7.1.3 TPA/44769/B - 22 BURTON AVENUE CLAYTON - FOUR STOREY APARTMENT BUILDING WITH BASEMENT PARKING - EXTENSION OF TIME

Responsible Manager:	Catherine Sherwin, Manager City Planning
Responsible Director:	Peter Panagakos, Director City Development

EXECUTIVE SUMMARY

This application is for an extension of time to Planning Permit TPA/44769/B for the development of a four storey apartment building with basement parking on land at 22 Burton Avenue, Clayton.

The original permit was issued on 3 May 2016.

The permit has been extended on three (3) previous occasions. The latest extension of time was granted on 4 May 2022 requiring the development to have commenced construction by 3 May 2024.

Construction of the development has not commenced.

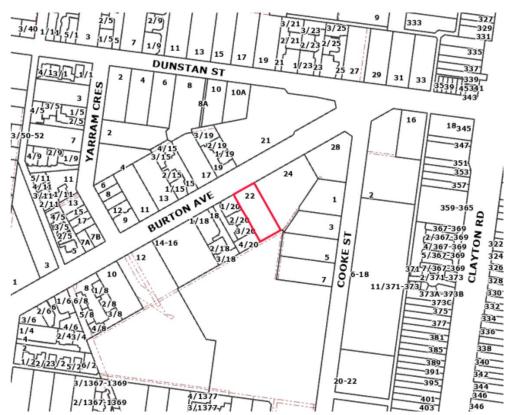
The reason for presenting this report to Council is this is the fourth extension of time request sought for this permit, and the period of time sought to extend the permit exceeds six (6) years.

The proposed extension of time is considered consistent with the relevant provisions of the Monash Planning Scheme. It is recommended that a two (2) year extension to the permit be granted.

RESPONSIBLE DIRECTOR:	Peter Panagakos, Director City Development
RESPONSIBLE MANAGER:	Catherine Sherwin
RESPONSIBLE PLANNER:	Celia Davey
WARD:	Oakleigh
PROPERTY ADDRESS:	22 Burton Avenue, Clayton
NUMBER OF OBJECTIONS:	Nil
ZONING:	Residential Growth Zone (Schedule 3)
OVERLAY:	Special Building Overlay
EXISTING LAND USE:	Vacant
RELEVANT LEGISLATION:	Section 69 of the Planning and Environment Act 1987
RELEVANT POLICY:	Purpose and Vision
	Clause 02.03-1 – Settlement
	Clause 02.03-4 – Built Environment and Heritage
	Clause 02.03-5 – Housing
	Clause 02.04-1 – Strategic Framework Plan

	Clause 02.04-3 – Residential Development Plan
	Planning Policy Framework
	Clause 11.01-1R - Settlement – Metropolitan Melbourne
	Clause 11.02-1S - Supply of Urban Land
	Clause 11.03-1S & R - Activity Centres
	Clause 11.03-1L-01 – Activity Centres - Monash
	Clause 13.03-1S – Floodplain Management
	Clause 15.01-1S&R - Urban Design
	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 Characte
	Clause 16.01-1L-01 Housing Supply - Monash
0	Clause 16.01-1S &R - Housing supply
	Clause 16.01-2S - Housing affordability
	Clause 19.03-3L – Stormwater Management
	Clause 19.03-3S - Integrated Water Management
	Particular Provisions
	Clause 52.06 - Car Parking
	Clause 52.34 - Bicycle Facilities
	Clause 53.03 - Residential Reticulated Gas Service Connection
	Clause 53.18 - Stormwater Management in Urban Development
	Clause 55 - Two or more dwellings on a lot and residential buildings
	Clause 65 – Decision Guidelines

LOCALITY PLAN



& NEIGHBOURHOOD PLAN



RECOMMENDATION

That Council resolves to issue an Extension of time to Planning Permit No. TPA/44769/B for a four (4) storey apartment building with basement parking within a Special Building Overlay area at 22 Burton Avenue Clayton, pursuant to the provisions of Section 69(2) of the Planning and Environment Act 1987.

 That in accordance with Section 69(2) of the Planning and Environment Act 1987, the time for the commencement and completion of the development be extended for a further two (2) years. Accordingly, the development must be commenced by 3 May 2026 and completed by 3 May 2028.

