

# **PLANNING REPORT**

**554-558 HIGH STREET  
ROAD, MOUNT  
WAVERLEY**

**URBIS**

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## TABLE OF CONTENTS

Introduction .....	1
1. Urban Context .....	3
1.1. Subject Site .....	3
1.2. Opportunities .....	3
1.3. Surrounding Context .....	4
2. Proposal .....	9
2.1. Permit Triggers .....	9
2.2. Land Use .....	10
2.3. Site Layout and Built Form .....	10
2.4. Façade Treatment .....	11
2.5. Retirement Village Layout .....	11
2.6. Landscaping .....	11
2.7. Access and Parking .....	12
2.8. Waste .....	12
3. Planning Assessment .....	13
3.1. Consistency with the Planning Policy Framework .....	13
3.2. Appropriateness of the Land Use .....	14
3.3. Built Form .....	15
3.4. External Amenity .....	17
3.5. Internal Amenity .....	18
3.6. Parking and Access .....	19
4. Conclusion .....	20
Disclaimer .....	22

**Appendix A** VCAT / Proposal Comparison

**Appendix B** Planning Policy Framework

### FIGURES:

Figure 1 – Aerial imagery of subject site and surrounding area .....	7
Figure 2 – Map of subject site and surrounding area .....	8
Figure 3 – Proposed Development .....	9
Figure 4 – Landscape Plan .....	12

Figure 5 – Zoning Plan

Figure 6 – Overlay Plan

### PICTURES:

Picture 1 – Subject site .....	3
Picture 2 – Subject site looking north .....	4
Picture 3 – Boundary wall of subject site with Reserve .....	5
Picture 4 – View of Reserve looking south-east from site .....	5
Picture 5 – Subject site looking east .....	5
Picture 6 – Subject site looking west .....	6
Picture 7 – Ground Floor Landscape Plan .....	12
Picture 8 – Communal Garden Landscape Plan .....	12

Picture 9 – Development Perspective from High Street Road .....17

**TABLES:**

Table 1 – Statutory car parking requirements

Table 2 – Statutory bicycle requirements

# INTRODUCTION

This report has been prepared on behalf of Pace Development Group in support of the proposed redevelopment of 554-558 High Street Road, Mount Waverley. The redevelopment comprises a part six, part seven storey retirement village building (for those aged 55+) with ground floor tenancies and basement car parking.

The proposed building has been designed by Cera Stribley Architects. The development comprises 83 retirement village units, two levels of basement car parking and two ground floor tenancies, including a medical centre and a food and drinks premises.

The subject site, although zoned for residential purposes, is commercial in nature. It forms a small pocket of commercial development within but on the periphery of the Syndal Neighbourhood Activity Centre. The site constitutes a relatively large landholding and benefits from its close proximity to existing services, community facilities and public transport.

The site is currently occupied by single and double storey brick commercial buildings of no particular architectural quality. The site is relatively unconstrained, with no significant environmental features nor specific design controls. This, coupled with the site's locational attributes, make it well placed for higher density mixed-use development.

A planning permit is required for the proposal under the Monash Planning Scheme for the following:

- Use and develop the land for a retirement village, food and drink premises (café) and medical centre (Clause 32.08).
- Works in the Special Building Overlay (Clause 44.05)
- Create or alter access to a road in a Road Zone, Category 1 (Clause 52.29).

This report addresses the planning merits of the proposal and its consistency with relevant controls and provisions of the Monash Planning Scheme. This report should be read in conjunction with the following information prepared in support of the proposal:

- Architectural Plans prepared by Cera Stribley Architects, dated October 2018
- Landscape Plan prepared by Urbis dated October 2018
- Traffic Impact Assessment prepared by Ratio, dated October 2018
- Waste Management Plan prepared by Leigh Design, dated October 2018
- Sustainability Management Plan prepared by Sustainable Development Consultants, dated October 2018
- Mount Waverley Housing for Residents Aged 55+ report prepared by Urbis, dated August 2018

This report and accompanying material demonstrates that the proposal is well resolved and accords with relevant planning policy. The proposal will provide for the intensification of underutilised land, resulting in an improved relationship with the public realm and a positive contribution to the Syndal neighbourhood Activity Centre.

# 1. URBAN CONTEXT

## 1.1. SUBJECT SITE

The subject site at 554-558 High Street Road, Mount Waverley comprises an amalgamation of two lots, being 554 and 556-558 High Street Road. The site is located south of High Street Road and has a frontage of 61.5m. The site is located within the Syndal Neighbourhood Activity Centre area.

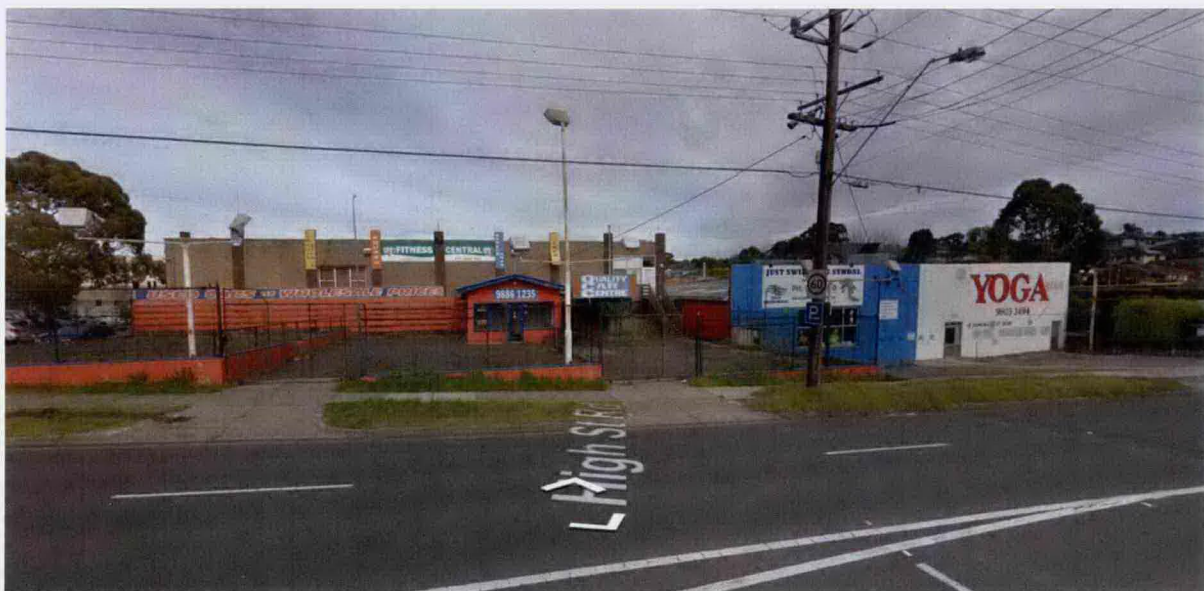
The site is currently occupied by two commercial buildings. To the west is a single storey brick building, utilised by a swimming and yoga school. Adjoining this to the east is a two-storey brick building occupied by a gymnasium and a former used car dealership at ground floor. At-grade car parking is located within the front setback to High Street Road.

The site is an irregular shape and has a fall of approximately 4m from the north-east corner to the south-west corner. Overall the site is circa 2,600m<sup>2</sup>. Being commercial in nature, the majority of the site is impermeable (approximately 95%) and is devoid of any significant vegetation.

Access is afforded to both sites off High Street Road, each comprising a double-width crossover.

The subject site is contained within two Certificates of Title, being:

- Land in Plan of Consolidation 100104, Certificate of Title Volume 8828 Folio 163
- Lot 1 on Plan of Subdivision 41442, Certificate of Title Volume 8225 Folio 024.



Picture 1 – Subject site

Source: Nearmap

## 1.2. OPPORTUNITIES

There are several development opportunities presented by the site. These have been responded to in the land use and design proposed. The key opportunities for the site are identified as follows:

- The site is within the activity centre, with access to major roads.
- The surrounding area and broader context exhibits a variation in built form typology.
- The site has direct access to High Street Road.
- The site is a large infill site.

### 1.3. SURROUNDING CONTEXT

The site is located in Melbourne's south-eastern suburbs, approximately 16 kilometres from Melbourne's Central Business District. The area is well serviced by existing infrastructure and community facilities, including a local retail strip along Blackburn Road (the Syndal Neighbourhood Activity Centre), schools such as St Christopher's and Wesley and sporting and recreational facilities.

The subject site is located within an established mixed-use area, with the land east of the site also being part of the Syndal Neighbourhood Activity Centre. Land surrounding the site generally comprises dwellings with retail, commercial and community offerings interspersed.

