

*Planning and Environment Act 1987*

**Panel Report**

# Monash Planning Scheme Amendment C120 Glen Waverley Activity Centre Structure Plan

**18 March 2016**

*Planning and Environment Act 1987*

Panel Report pursuant to Section 25 of the Act

Monash Planning Scheme Amendment C120

Glen Waverley Activity Centre Structure Plan

18 March 2016



Con Tsotsoros, Chair



Dora Kouremenos, Member



Peter Edwards, Member

# Contents

	Page
<b>Executive Summary .....</b>	<b>1</b>
<b>1 Introduction.....</b>	<b>4</b>
1.1 The proposal.....	4
1.2 Procedural matters.....	6
1.3 Issues dealt with in this report.....	7
<b>2 Planning Context.....</b>	<b>8</b>
2.1 Policy framework.....	8
2.2 Planning strategies or policies.....	10
2.3 Planning scheme provisions .....	12
2.4 Relevant Monash Planning Scheme amendments.....	13
2.5 Ministerial Directions and Practice Notes.....	14
2.6 Submissions and evidence .....	15
2.7 Discussion and conclusion.....	16
<b>3 Centre-wide built form provisions.....</b>	<b>17</b>
<b>4 Traffic and parking .....</b>	<b>21</b>
4.1 Overview.....	21
4.2 The issues .....	22
4.3 Traffic.....	22
4.4 Car parking .....	28
4.5 Recommendations .....	29
<b>5 Commercial core .....</b>	<b>30</b>
5.1 The issues .....	30
5.2 Built form provisions .....	30
5.3 Public open space.....	31
5.4 Recommendations .....	34
<b>6 East of Springvale Road.....</b>	<b>35</b>
6.1 Overview.....	35
6.2 The issues .....	35
6.3 Building form provisions.....	35
6.4 Zones .....	39
6.5 Recommendations .....	40
<b>7 West of Springvale Road (residential area) .....</b>	<b>41</b>
7.1 The issues .....	41
7.2 Zones .....	41
7.3 Building heights and setbacks .....	42
<b>8 Other issues .....</b>	<b>44</b>
8.1 The issues .....	44
8.2 Activity Centre boundary .....	44
8.3 Amenity .....	46
8.4 Infrastructure and services.....	47

8.5	Property value .....	48
<b>9</b>	<b>Form and content of the Amendment.....</b>	<b>49</b>
9.1	Residential zones .....	49
9.2	Clause 22.14 and DDO12 objectives .....	49
9.3	Recommendation .....	49

**Appendix A Document list**

**Appendix B Design and Development Overlay Schedule**

## List of Tables

	<b>Page</b>
Table 1	Policy Framework..... 8
Table 2	How the Structure Plan responds to <i>Plan Melbourne</i> initiatives..... 10
Table 3	Purposes of the zones and overlays..... 13
Table 4	Exhibited DDO12 building heights and setbacks..... 17
Table 5	Recent development and approvals within the Activity Centre..... 18
Table 6	Existing and estimated daily traffic volume with and without through-traffic..... 24
Table 7	Walking distances between Springvale Road properties and the Activity Centre..... 45

## List of Figures

	<b>Page</b>
Figure 1	Subject land..... 4
Figure 2	Zones and overlay proposed by the Amendment..... 6
Figure 3	Structure Plan Precincts and Built Form Areas..... 11
Figure 4	Future Road Network..... 22
Figure 5	Public Realm Plan..... 32

## List of Abbreviations

Activity Centre	Glen Waverley Activity Centre
BFA	Built Form Area
DDO	Design and Development Overlay Note: A schedule number may be shown at the end
EPA	Environment Protection Authority
GL	Ground Level
GRZ	General Residential Zone Note: A schedule number may be shown at the end
GWAC	Glen Waverley Activity Centre
NRZ	Neighbourhood Residential Zone
<i>Plan Melbourne</i>	Plan Melbourne: Metropolitan Planning Strategy 2014
RGZ	Residential Growth Zone Note: A schedule number may be shown at the end
Structure Plan	<i>Glen Waverley Activity Centre Structure Plan, September 2014</i>
Sustainable Transport Plan	<i>Glen Waverley Activity Centre Sustainable Transport Plan, September 2014</i>
VPP	Victoria Planning Provisions

