7.1.2 TPA/42225A- 101-121 WHALLEY DRIVE, WHEELERS HILL- EXTENSION OF TIME TO PERMIT FOR THE DEVELOPMENT OF A THREE STOREY APARTMENT BUILDING TO THE EXISTING RETIREMENT VILLAGE

Responsible Manager:	Mariela Llopart, Acting Manager City Planning
Responsible Director:	Peter Panagakos, Director City Development

EXECUTIVE SUMMARY

This application is for an extension of time to Planning Permit TPA/42225A for development of three (3) apartment buildings up to three storeys in height associated with the existing retirement village, including a reduction in the car parking requirement.

The original permit was issued on 6 October 2014, with amended permit TPA/42225/A issued on 9 February 2018 allowing modifications to the approved development. The Permit was extended on 2 September 2022 for two years to allow commencement of the development before 6 October 2024.

Construction of the development has not commenced, and the current permit will expire on 6 October 2024. The reason for presenting the report to Council is that this is the sixth extension of time request sought for this permit, and the period of time exceeds six (6) years.

The proposed extension of time is considered consistent with the relevant provisions of the Monash Planning Scheme. It is recommended that an extension of two (2) years be granted to commence the development.

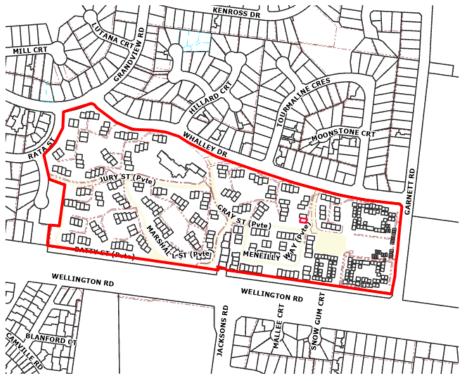
RESPONSIBLE DIRECTOR:	Peter Panagakos, Director City Development
RESPONSIBLE ACTING	Mariela Llopart
MANAGER:	
RESPONSIBLE PLANNER:	Jeanny Lui
WARD:	Mulgrave
PROPERTY ADDRESS:	101-121 Whalley Drive, Wheelers Hill
ZONING:	Neighbourhood Residential Zone Schedule 4
OVERLAY:	No Overlays
EXISTING LAND USE:	Retirement Village and Aged Care
RELEVANT POLICY:	Planning Policy Framework
	Clause 11.01-1R - Settlement – Metropolitan Melbourne
	Clause 11.02-1S - Supply of Urban Land
	Clause 15.01-1S&R - Urban Design
	Clause 15.01-1L-02 Tree Conservation For A Garden City
	Clause 15.01-2S - Building Design
	Clause 15.01-2L-02- Environmentally Sustainable Development
	Clause 15.01-4S & R - Healthy Neighbourhoods
	Clause 15.01-5S - Neighbourhood Character
	Clause 15.01-5L- Monash Preferred Neighbourhood Character
	Clause 16.01-1S &R - Housing supply
	Clause 16.01-2S - Housing affordability

Clause 16.01-5S - Residential aged care facilities Clause 18.01-1S - Land Use and Transport Planning Clause 18.02-2R - Principal Public Transport Network Clause 18.02-4S - Car Parking Clause 19.03-3S - Integrated Water Management Clause 19.02-3L- Stormwater Management

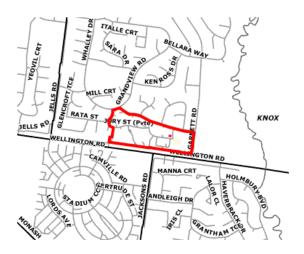
Particular Provisions

Clause 52.06 - Car Parking Clause 53.17 - Residential Aged Care Facility Clause 53.18 - Stormwater Management in Urban Development Clause 65 - Decision Guidelines

LOCALITY PLAN



& NEIGHBOURHOOD PLAN



RECOMMENDATION

That Council resolves to issue an Extension of time to Planning Permit TPA/42225A for the construction of three apartment buildings up to three storeys in height associated with the existing retirement village including a reduction in the applicable car parking requirement at 101-121 Whalley Drive, Wheelers Hill, subject to the following:

 That in accordance with Section 69(2) of the Planning and Environment Act 1987, the time for the commencement of the development be extended for a further two (2) years. Accordingly, the development must be commenced by 6 October 2026 and completed by 6 October 2028.

COUNCIL PLAN STRATEGIC OBJECTIVES

Sustainable City

Ensure an economically, socially, and environmentally sustainable municipality.

Enhanced Places

Improving open spaces, bushland and street trees, including prioritising biodiversity and community engagement.

Pursue a planning framework that meets Monash needs.

BACKGROUND

<u>History</u>

Planning Permit TPA/42225 was issued on 6 October 2014 allowing the development of three (3) apartment buildings up to three storeys in height associated with the existing retirement village and a reduction in the car parking requirement.

An amended Planning Permit TPA/42225/A was issued on 9 February 2018 permitting modification to the second floor building envelope, the architectural form, the internal layout of the approved development and building an enclosure to the existing pool. Development plans were later endorsed pursuant to the requirements of condition 1 of the permit on 26 February 2018.

The permitted timeframe for commencement has been extended on five previous occasions being July 2016,October 2018, July 2019, October 2021,) and September 2022.The current expiry date for commencement of the development is 6 October 2024.

The current extension of time request was made on 6 September 2024 which is before the expiry date of the permit, meaning that the request can be considered.

Site and Surrounds

The subject land is located on the southern side of Whalley Drive in Wheelers Hill. The land has an overall land area of approximately 14 hectares. The land is bounded by Whalley Drive to the north, Garnett Road to the east, Wellington Road to the South, Rata Street and Windmill Court to the west.

The property is a large integrated retirement community comprising independent living units and aged care accommodation. The approved buildings and works are within the existing retirement village.

Surrounding land to the north, east and west is an established residential.

An aerial photograph of the subject site and surrounding land can be found attached to this report (Attachment 2).

PROPOSAL

The applicant has requested an extension of the permit's start and completion dates by a further two (2) years. The applicant has explained that existing buildings within the retirement village are old and in need of progressive updating over time. Given the update works to existing buildings and to minimize disruption to existing residents the construction of the new buildings has been delayed.

The applicant's submission confirmed that the progressive upgrading is almost at completion with 5 units remaining and documentation for the commencement of the approved development is being prepared.

PERMIT TRIGGERS

Pursuant to the provision of Section 69 (1A) of the Planning and Environment Act 1987:

"The owner or occupier of land to which a permit for a development applies may ask the responsible authority for an extension of time to commence the development if the request for an extension of time is made within six (6) months after the permit expires."

The request was made on 6 September 2024, within six (6) months of the permit expiry. Accordingly, Council can consider a further extension to the commencement and completion of the development under the provisions of the Planning and Environment Act 1987.

ASSESSMENT

The total elapsed time between the date of issue of the permit and the date of the request to extend the permit is ten (10) years.

The Supreme Court decision *Kantor v Murrindindi Shire Council (1997)* established the following tests to determine if a permit should be extended:

- Whether there has been a change of planning policy;
- Whether the landowner is seeking to "warehouse" the permit;
- Intervening circumstances bearing on the grant or refusal of the extension;
- The total elapse of time;
- Whether the time limit originally imposed was adequate;
- The economic burden imposed on the landowner by the permit; and
- The probability of a permit issuing should a fresh application be made.

