

TOWN PLANNING REPORT

Amendment to Planning Permit TPA/43692

The Glen Shopping Centre 227 – 235 Springvale Road, Glen Waverley

Prepared for Frasers Property Australia

Date of Report 17 August 2016

Prepared by **Contour Consultants Australia Pty Ltd**



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1 Introduction

This report has been prepared to accompany an application to amend planning permit TPA/43692 (the Planning Permit) dated 31 August 2015 issued by the City of Monash. The Planning Permit allows “Alterations to the existing shopping centre (‘The Glen’), the development of three residential apartment buildings including use of land for accommodation (dwellings), alteration of access to a Road Zone, Category 1” of the land at 227 – 235 Springvale Road, Glen Waverley known as ‘The Glen’ shopping centre.

The report provides:

- A description of the subject site and surrounding area;
- An analysis of the applicable planning controls and policies within Monash Planning Scheme;
- A summary of the proposed amendments, as detailed in the application plans prepared by NH Architecture dated August 2016 and supporting material; and
- An assessment of the proposed amendments having regard to the applicable planning controls and policies.

The project team comprises:

NH Architecture
Project Architects

Aspect Studio
Landscape Architect

Contour Consultants Australia Pty Ltd
Town Planners

Traffix Group
Traffic Engineers

MEL Consultants
Wind Engineers

Wastetech
Waste Engineers



2 Subject Land & Surrounds

2.1 Subject Land

The subject site is known as 227 – 235 Springvale Road and it comprises two parcels of land described as Lot 1 of Plan of Subdivision 345105 and Plan CP100591. We note that Lot 1 comprises a number of strata titled lots and common property associated with the existing shopping centre.

The site is irregular in shape and has a total area of approximately 7.9 hectares in size. There is a fall across the site generally from south to the north.

The site is located on the south-west corner of High Street Road and Springvale Road with frontages to these roads of 210 metres and 450 metres respectively. The subject land also has a frontage of approximately 140 metres to O'Sullivan Road to the south and 470 m to Snedden Drive to the west. Vehicle access to the site is currently available from all street frontages.

The subject land is currently occupied by The Glen Shopping Centre comprising multi-level mixed use development inclusive of retail premises, restricted retail premises, food and drink premises, car parking and loading and unloading facilities. A summary of the current mix of land uses is produced below:

Land Use	Quantum
Supermarket	7,618m ²
Retail	46.413m ²
Office	4,899m ²
TOTAL	58,930m ²

In built form terms, the existing building on the land presents as a five storey development to High Street Road (near the intersection of Springvale Road) due to the fall of the land and as a single storey shopping centre to O'Sullivan Road.

Vehicle access and associated car parking for visitors, staff and deliveries is prevalent to all street frontages.

There are some existing trees located on the land, generally near the site boundaries, none of which are noteworthy or significant.



2 Subject Land & Surrounds

2.2 Surrounds

The subject land is located within the Glen Waverley Activity Centre (GWAC) and is the largest landholding in single ownership within the activity centre.

The activity centre is characterised by a mix of land use and built form outcomes including the Century City Walk entertainment centre (eight storeys), Monash City Council's municipal building (three to four storeys), the approved fifteen storey development at 52 – 54 O'Sullivan Road, the Icon development (at 10 storeys) and lower scale commercial and residential development.

The subject site's interfaces are described below:

North: High Street Road is a major road comprising a multi-lane carriageway (including dedicated turning lanes) separated by a landscaped median. On the opposite side of High Street Road is a public open space area on the corner of Springvale Road with residential properties accessed via a service road located to the north.

East: Springvale Road is also a major road comprising a multi lane carriageway separated by a concrete median. On the opposite side of Springvale Road on the corner of High Street Road is a McDonald's outlet. Adjacent to McDonald's is a series of health facilities including medical centres, eye clinic and dentist. East of these properties are residential properties.

South: O'Sullivan Road which is partly one-way (when accessed from Springvale Road) before becoming dual access provides access to car parking on the subject land. On the south side of O'Sullivan Road, land is generally occupied by 1 – 2 storey commercial development, noting the approved fifteen storey development at 52 – 54 O'Sullivan Road generally opposite the subject land.

West: Snedden Drive is a dual carriageway (plus turning lanes) separated by concrete median accessed from High Street Road to the north and providing access to the subject land and the balance of the activity centre to the south and west. On the west side of Snedden Drive are residential properties with development ranging from 1 – 3 storeys near High Street Road. Glen Waverley Secondary College is also located on the west side of Snedden Drive on the corner of O'Sullivan Road.

In terms of accessibility, the site is well serviced by a range of sustainable transport options, including:

- **Glen Waverley Train Line** located within 200 metres south-west of the site and providing direct access to Melbourne's Central Business District.
- **Bus Routes 623, 734, 736, 737, 742, 753, 754, 850, 885 and 902** which operate from around the train station providing access to a range of other activity centres, residential areas, and Melbourne University.

2 Subject Land & Surrounds

→ Nightrider Bus Route 968 which operates along Springvale Road, High Street Road and within the activity centre providing a service from the City to Knox, Bayswater and Belgrave via Toorak Road and the Burwood Highway.

More information regarding the pattern of the surrounding land use and development is included in Figures 2.1 – 2.4 and within the NH Architecture package submitted with the application.

Figure 2.1
LOCALITY PLAN

Source: Melway.

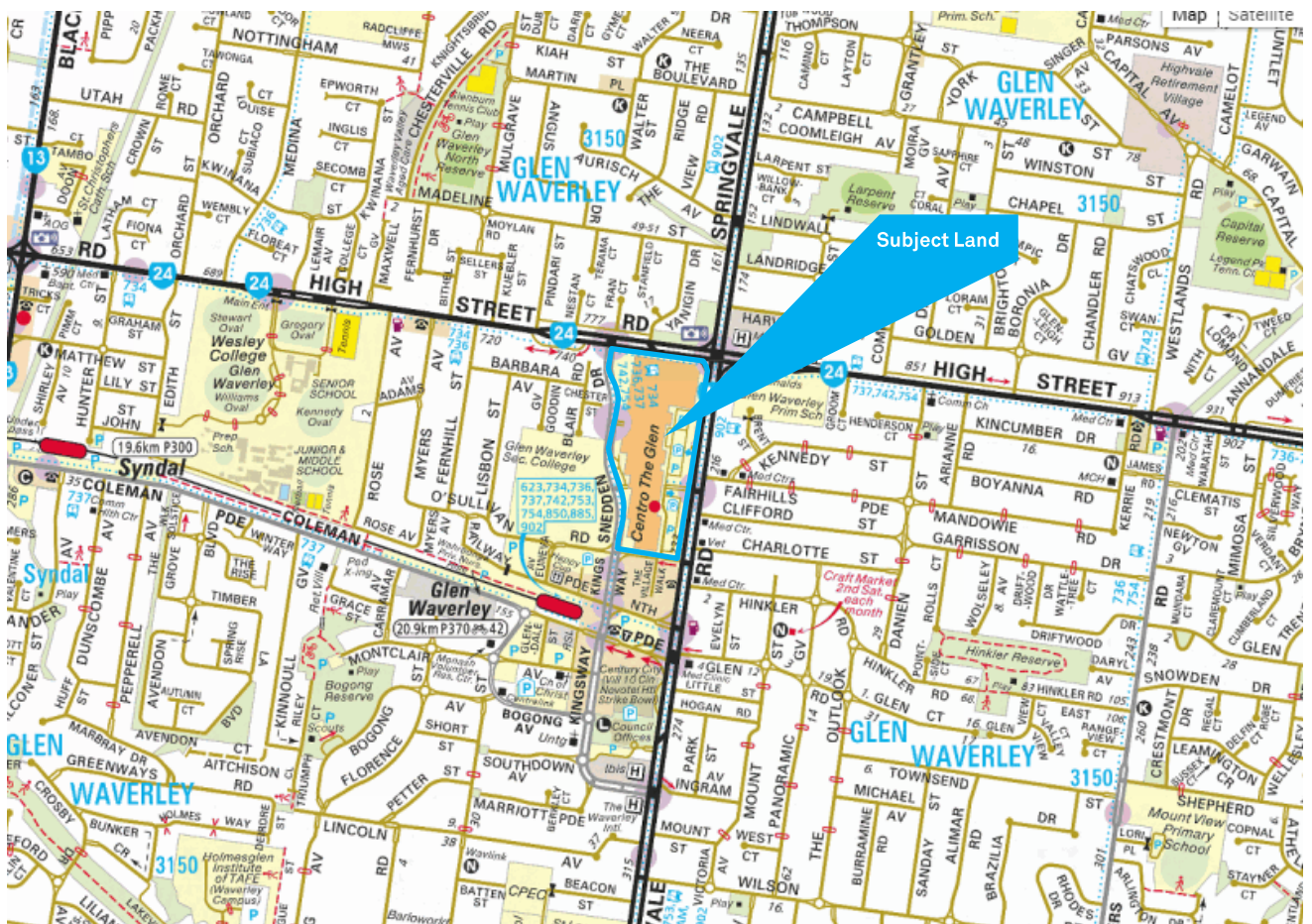


Figure 2.2
CADASTRAL PLAN

Source: Planning Maps Online.