## Overview

### Amendment Summary

<b>The Amendment</b>	Monash Planning Scheme Amendment C120			
<b>Common Name</b>	Glen Waverley Activity Centre Structure Plan			
<b>Subject Site</b>	Land shown in Figure 1			
<b>Planning Authority</b>	Monash City Council			
<b>Exhibition</b>	25 June to 31 August 2015			
<b>Submissions</b>	1	Whitehorse City Council	37	Brideen Sher
	2	JE Hogan	38	Andrew Canobi
	3	Lyn Perks	39	Barbara Miller
	4	Carlene Perks	40	Jyoti Ghosh
	5	Environment Protection Authority	41	Ian Salkin
	6	MollieThompson	42	Selvarajah Muraledaran
	7	Joseph Jayawardena	43	Murray Nicholas
	8	Esther Laele Pepper	44	Errol Amerasekera
	9	Frank Griffith	45	Public Transport Victoria
	10	Brydon Corbin	46	Julie Sanguinetti
	11	Constantine Tziokas	47	Scope (Victoria) Ltd
	12	VicTrack	48	Lucia Rennie
	13	Gayle Nicholas	49	Telstra
	14	MJ Bannister	50	Department of Environment, Land, Water and Planning
	15	MJ Gray	51	Bruce Atkinson MLC
	16	John Jacono	52	Shaun Leane MP
	17	Chris and Lucia Andrews	53	Sustainability Victoria
	18	Elizabeth Mary Sinclair	54	Paul Barker
	19	B and JR Kaminski	55	Janitha Jayasinghe
	20	Chan Cheah	56	Necia Smith
	21	Wing Leung	57	Deborah Tueno
	22	Kon Papakonstantinou	58	Lucia Panettieri
	23	Jimmy Grants Pty Ltd	59	Zachariah Cherian
	24	Beverley Olbrich	60	Shirley Betts
	25	Yuan Hua Chen	61	Yvonne and Neil Roshier
	26	Yan Looi	62	VicRoads
	27	Andrew Rennie	63	Helen Yang
	28	Wee Laim Foo	64	Ashish Choudhary
	29	Mary Ng	65	Su Hong Goh
	30	C Drummond AM	66	Bijan Makhmalbaf
	31	Marjorie Bedford	67	John and Maaja Anderson
	32	John Reynolds	68	Elizabeth Balson
	33	John Farrell	69	APV Nominees Pty Ltd*
	34	Federation Centres (Vicinity)	70	Jesse C*
	35	Margaret McKay	71	Sim Fan*
	36	Colleen West		* Late submission

<b>Panel Process</b>	
<b>The Panel</b>	Con Tsotsoros (Chair), Dora Kouremenos and Peter Edwards
<b>Directions Hearing</b>	Monash Civic Centre, Glen Waverley, 11 December 2015
<b>Panel Hearing</b>	Monash Civic Centre, Glen Waverley, 2 and 3 February 2016
<b>Site Inspections</b>	Unaccompanied, 11 December 2015 and 28 January 2016
<b>Appearances</b>	<ul style="list-style-type: none"> <li>• Monash City Council represented by Ms Mimi Marcus of Maddocks Lawyers with Ms Helen King and calling the following expert witnesses:               <ul style="list-style-type: none"> <li>- Mr Tim Biles of Message Consultants on urban design</li> <li>- Mr James Brownlie of Salt on traffic engineering</li> </ul> </li> <li>• Mr Chris Andrews and Mrs Lucia Andrews represented by Mr Chris Andrews</li> <li>• Lucia Panettieri represented by Mr Hugh McKenzie of ProUrban</li> <li>• Dr Christina Drummond AM</li> <li>• Ms Gayle Nicholas and Mr Murray Nicholas</li> <li>• Ms Chan Cheah</li> <li>• Mr Rao</li> <li>• Ms Julie Sanguinetti</li> <li>• Ms Beverley Olbrich represented by Ms Lynnette Saloumi</li> </ul>
<b>Date of this Report</b>	18 March 2016

## Executive Summary

### (i) Summary

The Glen Waverley Activity Centre is located along Springvale Road and High Street Road, approximately 19 kilometres southeast of Melbourne's CBD. The Activity Centre has a commercial core with a railway station, eight bus routes, a civic centre, a cinema complex, hotels, a restaurant and shopping strip and The Glen shopping complex. The commercial core is surrounded by residential areas.

The *Glen Waverley Activity Centre Structure Plan* envisages the Glen Waverley Activity Centre as a major activity centre comprising seven precincts and 11 built form areas. The commercial core provides opportunities for 8 and 12 storeys and beyond and the surrounding residential areas provide opportunities for 4-6 storeys.

Monash Planning Scheme Amendment C120 implements directions from the *Glen Waverley Activity Centre Structure Plan* by, among other changes, changing local planning policy, rezoning land to specific residential zones and applying a new Design and Development Overlay Schedule 12. It is often challenging to translate a vision and aspirations into statutory provisions. Council is commended for how it has translated its vision for the Glen Waverley Activity Centre into statutory provisions and for how it co-ordinated Amendments C120 and C125 (Residential Zones) to avoid confusion and overlap.

Amendment C120 received 71 submissions after being exhibited from 25 June to 31 August 2015. All submissions were considered by the Panel. Key issues raised in submissions include building heights, setbacks and density; public open space; traffic and parking; impact of increased population on infrastructure and services; and extent of the Activity Centre boundary.

Amendment C120 is supported by, and implements the relevant sections of the State and Local Planning Policy Frameworks. Amendment C120 is well founded and strategically justified subject to addressing more specific issues raised in submissions.