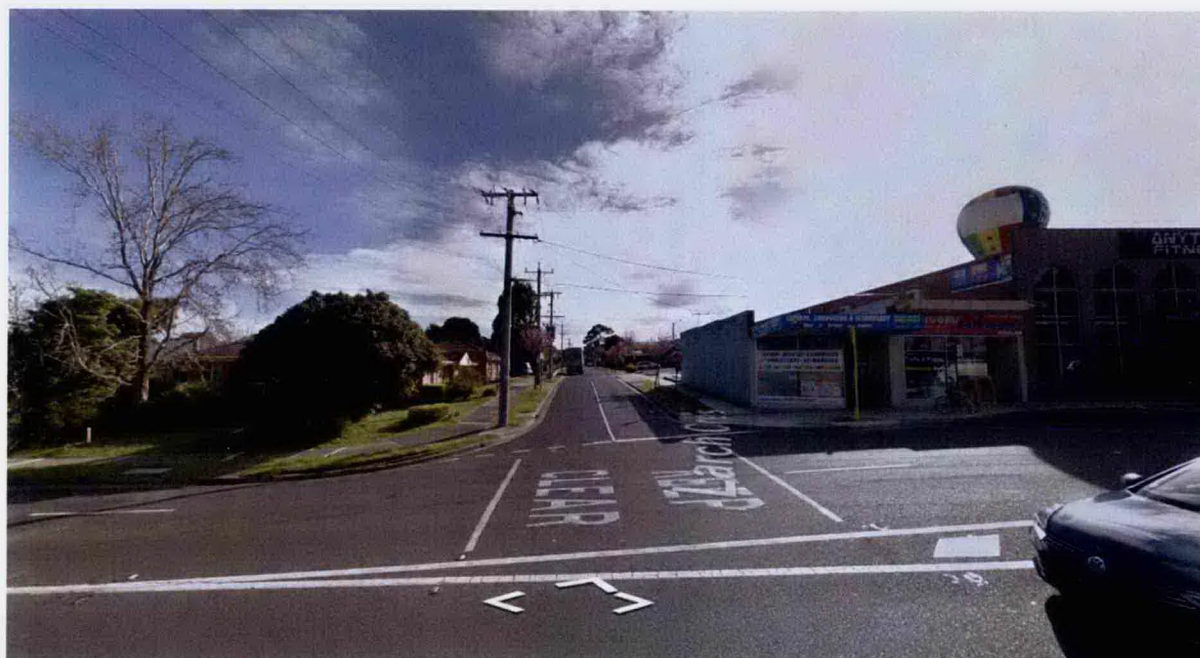
Built form in the area comprises single and double storey developments which are typically set back from the street with landscaping within the front setback.

The site is well positioned with access to multiple recreation facilities, primary and secondary schools and local shopping facilities within 1km and benefits from its location on Melbourne's principal public transport network (PPTN), with buses running on High Street Road and Blackburn Road. Further, the Syndal railway station is located a short walk (approximately 400 metres) south-east.

The site has the following immediate interfaces:

#### To the North

The northern boundary is bound by High Street Road. Adjoining High Street Road to the north is residential land as well as retail land which forms part of the Syndal Neighbourhood Activity Centre.



Picture 2 – Subject site looking north

Source: Nearmap

#### To the South

The southern boundary is bound by a drainage reserve and car parking. South of the drainage reserve and the car park, land is used for residential purposes.



Picture 3 – Boundary wall of subject site with Reserve



Picture 4 – View of Reserve looking south-east from site

### To the East

The eastern boundary is bound by the internal road to the Council carpark and the New Royal Garden restaurant. East of the restaurant is the Blackburn Road retail precinct. Land east of the site is part of the Syndal Neighbourhood Activity Centre.

Approximately 70m east of the site is the High Street Road and Blackburn Road junction.



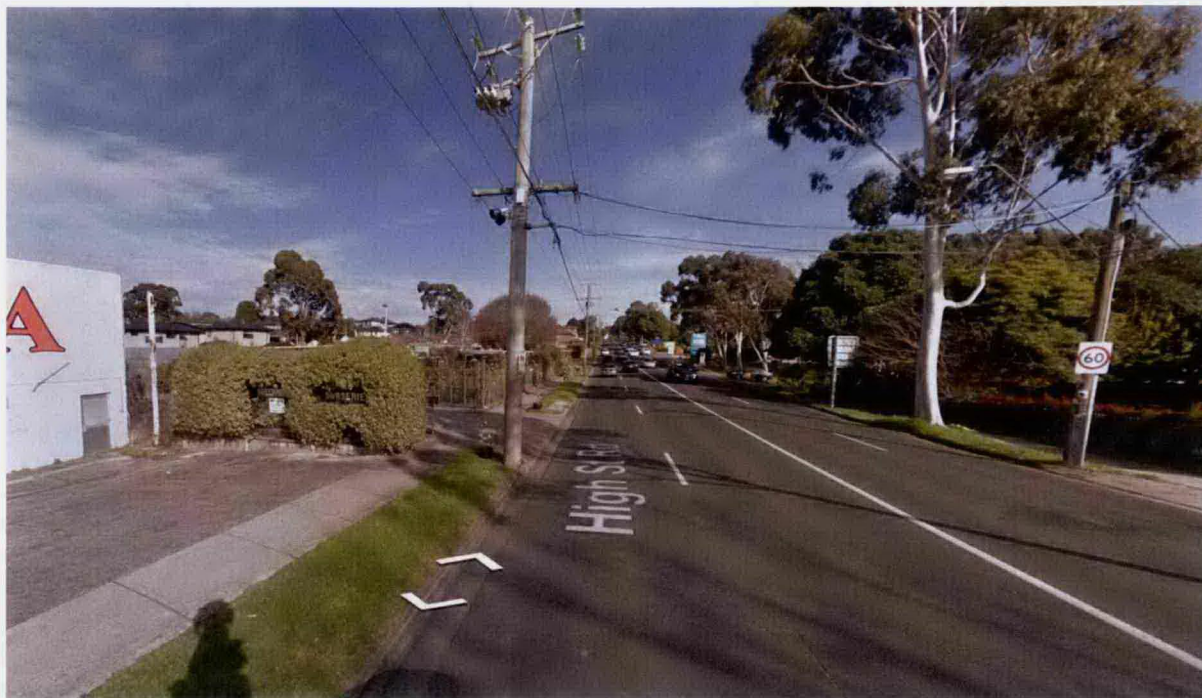
Picture 5 – Subject site looking east

Source: Nearmap

### To the West

Land adjoining the site to the west is used for a nursery. Adjoining the nursery to the west is Lee Avenue. Adjoining Lee Avenue to the west is land used for residential purposes.

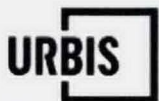
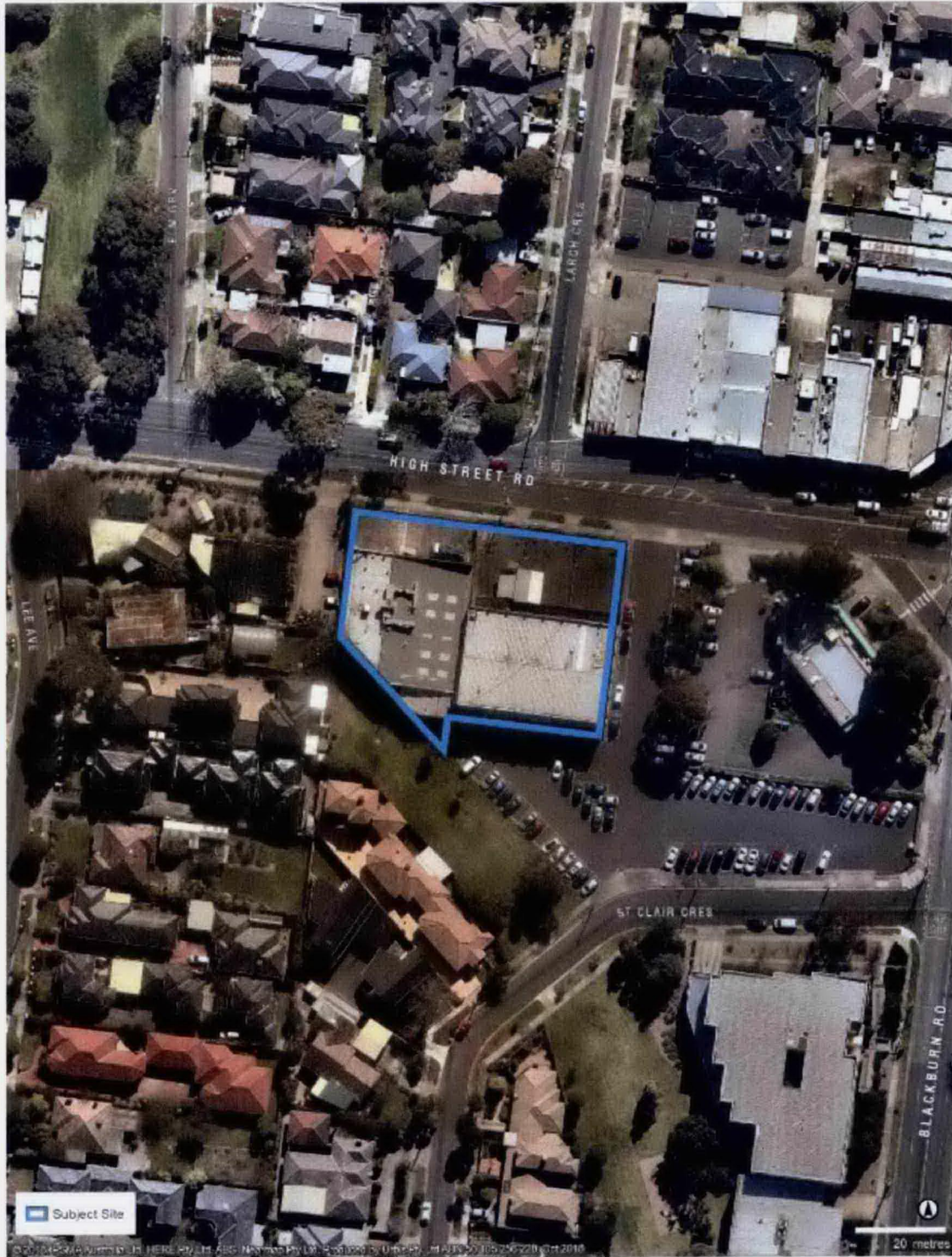