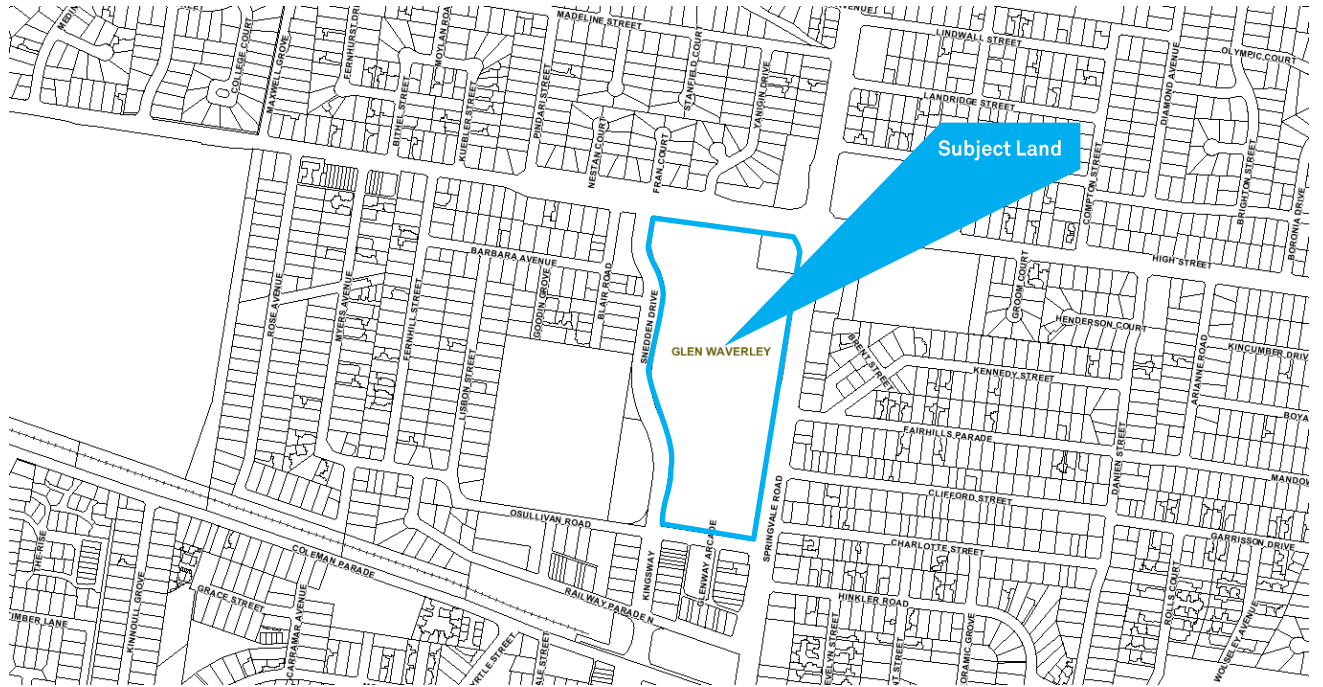
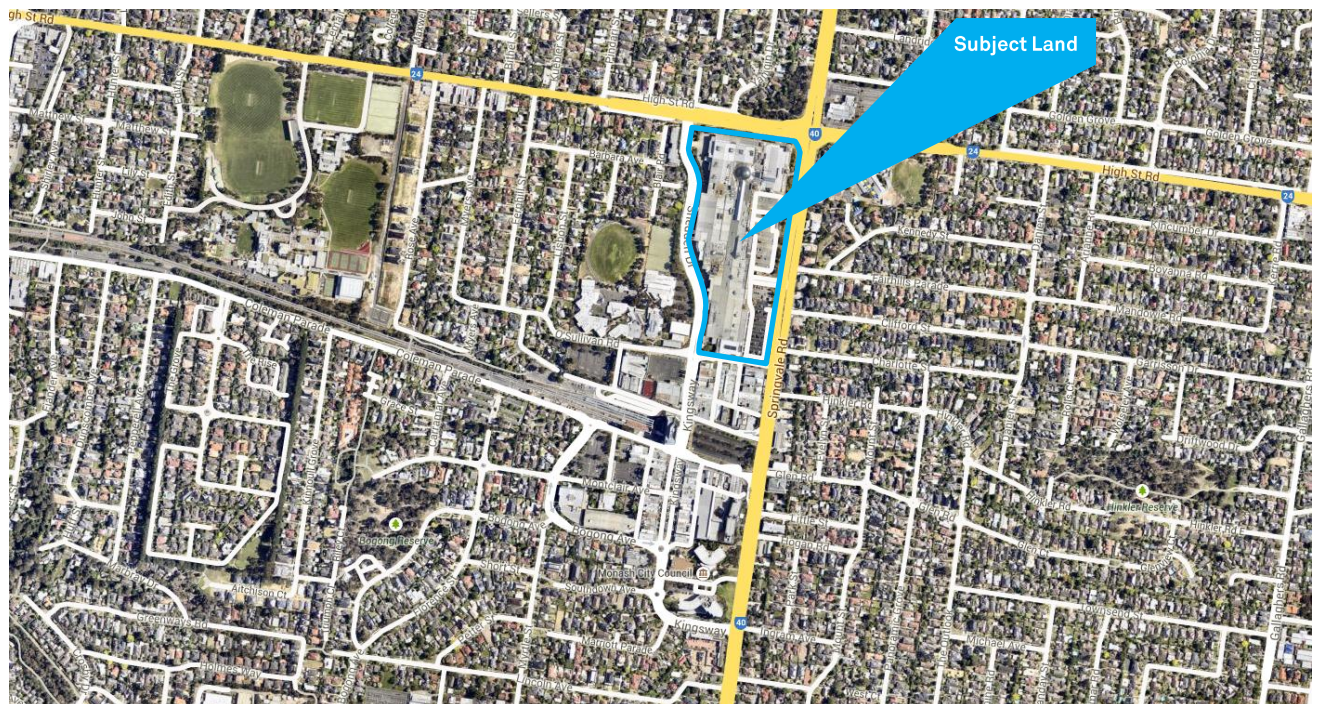


