suburban character with grass verges on either side. The large Norfolk Island Pines on the southern side of the road are an iconic feature and visible from many locations.
- The Frankston Arts Centre and library forecourts include large expanses of paved bricks and generally lack greenery.

Key Opportunities

- There is a significant opportunity to enhance Playne Street as a key spine for the arts and entertainment precinct. There is space within the road reserve to provide wider footpaths, bicycle lanes, additional planting whilst maintaining vehicle access and parking.
- There is an opportunity to upgrade the forecourts of the Library and Frankston Arts Centre to enhance these key destinations. This should be considered as part of an integrated masterplan of the facilities.
- The southern side of Davey Street includes the iconic Norfolk Island Pine trees and large trees in front of the Civic Centre, however there is a lack of street trees on the southern side of the road. There is an opportunity to strengthen planting on the northern side to create a green edge to the FMAC.

Walking and Cycling

Existing Conditions

- The bay trail is a shared walking and cycling path located south of the precinct within Beauty Park and along the southern side of Plowman Place.
- There are no bike lanes within the precinct.
- Davey Street presents as a barrier for north-south pedestrian movements. However it is also identified as part of the perimeter ring road for the FMAC which means it needs to provide vehicle priority.
- The existing roundabout at the corner of Thompson Street and Playne Street reduces pedestrian priority and safety due to the consistent flow of vehicles.

Key Opportunities

- There is an opportunity to provide bike lanes along Playne Street. This will facilitate east-west movement through the FMAC allowing cyclists to access city centre streets. It will also connect the Frankston-Baxter Trail to the Kananook Creek Trail.
- There are opportunities to enhance the pedestrian environment along Playne Street with wider footpaths to support movement and outdoor dining and pedestrian priority at intersections.



The Frankston Arts Centre forecourt is dominated by red brick paving with limited landscaping.



Large Palm trees with understorey planting and Cypress Pines are key elements of the Plowman Place streetscape.



The Library forecourt could be enhanced with more landscaping and improved engagement from adjoining buildings.



There is an opportunity for a new pedestrian crossing on Nepean Highway near Plowman Place.



Existing outdoor dining along Playne Street.



Opportunity to upgrade Playne Street.

4.5 Precinct 4 – Waterfront

Precinct Overview

The waterfront precinct is in a prized location adjacent to Kananook Creek and the foreshore reserve. It is considered to be underutilised and would benefit from greater activation and improvement to draw people into the area.

Kananook Creek is one of Frankston’s major assets, however it currently presents as a degraded environment that does not fulfil its potential. It lacks consistent landscaping, has limited natural qualities, buildings turn their back on the creek, and Kananook Creek Boulevard is a car dominated environment with limited space for people. The creek has the potential to become a major destination for the FMAC.

Nepean Highway is the front door for the FMAC however it currently serves as a traffic sewer with up to three traffic lanes in each direction and limited space for pedestrians. The large Fig and Cypress trees located in the central median are iconic elements however are not present in some sections because of vehicle turning lanes.

Business activity along the Highway is mixed. There is a concentration of hospitality and entertainment uses focused around Wells Street and Playne Street, while elsewhere there is a mix of secondary retail, business services and many vacant shopfronts. The lack of activity and poor quality buildings and streetscapes create an undesirable environment in some sections.

There is an opportunity to revisit the role and configuration of Nepean Highway and transform it into an iconic tree lined boulevard.



Figure 20. Precinct 4 Analysis and Opportunities Plan

Built form and design

Existing Conditions

- The precinct lacks a cohesive built form character.
- The Nepean Highway frontage includes a range of shopfronts and offices with varied level of engagement to the footpath. Most buildings include glazing at street level however land uses are typically business services and secondary retail which provide limited activity.
- Development generally provides a poor address to Kananook Creek with car parking and rear of buildings addressing the creek frontage.
- The South East Water building was developed in 2015 however it is not considered an appropriate outcome for the precinct. The building has no upper-level setbacks to the creek frontage which increases its visual bulk and causes additional overshadowing of the adjoining public realm. The building is over 100m in length without any visual breaks resulting in a monolithic form. It provides some engagement with Kananook Creek however the scale of the building overwhelms the promenade.
- The Comfort Station within the Playne Street Road Reserve is a notable historic building and is protected by a Heritage Overlay (HO54).
- The precinct has a number of sensitive interfaces. The Long Island residential area is located on the west side of the creek between Beach Street and Wells Street. The foreshore reserve and the Kananook Creek are the other sensitive interfaces.

Key Opportunities

- The foreshore reserve, Kananook Creek and the Kananook Creek Trail are key public spaces or the precinct. Future built form controls should seek to maintain sunlight to these spaces.
- The Kananook Creek and adjoining foreshore reserve are significant natural assets for the precinct. Development should be of a scale that does not overwhelm these spaces.
- The visual impact of development from Long Island Residences should be considered in determining future building heights and setbacks.
- There is a significant opportunity to enhance the frontages to Kananook Creek and Nepean Highway with new built form that engages with the adjoining footpaths.
- Development within this precinct will be highly visible from key viewpoints and should be of significant quality to enhance views to the precinct.
- There is an opportunity to remove vehicle access from Kananook Creek Boulevard South by providing vehicle access from Davey Street and Playne Street when properties are redeveloped.



Existing office development on Nepean Highway



Development along Kananook Creek Boulevard provides no engagement with the creek



Opportunities for improved building engagement with Kananook Creek.



Opportunities to remove vehicle access from Kananook Creek Boulevard South to create a pedestrian and cyclist only space.



The South East Water building overwhelms the creek space with its bulky forms.



Existing Long Island interface on the west side of the creek.

Public Realm

Existing Conditions

- The Kananook Creek is a major asset for the precinct however it doesn't fulfil its potential. It lacks vegetation and a natural character.
- The foreshore reserve is a significant destination that can be easily accessed from the precinct with multiple pedestrian bridges across the creek.
- McCombs reserve is located at the southern end of the precinct and has historically been used for events. Pedestrian connections to the site are limited.
- Kananook Creek Boulevard is a key public space however the footpath is very narrow and there is no activation from adjoining uses.
- Nepean Highway is a vehicle dominated space which lacks greenery and has an unwelcoming feel for pedestrians.
- The Kananook Creek promenade does not continue north of Davey Street.

Key Opportunities

- There is an opportunity to enhance Kananook Creek Boulevard. This would be achieved through public realm improvements and activation of the street from adjoining uses.
- Nepean Highway presents a significant opportunity for transformation into an iconic boulevard. Future upgrades should seek to provide significant tree planting, wider footpaths and new bike lanes.
- There is an opportunity to extend the Kananook Creek promenade north of Davey Street to connect into McCombs Reserve.

Walking and Cycling

Existing Conditions

- Nepean Highway is a vehicle dominated environment and uninviting for pedestrians. It is also a barrier for accessing the foreshore from the eastern parts of the FMAC.
- Bicycle lanes on Nepean Highway are located to the north and south of the precinct but do not continue through the precinct.
- The footpath on Kananook Creek Boulevard is narrow and would not be able to support activities such as outdoor dining whilst allowing for clear pedestrian movement.
- The Kananook Creek Trail is located at the western edge of the study area and is a major recreational asset for the community.

Key Opportunities

- There is an opportunity to provide additional east-west mid-block pedestrian laneways between Beach Street and Wells Street to make it easier to access Kananook Creek from the city centre.
- There is an opportunity for bicycle lanes along Nepean Highway to provide for a continuation of the existing on-road lanes located to north and south of the precinct.
- There is an opportunity for an additional signalised pedestrian crossing on Nepean Highway in the vicinity of Ross Smith Avenue. This will enhance access between the city centre and the foreshore.



Opportunities to continue the Kananook Creek Promenade through to McCombs Reserve.



Location for future link through the Cheeky Squire site.



Kananook Creek promenade adjacent to the South East Water building.



Kananook Creek Boulevard lacks tree planting and has a narrow footpath on the east side of the road.



Existing Fig trees on Nepean Highway should be incorporated into future streetscape upgrades.

4.6 Precinct 5 : Nepean Boulevard Gateway

Precinct Overview

The Nepean Boulevard Gateway currently provides for a range of commercial uses and housing in a mix of commercial buildings, detached dwellings, strata units and multi-level apartment buildings. Buildings increase in scale and density between Fletcher Road and Beach Street.

Development is of mixed quality and makes limited contribution to the desired boulevard character. There is an opportunity for high quality development with landscaped setbacks that enhances the Nepean Highway.



Figure 21. Precinct 5 Analysis and Opportunities Plan

Built form and Design

Existing Conditions

- Existing building heights are typically 1-2 storeys with a number of 3-4 storey developments focused towards the southern end of the precinct.
- Built form character across is mixed. Recent and post-war walk-up apartment buildings are interspersed with detached dwellings and commercial buildings.
- Development generally maintains front and side setbacks which creates a sense of spaciousness across the precinct. The front setback is often used as parking for businesses and as a result the precinct doesn't have as much tree cover as it could.
- Schedule 5 to the Design and Development Overlay (DDO5) currently applies to the precinct and supports building heights of between 12m and 38m. Lower building heights are provided on the west side of the Highway adjacent to Kananook Creek and in the northern parts of the Precinct.

Key Opportunities

- The precinct has an opportunity to enhance the Nepean Highway as a key boulevard with high quality development and landscaped setbacks.
- Car parking should be discouraged in the front setback to allow opportunities for landscaping.
- There are opportunities to encourage hospitality uses and outdoor dining opportunities along the intersecting side streets between the Nepean Highway and Kananook Creek.
- Kananook Creek is a sensitive interface and development should respond with appropriate setbacks and design measures.

Public realm

Existing Conditions

- The central median of Nepean Highway is wide and includes substantial tree planting.
- An Avenue of Honour Memorial is located at the southern end of the precinct in the central median. It is difficult to access with no clear pedestrian path leading to the memorial.
- The eastern and western verges have limited tree planting providing limited shade for pedestrians.
- The streetscape is generally dominated by hard surfaces with large expanses of asphalt.
- Kananook Creek reserve and trail is located to the west of the precinct and is a key recreational asset.

Key Opportunities

- The precinct would benefit from additional street tree planting particularly in the eastern and western verges and potentially in kerb outstands. This should be supported by lower level planting and water sensitive urban design opportunities.
- The Mile Bridge crossing is a key arrival point for the FMAC. This would benefit from iconic tree planting and integrated public art.

Walking and Cycling

Existing Conditions

- Bike lanes are provided on either side of the road.
- Footpaths are provided along both sides of the Nepean Highway and relatively narrow.

Key Opportunities

- There is an opportunity to provide an additional signalised pedestrian crossing along the Nepean Highway in the vicinity of Fiocchi Avenue and Sheridan Avenue. This will improve pedestrian access to the beach.



Prominent corner site at the Nepean Highway and Beach Street Intersection.



An example of a three storey apartment building on Nepean Highway.



Examples of the retail/commercial built form addressing the highway.



Avenue of Honour Memorial



Typical residential built form addressing Nepean Highway.



Opportunity to create gateway entry experience at the Mile Bridge crossing.

4.7 Precinct 6 - Cranbourne Road Gateway

Precinct Overview

The Cranbourne Road Gateway is emerging as a location for a range of medical and office uses, which are provided in purpose built buildings or original dwellings. A significant amount of housing remains in the precinct which is generally in the form of single storey villa units and double storey townhouses. Businesses benefit from convenient access to the Moorooduc Highway, the Frankston Hospital and the FMAC.

It is recognised an important arrival precinct into the FMAC and development should be of a quality that enhances the entry. The recent tree planting within the central median and footpaths will provide for a high quality entry when established.



Figure 22. Precinct 6 Analysis and Opportunities Plan

Built Form and Design

Existing Conditions

- Buildings are typically 1 to 2 storeys.
- There is a mix of original single storey dwellings, strata unit developments and more recent commercial buildings.
- Buildings are set in grounds with front, side and rear setbacks.
- Larger redevelopment sites are located at the western end of the precinct.
- The precinct is covered by Schedule 13 to the Design and Development Overlay. This supports development up to 14.0m in height.

Key Opportunities

- There is an opportunity for increased building heights at the western end of the precinct on larger redevelopment sites.
- There is an opportunity for high quality office, medical and mixed use development that capitalises on the convenient vehicle access provided to this precinct.
- New development should provide landscaped front setbacks that complement the public realm planting and enhance the eastern gateway entry to the FMAC

Public Realm

Existing Conditions

- Cranbourne Road has recent tree planting with iconic Norfolk Island Pines provided in the median and complimentary tree planting in the northern and southern verges. Over time, this will provide a high quality streetscape and arrival experience into the FMAC.

Key Opportunities

- The is an opportunity to further strengthen the eastern gateway planting with understorey planting that complements the street trees.

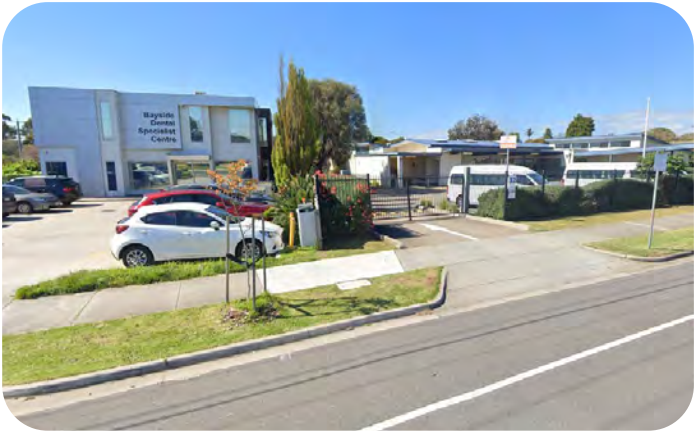
Walking and Cycling

Existing Conditions

- There are limited crossing opportunities along Cranbourne Road with 800m between existing pedestrian crossings.
- Footpaths are provided along each side of the road and are relatively narrow.
- Bike lanes are provided in each direction along Cranbourne Road however terminate at Clarendon Street and Catherine Parade. This is due the additional vehicle turning lanes provided in this area.

Key Opportunities

- There is an opportunity for an additional pedestrian crossing along Cranbourne Road to facilitate north-south movement across the road. This should be located approximately mid-way between Fletcher Road and McMahons Road.



A typical example of a purpose built health facility with car parking within the front setback.



The FMAC arrival into Playne Street



An example of housing along Cranbourne Road.



Norfolk Island Pines in the central median of Cranbourne Road.



New Townhouse developments addressing Cranbourne Road.



Recently planted street trees in the northern and southern verges.





Built Form Principles and Recommendations

5.1 The Principles

5.2 Built Form Approach

5.3 Recommendations: Precinct 1 - City Centre

5.4 Recommendations: Precinct 2 - Transport, Community & Education

5.5 Recommendations: Precinct 3 - Arts, Entertainment & Government Services

5.6 Recommendations: Precinct 4 - Waterfront

5.7 Recommendations: Precinct 5 - Nepean Boulevard

5.8 Recommendations: Precinct 6 - Cranbourne Road Gateway

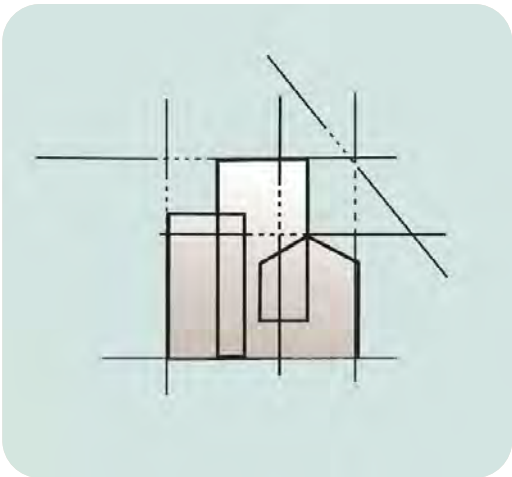
5.9 Centre-wide Design Guidelines

5.1 The Principles

The the following principles have guided the development of the built form recommendations outlined in this document. They have been adapted from the 2015 FMAC Structure Plan.

Principle 1.

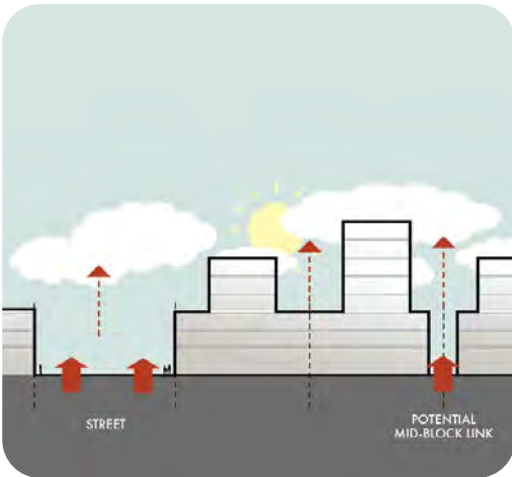
Design Excellence



- Ensure all development provides excellence in the standard of architecture and environmentally sustainable design, and contributes to the creation of exciting and inspiring streets in Frankston.

Principle 2.

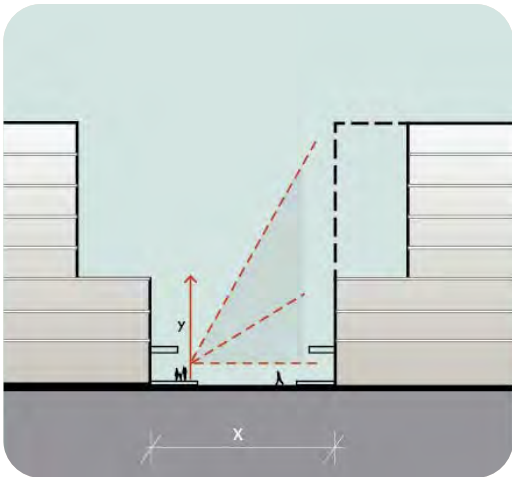
Strengthen the Connection to the Water



- New development should reflect the bayside location and enhance long distance views to the water.
- Increase physical links to the bay and Kananook Creek through new mid-block links between Kananook Creek Boulevard and the Nepean Highway.
- Provide appropriately sized visual breaks between buildings along Kananook Creek and across the city centre to allow for glimpses to the sky and water from surrounding areas.

Principle 3.

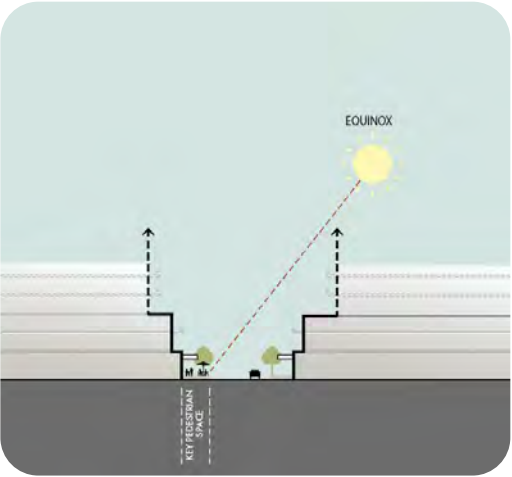
Reinforce the ‘human scale’ of key city centre streets



- New development should avoid visually dominant building forms adjacent to city centre streets and public spaces.
- Lower scale buildings at the street edge will be important to ensure built form does not overwhelm key streetscapes particularly in areas with high pedestrian activity.

Principle 4.

Retain solar access to key streets and public spaces



- Building height and setback controls should seek to maintain sunlight to footpaths, public spaces and parks at key times of the year.

Principle 6.

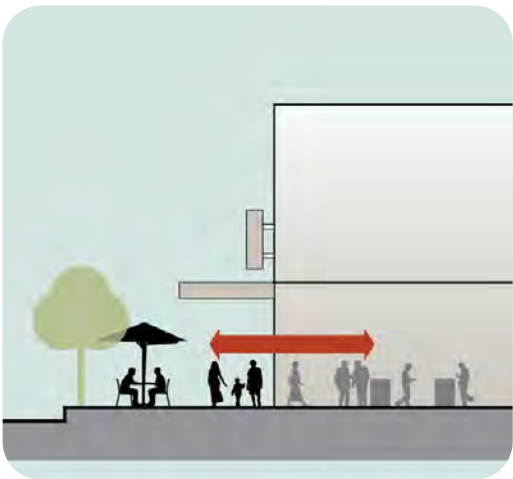
Define a clear edge to the city centre



- New development should reinforce the Ring Road as the green edge of the city centre and provide a clear delineation between development in the city centre and development in surrounding areas.
- The primary commercial areas of the FMAC should be reinforced with taller buildings.

Principle 7.

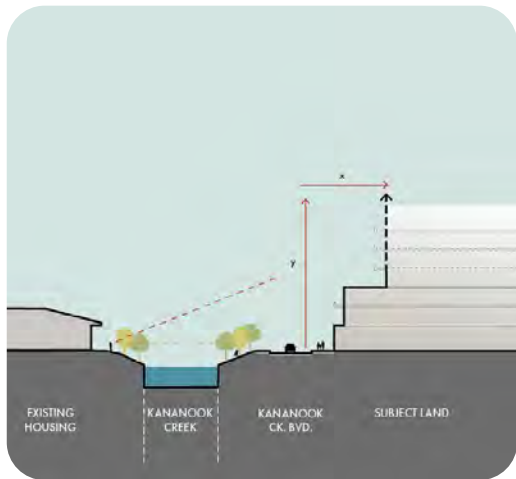
Reinforce a network of active frontages



- New development should integrate with and contribute positively to the public realm through the provision of active frontages and clear glazing at ground level.