These tests must be considered on balance, meaning that an application does not necessarily need to meet all tests. These tests are considered in detail below.

Whether there has been a change of planning policy

Since the permit was issued there have been significant state, regional and local amendments affecting the land. These changes were also considered and assessed as part of the previous requests to extend the planning permit. In summary:

Amendment VC110 gazetted on 27 March 2017 impacts the development with regard to garden area requirements and mandatory controls relating to height. The changes however do not apply to the development as a residential aged care facility.

Amendment VC136 was gazetted on 13 April 2017 which introduced the changes to the Victorian Planning Provisions (VPP). The amendment is significant as it introduced a new Clause 58 to all planning schemes for Apartment Developments. A further new Clause 55.07 was also introduced as part of this amendment, which applies to the assessment of apartment developments under five storeys in height. These policies do not apply to applications for aged care facilities.

Amendment VC152 gazetted on 26 October 2018 introduced permit exemptions for community care accommodation (residential aged care facility) under Clause 53.17 *Residential Aged care facility*. The amendment provides exemptions to the mandatory building height and garden area controls within the zone, and specifies the development requirements for aged care facilities.

The approved development with a maximum building height of 11 metres does not exceed the allowable building height of the zone provisions of 16 metres. The development also satisfies requirements in relation to residential amenity.

This amendment also specifies that Clause 53.17 prevails should there be any inconsistency between the requirements of this clause and any another provision in the Planning Scheme.

Amendment C125 Part 2 was gazetted in November 2019 in which Residential policies (Clause 21.04 and 22.01 now listed as Clause 15.01-5L and 16.01-1L-01) were changed. The zoning for the land changed from General Residential Schedule 2 to Neighbourhood Residential Zone Schedule 4 (NRZ4).

The NRZ4 introduced a number of changes to the schedule to the zone including front setback, site coverage, permeability, landscaping, side and rear setback, private open space and front fence

height requirements. These variations of Clause 55 do not apply to the development as a residential aged care facility.

Amendment VC174 gazetted on 20 December 2021 revised the Better Apartment Design Standards relating to external amenity and design outcomes for apartment developments. These provisions apply to the development as a residential aged care facility.

Amendment VC250 was gazetted on 1 January 2024 which supports Victorias Gas Substitution Roadmap (Victorian Government, 2022) by prohibiting new gas connections for new dwellings, apartments and residential subdivisions where a planning permit is required. However, transitional provisions apply to Planning Permits already issued and therefore if the approved development is constructed it may still include a gas connection.

Amendment C166 was gazetted on 23 May 2024. This amendment replaced the Local Planning Policy Framework of the Monash Planning Scheme with a new Municipal Planning Strategy at Clause 02, a modified Planning Policy Framework at Clauses 11-19 and a selected number of operational provisions in a manner consistent with changes to the Victoria Planning Provisions introduced by Amendment VC148. This was a neutral translation, which has no impact on the policies assessed in this application.

Overall, the changes in planning policy are inconsequential in the context of the approved development which continues to comply with planning policy.

Whether the land owner is seeking to "warehouse" the permit.

Warehousing is the obtaining of permits with no intention of acting on them in the foreseeable future to obtain a windfall by selling the land.

Whilst a considerable period of time has passed since the original approval, the prolonged impact of the COVID-19 Pandemic on the building and financial sectors, have impacted the refurbishment of existing buildings within the retirement village, and delayed the commencement of the approved development.

The Applicant has advised that the approved development represents a long term planning outcome for the retirement village. The retirement village has been in the process of refurbishing and upgrading the existing units for the last ten years across the village. Over the last 2.5 years, 30 units have been upgraded and it is anticipated that a full refurbishment will be completed in late 2025.

The applicant has also advised that their detailed planning will commence in mid 2025 with development anticipated to commence construction in mid 2026. In light of the existing context, it would be difficult to show that the owner has no intention of commencing or completing the development.

Intervening circumstances bearing on the grant or refusal of the extension.

The development has not commenced within time due to delays owing to the COVID-19 pandemic and increased construction costs. The shortfall of unit supply during refurbishment of existing buildings is also a contributing factor to the delay in commencing the approved building works.

The total elapse of time.

The total elapse of time to commence the development has been 10 years which is a significant period. This is not fatal to the application in isolation, given the broad compliance with current planning policy.

Whether the time limit originally imposed was adequate

The original time limit imposed was two years for commencement, which is a standard condition of approval was considered adequate for this development, understanding the reasons as to why the development has been delayed.

The economic burden imposed on the land owner by the permit.

It is not considered that any conditions of the permit would have placed additional economic burden that could have affected the commencement of construction. The conditions are standard for this type of development.

It is acknowledged that there would likely be an economic burden on the land owner if the permit was not extended, considering the cost of the works to date and the cost of making a new application should the extension not be supported.

The probability of a permit issuing should a fresh application be made

Any new proposed development would be assessed against the current regulations under Clause 15.01-5L *Monash Preferred Neighbourhood Character* and 32.09 *Neighbourhood Residential Zone*.

Clause 15.01-5L seeks to ensure that new development contributes to the garden city character of Monash, and preserves and enhances the treed character. Neighbourhood character objectives in Clause 32.09 NRZ4 seek to *ensure new development maintains the important view lines to the Dandenong Ranges, along the street and between buildings; ensure development is defined by its spacious and generous garden settings...and open gardens to the street...'*

The height of the development is allowed within the NRZ4 as Clause 53.17 prevails for aged care facilities. The height and scale of the development has been designed to have regard for the established built form of the surrounding area and context. The design response provides for a double storey form with a well recessed third storey orientated to Whalley Drive. The substantial setback of the third storey from the northern façade results in minimal visual prominence when viewed from the Whalley Drive streetscape and maintains the view lines to the Dandenong Ranges.

The substantial setbacks of the proposed development provides for meaningful landscaping opportunities throughout the site, particularly adjacent to the boundaries meeting the objectives of Clause 15.01-5L and 32.09.

The development also complies with the overlooking and overshadowing objectives of Clause 55.04 which provides a benchmark in assessing external amenity impacts.

CONFLICT OF INTEREST

No officers involved in the preparation of this report have any direct or indirect conflict of interest in this matter.

FINANCIAL IMPLICATIONS

There are no financial implications to this report.

POLICY IMPLICATIONS

There are no policy implications to this report.

CONSULTATION

Community consultation was not required.

SOCIAL IMPLICATIONS

There are no social implications to this report.

HUMAN RIGHTS CONSIDERATIONS

There are no human rights implications to this report.

GENDER IMPACT ASSESSMENT

A GIA was not completed because this agenda item is not a 'policy', 'program' or 'service'.

CONFLICT OF INTEREST

No officers involved in the preparation of this report have any direct or indirect conflict of interest in this matter.

CONCLUSION

It is considered appropriate to grant a further extension of time to the permit.

The proposal on balance meets the tests established in the Supreme Court decision Kantor v Murrindindi Shire Council (1997), including and most importantly consistency with current planning policy objectives.

