

MONASH PLANNING SCHEME

AMENDMENT C120

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by and at the request of Monash City Council, which is the planning authority for this amendment.

Land affected by the amendment

The amendment applies to land located within the Glen Waverley Activity Centre (GWAC), an area generally bounded by High Street Road to the north, Springvale Road to the east (including properties to the east of Springvale Road), Wilson Street and the Lincoln Avenue to the south and Riley Court, Kinnoull Grove and Rose Avenue to the west. It includes residential land within the vicinity of the commercial core.

The GWAC boundary is shown at Figure 1.



What the amendment does

The amendment implements the directions from the *Glen Waverley Activity Centre Structure Plan 2014* by the introduction of planning controls and local policy for the GWAC into the Monash Planning Scheme.

The amendment:

- Makes changes to Clause 21.06 (Activity Centres) to reference the *Glen Waverley Activity Centre Structure Plan 2014* and updates the Clause to reflect the *Plan*

Melbourne: Metropolitan Planning Strategy 2014 changes into the Municipal Strategic Statement.

- Makes changes to Clause 22.03 (Industry and Business Development and Character Policy) to delete references to height controls within the GWAC and adds references to the *Glen Waverley Activity Centre Structure Plan 2014*.
- Introduces a new local policy at Clause 22.14 (Glen Waverley Activity Centre Structure Plan) that incorporates the objectives and policy direction from the *Glen Waverley Activity Centre Structure Plan 2014* into the Monash Planning Scheme.
- Rezones the General Residential Zone (Schedule 2) land in Built Form Area K of the Structure Plan to the Residential Growth Zone (Schedule 4).
- Inserts Schedule 4 to Clause 32.07 (Residential Growth Zone) to guide suitable residential development outcomes in Built Form Area K, including a maximum building height of 13.5 metres.
- Rezones the General Residential Zone (Schedule 2) land located within the housing diversity area and within close proximity to the Glen Waverley Train Station to General Residential Zone (Schedule 7).
- Inserts Schedule 7 to Clause 32.08 (General Residential Zone) to guide suitable development outcomes in that part of the housing diversity area of the Structure Plan within close proximity to the Glen Waverley Train Station.
- Rezones the General Residential Zone (Schedule 2) land in Built Form Area I to General Residential Zone (Schedule 8).
- Inserts Schedule 8 to Clause 32.08 (General Residential Zone) to guide suitable development outcomes in Built Form Area I.
- Applies Schedule 12 to Clause 43.02 (Design and Development Overlay) to land within the Commercial 1 Zone and a strip of residential land land fronting the eastern side of Springvale Road, between Hogan Road and High Street Road.
- Inserts Schedule 12 to Clause 43.02 (Design and Development Overlay) which introduces requirements for building and works and preferred maximum building heights ranging from 4 storeys to more than 10 storeys in designated precincts within the Glen Waverley Activity Centre to implement the objectives and strategies of the *Glen Waverley Activity Centre Structure Plan 2014*.
- Deletes Schedule 2 to Clause 43.04 (Development Plan Overlay) as the development required by the schedule, has been constructed.
- Deletes Schedule 1 to Clause 43.02 (Design and Development Overlay) from all sites included within this overlay that are located within the GWAC boundary.
- Replaces the schedule to Clause 61.03 to include new overlay map sheets within the Monash Planning Scheme.

Strategic assessment of the amendment

Why is the amendment required?

The amendment is required to implement the recommendations of the *Glen Waverley Activity Centre Structure Plan 2014* which provides a strategic vision for the future growth of the centre over the next 20 years. Council adopted the Structure Plan on 30 September 2014 and resolve to request the Minister for Planning prepare and exhibit an amendment to implement its recommendations.

The Structure Plan sets out the following vision for the Centre:

The Glen Waverley Activity Centre will transform into a vibrant, more intensive and active urban centre, building on its distinctive cultural mix. The urban form will be clearly different from its surrounding residential and light industrial areas, which will maintain a more traditional suburban scale of development.

Shops and services will increase in range and diversity and the quality of activities and experiences will improve to meet the needs both of a growing number of local residents and workers, and visitors.