Principle 8.

Enhance Sensitive Interfaces



- New development should respond appropriately to sensitive residential, open space and creek interfaces.
- Special consideration should be given to the most sensitive interfaces including Kananook Creek, the foreshore, existing parks the Long Island residential area.

Principle 9.

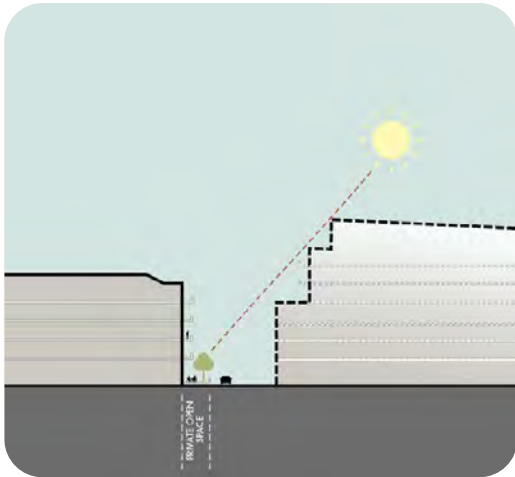
Enhance views to the Frankston City Centre



- New development should consider the impact that it will have on the city centre skyline from surrounding key viewpoints.
- The city skyline should be formed in a considered way that reinforces the core of the FMAC. Islands of substantially taller development away from the core should be avoided.

Principle 10.

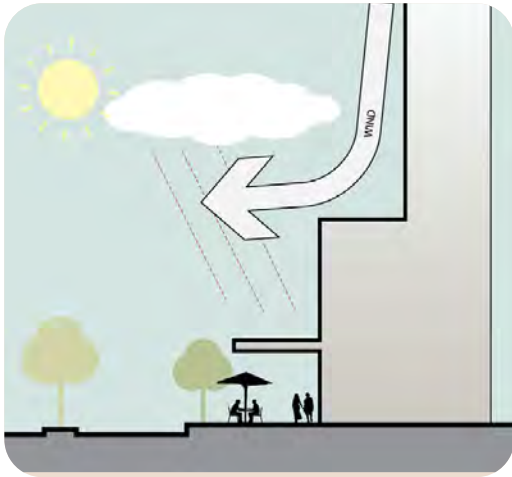
Limit the impact on the amenity of surrounding land uses



- New development should avoid overshadowing and overlooking of surrounding land uses and provide equitable access to views.
- Future building heights, setbacks and massing should aim to ensure existing and approved dwellings are not unreasonably impacted new development in terms of overshadowing and overlooking.

Principle 11.

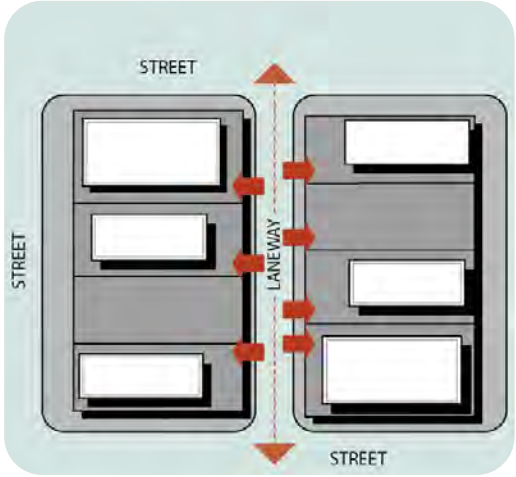
Ensure buildings provide wind and weather protection



- New development should provide weather protection that reduces the impacts of wind and rain and ensures adequate shade for pedestrians.
- Provide buildings with upper level setbacks to the street and awnings to minimise the downward draft impacts of wind on the streetscape.

Principle 12.

Ensure development can be adequately serviced from existing roads



- Vehicle and servicing access should be focused in locations where there will be less of an impact on pedestrian movement and activity. This is particularly important for corner sites and sites with dual road frontages.

5.2 Built Form Approach

Building Height Approach

Figure 6 outlines the recommended building heights across the FMAC. The plan also identifies key streets and public spaces to protect from overshadowing, and locations for new mid-block links and public realm widening.

The building height ranges outlined in Figure 6 have been developed by applying the built form principles. The general approach is to focus building height around the city core where there are fewer constraints and there is optimal access to public transport and retail. This approach has been balanced with the requirement to maintain sunlight to key footpaths, which has reduced building heights in some locations such as Wells Street.

Additional built form controls are proposed along the Kananook Creek interface to ensure the creek is not overshadowed and the visibility of upper levels is reduced.

The peripheral precincts along Nepean Highway north and Cranbourne Road have largely retained their existing built form controls which were gazetted into the planning scheme in 2019.

The recommended building heights will provide for a considered skyline and a clear delineation between the surrounding residential areas and the more intensified FMAC.

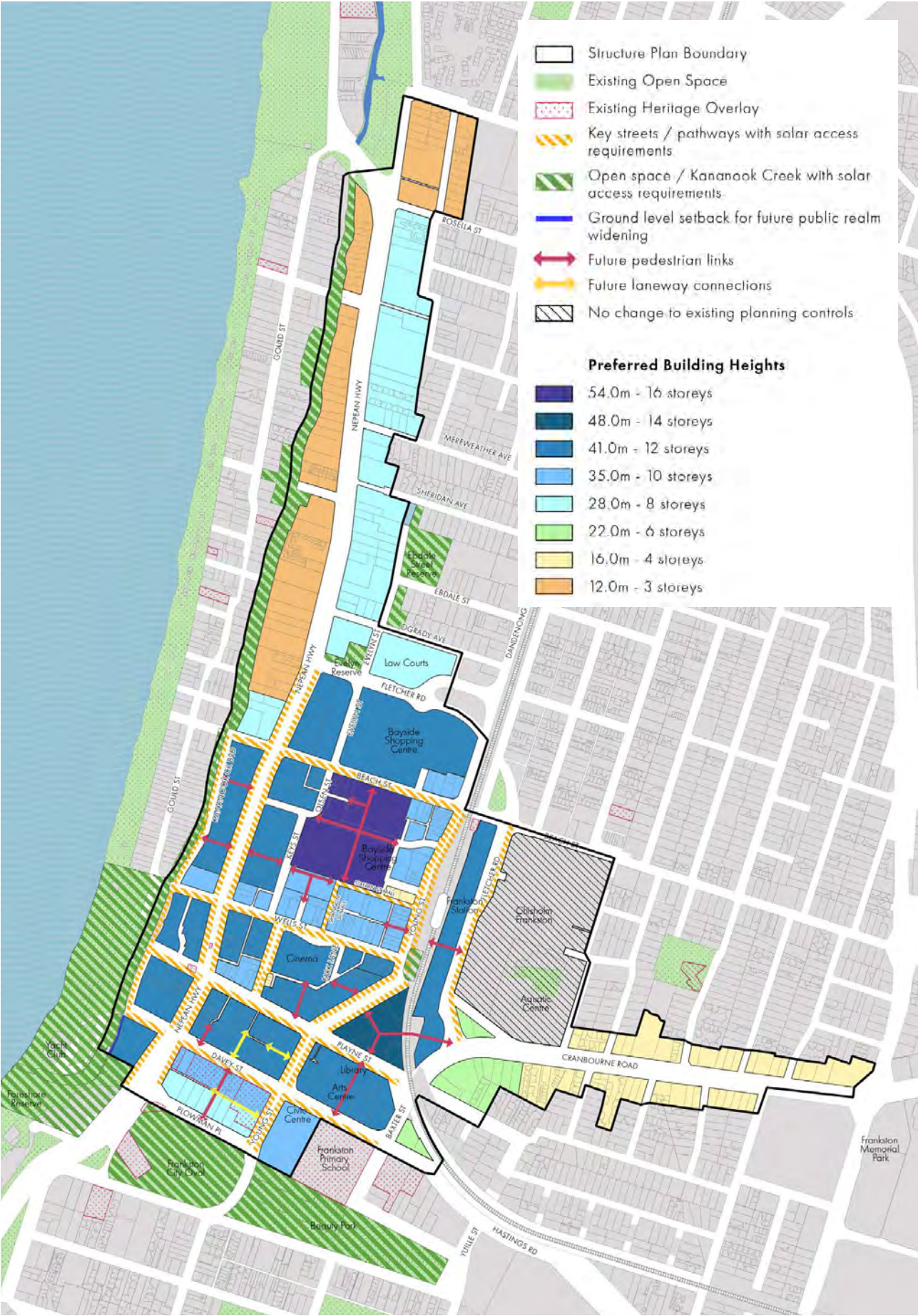


Figure 23. Built Form & Design Framework Plan

Mandatory or Discretionary Controls

It is recommended that the objectives and directions of the Frankston Structure be implemented via discretionary controls.

Planning Practice Note 59 (The Role of Mandatory Provisions in Planning Schemes) states that: Mandatory provisions in the VPP are the exception. The VPP process is primarily based on the principle that there should be discretion for most developments and that applications are to be tested against objectives and performance outcomes rather than merely prescriptive mandatory requirements.

Mandatory requirements should only be applied where they are necessary to achieve preferred built form outcomes. In addition, it would need to be demonstrated that exceeding development requirements set by the relevant provision would result in unacceptable built form outcomes that would compromise the strategic vision underpinning the provision.

The introduction of mandatory provisions can also create additional administrative burden for Council in that they need to be regularly updated to ensure they are aligned with updates to census data or changes to state and local planning policy.

When taking into account the strategic vision for the FMAC and the role of Metropolitan Activity Centres outlined by Plan Melbourne 2017-2050 it is considered that mandatory provisions are not appropriate. In particular Plan Melbourne 2017-2050 identifies that: Plans for metropolitan activity centres will need to accommodate significant growth and infrastructure, while increasing amenity and connectivity for a regional catchment.

Introducing mandatory controls in a location that is strategically identified in both the state and local policy for significant growth would undermine the intended outcomes for the FMAC. The complex nature of use and development in the FMAC requires a level of flexibility that mandatory provisions cannot provide.

Solar Access Requirements

Key footpaths and open space across the FMAC will become more important as the centre grows and intensifies. Providing adequate sunlight to these spaces will ensure they remain attractive and comfortable places to be in.

Many planning schemes across Victoria include planning controls for protecting sunlight to footpaths in activity centres. They generally require sunlight to be provided to footpaths for a specified time at the spring equinox (September 23). The equinox sits mid-point between the winter solstice (June 22) where shadows are at their longest, and the summer solstice (December 22) where shadows are at their shortest.

A benchmark to provide sunlight key footpaths between 10am and 2pm at the equinox is recommended for the majority of streets across the FMAC. This time period provides sunlight to these spaces for key retail and hospitality periods whilst not overly restricting development opportunities.

For public open space, more restrictive sunlight controls measured at the winter solstice are regularly applied in planning schemes. This is because of the more important role of parks as places where people gather and spend more time in across the year.

A requirement to maintain sunlight between 10am and 2pm at the winter solstice is recommended for a number of parks across the FMAC. This requirement has been modified in some locations because it was found to be too restrictive on development opportunities.

5.3 Recommendations: Precinct 1 - City Centre

Precinct Overview

New built form should aim to strengthen the street based experience with open and engaging frontages that reflect the fine-grain subdivision patterns of existing shopfronts. A three storey street wall will provide a scale that does not overwhelm the streetscape and taller development will be set behind the street wall to minimise visual impact. Building heights will rise in locations where overshadowing impacts can be managed to key retail streets.

Blank walls to Keys Street, Olsen Street, Evelyn Street and key laneways should be gradually replaced with well designed buildings providing windows and activity at ground level.

Figure 24 outlines the recommended building heights, setbacks and design requirements across Precinct 1.

Development Objectives

- To activate all streets and laneways across the Precinct with retail, restaurants and cafes, uses across the day and night.
- To support residential, office, accommodation and other uses on upper levels of buildings across the precinct.
- To encourage development to address laneways with active uses at ground level and surveillance from upper levels.
- To provide buildings with landscaped front setbacks north of Fletcher Road.
- To maintain the fine-grain rhythm of shopfronts across the city centre streets.
- To enhance the built form interface to improve activation and safety.
- To maintain adequate sunlight to key streets in the city centre.
- To establish additional east-west pedestrian links to improve connection between the City Centre Precinct and the Waterfront Precinct.
- To enhance the integration of the Bayside shopping centre with surrounding streets.
- To improve the pedestrian and walkability of the City Centre.
- To minimise the impact of driveway crossovers on key retail streets.

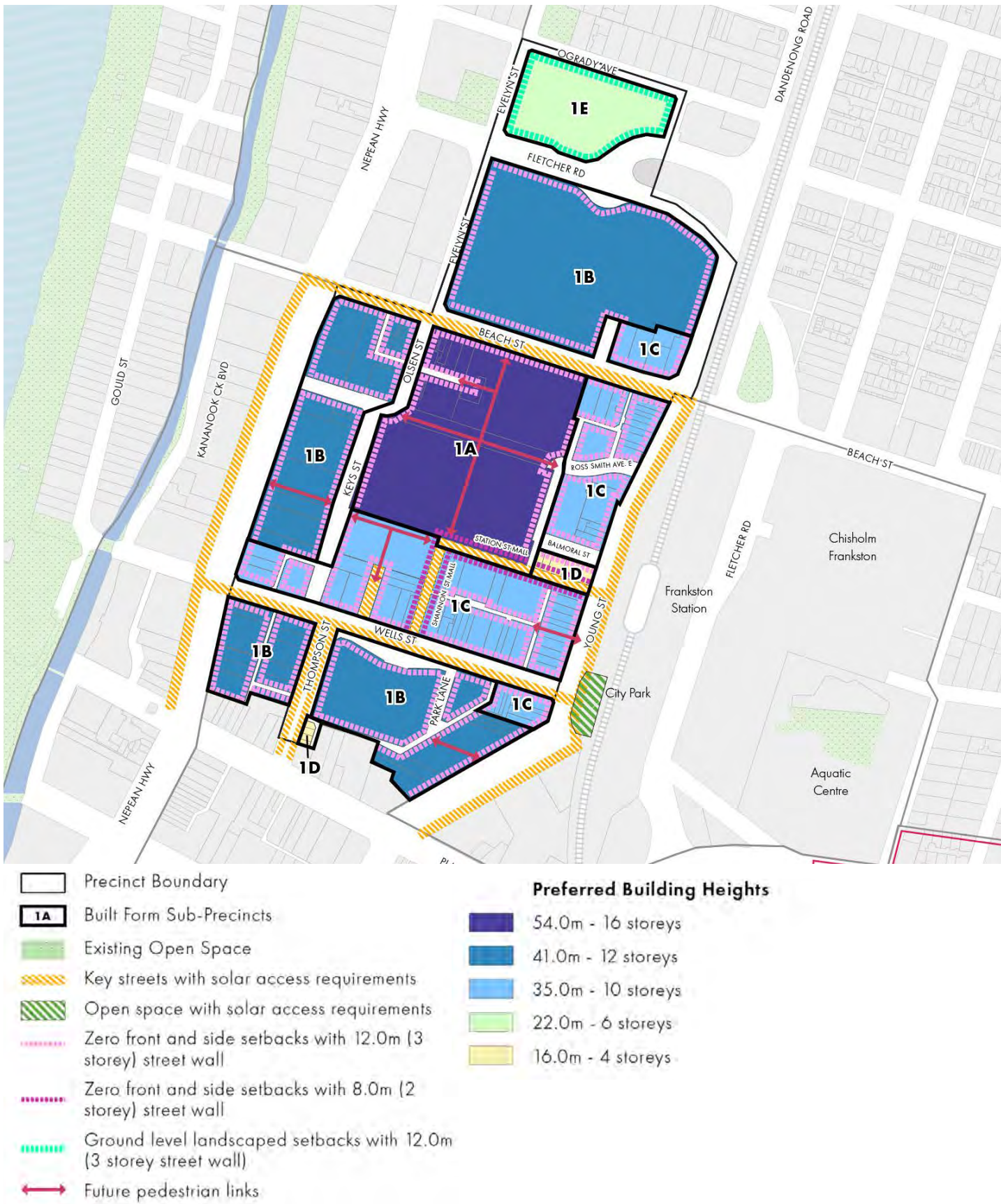


Figure 24. Precinct 1 - Built Form and Design Framework

Precinct Development Requirements

Element	Development Requirements
Preferred Building Heights	<ul style="list-style-type: none">Sub-Precinct 1A – Preferred Maximum Building Height is 54.0m (16 storeys) above natural ground level.Sub-Precinct 1B - Preferred Maximum Building Height is 41.0m (12 storeys) above natural ground level.Sub-Precinct 1C – Preferred Maximum Building Height is 35.0m (10 storeys) above natural ground level.Sub-Precinct 1D – Preferred Maximum Building Height is 16.0m (4 storeys) above natural ground level.Sub-Precinct 1E – Preferred Maximum Building Height is 22.0m (6 storeys) above natural ground level.
Preferred Street Wall Heights	<ul style="list-style-type: none">Sub-Precinct 1A,1B,1C,1D,1E - Preferred street wall height to Young Street, Wells Street, White Street Mall, Thompson Street, Beach Street, Nepean Highway, Fletcher Road, Keys Street, Olsen Street, Ross Smith Avenue East and West, Balmoral Street, Evelyn Street, O’Grady Avenue, Home Street and all laneways is 12.0m (3 storeys).Sub-Precinct 1A,1B,1C,1D - Preferred street wall height to Shannon Mall and Station Street Mall is 8.0m (2 storeys).
Preferred Street & Ground Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 1A,1B,1C, 1D - 0.0m to all streetsSub-Precinct 1A, 1C - Pedestrian links through the Bayside Shopping Centre: location and width of setback to be determined through future master planning.Sub-Precinct 1B - Future mid-block link between Keys Street and Nepean Highway - 4.5m ground level setback to the following:<ul style="list-style-type: none">Northern property boundary of 433 Nepean HighwaySouthern property boundary of 431 Nepean HighwaySub-Precinct 1B - Pedestrian link through 76-78 Young Street: Ground level setback to provide a 4.0m wide laneway aligning with Stiebel Place.Sub-Precinct 1C - Pedestrian link through 122-124 Young Street: location and width of setback to be determined through future master planning.Sub-Precinct 1E - 3.0m to all streets to provide for landscaping.
Preferred Upper-Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 1A, 1B, 1C, 1E - 5.0m setback from the street wall.Sub-Precinct 1A, 1B, 1C, 1D - Upper level setbacks provided to maintain solar access as outlined below.Refer to 5.8 Centre-Wide Guidelines for additional upper level setback requirements.

Element	Development Requirements
Solar Access	<p>Ensure solar access is maintained to the following:</p> <ul style="list-style-type: none">Within 7.0m of the western property boundary of Nepean Highway between 10am and 2pm at the equinox (September 23). This measurement accounts for future widening of the Nepean Highway footpath.The entire southern footpath of Wells Street and Beach Street between 10am and 2pm at the spring equinox (September 23).The entire eastern and western footpaths of Thompson Street between 10am and 2pm at the spring equinox (September 23).The entire eastern footpath of Young Street between 10am and 2pm at the spring equinox (September 23).City Park from 10am-1pm at the winter solstice (June 22).Shannon Mall - No additional shadow beyond what would be cast by an 8.0m (2 storey) street wall between 10am and 1pm at the spring equinox (September 23).Station Street Mall - No additional shadow beyond what would be cast by an 8.0m (2 storey) street wall at 10am at the spring equinox (September 23).White Street Mall - No additional shadow beyond what would be cast by an 12.0m (3 storey) street wall between 10am and 1pm at the spring equinox (September 23).

Precinct Development Guidelines

- Buildings should be designed to reinforce the pedestrian scale to with fine-grain building articulation and tenancies at ground and upper podium levels.
- Encourage architectural elements that assist in creating an interesting and varied skyline.
- Address existing laneways with active uses at ground level and provide surveillance of the laneway from upper levels of development.
- Encourage the consolidation of Bayside Shopping Centre car parks and loading areas to surrounding streets to enhance the pedestrian environment
- Provide publicly accessible and open to the air links through the Bayside Shopping Centre if redeveloped.
- Encourage the sleeving of existing and future car parks across the precinct with active uses.
- Provide Primary Active Frontages to Wells Street, Thompson Street, Young Street, Nepean Highway, and Beach Street. Refer to Centre-wide guidelines for details.
- Provide Active Frontages to Olsen Street, Keys Street, Evelyn Street, Fletcher Road, O’Grady Avenue, Evelyn Street and Home Street. Refer to Centre-wide guidelines for details.
- Provide vehicle access to loading areas and car parking from existing laneways or secondary streets. Where this is not possible, minimise the width of vehicle crossovers to primary active frontage streets.