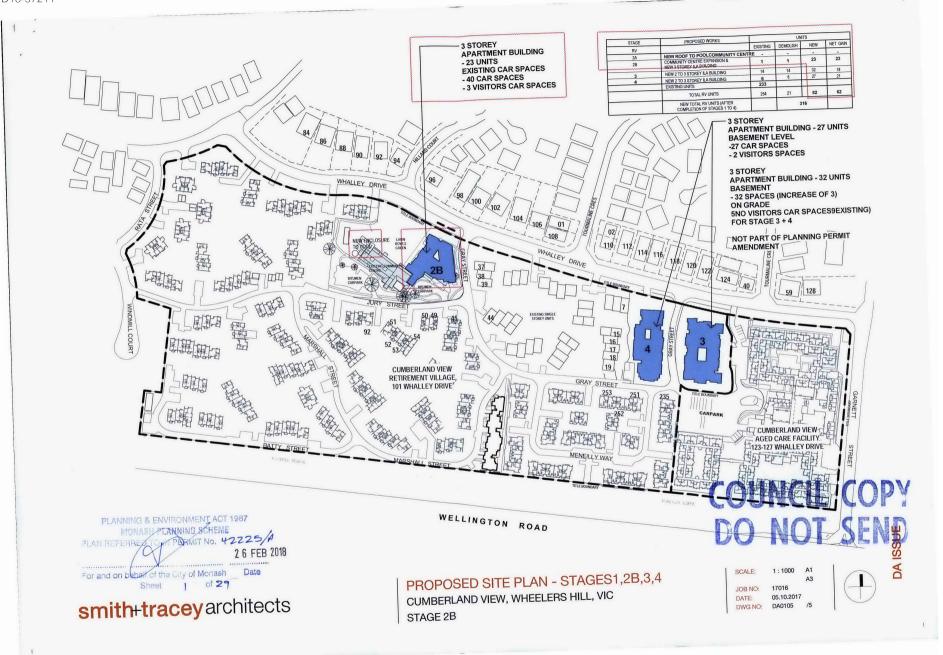
The development outcome is appropriate, the built form will be consistent with the desired future outcome and the permit remains current and relevant.

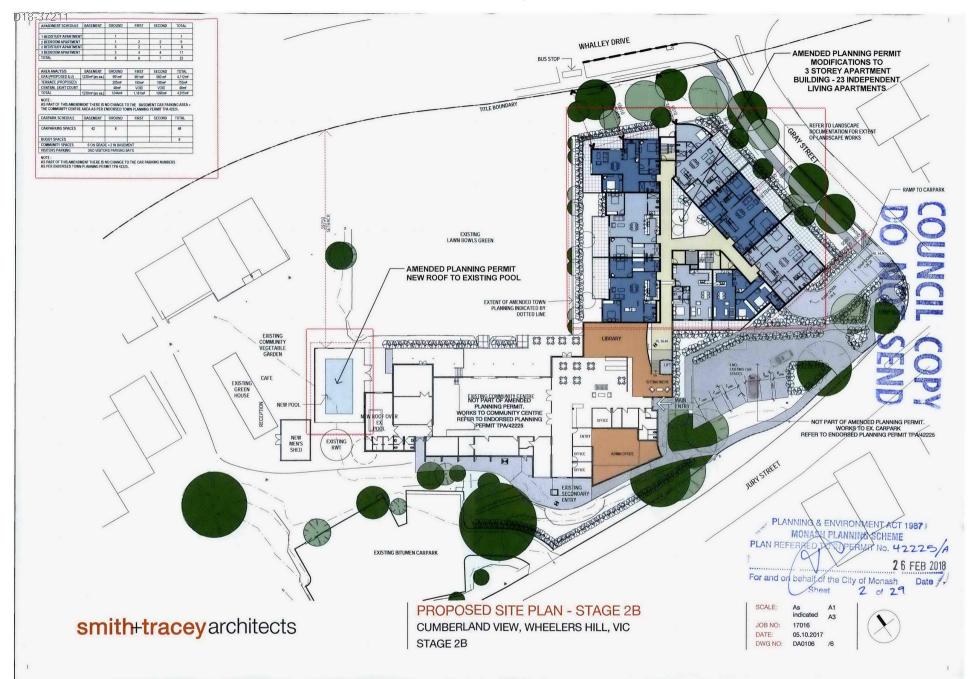
It is recommended the Council approve an extension of two (2) years for the commencement of the development.