Picture 6 – Subject site looking west

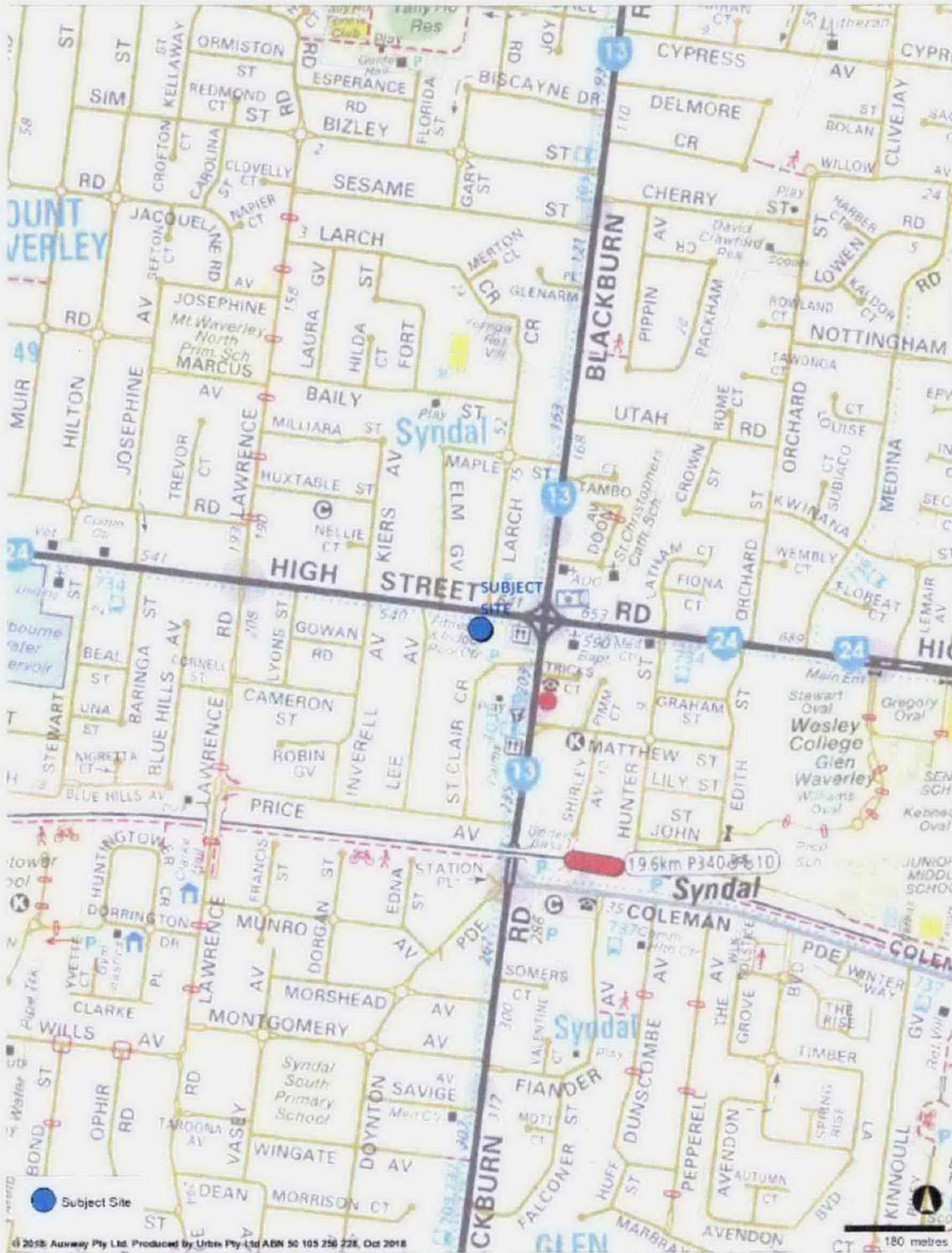
Source: Nearmap

Figure 1 – Aerial imagery of subject site and surrounding area



**554-558 HIGH STREET ROAD, MOUNT WAVERLEY**  
SITE LOCATION

Figure 2 – Map of subject site and surrounding area



### 554-558 HIGH STREET ROAD, MOUNT WAVERLEY SITE LOCATION

## 2. PROPOSAL

It is proposed to demolish the existing buildings on-site and construct a part six part seven storey retirement village (targeting those aged 55+) with ancillary uses and tenancies at ground floor as well as basement car parking. The proposed built form has been designed by Cera Stribley Architects and seeks to deliver a contemporary built form on the site which delivers a quality standard of architectural design to the site and area.

The proposed development has been designed to respond to the site's context and its position within an established area and within an activity centre. The proposal seeks to address the High Street Road frontage with a setback consistent with the activity centre retail uses.

The proposal will provide 83 units which comprise one and two bedrooms and range in size from 50m<sup>2</sup> to 93m<sup>2</sup>. The units will comprise open plan living / dining / kitchen areas and will be afforded balconies accessible via the living area. Entry to the retirement village will be provided at ground floor.

Two tenancies will be located at ground floor and will comprise a medical centre and food and drink premises (café) which will have an area of 125m<sup>2</sup> and 191m<sup>2</sup> respectively. Entry to the tenancies will be located off High Street Road and will be independent of the retirement village entry.

Figure 3 – Proposed Development



### 2.1. PERMIT TRIGGERS

Pursuant to the requirements of the Monash Planning Scheme, a planning permit is sought to:

- Use and develop the land for retirement village, food and drink premises and medical centre purposes (Clause 32.08).
- Construct a building or construct or carry out works (Clause 44.05)
- Create or alter access to a road in a Road Zone, Category 1 (Clause 52.29).

## 2.2. LAND USE

The proposed development has two key components, being the:

- Retirement Village; and
- Ground floor tenancies being the café and medical centre.

The medical centre will comprise 3 practitioners and will operate 8am to 8pm Monday to Sunday.

The café will have capacity for 60 patrons and will operate 7:30am Monday to Sunday and 5pm to 10pm Friday to Sunday.

Specifically, the development will include:

- Demolition of the existing buildings and removal of three of the existing crossovers from High Street Road
- Construction of 2 levels of basement car parking (basement 01 and basement 02) accessed from a new double width crossover from High Street Road. The basement levels include:
  - 83 retirement village car parking spaces (including one accessible spaces)
  - 6 medical centre car parking spaces
  - 4 café car parking spaces
  - 1 DDA car parking space
  - 37 bicycle parking spaces
  - 89 retirement village storage cages
  - Waste storage
  - Services
  - 7 units
- 2 tenancies at ground floor fronting High Street Road, including:
  - A café with an area of 191m<sup>2</sup>
  - A medical centre with an area of 125m<sup>2</sup>
- Retirement village communal facilities at ground floor, including:
  - Pool
  - Gym
  - Steam room and change rooms
  - Cinema / library area
  - Entry lobby
  - Visitor (12) and resident (10) bike spaces
- 83 units, including:
  - 19 one-bedroom unit (ranging between 50m<sup>2</sup>-73m<sup>2</sup>, excluding balcony)
  - 64 two-bedroom units (ranging between 72m<sup>2</sup> – 93m<sup>2</sup> excluding balcony)

## 2.3. SITE LAYOUT AND BUILT FORM

The proposal comprises a part 6 part 7 storey building including a two-level basement and will have a maximum building height of 23.3m (RL123.10).

The building form and architectural design have evolved in response to the needs of the residents; the topography of the land, and the character of the area. The outcome is a development which maintains the amenity of the neighbouring properties whilst providing optimum outcomes for the retirement village units.