Strategic Justification / Rationale

Overall Building Heights

- Building heights have been determined based on the potential development outcomes that could be provided when the solar access requirements are applied. Larger sites may be able to accommodate taller development which is why a ‘preferred’ building height is recommended.
- Based on this principle a 35m (10 storey) building height is proposed across the majority of smaller sites particularly on the north side of Wells Street and the west side of Young Street.
- Taller buildings of 41m (12 storeys) are proposed in most other locations as these sites can achieve the preferred height whilst maintaining sunlight to key footpaths.
- The Bayside Shopping Centre south of Beach Street has a recommended height of 54m (16 storeys). This is due to its large size and lack of solar access requirements. It is also optimally located in close proximity to the station.
- The Bayside Shopping Centre north of Beach Street is recommended for an overall building height of 41m (12 storeys). Upper-level setbacks will be required to Beach Street for solar access however it is a large site and could accommodate the recommended heights. This site is further away from the station and core retail activity area of the FMAC, which is why it is treated differently to the Bayside Shopping Centre south of Beach Street.
- The 22.0m (6 storey) building height is recommended for the area north of Fletcher Road. This provides for a transition from the central parts of the FMAC into the surrounding lower scale residential areas.

Solar access

Wells Street, Playne Street, Thompson Street, Nepean Highway and Beach Street

- Because of the significant retail and hospitality role of Precinct 1, sunlight to footpaths is a key driver for determining building heights and setbacks. Key streets where solar access will be maintained between 10am and 2pm at the equinox (September 23) include Wells Street, Playne Street, Thompson Street, Nepean Highway and Beach Street.
- Testing demonstrated that sunlight is achievable in this period whilst allowing for generous building envelopes. Future development on the north side of Wells Street and Beach Street are impacted most by the sunlight requirement as they are narrower than other streets and buildings cast a shadow to the south.

City Park

- City Park is a key open space within the heart of the FMAC. The FMAC Emerging Ideas Paper recommended expansion of this space which would make it an even more important destination.
- For public open space areas, providing sunlight between 10am and 2pm at the winter solstice is the optimal benchmark. However applying this benchmark would result in overly restrictive outcomes to sites on the west side of Young Street.
- For this location a 10am to 1pm winter solstice solar access requirement is recommended which will enable sites on the west side of Young Street to reach an overall height of 35m (10 storeys) with recessed upper levels.

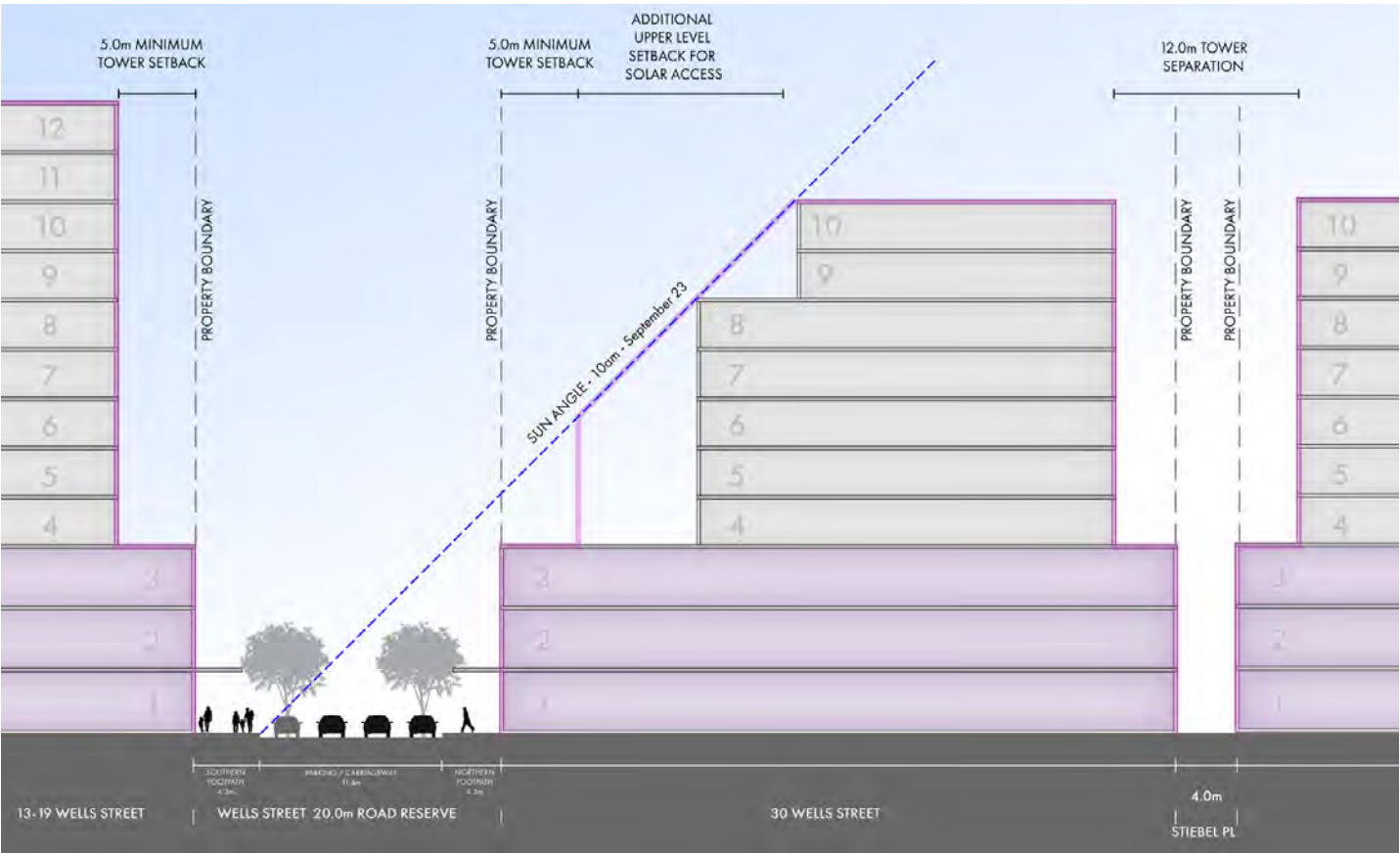


Figure 25. Wells Street Cross Section - Proposed building heights and sun angle

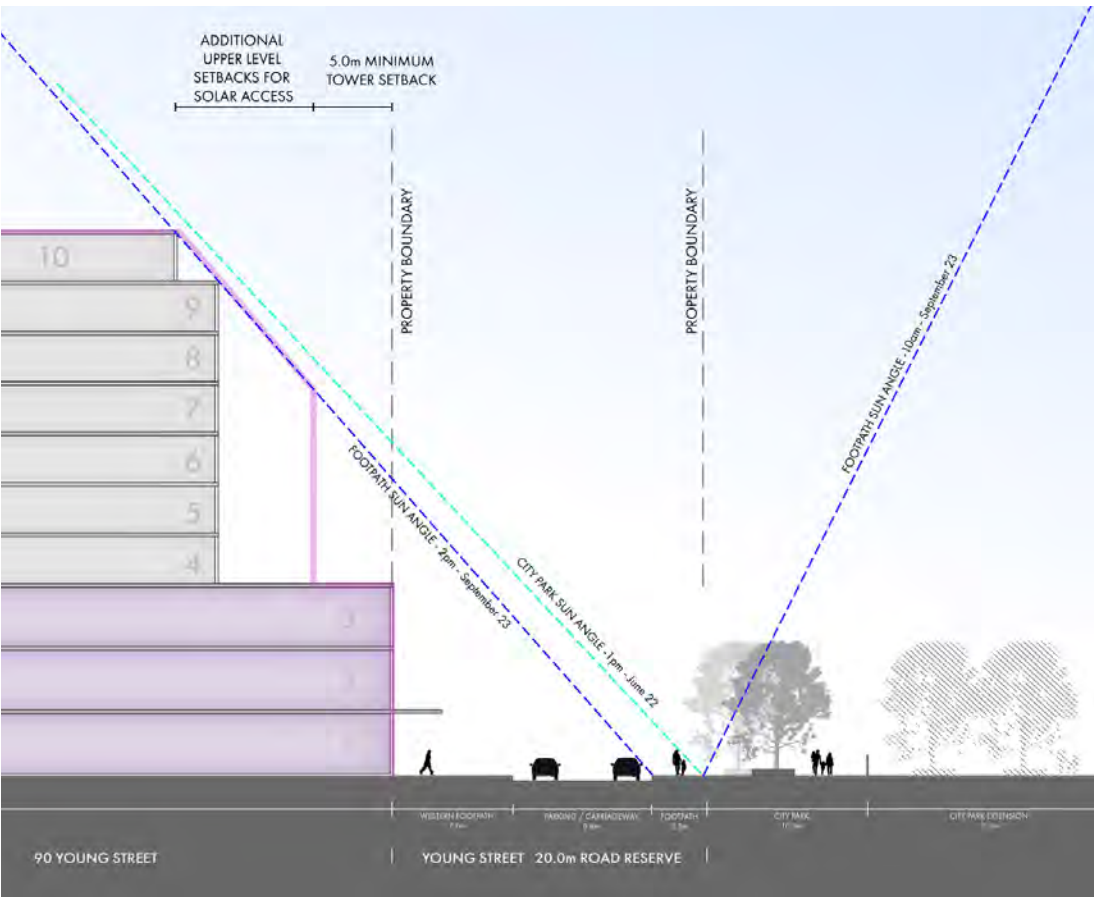
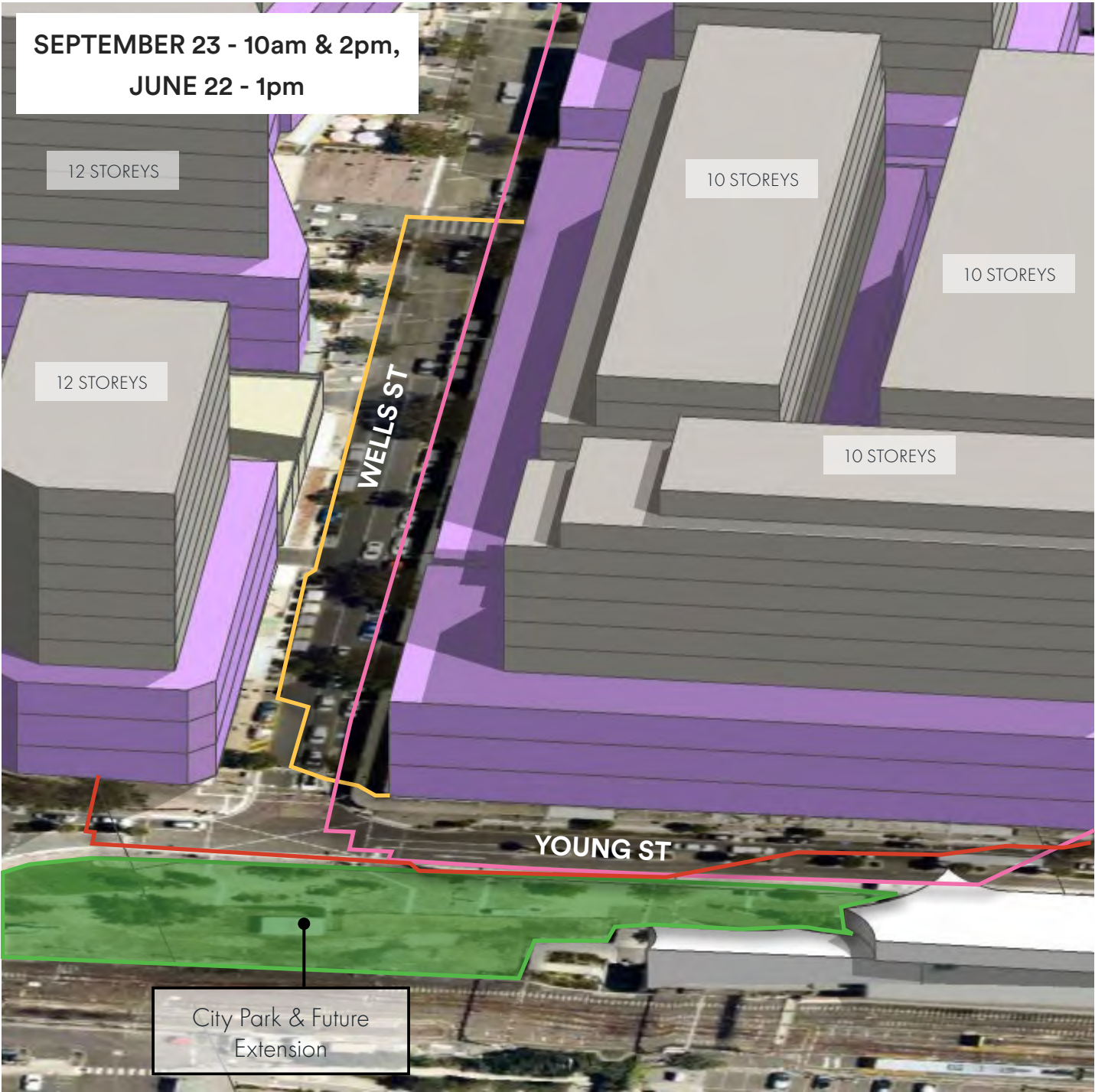


Figure 26. Young Street Cross Section - Proposed building heights and sun angle



- September 23 at 10am
- September 23 at 2pm
- June 22 at 1pm

Figure 27. Shadow Analysis - Wells Street, Young Street and City Park

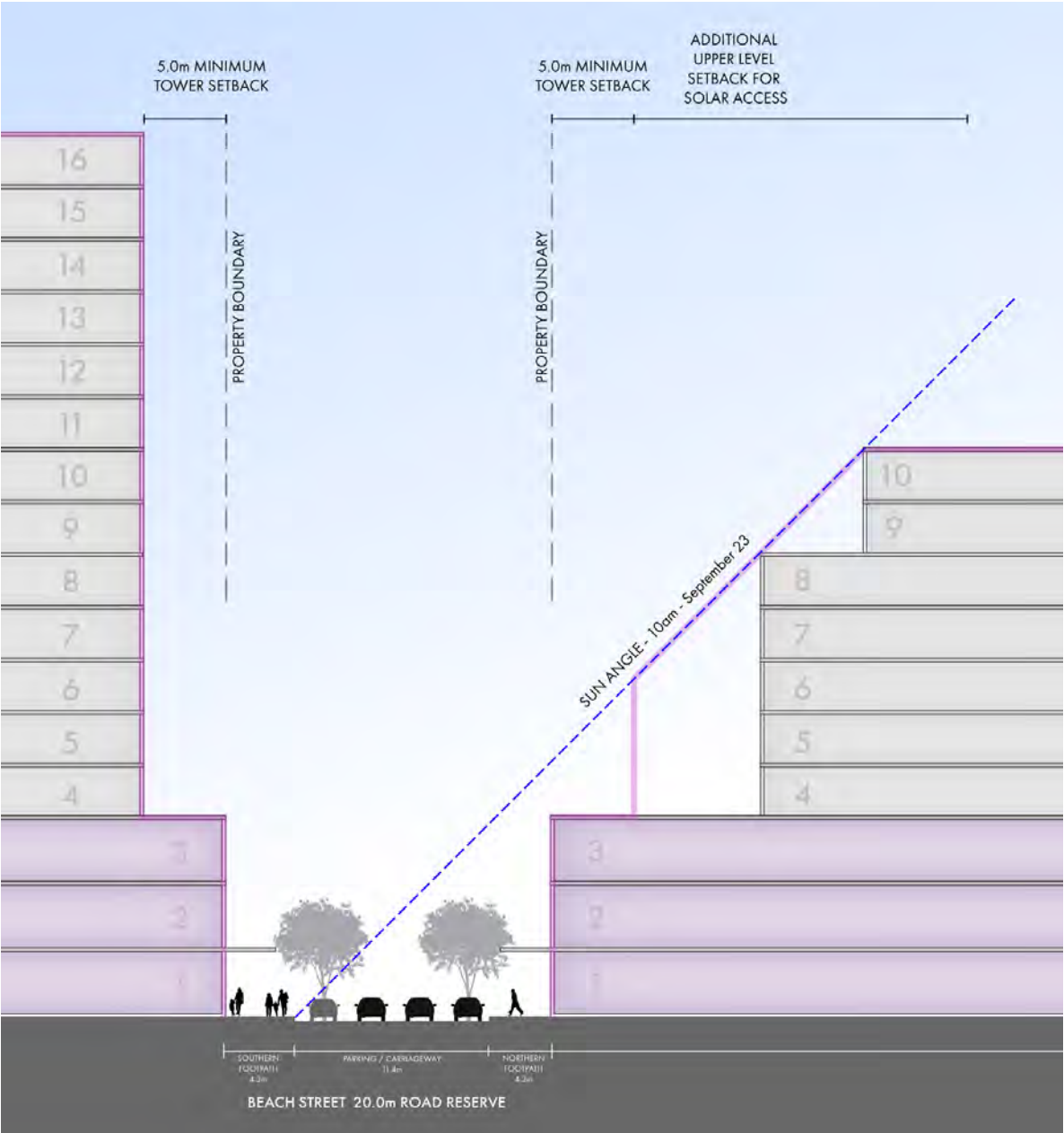
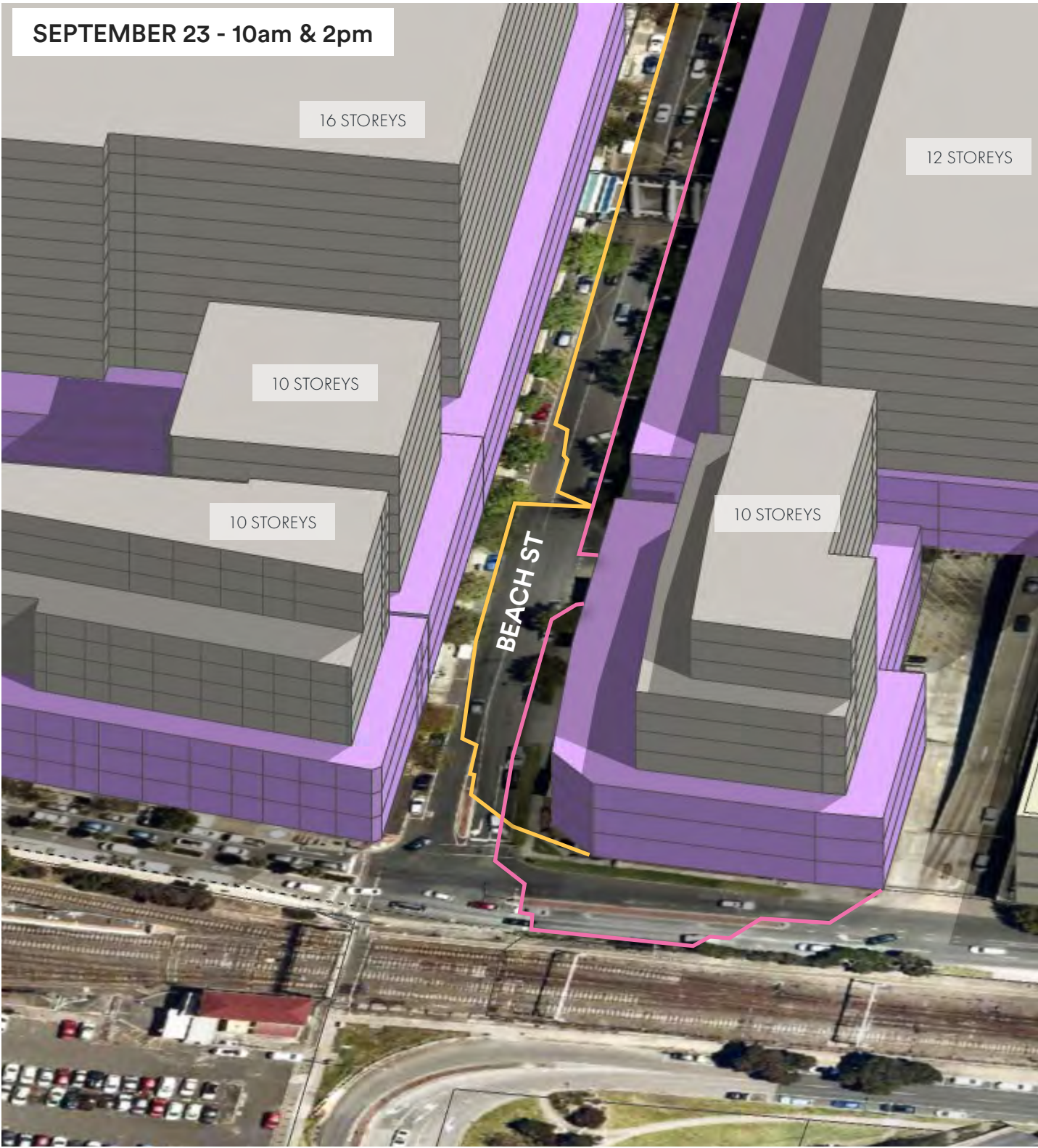