COUNCIL PLAN STRATEGIC OBJECTIVES

Sustainable City

Ensure an economically, socially, and environmentally sustainable municipality.

Enhanced Places

Pursue a planning framework that meets Monash needs.

BACKGROUND

Following consideration at a meeting of Council, Planning Permit TPA/44769 was issued on 3 May 2016 for the development of a three storey apartment building with basement parking within a Special Building Overlay (SBO) area.

At its meeting of <u>26 April 2022</u>, Council later determined to amend the permit and TPA/44769/A was issued to allow the construction of the four storey apartment building with basement, together with various amendments to the plans.

The permit was further amended under Delegation (TPA/44769/B) on 20 September 2023 to alter the arrangements for the car stacker system detailed in condition 18 of the permit.

The permit has been extended on three occasions, 30 May 2018, 19 May 2020 and 4 May 2022.

The current permit expiry dates are:

- Commencement by 3 May 2024 and;
- Completion by 3 May 2026.

Attachment 1 details approved plans forming part of the application.

Site and Surrounds

The subject site is located on the south-east side of Burton Avenue, approximately 100 metres south-west of the intersection with Cooke Street in Clayton.

The relatively flat site is rectangular in shape, with a frontage of 21.33 metres, a depth of 48.77 metres and an overall site area of 1040.26 square metres and contains a number of trees in close proximity to the side boundaries.

The land is currently vacant. A single storey detached dwelling previously occupied the site and records show this dwelling was demolished in 2019.

Abutting the site to the north-east is a contemporary three storey apartment building. The site to the south-west is developed with four single-storey units with a common driveway on the far side of the site. The garages and secluded private open space of these dwellings abut the common boundary.

To the rear (south-east) is a car park which services the Clayton Community Centre and broader Clayton commercial area.

Opposite and to the west of the site are single and double-storey residential dwellings, with the Clayton Church of Christ Fellowship to the north-east.

The site is located within the Monash National Employment and Innovation Cluster (MNEIC). It is also identified as being within the Principal Public Transport Network (PPTN).

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

Attachment 3 details of the zoning and overlays applicable to the site and surrounding land.

PROPOSAL

An application has been received to extend the time to commence the development for an additional two years.

The applicant has advised that the additional time is required because of difficulties experienced with the appointed builder to commence construction in mid-2023 and who can no longer carry out the construction due to significant financial constraints caused by industry wide increased construction costs and interest rate rises.

PERMIT TRIGGERS

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

"Before the permit expires or within 6 months afterwards, the owner or the occupier of the land to which it applies may ask the responsible authority for an extension of time."

The request was made on 9 May 2024 which is within 6 months of the permit expiring.

Accordingly, Council can consider a further extension to the commencement and completion date for the development under the *Planning and Environment Act 1987*.

ASSESSMENT

The total elapsed time between the date of issue of the permit and the request to extend the permit is 8 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.
- 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 issue of the original planning permit in 2016, the planning controls which apply to the subject site and proposal, have undergone significant changes. In summary:

Amendment C125 Part 1 changed the zoning of the land from General Residential 2 to Residential Growth Zone 3 where housing growth in the form of apartment developments is encouraged.

Amendment VC148 Part 2 changed the Car Parking provisions at Clause 52.06 and incorporated design standards and revised parking rates for sites identified within the Principal Public Transport Network PPTN.

The **Clayton Activity Centre Precinct Plan** was also adopted by Council on 28 January 2020 providing a clear framework outlining where and how growth and change should occur in this area.

Council's decision to amend the permit on 26 April 2022 fully considered these policy changes. There have been no further changes in planning controls since this time that would affect the development.

On 23 May 2024 Amendment C166 was gazetted. This amendment changes the format of the Planning Scheme in respect of the local planning policy, however, has no implications for the proposal.

Clayton Suburban Rail Loop Structure Plan: The Suburban Rail Loop Authority (SRLA) have released draft visions for the precinct surrounding the future Clayton Train Station, as the responsible authority for strategic future planning of the precinct. This work is still in its preliminary stages and the vision suggests that up to 8 storeys will be permitted in this location and identified as the 'Urban Neighbourhood Area'. However, the Clayton Precinct Plan is currently the guiding document for the precinct until such time that the draft visions are finalised and form part of the planning scheme.