The Centre-wide and area-wide built form provisions provide an appropriate framework for implementing the objectives of the Glen Waverley Activity Centre Structure Plan.

Based on existing available traffic information, the Panel considers the principles behind the proposed road hierarchy to be well founded. Encouraging the majority of traffic to use a ring road instead of Kingsway is sound planning. However, the traffic and parking modelling does not take into account forecasts based on the scale and nature of development envisaged by the Structure Plan. Before adopting Amendment C120, Council should satisfy itself that the proposed traffic and parking measures can adequately manage anticipated traffic patterns and volumes. Council should consult with Public Transport Victoria and VicRoads to help resolve issues associated with bus operations.

Public open space is an important part of the Glen Waverley Activity Centre. The public realm plan in the *Glen Waverley Activity Centre Structure Plan* will provide an attractive environment where visitors, workers and residents can relax and recreate. The Activity Centre includes the Bogong Reserve, which is a treed recreation reserve that is significantly



larger than the central car park site on Coleman Parade and accessible by a 500 metre walk from Kingsway along Bogong Avenue. The Structure Plan proposes additional open space on the western end of the car park site. The Panel considers that this open space should be at least 20 per cent of the car park's total area to provide the community with certainty that the space will be of a practical scale.

The Panel supports reducing the preferred building height in Area I from 4-5 storeys to 4 storeys but does not support a mandatory building height. It also considers the exhibited height for Area J to be appropriate but should include a provision to address potential overshadowing to adjoining properties. The Activity Centre boundary has been set using a sound rationale and should not be changed to include additional properties.

The Panel is satisfied that the Structure Plan and Amendment C120 respond appropriately to other issues raised in submissions and do not have to be changed.

## **(ii) Recommendation**

**Based on the reasons set out in this Report, the Panel recommends that Monash Planning Scheme Amendment C120 be adopted as exhibited subject to the following:**

- 1. Before adopting the Amendment, Council conduct further traffic and parking modelling to ensure that proposed road changes and measures can adequately manage traffic and parking resulting from development envisaged by the Glen Waverley Activity Centre Structure.**
- 2. Amend the Glen Waverley Activity Centre Structure Plan to specify that a minimum of 20 per cent of 281 Springvale Road, Glen Waverley be used as public open space.**
- 3. Amend Design and Development Overlay Schedule 12, as shown in Appendix B, to:**
  - a) Add new provision in Clause 2.0 (Building and works) to maintain solar access to the north-facing footpath of Coleman Parade between 9.00am and 3.00pm on 21 September.**
  - b) Add new provision in Clause 2.0 (Building and works) to require development in Area J to maintain reasonable solar access on adjoining residential properties.**
  - c) Change the 'Glen Waverley Activity Centre Building Height and Setback Precinct Plan' to realign the boundary between Area C and Area D so that Euneva car park is located in only one area.**
  - d) Change Clause 3.0 (Development within Built Form Areas) to:**
    - Identify the Council owned car park to the south of the RSL as a key development site.**
    - Increase the street frontage along Myrtle Street to 4 storeys.**
    - Recognise the northeast corner of The Glen as a gateway to the Activity Centre from the north.**
    - Encourage the blank external interfaces of The Glen to be activated by external spaces and outward facing shopping, dining and entertainment.**

- e) Change the preferred building height in Built Form Area I from 4-6 storeys (15-22 metres) to 4 storeys (15 metres).**
- 4. Rationalise and group the design objectives in Design and Development Overlay Schedule 12 and objectives in Clause 22.14, where possible.**

# 1 Introduction

## 1.1 The proposal

### (i) The subject area

The Amendment applies to land in the Glen Waverley Activity Centre (Activity Centre) as defined by the *Glen Waverley Activity Centre Structure Plan*, September 2014 (Structure Plan) and shown in Figure 1. The Activity Centre area is:

- Generally bounded by High Street, Mount Street, Lincoln Avenue (including properties along its southern boundary), Riley Court, Kinnoull Grove and Rose Avenue (including properties along its western boundary)
- Approximately one kilometre (east to west) by 1.2 kilometres (north to south).



Figure 1 Subject land

The Activity Centre is located approximately 19 kilometres south-east of Melbourne's CBD and includes the Glen Waverley Railway Station which connects commuters to Melbourne's CBD. The Activity Centre's commercial core comprises a transport interchange with railway station and eight bus routes, a civic centre, a cinema complex, hotels, a restaurant and shopping strip along Kingsway and The Glen shopping complex. The commercial core is surrounded by residential areas.

## **(ii) The Amendment**

The Amendment implements directions from the Structure Plan by proposing to:

### *Local Planning Policy*

- change Clause 21.06 to reference the Structure Plan and reflect the *Plan Melbourne* changes into the Municipal Strategic Statement
- change Clause 22.03 to delete references to height provisions in the Activity Centre and adds references to the Structure Plan
- introduce a new local policy at Clause 22.14 to incorporate the objectives and policy direction from the Structure Plan.