Figure 28. Beach Street Cross Section - Proposed building heights and sun angle



- September 23 at 10am
- September 23 at 2pm

Figure 29. Shadow Analysis - Beach Street

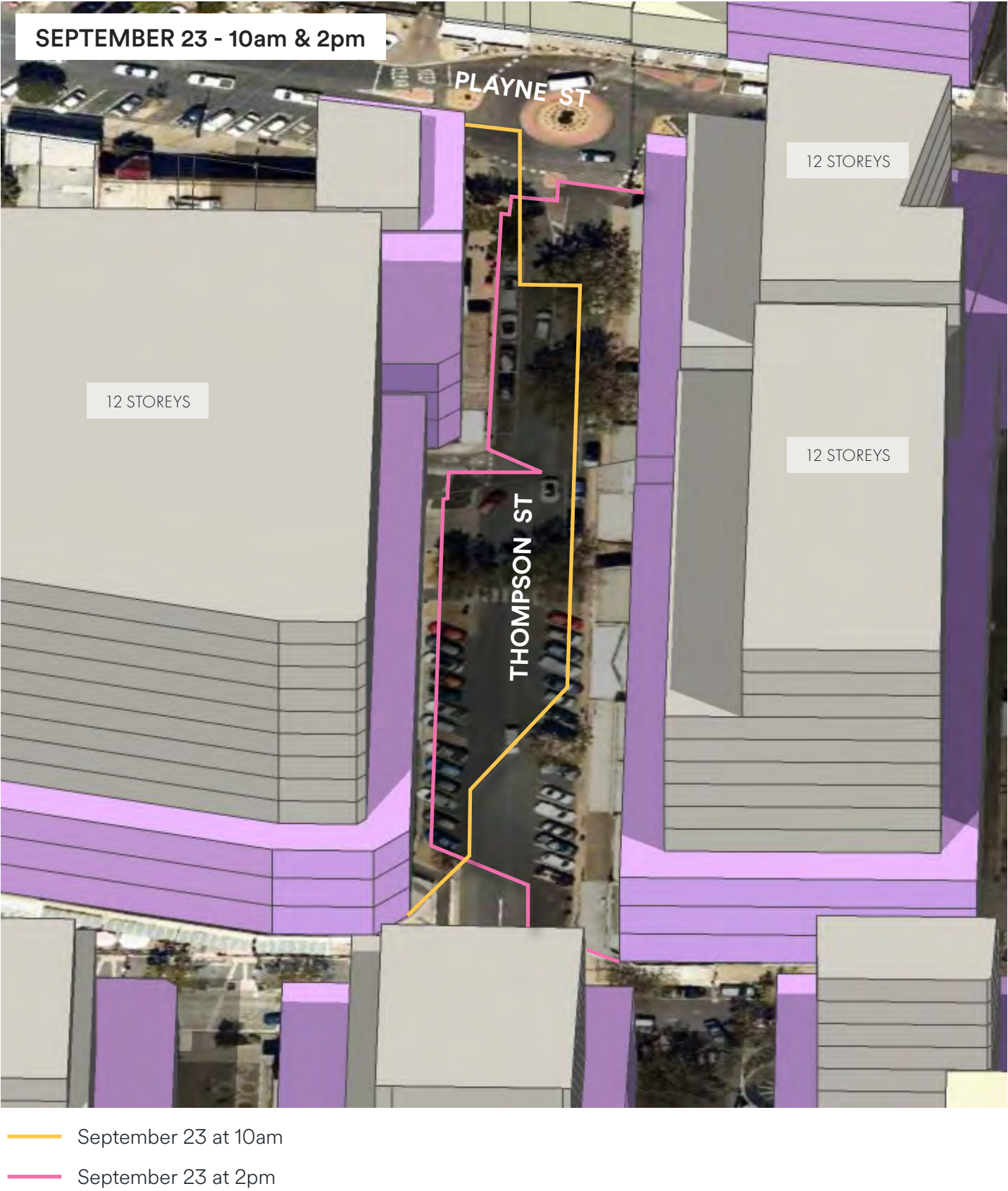


Figure 30. Shadow Analysis - Thompson Street

Shannon Mall and Station Street Mall

- It is recognised that Shannon Mall and Station Street Mall are key pedestrian spaces within the FMAC. Station Street Mall has recently been upgraded and Shannon Mall is identified for a future upgrade. A two-storey street wall is recommended for these malls to provide 1:1 building to mall width proportion. This will also assist with solar access.
- Testing demonstrated that solar access requirements that are applied to other retail streets would significantly limit development opportunities on sites adjoining the malls.
- A tailored approach is recommended for the malls where no additional shadow beyond the 2 storey street wall will be cast to the laneways between 10am and 1pm at the spring equinox.

White Street Mall

- White Street Mall is currently an underutilised dead-end space, which is overshadowed by four and five storey buildings either side of the mall. The development of 12 Balmoral Walk will connect the Mall into Station Street Mall which is likely to increase its usage.
- Future redevelopment outcomes should seek to reduce the height of the street wall to three storeys. This will provide a 1:1 building to mall width ratio and allow more sunlight into the mall.
- A similar approach to Shannon Mall and Station Street Mall is recommended where development will not cast any additional shadow beyond the height of a three storey street wall between 10am and 1pm at the spring equinox.

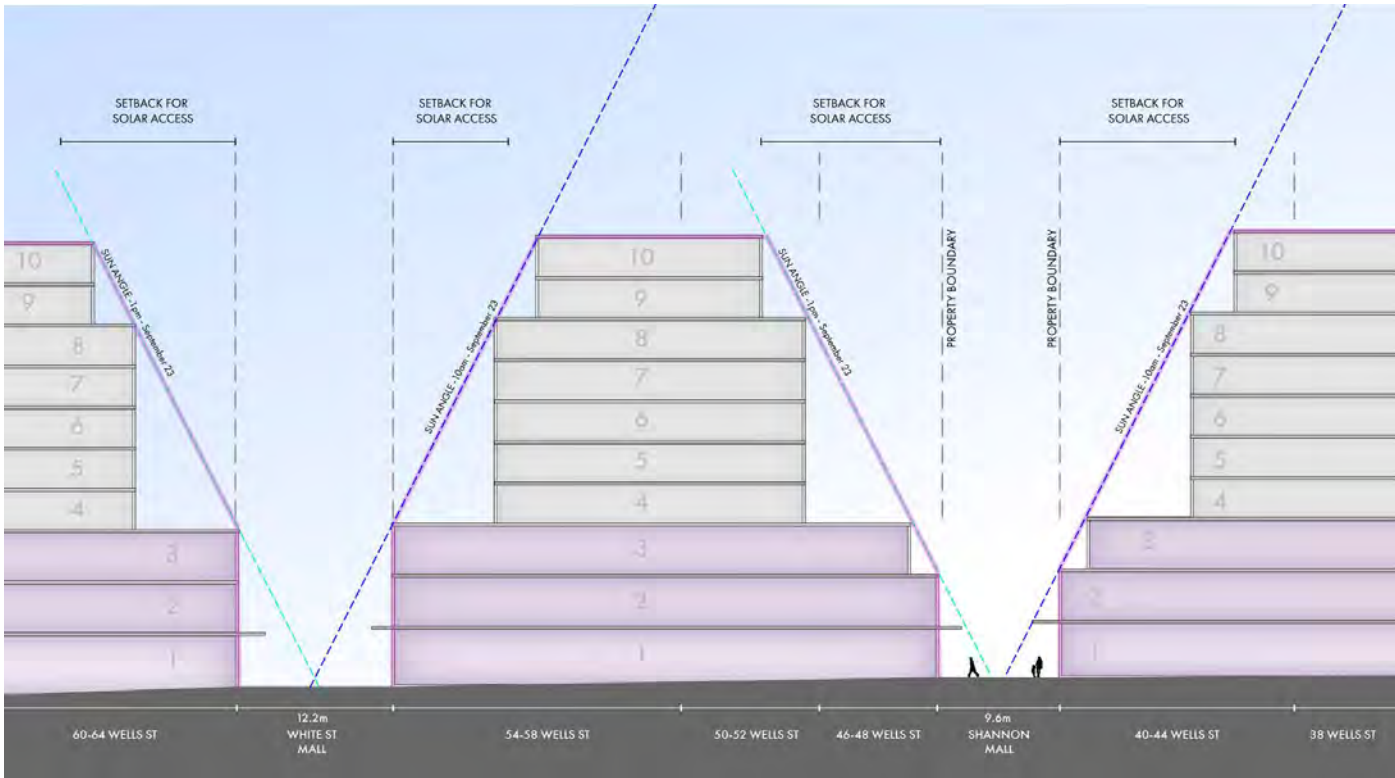


Figure 31. White Street Mall and Shannon Mall - Proposed building heights and sun angle

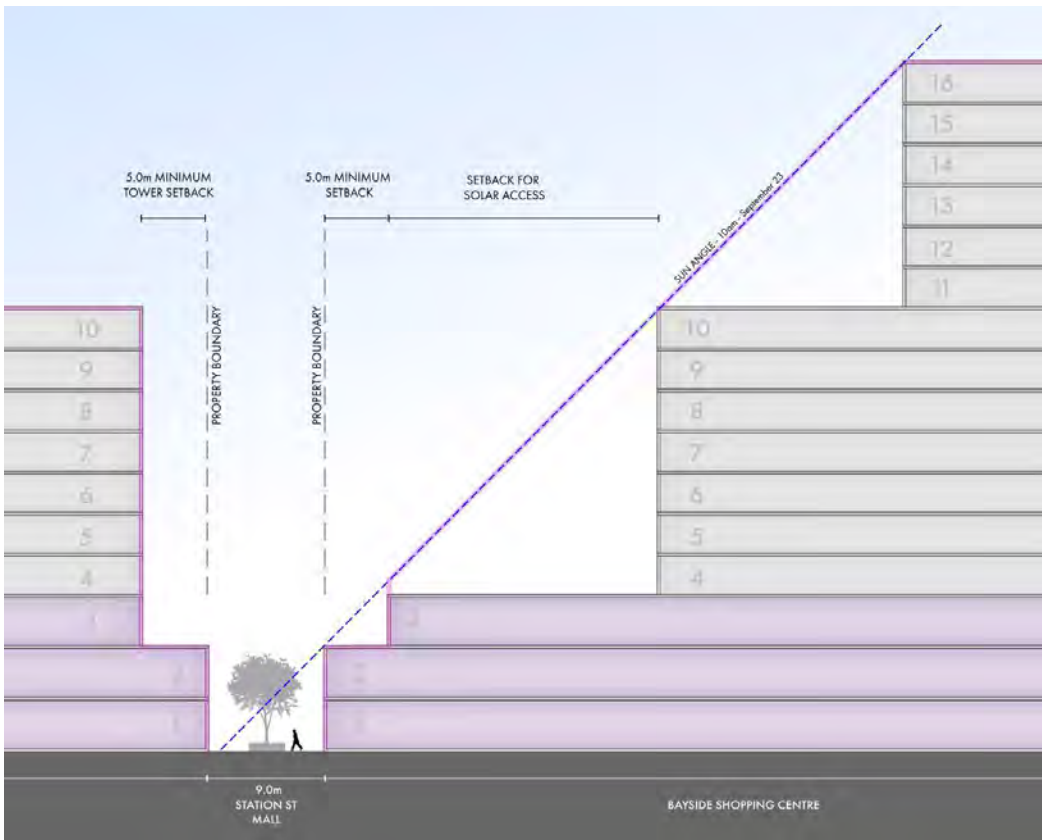
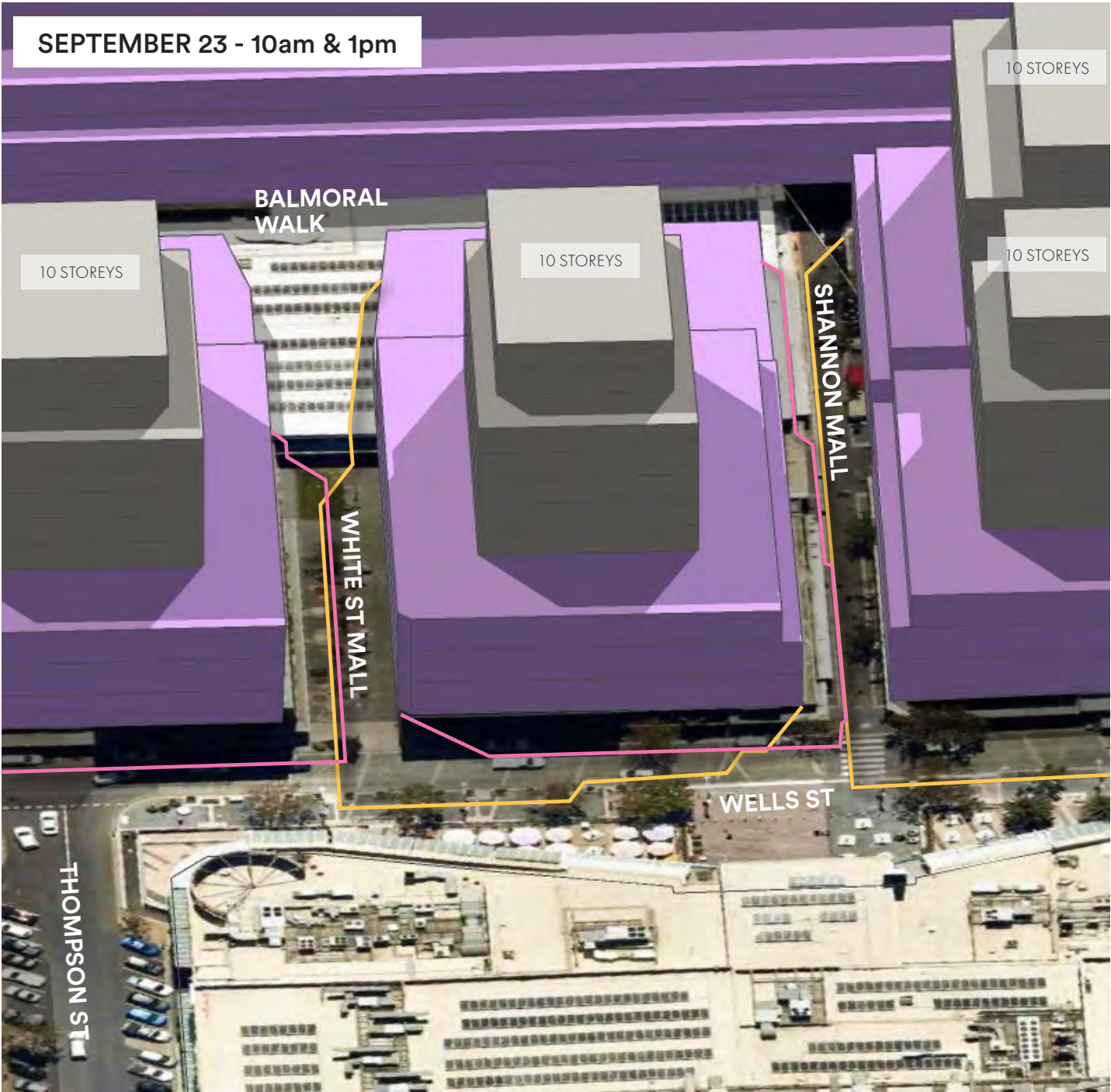
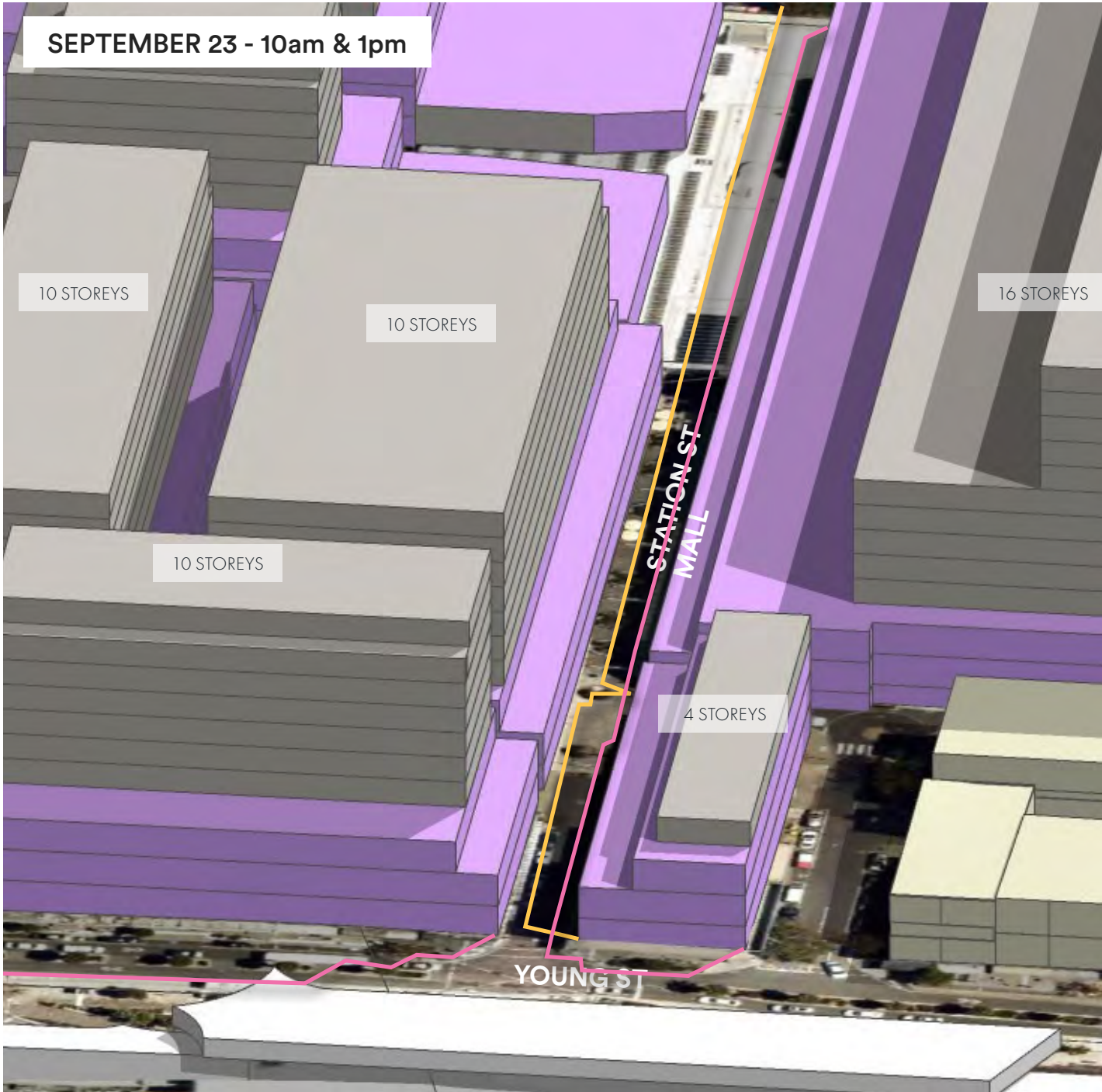


Figure 32. Station Street Mall - Proposed building heights and sun angle



- September 23 at 10am
- September 23 at 1pm

Figure 33. Shadow Analysis - White Street Mall and Shannon Mall



- September 23 at 10am
- September 23 at 1pm

Figure 34. Shadow Analysis - Station Street Mall

Street Wall

- A lower scale street wall is desired for each of the streets in this precinct in order to fulfil its retail and hospitality role. A three storey edge is considered appropriate scale to meet this objective. This will provide for sufficient enclosure without the effect of buildings dominating the street space. Upper level setbacks of a minimum of 5m to all streets will provide for a good separation of the street wall and tower levers.
- For Shannon Mall and Station Street Mall a two-storey street wall height is recommended. This will provide for a 1:1 building height to mall width ratio, which will ensure the malls are not overwhelmed by built form. Shadow testing also demonstrated that a three storey wall would cast significant shadow across the malls which are heavily used.
- Frankston City Council has a rich network of laneways which are emerging as key spaces for public art, activity and events. A three storey street wall is recommended for these space so that they can receive some level of sunlight.
- A fine grain built form response is recommended for all streets within the Precinct with the exception of Nepean Highway where a mix of wider and narrow frontages could be provided to support a range of businesses.

Ground and Upper-Level Setbacks

- With the exception of properties located north of Fletcher Road, buildings are recommended to be built to street edges and each side boundary for the height of the podium. This will reinforce the hard edged urban character of the city centre.
- North of Fletcher Road, small front setbacks of 4.0m are recommended to provide for a landscaped setting that complements proposed landscaping along the Ring Road.
- For levels above the podium, minimum setbacks of 5m from the street boundary are recommended which may increase for upper levels where solar access requirements apply.

Other Recommendations

- Future links through the Bayside Shopping Centre should be provided if the site is redeveloped the future. The links should align with the existing mall and street network.
- An additional pedestrian link is recommended at the common boundary of 431 and 433 Nepean Highway which aligns with Balmoral Walk. This link will require a 4.5m building setback from each property boundary to deliver a 9.0m wide link.
- There are a number of laneways across the Precinct which should be utilised for access to car parking and servicing for future development. This will avoid driveway crossovers onto the primary streets. Many of these laneways are dead ends and approximately 4.0m in width. Further analysis of access in this precinct is required to determine if laneway widening and laneway extensions are required.

5.4 Recommendations: Precinct 2 - Transport, Community & Education

Precinct Overview

Development within the Frankston Station precinct will seek to activate newly created public spaces and linkages with open and engaging building frontages. Development will be of substantial scale reflecting the importance of the precinct and the significant opportunities that exist on large development sites. Because of the significant scale, buildings will be designed in a way where the present with high quality facades from all views.

Figure 36 outlines the recommended building heights, setbacks and design requirements across Precinct 1.