Whether the landowner is seeking to "warehouse" the permit.

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

Since the owner purchased the land in March 2018 the owner has sought two amendments to the permit, one significant amendment to the size and layout of the proposal, and one that altered the vehicle stacker arrangements. This later amendment particularly indicates an effort to refine the development, an unlikely event in warehoused permits.

The owner also advises the reason for not commencing in time is due to industry wide financial pressures, and issues with the contracted builder.

The owner has indicated that the project will commence upon appointment of a new Builder.

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

The owner purchased the land in March 2018, months prior to the permit expiry. An extension of the permit was promptly sought to allow time for building permits to be granted.

Amendments to the Planning Scheme in April 2018 and 2020 have also allowed the owner to seek substantive amendments to the permit.

The impacts of the pandemic on the construction industry have also had a bearing on the ability to commence.

The total elapse of time.

The total elapse of time since the issue of the permit is 8 years. This is not fatal to the application in isolation, given the broad compliance with current planning policy and objectives seeking provision of additional housing along with increased residential density.

Whether the time limit originally imposed was adequate

The original time limit imposed was two years for commencement and two years to complete, which is a standard condition of approval and considered adequate for this development.

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 the construction. The conditions are standard for this sort of development.

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

It is likely a permit would be issued should a fresh application be made, because the proposal has recently been amended and is consistent with current planning provisions. The conditions on the existing permit issued are still valid and would be similar to those place on any permit should it be issued today.

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 to enable the development to commence.

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.

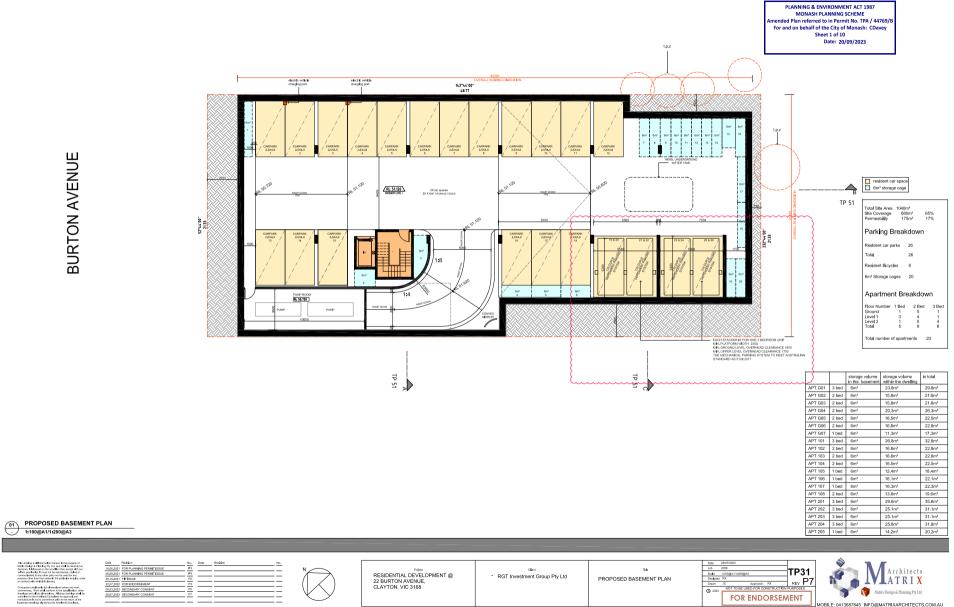
The development outcome is appropriate, the built form will be consistent with the desired future outcome and the permit remains current and relevant.

It is recommended the Council approve the request for the extension of time.