The development comprises three distinct blocks, being: the podium which addresses High Street Road, the rear car park and drainage reserve; an intermediate layer; and the crown which floats above. The podium acts as the primary street frontage and pedestrian interface.

The primary design element comprises a grid which incorporates vertical and horizontal elements to create a balanced and subtle design response to the area. The upper levels have been positioned toward the north-east corner of the site, away from residential land and toward the adjoining retail land. The upper levels are setback from all boundaries. The upper levels are designed to minimise their visual prominence, through the grid pattern, setbacks and finishes.

## **2.4. FAÇADE TREATMENT**

The design of the façade is articulated through the adoption of a range of building materials and finishes that are of high quality, durable and of low maintenance. The façade presentation to High Street Road presents a grid through the incorporation of vertical and horizontal elements.

The materials of the building are intended to invoke an engaging and site responsive response, restraint and quality through their composition and texture with proposed materials comprising: brick, concrete finish, aluminium window frame, clear glazing, metal cladding, balustrades and render finish. These will deliver a contemporary design response, whilst creating visual interest within the development.

## **2.5. RETIREMENT VILLAGE LAYOUT**

A total of 83 units are proposed including one and two bedroom units, with open plan living / kitchen / dining areas. The units range in size from 50m<sup>2</sup> to 93m<sup>2</sup> and offer large floor plates with expansive living areas.

Each unit will be afforded secluded private open space in the form of a balcony which is accessible from the living area. Where achievable, the balconies are north, east or west facing, and where necessary will incorporate screening to prevent overlooking.

The amenity of the units within the retirement village are of a high standard and will be affordable to future residents whilst helping to meet the demand requirements for an aging population. All habitable rooms have direct access to natural light and ventilation, with direct access provided to an area of private open space. All units are well provided for with accessible storage space (as appropriate), within the unit and / or the basement. Each unit provides a purposeful sense of arrival into a hallway or living area.

## **2.6. LANDSCAPING**

Landscaping is proposed to form an integral element of the development design with a landscape scheme prepared by Urbis. The concept plan details the landscaping opportunities within the site. Landscaping will be incorporated in the following ways:

- At ground floor along the northern, eastern and southern frontages.
- At level 01 within the communal garden area.
- Opportunities for landscaping within individual balconies by residents.

For further detail regarding the proposed landscaping please refer to the enclosed landscape plan.

Figure 4 – Landscape Plan



Picture 7 – Ground Floor Landscape Plan



Picture 8 – Communal Garden Landscape Plan

## 2.7. ACCESS AND PARKING

### Car Parking

Onsite parking will be provided within two basement levels accessed via a two-way crossover off High Street Road. The existing crossovers to High Street Road will be removed and reinstated as footpath and kerb and channel as appropriate.

A total of 94 car spaces will be provided. The car spaces will be allocated as below:

- Retirement village – 83 car spaces
- Medical Centre – 10 car spaces
- Café – 10 car spaces

There will be one spare car space. This will be a DDA space and will be shared by the medical centre and café.

### Bicycle Parking

A total of 65 bicycle spaces will be provided within basement levels 02 and 01 as well as at ground floor. The total number of bicycle spaces is in excess of the statutory requirements.

### Access

Access to the basement parking will be provided via a double-width crossover central to the site and is located off High Street Road.

## 2.8. WASTE

A Waste Management Plan has been prepared by Leigh Design which discussed the proposed storage of waste and collection services anticipated for the development. In summary, the retirement village and medical centre and cafe will have independent waste systems. Waste will be stored within basement 01. Waste collections will be via a private contractor.

For further detail please refer to the enclosed Waste Management Plan.

### 3. PLANNING ASSESSMENT

It is considered that the key planning considerations to be taken into account when assessing the appropriateness of the proposal are:

- Consistency with the Planning Policy Framework
- Appropriateness of the land use
- Built form
- Does the proposal appropriately manage adjoining interfaces?
- Internal amenity
- Parking and access

#### 3.1. CONSISTENCY WITH THE PLANNING POLICY FRAMEWORK

It is considered the proposal satisfies the relevant State and Local Planning Policy noting the following:

- The site is located within a neighbourhood activity centre and has convenient access to services, infrastructure and community facilities. The proposal will also create jobs close to where people live through the construction of the development and its ongoing operation (Clauses 11.01-1S, 11.03-1S, 21.05 and 21.06).
- The site is an infill site which will help to cater for the growing demand (current and future) for facilities for the aging within the City of Monash and the wider Melbourne area (Clauses 11.01-1S, 11.02-1S, 16.01-1S and 21.04).
- Five 10,000L underground water tanks will be provided and will be used in all toilets. For further detail refer to the enclosed Sustainability Management Plan (Clauses 14.02-3S and 22.13).
- The proposal provides a quality urban design outcome and will help to enhance the character of the area and contribute positively to and support the Syndal Neighbourhood Activity Centre. The proposal is appropriately setback (generally consistent with the surrounding retail / commercial development), is inclusive of landscaping along the High Street Road frontage, and comprises recessive elements to the upper levels. No maximum building height is specified for buildings which are not dwellings or residential buildings. The proposed roof height is appropriate for the site as discussed in Section 3.3 of this report. The proposal will provide a quality response to the site which has been designed to be sensitive to the existing scale of development within the area (Clauses 15.01-1S, 15.01-2S, 15.01-5S).
- The proposal improves the perception of safety within the area through passive surveillances from the uses fronting High Street Road (Clauses 15.01-1S, 15.01-2S and 15.01-5S).
- The site is located within the Syndal Neighbourhood Activity Centre along High Blackburn Road. The site's location within the Activity Centre and proximity to various modes of public transport will help to encourage residents to use active transport (Clause 15.01-4S).
- The development has been designed to provide habitable rooms within the units as well as the café and medical centre with natural light and to maximise sunlight, as appropriate, through the application of north-facing and floor-to-ceiling windows. Provision for window treatments, such as blinds, to keep the heat of the sun out in the warmer months and the building cool or alternatively keep the heat in the building during the colder months, is proposed. This will help improve the energy efficiency of the building and help reduce costs for residents. For further detail refer to the enclosed Sustainability Management Plan (Clauses 15.02-1S and 21.13).
- The site is located within the Syndal Neighbourhood Activity Centre with the proposal in proximity to the retail precinct located on Blackburn Road and High Street Road. This provides residents with convenient access to a range of services and will allow the retired to live independently and integrate within their community. The proposal provides for a range of unit types, being one and two bedrooms and ranging in size from 50m<sup>2</sup> to 93m<sup>2</sup>. The proposal includes communal facilities which will help to keep residents' active and encourage interaction and socialisations (Clause 16.01-7S, 19.02-1S and 21.04).



- The proposal will contribute to the local and wider Melbourne employment opportunities through the construction of the development and the ongoing operation of the retirement village, café and medical centre. The ongoing jobs will contribute to the diversity of employment within the local area, and will help to strengthen the local employment skill set through the introduction of new employment sectors. The proposal will also increase the number of jobs available close to where people live (Clauses 17.01-1S, 21.05 and 21.06).
- This is an infill site within an activity centre and will help to meet the community demand for various employment opportunities and their services (Clauses 17.02-1S and 21.06).
- The development has been designed to address stormwater and provide treatment as appropriate. For further detail refer to the enclosed Stormwater Management Plan (Clause 22.04).
- The development has been designed with regard to the surrounding context, which is mixed-use in nature with the site forming part of the Syndal Neighbourhood Activity Centre area. The proposal provides a complementary use, being a retirement village whilst enabling the retirement village residents to remain part of the community with easy access to community services and public transport. The proposal has been designed to respect the existing character of the area, as discussed throughout this report, and will not adversely affect the amenity of the neighbourhood (Clause 22.09).

## 3.2. APPROPRIATENESS OF THE LAND USE

State and local policy encourages a concentration of housing types and a mix of uses in and around activity centres to meet community needs and maximise accessibility to facilities and services. In particular Council's MSS (Clause 21.04) recognises that the municipality's population is aging and there is a clear preference for older people to remain in familiar environments within the municipality and to ensure there is appropriate accommodation now and into the future. Under the General Residential Zone, the use of the land for a retirement village, café and medical centre require a planning permit. The zone encourages educational, recreational, religious, community and a limited range of other non-residential uses to service local community needs in appropriate locations. The site is within the Syndal Neighbourhood Activity Centre with a train station located nearby. Increased housing densities are apparent in the area, with a multitude of recent subdivisions and unit developments. The site benefits from locational attributes as well as its substantial size. As such, the site lends itself as an appropriate location for a retirement village, café and medical centre and complies with the purpose of the General Residential Zone.

In accordance with Clause 21.06, neighbourhood activity centres such as the Syndal Activity Centre, are to provide convenient and accessible services with a community focus. The subject site is located within this activity centre. The site has long been used for commercial purposes and thus lacks the established residential character seen in the wider surrounds. The zone encourages new development to complement the neighbourhood. Many of the surrounding residential streets contain generally consistent landscaped front setbacks, however the commercial nature of the subject site and adjoining sites has resulted in this area of High Street Road lacking the garden character seen in other areas. Rather, the site effectively comprises an extension of the existing commercial centre to the east.