Development Objectives

- To create an active, safe and attractive transit interchange that welcomes people to a vibrant place for business, education, shopping, hospitality and housing.
- To activate Young Street and Playne Street with retail, hospitality and community uses across the day and night.
- To provide offices, institutional uses and housing the east side of the railway line with activated ground level uses.
- To strengthen the connections across the rail line between Young Street and Fletcher Road with activated links.
- To provide active frontages to new open space delivered across the precinct.
- To ensure new development along Fletcher Road contributes to creating a green edge to the FMAC.
- To enhance the eastern gateway to the FMAC with development of exemplary quality.
- To provide visual breaks between buildings that allows for views to the sky and supports sharing of views.
- To maintain adequate sunlight to the future widened southern footpath of Playne Street, the western footpath of Young Street and City Park at key times of the year.

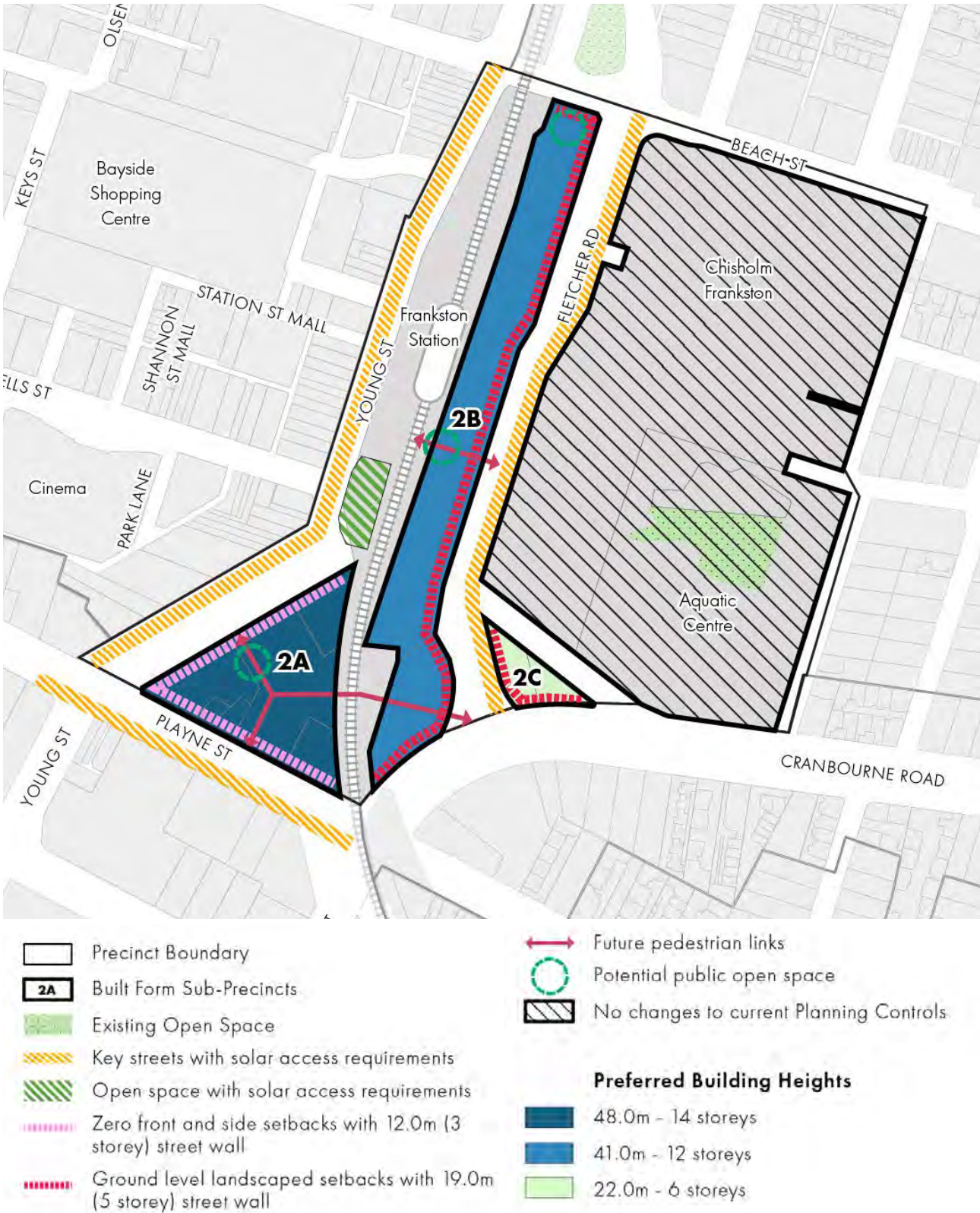


Figure 35. Precinct 2 - Built Form and Design Framework

Precinct Development Requirements

Element	Development Requirements
Preferred Building Heights	<ul style="list-style-type: none">Sub-Precinct 2A – Preferred Maximum Building Height is 48.0m (14 storeys) above natural ground level.Sub-Precinct 2B – Preferred Maximum Building Height is 41.0m (12 storeys) above natural ground level.Sub Precinct 2C - Preferred Maximum Building Height is 22.0m (6 storeys) above natural ground level.
Preferred Street Wall Heights	<ul style="list-style-type: none">Sub-Precinct 2A - Preferred street wall height to Young Street and Playne Street is 12.0m (3 storeys).Sub-Precinct 2B, 2C - Preferred street wall height to Fletcher Road and Cranbourne Road 19.0m (5 storeys).
Preferred Street & Ground Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 2A - Pedestrian Link through the Sherlock and Hay’s Site: 9.0m ground level setback within 79R - 83R Young Street (location to be determined through future master planning).Sub-Precinct 2A - 0.0m to Playne Street and Young Street.Sub-Precinct 2B, 2C - Provide a mix of setbacks to Fletcher Road to provide opportunities for landscaping and tree retention.
Preferred Upper-Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 2A, 2B, 2C - 5.0m upper level setback from the street wallSub-Precinct 2A, 2B - Upper level setbacks provided to maintain solar access as outlined below
Solar Access	<p>Ensure solar access is maintained to the following:</p> <ul style="list-style-type: none">The entire southern footpath Playne Street between 10am and 2pm at the spring equinox (September 23).The entire eastern footpath of Fletcher Road between 10am and 2pm at the spring equinox (September 23).The entire eastern and western footpath of Young Street between 10am and 2pm at the spring equinox (September 23).City Park including proposed expansion area between 10am and 1pm at the winter solstice (June 22).The platforms of Frankston Station between 10am and 2pm at the spring equinox (September 23).

Strategic Justification / Rationale

Building heights

- 48.0m (14 storeys) building heights are recommended for properties west of the railway line. This will help to reinforce this precinct as a focus for activity and renewal in the FMAC. The 3D testing demonstrated that these heights can be achieved while providing solar access to Playne Street. The additional height on these sites will also assist in providing views to the bay.
- For the railway land and the Council owned car park east of the railway line, a lower height of 41.0m (12 storeys) is recommended. This will provide for an appropriate transition to the lower scale buildings in the Chisholm Frankston Campus. The 3D testing demonstrated that these heights could be supported while maintaining sunlight to identified spaces.

Solar access

Playne Street

- Playne Street is identified as a key spine for the arts and entertainment precinct and it will be important to retain sunlight to the southern footpath between 10am and 2pm at the spring equinox (September 23). It is recommended that the solar access requirements cover the future widening of the footpath.

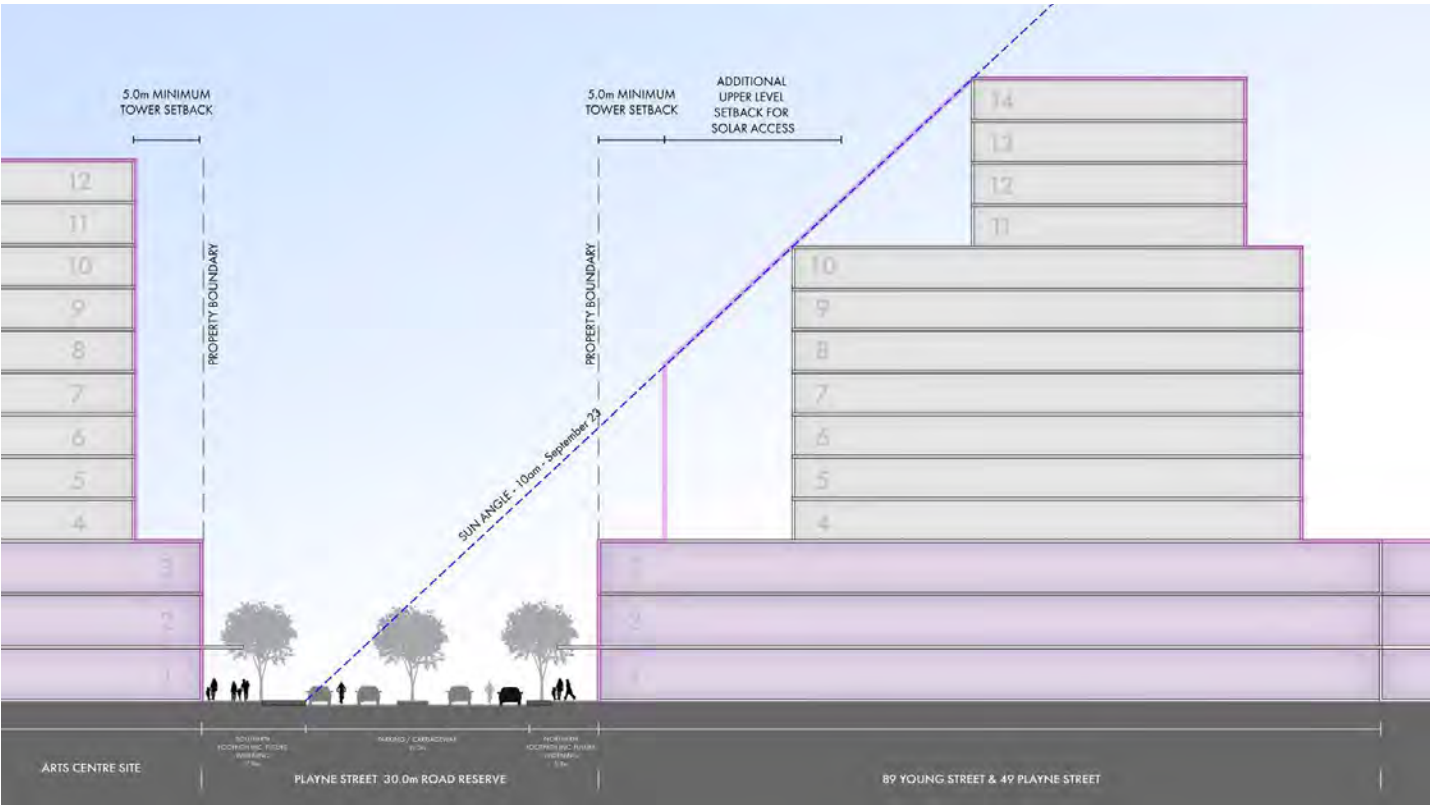
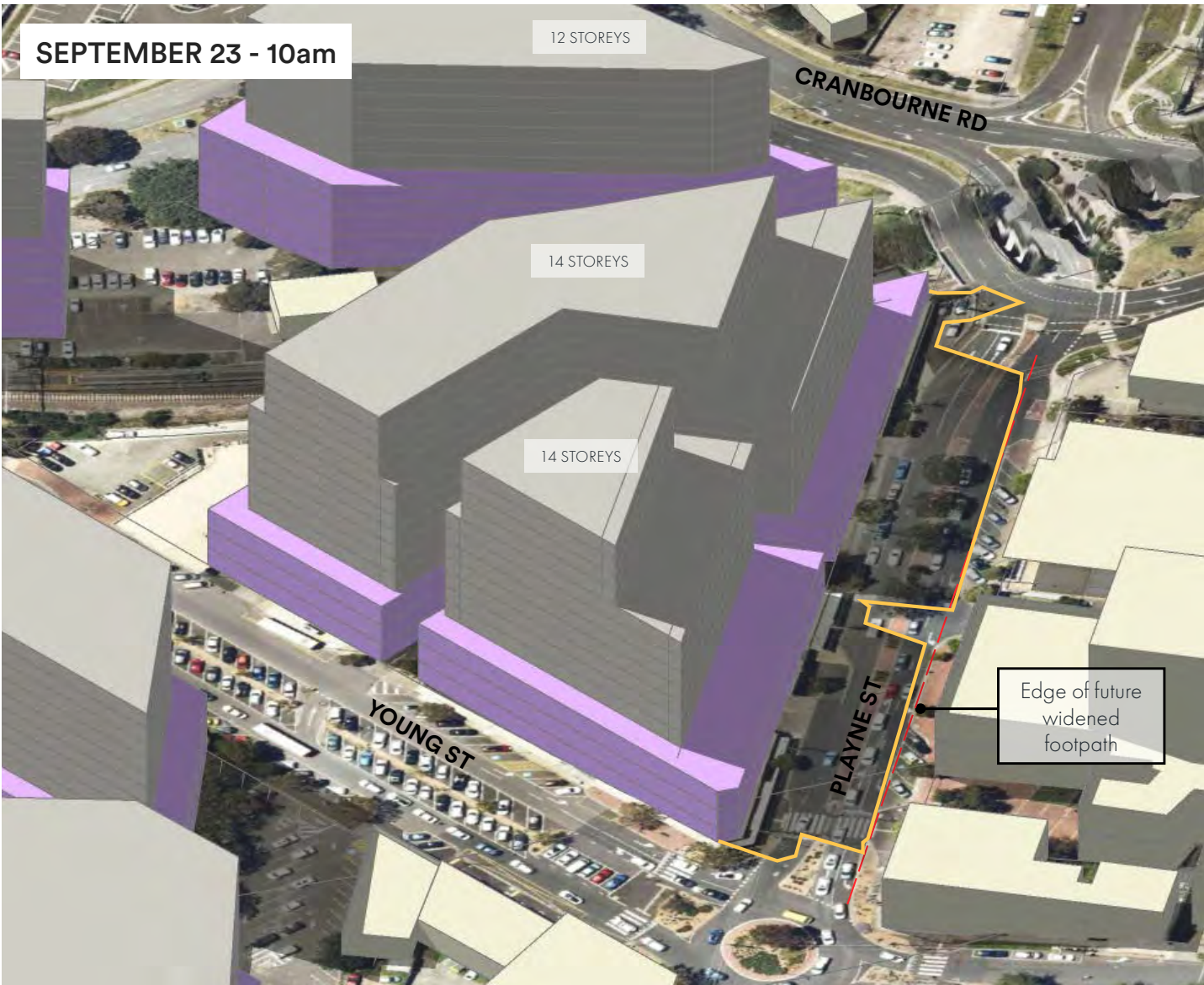


Figure 36. Playne Street - Proposed building heights and sun angle



September 23 at 10am

Figure 37. Shadow Analysis - Playne Street

Young Street

- The western footpath of Young Street is a key retail space in close proximity to the station. It is recommended that sunlight is provided to the footpath between 10am and 2pm at the spring equinox (September 23).

Fletcher Road

- The eastern footpath of Fletcher Road is another location where solar access requirements are proposed. This footpath plays an important role for Chisholm Frankston. A requirement to maintain sunlight between 10am and 2pm and the spring equinox is recommended.

City Park

- City Park is a key open space within the heart of the FMAC. There is potential for development that development on the east side of the railway line could overshadow this key open space. As outlined in Precinct 1, a requirement to maintain sunlight to this space between 10am and 1pm at the winter solstice should be provided.

Frankston Railway Station

- The train station platform has also been identified as a location where sunlight should be maintained. Development on the east side of the railway line could potentially shadow the eastern railway platform. A requirement to maintain sunlight to the platform between 10am and 2pm at the spring equinox is recommended.

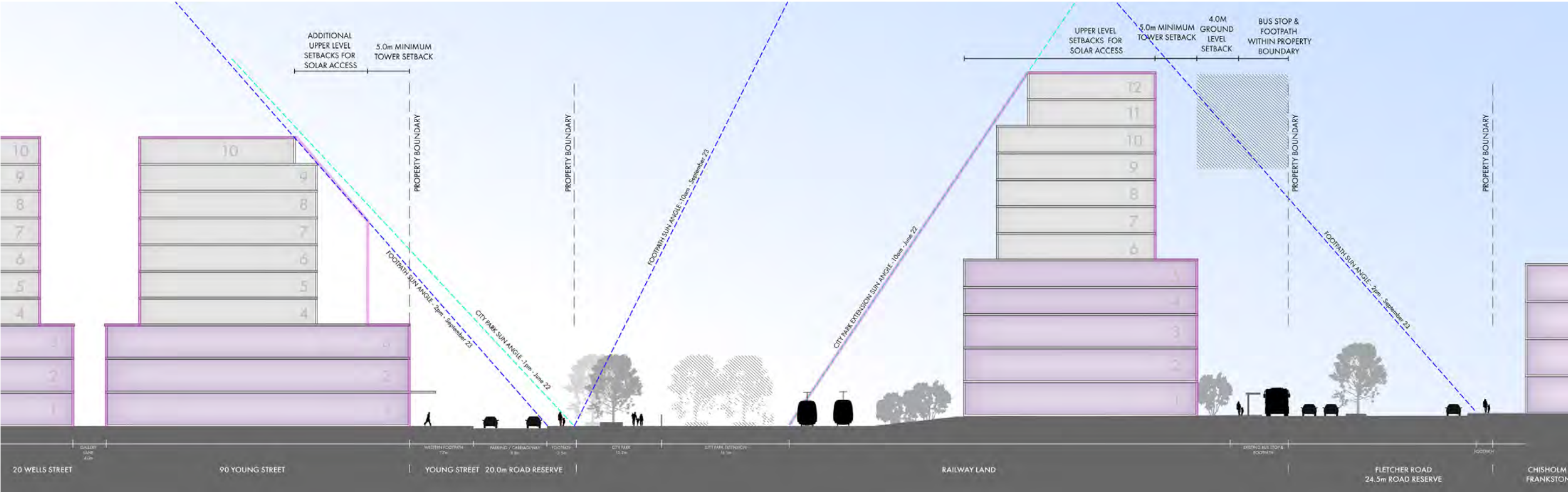


Figure 38. Playne Street - Proposed building heights and sun angle



- September 23 at 10am
- September 23 at 2pm
- June 22 at 10am

Figure 39. Shadow Analysis - Young Street, Fletcher Road, City Park and Railway Platform

Street Wall

- A human scale is desired for Playne and Young Streets to fulfil its retail and hospitality role. A three storey edge is considered appropriate scale to meet this objective. This will provide for sufficient enclosure without the effect of buildings dominating the street space.
- A fine grain built form response will be required for all sites west of the rail line to further enhance the pedestrian scale
- For Fletcher Road a varied ground level setback is recommended to achieve the ‘green edge’ and provide opportunities for a widened public realm. A similar approach is provided on the Chisholm Frankston. The five storey edge to the landscaped setback is proposed to create a greater sense of containment within the street and enhance the boulevard character of the ring road.
- A 5m setback from the podium edge to the tower is proposed for all street frontages. This prevents a sheer wall to the street and provides for sufficient visual separation between the podium and tower. This may increase for upper levels where solar access requirements apply.

Ground and Upper Level Setbacks

- West of the railway line, buildings are recommended to be built to the street edge and each side boundary for the height of the podium. This will reinforce the hard edged urban character of the city centre.
- East of the railway line, varied ground level setbacks are recommended to integrate with the Chisholm Frankston campus and provide landscaping opportunities.
- Because of the long property boundary to Fletcher Road, it will be important to break up the buildings so that they do not present a continuous wall to the street. This will also assist with pedestrian permeability and create opportunities for landscaping between buildings.

Other Recommendations

- A future pedestrian link through the Sherlock and Hayes site will be key in connecting people between the forecourt of the library and Young Street. Future masterplanning should seek to provide this link through the site. Development of the site should also consider a pedestrian connection across the railway line.
- No changes to the current planning controls are recommended for the Frankston Chisholm site or the PARC site. These sites are largely developed therefore new planning controls would be unnecessary.

5.5 Recommendations: Precinct 3 - Arts, Entertainment & Government Services

Precinct Overview

Built form within the precinct will respond to the arts and entertainment theme providing creative architectural responses. Building heights will rise in Playne Street capturing the proximity to the railway station and foreshore. The southern footpath of Playne Street will remain in sunlight at key times of the year by applying upper-level setbacks on the north side of the street.

Building heights will reduce towards Davey Street and Plowman Place, responding to the high visibility of this area, its location further away from the city centre, the sensitive open space interfaces to the south, and the transition to the detached residential areas of Frankston.

Along the northern side of Davey Street, development will reinforce the city centre edge with buildings extending up to the street boundary. The southern side of Davey Street and Plowman Place will have a different character, providing landscaped front setbacks and opportunities for landscaping between new buildings and retention of significant trees.

Figure XX outlines the preferred approach to building heights, setbacks and other recommendations across Precinct 1. Recommended building heights range from XXm to XXm.