Figure 2.3
AERIAL PHOTOGRAPH - CONTEXT

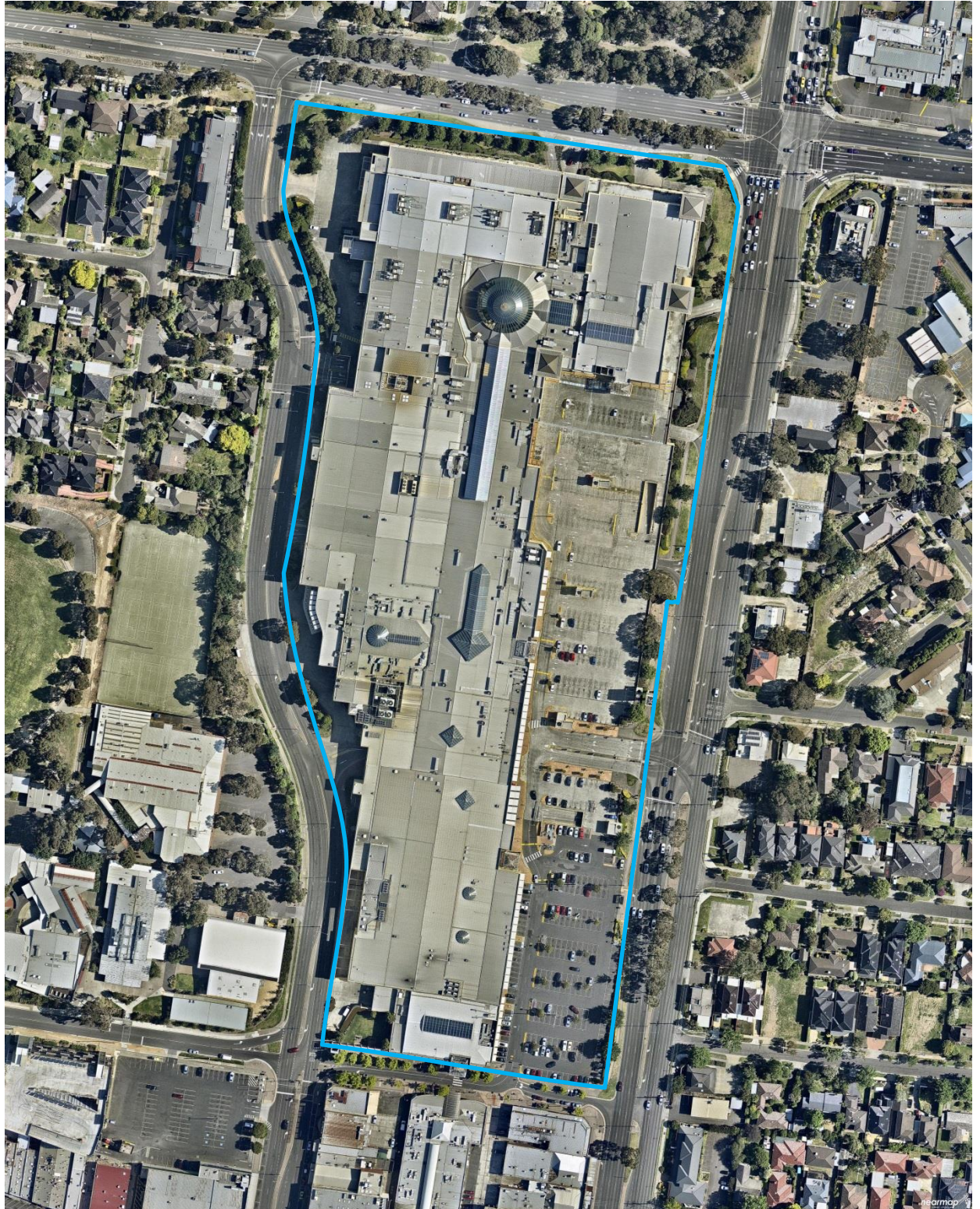
Source: Nearmap



2 Subject Land & Surrounds

Figure 2.4
AERIAL PHOTOGRAPH—SUBJECT LAND

Source: Nearmap



3 Planning Permit TPA/43692

The Planning Permit allowed for the redevelopment of the land subject to conditions. The Planning Permit allows:

“Alterations to the existing shopping centre (‘The Glen’), the development of three residential apartment buildings including use of land for accommodation (dwellings), alteration of access to a Road Zone, Category 1”

Taking into consideration the conditions of the planning permit, the approved development (as depicted on the amended plans prepared by NH Architecture dated June 2016) comprises:

Land Use	Existing	Proposed
Supermarket	7,618m ²	10,2495m ²
Retail	46.413m ²	62,911 m ²
Office	4,899m ²	4,889 m ²
TOTAL	58,930m ²	77,923 m ²

The net increase is 18,933 m² of retail and commercial floor area on the land.

In addition, a total of 427 residential apartments are proposed in three residential buildings above the shopping centre.

The redevelopment generates a requirement to provide 3,792 car parking spaces. A total of 4,214 car parking spaces are proposed within podium and basement car parking with vehicle access to each of the sites four road frontages (Springvale Road, High Street Road, Snedden Drive and O’Sullivan Road).



4 Proposed Amendments

The amended proposal is depicted in the architectural plans prepared by NH Architecture dated August 2016 and summarised in the enclosed statement of changes prepared by NH Architecture.

The following conditions of the Planning Permit are affected by the proposed amendments:

- Conditions 1(b) in relation to the maximum building height of Building 'B' is sought to be amended.
- Condition 1(g) in relation to dwelling diversity is proposed to be amended.
- Condition 1(h) proposed to be deleted due to deletion of 'spiral vehicle ramp'.
- Condition 1(i) amended to reflect deletion of 'spiral vehicle ramp'.
- Condition 1(o) in relation to pedestrian links between residential and retail precincts proposed to be deleted.
- Condition 1(cc) proposed to be deleted as a result of deletion of 'spiral vehicle ramp'.
- Condition 1(dd) proposed to be deleted as a result of alterations to the car parking and access arrangements.

Approval is also sought under Condition 2 of the Planning Permit for amendments to the architectural plans generally in accordance with the enclosed material.

A summary of the proposed land uses is provided below:

Land Use	Existing	Proposed
Supermarket	7,618m ²	10,2495m ²
Retail	46,413m ²	62,911 m ²
Office	4,899m ²	4,889 m ²
Dwellings	0	539

The buildings above podium are generally proposed to be located on the southern half of the land with frontage to Springvale Road, O'Sullivan Road and Snedden Drive. The proposed dwelling mix is described as:

- 155 one bedroom dwellings,
- 357 two bedroom dwellings,
- 22 three bedroom dwellings, and
- 5 four bedroom dwellings.

The above dwellings are proposed to be accommodated in three building elements. The buildings are generally described below:



4 Proposed Amendments

-
- Residential Building A: 20 storeys above ground comprising 50 one-bedroom, 121 two-bedroom, 6 three-bedroom and 5 four-bedroom apartments. The proposed building is setback a minimum 5 metres from Springvale Road and 4.26 – 5.43 metres from O’Sullivan Road above podium.
 - Residential Building B: 12 storeys above ground floor level comprising 62 one-bedroom apartments, 127 two-bedroom apartments and 8 three-bedroom apartments. The building is proposed to be set back a minimum five metres above the podium to the O’Sullivan Road boundary while ‘wrapping’ the corner fronting the new public space.
 - Residential Building C: 8 storeys above ground floor level stepping up to 13 levels at its northern extent comprising 39 one-bedroom apartments, 109 two-bedroom apartments and 8 three-bedroom apartments. The building is proposed to have a varied setback from Snedden Drive ranging between 0.3 metres and 3 metres. As the building rises it is further setback from the new public space on the corner of Snedden Drive and O’Sullivan Road.

The proposed development employs a contemporary architectural style. The buildings incorporate a range of complementary materials and finishes including glass, metal cladding in ribbon and perforated form, brick and landscaping.

The details of the architecture and urban design outcome are set out and illustrated in the NH architectural plans.

5 Statutory Planning Provisions

5.1 State Planning Policy Framework

The following provisions of the Monash Planning Scheme are relevant to the proposal.

Clause 10 -19 of Monash Planning Scheme outlines the policy framework for Victoria, and the following Clauses are relevant to this application:

- Clause 11 –Settlement:
 - Clause 11.04-5 – Melbourne’s urban growth
- Clause 15 –Built environment and heritage:
 - Clause 15.01 –Urban Environment, and
 - Clause 15.02 –Sustainable Development
- Clause 16 –Housing:
 - Clause 16.01 –Residential Development
- Clause 17 –Economic development:
 - Clause 17.01 –Commercial
- Clause 18 –Transport:
 - Clause 18.01 –Integrated Transport
 - Clause 18.02 –Movement Networks
- Clause 19 –Infrastructure:
 - Clause 19.03 –Development Infrastructure

In addition to the above SPPF provisions, *Plan Melbourne* is a strategy document that responsible authorities must consider when assessing planning permit applications. *Plan Melbourne* identifies Glen Waverley as an existing activity centre and urban renewal area within the Eastern Sub-region.