### *Zones*

- rezone the General Residential Zone Schedule 2 land in Built Form Area K of the Structure Plan to the Residential Growth Zone Schedule 4 (RGZ4)
- rezone the General Residential Zone Schedule 2 land located in the housing diversity area close to the Glen Waverley Train Station to a new General Residential Zone Schedule 7 (GRZ7)
- rezone the General Residential Zone Schedule 2 land in Built Form Area I to a new General Residential Zone Schedule 8 (GRZ8).

### *Overlays*

- apply a new Design and Development Overlay Schedule 12 (DDO12) to land in the Commercial 1 Zone and a strip of residential land fronting the eastern side of Springvale Road, between Hogan Road and High Street Road
- delete Development Plan Overlay Schedule 2
- delete Design and Development Overlay Schedule 1 from land in the Activity Centre.

The zones and overlay proposed by the Amendment are shown in Figure 2.

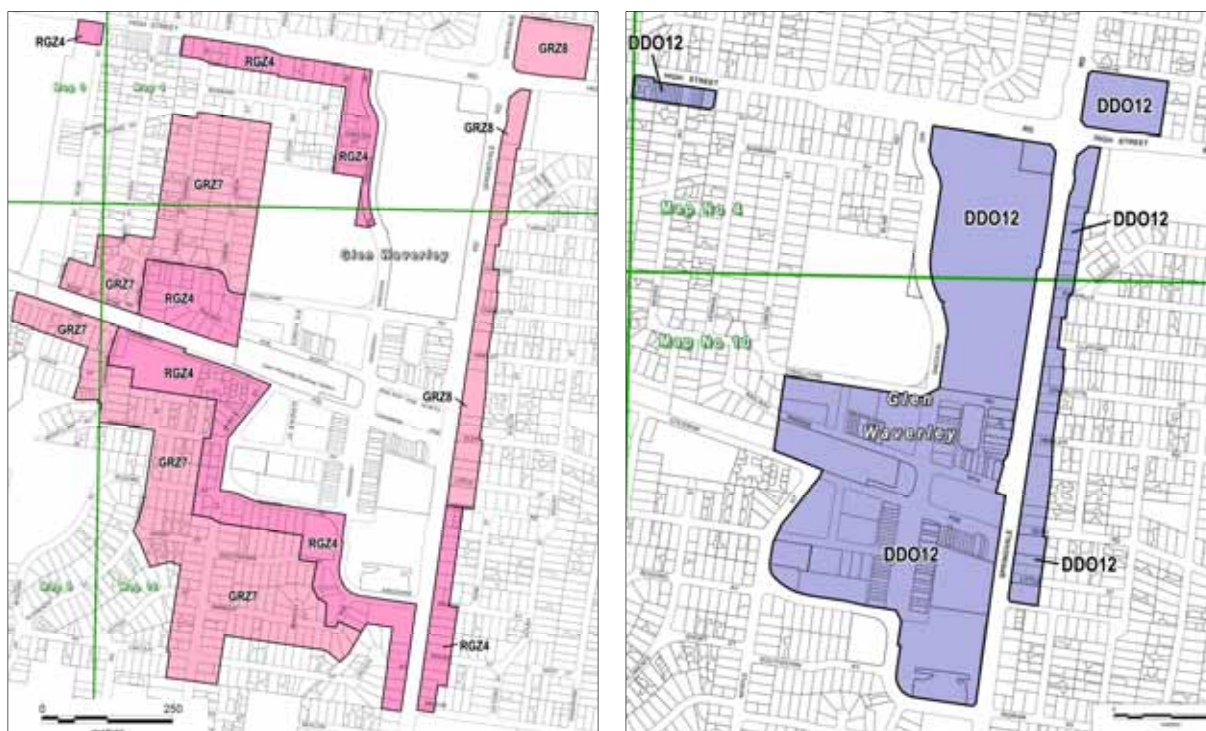


Figure 2 Zones and overlay proposed by the Amendment

## 1.2 Procedural matters

### (i) Submissions and appearances

Correspondence from the Department of Environment, Land, Water and Planning and from the Hon Bruce Atkinson MLC were referred to as submissions 50 and 51 respectively. These letters simply acknowledge a letter from Councillor Paul Klisaris without any further comment. The Panel does not consider these to be submissions to the Amendment. This revises the total number of submissions to 69.

Seven late submissions were received after Council considered the original 64 submissions at its 27 October 2016 meeting. APV Nominees Pty Ltd and Margaret McKay withdrew as parties before the Hearing commenced. Scope (Victoria) Limited withdrew its submission to the Amendment which consequently removed them as a party of the Hearing.