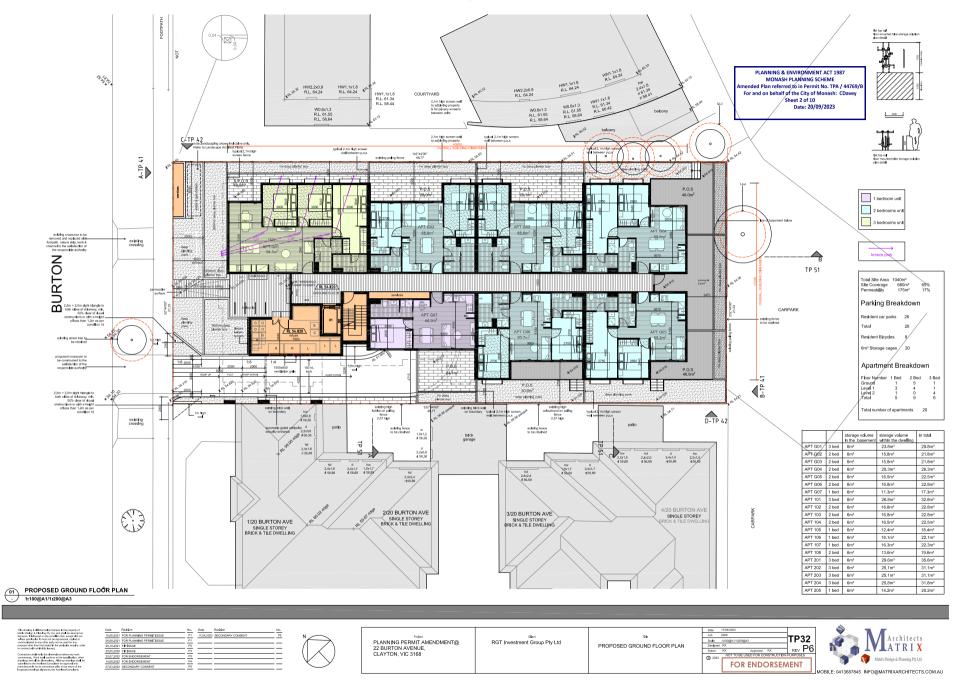
ATTACHMENT LIST

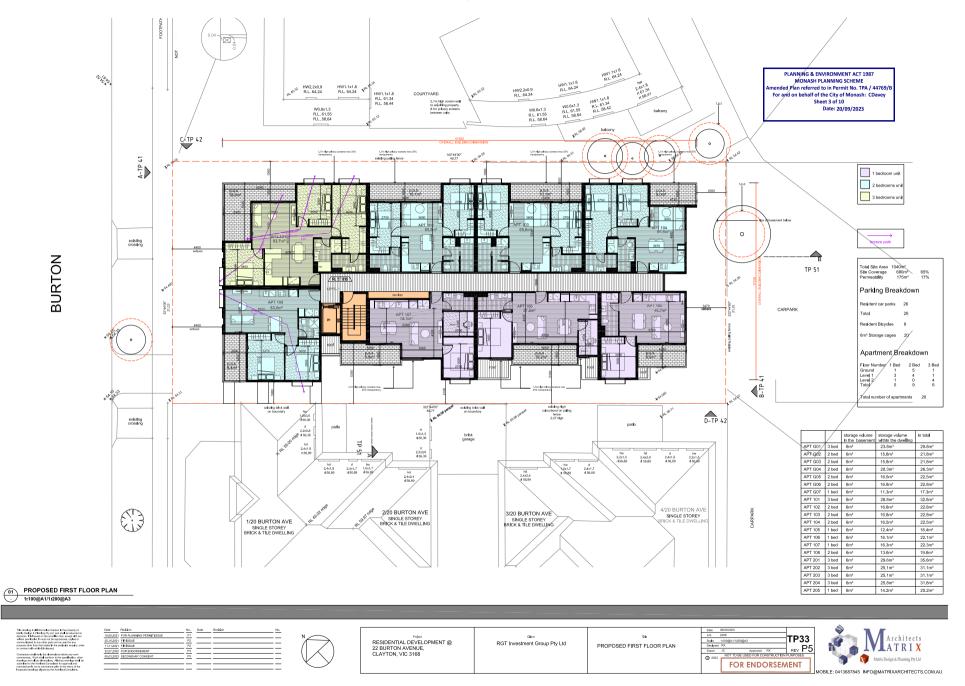
1. Amended Endorsed Development Plans - 22 Burton Ave [7.1.3.1 - 10 pages]