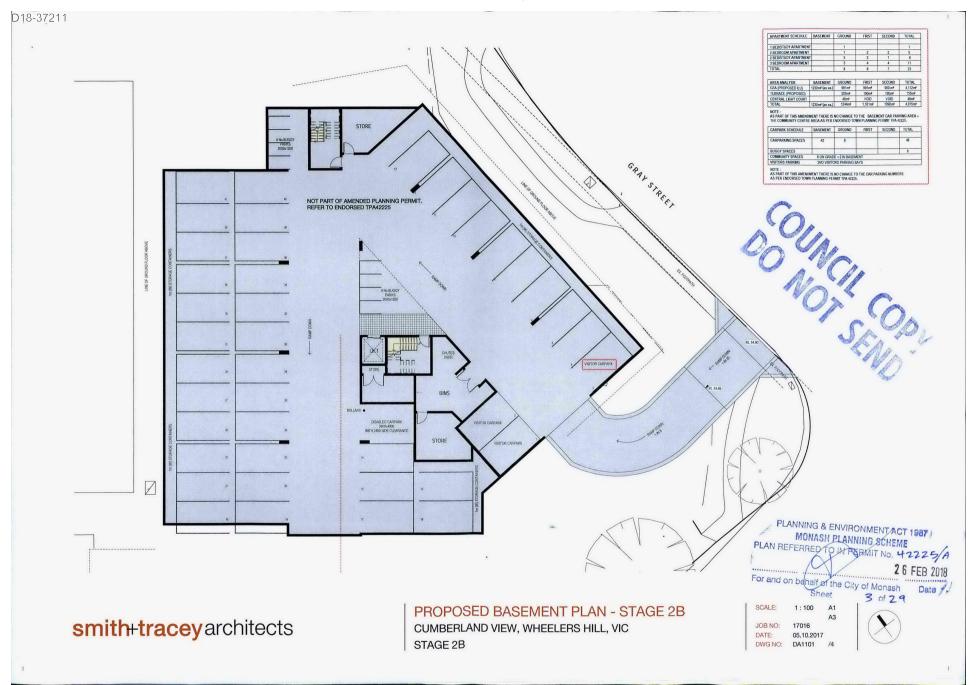
ATTACHMENT LIST

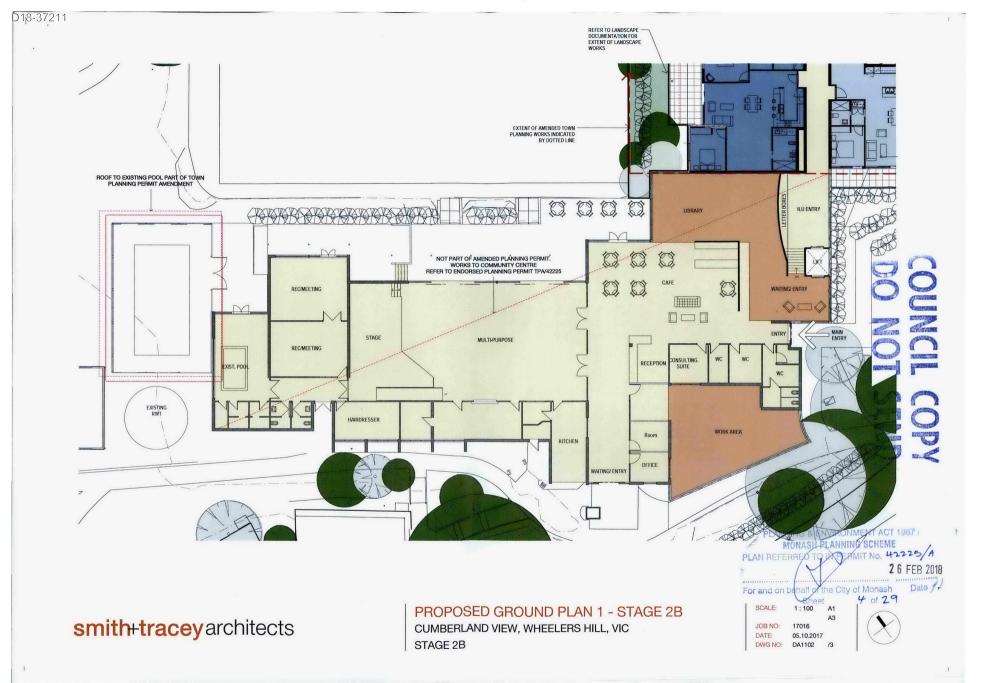
- 1. Endorsed Condition 1 Plan 101-121 Whalley Dve [7.1.2.1 29 pages]
- 2. Aerial Photograph 101-121 Whalley Dve [7.1.2.2 1 page]
- 3. Zoning and Overlays Map 101-121 Whalley Dve [7.1.2.3 1 page]