Glen Waverley will be recognised as a Centre that caters for people of all ages and mobility needs. There will be improved safety, security and accessibility measures in place, including more direct and attractive pedestrian and cycling routes through the Centre and improvements to the public transport infrastructure. The needs of motorists will be catered for by ensuring good access routes to businesses and improved parking facilities, however separated from the main routes for pedestrian, cyclists and public transport users.

High quality and diverse housing options will be available for a greater number of residents with a range of housing needs. Improved and additional open space and plazas, along with community and physical services will be in place for the local residents, workers and those who visit the centre.

Although distinctly urban, the centre will be notable for its greenery and its sustainability measures.

The Structure Plan sets out a strategic response to anticipated population growth within the GWAC around four themes:

1. Activities and land use
2. Built form
3. Public realm
4. Movement and transport

Each theme contains an overview of the issues relating to the centre, an objective relating to the theme, and a number of strategies and actions to achieve these objectives.

More detailed actions to help achieve the vision and integrate the four themes are contained in seven Precinct Plans provided within the Structure Plan:

- Precinct 1: Kingsway
- Precinct 2: Montclair
- Precinct 3: Transit Interchange and Euneva
- Precinct 4: Civic
- Precinct 5: The Glen
- Precinct 6: Springvale Road
- Precinct 7: Surrounding Residential

Some of the key opportunities identified for the GWAC within the Structure Plan are:

- Urban design and streetscape upgrades to Kingsway, including widened footpaths and removal of curb side parking, to enhance the food and entertainment precinct.
- Potential for a public square/pedestrian plaza, community hub and library, and mixed use development on the Central Car Park site adjacent to the station.
- Redevelopment of other large at grade parking areas for mixed use development, including provision of public open space where possible.
- Provision of design guidelines and height controls to achieve architectural excellence.
- Expansion of The Glen Shopping Centre to improve its integration with Kingsway and the station.
- Strengthening the emerging medical precinct along Springvale Road.
- Greater housing diversity with high density residential and mixed use development focussed on key urban renewal sites to meet population growth.

- Treed ring road around the centre to reduce traffic along key commercial streets.
- Cohesive network of bicycle connections.
- Improvements to existing open space areas.
- Network of green pedestrian priority streets connecting the commercial area with surrounding residential areas and Bogong Reserve.

There are a number of other opportunities identified in the *Glen Waverley Activity Centre Structure Plan 2014*.

How does the amendment implement the objectives of planning in Victoria?

The objectives of planning in Victoria in Section 4 of the Planning and Environment Act 1987 relevant to this amendment are to:

(a) to provide for the fair, orderly, economic and sustainable use, and development of land;

(b) to provide for the protection of natural and manmade resources and the maintenance of ecological processes and genetic diversity;

(c) to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;

(d) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;

(e) to protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community;

(f) to facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d) and (e);

(g) to balance the present and future interests of all Victorians.

The amendment seeks to achieve the objectives listed above by providing a strategic framework to manage growth within the GWAC over the next 20 years. The preparation of the *Glen Waverley Activity Centre Structure Plan 2014* and the *Glen Waverley Activity Centre Sustainable Transport Plan 2014* were informed by the expert advice provided by town planners, urban designers, landscape architects and traffic engineers, along with community and stakeholder input. Public consultation occurred in mid 2014 and further community contributions incorporated into the plan where appropriate.

As Glen Waverley is a suburban centre developed in the post-war period the amendment will not impact on any natural or man-made resources. The only building of recognised heritage significance within the centre is the Monash Civic Centre designed in 1982 by Harry Seidler, and this building is not proposed to be modified under the plan. Views to the Civic Centre are to be enhanced under the amendment by the provision of open space and treed ring road around this building.

The amendment seeks to improve the provision of various public assets and facilities within the GWAC including the potential relocation of the library closer to the transport interchange, improvements to public transport provision including the opportunity to overcome the barrier created by the 'at grade' railway line, and opportunities for new public open spaces, wider footpaths and bicycle paths. Combined with actions to prioritise sustainable transport modes and reduce traffic congestion, the delivery of the Structure Plan will facilitate expected population growth within the centre and balance the present and future interests of the community.