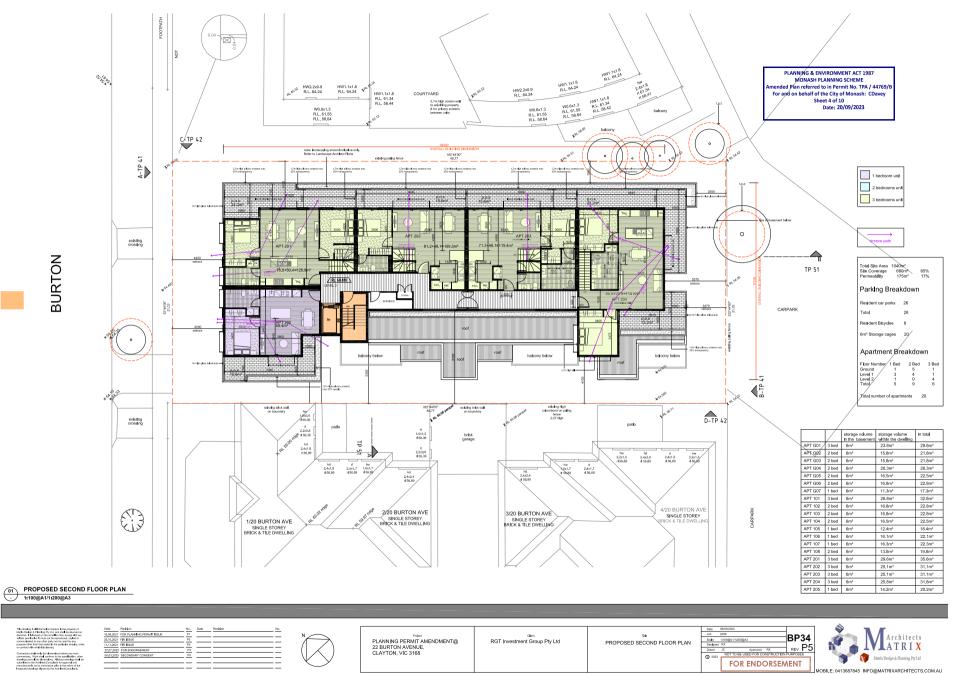
- 2. Aerial Photograph 22 Burton Ave [7.1.3.2 1 page]
- 3. Zoning and Overlays Map 22 Burton Ave [7.1.3.3 1 page]

