7.1.3 TPA/44913 - 2 HOWARD COURT, CLAYTON - EXTENSION OF TIME OF PERMIT FOR THE DEVELOPMENT OF A TWO STOREY APARTMENT BUILDING WITH BASEMENT CAR PARKING

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/44913 for the development of a two-storey apartment building comprising a total of 15 apartments on land at 2 Howard Court, Clayton.

The original permit was issued on 30 March 2016.

The permit has been extended on three (3) previous occasions. The latest extension of time was granted on 15 March 2021 which allowed for an additional twelve months to commence the development and two years for completion. The current permit expired on 30 March 2024 as the development has not been completed.

Construction of the development has commenced and is approaching lock up stage.

The reason for presenting this report to Council is that 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 an extension of two (2) years be granted to complete the development.

RESPONSIBLE DIRECTOR:	Peter Panagakos, Director City Development
RESPONSIBLE MANAGER:	Catherine Sherwin
RESPONSIBLE PLANNER:	Anne Maree Roberts
WARD:	Oakleigh
PROPERTY ADDRESS:	2 Howard Court, Clayton
ZONING:	General Residential Zone, Schedule 3
OVERLAY:	Design and Development Overlay, Schedule 18
EXISTING LAND USE:	Development under construction
RELEVANT LEGISLATION:	Section 69 of the <i>Planning & Environment Act 1987</i>

RELEVANT POLICY:

Planning Policy Framework

Clause 11.01-1R - Settlement – Metropolitan Melbourne

Clause 11.02-1S - Supply of Urban Land

Clause 13.07-1S - Land Use Compatibility

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 18.01-1S - Land Use and Transport Integration

Clause 18.02-2R - Principal Public Transport Network

Clause 19.03-3S - Integrated Water Management

Clause 19.02-3L- Stormwater Management

Particular Provisions

Clause 52.06 - Car Parking

Clause 53.18 - Stormwater Management in Urban

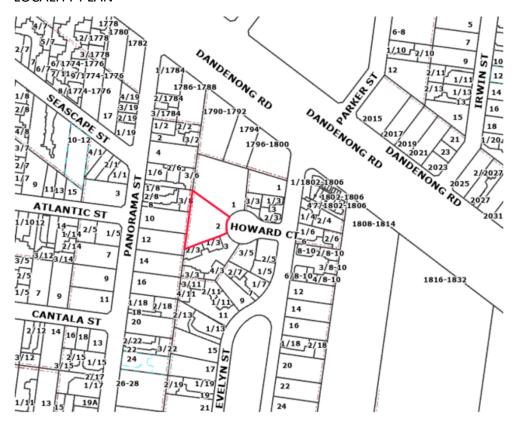
Development

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 TPA/44913 for the development of a two-storey apartment building with basement carparking at 2 Howard Court Clayton, pursuant to the provisions of Section 69 (2) of the *Planning and Environment Act* 1987.

1. That in accordance with Section 69(2) of the Planning and Environment Act 1987, the time for the completion of the development be extended by a further two (2) years. The development must be completed by 30 March 2026.

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

Planning Permit TPA/49913 was issued on 30 March 2016 for a two storey apartment building comprising of 15 apartments. The decision to support the proposal was determined by Council at its meeting of 29 March 2016. Development plans were later endorsed on 18 July 2016.

An amended planning application (TPA/49913/A) proposed an additional floor comprising of a further 4 dwellings. This application was refused after consideration by Council at its meeting of 26 April 2017.

A further amended application (TPA/49913/B) has been made and is currently being reviewed by Officers. This amended application proposes changes to some of the external materials and finishes. Further information has been requested of the applicant and the application cannot be decided until such time that an extension of time is granted.

The permit has been extended on three (3) previous occasions, being 10 April 2018, 29 March 2019 and 15 March 2021. The current expiry date for completion of the development was 30 March 2024. The current extension of time request was made on 26 July 2024.

Attachment 1 includes the current endorsed development plans dated 3 October 2019 relative to TPA/49913.