How does the amendment address any environmental, social and economic effects?

The amendment is expected to produce positive environmental, social and economic impacts for the GWAC and the wider community. The amendment will assist in managing the continued transformation of the activity centre in terms of sustainable transport, quality public spaces, and land use and development outcomes.

The implementation of the *Glen Waverley Activity Centre Structure Plan* within the planning scheme will aid future development within the GWAC by providing opportunities for economic development and employment growth. The amendment will provide clear direction regarding opportunities to meet the identified housing demands for the area, including the need to increase the diversity of housing types in the GWAC.

It also aims to satisfy the need for additional residential and commercial development opportunities within a location best able to accommodate growth, subject to suitable guidelines.

Does the amendment address relevant bushfire risk?

Bushfire risk is not relevant to this amendment.

Does the amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the Planning and Environment Act 1987 as required for all planning scheme amendments.

In addition, in accordance with section 12(2)(a) of the Act, the Minister's Directions that are relevant to the amendment are:

- Ministerial Direction No 9 - Metropolitan Strategy and
- Ministerial Direction No 11 - Strategic Assessment Guidelines.

The purpose of Ministerial Direction No 9 - Metropolitan Strategy is to ensure that planning scheme amendments have regard to the Metropolitan Strategy, specifically *Plan Melbourne: Metropolitan Planning Strategy*.

In preparing a planning scheme amendment a planning authority must have regard to the Strategy and respond to the following matters:

- *What aspects, if any, of the Metropolitan Strategy are relevant?*
- *How does the Metropolitan Strategy affect the amendment?*
- *Is the amendment consistent with any directions and policies in the Metropolitan Strategy?*
- *Does the amendment support, give effect to or assist the implementation of the Metropolitan Strategy or can it be reasonably modified to do so?*
- *Will the amendment compromise the implementation of the Metropolitan Strategy?*

The most relevant aspects of *Plan Melbourne* are:

Plan Melbourne		GWAC Structure Plan
Relevant Direction	Relevant Initiative	Compliant directions
Direction 1.2 – Strengthen the competitiveness of Melbourne's employment land	Initiative 1.2.3 – Plan for commercial land and activity centre needs	Reinforce the role of the GWAC as a significant retail and medical centre, and as a premier food and entertainment destination.
Direction 1.5 – Plan for jobs closer to where people live	Initiative 1.5.3 – Support planning of other activity	Reinforce the role of the GWAC as a significant

Plan Melbourne		GWAC Structure Plan
Relevant Direction	Relevant Initiative	Compliant directions
	centres	retail and medical centre, a premier food and entertainment destination and as a key location for community and civic facilities, and provide additional housing within the centre.
Direction 1.6 – Enable an investment pipeline of transit orientated development and urban renewal	Initiative 1.6.1 – Identify new urban renewal sites around existing train network, based on transit-orientated development principles	<p>Several urban renewal sites have been identified around Glen Waverley Train Station, including:</p> <ul style="list-style-type: none"> • the station site and rail yards • the Central Car Park site • at grade car parking adjacent to the Euneva Car Park <p>Precinct 3 details the enhancement of the transport interchange and provision of greater mixed use development in this location.</p>
Direction 2.2 – Reduce the cost of living by increasing housing supply near services and public transport	<p>Initiative 2.2.2 – Unlock the capacity of urban renewal precincts for higher-density, mixed-use development</p> <p>Initiative 2.2.3 – Deliver housing close to jobs and transport</p> <p>Initiative 2.2.4 – Increase housing choice within walkable distances of railway stations in the growth areas</p>	<p>Focus high density residential development in key urban renewal sites within the GWAC.</p> <p>Promote residential uses above retail and office premises to provide for additional people living within the GWAC commercial area.</p> <p>Facilitate the provision of greater diversity of housing types in the residential areas within the GWAC in close proximity of the train station and bus interchange.</p>
Direction 3.4 – Improve local travel options to increase social and economic participation	<p>Initiative 3.4.1 - Make neighbourhoods pedestrian friendly</p> <p>Initiative 3.4.2 – Create a network of high quality cycling networks</p>	<p>Ensure the opportunities are retained to improve the quality of pedestrian and cyclist infrastructure and amenity through streetscape improvements and landscaping particularly along Kingsway, provision of missing links in existing</p>