5.2 Local Planning Policy Framework

Clause 21 of the Monash Planning Scheme contains the Municipal Strategic Statement, and it provides a detailed profile of the Municipality and its vision. The following Clauses are relevant to this application:

- Clause 21.01 –Municipal Profile
- Clause 21.02 –Key Influence
- Clause 21.03 –A Vision for Monash
- Clause 21.04 –Residential Development
- Clause 21.05 –Economic Development
- Clause 21.06 –Activity Centres
- Clause 21.08 –Transport and Traffic
- Clause 21.11 –Physical Infrastructure



5 Statutory Planning Provisions

→ Clause 21.13 – Sustainability and Environment

Clause 22 of the Monash Planning Scheme includes Local Planning Policies that assist in the consideration of land use and development proposals. The following are relevant to the application:

- Clause 22.03 – Industry and Business Development and Character Policy
- Clause 22.04 – Stormwater Management Policy
- Clause 22.05 – Tree Conservation Policy

5.3 Amendment C120 - Glen Waverley Activity Centre Structure Plan September 2014 (updated June 2016)

Amendment C120 (the Amendment) to the Monash Planning Scheme seeks to implement the Glen Waverley Activity Centre Structure Plan 2014 (updated June 2016) (the Structure Plan).

The Amendment has been through a formal public exhibition period and an independent Planning Panel appointed by the Minister for Planning has considered the submissions received and made recommendations in relation to the Amendment.

At its meeting on 31 May 2016, the Council considered the Planning Panel's recommendations and resolved to adopt the Amendment with changes and submit it to the Minister for Planning for approval.

The subject land is to be included in the Design and Development Overlay and Schedule 12 (DDO12) applied, based on the adopted version of the Amendment.

DDO12 includes the following relevant design objectives:

- *To ensure development is consistent with the Glen Waverley Activity Centre (GWAC) Structure Plan 2014 (updated June 2016).*
- *To create a strong and distinct image for the commercial core of the Glen Waverley Activity Centre (GWAC) with high quality and site responsive development.*
- *To encourage sensitive and high quality development outcomes on key strategic redevelopment sites within the commercial core of the Activity Centre*
- *To ensure buildings within core retail areas and along key pedestrian streets contribute to active and engaging street frontages and support a high level of pedestrian amenity to encourage walking around the centre.*
- *To retain the existing fine grain character of commercial buildings along the traditional strip shopping areas within the GWAC such as Kingsway.*
- *To ensure that development is designed to minimise overshadowing to key urban spaces within the Centre, including the footpaths in Kingsway and the proposed town square, at key times of the year.*

5 Statutory Planning Provisions

-
- *To encourage development that retains human scale and an appropriate transition in building height from the Centre to the residential areas adjoining the activity centre.*
 - *To ensure new development within the residential land surrounding the commercial core is sensitively designed and complements or enhances the existing character of the area.*
 - *To ensure best practice environmentally sustainable development principles are incorporated into the design of new development.*
 - *To ensure new development demonstrates mitigation or avoidance of wind down draught effects at street level.*
 - *To ensure that development contributes to the 'buildings-in-landscape' character of the residential areas surrounding the commercial core of the Centre.*
 - *To ensure new development with frontages to the proposed ring road allows for future road widening and street tree planting that contributes to a boulevard character.*
 - *To ensure that buildings are accessible for people of all levels of mobility.*
 - *To ensure development provides a high standard of internal and external amenity for occupants, visitors and the general public.*

In relation to building heights and setbacks, DD012 sets preferred maximum building heights and building setbacks that may be varied by the grant of a planning permit. An application to exceed the preferred maximum building height must demonstrate how the development will continue to achieve the Design Objectives, Development Outcomes and all other relevant requirements of DD012.

DD012 includes a number of elements in relation to building form and design, including:

- *The impact of new building forms upon the GWAC skyline should be considered including the visual amenity offered by a landmark building of high architectural quality.*
- *Buildings should incorporate a podium level with taller elements setback from front and side streets along with existing and proposed open spaces, to ensure they do not dominate the public realm, and overshadowing and wind impacts are minimised.*
- *New development should be designed to create human scaled places that promote visual and pedestrian amenity to enable informal interaction including between neighbours.*
- *Building design should minimise the visual bulk of large buildings through significant breaks and recesses in building massing.*
- *Buildings should reflect the existing fine grain pattern of narrow shop fronts within the traditional shopping strips by incorporating separate ground floor tenancies and vertically modulated forms.*
- *At ground level buildings should provide active frontages to streetscapes. An active frontage is a frontage that generates pedestrian interest and interaction with a permeable façade incorporating windows and door openings with clear glazing.*

5 Statutory Planning Provisions

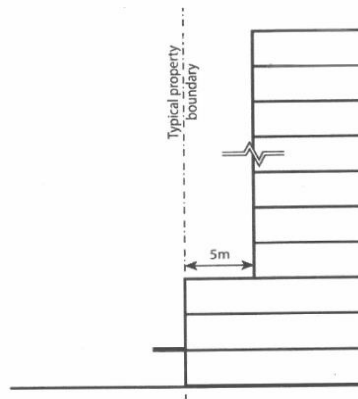
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- *Buildings incorporating podium forms should provide opportunities for activation of upper podium levels to support passive surveillance of the public realm.*
 - *Developments should comply with the environmental targets set out in any relevant Sustainable Design Assessment or Sustainability Management Plan and comply with any relevant Green Travel Plan as appropriate.*
 - *Buildings should utilise materials that do not generate glare, and can withstand the effects of weathering and wear to minimise maintenance and assist in achieving the 'high quality' development objectives of the Structure Plan.*
 - *Developments should be designed to ensure car parking areas and loading bays are concealed from the street within basements or behind buildings. Car parking, turning areas or other hard stand areas should not be located in front setbacks.*
 - *Hard paving across sites within and adjacent to the residential areas should be minimised, including limiting driveway lengths, providing landscaping on both sides of driveways and restricting the extent of paving within open space areas.*
 - *Vehicle crossovers should be minimised and located to prevent traffic disruption and preserve nature strips and street trees.*
 - *Utility areas such as waste and recycling areas and services including antennas, air-conditioning units and fire fighting equipment must be located to minimise visual and amenity impacts.*

The subject land is located partly within Precinct B and Precinct F in the "Glen Waverley Activity Centre Building Height and Setback Precinct Plan".

The preferred built form outcomes for Precincts B and F are reproduced below.

5 Statutory Planning Provisions

Built Form Area	Preferred building heights	Preferred setbacks	Development outcome
B	More than 10 storeys (more than 36 metres)	<p>Zero street setback up to a height of 3 storeys</p> <p>5 metre street setback required for additional storeys</p> <p>Zero side setback except:</p> <p>1.5 metre ground level setback to achieve laneway connecting Railway Parade North and O'Sullivan Road</p>	<p>Active and engaging frontages to Railway Parade North, Coleman Parade, O'Sullivan Road, Springvale Road, the laneway connecting Railway Parade North to O'Sullivan Road and the future public square.</p> <p>Activities at the front of any building(s) at ground level should generate pedestrian interest and interaction and the façade(s) should incorporate windows and door openings with clear glazing.</p> <p>Key sites –</p> <ol style="list-style-type: none"> The development of the Central Car Park (281 Springvale Road, Glen Waverley) should: <ul style="list-style-type: none"> Continue the existing fine grain street rhythm of Kingsway on all frontages. Provide a public square oriented to capture northern sunlight including paved areas, shade trees and areas of soft landscaping. Provide north-south pedestrian and vehicle links. Any future development of The Glen (227-235 Springvale Road, Glen Waverley) should: <ul style="list-style-type: none"> Improve the pedestrian connections between The Glen and surrounding streets. Ensure that there is a high quality built form presence to High Street Road and Springvale Road.