### (ii) Amendment changes since exhibition

At its 27 October 2015 meeting, Council considered submissions to the Amendment and resolved to:

- reduce the maximum building heights proposed for Built Form areas 1 (east side of Springvale Road, between High Street Road and Hogan Road) from 4 to 6 storeys to 3 to 4 storeys with a maximum height of 13.5 metres
- reduce the maximum building heights proposed for Built Form areas J (the Mountain View Hotel site) from 4 to 8 storeys to 3 to 4 storeys with a maximum height of 13.5 metres.

On 12 November 2015, Council wrote to property owners in Areas I and J informing them of these changes and invited them to comment on the changes.

**(iii) Council submission**

In its Part A Submission, Council adopted the officer response to submissions received and changes to the Amendment set out in the Council Meeting Agenda report of 27 October 2015. For the purpose of this report, Council's response to issues included in the agenda report will be referred to as Council submission.

**(iv) Panel directions**

The Panel directed that Council address the following issues through its Part B submission:

- details about what changes, if any, will be needed to Parking Overlay Schedule 1 in response to changes proposed by the Amendment
- an explanation of how traffic volumes and bus routes will be distributed throughout the centre
- a summary of significant developments that have been recently approved or currently being considered by Council for the Glen Waverley Activity Centre
- where provisions proposed in Amendments C120 and C125 apply to the same land within the Glen Waverley Activity Centre, a comparison between key provisions.

### **1.3 Issues dealt with in this report**

The Panel considered all written submissions, as well as submissions presented to it during the Hearing. In addressing the issues raised in those submissions, the Panel has been assisted by the information provided to it as well as its observations from inspections of specific sites.

This report deals with the issues under the following headings:

- Planning Context
- Centre-wide built form provisions
- Traffic and parking
- Commercial core
- East of Springvale Road
- West of Springvale Road (residential area)
- Other issues
  - Activity Centre boundary
  - Amenity
  - Infrastructure and services
  - Property value
- Form and content of the Amendment.

## 2 Planning Context

Council provided a response to the Strategic Assessment Guidelines as part of the Explanatory Report and its submission. The Panel has reviewed the policy context of the Amendment and made a brief appraisal of the relevant zone and overlay controls and other relevant planning strategies.

### 2.1 Policy framework

The policy context of the Amendment is shown in Table 1.

Table 1 Policy Framework

<b>State Planning Policy Framework</b>	
<b>Clauses</b>	
<b>9</b>	<b>Plan Melbourne</b>
<b>11</b>	<b>Settlement</b>
	Planning is to anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure.
	<b>11.01 Activity centres</b>
	<b>11.01-2 Activity centre planning</b>
	To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and are highly accessible to the community.
<b>16</b>	<b>Housing</b>
	<b>16.01 Residential development</b>
	<b>16.01-2 Location of residential development</b>
	To locate new housing in or close to activity centres and employment corridors and at other strategic redevelopment sites that offer good access to services and transport.
	<b>16.01-3 Strategic redevelopment sites</b>
	To identify strategic redevelopment sites for large residential development in Metropolitan Melbourne.
<b>17</b>	<b>Economic development</b>
	<b>17.01 Business</b>
	To encourage development which meet the communities' needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.
<b>18</b>	<b>Transport</b>
	<b>18.01 Integrated transport</b>
	<b>18.01-1 Land use and transport planning</b>
	To create a safe and sustainable transport system by integrating land-use and transport.
<b>Local Planning Policy Framework</b>	
<b>Clauses</b>	
<b>21</b>	<b>Municipal Strategic Statement</b>
	<b>21.01 Municipal profile</b>
	Monash comprises primarily residential land but has significant areas of commercial, industrial and open space land

uses. This includes Glen Waverley, Oakleigh and Clayton Activity Centres and the Monash Technology Precinct.

...

Glen Waverley is the principal activity centre within the municipality.

## 21.02 Key influences

### Activity centre growth

High rise residential development will be encouraged in the Glen Waverley Principal and Oakleigh Major Activity Centres, which are the primary locations of change in Monash.

...

Locating residential development in activity centres facilitates the creation of safer, more attractive and lively community hubs. The scale of development must be appropriate to the character of the Activity Centre.

## 21.03 A vision for Monash

The major strategic directions identified on the plan include:

...

Encouraging high rise residential development to locate within the Glen Waverley Principal and Oakleigh Major Activity Centres.

## 21.06 Activity centres

### Objectives

- To enhance and promote the Glen Waverley Activity Centre as the major multifunctional activity centre servicing the south eastern metropolitan area.
- To promote high rise residential development within the Glen Waverley Principal and Oakleigh Major Activity Centres, to support ongoing economic prosperity, social advancement and environmental protection.

### Glen Waverley Principal Activity Centre

- Encourage medium to high rise development (4- 10 storeys) within the Glen Waverley Principal Activity Centre that results in integrated housing, workplaces, shopping, recreation and community services and provides a mix and level of activity that attracts people, creates a safe environment, stimulates interaction and provides a lively community focus.
- High rise development should be located towards the middle of the centre, except where an adopted Structure Plan, or some other mechanism, has identified an appropriate height limit.
- Consolidate the retail function, expand the entertainment focus, encourage office and residential uses, and encourage mixed use redevelopment in the Glen Waverley Principal Activity Centre.