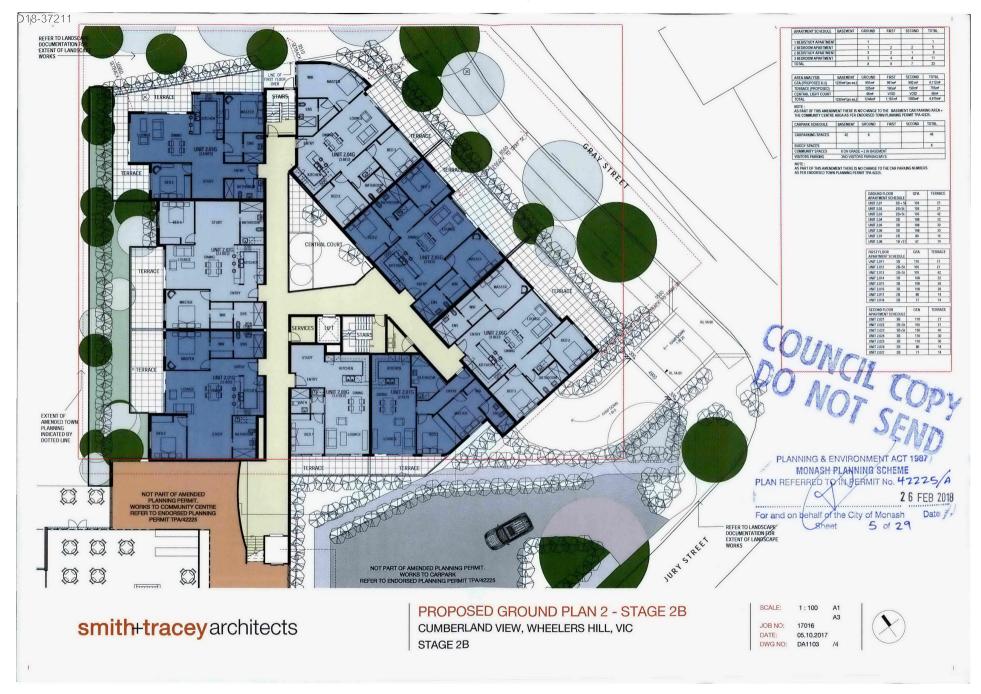


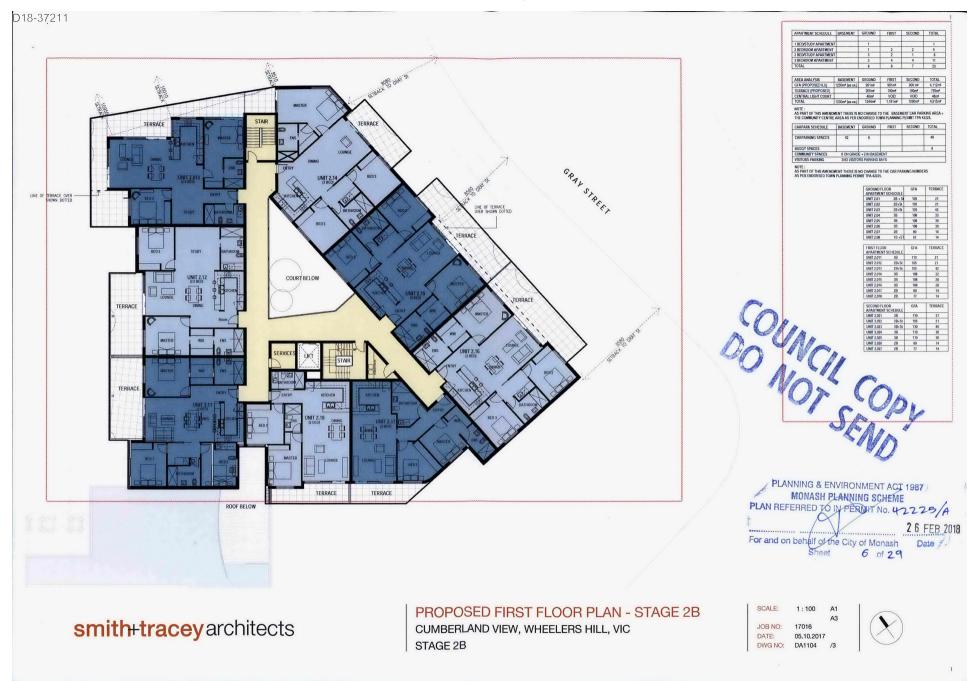


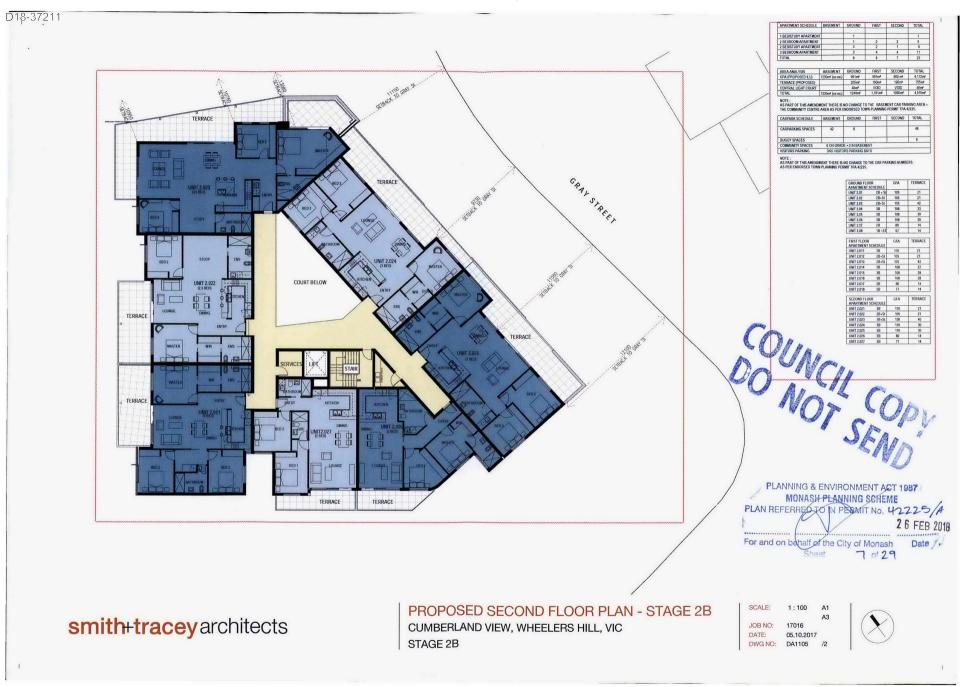




Attachment 7.1.2.1 Endorsed Condition 1 Plan - 101-121 Whalley Dve





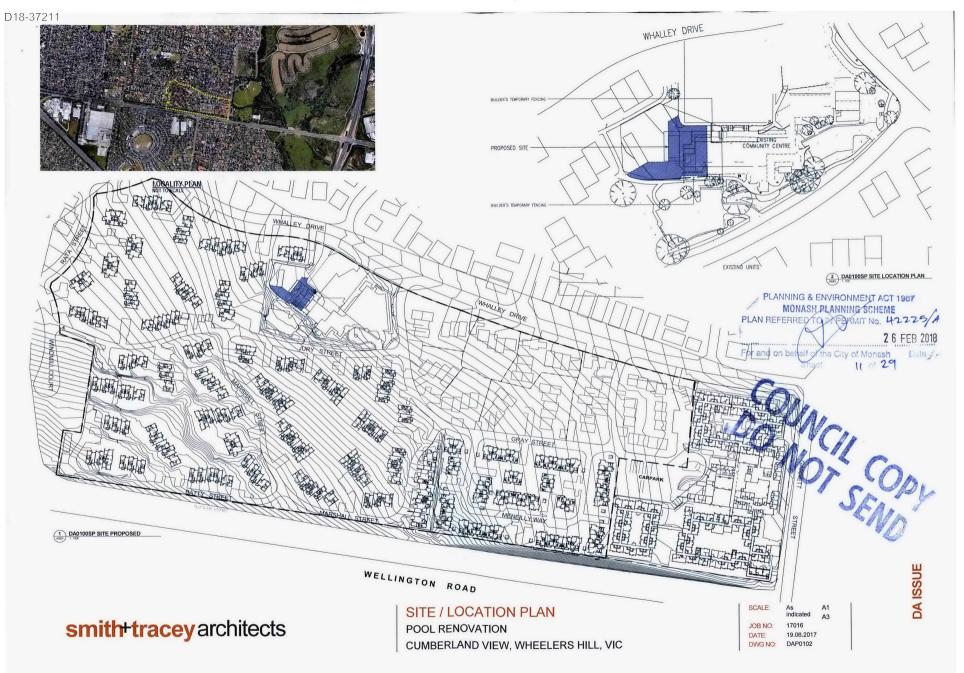


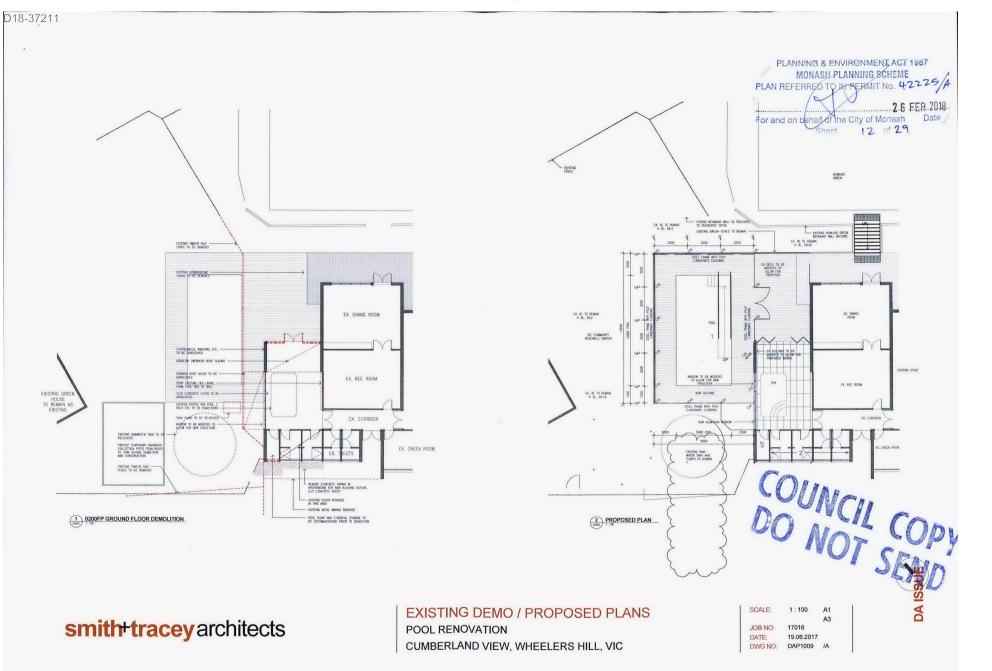
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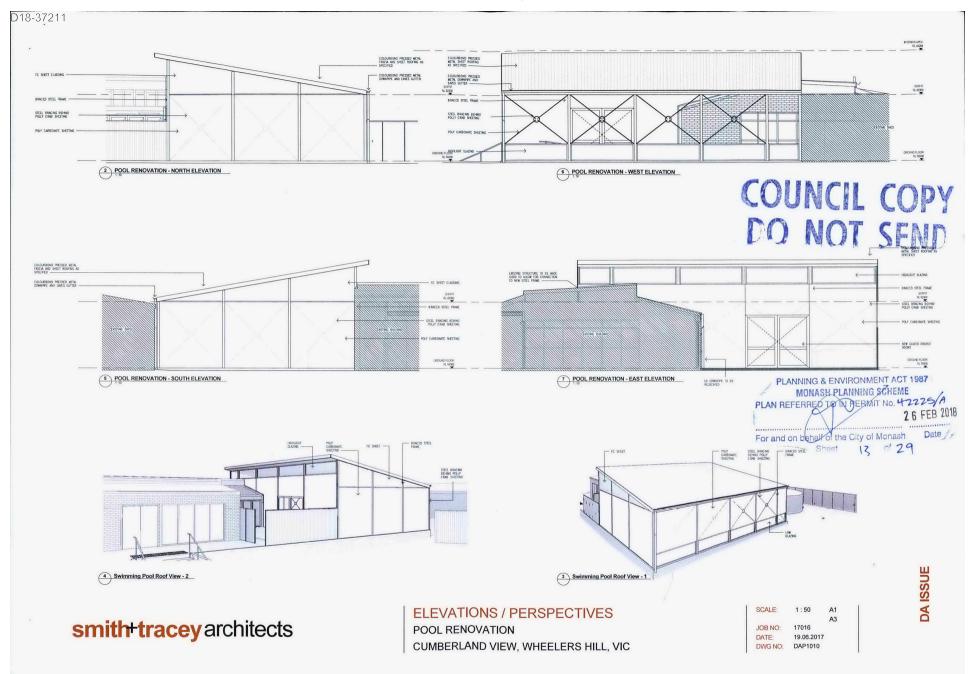