With the garden character absent in the immediate surrounds, the site provides an ideal location for the introduction of new non-residential uses to complement existing and proposed residential uses. The General Residential Zone allows for a limited range of non-residential uses to serve local community needs.

The proposed mix of uses will support surrounding residents and serve local community needs. Specifically, the introduction of a medical centre will provide a facility to meet the needs of the growing population in accordance with the health facility objectives of Clause 19.02-1S. The café will provide a complementary use for residents of the retirement village as well as those in the surrounding area, and will help to activate the site whilst generating local employment opportunities.

The retirement village will help to meet the current and future demand for accommodation for the retired, for the municipality and wider Melbourne area, close to where the retired live whilst providing easy access to community facilities. The enclosed *Mount Waverley Housing for Residents Aged 55+* report identifies that the 55+ population in Mount Waverley in 2016 was 29% of the population and is expected to grow as the population grows, with the Mount Waverley population expected to grow to 11,500 by 2026 and the municipality to 51,200 by 2026. The report also identifies that between 2016 and 2021 the 55+ population for Mount Waverley is projected to grow by a rate of 6% and 6.6% for the municipality. In summary, the report identifies that the 55+ is growing within Mount Waverley and the wider municipality with the accommodation choice limited and the shortfall growing. The proposal will help address this shortfall.

The non-residential uses are appropriately located on a main road, thereby minimising amenity impacts and the effect of traffic on local roads. The introduction of these uses will greatly improve the interface of the site with the public realm, creating activity at ground floor. The proposed uses will sit comfortably in proximity to the neighbouring residential use. The uses are not expected to result in any excessive noise emissions nor light spillage that would impact the current level of amenity enjoyed by neighbouring residents.

The medical centre will operate from 8am to 8pm Monday – Sunday and will comprise three practitioners. The operating hours are consistent with what would be expected for an activity centre and will provide the community with much needed access to health services without the requirement to take leave from work. The proposed operating hours will be of significant benefit to the community in terms of access.

The café will operate from 7:30am to 4pm Monday to Sunday and from 5pm to 10pm Friday to Sunday. The café is anticipated to employ at least 3-4 staff and will have a maximum patron number of 60. The proposed operational hours of the café are considered to be consistent with food and drink premises within activity centres. The operating hours will allow for the morning rush, whilst contributing to the eatery offerings available for weekend nights. The site does not have any sensitive interfaces and are not considered to detrimentally impact the amenity of the surrounding area through noise. Irrespective of this, the café does accord with SEPP N-1 in terms of the sleep disturbance.

Given the above, the proposed uses are considered consistent with the objectives of policy encouraging a mix of uses in locations with convenient and accessible locations. The non-residential uses are compatible with surrounding residential properties and are appropriately located to protect the amenity of existing residents in accordance with the decision guidelines of the zone.

### **3.3. BUILT FORM**

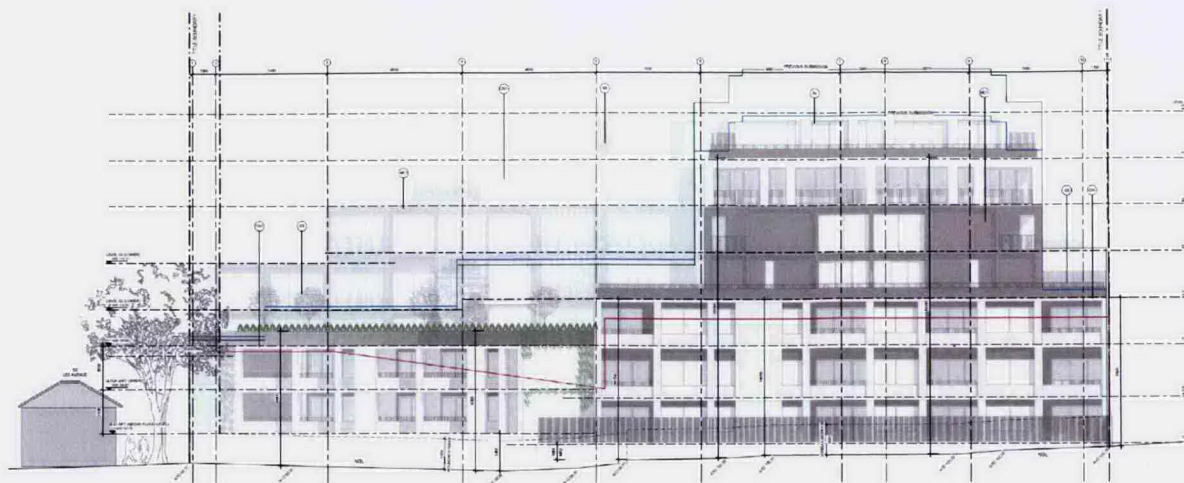
#### **Building Height and Scale**

The proposed building will have a maximum of seven storeys in part, with an overall height of 23.3m (RL 123.10). Given the fall of the land, the development will present six storey built form to High Street Road, with a maximum height of 20.4m (RL123.10). To the rear, this increases to the seven-storey built form. The higher built form is consolidated within the east of the site, with the building height transitioning to the lower built form in the west.

The surrounding area comprises predominantly single and double storey built form. The commercial development along High Street Road and Blackburn Road to the east is characterised by 'box-like' developments, with heights increasing to up to four storeys within close proximity to the site along Blackburn Road.

The overall building height, while greater than surrounding developments, has been carefully designed to respect the lower scale built form, in particular, the residential development to the north and south-west. The site benefits from few sensitive interfaces, with commercial land surrounding the majority of the site. The closest residential development is located approximately 10 metres to the south-west separated by the St Clair Reserve and approximately 20 metres to the north over High Street Road.

The scale and massing of the proposed building responds to this context. In the south-west, the development substantially steps down, to a height of 8.8m in the corner closest to the neighbouring dwellings, comparable to the height of these units. In the north-west, the building has a height of approximately 11m (RL113.10), with Level 4 setback above, so that the 3 to 4 storey street wall presents as the dominant built form, thereby providing a visual transition to the lower surrounding scale. The transition in the height of development is illustrated in the southern elevation below.



The footprint of Levels 4 to 6 are significantly reduced, containing the higher built form within the east, over 19m the western boundary. This scale responds to the more intense development along Blackburn Road and sits comfortably with adjacent commercial development.

The development will be constructed to the site boundaries at ground floor to level 2, with the exception of a minimum setback of 3m along the southern boundary, increasing in the southernmost point allowing for landscaping. This coverage reflects existing development and will create little change to the subject site which is currently covered in impervious surfaces. From level 3 upwards the development will have a minimum setback of 2m from all boundaries, with the setbacks increasing at the upper levels.

Given the above, the scale is considered acceptable in context. Unlike the more established residential areas, the site forms an extension of the adjacent commercial centre. The site comprises a relatively large land holding, in contrast to the majority of surrounding land parcels and can comfortably accommodate such scale. It is considered the development responds appropriately to and balances the character of the area and the intent for activity centres