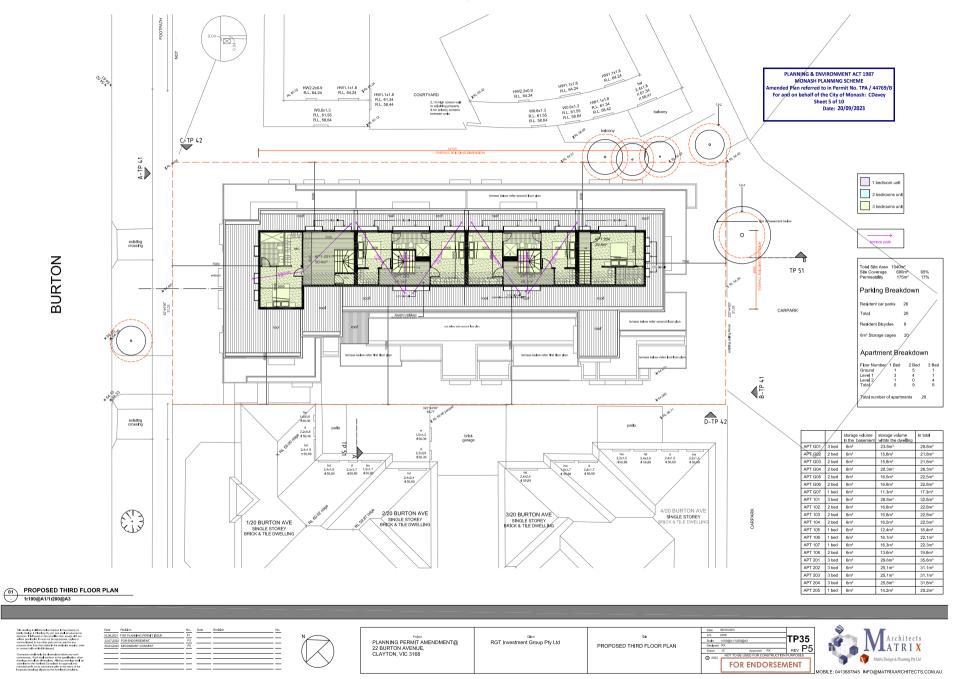


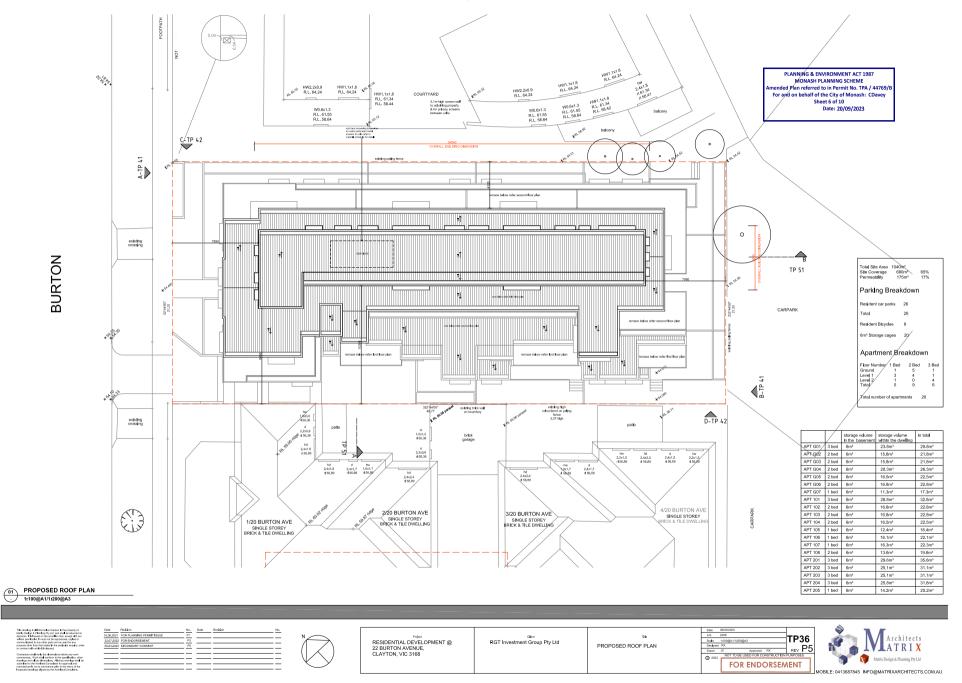
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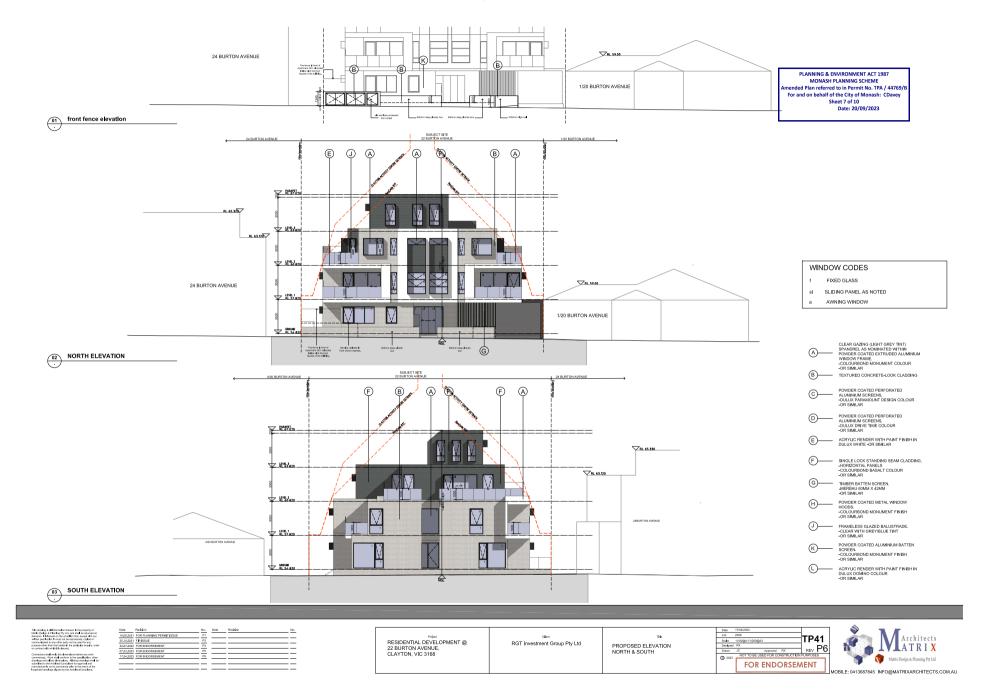