Plan Melbourne		GWAC Structure Plan
Relevant Direction	Relevant Initiative	Compliant directions
		cyclist or pedestrian routes throughout the GWAC, end of journey services, and improved lighting. Ensure the opportunities are retained to improve the quality of all streets by reducing vehicle speeds and congestion, providing a ring road for through traffic. These options will be further assessed, through detailed modelling in the medium term, as the centre develops and traffic issues become clearer.
Direction 4.1 – Create a city of 20-minute neighbourhoods	Initiative 4.1.2 – Support local governments to plan and manage their neighbourhoods	Provide infill mixed use development with a range of housing types, maximise safe, amenable and convenient walking and cycling opportunities, create new open spaces and increase accessibility to Bogong Reserve, establish new community hub/library adjacent to the station and improve public transport connections to achieve a 20-minute neighbourhood.
Direction 4.4 - Plan for future social infrastructure	Initiative - 4.4.1 Create health precincts to meet the needs of residents across Melbourne	Support the emerging development of a medical precinct along Springvale Road.
Direction 4.5 - Make our city greener	Initiative - 4.5.2 Provide new neighbourhood parks and open space Initiative - 4.5.3 Extend the landscape and vegetation cover of metropolitan Melbourne	Develop new open spaces including public square on Central Car Park site and public green adjacent to Civic Centre, and enhance existing open space areas. Increase landscaping opportunities including new green open spaces, treed ring road, and landscaped entries to the centre and connecting residential streets.
Direction 4.8 – Achieve and promote design excellence	Initiative 4.8.1 – Promote urban design excellence	Emphasise landmark sites, provide direction for high quality development

Plan Melbourne		GWAC Structure Plan
Relevant Direction	Relevant Initiative	Compliant directions
		outcomes, retain fine grain human scaled active frontages with taller elements beyond, promote best practice ESD standards and provide high pedestrian amenity including wind and weather protection, and access to sunlight.

As demonstrated in the above table the amendment is compatible with and supports the achievement of *Plan Melbourne*.

The amendment is also affected by Ministerial Direction No 11 – Strategic Assessment Guidelines. The purpose of the Strategic Assessment Guidelines is to provide a consistent framework for the evaluation of a proposed planning scheme amendment and the outcomes it produces. This explanatory report addresses the matters outlined in these Strategic Assessment Guidelines.

How does the amendment support or implement the State Planning Policy Framework and any adopted State policy?

The amendment implements key aspects of *Plan Melbourne* relating to future development of activity centres. The amendment incorporates a number of directions and initiatives from Plan Melbourne (as per table above) and accord with State Planning Policies of Settlement (Clause 11), Housing (Clause 16), Economic Development (Clause 17) and Transport (Clause 18).

How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

The amendment supports the Local Planning Policies of the Scheme by implementing the findings and recommendations of the *Glen Waverley Activity Centre Structure Plan* within a dedicated new local policy - Clause 22.14.

The amendment generally supports the objectives of the Local Planning Policy Framework.

The amendment updates Clause 22.03 (Industry and Business Development and Character Policy) to ensure it is consistent with the Structure Plan in terms of height controls for commercial development.

The amendment supports the Municipal Strategic Statement of the Scheme by providing context for *Plan Melbourne* within Clause 21.06 (Activity Centres), and including specific strategies for the GWAC from the Structure Plan.

Recognising the completion of the Ikon Development at 39 Kingsway, Glen Waverley, the amendment includes the deletion of Schedule 2 to Clause 43.04 (Development Plan Overlay).

The amendment includes the deletion of Schedule 1 of Clause 43.02 (Design and Development Overlay) (DDO1) within the GWAC boundary including the Central Car Park site, the Montclair and Civic Precincts. Some of the provisions of DDO1 are inconsistent with the directions of the Structure Plan and proposed DDO12.