5 Statutory Planning Provisions

Built Form Area	Preferred building heights	Preferred setbacks	Development outcome
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F 8 - 12 storeys (29 - 43 metres)

Frontage to O'Sullivan Road: Zero street setback up to a height of 3 storeys, 5 metre street setback required for additional storeys (refer Figure F1).

Frontage to Springvale Road, High Street Road and Snedden Drive: 5 metre street setback up to a height of 3 storeys, 10 metre street setback required for additional storeys (refer Figure F2).

Zero side setbacks

Active and engaging frontages to O'Sullivan Road and Snedden Drive. Activities at the front of the building at ground level should generate pedestrian interest and interaction and the façade should incorporate windows and door openings with clear glazing.

Improve pedestrian connections between The Glen and surrounding streets.

Ensure that there is a high quality built form presence to Springvale Road and High Street Road as a northern gateway to The Glen Waverley Activity Centre.

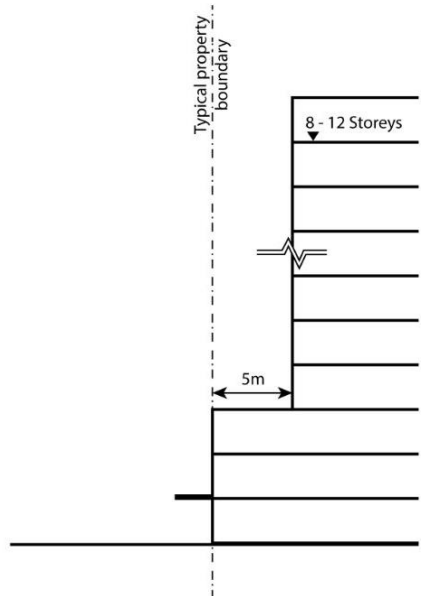


Figure F1 - Frontage to O'Sullivan Road

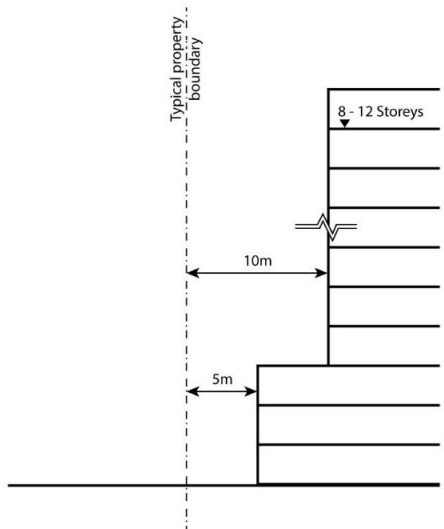


Figure F2 - Frontage to Springvale Road, High Street Road and Snedden Drive

5 Statutory Planning Provisions

The Structure Plan provides a number of key strategies and actions relevant to The Glen, including:

- Key strategies include:
 - Support the expansion of The Glen Shopping Centre with additional uses that complement the balance of the GWAC commercial area. (Section 4.1. A - Retail)
 - Support The Glen Shopping Centre as a key redevelopment opportunity and major employment node in the GWAC. (Section 4.1. A - Retail)
 - Provide better integration of The Glen into the surrounding street network with improved pedestrian connections, active frontages and improved interface with Springvale Road and High Street Road. (Section 4.1. A - Retail)
- Key Actions under Section 4.1.A –Retail include:
 - Facilitate the future expansion of The Glen Shopping Centre to provide an extended offer and improved integration into the GWAC streets. Integration improvements should focus on additional pedestrian connections into the centre from all directions, active frontages to surrounding streets and a high quality built form presence to Springvale Road and High Street Road. (Section 4.1.A –Retail A.1).
- Figure 8 of the Structure Plan shows The Glen as having an “Existing/Future land use anchor designation as well as showing The Glen as having the designation “Retail with housing/offices/hotel located above.”
- A key objective of the Structure Plan is to provide a range of housing types within the activity centre to cater to all ages and circumstances, and meet expected population growth. In order to achieve the above, the following strategies, inter alia, are proposed:
 - *Cater to the needs of the changing population in Glen Waverley by providing broader housing choices for families, singles, older people and multi-generational families*
 - *Focus high density residential development in key redevelopment sites within the GWAC commercial area*
 - *Promote residential uses above retail and office premises to provide for additional people living within the GWAC commercial area and provide greater surveillance of streets.*
- The Structure Plan at Section 4.2 provides guidance for future built form across the Activity Centre. Relevant strategies include:
 - *Encourage excellence in building design within both commercial and residential areas so that development responds to the characteristics of the site and its context*
 - *Strengthen sense of place and arrival in Glen Waverley by providing buildings of exemplary architectural quality on*

5 Statutory Planning Provisions

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- prominent sites and in locations adjacent to existing and proposed public spaces*
- *Emphasise landmark sites to reinforce key locations and the status of Glen Waverley as an Activity Centre*
 - *Ensure buildings integrate with and contribute positively to the street life and public realm, by providing a continuous network of fine-grain active frontages with glazed ground floors*
 - *Ensure that all development supports a sustainable activity centre through high ESD standards, including energy efficiency, water management and use of low embodied energy materials*
 - *Ensure that future development provides shared amenity and equitable access to ensure the impacts of new development on adjoining existing uses are considered*
 - *Provide 5m setbacks to upper levels of new developments to minimise wind effects on the street, encourage good solar access and support a human-scaled place*
 - *Ensure that taller buildings are designed as slender tower forms, oriented to minimise overshadowing of the public realm*
 - *Reinforce active street frontages within the GWAC Commercial Centre through zero-setback 2-3 level podiums, where practicable.*
 - *Ensure that buildings provide wind and weather protection to reduce the impact of wind and rain on key public spaces and provide adequate shade for people*
 - *Ensure new developments over 6 storeys are designed to avoid or mitigate wind effects at street level*
 - *Ensure development can be adequately serviced from existing roads with minimal impact on public spaces.*
 - *Where redevelopment occurs, ensure laneways are widened to generally 6-8m*
 - *Ensure that pedestrian permeability throughout the GWAC is supported through mid-block links, particularly on large development sites*
 - *Provide minimum space of 10-12m between tower forms to ensure good levels of access to light, air and views*
 - *Ensure tower forms are generally no more than 18-22m in width and 35-40m in length*
 - *Minimise the visual bulk of large buildings through significant breaks and recesses in building massing*
 - *Provide opportunities for activation of upper podium levels, to support passive surveillance of the public realm.*
- The subject land has frontage to three identified street types being:
 - Major Roads – green entry roads: Springvale Road and High Street Road.
 - Ring Road – enveloping landscape: Snedden Drive.
 - Pedestrian focused central street: O’Sullivan Road.
 - The Structure Plan supports the creation of new public and civic spaces that promote community gathering and interaction, and reflect Glen Waverley’s character by, inter alia:

5 Statutory Planning Provisions

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- *Seek opportunities for the establishment of new public gathering spaces including new public plazas and a public square*
 - *Provide new 'green' public open spaces within the GWAC commercial area to serve existing and future visitors, residents and workers*
 - The subject land is identified as a key pedestrian and cycle destination and interfaces with central pedestrian priority street (O'Sullivan Road – a shared pedestrian/vehicle street) and key pedestrian access streets (Springvale Road, Snedden Road and High Street Road) at Figure 12 – Pedestrian and Cycle Access Plan.
 - In general terms, the Structure Plan seeks to reduce reliance on the private motor vehicle as the preferred mode of transportation within the Activity Centre.