### Further strategic work

- Reviewing and/or preparing structure plans for activity centres.
- Exploring opportunities for the development of Council owned and controlled land for strategic commercial and residential development for community benefit with particular emphasis on the Clayton, Oakleigh and Glen Waverley Activity centres.

## 22 Local Planning Policies

### 22.03 Industry and business development and character policy

#### Building heights

Encourage medium to high rise development within the Glen Waverley Principal Activity Centre (4 – 10 storeys). High rise development should be located towards the middle of the centre, except where an adopted Structure Plan, or some other mechanism, has identified an appropriate height limit.

#### Desired future character statement

High rise development within the Glen Waverley Principal Activity Centre (10 storeys) should be located towards the middle of the centre, except where an adopted Structure Plan, or some other mechanism, has identified an appropriate height limit.



## 2.2 Planning strategies or policies

### (i) Plan Melbourne

*Plan Melbourne: Metropolitan Planning Strategy*, Department of Transport, Planning and Local Infrastructure, 2014 (commonly known as *Plan Melbourne*) was introduced into the State Planning Policy Framework of all planning schemes in May 2014. The Explanatory Report provides a response to the most relevant aspects of Plan Melbourne:

Table 2 How the Structure Plan responds to *Plan Melbourne* initiatives

How the Structure Plan responds	Initiatives
Reinforce the role of the Activity Centre's role as a significant 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.	1.2.3 and 1.5.3
Identify urban renewal sites around Glen Waverley Train Station, including the station site and rail yards; the Central Car Park site; at grade car parking adjacent to the Euneva Car Park. Precinct 3 details the enhancement of the transport interchange and provision of greater mixed use development in this location.	1.6.1
Focus high density residential development in key urban renewal sites within the Activity Centre. Promote residential uses above retail and office premises to provide for additional people living within the Activity Centre commercial area. Facilitate the provision of greater diversity of housing types in the residential areas within the Activity Centre in close proximity of the train station and bus interchange.	2.2.2, 2.2.3 and 2.2.4
Improve the quality of pedestrian and cyclist infrastructure and amenity through streetscape improvements and landscaping particularly along Kingsway, provision of missing links in existing cyclist or pedestrian routes throughout the Activity Centre, end of journey services, and improved lighting. Improve pedestrian and cycle priority on all streets by reducing vehicle speeds and congestion, providing a ring road for through traffic.	3.4.1 and 3.4.2
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.	4.1.2
Support the emerging development of a medical precinct along Springvale Road.	4.4.1
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.	4.5.2 and 4.5.3
Emphasise landmark sites, provide direction for high quality development 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.	4.8.1

### (ii) Glen Waverley Activity Centre Structure Plan, September 2014

The Structure Plan was prepared in response to:

- Glen Waverley's growing population that is forecast to increase from 41,819 to 45,562 people by 2031, equating to the need for an additional 1,601 dwellings
- Glen Waverley's ageing population and decreasing household size

- the expectation that the Activity Centre will provide a mix of businesses, retail, services, entertainment uses, additional housing and highly connected public transport.

The Structure Plan outlines a 20 year plan for growing and improving the Activity Centre with a vision and objectives, strategies and actions under the following four themes:

- Activities and land use
- Built form
- Public realm
- Movement and transport.

The Structure Plan divides the Activity Centre into seven precincts and provides specific details for the future structure and character of each precinct. It divides Precincts 1 to 5 and parts of Precincts 6 and 7 into built form areas. The precincts and built form areas are shown in Figure 3.