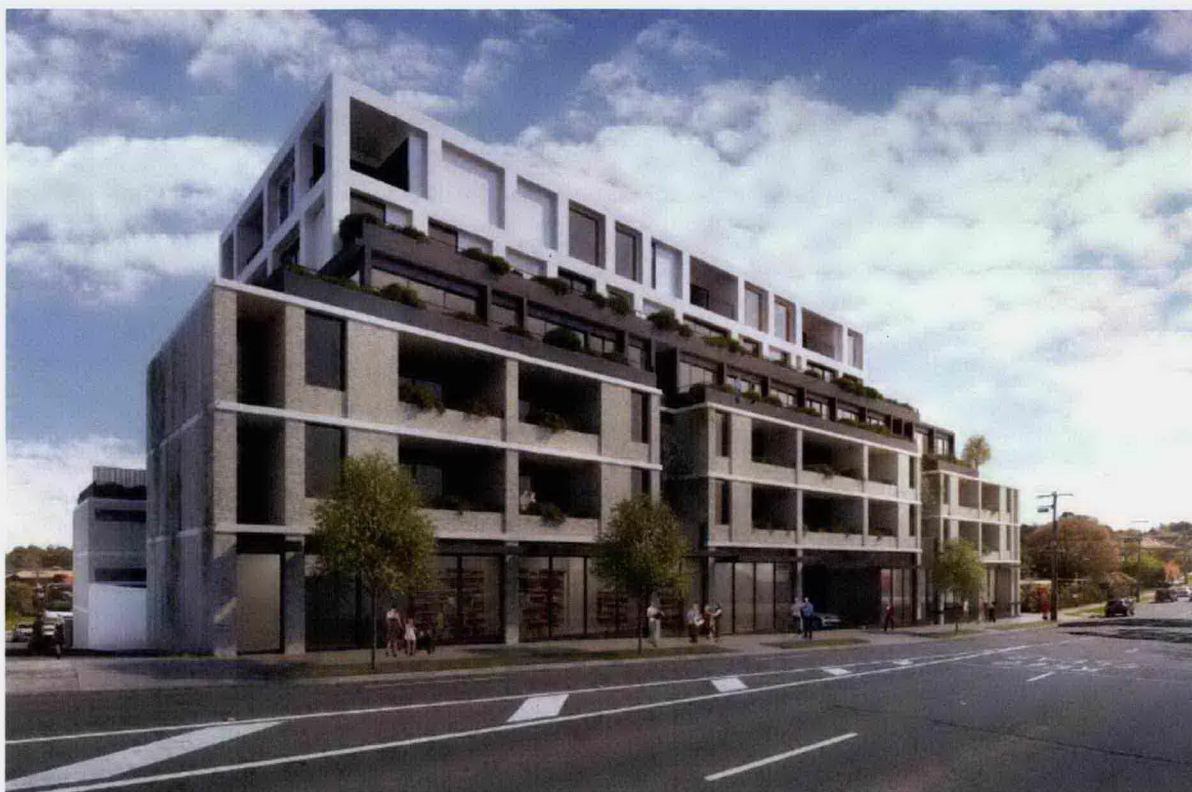
## Design

The proposed design is contemporary, utilising high quality materials and incorporating a variety of surface treatments. Materials include glazing, metal cladding, aluminium framing, balustrades, brickwork, concrete finish and render finish. The materials and colours have been carefully selected to enhance articulation and create visual interest as well as to reduce the perception of visual bulk.

At the lower levels, the street wall will comprise predominantly brick and a light grey concrete in a grid design to incorporate horizontal and vertical aspects. The upper levels above the podium will incorporate a mix of off-white concrete finish cladding along with glazing. The upper levels will also adopt the use of the grid to include vertical and horizontal components. The use of colours will distinguish the podium from the visually recessive upper levels, yet the two elements will complement one another with the use of metal cladding, grid work and vertical balustrades throughout the development. Off-white concrete finish will also be provided to the lower levels and will help to provide a visual cohesiveness across the development as a whole.

The massing and lighter finishes of the upper levels will ensure the proposal does not result in obtrusive visual bulk when viewed from the sensitive residential interfaces. Bold vertical detailing has been incorporated into the design of the first four storeys. This detailing provides a good level of articulation and intersects the glazing at ground floor to respect the fine-grained form in the surrounds.

The glazed frontages to the tenancies at ground floor will provide active frontages to High Street Road, with each use designed to have a separate entry.



Picture 9 – Development Perspective from High Street Road

### 3.4. EXTERNAL AMENITY

In terms of the overall presentation to the streetscape including adjoining interfaces, it is considered that the scale and design of the development provides an appropriate response to the site. The proposal has been carefully designed to ensure no unreasonable amenity impacts result to surrounding properties, with particular consideration given to adjoining residential properties. As discussed below, it is considered that the proposal will maintain a good level of amenity for adjoining residents and will enhance the public realm in accordance with the overall objectives of State and local policy.

#### Overlooking and Privacy

Given separation distances, no unreasonable overlooking will occur to surrounding residential properties. The site benefits from commercial land to the east, south and west and separation to the residential properties to the north, with High Street Road providing separation. The St Claire Reserve also provides separation between the proposal and surrounding residential land south-west of the site.

At the closest point to the south-west, the proposal is setback over 12 metres from the rear dwelling at 2 Lee Avenue. Existing vegetation within the Reserve provides some screening between the two developments. Significant landscaping is proposed within the southern setback and will act as a screen to the development. Units are only proposed at the first two storeys of the development in the south-west corner to alleviate any perception of overlooking. Above this, the communal garden at Level 1 will include landscaping to help prevent any overlooking. The communal garden will be setback a minimum of 3m from the southern boundary to ensure no unreasonable views down to the private open space of 2 Lee Avenue.

The proposed development is setback over 20 metres from the closest dwellings to the south at 7 St Clair Reserve and to the north at 78 Larch Crescent and 609 High Street Road.

Given the above, no specific mitigation measures are required to prevent overlooking from the proposed development and a good level of privacy will be maintained for surrounding residents.

#### Overshadowing

Due to the careful massing of the building, additional shadow impacts will be minimal. Shadow diagrams have been prepared by Cera Stribley Architects and are submitted in support of this application. The shadow diagrams demonstrate that the greatest shadow cast will be to the east of the development in late afternoon,

with some additional shadow to the west and south in the morning. The shadow to the west will fall over the Nursery land, with the greatest shadow contained to the early morning. By late morning, any additional shadow is marginal. Additional shadow will be cast over St Clair Reserve in early morning, however by midday, any additional shadow will impact only car park land to the south and south-east.

Of note, given the reduced height of the proposed development in the south-west corner, shadow impacts will be reduced from those currently existing to the residential land at Lee Avenue.

Overall, the additional shadow will fall predominantly over commercial land and land used for car parking. Impacts to the adjoining Reserve are minimal and the design will maintain a good level of solar access to all residential properties.

## Public Realm

The proposal has been designed to enhance the streetscape and provide an attractive interface with the public realm. Full height glazing has been provided to the tenancies at ground floor to allow permeability into the interior and maximise active frontages to High Street Road. The development has been designed to be of a pedestrian scale fronting High Street Road, with the building recessed from level 3 upwards consistent with other built form within the Activity Centre and with what would be expected fronting a main road in an activity centre.

The massing and external finishes of the building will provide visual interest when viewed from the public domain. The design incorporates strong vertical elements which break up the façade and reflect the more fine-grain residential development in the surrounds. The individual tenancies and retirement village development will be clearly identifiable with well-defined entries. In addition, three of the four existing crossovers along High Street Road will be removed and landscaping and the footpath reinstated in these areas to provide further contribution to the garden character of the wider precinct.

The outlook from the units at lower levels has been maximised as appropriate to the north, south and east with the provision of windows and balconies which will allow passive surveillance to the street and car parking areas below.

The current development on site provides little interaction with the public realm, being well set back from the road with car parking within the frontage. The proposed setbacks, combined with the façade treatment and activation at ground level will significantly improve the interface of development with the street and improve the public realm.

## 3.5. INTERNAL AMENITY

The development will provide a good level of amenity for future occupants, with the site's location will providing further amenity benefits in the form of restaurants, shops, services and facilities along Blackburn Road and the wider surrounds.

### Layout

The subject site benefits from the significant separation to adjoining development provided by High Street Road to the north, the vehicular access way and car park to the east and St Clair Reserve to the south. The internal layout has been designed to take advantage of this context, with the majority of units oriented to these aspects and many units benefiting from dual-aspect.

The proposal will provide a good diversity of units for the retired aged 55+ looking to downsize. The building includes a combination of one and two-bedroom units with units ranging in size from 50m<sup>2</sup> to 93m<sup>3</sup>. All units are afforded balconies. Additionally, a large communal garden is provided on Level 1, enhancing the outlook for internal facing dwellings.

As part of the retirement village, communal facilities, which include a pool and gym, steam room and library / cinema are available for use by residents.

The layout of the units is practical and is predominantly open planned to increase flexibility. The proposal provides external storage space for occupants, with all units provided with individual storage cages in accessible locations within the basement, with a minimum size of 6m<sup>3</sup>.

The site is not subject to the requirements of Clause 58 as it is not an apartment development. Irrespective of this, the proposal has been designed with consideration to Clause 58, as appropriate. In terms of layout, the development has been designed to enable access by people with limited mobility, consistent with Clause

58. It is also a requirement of retirement villages (aged 55+) to cater for residents with limited mobility, as this age bracket is more likely to have limited mobility.

### **Privacy**

Appropriate separation and screening will be provided between unit balconies in the instances where these adjoin to ensure no views between private open space. Private balconies adjoining the communal garden will be provided with screening to a minimum height of 1.7 metres to ensure seclusion of the private open space. Further, the periphery of the communal garden will be landscaped to clearly delineate the private and communal areas. At upper levels, balcony balustrades have been setback as required to ensure no direct views into lower balconies.

### **Solar Access and Ventilation**

The building has been designed to ensure that each unit has good access to daylight and natural ventilation. No habitable rooms rely on borrowed light. All bedrooms will be provided with operable windows and all living areas have direct access to private balconies, providing good daylight penetration and air flow throughout units.

There are a number of units which have a sole southern orientation. These units have been designed carefully with limited depths of approximately 3.8 metres, thereby ensuring excellent solar access to all habitable areas.

Internal communal corridors have been limited in length to that required and, where possible have been provided with windows looking over the communal garden area, providing natural light and ventilation into this space.