Site and Surrounds

The subject site is located at the western end of Howard Court in Clayton. The land is an irregular trapezoid shape with a frontage to Howard Court of 15.24 metres and an overall site area of 1,236 square metres.

Construction of the apartment development is well underway with the building nearing lock up stage as shown in the below images. The applicant has advised of anticipating the external materials, internal fit out and landscaping being completed within the next twelve to eighteen months.





Photos taken from Howard Court looking West into the site

Abutting land uses are residential. Howard Court comprises of three (3) properties within the court and two (2) corner allotments that all support older, established medium density development.

The built form of the surrounding area is diverse and along with original detached dwellings includes numerous properties with brick "walk up" flats constructed circa 1960's and 1970's with minimal landscaping and large areas of at grade car parking. More recent residential development has provided for more generous areas of landscaping and private open space.

The property is located within close proximity of Monash University (approximately 385m).

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

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

PROPOSAL

The applicant has requested an extension of a further twelve to eighteen months to complete the development. The applicant has requested this time as a number of issues have made the progression of the project difficult, in particular as a result of the buildings highly articulated built form with a number of acute angles internally and externally, the development has taken much longer to complete than originally anticipated.

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, or another person with the written consent of the owner, may ask the responsible authority for an extension of time to complete the development or a stage of the development if—

- (a) the request for an extension of time is made within 12 months after the permit expires; and
- (b) the development or stage started lawfully before the permit expired."

The request was made on 26 July 2024, within twelve (12) months of the permit expiry. The development commenced lawfully prior to the permit expiry. Accordingly, Council can consider a further extension to the 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 date of the request to extend the permit is eight (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; 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 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 introduced by Amendment VC110 are mandatory to the consideration of a new development.

The proposal does not meet the mandatory requirement to provide a garden area of 35%, with an area of approximately 30% however the development does satisfy the permeability requirements of the Schedule 3 to the General Residential Zone. The *tests* set out in Kantor v Murrindindi Shire Council, confirmed in a later decision of VCAT *AMV Homes Pty Ltd v Moreland CC(2015)* supports that the Kantor *tests* are not mandatory nor exhaustive, and that an opportunity to extend planning permits that may now be prohibited as a result of changes to the Planning Scheme exists provided that extension does not lead to a poor planning outcome. The non-compliance with the mandatory garden area requirement is not considered fatal to this extension of time application, and in the context where the development has been commenced and is nearing completion, it is considered appropriate that the extension of time be supported.

With regard to the mandatory height controls, the development has a maximum height of 8.35 metres which does not exceed the mandatory height requirement of 11 metres or 3 storeys.

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 land was rezoned from General Residential, Schedule 2 to General Residential, Schedule 3 and this

introduced variations to Clause 55 with respect to permeability, rear setbacks and secluded private open space. The neighbourhood character statements also varied as a result of this amendment.

The development satisfies the site coverage and permeability requirements of the schedule but does not provide a consistent 7.6 metre front setback or 5 metre rear setback. The front setback of 7.1 metres responds to the curved court bowl frontage of the site and prevailing setback of the immediate area. A varied and staggered rear setback between 3-5 metres is provided and considered satisfactory in this context of the irregularity of the site and the reasonable landscaped outcome that is being achieved along both the rear and the northern boundaries of the site.

Amendment VIC136 was gazetted on 13 April 2017 which introduced the changes to the Victorian Planning Provisions (VPP). The amendment introduced a new Clause 58 to all planning schemes for Apartment Developments. A new Clause 55.07 was also introduced which applies to the assessment of apartment developments under five storeys.