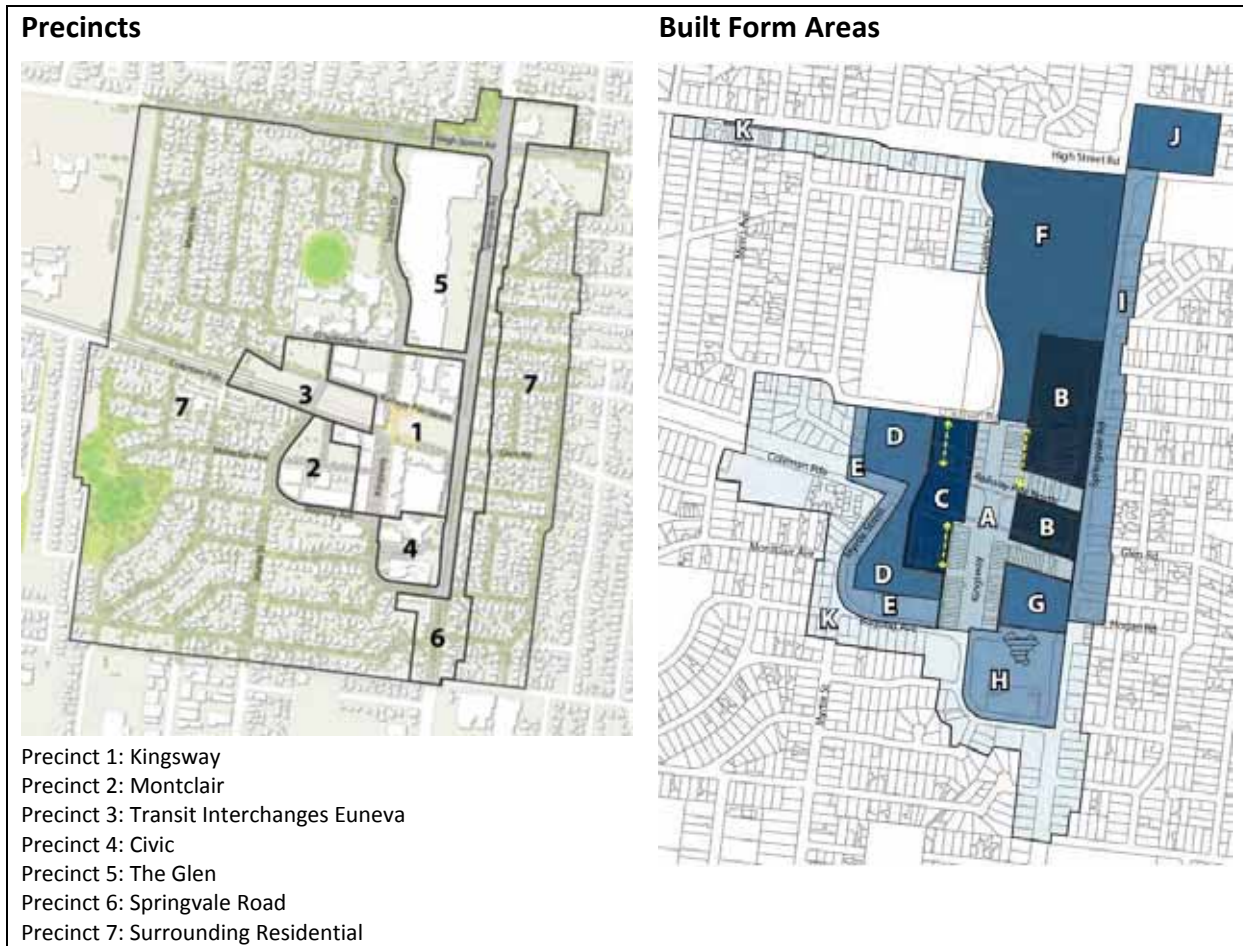


Figure 3 Structure Plan Precincts and Built Form Areas

**(iii) Glen Waverley Activity Centre Sustainable Transport Plan, September 2014**

The Sustainable Transport Plan provides a series of guiding principles to:

- give priority ~~is given~~ to sustainable transport modes within the Activity Centre
- increase integration of all modes of transport for all new development in the Activity Centre
- improve safety and accessibility for all users of the Activity Centre
- provide a sustainable model for car parking in the Activity Centre
- raise the profile of sustainable transport use.

The Plan includes objectives and strategies to achieve the principles and groups individual actions into the following six goals:

- Goal A: Provide high quality sustainable transport infrastructure.
- Goal B: Educate staff, residents and visitors about the value and opportunities to use sustainable transport within the Activity Centre.
- Goal C: Increase take-up of sustainable transport options and reduce the growth in vehicle movements (traffic) within the Activity Centre.
- Goal D: Manage parking supply to promote and encourage sustainable transport use and improve accessibility and attractiveness of sustainable travel options.
- Goal E: Develop road network improvements that result in traffic calming.
- Goal F: Promote integrated land use and transport planning.

## **2.3 Planning scheme provisions**

The Amendment proposes to:

- rezone land in parts of the Activity Centre to RGZ4, GRZ7 and GRZ8
- apply DDO12 to Precincts 1, 2, 3 (part), 4, 5, 6 (Built form area J part), and 7 (Built form area I part). DDO12 includes, among other provisions, 14 design objectives and preferred building heights, setbacks and development outcomes for each built form area.

The purposes of these zones and overlay are shown in Table 3.

Table 3 Purposes of the zones and overlays

Zones			Overlay
Residential Growth	General Residential	Commercial 1	Design and Development
<b>Common purpose</b>			
To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.			
<b>Other purposes</b>			
<ul style="list-style-type: none"> <li>To provide housing at increased densities in buildings up to and including four storey buildings.</li> <li>To encourage a diversity of housing types in locations offering good access to services and transport including activities areas.</li> <li>To encourage a scale of development that provides a transition between areas of more intensive use and development and areas of restricted housing growth.</li> <li>To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.</li> </ul>	<ul style="list-style-type: none"> <li>To encourage development that respects the neighbourhood character of the area.</li> <li>To implement neighbourhood character policy and adopted neighbourhood character guidelines.</li> <li>To provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport.</li> <li>To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.</li> </ul>	<ul style="list-style-type: none"> <li>To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.</li> <li>To provide for residential uses at densities complementary to the role and scale of the commercial centre.</li> </ul>	<ul style="list-style-type: none"> <li>To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.</li> <li>To identify areas which are affected by specific requirements relating to the design and built form of new development.</li> </ul>