Development Objectives

- To activate Playne Street with retail, restaurants, cafes, arts and entertainment uses during the day and night.
- To provide for employment, community, government services and residential uses along Davey Street and Plowman Place
- To provide residential, accommodation and office uses on upper levels of buildings across the precinct.
- To better integrate the Frankston Arts Centre and Library with Playne Street and Davey Street.
- To protect and enhance heritage places along Davey Street
- To encourage exemplary built form that reflects the arts character of the Precinct.
- To ensure built form south of Davey Street is not visually dominant and enhances the backdrop when viewed from surrounding areas.
- To provide landscaped front setbacks south of Davey Street to provide a built form transition into the adjoining residential areas.
- To maintain adequate sunlight to the southern footpaths of Playne Street and Davey Street, Frankston Oval and Beauty Park at key times of the year.
- To reinforce the green edge to the FMAC south of Davey Street.
- To provide design responses that retain and integrate existing significant trees.
- To minimise impacts of development on the Davey Street Norfolk Island Pines.
- To ensure development can be adequately serviced from Bay Lane.
- To minimise the disruption of footpaths along Playne Street with vehicle crossovers.

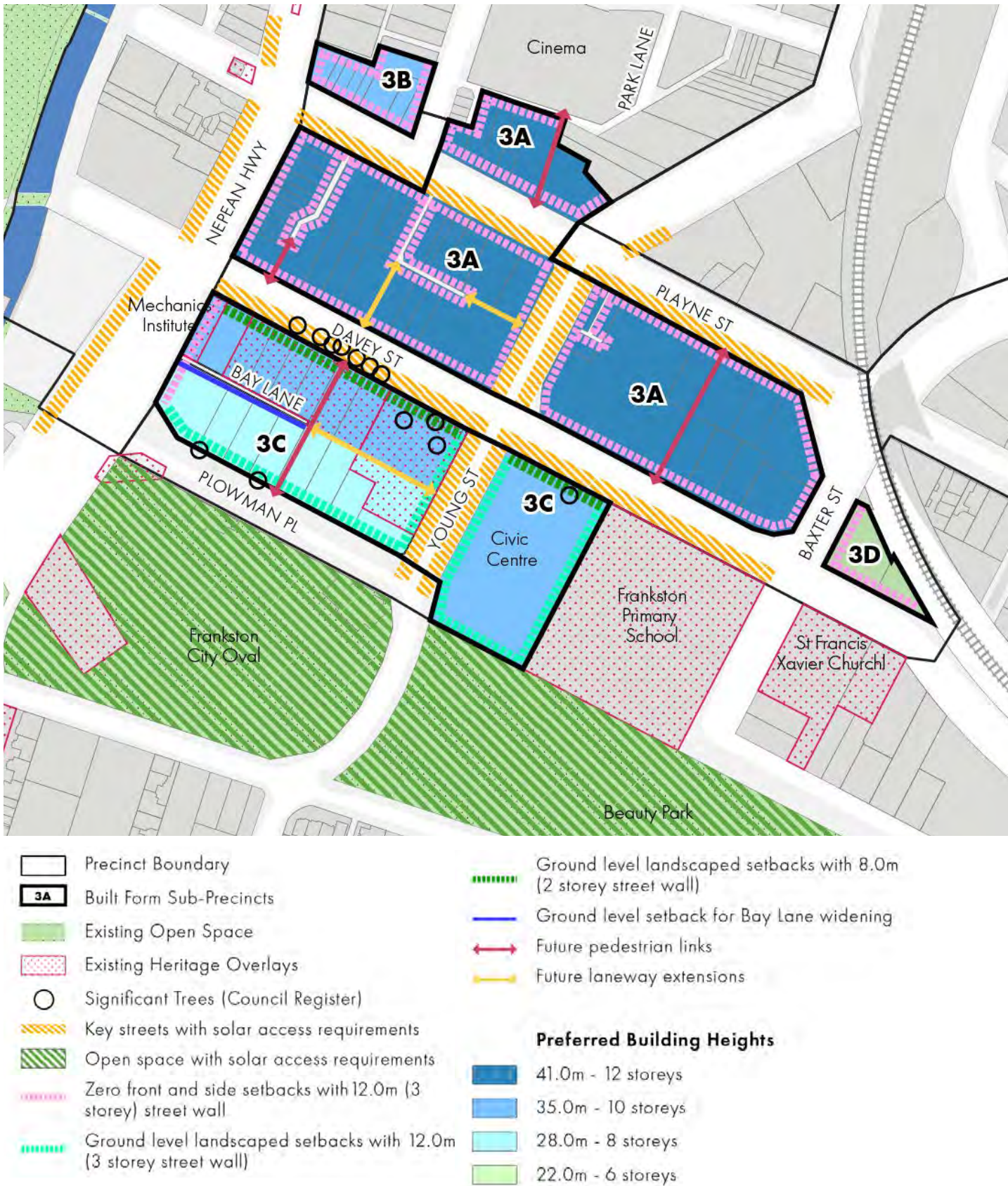


Figure 41. Precinct 3 - Built Form and Design Framework

Precinct Development Requirements

Element	Development Requirements
Preferred Building Heights	<ul style="list-style-type: none">• Sub-Precinct 3A – Preferred Maximum Building Height is 41.0m (12 storeys) above natural ground level.• Sub-Precinct 3B – Preferred Maximum Building Height is 35.0m (10 storeys) above natural ground level.• Sub-Precinct 3C – Preferred Maximum Building Height is 35.0m (10 storeys) above natural ground level.• Sub Precinct 3D - Preferred Maximum Building Height is 22.0m (6 storeys) above natural ground level.
Preferred Street Wall Heights	<ul style="list-style-type: none">• Sub-Precinct 3A, 3B, 3D - Preferred street wall height is 12.0m (3 storeys).• Sub-Precinct 3C - Preferred street wall height is 8.0m (2 storeys).
Preferred Street & Ground Level Setbacks	<ul style="list-style-type: none">• Sub-Precinct 3A, 3B, 3D - 0.0m to all streets.• Sub-Precinct 3A - Laneway extensions - 3.0m ground level setback to 15-17 Davey Street and 170R Young Street to provide for 3.0m wide laneway.• Sub-Precinct 3A - Pedestrian Links - 6.0m ground level setback to the following sites to provide for the new links: Frankston Arts Centre, 62-66 Playne Street, 35 Playne Street and 499 Nepean Highway• Sub-Precinct 3C - 4.0m street setback Young Street and Plowman Place. 0.0m street setback to Nepean Highway.• Sub-Precinct 3C - Ground level setback of at least 7.0m to Davey Street to respect heritage places.• Sub-Precinct 3C – Bay Lane Widening - 3.0m rear setback to 1N,1R,1,2 Bay Lane.• Sub-Precinct 3C – Bay Lane Extension - 3.0m rear setback to 16 & 18 Davey Street & 3.0m rear setback to 3 & 4 Plowman Place to provide for 6.0m wide laneway.• Sub-Precinct 3C – Bay Lane Extension - Setback to provide for 6.0m wide laneway through 20-24 Davey Street. Alignment of Laneway to be determined through future master planning.• Sub-Precinct 3C – Civic Centre Site - 10.0m rear setback.• Ground level setbacks to avoid the tree protection zones of Significant Trees identified in Figure 30.
Preferred Upper-Level Setbacks	<ul style="list-style-type: none">• Sub-Precinct 3A, 3B, 3C, 3D - 5.0m upper level setback from the street wall.• All Precincts - Provide upper-level setbacks as required to achieve the solar access requirements outlined below.

Element	Development Requirements
Solar Access	<p>Ensure solar access is maintained to the following:</p> <ul style="list-style-type: none">• Within 7.0m of the western property boundary of Nepean Highway between 10am and 2pm at the equinox (September 23). This measurement accounts for future widening of the Nepean Highway footpath.• The entire southern footpath Playne Street between 10am and 2pm at the spring equinox (September 23).• The entire southern footpath of Davey Street between 10am and 2pm at the spring equinox (September 23).• The entire eastern and western footpath of Young Street between 10am and 2pm at the spring equinox (September 23).• Beauty Park beyond northern edge of the existing shared path park between 10am and 2pm at the winter solstice (June 22).• Frankston Oval beyond a distance of 30m from the northern property boundary between 10am and 2pm at the winter solstice (June 22).

Strategic Justification / Rationale

Building Height

- For the majority of Playne Street, Davey Street and the Young Street frontage a 41.0m (12 storey) building height is proposed. The larger sites in this precinct will allow for development of this scale to be delivered whilst managing solar access requirements. There are a small number of sites where a ten storey building height is proposed, which is due to the smaller lot sizes.
- South of Davey Street, on the north side of Bay Lane, building heights transition to 35.0m (10 storeys) to provide a transition in scale to the edge of the FMAC.
- On the south side of Bay Lane a lower building height of 28.0m (8 storeys) is recommended to meet the solar access requirement to Frankston Oval. A similar approach is recommended on the Civic Centre site to maintain sunlight to Beauty Park.

Solar access

Playne Street

- Playne Street is identified as a key spine for the arts and entertainment precinct and it will be important to retain sunlight to the southern footpath between 10am and 2pm at the spring equinox (September 23). It is recommended that the solar access requirements cover the future widening of the footpath.

Nepean Highway

- Nepean Highway is identified as a location for future upgrades to support additional retail and hospitality uses with widened footpaths. Solar access will be maintained to the eastern and western future widened footpaths between 10am and 2pm at the equinox (September 23). The future footpath width has been identified at 7.0m which is based on preliminary concepts developed for the future upgrade.



Figure 42. Shadow Analysis - Nepean Highway and Playne Street

Young Street

- The footpaths of Young Street are key spaces utilised by people moving to and from the city centre. It is recommended that sunlight is provided to the footpaths between 10am and 2pm at the spring equinox (September 23).

Davey Street

- The southern footpath of Davey Street has less pedestrian activity than other streets however it's role will become more important for moving people as development across the centre intensifies. Solar access should be maintained to this space between 10am and 2pm at the spring equinox.

Frankston Oval

- Frankston Oval is a key active recreation reserve at the edge of the FMAC. Development north of Plowman Place has the potential to overshadow this key open space. A requirement to maintain sunlight to this space between 10am and 2pm at the winter solstice should be applied. The 3D testing demonstrated that applying this requirement to the edge of the reserve property boundary will significantly limit development opportunities. A distance of 30m from the edge of the reserve boundary was considered more appropriate as it reflected the approximate distance cast by existing clubroom buildings. In addition the existing cypress pine trees are approximately would also cast significant shadow over the oval at the winter solstice.

- June 22 at 10am (shadow from recommended building envelope)
- - - June 22 at 10am (approximate shadow from existing buildings)

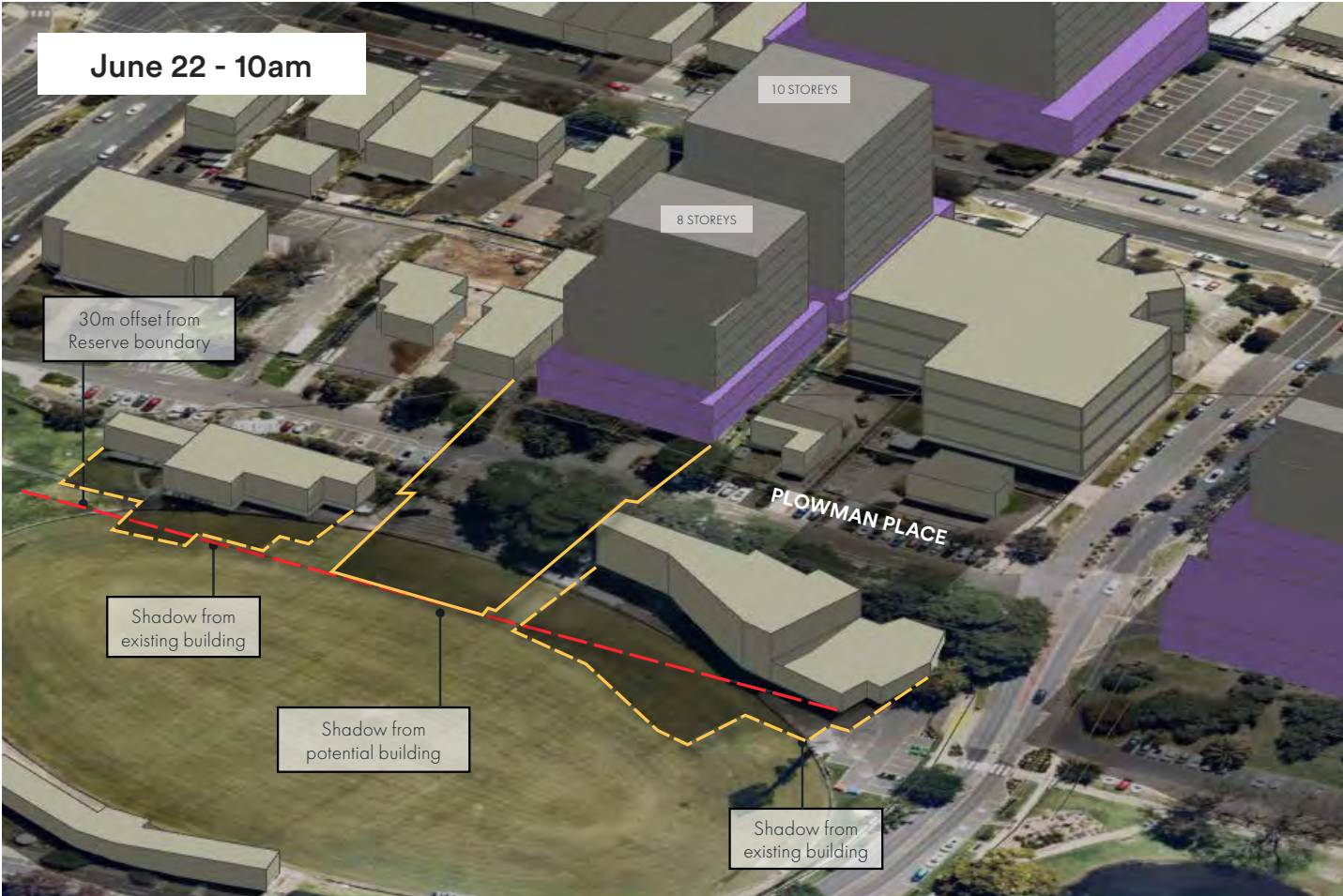


Figure 43. Shadow Analysis - Frankston Oval

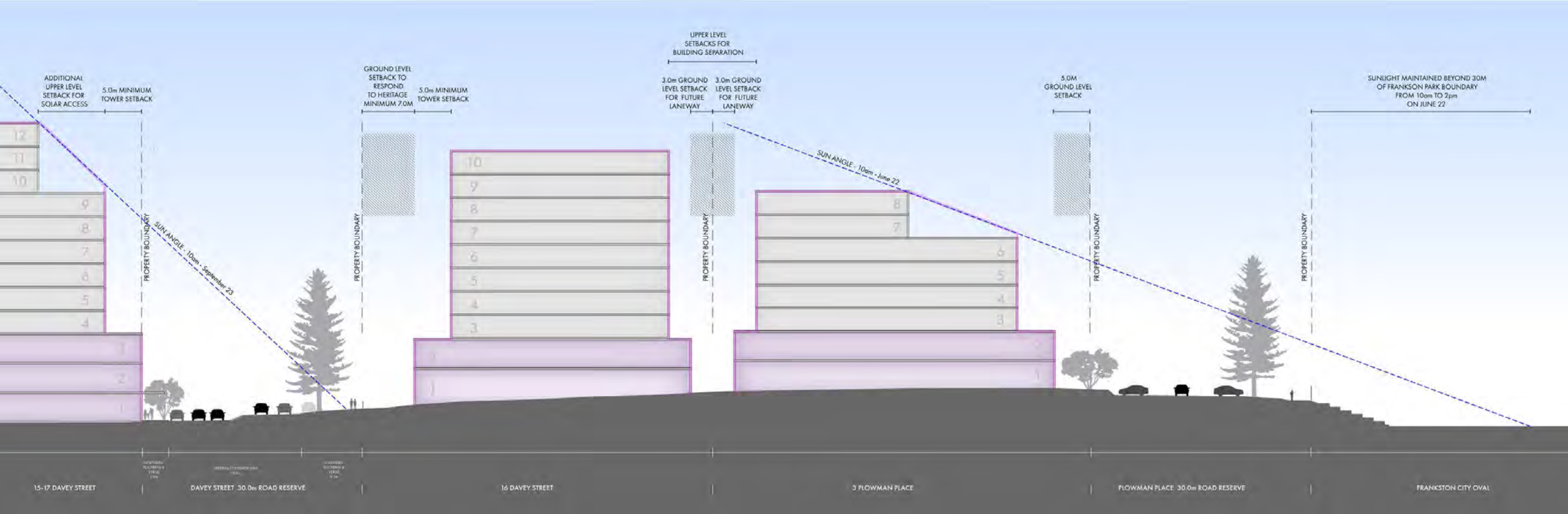


Figure 44. Davey Street, Plowman Place and Frankston Oval- Proposed building heights and sun angle

Beauty Park

- Beauty Park is the major passive recreational open space for the FMAC. Sunlight should be maintained to the park between 10am and 2pm at the winter solstice. The 3D testing demonstrated that applying this requirement to edge of the property boundary of the park would significantly limit development opportunities on the Civic Centre site. It is recommended that the solar access requirement is measured from the useable area of the park (southern edge of the car park).



Figure 45. Shadow Analysis - Beauty Park

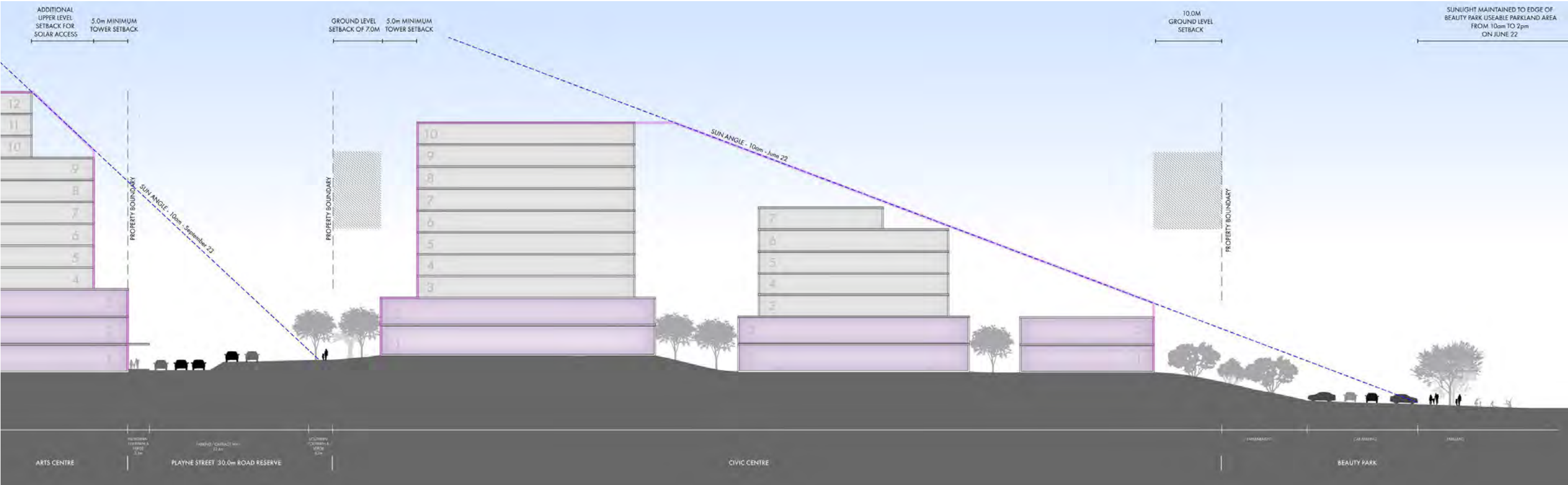


Figure 46. Davey Street, Civic Centre and Beauty Park - Proposed building heights and sun angle

Street Wall

- A human scale is desired for Playne and Young Streets to fulfil its retail and hospitality role. A three storey edge is considered appropriate scale to meet this objective. This will provide for sufficient enclosure without the effect of buildings dominating the street space. Upper level setbacks of a minimum of 5m will provide for a good separation of the street wall and tower levels.
- A fine grain built form response is recommended for all sites along Playne Street and Young Street north of Davey Street.
- The north side of Davey Street should adopt a similar approach to other FMAC streets with a three storey street wall which is built to the street edge and 5m upper level setbacks for development above the street wall. The fine-grain character is less critical for Davey Street as it is expected to provide for a range of employment uses that may require wider frontages.
- A two storey street wall is recommended on the south side of Davey Street. This will better integrate with the height of existing heritage buildings.

Ground and Upper Level Setbacks

- For levels above the podium, side setbacks of 5m from the street boundary is recommended which may increase for upper levels where solar access requirements apply.
- The built form edge to the south side of Davey Street will largely be determined by the response to the Heritage Overlays. This should be a minimum of 7.0m where no heritage exists to provide consistency with the setbacks of existing heritage buildings.
- For Plowman Place a landscaped setback of 4m is recommended. This will support canopy tree planting to provide a landscaped edge to the Frankston Oval. This is also consistent with the Horizon development which is currently under construction.
- Improvements to Bay Lane are recommended to ensure new development can be adequately serviced. This will include widening of the laneway where it currently exists and continuation of the laneway through to young Street where no laneway currently exists. The recommended width for the laneway is 6.0m which is consistent with what has been proposed through development applications.
- The Civic Centre site has a direct interface with Beauty Park. A 10m rear setback is recommended to assist with providing sunlight to the park. This aligns with the edge of the existing embankment on the site.
- Future development on the Civic Centre site should also consider provide for setbacks to the adjoining school site. This will assist with maintaining sunlight to the school grounds.