## **3.6. PARKING AND ACCESS**

### **Car Parking**

Pursuant to Clause 52.06 of the Monash Planning Scheme the proposal has the statutory requirement to provide 93 car spaces, as below:

- 83 car spaces for the retirement village residents and 0 for visitors.
- 4 car spaces for the café.
- 6 car spaces for the medical centre.

A total of 94 car spaces will be provided over 2 basement levels and satisfies the statutory car parking requirements.

### **Bicycle Parking**

Pursuant to Clause 52.34 of the Monash Planning Scheme the proposal has the requirement to provide 27 bicycle spaces.

A total of 65 bicycle spaces will be provided and is in excess of the statutory bicycle requirements. No end-of-trip facilities are required for the café or medical centre.

Bicycle parking will be provided within the basement across levels 01 and 02 and at ground floor.

### **Access**

Vehicular access is proposed via a new double-width crossover central to the site's frontage to High Street Road, serving a two-level basement car park. A Traffic Impact Assessment has been prepared by Ratio to assess the proposed access and parking arrangements.

The Traffic Impact Assessment details the proposed layout of access ways and car parking and demonstrates that the vehicular areas, including ramps and clearance heights, have been designed generally in accordance with the requirements of Clause 52.06 and relevant Australian Standards. Thus, the proposed development will provide efficient vehicle manoeuvrability throughout the site.

The proposed development is expected to generate approximately 60 vehicle movements per hour during the commuter peak hour. As detailed in the Traffic Impact Assessment, the additional traffic can be accommodated by the surrounding road network.

## 4. CONCLUSION

Having regard to the above assessment, it is considered that the proposal responds appropriately to the strategic and statutory provisions of the Monash Planning Scheme, as the development:

- Is located on land well serviced by existing community services, facilities and infrastructure and is within the Syndal Neighbourhood Activity Centre, thereby lending itself to a retirement village (55+) with increased densities
- Will help meet the current and future community demand and shortfall for accommodation for the aging, including those in the age bracket 55+ looking to downsize. The proposal will also provide services through the medical centre and the café.
- Responds appropriately to the surrounding site context, greatly improving the interface of the site with the public realm through the introduction of active frontages to High Street Road
- Comprises contemporary built form and a variety of high quality materials which will enhance the appearance of the site and provide visually interesting architecture
- Has been designed of a scale and mass to transition appropriately to surrounding lower scale built form so not to over-dominate surrounding development
- Will not unreasonably impact the amenity of adjoining residents
- Will deliver a high level of amenity for future occupants
- Is well located with respect to public transport and makes provision for a car parking rate which supports sustainable modes of transport

For the above reasons, it is considered appropriate that a permit issue.

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# **APPENDIX A      VCAT / PROPOSAL COMPARISON**

In 2016 a planning permit application was lodged for the construction of a part seven, part eight storey mixed use development comprising 85 dwellings above basement car parking, use of a medical centre, convenience shop and food and drink premises, alteration and creation of access to a Road Zone Category 1, a reduction in car parking and a waiver of loading bay requirements. The proposal has been designed taking

An application was lodged with VCAT under Section 79 of the *Planning and Environment Act 1987* for failure to grant a permit within the prescribed time. Council advised that should a decision have been made within the prescribed timeframe, that it would have refused the application. VCAT affirmed Council's decision and refused to grant a permit.

Certain concerns were raised throughout the hearing which led to VCAT's refusal. The proposal has been designed taking into consideration the concerns raised by the Tribunal with a response from the proposal to the concerns outlined in the table below.

Below is a review of the concerns raised by the Tribunal and the response from this application.

Table 1 – VCAT concerns and proposal comparison

### Tribunal Concern

#### Does the proposal provide an acceptable built form outcome?

In considering the built form context the Tribunal considered the proposal in the following contexts:

- High Street Road context – the Tribunal considered the street wall height of 3 to four storeys reflects a pedestrian scale for this main road and is responsive to the built form found elsewhere in the activity centre. The Tribunal also considered that tower element would be perceived as 6 storeys from High Street Road and was acceptable.
- When viewed from the residential hinterland – the Tribunal considered that whilst the site has characteristics that may allow consideration of an alternative design response including additional height, the tower element was too tall when viewed from the rear. The Tribunal considered that the tower element should be reduced by one level or stepped down to the rear.
- Is the architecture and urban design response otherwise acceptable – the Tribunal considered the overall composition and architectural expression had merit and was worthy of support, but that the built form does not transition to the rear and will be highly visible from the residential hinterland.

### Proposal Response

#### Does the proposal provide an acceptable built form outcome?

The proposal 's response to the concerns is as follows:

- High Street Road – the proposal has a 3-storey street wall height, with the upper levels recessed. The tower element would be perceived as having a maximum building height of 6 storeys. The overall height of the development has reduced in height since the VCAT submission from part 7 part 8 storeys to part 6 part 7 storeys.
- When viewed from the residential hinterland – the development has a height of part 6 part 7 storeys, which is one storey less than the VCAT submission. The development is setback from the southern boundary, with development restricted to the south-east corner of the site from level 2 upwards. The upper levels are recessed from all boundaries.
- Is the architecture and urban design response otherwise acceptable – the proposal maintains a similar composition and architectural expression to the VCAT submission. The proposal has been designed to include recessive elements. Toward the residential land south-west of the site, the development transitions down to a height of two storeys. The proposed materials and finishes will help to reduce the appearance of the built form the residential hinterland.

## Tribunal Concern

- Response to the drainage reserve – the tribunal considered the proposed setbacks to the drainage reserve were insufficient to provide for any meaningful contribution by way of landscaping to the reserve interface. The Tribunal considered where the proposal abuts the reserve, it should contribute to the Garden City Character.
- Council car parks interface – the Tribunal considered the lower level dwellings will have poor amenity in the interim and particularly if redevelopment was to occur.
- Nursery interface – the Tribunal found the three-storey height adjoining the nursery with a recessed fourth level and acceptable response and also that any shadowing at the equinox is generally limited to the existing nursery car park area, and that this would be acceptable.

### Responds to potential flooding issues

In considering the potential flooding issues the Tribunal considered the following:

- Concerns were raised with regard to access to the development for people with limited mobility as a result of the floor level changes and the basement entry due to the flood levels which were identified as being between AHD 102.65m at the north-western corner of the review site to 100.18m at the southern end.

### Provides acceptable internal amenity

In considering the internal amenity the Tribunal considered the following:

- The Tribunal considered there was insufficient space to accommodate small dining tables and chairs in many apartments.

## Proposal Response

- Response to the drainage reserve – the proposal has minimum 3m setback from the drainage reserve, compared to the 2m setback on the former proposal. The setback provides sufficient space for meaningful planting. In addition to the planting within the setback, a communal garden is proposed at level one, which will comprise significant high-level planting. Combined, the proposed planting will contribute to the Garden City Character.
- Council car parks interface – the proposal has been designed so that the units which have sole outlook to the car park are setback from the common boundary. At ground floor, significant landscaping is proposed along the eastern boundary. For those units which have a dual outlook, they have been designed to have no outlook to the east or a dual outlook.
- Nursery interface – the proposal has been designed to have a part two part three storey height adjoining the nurser, with recessed upper levels. The shadow diagrams demonstrate that by 11am the additional overshadowing will primarily be contained to the car park, with the nursery portion of the site still receiving adequate sunlight.

The proposal 's response to the concerns is as follows:

- The proposal has been designed to be above the flood levels specified at VCAT at ground floor. The proposal has also been designed for people with limited mobility with ramps provided throughout. All residents will be able to access their units without encountering stairs. All staff and visitors to the medical centre and café will also be able to access the services without encountering stairs.

The proposal 's response to the concerns is as follows

- The units are designed for those aged 55+ looking to downsize and as such the unit requirements differ to a dwelling. Irrespective of this, the proposal has been designed to provide sufficient space for dining tables and chairs.

### **Tribunal Concern**

- The Tribunal considered there was the potential for overlooking between the communal areas and dwellings
- The Tribunal was concerned with the amenity of apartments which were relying on a snorkel arrangement to the light well of the communal open space.

### **Addresses traffic, car parking, waste and other relevant considerations**

In considering the car parking, waste and other relevant considerations the Tribunal considered the following:

- The Tribunal found it acceptable that visitor and customer car parking be provided offsite, however that all parking for the medical centre should be provided onsite.
- The Tribunal considered that a car share requirement was not appropriate as access was required for providers such as Flexi / Go Get.

### **Proposal Response**

- The development has been designed to incorporate screening where there is potential for overlooking to the communal garden. Additionally, significant planting is proposed along the internal interfaces where there is the potential for overlooking and will act as a screen.
- No units are reliant on light-wells for light, with each unit having access to natural light and ventilation.

The proposal 's response to the concerns is as follows

- All car spaces for the proposal are provided onsite.
- No car share is proposed.