The subject land is identified within its own precinct - Precinct 5 – of the activity centre. The objectives, strategies, actions and the Precinct Plan are reproduced accordingly:

Objective:

- *To better integrate the Glen with the commercial streets of the GWAC while strengthening its role as retail anchor*

Strategies

- *Improve integration of the southern end of the Glen into the surrounding streets*
- *Improve the presentation of the Glen to Springvale Road and High Street Road*
- *Provide additional pedestrian access points into The Glen*
- *Enhance the Snedden Drive interface with landscaping*

Actions

- *Work with The Glen Shopping Centre to achieve better integration of the shopping centre with the surrounding streets. Improvements should consider:*
 - *Active uses to O'Sullivan Road with shopfronts accessible from the street*
 - *Provision of a square / plaza at the corner of O'Sullivan Road and Snedden Drive that is activated by surrounding uses and provides for direct pedestrian access into the shopping centre*
 - *Improvements to the Springvale Road frontage with high quality built form that enhances the entrance into the GWAC commercial core*
 - *The potential for uses at the southern end of the shopping centre that extend beyond regular 9am to 5pm trading hours*
 - *Potential for upper level uses to provide for additional passive surveillance of the streets*

5 Statutory Planning Provisions

- Additional landscaping along Snedden Drive to screen loading areas and contribute to the Ring Road landscape setting
- Additional pedestrian access points to the north from High Street Road and Springvale Road
- Undertake an audit of the pedestrian network along Snedden Drive with a focus on delineating a continuous pedestrian connection that avoids shopping centre loading zones

Figure 5.1
PRECINCT PLAN –PRECINCT 5 THE GLEN

Source: Glen Waverley Activity Centre Structure Plan (September 2014)



5 Statutory Planning Provisions

5.4 Zoning

The subject land is included within the Commercial 1 Zone (C1Z) and is subject to the provisions of Clause 34.01 of the Monash Planning Scheme. The objectives of the Commercial 1 Zone are:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
- To provide for residential uses at densities complementary to the role and scale of the commercial centre.

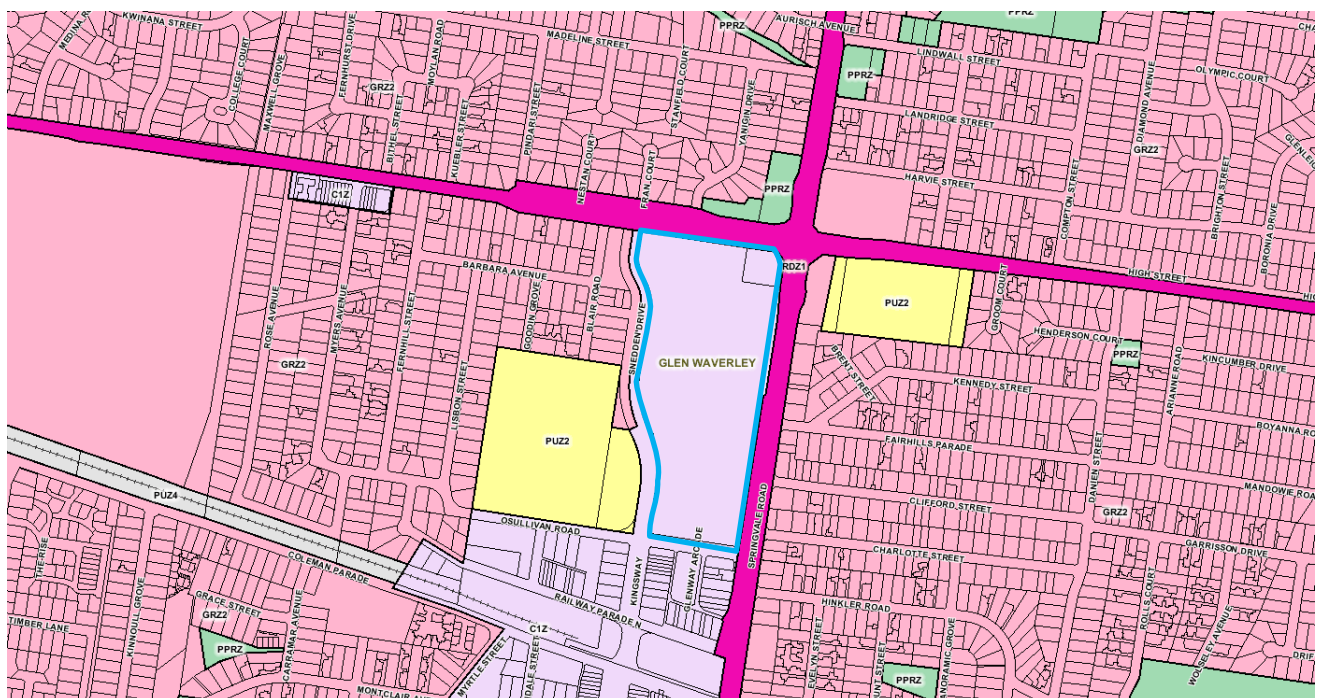
Pursuant to the provisions of the Commercial 1 Zone, a planning permit is required to:

- Use land for Accommodation (Dwellings) is as-of-right except where the frontage at the ground floor level exceeds 2 metres (Clause 34.01-1) in which case a permit is required for Accommodation.
- Construct a building or construct or carry out works (Clause 34.01-4).

Primary approval has been granted as part of the Planning Permit.

Figure 5.2
ZONING PLAN

Source: Planning Maps Online.



5 Statutory Planning Provisions

5.5 Overlays

The land is not currently affected by any planning overlays.

5.6 Particular and General Provisions

The following Particular and General Provisions are relevant to the application:

Clause 52.06 – Car Parking

This Clause includes the statutory provisions for the design and quantum of car parking to be provided in association with a new use and development. Having regard to the mixed use nature of the proposal, car parking should be provided at the following rate:

- 4 spaces to each 100m² of leasable floor area for Shop (other than listed in table 1 to Clause 52.06)
- 5 spaces to each 100m² of leasable floor area for Supermarket.
- 3.5 spaces to 100m² of net floor area for Office.
- 1 space to each one or two bedroom dwelling and 2 spaces to each three or more bedroom dwelling plus 1 visitor space for every five dwellings.

A planning permit may be granted to vary the above requirements.

In general terms, the proposed development will provide a surplus of car parking having regard to the statutory requirements.

Clause 52.07 – Loading and Unloading

The purpose of this clause is to ensure that appropriate land is set aside for the loading and unloading of vehicles associated with the use of land for the manufacture, servicing, storage or sale of goods or materials.

The clause specifies the minimum spatial requirements based on proposed floor area. A planning permit may be granted to reduce or waive the requirements if either the land area is insufficient or adequate provision is made for the loading and unloading of vehicles to the satisfaction of the responsible authority.

Clause 52.29 – Land adjacent to a Road Zone, Category 1, or a Public Acquisition Overlay for a Category 1 Road.

Springvale Road and High Street Road are both included within the Road Zone, Category 1. The purpose of this Clause includes ensuring appropriate access to these identified roads.

A planning permit is required to create or alter access to a road in a Road Zone, Category 1. A planning permit application that creates or alters access to a road in a Road Zone, Category 1 will be referred to

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the Roads Corporation.

Primary approval was granted to alter access to Springvale Road and High Street Road as part of the Planning Permit, subject to conditions set out therein.

Clause 52.34 – Bicycle Facilities

This Clause sets out the requirements for the provision of bicycle facilities to be provided in association with a new use and development.

Along with the provision for bicycle spaces under Table 1 to Clause 52.34-3, any use listed is required to provide showers and change rooms in accordance with the requirements of Table 2 and Table 3 to Clause 52.34-3.

A planning permit may be granted to vary, waive or reduce the above requirements under Clause 52.34-2.

Bicycle parking and facilities are to be provided in accordance with the statutory requirements.

Clause 52.35 – Urban Context Report and Design Response for Residential Development of Five or More Storeys

The purpose of this clause is to ensure that a report is prepared that articulates the design response in terms of the existing and preferred future urban character of the area for residential developments of five or more storeys.

This report, along with the balance of the application material including the NH Architecture package, forms the urban context response for the subject land.

Clause 52.36 – Integrated Public Transport Planning

The purpose of this clause seeks to ensure:

- *development supports public transport usage.*
- *that easily accessible public transport networks, which are appropriate to the scale of the development, and high quality public transport infrastructure are provided as part of new development.*
- *that development incorporates safe, attractive and convenient pedestrian access to public transport stops.*
- *that development does not adversely affect the efficient, equitable and accessible operation of public transport.*

An application for development comprising more than 60 dwellings, an increase of more than 1,000 square metres to the leasable floor area of an existing retail premises which is 4,000 or more square metres of

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leasable floor area or that seeks to alter public transport infrastructure or stops will be referred to Public Transport Victoria for comment.