Other Recommendations

- The elevated sections of Davey Street are highly visible from many locations within the FMAC. It is important that development in this location is of exemplary quality and designed in a way where all facades present attractively to the surrounds.
- Given the arts role of Playne Street, creative architectural responses will be encouraged and development that incorporates public art into courtyard spaces.
- Heritage is a key consideration for this area, with two Overlays applying to Davey Street. For these properties it is important that new development is designed in away that respects the heritage building and does not overwhelm the heritage place.

5.6 Recommendations: Precinct 4 - Waterfront

Precinct Overview

Built form within the precinct will be of significant quality recognising the importance of this location within the FMAC. Development will support significant transformation of this precinct whilst balancing the sensitive interfaces to Kananook Creek, the Foreshore reserve and residential uses within the Long Island neighbourhood. Upper levels of buildings will be designed with significant gaps, reducing the visual bulk of buildings when viewed from the foreshore and other surrounding areas and also allowing views to the sky when viewed from Nepean Highway. Appropriate upper level setbacks will ensure Kananook Creek, key streets and the foreshore reserve receive adequate sunlight across the year.

Development Objectives

- To create an active, safe and attractive transit interchange that welcomes people to a vibrant place for business, education, shopping, hospitality and housing.
- To activate Young Street and Playne Street with retail, hospitality and community uses across the day and night.
- To provide offices, institutional uses and housing the east side of the railway line with activated ground level uses.
- To strengthen the connections across the rail line between Young Street and Fletcher Road with activated links.
- To provide active frontages to new open space delivered across the precinct.
- To ensure new development along Fletcher Road contributes to creating a green edge to the FMAC.
- To enhance the eastern gateway to the FMAC with development of exemplary quality.
- To provide visual breaks between buildings that allows for views to the sky and supports sharing of views.
- To maintain adequate sunlight to the future widened southern footpath of Playne Street, the western footpath of Young Street and City Park at key times of the year.



Figure 47. Precinct 4 - Built Form and Design Framework

Precinct Development Requirements

Element	Development Requirements
Preferred Building Heights	<ul style="list-style-type: none">Sub-Precinct 4A, 4C, 4D – Preferred Maximum Building Height is 41.0m (12 storeys) above natural ground level.Sub-Precinct 4B – Preferred Maximum Building Height is 35.0m (10 storeys) above natural ground level.
Preferred Street Wall Heights	<ul style="list-style-type: none">Sub-Precinct 4A, 4B, 4C, 4D - Preferred street wall height is 12.0m (3 storeys).
Mandatory Street & Ground Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 4A, 4B - 3.0m ground level setback to Kananook Creek Boulevard to provide an outdoor dining / activation zone for new development.Sub-Precinct 4D - Extension of Kananook Creek Promenade at 510 Nepean Highway – 9.0m ground level setback to the western property boundary to create the future public open space.Sub-Precinct 4A - Future pedestrian links between Nepean Highway and Kananook Creek Boulevard - 4.5m ground level setback to the following:<ul style="list-style-type: none">Northern property boundary of 446 Nepean HighwaySouthern property boundary of 438 – 444 Nepean HighwayNorthern property boundary of 432 Nepean HighwaySouthern property boundary of 428-430 Nepean Highway
Preferred Street & Ground Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 4A, 4B, 4C, 4D - 0.0m to Nepean Highway, Beach Street, Wells Street, Playne Street, Davey Street, Kananook Creek Boulevard South and Kananook Creek promenade.
Preferred Upper-Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 4A, 4B, 4C, 4D - Kananook Creek interface - 10.0m setback for upper-level development from the street wall.Sub-Precinct 4A - Development above 35m (10 storeys) should be set back so it has minimal visibility from the opposite Gould Street properties. The level of visibility should be measured from a distance of 10.0m from the rear boundary of the Gould Street properties.Sub-Precinc 4A - Future pedestrian links - 3.0m setback for upper-level development from the future laneway street wall to create a total of 15.0m building separation.Sub-Precinct 4C- McCombs Reserve Interface - 10.0m setback for upper-level development from the street wall.Sub-Precinct 4C, 4D - Development above 35m (10 storeys) should be set back so it has minimal visibility from the Kananook Creek trail within the foreshore reserve opposite.Sub-Precinct 4A, 4B, 4C, 4D - 5.0m setback upper-level development from the street wall to Beach Street, Wells Street, Playne Street, Davey Street and Nepean Highway.Sub-Precinct 4A, 4B, 4C, 4D - Provide upper-level setbacks as required to achieve the solar access requirements outlined below.

Element	Development Requirements
Solar Access	<p>Ensure solar access is maintained to the following:</p> <ul style="list-style-type: none">The eastern edge of Kananook Creek and the entire foreshore reserve between 10am and 2pm at the winter solstice (June 22).The Kananook Creek trail between 10am and 2pm at the spring equinox (September 23).Kananook Creek Boulevard South - Beyond a distance of 9.0m from the eastern boundary of the road reserve between 10am and 2pm at the spring equinox (September 23).Future Kananook Creek Promenade (510 Nepean Highway) - Beyond a distance of 7.0m from the eastern edge of the future promenade between 10am and 2pm at the spring equinox (September 23).McCombs Reserve - Beyond a distance of 20.0m from the northern property boundary of the reserve between 10am and 2pm at the spring equinox (September 23).Within 7.0m of the eastern property boundary of Nepean Highway between 10am and 2pm at the spring equinox (September 23). This measurement accounts for future widening of the Nepean Highway footpath.The entire southern footpath of Wells, Playne Street and Davey Street between 10am and 2pm at the spring equinox (September 23).

Strategic Justification / Rationale

A more detailed assessment has been undertaken for Precinct 4 through the Kananook Creek Built Form Review. This review provides for extensive testing of views through 3D modelling and detailed shadow analysis.

The strategic justification and rationale for the recommendations for Precinct 4 are included in Built Form Review report.

5.7 Recommendations: Precinct 5 - Nepean Boulevard

Overview

Development will provide for a high quality address to the boulevard set behind landscaped gardens with canopy trees that complement the boulevard planting. Building heights will increase closer to the FMAC and on the eastern side of the Nepean Highway. On the west side of the highway, development will be of a lower scale and set back from Kananook Creek to respond to this sensitive interface.

Development Objectives

- To encourage development along the Nepean Highway Boulevard that is responsive to its role as a gateway to the City Centre.
- To provide for a range of commercial and residential uses that complement the mixed-use function of the precinct.
- To support mid-scale apartment and townhouse development across the precinct.
- To ensure development respects the environmental qualities and amenity of Kananook Creek.
- To create a new, high quality and visually permeable built form edge along the west side of Nepean Highway that provides visual links to Kananook Creek
- To encourage building interfaces that promotes surveillance of adjoining streets through activated frontages.
- To provide high quality landscaping and canopy trees within private land to complement the Nepean Boulevard landscape.
- To retain existing canopy trees.
- To ensure that the location and design of car parks, loading bays and services areas promotes active street frontages, does not dominate public spaces and supports safe use and access.

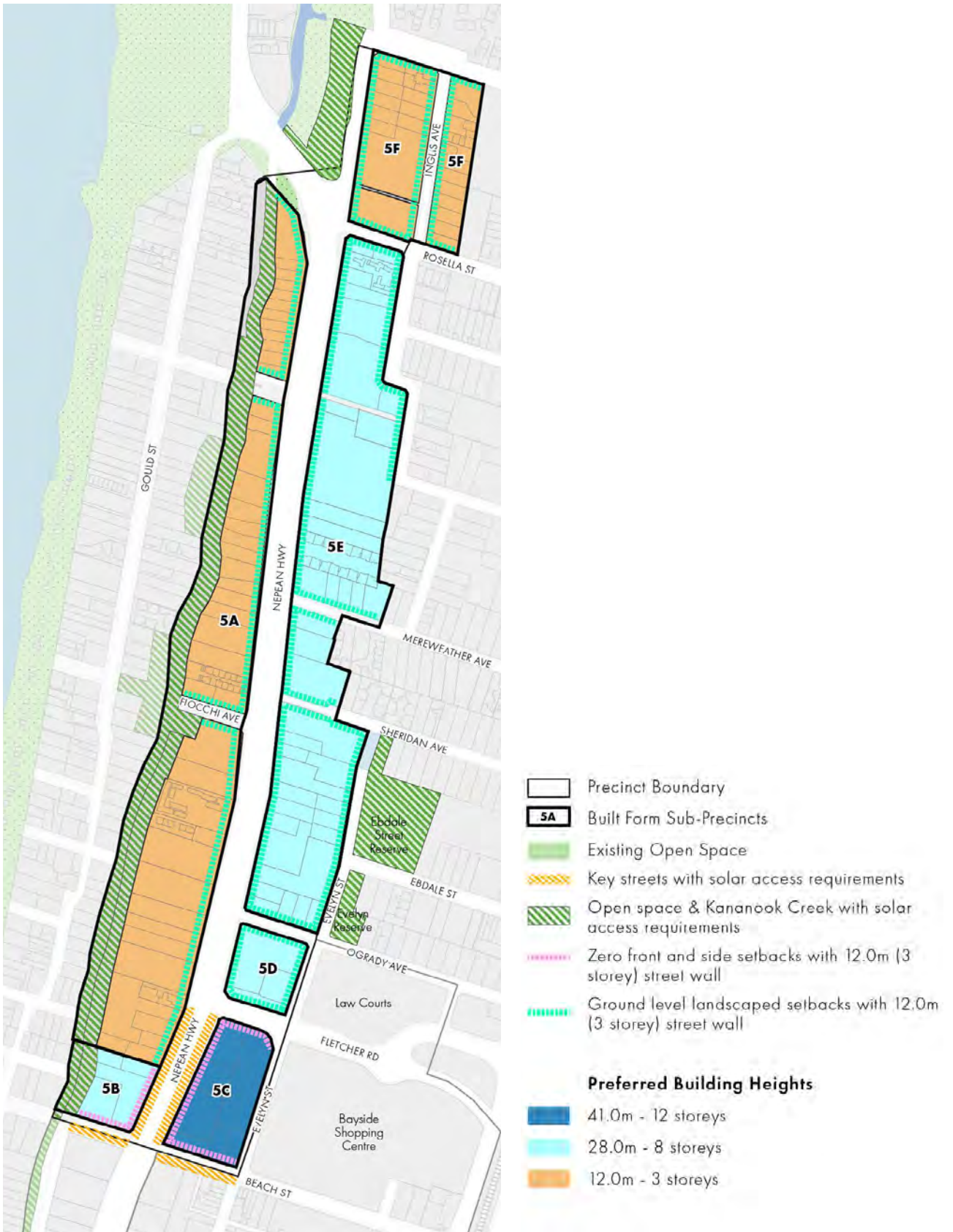


Figure 48. Precinct 5 - Built Form and Design Framework

Precinct Development Requirements

Element	Development Requirements
Preferred Building Heights	<ul style="list-style-type: none">Sub-Precinct 5A, 5F – Preferred Maximum Building Height is 12.0m (3 storeys) above natural ground level.Sub-Precinct 5B, 5D, 5E - Preferred Maximum Building Height is 28.0m (8 storeys) above natural ground level.Sub-Precinct 5C – Preferred Maximum Building Height is 41.0m (12 storeys) above natural ground level.
Preferred Street Wall Heights	<ul style="list-style-type: none">Sub-Precinct 5A, 5B, 5C, 5D, 5E, 5F - Preferred street wall height is 12.0m (3 storeys).
Preferred Street & Ground Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 5A, 5E, 5F – 5.0m ground level setback Nepean Highway. 3.0m ground level setback to all other streets.Sub-Precinct 5D – 3.0m ground level setback to all streets.Sub-Precinct 5B, 5C – 0.0m ground level setback to Nepean Highway, Beach Street, Fletcher Road and Evelyn StreetSub-Precinct 5B - Where properties abut Kananook Creek Reserve: 5.0m from the rear boundary or to a surface level above the 1.7m AHD contour, whichever is greater.
Mandatory Rear Ground Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 5A - Where properties abut Kananook Creek Reserve: Minimum 5.0m from the rear boundary or to a surface level above the 1.7m AHD contour, whichever is greater.Sub-Precinct 5A - Where properties abut Kananook Creek: Minimum 10.0m from the 1.15m AHD contour (2 year Annual Recurrence Interval) or to a surface level above the 1.7m AHD contour, whichever is greater.
Preferred Upper-Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 5B, 5C, 5D, 5E - 5.0m upper-level setback for development above 12.0m.Sub-Precinct 5A - Where a site abuts Kananook Creek or Kananook Creek Reserve, the second and third levels should be set back 3.0m from the level below. Private open space is permitted within this setback.
Solar Access	<ul style="list-style-type: none">Design and site buildings at 383-389 Nepean Highway to minimise overshadowing to Evelyn Reserve. <p>Ensure solar access is maintained to the following:</p> <ul style="list-style-type: none">The eastern edge of Kananook Creek between 10am and 2pm at the winter solstice (June 22).The eastern and western footpaths of Nepean Highway south of Fletcher Road between 10am and 2pm at the spring equinox (September 23).Ebdale Street Reserve between 10am and 2pm at the winter solstice (June 22).

Strategic Justification / Rationale

- Built form controls for this precinct are currently applied through Design and Development Overlay - Schedule 5. This overlay was gazetted into the planning scheme in 2019.
- The overlay provides for a range of building heights across six precinct which range from 12m to 38m. A 5.0m setback is recommended to the majority of the Nepean Highway. This will help to support the boulevard transformation of the highway. Additional setbacks are required to Kananook Creek to protect this sensitive interface.
- The review of this precinct found the heights applied through DDO5 to be appropriate and support a good level of development within the FMAC whilst protecting sensitive interfaces.
- Other requirements outlined in DDO5 were also considered appropriate and have been adopted in the recommendations.

5.8 Recommendations: Precinct 6 - Cranbourne Road Gateway

Overview

New development will help to revitalise the precinct through the gradual replacement of existing housing stock with high quality multi-level buildings enhancing the eastern entry to the FMAC. Development will be of a scale and density that is compatible with surrounding residential areas and increase moderately towards the city centre.

Development Objectives

- To encourage development along the Nepean Highway Boulevard that is responsive to its role as a gateway to the City Centre.
- To provide for a range of commercial and residential uses that complement the mixed-use function of the precinct.
- To support mid-scale apartment and townhouse development across the precinct.
- To ensure development respects the environmental qualities and amenity of Kananook Creek.
- To create a new, high quality and visually permeable built form edge along the west side of Nepean Highway that provides visual links to Kananook Creek
- To encourage building interfaces that promotes surveillance of adjoining streets through activated frontages.
- To provide high quality landscaping and canopy trees within private land to complement the Nepean Boulevard landscape.
- To retain existing canopy trees.
- To ensure that the location and design of car parks, loading bays and services areas promotes active street frontages, does not dominate public spaces and supports safe use and access.

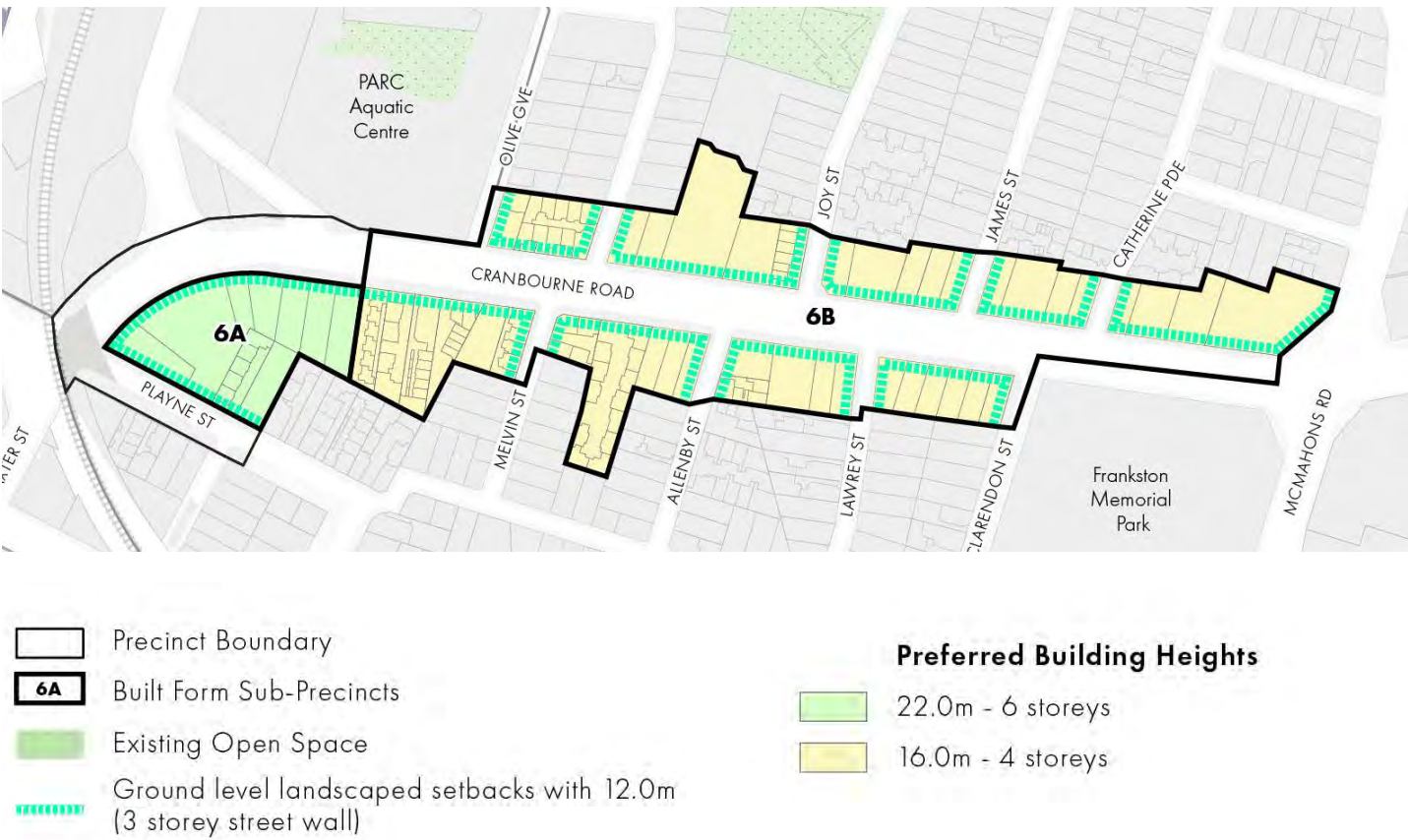


Figure 49. Precinct 6 - Built Form and Design Framework

Precinct Development Requirements

Element	Development Requirements
Preferred Building Heights	<ul style="list-style-type: none">Sub-Precinct 6A - Preferred Maximum Building Height is 22.0m (6 storeys) above natural ground level.Sub-Precinct 6B – Preferred Maximum Building Height is 16.0m (4 storeys) above natural ground level.
Preferred Street Wall Heights	<ul style="list-style-type: none">Sub-Precinct 6A, 6B - Preferred street wall height is 12.0m (3 storeys).
Preferred Street & Ground Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 6A, 6B – 3.0m ground level setback to Cranbourne Road.
Preferred Upper-Level Setbacks	<ul style="list-style-type: none">Sub-Precinct 6A - 5.0m upper-level setback for development above 12.0m.

Strategic Justification / Rationale

- Built form controls for this precinct are currently applied through Design and Development Overlay - Schedule 13. This overlay was gazetted into the planning scheme in 2019.
- The overlay provides for a preferred building height of 14.0m across the precinct.
- A review of this precinct identified sites at the western end of the precinct as providing key redevelopment opportunities because of their large size and their location close to the city centre and railway station. A preferred height of 22.0m (6 storeys) is recommended for these sites. These sites could accommodate this height whilst managing impacts on adjoining existing residential.
- For the balance of the Precinct, a small increase in preferred building heights from 14.0m to 16.0m is recommended however overall height in storeys would remain at 4 storeys. The reason for this change is that the area is currently zoned Commercial 1 and a 4.0m floor to floor height for each level of the building would better support the commercial role of this precinct.

5.9 Centre-wide Design Guidelines

The Centre-wide guidelines are recommended apply to all precincts across the FMAC.

Centre-wide Objectives

- To develop Frankston Metropolitan Activity Centre as the commercial, civic, cultural, creative, community and entertainment destination for the South Eastern metropolitan area.
- To encourage high quality built form that contributes to safe, engaging and attractive streets.
- To facilitate development at a scale that accommodates a mix of uses while respecting the coastal character of Frankston and sensitive interfaces.
- To provide visual breaks between buildings that allows for views to the sky and supports sharing of views.
- To encourage a diverse range of housing choices that provide for on and off site amenity including affordable housing options.
- To encourage environmentally sustainable development.
- To encourage building interfaces that promote the safety of adjoining streets through activated frontages and surveillance at upper levels.
- To ensure that the location and design of car parks, loading bays and services areas promotes active street frontages, does not dominate public spaces and supports safe use and access.