There is no inconsistency with the remainder of the Local Planning Policy Framework. However, Council's Housing Strategy has recently been adopted by Council. Amendment C125 to introduce relevant elements into the planning scheme will be exhibited simultaneously with Amendment C120. This amendment will, amongst other things, update clauses relating to residential development including Clause 21.04 (Residential Development), Clause 22.01 (Residential Development and Character Policy) and Clause

22.09 (Non-Residential Use and Development in Residential Areas) and Clause 22.10 (Student Accommodation Policy). It will therefore further strengthen the alignment between the residential objectives and the vision for GWAC.

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment makes proper use of the Victoria Planning Provisions. It utilises the Local Planning Policy Framework to implement the strategic direction for the long term growth of Glen Waverley as set out within the *Glen Waverley Activity Centre Structure Plan*. This includes the introduction of a new local policy and updating the Municipal Strategic Statement and the Local Planning Policy Framework.

The Amendment retains the Commercial 1 Zone in the business areas, being most consistent with the directions identified in the Structure Plan, however it also applies the Design and Development Overlay to the Commercial 1 land to provide clear direction to proposed built form outcomes. The Amendment also applies the Design and Development Overlay to Area 6 - Medical/hotel/residential uses along Springvale Road, zoned General Residential (GRZ), therefore facilitating medical services whilst ensuring it remains a suitable precinct to adjoin a residential area.

The VPP provisions will be used to introduce the Residential Growth Zone (RGZ) for Built Form Area K including an associated schedule, enabling a greater diversity of housing outcomes to be developed within close proximity to the Centre's services. Consideration was given to applying the RGZ to Built Form Area I (Area 6) given the building heights are identified for this area are very similar to those proposed for Area K. However, it was determined to retain the GRZ in Built Form Area I given the RGZ would allow shop and office uses that are better located within the core of the GWAC. Along with the DDO12, the new Schedule 8 to the GRZ will guide development in Built Form Area I. Schedule 5 to the GRZ will guide development in selected sections of the housing diversity area to facilitate greater housing choice in close proximity to the train station.

How does the amendment address the views of any relevant agency?

The draft *Glen Waverley Activity Centre Structure Plan* was prepared and comments sought from the following organisations:

- Department of Environment Land Water and Planning
- Metropolitan Planning Authority
- Public Transport Victoria
- Department of Education
- Vic Roads
- VicTrack
- Melbourne Water

The *Glen Waverley Activity Centre Structure Plan 2014* and the amendment documentation has taken into consideration the comments received by these agencies. Further discussions will be undertaken with Public Transport Victoria and VicRoads, in determining the progress of the These options will be further assessed, through detailed modelling of the cycling, pedestrian and road infrastructure, as well as traffic modelling relating to development potential/capacity at 20 years. This modelling and assessment will be undertaken as the centre develops and traffic issues become clearer.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The Transport Integration Act 2010 makes it clear that the transportation system needs to be sustainable – in economic, environmental and social terms. The amendment address the relevant requirements of the Transport Integration Act 2010 by recognising and supporting the Glen Waverley Activity Centre as a single node for accessing different transport modes, and providing land use planning in response to this integration. It recognises the complexity

of addressing all the requirements of Public Transport Victoria and VicTrack, and proposes an approach to ensure that accessibility is enhanced.

Resource and administrative costs

What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

The change in provisions in most cases will not trigger the need for planning approval. The introduction of the new policies, zone schedules and application of the design and development overlay should improve certainty for applicants and the community, leading to clearer and quicker decision making.

Where you may inspect this Amendment

The amendment is available for public inspection, free of charge, during office hours at the following places:

- Monash Civic Centre, 293 Springvale Road, GLEN WAVERLEY
- Oakleigh Service Centre, 3 Atherton Road, OAKLEIGH
- Council website: www.monash.vic.gov.au/haveyoursay

The amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning's website at www.delwp.vic.gov.au/publicinspection.