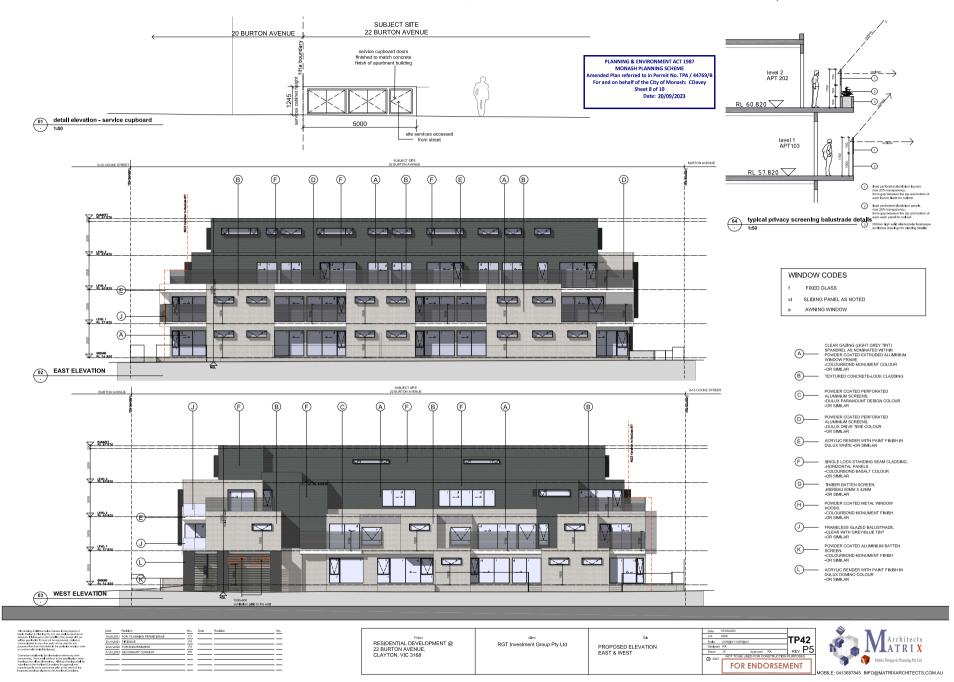


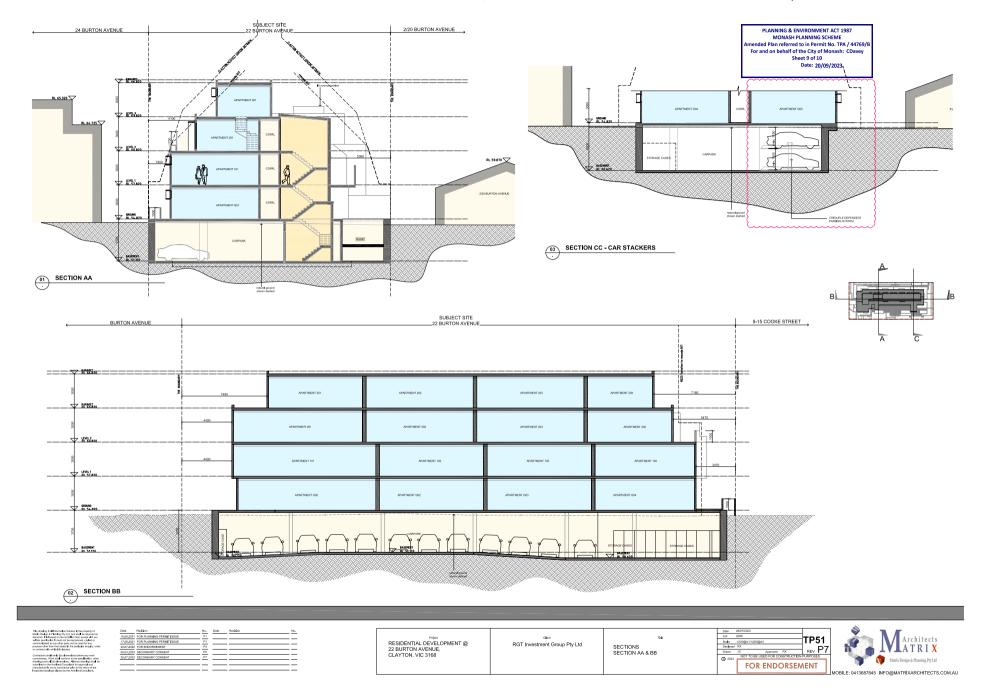


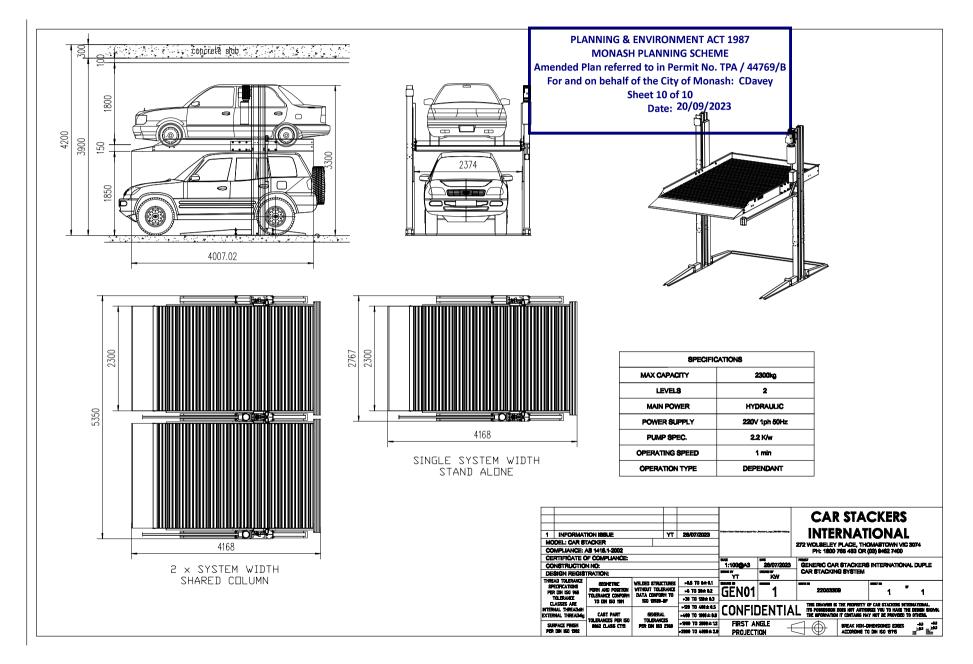