Clause 65 – Decision Guidelines

This Clause sets out the matters the Responsible Authority must consider, as appropriate, prior to the approval of an application or plan. These matters include, inter alia:

- *The matters set out in Section 60 of the Act.*
- *The State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *The purpose of the zone, overlay or other provision.*
- *Any matter required to be considered in the zone, overlay or other provision.*
- *The orderly planning of the area.*
- *The effect on the amenity of the area.*
- *The proximity of the land to any public land.*
- *Factors likely to cause or contribute to land degradation, salinity or reduce water quality.*
- *Whether the proposed development is designed to maintain or improve the quality of stormwater within and exiting the site.*

6 Planning Considerations

6.1 Preamble

The granting of the Planning Permit allowing the redevelopment of the land supports the designation of the land as a key urban renewal opportunity within the Glen Waverley Activity Centre.

It is noteworthy that State, metropolitan and local planning policy recognises the role and characteristics of activities and urban renewal areas, including Glen Waverley, and the importance of these centres in attracting substantial investment and growth.

State policy also supports the encouragement of development in higher order activity centres that serve more than simply a local function and are capable of attracting activities that meet metropolitan needs. State policy also supports a mix of activities in activity centres that generate high numbers of trips including business, retail, services and entertainment activities.

Furthermore, the adopted Amendment C120 contemplates substantial development on the subject land including expansion of the existing shopping centre and residential uses.

It is therefore considered that the strategic land use merits of the proposal are not in question.

Having regard to other town planning considerations, the following matters are considered relevant:

- The diversity of dwellings proposed on the land;
- The design and built form implications of the proposed amendments; and
- The amenity implications of the proposed amendments.

An assessment of each of the above matters is provided in the following sub-sections of this report.



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6.2 Dwelling Diversity

Condition 1(g) of the Planning Permit requires architectural plans show “Provision of 3 (or more) bedroom apartments equating to no less than 20% of the overall dwelling make up”.

The provision of a range of housing sizes on the land is supported.

Notwithstanding, Condition 1(g) is proposed be amended to allow the mix of dwellings depicted on the NH Architecture package.

The proposed dwelling mix is summarised as follows:

	Number of bedrooms per dwelling			Total
	1 Bed	2 Bed	3+ Bed	
Building A	50	121	11	182
Building B	66	127	8	201
Building C	39	109	8	156
Total	155	357	27	539
% of Total	28.8%	66.2%	5%	

In assessing the appropriateness of the proposed dwelling mix, there is currently no requirement within the Monash Planning Scheme in relation to a preferred dwelling mix as part of redevelopment proposals. Rather, the Monash Planning Scheme seeks to provide a range of accommodation types and sizes to suit a range of housing needs.

The adopted Structure Plan identifies the need to provide a diversity of housing types. In response, the proposed mix ranges from one-bedroom to four-bedroom dwellings in a range of sizes and formats, including two-storey apartments within Building A. The development schedule prepared by NH Architecture indicates that each residential building includes provision of 1 bedroom, 2, bedroom, and 3 or more bedroom dwellings in a variety of sizes and layouts.

The Council’s adopted ‘Monash Housing Strategy 2014’ (the Housing Strategy) identifies a need to provide a variety of dwelling sizes to meet different household needs (Section 4.3). The Housing Strategy indicates that different segments of the market have different housing requirements. The proposed development at The Glen includes dwellings to meet the requirements of a range of market segments identified in the Housing Strategy, including: Students, Young professionals, Families, Empty nesters/baby boomers and Retirees.

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The Housing Strategy does not identify a particular shortage of three or more bedroom dwellings within the Glen Waverley Activity Centre. The Housing Strategy includes objectives in relation to ensuring a diversity of housing is provided and a range of housing needs met.

In the absence of clear direction within the Monash Planning Scheme and adopted strategic planning documents, determining the appropriate dwelling mix relies, in part, on market analysis.

To this end, Urbis has prepared a Market Research report which provides a market analysis of recent comparable developments in Glen Waverley and in the broader Metropolitan Melbourne context. Key conclusions of the Urbis report are reproduced as follows:

- *Across a major apartment market study sales across this wider market have been dominated by 2 bedroom apartments, with 3 bedroom sales making up a lower contribution each quarter than their contribution to available supply on the market.*
- *In Glen Waverley there is ample supply of larger housing stock in the area and high performing projects providing 1 and 2 bedroom apartments in recent times.*
- *Across 25 developments including in Glen Waverley, surrounding suburbs, Box Hill and Doncaster, 1 bedroom apartments account for an average of 31% of apartments, 2 bedroom 64%, 3 bedroom apartments make up 3% and other product types make up the remaining 2% out of 4,186 apartments.*
- *Taking into account the wider Melbourne apartment trends, recent Glen Waverley examples and eastern suburb case studies, we believe the appropriate strategy would be to present a mix in line with the wider market acceptance.*

Based on the preceding we are of the view Condition 1(g) should be amended to provide for a diversity of dwellings while maintaining flexibility to respond to market demand.

It is recommended Condition 1(g) be amended to read as follows:

- *Provision of a diversity of dwellings, including 3 (or more) bedroom apartments, equating to no less than 20% as part of the overall dwelling make up.*

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6.3 Built Form Considerations

In building envelope terms, the built form generally accords with those considered and approved as part of the original planning permit application, noting the proposed amendments:

- Maintains maximum building height to parapet of Building A to 179.9 RL.
- Provides for active use of the podium adjacent to O'Sullivan Road.
- Maintains a minimum 5 metres setback from Springvale Road above podium (Building A).
- Provides a setback from O'Sullivan Road ranging between 4.26 metres and 5.43 metres (Building A).
- Provides active frontage to the new urban plaza (Building B).
- Includes a minimum 5 metre setback from O'Sullivan Road above the podium (Building B).
- Built form setback up to 3 metres from Snedden Drive above podium (Building C).
- Maintains a graduated built form which 'steps' away from the new urban plaza (Building C).
- Maintains the design aesthetic and high quality materials and finishes.
- Provides for a prominent residential address to each of the residential buildings at the street.

The key built form changes proposed by the amendment include:

- Increase to the overall building height to parapet of Building B of 9 metres from RL 146.9 to RL 155.9.
- Extension of building envelope of Building C to the north.
- Increase to the provision of communal open space and facilities for future residents.
- Removal of pedestrian connection from the communal open space to the level 1 mezzanine car park.

The adopted provisions of Amendment C120 and the supporting Structure Plan notes that the GWAC is uniquely placed to provide significant increases in building heights because of the large land holdings within the commercial area and The Glen is the largest single land holding.

In terms of the proposed amendments to the built form, it is considered the outcome is of a scale consistent with the extent of built form change envisaged for the subject land. The increase in building height to Building B steps from its northern extent, ensuring appropriate solar access to the proposed urban plaza while not imposing shadow to the west side of Kingsway.

The height of Building B, at 39.71 metres, sits comfortably within the preferred building heights considered by Amendment C120, ensures the primacy of Building A as a 'signature' building on the prominent south-east corner of the site and is lower than the approved fifteen

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storey development at 52-54 O'Sullivan Road opposite the site (approved at 47.1 metres in building height).

The proposed amended design of the residential buildings adopts design methodology and urban design principles that respond directly to Council's adopted Structure Plan, including:

- Providing for lower rise and secondary building forms within the activity centre that are more in keeping with the scale of development already existing and/or approved;
- Maintaining a street edge to the development along each of its street abutments which is respectful of human scale;
- Adopting a siting and design profile for buildings which not only minimises overshadowing of public places but creates an attractive skyline;
- Providing for an engaging and attractive street edge which is inviting and enhances the overall appearance and quality of the activity centre when viewed from the public realm;
- Promoting a richness and diversity of land uses that creates after-hours activity within the activity centre and enhances public safety and amenity throughout the day and night;

Design Excellence

The proposal is a high quality design and utilises a mix of contemporary materials and finishes that will contribute to the preferred built form character of the activity centre.