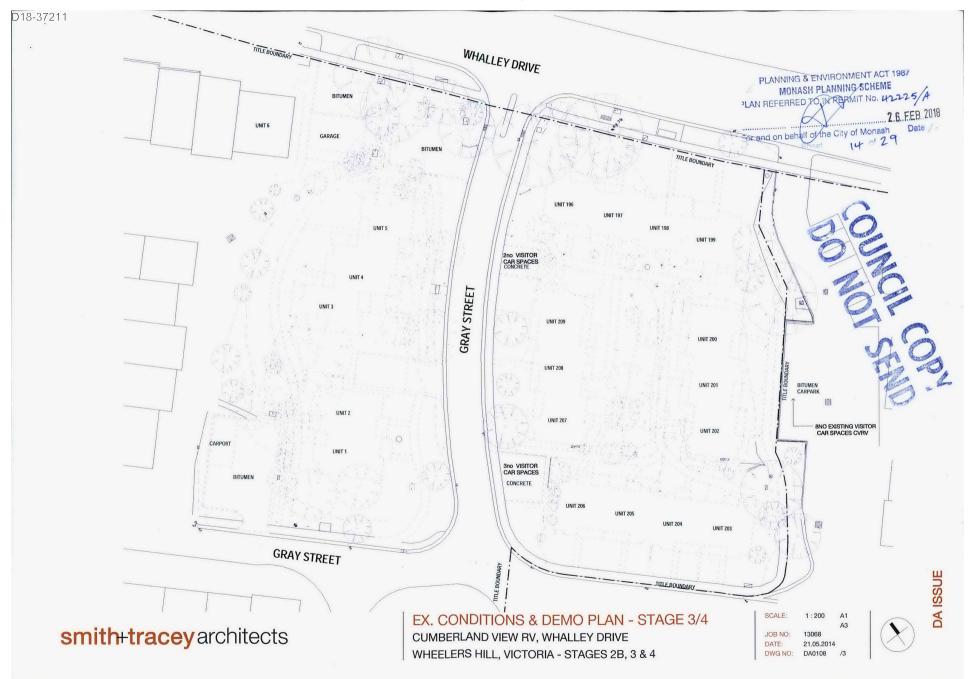


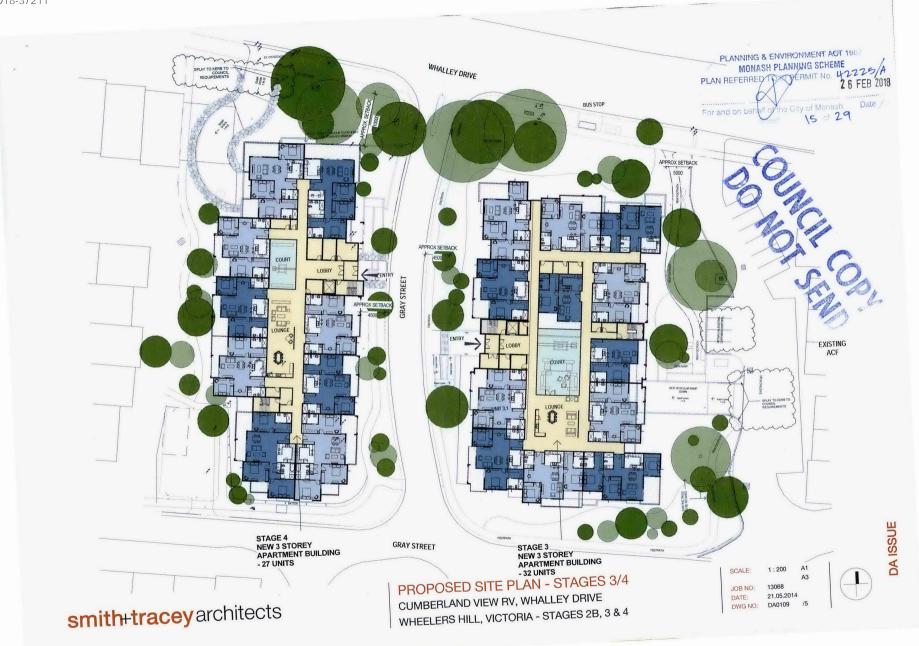


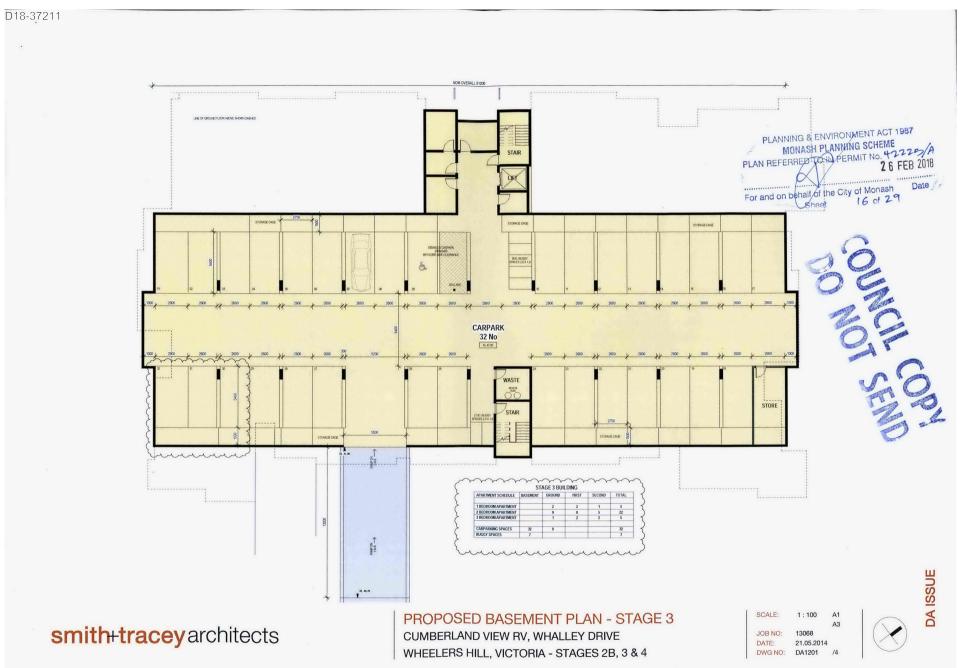








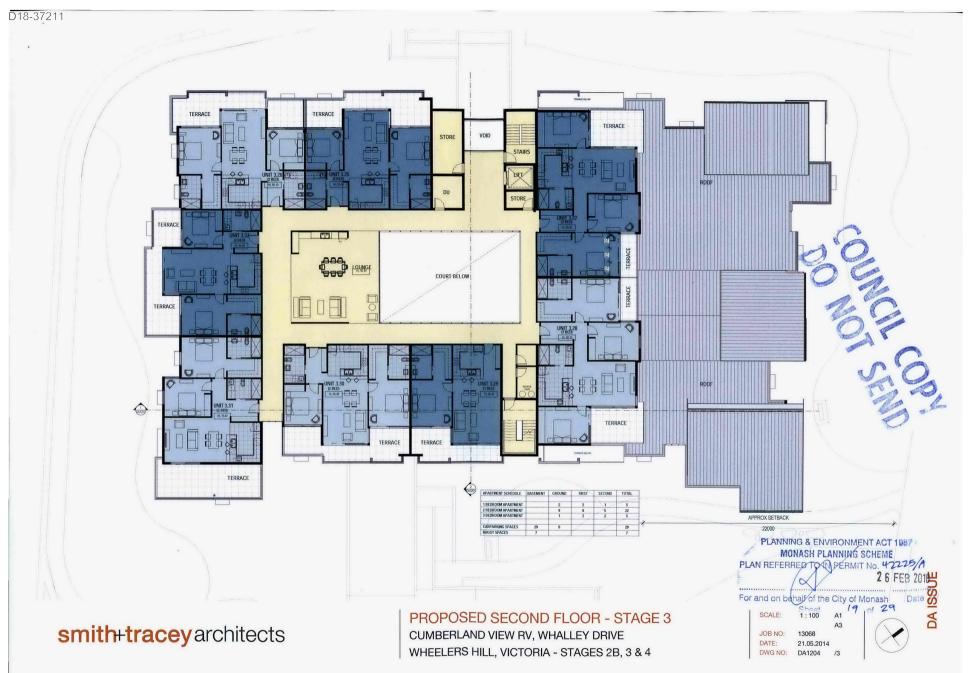


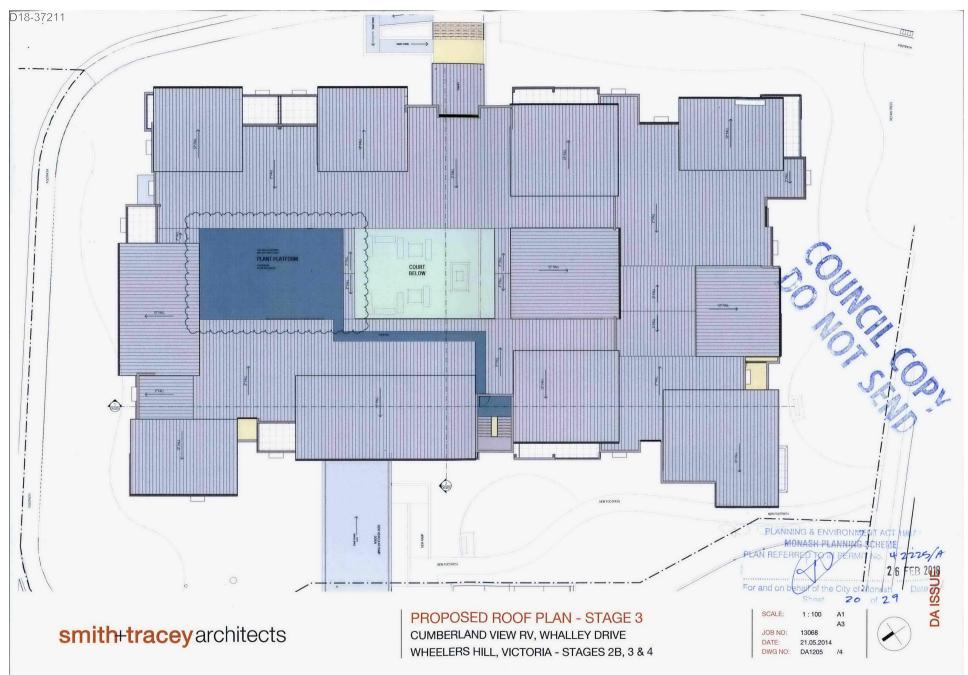




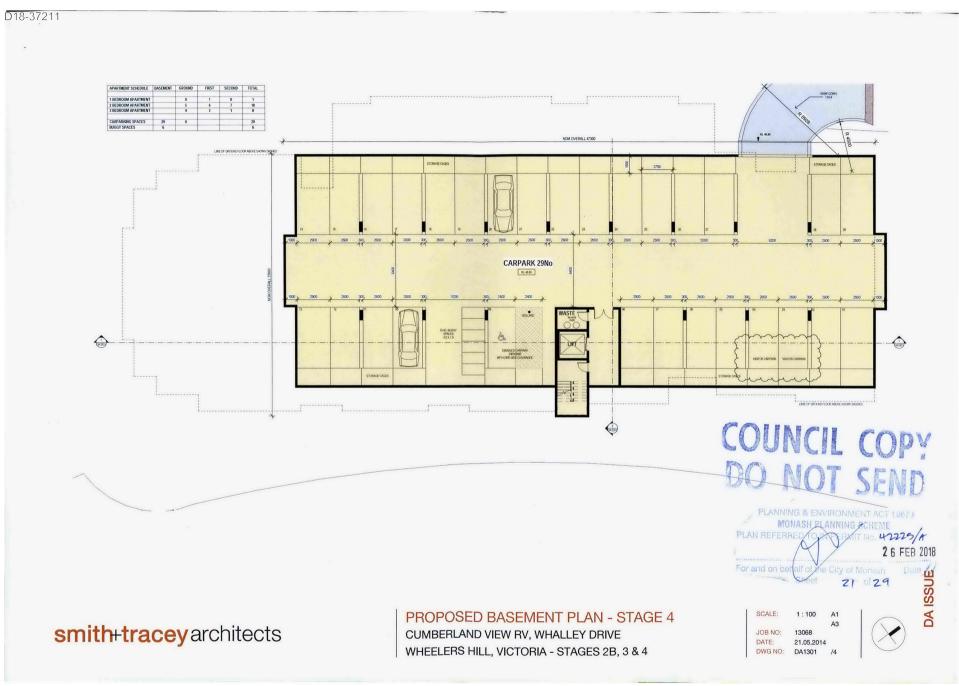


Attachment 7.1.2.1 Endorsed Condition 1 Plan - 101-121 Whalley Dve

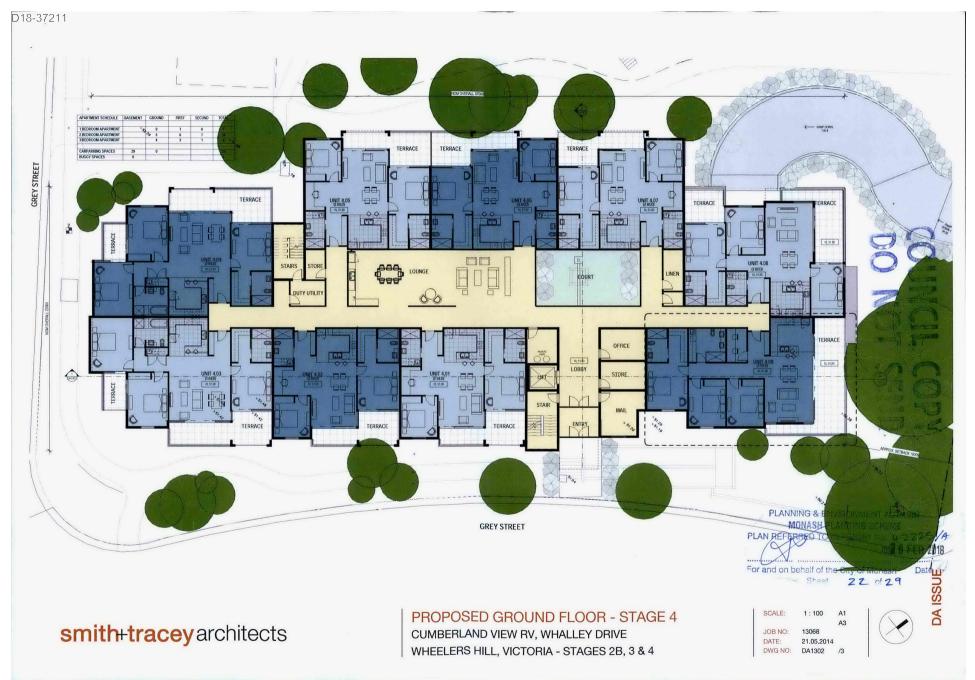


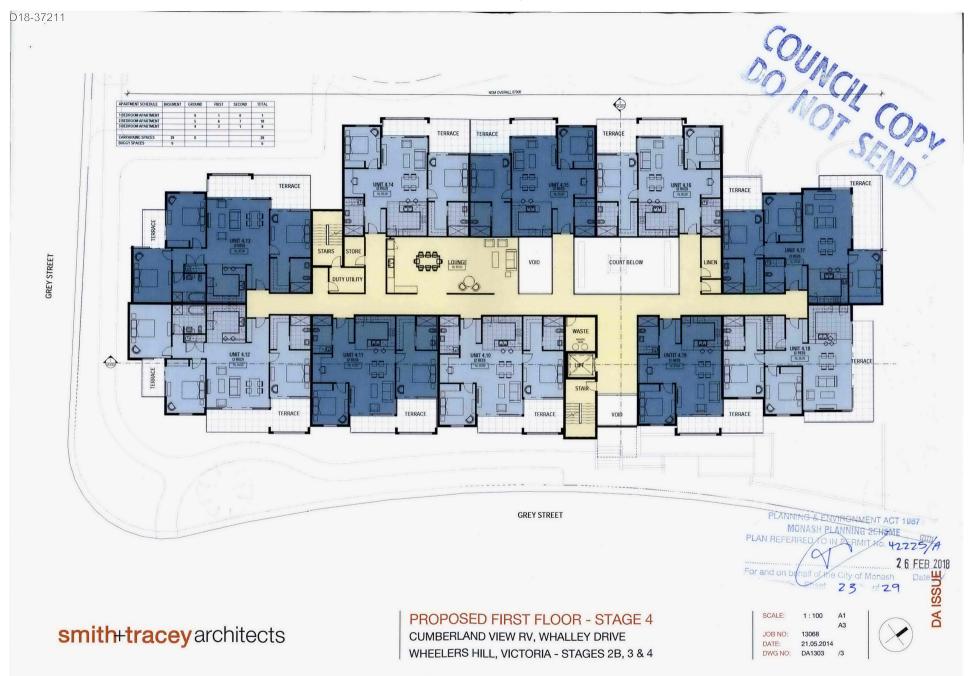


Attachment 7.1.2.1 Endorsed Condition 1 Plan - 101-121 Whalley Dve

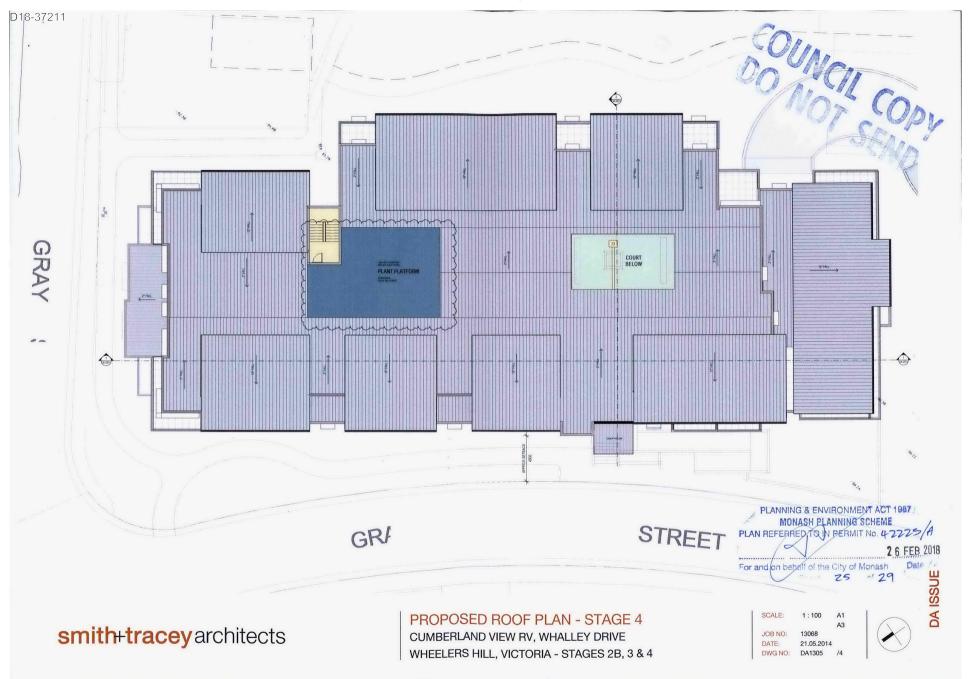


Council Meeting Tuesday 22 October 2024 Agenda









Attachment 7.1.2.1 Endorsed Condition 1 Plan - 101-121 Whalley Dve