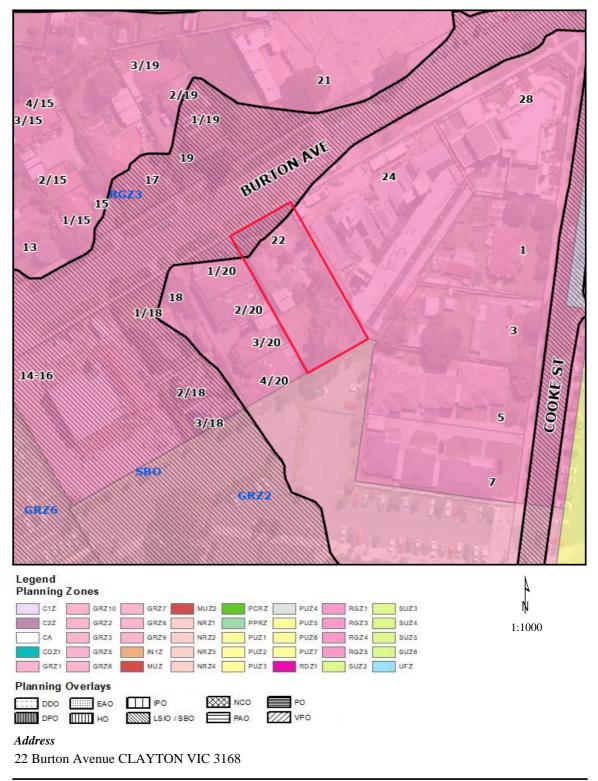












Planning Overlays and Zones

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