The proposal provides for varied building heights, setbacks, façade treatments and architectural expression that generate visual interest whilst engaging with the site's primary street frontages.

Environmentally sustainable design initiatives have been incorporated into the project design. They include initiatives relating to lowering energy consumption, lowering water consumption, enhancing indoor environmental quality, reducing waste and reducing environmental impacts.

Design Detail

The proposed amendments include removal of the pedestrian connection between level 1 mezzanine and the communal open space on top of the podium (Condition 1(o)). Removal of the connection encourages future occupants and visitors to the site to utilise the public realm providing opportunities for activation of the surrounding street network and proposed public square at different times throughout the day. The approach to further entrench the street

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address as the main pedestrian entrance will also contribute to a sense of address for each of the proposed residential buildings.

Surrounding Context

The tallest of the approved residential elements will be highly visible from Springvale Road and is of a scale befitting the prominent location and landmark status of the site, adjacent to the main road. The proposed amendments maintain this built form relationship.

The elements of the proposed development above podium level respond positively to the approved 15 storey Village Walk development located at 52 – 54 O’Sullivan Road opposite the subject land which the Council supported on a much smaller and more constrained site than the subject land.

The scale of development proposed is entirely in keeping with the intentions of strategic policy which encourage major redevelopment and urban renewal in activity centre locations such as The Glen. As a large mixed use development site that generates significant activity and movement in and around the activity centre, a substantial building or grouping of buildings on The Glen will contribute to the ongoing evolution and vibrancy of the activity centre as a place to live, work and recreate.

Overall, the proposal is well resolved having regard to the relevant built form considerations of the Planning Scheme and taking account of the strategic and physical context of the subject land.

6.4 Amenity Considerations

The provisions of the Monash Planning Scheme require consideration, as appropriate, of the effects of a proposal on the amenity of the area.

The relevant amenity implications of the proposal are addressed as follows:

Visual Bulk

The main consideration in relation to building bulk associated with the proposed amendments relates to the potential implications for the public realm, particularly to the south, and west of the subject land.

The proposed buildings are respectful in terms of their visual impact when viewed from surrounding streets and nearby properties and reflect the emerging character of the broader Glen Waverley Activity Centre.

The layout of the proposed built form also provides an appropriate physical separation, where this is important, between the key elements of the development and any potentially affected nearby properties.

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In overall building length terms, the proposed building is commensurate to that of the existing building on the land.

The proposed buildings will make a positive contribution to the future character of the area by promoting a high quality design in an area supportive of a scale of development that contrasts with areas outside of the Activity Centre location. The significantly enhanced densification of sites such as The Glen within designated activities centres are encouraged and supported by planning policy which in this case, includes the adopted Amendment C120.

The presentation of the development to the surrounding properties is appropriate for the following reasons:

- The presentation of the tower elements to surrounding streets is of slender built form with varied setbacks above a podium.
- The proposal will be of human scale when viewed from O'Sullivan Road, the proposed development will contribute to the emerging character of O'Sullivan Road.
- From the south, along Kingsway, the proposed development will present as a strong podium framing the new public square, with upper levels graduating in height above.
- Views from the west will be of graduated built form on the subject land and nearby developments (existing and approved).

The overall outcome is that the development is appropriately articulated in terms of its massing, setbacks and external presentation and that the views of the proposed buildings when taken in the round will greatly enhance the activity centre and advance the strategic significance of GWAC in terms of its place in the sub-region.

Overshadowing

The shadow diagrams prepared by NH Architecture in respect of the plans detail the shadow impact of the proposal and those of nearby buildings between the hours of 9:00am and 3:00pm at the September equinox.

The diagrams show the following:

- The site layout and massing of the proposal ensures that the proposed public space on the corner of O'Sullivan Road and Snedden Drive receives generous sunlight throughout the day.
- The shadow implications of the proposal are commensurate with what might reasonably be expected for a strategic site and locality where substantial built form change is supported by policy.

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- The proposed development is suitably separated from residentially zoned properties so as to not generate any unreasonable impact.
 - Some additional shadow can be expected to O'Sullivan Road however being a relatively narrow street, any built form fulfilling the aspirational building envelope articulated in the adopted DDO12, would result in shadowing of O'Sullivan Road.
 - The development accords with the shadowing test as articulated in the Structure Plan relevant to the footpaths along Kingsway.

In the context of an activity centre location, the shadow implications of the proposal are considered reasonable.

Overlooking

The potential for overlooking has been considered in terms of the separation between proposed buildings and the surrounding properties.

Having regard to the potential for overlooking, it has been generally well managed through the following strategies:

- The separation between proposed residential elements is sufficient to not require screening to balconies or windows between buildings.
- The site layout and orientation of the residential elements of the building minimise the potential for overlooking between buildings.
- There is no potential for overlooking from the development to nearby properties due to the sites interface to the street network and the setting back of residential elements above the podium.

Internal Amenity

In terms of dwelling form and arrangement:

- The dwelling layouts are functional and efficient.
- Of the 539 dwellings proposed, all are provided with an outdoor space and the outdoor space provided is at least 8m² in area.
- Where possible, apartments have a north, east or west facing aspect. It is noted that while there are some south-facing apartments, these dwellings are oriented to engage with the street at the lower levels and enjoy an elevated outlook over the balance of the activity centre and beyond at the upper levels.

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- Provision is made for adequate car parking within the basement and podium levels to meet the statutory car parking requirements for residents and residential visitors.
 - The private open space areas are complemented by significant communal open space areas and communal facilities as depicted on the material prepared by ASPECT Studio. The amendments seek to increase the communal open space available to future occupants including through an additional upper level roof terrace on Building B. The communal open space areas allow for a range of recreation activities.
 - Natural light and ventilation is provided to at least two ends of common hallways to each of the residential buildings.

In general, the proposed dwellings are generously proportioned and provide adequate opportunities for storage within each dwelling. Notwithstanding, each unit is provided with an external storage area to supplement the storage areas within each apartment.

Furthermore, the benefits of the location including its integration with the shopping centre below and central location within the Glen Waverley Activity Centre add to the quality of amenity to be enjoyed by future residents of the development.

6.5 Movement, car parking and access considerations

In general terms, the proposed development generates an overall statutory requirement to provide 3,863 car parks (3,193 for the retail, supermarket and office component and 674 for the residential component). The plans prepared by NH Architecture indicate a total provision of 4,214 car parks for the development, in excess of the statutory requirement.

The proposed movement, car parking and access arrangements have been assessed by Traffix Group in a separate report forming part of the application material.

Consistent with the material submitted for endorsement dated June 2016, the amendment proposes the deletion of redundant Conditions 1(hh), 1(i), 1(cc) and 1(dd) as a result of the redesigned car park accessed from Snedden Drive.

The proposed development facilitates convenient public pedestrian access into and out of the centre linking with the remainder of the activity centre and surrounding residential areas. Bicycle parking is planned for the proposed public square and within the lower car park levels of the shopping centre.

7 Conclusion

In summary, the proposal achieves an excellent town planning and design outcome for the following reasons:

- The site is suitable for a development of this scale pursuant to the provisions of the State Planning Policy Framework within the Monash Planning Scheme.
- The proposal satisfies the applicable land use and policy provisions within the Monash Planning Scheme.
- The built form outcomes proposed by the development are appropriate.
- The scale of the proposal advances the vision of adopted Amendment C120 to the Monash Planning Scheme and supporting Glen Waverley Structure Plan (September 2014)(amended June 2016) document.
- The architectural expression of the proposed development represents a high quality design solution for the site.
- The proposal does not impose any unreasonable amenity impacts on the public domain or adjoining properties including potential shadowing to the adjoining or nearby properties and public realm.
- The proposed design exhibits a high quality architectural outcome.
- Access, traffic, parking and loading and unloading considerations have been addressed by Traffix Group and found to be acceptable.





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