Below is an assessment of the development against Clause 55.07 Apartment Developments:

		Response
Clause 55.07-1 Standard B35	Energy efficiency objective	Complies - The development provides reasonable energy efficiency, with no dwellings having south facing open space and the majority of dwellings having north or west facing open space to receive adequate solar access. Overshadowing to the open space of adjoining properties south of the site is minimal with shadows falling across the roof of dwellings and garages to No 1/3 and 2/3 Howard Court. This standard is satisfied.
Clause 55.07-2 Standard B36	Communal open space objective	Does not comply - no communal open space is provided to the development which contains 15 dwellings.
Clause 55.07-3 Standard B37	Solar access to communal outdoor open space objective	N/A as no communal outdoor space is provided.
Clause 55.07-4 Standard B38	Landscaping objective	Complies - Sufficient landscaping is provided within the development. Canopy planting can be achieved. This standard is satisfied.
Clause 55.07-5 Standard B39	Integrated water and stormwater management objectives	Complies - Endorsed Drainage Plans satisfy the permit conditions regarding stormwater requirements.
Clause 55.07-6 Standard B40	Access objective	Complies - Vehicle access is satisfactory. This standard is satisfied.
Clause 55.07-7 Standard B41	Noise impacts objective	Complies - Noise impacts to adjoining properties have been minimised with

Clause 55.07-8 Standard B42	Accessibility objective	the basement car park for all vehicles and location of the waste storage room. The lift and services have been located centrally in the building with the development providing minimal mechanical plant as the apartment building is two storey and provides for 15 dwellings. Off site noise to occupants is minimal as the site is within a small court and removed from a busy road. This standard is satisfied. Does not comply- The dwellings do not comply with the accessibility
Clause 55.07-9 Standard B43	Private open space objective	requirement. Complies - Each ground floor dwelling has a private open space on the ground level and dwellings on the upper floors have balconies meeting the minimum requirements.
Clause 55.07- 10 Standard B44	Storage objective	Complies - Each dwelling contains a storge area within the basement garage.
Clause 55.07- 11 Standard B45	Waste and recycling objectives	Complies - A waste management plan is required under Condition 4 of the permit. The WMP submitted with the application proposes private collection due to the narrow width of the court bowl.
Clause 55.07- 12 Standard B46	Functional layout objective	Each apartment is provided with functional areas meeting the requirement of Standard B46.
Clause 55.07- 13 Standard B47	Room depth objective	Complies
Clause 55.07- 14 Standard B48	Windows objective	Complies
Clause 55.07- 15 Standard B49	Natural ventilation objective	Complies
Clause 55.07- 16 Standard B50	Building entry and circulation objections	Complies - The apartment building entry provides a sense of identity and provides for a safe environment of residents. This standard is satisfied.
Clause 55.07- 17	Integration with the street objective	Complies - The apartment building has been designed to integrate the

Standard B51		development with the street. This standard is satisfied.
Clause 55.07- 18 Standard B52	Site services objective	Complies - Site services are integrated within the landscape setting. This standard is satisfied.
Clause 55.07- 19 Standard B53	External walls and materials objective	Complies - The proposed external walls and finishes are appropriate and attractive. They are respective of the neighbourhood context and do not easily deteriorate or stain. This standard is satisfied.

Whilst the approval of Amendment C125 rezoned the land from General Residential, Schedule 2 to be Schedule 3, the development generally satisfies the objectives and variations of Schedule 3 to improve built form and landscaping outcomes.

Standard B36 of Clause 55.07-2 (Communal open space objectives) provides that a development that contains 13 or more dwellings should provide an additional minimum area of communal space of 2.5 square metres per dwelling, or 220 square metres, whichever is lesser. The approved development contains 15 dwellings and therefore would be required to provide an area of 37.5 square metres communal space to satisfy the current requirement. This space cannot be provided in the current layout however the development provides for a good level of internal amenity for occupants in terms of room size and connection to quality and complying areas of private open space areas.

With regards to accessibility, whilst the accessibility objective of Clause 55.7-8 has not met, the development will need to comply with the accessibility requirements of the Building Regulations. This will be assessed at the Building Permit stage.

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.

Given the stage of the constructed development, it is clear that the owner is not seeking to warehouse the Permit.

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

The commencement of the development within time due was attributed to financial constraints as a result of the COVID-19 pandemic and consequential impact to the building industry. Pleasingly the development is now well progressed and is almost at lock up stage.