# **APPENDIX B      PLANNING POLICY FRAMEWORK**

## State Planning Policy Framework

The State Planning Policy Framework (SPPF) seeks to foster planning outcomes for Victoria (as set out in the *Planning and Environment Act 1987*) through appropriate planning policies and practices that encompass the relevant environmental, social and economic factors to help guide land use decisions.

The following sections of the SPPF most relevant to the consideration of this application include:

- Clause 11 – Settlement.
- Clause 15 – Built Environment and Heritage.
- Clause 16 – Housing.
- Clause 17 – Economic Development
- Clause 19 – Infrastructure.

The salient points derived from these clauses include:

- To promote the sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements (Clause 11.01-1S).
- To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses (Clauses 11.02-1S).
- To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community (Clause 11.03-1S).
- To ensure that water resources are managed in a sustainable way (Clause 14.02-3).
- To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity (Clause 15.01-1S).
- To achieve building design outcomes that contribute positively to the local context and enhance the public realm (Clause 15.01-2S).
- To achieve neighbourhoods that foster healthy and active living and community wellbeing (Clause 15.01-4S).
- To recognise, support and protect neighbourhood character, cultural identity and sense of place (Clause 15.01-5S).
- To encourage land use and development that is energy and resource efficient, supports a cooler environment and minimises greenhouse gas emissions (Clause 15.02-1S).
- To promote a housing market that meets community needs (Clause 16.01-1S).
- To facilitate the development of well-designed and appropriately located residential aged care facilities (Clause 16.01-7S).
- To strengthen and diversify the economy (Clause 17.01-1S).
- To encourage development that meets the community's needs for retail, entertainment, office and other commercial services (Clause 17.02-1S).
- To assist the integration of health facilities with local and regional communities (Clause 19.02-1S).

## Local Planning Policy Framework

The Local Planning Policy Framework (LPPF) comprises the Municipal Strategic Statement (MSS) and Local Planning Policies applicable to Monash City Council. The LPPF provides the following relevant considerations to this application:

- **Clause 21.01 – Introduction** – this clause contains the Strategic Framework Plan and identifies the site as being within the Syndal Neighbourhood Activity Centre area. This clause recognises that the City of

Monash is characterised by its leafy suburbs and its treed streetscapes which contribute to the overall garden characteristic of the municipality.

- **Clause 21.04 – Residential Development** – this clause recognises that the City of Monash’s population is aging and that there is a clear preference for older people to remain in familiar environments within the municipality. Council recognise that this changing demographic requires strategies to ensure there is appropriate accommodation, such as small, single storey units and purpose built housing available now and into the future.

The site is located with residential character type C, which comprises a character derived from Post-War to 1965 development, undulating topography with a dominant N-S/E-W grid with some diagonal distortion.

- **Clause 21.05 – Economic Development** – this clause identifies that Monash is a major generator of wealth, prosperity and employment in Melbourne’s South Eastern Region and provides a number of objectives with strategies with respect to economic development.
- **Clause 21.06 – Activity Centres** – this clause identifies the site as being located within the Syndal Activity Centre area contains objectives for the activity centre area.
- **Clause 21.13 – Sustainability and Environment** – this clause deals with the matters for which Council has a direct responsibility or interest, setting out objectives and actions aimed at achieving sustainable development.
- **Clause 22.01 – Residential Development and Character Policy** – this clause applies to all residential land except land in a Heritage Overlay and recognises that there is a growing demand for greater variation of dwelling types such as villas, flats, apartments and aged persons accommodation.

It is considered Clause 22.01 does not apply to the site, noting that Council’s *Neighbourhood Character Review 2015* excludes the site, with the site identified as being within an activity centre.

- **Clause 22.04 – Stormwater Management Policy** – this clause seeks to protect waterways, wetlands and receiving bodies from the impacts of development.
- **Clause 22.09 – Non-residential Use and Development in Residential Areas** – this clause provides a range of policies and criteria which seek to ensure that *‘development is appropriate having regard to the residential environment of the surrounds and that the amenity of the neighbourhood is not adversely affected by a business conducted in a residential area’* and that *‘all built form in residential areas is respectful of residential character’*
- **Clause 22.13 – Environmentally Sustainable Development Policy** – this clause seeks to integrate environmental sustainability into land use planning, new developments and redevelopment of existing infrastructure.

## Zoning

The subject site is located within the General Residential Zone (GRZ) – Schedule 2 pursuant to the Monash Planning Scheme. The purpose of the GRZ includes:

- *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies*
- *To encourage development that respects the neighbourhood character of the area*
- *To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport*
- *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations*

Pursuant to Clause 32.08 a planning permit is required for the use of the land for a retirement village, food and drink premises, and a medical centre.

Pursuant to Clause 32.08 a planning permit is required to construct a building or construct or carry out works.

Figure 5 – Zoning Plan



**URBIS** 554-558 HIGH STREET ROAD, MOUNT WAVERLEY  
PLANNING ZONES

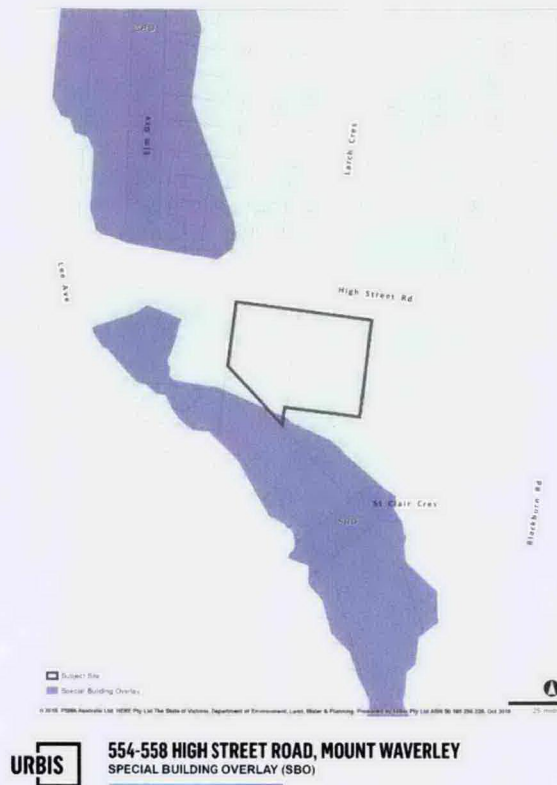
**Overlays**

The subject site is affected by the Special Building Overlay (SBO) – Schedule pursuant to the Monash Planning Scheme. The land affected is a minimal and is located in the southern portion of the site.

No buildings or works are proposed over the land affected by the SBO, therefore it is considered the SBO is not applicable to the proposal and no planning permit required is required under the SBO.



Figure 6 – Overlay Plan



**Particular Provisions**

The following particular provisions are relevant to the proposal:

- **Clause 52.06 – Car Parking** – this clause applies to a new use or an increase in the floor area of an existing use and seeks to ensure the provision of an appropriate number of car parking spaces. The site is located within the Principal Public Transport Network Area, and as such the parking requirements under Column B apply.

Pursuant to Clause 52.06-5 the proposal has the following statutory car parking requirements:

Table 2 – Statutory car parking requirements

Use	Rate	Car parking measure
Retirement village	1	To each one or two bedroom dwelling, plus
	2	To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom, plus
	0	For visitors to every 5 dwellings for developments of 5 or more dwellings
Food and drink premises	3.5	To each 100sqm of leasable floor area
Medical Centre	3.5	To each 100sqm of leasable floor area.

A planning permit may be granted to waive or vary the statutory car parking requirements.

- **Clause 52.29 – Land adjacent to a Road Zone, Category 1, or a Public Acquisition Overlay for a Category 1 Road** – this clause seeks to ensure appropriate access to identified roads and to ensure appropriate subdivision of land adjacent to identified roads.

Pursuant to Clause 52.29 a planning permit is required to create or alter access to a road in a Road Zone, Category 1.

- **Clause 52.34 – Bicycle Facilities** – this clause applies to a new use or an increase in the floor area of an existing use and seeks to ensure the provision of an appropriate number of bicycle facilities. Pursuant to Clause 52.34.3 the proposal has the following statutory requirements:

Table 3 – Statutory bicycle requirements

<b>Use</b>	<b>Employee / Resident</b>	<b>Visitor / Shopper / Student</b>
<b>Bicycle spaces</b>		
Cafe	1 to each 300 sq m of leasable floor area.	1 to each 500 sq m of leasable floor area.
Medical Centre	1 to each 8 practitioners	1 to each 4 practitioners
Retirement Village	None specified	None specified
<b>Showers</b>		
Any use listed in Table 1	If 5 or more employee spaces are required, 1 shower for the first 5 employee bicycle spaces, plus 1 to each 10 employee bicycle spaces thereafter	None
<b>Change Rooms</b>		
Any use listed in Table 1	1 change room or direct access to a communal change room to each shower. The change room may be a combined shower and change room	None

A planning permit may be granted to waive, vary or reduce the statutory bicycle requirements.



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