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2 Proposed Elevation - Stage 3 -East



1 Proposed Elevation - Stage 3 - South

smith+tracey architects

PROPOSED ELEVATIONS 01 - STAGE 3 CUMBERLAND VIEW RV, WHALLEY DRIVE

WHEELERS HILL, VICTORIA - STAGES 2B, 3 & 4

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DA ISSUE

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Date



D18-37211



1 Proposed Elevation - Stage 4 - West



2 Proposed Elevation - Stage 4 - North

smith+tracey architects

PROPOSED ELEVATIONS 01 - STAGE 4 CUMBERLAND VIEW RV, WHALLEY DRIVE WHEELERS HILL, VICTORIA - STAGES 2B, 3 & 4
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 DATE:
 21.05.2014

 DWG NO:
 DA2303
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Council Meeting Tuesday 22 October 2024 Agenda

DA ISSUE



2 Proposed Elevation - Stage 4 -East



1 Proposed Elevation - Stage 4 - South



smith+tracey architects

PROPOSED ELEVATIONS 02 - STAGE 4 CUMBERLAND VIEW RV, WHALLEY DRIVE WHEELERS HILL, VICTORIA - STAGES 2B, 3 & 4
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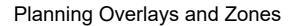
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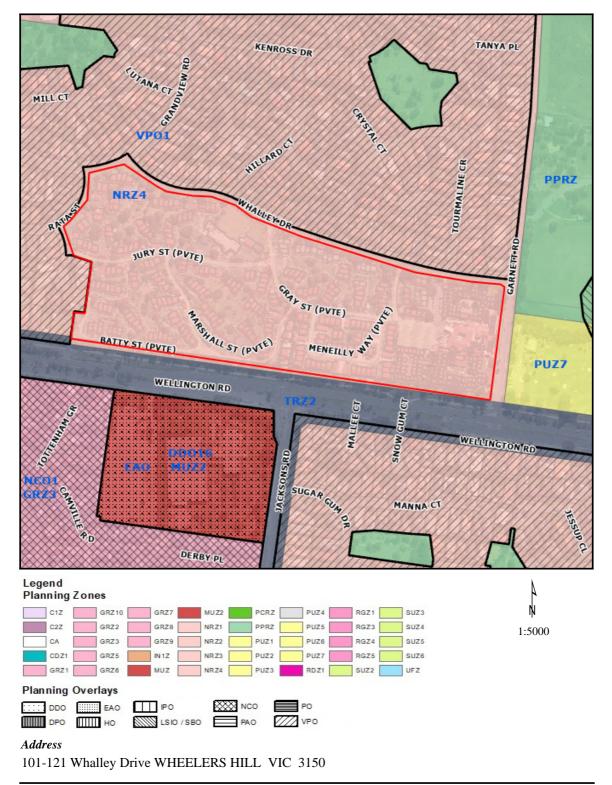
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