The total elapse of time.

Eight (8) years have elapsed between the time the planning permit was issued and the extension of time application being lodged. 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 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 on the applicant that could have affected the continuation of the construction. The conditions are standard for this sort 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

If a fresh application were to be made, it is likely a permit would issue for an apartment building or medium density housing development on this substantially sized allotment surrounded by diverse housing character and within close proximity of Monash University, Monash Medical Centre and the Clayton Activity Centre. Having said this, any fresh application would need to achieve full compliance with the Garden Area requirement and the residential development guidelines of the Monash Planning Scheme.

CONFLICT OF INTEREST

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

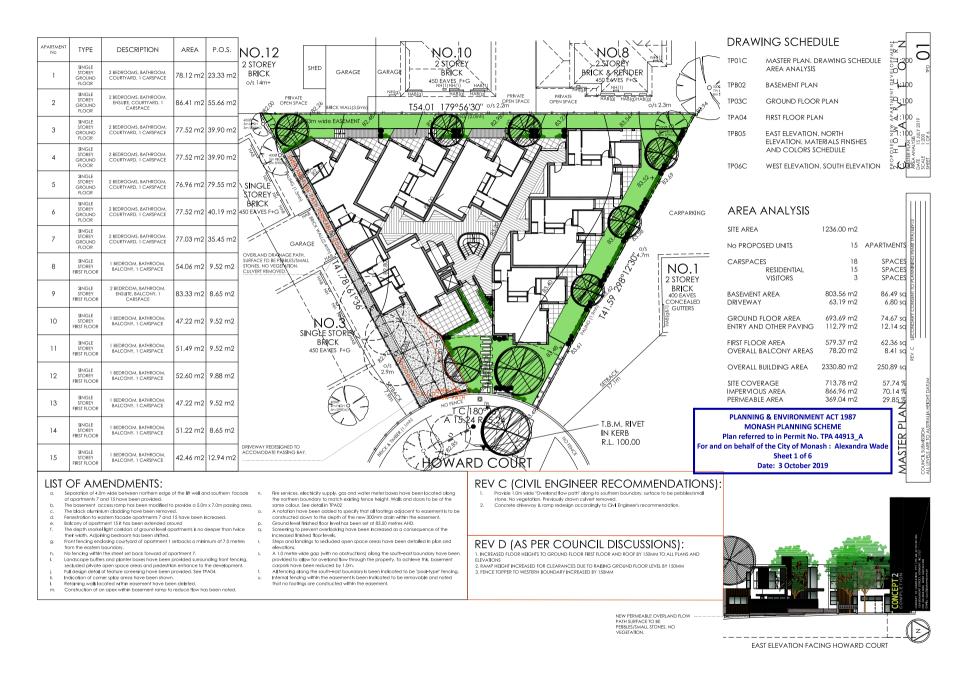
CONCLUSION

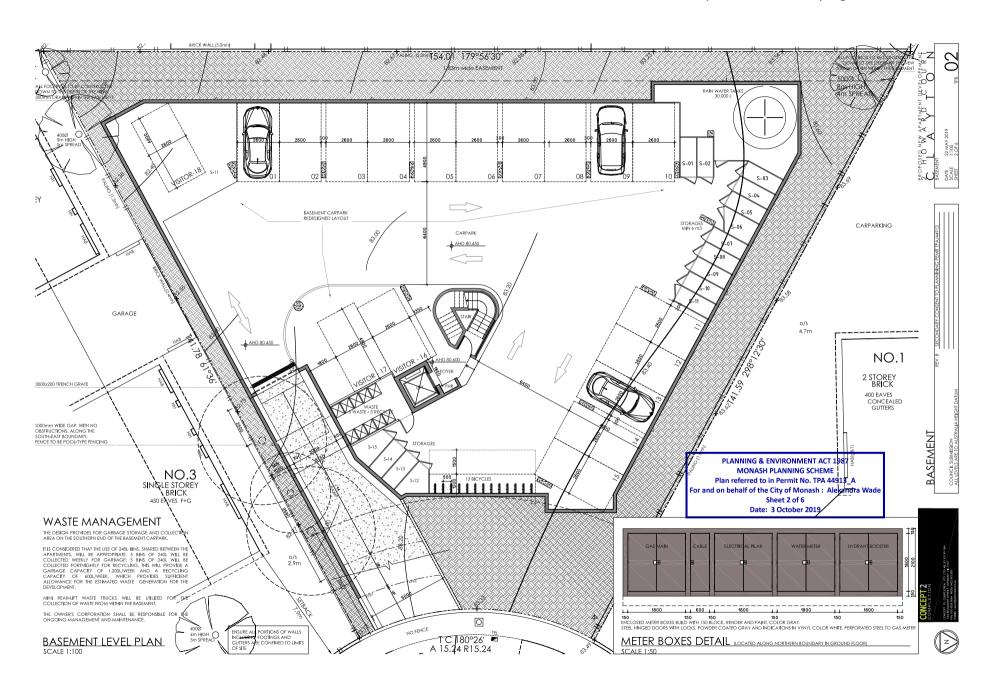
It is considered appropriate to grant a further extension of time to the permit.