Centre-wide Design Guidelines

Building heights & Setbacks

- The preferred maximum building height excludes rooftop services which should be hidden from view from any adjoining public space or designed as architectural roof top features. Roof top services includes but is not limited to plant rooms, air conditioning, lift overruns and roof mounted equipment.
- Architectural features may exceed the preferred building heights.
- To support a high level of internal amenity and adaptation to other uses over time, buildings should provide the following minimum floor to floor heights:
 - Ground level – 4.0m
 - Above ground level up to street wall height (including car parking) – 3.5m
 - Residential uses – 3.2m
 - Non-residential uses – 3.5m

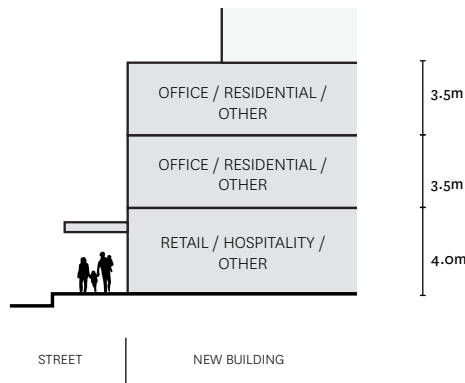


Diagram showing the minimum floor to floor heights for the podium levels of buildings.

- Development that exceeds the identified Preferred Heights should demonstrate each of the following:
- The development meets or does not significantly exceed the overshadowing requirements outlined in the Precinct Development Requirements.
- Levels above the preferred maximum height are set back further behind the street wall.
- The development provides significant public realm benefits. This could include:
 - Provision of a new public pedestrian link through the site including those identified in the Structure Plan.
 - Expansion of the adjoining footpath space for public use.
 - The provision of new or expanded public open space within the development.
 - A demonstrable benefit to the broader community.
 - Provides for affordable housing within the development.

Setbacks and Building separation

- Projections such as balconies, building services and architectural features should not intrude into the preferred ground level and upper-level setbacks.
- Development should avoid repetitive stepped building forms by providing a common street and rear setback for the majority of the upper levels above street wall.
- Where development shares a common boundary and no interface treatment is identified in the Precinct Requirements, the following side and rear setbacks should be provided to achieve adequate sunlight, outlook and privacy for habitable rooms and reduce the visual bulk of development:
- Where the common boundary is a laneway, the setback is applied from the centre of the laneway.

Overall Building Height	Preferred minimum side and rear setback above the street wall
Up to 28.0m	4.5m
Between 28.0m and 42.0m	6.0m
Above 42.0m	10.0m

Building form and design

- Building facades should be articulated through the design of openings, balconies, varied materials, recessed and projected elements, and revealing structural elements.
- Building facades should not rely on excessive use of materials to achieve visual interest.
- Where buildings that includes a tower component that is separated from adjoining boundaries, ensure the building is designed to be read ‘in the round’ with articulated facades to each interface.
- Upper levels above the podium and roof forms should be integrated with the overall building design.
- Building design should minimise the visual bulk of large buildings through significant breaks and recesses in building massing.
- Buildings should have a maximum tower length of 45 metres to reduce visual bulk and allow for sharing of views.
- Buildings should utilise materials that do not generate glare, and can withstand the effects of weathering.
- Where fine-grain subdivision patterns are recommend, development should narrow shopfronts within the shopping strip by incorporating separate ground floor tenancies and vertically and horizontally modulated forms that integrate with the streetscape context.

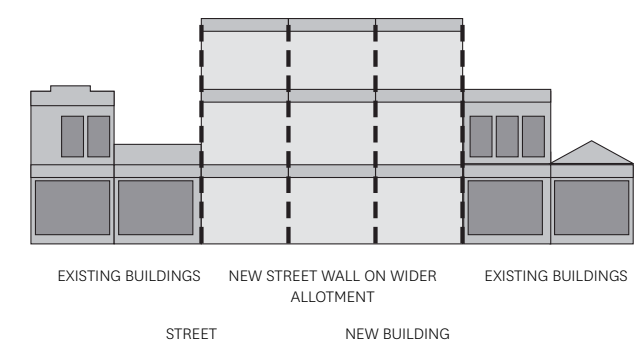


Diagram demonstrating fine-grain articulation on wider allotments.

Street interface

- **For Primary Active Frontage Areas** - A minimum of 75% of the ground level frontage should incorporate clear glazing or building entries. Provide ground level uses that engage with the adjoining public realm.
- **For Active Frontage Areas** – A minimum of 40% of the ground level frontage should incorporate clear glazing or building entries. Provide ground level uses that support surveillance of the adjoining public realm.
- Materials within podium levels should be tactile and visually interesting to reinforce the human scale. Avoid long expanses of floor to ceiling glazing.
- Buildings on corner sites should be designed to actively address both frontages at both the street and upper levels.
- Upper levels of buildings should be designed to provide habitable rooms with windows or balconies that overlook the public realm.
- Avoid the presentation of blanks walls to the public realm. Wall on boundaries that will eventually be built out should still have some form of articulation while awaiting adjoining development - i.e. art, pre-cast patterned concrete etc.
- Provide embedded balconies within the podium levels above ground floor to support surveillance of the streets and adjoining public spaces.
- Provide basement car parking where possible to avoid inactive building frontages. Where this not possible and parking needs to be provided above ground in the podium level, ensure parking levels are sleeved with active uses.
- Building entries should directly front the street and be clearly defined and legible from the public realm.



Examples of Primary Active Frontages

Weather protection

- Provide verandahs on all buildings located in the Primary Active Frontage Areas and Active Frontage Areas.
- Verandahs should be at an appropriate height above the footpath to avoid damage whilst still providing effective weather protection, generally between 3.0 and 4.0m and consistent with adjoining sites.
- Verandahs should be designed to mitigate the potential for visual clutter effects from light fittings, service cables and under awning signage.
- Undertake a wind assessment for buildings over 20 metres in height to assess the impact of wind on the safety and comfort of the pedestrian environment on footpaths and other public spaces.

Access and services

- Pedestrian entries to buildings should be clearly visible and easily identifiable from the street and accessible for all abilities.
- Residential entries should be distinguished from retail and commercial entries.
- Loading, service access and car park access should be provided from laneways and secondary streets. Where this not possible, vehicle crossovers should be minimised to reduce disruption to the footpaths and located to avoid street trees if present.
- Provide appropriate setbacks at the rear of the building to laneways ensure adequate space for car park access and servicing. Further details at Clause 52.06 of the Frankston Planning Scheme.
- Screen air conditioning services, antennas and other utilities from public view using balcony treatments / roof structures / architectural elements. Avoid using walls to screen services.
- Avoid and minimise building services and utilities at ground floor street frontages to prioritise active frontages at these locations. Integrate services and utilities with the building design.

Landscaping

- Communal garden spaces should be provided at podium and rooftop levels where appropriate to create amenity for residents, workers and visitors. The gardens should take into consideration, aspect, materials and solar orientation.
- Utilising green roofs, walls and balconies to provide additional landscaping and soften the visual impact of buildings.



Examples of green balconies

Environmental Sustainable Design

- All new buildings are to incorporate best practice Environmentally Sustainable Development (ESD) principles. Refer to the Frankston Ecologically Sustainable Development Design Guide - Buildings, 2009.

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Appendices

Appendix A	Ecology and Heritage Partners Report
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Appendix A Ecology and Heritage Partners Report



Potential Shadowing Impacts on Aquatic Flora and Fauna, Kananook Creek, Frankston, Victoria

Date: 21 September 2022

Author: Matthew Boyd (Ecologist)

Ref: 16309

1 Introduction

Ecology and Heritage Partners Pty Ltd was commissioned by Tract to undertake a review of the potential impacts of shadowing on Aquatic Flora and Fauna at Kananook Creek, Frankston, Victoria. We understand that Tract are assisting Frankston City Council with a built form review of the potential impacts of development adjacent to Kananook Creek.

One of the inherent impacts associated with developing the areas adjacent to Kananook Creek for residential or commercial use, is overshadowing on aquatic flora and fauna values. The purpose of this assessment was to undertake a literature review of the potential impacts of overshadowing and to summarise the potential impacts on aquatic flora and fauna species. This report presents the results of the assessment and discusses the potential ecological and legislative implications associated with the proposed action.

2 Study Area

The study area is located at Kananook Creek, Frankston and is approximately 35 kilometres south-east of Melbourne's CBD (Figure 1). The study area covers approximately 7.5 hectares and is bound by Beach Street to the north, City of Frankston to the south, Nepean Highway to the east and Port Phillip Bay to the west.

Kananook Creek runs through the western portion of the study area, flowing from an outlet at Patterson Lakes, through the suburbs of Seaford and Frankston, and discharging into Port Phillip Bay, approximately 500 metres to the south-west. The study area is currently used as a boulevard and walking trail adjacent to Kananook Creek, with residential and commercial buildings also present.

According to the Department of Environment, Land, Water and Planning (DELWP) NatureKit Map (DELWP 2022a), the study area is located within the Gippsland Plain bioregion, Melbourne Water (previously Port Phillip and Westernport) Catchment Management Authority (CMA) and Frankston City Council municipality.

3 Methods

3.1 Desktop Assessment

Relevant literature, online-resources and databases were reviewed to provide an assessment of flora and fauna values associated with the study area. The following information sources were reviewed:

- The DELWP NatureKit Map (DELWP 2022a) and Native Vegetation Information Management (NVIM) Tool (DELWP 2022b) for:



www.ehpartners.com.au

- Modelled data for location risk, native vegetation patches, scattered trees and habitat for rare or threatened species; and,
- The extent of historic and current Ecological Vegetation Classes (EVCs).
- Visualising Victoria's Biodiversity (VBB) (VBB 2022) for assistance with the identification of aquatic fauna species;
- The online VicPlan Map (DELWP 2022c) to ascertain current zoning and environmental overlays in the study area;
- The Victorian Biodiversity Atlas (VBA) for previously documented flora and fauna records within the project locality (DELWP 2022d);
- Aerial photography of the study area; and
- Other reports relevant to the study area, including:
 - Flora and Fauna Assessment: Kananook Creek Arboretum. Ranges Environmental Consulting 2020.

4 Discussion

One of the risks associated with developing the eastern side of the creek for use as commercial precinct is the potential impact of overshadowing on the Kananook Creek. Given that aquatic flora rely on light for photosynthesis, there are implicit risks that the development may inhibit the growth of aquatic flora, and concurrently, limit the availability of food for aquatic fauna species.

Ecology and Heritage Partners have been requested by Tract to assess the loss of two hours of sunlight to Kananook Creek between 8am and 10am. This time period was selected to assess a worst-case scenario for shadow impacts to the creek.

At the winter solstice (June 22), the sun rises at approximately 7:40am. Some parts of the creek may receive sunlight around this time as there are a number of vacant sites and at-grade car parking areas along the creek. The planning controls which are being developed through the Draft Structure Plan, will seek to maintain sunlight to the creek from 10am at the winter solstice. Therefore, there may be approximately two hours of additional overshadowing to the creek if development occurs under the recommended planning controls.

This represents a worst-case scenario as the shadows cast at the winter solstice are the longest shadows across the year. The shadow impacts to the creek will reduce before and after the winter solstice.

4.1 Overshadowing

Understanding the effects of abiotic conditions, such as availability of light, on the growth and distribution of organisms is essential to anticipating the anthropologically induced environmental change across ecosystems (Theus *et al.*, 2022). The interactive effects of multiple abiotic factors make it difficult to predict the response of ecosystems and populations when environmental changes occur. Even temporal variations or reductions in these abiotic conditions can alter the growth and performance of organisms. Changes in the photoperiod regime (i.e. the period of time each day where organisms receive light) can alter the intensity of light

(irradiance) which is received, and the temperature of aquatic ecosystems. In areas which experience shorter photoperiods (i.e. shorter days), the availability of light over the course of the day is reduced, causing a decline in growth rates of aquatic primary producers (Theus *et al.*, 2022).

Primary production in the context of an aquatic ecosystem, is the production of organic material through photosynthesis where light is the source of energy (Howarth & Michaels, 2000). To carry out this process, abiotic conditions such as sunlight and carbon dioxide, and nutrients such as nitrogen and phosphorus, are required. Primary and secondary consumers, particularly benthic organisms play a role in the regulation of nutrient concentrations, and the overall productivity in estuarine systems. Thus, primary producers which rely on sunlight for photosynthesis have the potential to be impacted when reducing the amount of available sunlight. Primary producers play an important role in the flow of energy through aquatic food webs, providing the basal resources for higher trophic levels to thrive (Kiffney *et al.*, 2014).

While primary production may be limited by low nutrient concentrations in unshaded streams, primary production in streams that are bordered by well-developed terrestrial plant communities appears to be strongly affected by low light levels (Hill *et al.*, 1995). In a natural creek context, where terrestrial vegetation occur adjacent to the creek, light availability for aquatic species is limited primarily by streamside vegetation and as such, changes in the structure and composition of these streamside plant communities can naturally alter the photoperiod, influencing stream primary production, which in turn, modifies stream nutrient dynamics and higher trophic level production (Warren *et al.*, 2016). In an artificial setting, a reduction of two hours in availability of sunlight is likely to reduce the amount of sunlight entering the aquatic ecosystem, and concurrently, reducing the amount of primary production which may occur. This is likely to be more prevalent during winter month when the percentage reduction of direct light availability would be substantially higher, due to shorter light hours per day. Where the reduction of sunlight is influenced by artificial structure, such as buildings, these changes in stream nutrient dynamics are lost. It is known that a reduction in sunlight reduces the amount of primary production which occurs, however, there are no studies which analyse the incremental change in primary production from reduced sunlight hours (i.e. 6 hrs of sunlight per day vs. 8 hours of sunlight per day). Although changes in light is often analogous to primary production, several factors such as temperature, light, turbidity, nutrient concentration, species composition and species abundance, play an important role in primary production (Gameiro *et al.*, 2011). Whilst a reduction of two hours of morning sunlight may influence the amount of primary production which occurs in Kananook Creek, the associated impact is inherently influenced by the existing ecological values. The below sections outline aquatic flora and fauna which may be utilising the study area.

4.2 Aquatic Flora Habitat

The study area is largely developed, with existing urban infrastructure predominating in the area. As such, ecological values in the area have been highly modified.

Based on the NVIM tool (DELWP 2022b), 2005 modelled vegetation identifies one EVC within the southern portion of the study area: Coast Banksia Woodland/Coastal Dune Scrub Mosaic (EVC 921) (Plate 1). The NVIM tool models the condition of native vegetation within and around the study area, and overall it varies between 0.00 and 0.40, which is representative of very low to low quality habitat (Plate 2).



Plate 1. Modelled extent of Coast Banksia Woodland/Coastal Dune Scrub Mosaic (pink; EVC 921) predicted to occur within the study area.



Plate 2. Modelled native vegetation condition within the study area (ranging between 0.00 and 0.40) which is predicted to occur within the study area.

According to VBA records (DELWP 2022d), there have been no National or State significant species detected within or immediately adjacent the study area. There is one record of Lacey River Buttercup *Ranunculus amplus* (2002), an aquatic/semi-aquatic species, approximately five kilometres upstream from the study area. The species is listed as critically endangered under the *Flora and Fauna Guarantee Act 1988* (FFG Act). There is a low-moderate likelihood of its occurrence in the study area, given that there is only a single record in the riparian corridor and 20 years have elapsed since it was recorded. Regardless, shadowing would not be expected to adversely affect the species given its tolerance of part-shade conditions.

A Flora and Fauna Assessment was conducted by Ranges Environmental consulting (2020), which focussed on a section of river approximately 1.2 kilometres up-stream from the study area. The findings of this report indicated that the section of river adjacent to RF Miles Reserve hosted two EVC's: Coast Banksia Woodland (EVC 2) and Swamp Scrub (EVC 53). These EVC's were categorized as moderate-high quality, providing habitat for native flora and fauna. Whilst these ecological values are not analogous with the study area, it highlights an area of river which is likely to support a higher diversity of aquatic flora and fauna species which utilise the area (Ranges 2020).

Based on the highly modified nature of the study area, landscape context and the proximity of previous records, no other significant flora species are expected to occur due to the high levels of disturbance and lack of suitable habitat.

4.3 Aquatic Fauna Habitat

Due to the highly urbanised nature of the study area, the proximity of human and vehicle traffic has created an environment characterised by high levels of noise and light pollution. Vegetation in the southern portion of the study area is indicative of coastal and estuarine habitat. Given the landscape context of Kananook Creek within a highly urbanised setting that has been subject to extensive historical land clearance, there is limited suitable habitat within the study area to support aquatic fauna species, however due to the transient nature of aquatic fauna, they are likely to disperse to the north and south to areas of better habitat for dispersal,

foraging and breeding purposes. The presence of native vegetation is likely to be a key indicator for the condition and diversity of aquatic habitat within the study area. Some more mobile fauna species are likely to persist within the remaining habitat or opportunistically visit the study area.

According to VBA records (DELWP 2022d), there have been no National or State significant species detected within the study area. While many significant species have been recorded within five kilometres of the study area, these have overwhelmingly been migratory birds or waterbirds that are highly mobile when moving between areas of suitable habitat (e.g. Eastern Great Egret *Ardea modesta*). No significant water-dependent species (e.g. Dwarf Galaxias *Galaxiella pusilla*) have been recorded within the creek.

Due to the transient nature of aquatic fauna, it is likely that the study area hosts a range of commonly observed fish species, which may utilise better habitat further to the north of the study area, adjacent to RF Miles Reserve. The VBB (2022), indicated several commonly observed aquatic fauna, including Common Galaxias *Galaxias maculatus*, Southern Shortfin Eel *Anguilla australis*, Yellow-eye Mullet *Aldrichetta forsteri*, Tupong Pseudaphritis *urvillii*, Bridled Goby *Arenigobius bifrenatus*, Flatheaded Gudgeon *Phlypnodon grandiceps*. According to the Kananook Creek Association, 15 species of fish and crustacean have been recorded within Kananook Creek, including six native species. However, none are listed as significant under federal or State legislation.

While locally common frog species may use the stream and associated vegetation for foraging, shelter and breeding purposes, they are predominantly nocturnal and would not be affected by changes in light intensity during diurnal hours. Reptiles (e.g. lizards) may utilise the heat of the sun for thermoregulation, however the localised restriction of direct light for 2 hours per day is not expected to affect them negatively. Given their high levels of mobility, individuals could readily seek out more suitable habitat attributes in the landscape (e.g. exposed rocks in direct sun).

4.4 Terrestrial Fauna

Due to the proximity to the coastline, migratory birds, shorebirds and waders may fly over the study area en route to more suitable habitat. However, they are unlikely to rely on habitat within the study area for breeding or foraging purposes. The creek and surrounding banks may be frequented by common wetland birds (e.g. Little Pied Cormorant *Microcarbo melanoleucos*, Australian Wood Duck *Chenonetta jubata*) and other locally common birds that are tolerant of modified, open areas (e.g. Australian Magpie *Cracticus tibicen*, Rainbow Lorikeet *Trichoglossus haematodus*). However, given the high mobility of avian species, there are no adverse effects expected with overshadowing.

5 Conclusion

Kananook Creek and the surrounding area is proposed to be developed through the re-configuration of the road space. This is intended to deliver a pedestrian focused environment that supports hospitality and retail use by upgrading the Kananook Creek boulevard, improving connections between Kananook Creek and Frankston City Centre, and provide better public engagement with the Creek. Development is proposed to occur on the eastern side of the creek to allow for commercial development. Due to the development being adjacent to Kananook Creek, there is the implicit concern that shadowing may impact aquatic flora and fauna values within Kananook Creek.

Light availability is a fundamental constraint on primary production in aquatic environments. In the context of this development, the height of the proposed commercial buildings is predicted to cause a reduction in light of approximately two hours between 8am and 10am. Due to the relatively small degree of shadowing which is proposed to occur, it is unlikely that a reduction of two hours of available light will significantly impact aquatic flora and fauna values within Kananook Creek. It is likely that shadowing to this degree will reduce primary production. However, it's unlikely that a reduction of two hours will have a substantial, detrimental impact on primary production or on species that rely on primary producers.

Based on the VBA data, there are no National or State significant flora and fauna which are likely to be impacted by the proposed development. Despite the absence of significant aquatic flora and fauna, common fish species are likely to be present within Kananook Creek. Based on the desktop assessment, the degree of shadowing caused by the proposed development is likely to have a negligible impact on significant aquatic flora and fauna species within Kananook Creek; however, due to the reduction in sunlight, it is likely that common aquatic flora and fauna species are likely to be impacted.

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Figures

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Figure 2
Ecological features
*Biodiversity Assessment
for Frankston Metropolitan
Activity Centre Structure
Plan – Kananook Creek*

Legend
 Study Area



0 25 50
Metres
Map Scale: 1:3,500 @ A4
Coordinate System:
GDA 1994 MGA Zone 55

VicMap Data: The State of Victoria does not warrant the accuracy or completeness of information in this publication and any person using or relying upon such information does so on the basis that the State of Victoria shall bear no responsibility or liability whatsoever for any errors, faults, defects or omissions in the information.



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