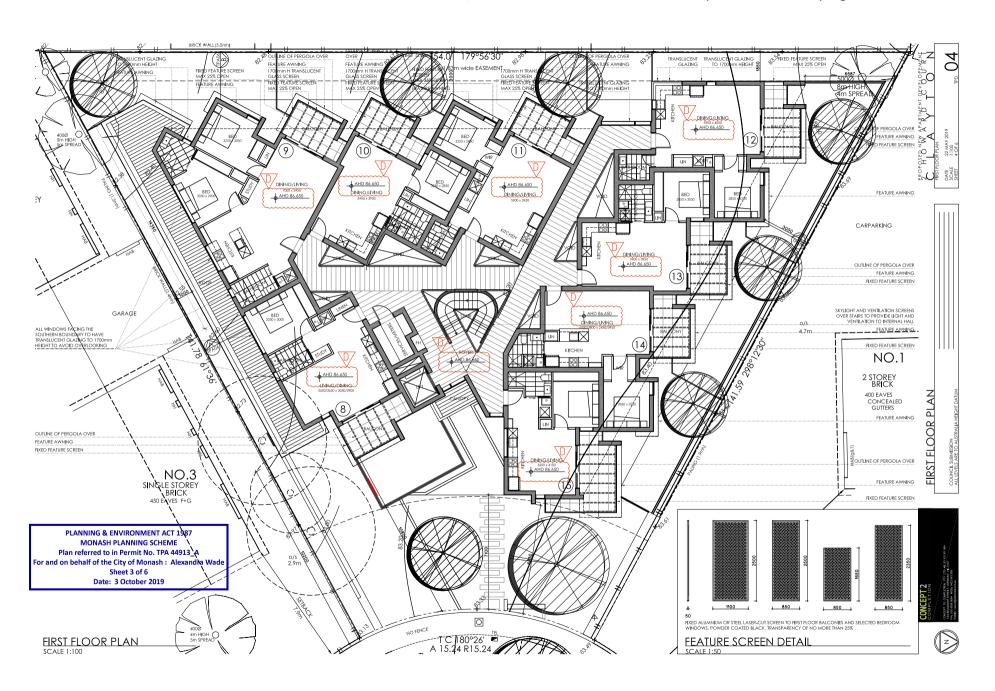
The proposal on balance meets the *tests* established in the Supreme Court decision Kantor v Murrindindi Shire Council (1997), and as the application is to extend a permit and the development is in an advanced state of construction, it cannot be argued that the completion of the development would lead to a poor planning outcome. Having regard to all the circumstances, it is recommended that Council approve the extension of time application.

ATTACHMENT LIST

- 1. Endorsed Development & Landscaping Plans 2 Howard Crt [7.1.3.1 7 pages]
- 2. Aerial Photograph 2 Howard Crt [7.1.3.2 1 page]
- 3. Planning Overlays & Zones Map 2 Howard Crt [7.1.3.3 1 page]

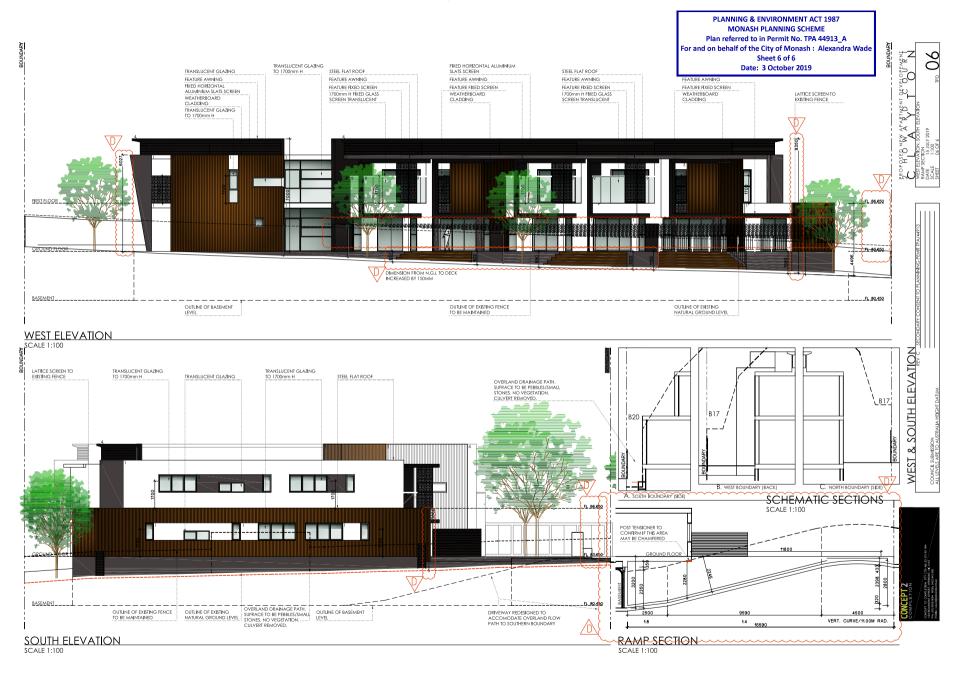










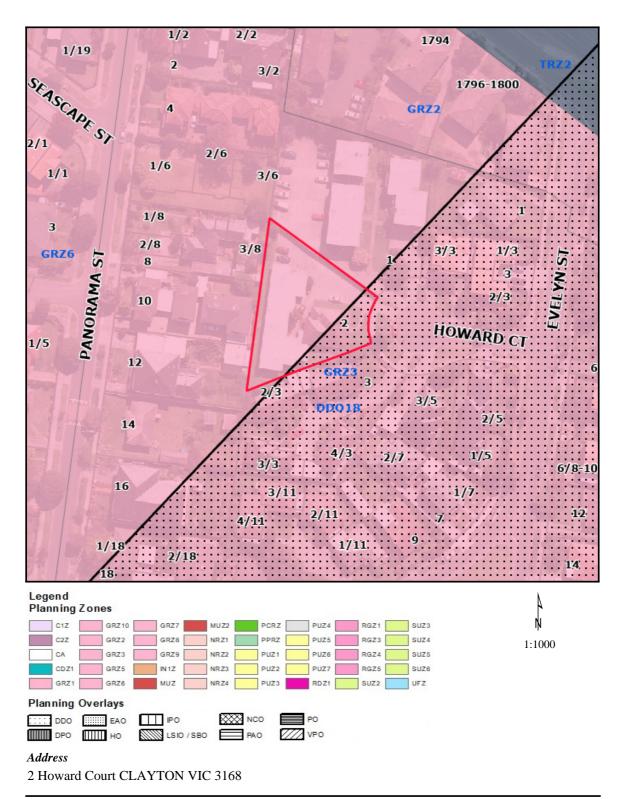








Planning Overlays and Zones



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