## 2.4 Relevant Monash Planning Scheme amendments

### (i) Amendment C103

Amendment C103 applies to Activity Centre Precincts 1, 2 and 4 and proposes to replace the Glen Waverley Principal Activity Centre Parking Precinct Plan dated May 2008 with the Glen Waverley Principal Activity Centre Parking Plan dated June 2012, apply a new Parking Overlay Schedule 1 and change the schedule to Clause 52.06-6. Amendment C103 was adopted by Council in March 2013 and is currently subject to discussion between Council and the Department of Environment, Land, Water and Planning.

**(ii) Amendment C123**

Within the Activity Centre's commercial core, Amendment C120 proposes to:

- delete Design and Development Overlay Schedule 1 from three areas including a council owned car park site at 281 Springvale Road
- apply DDO12 to the entire area.

Amendment C123 deleted Design and Development Overlay Schedule 1 from the car park site at 281 Springvale Road on 1 October 2015 after Amendment C120 was exhibited. Amendment C123 was approved without public exhibition and under section 20(4) of the *Planning and Environment Act 1987*.

Council submitted that this element of the Amendment is no longer applicable. The Panel agrees with Council because Amendment C120 duplicates the planning scheme change that was introduced through Amendment C123.

**(iii) Amendment C125**

Amendment C125 proposes to introduce the Monash Housing Strategy 2014 as a reference document, update the Local Policy Framework and apply the residential zones based on the Housing Strategy. Council referred eight submissions to Amendment C125 to the Panel because they considered them relevant to Amendment C120.

Amendment C125 does not propose to rezone land subject to Amendment C120.

## **2.5 Ministerial Directions and Practice Notes**

**(i) Ministerial Directions**

The following Ministerial Directions are relevant to the Amendment:

**Ministerial Direction No 11 (Strategic Assessment of Amendments)**

Ministerial Direction No 11 seeks to ensure a comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces.

**The Form and Content of Planning Schemes (s7(5))**

This Ministerial Direction seeks consistent form and content of planning schemes under section 7(5) of the Act and includes local schedule templates.

**(ii) Planning Practice Notes**

**Strategic Assessment Guidelines (Planning Practice Note PPN46), June 2015**

Planning Practice Note PPN46 provides a consistent framework for preparing and evaluating a proposed planning scheme amendment and its outcomes.

**Structure Planning for Activity Centres (Planning Practice Note PPN58), June 2015**

Planning Practice Note PPN58 guides councils on the activity centre structure planning process. It covers the reasons for structure planning in activity centres, the policy context, and possible inputs and outputs of the process.

## **The Role of Mandatory Provisions in Planning Schemes (Planning Practice Note PPN59), June 2015**

Planning Practice Note PPN59 states:

*Planning schemes based on the Victoria Planning Provisions (VPP) are predominantly performance based. Planning schemes specify the objective that needs to be achieved and provide a degree of freedom on how it is achieved.*

...

*A performance based planning scheme is able to accommodate variation, innovation, unforeseen uses and development or circumstances peculiar to a particular application to produce results beneficial to the community.*

*Mandatory provisions in the VPP are the exception. The VPP process is primarily based on the principle that there should be discretion for most developments and that applications are to be tested against objectives and performance outcomes rather than merely prescriptive mandatory requirements.*

*Nevertheless, there will be circumstances where a mandatory provision will provide certainty and ensure a preferable and efficient outcome.*

*The Practice Note also provides five 'tests' to determine whether mandatory provisions are appropriate:*

- *Is the mandatory provision strategically supported?*
- *Is the mandatory provision appropriate to the majority of proposals?*
- *Does the mandatory provision provide for the preferred outcome?*
- *Will the majority of proposals not in accordance with the mandatory provision be clearly unacceptable?*
- *Will the mandatory provision reduce administrative costs?*

## **Height and setback controls for activity centres (Planning Practice Note PPN60), June 2015**

Planning Practice Note PPN60 provides guidance on applying height and setback provisions for activity centres and states:

*The application of discretionary controls, combined with clear design objectives is the preferred form of height and setback controls. Discretionary controls are more likely to facilitate appropriate built form outcomes than mandatory controls by providing more flexibility to accommodate contextual variations and innovative design.*

### **2.6 Submissions and evidence**

Mr Biles was called by Council as an expert on urban design and stated in this evidence:

- *The Structure Plan sets a sound strategic vision for the management of change and renewal in the Glen Waverley Activity Centre.*
- *The Structure Plan articulates a strategic response that contains the right ingredients to achieve the vision.*

- *The translation of this response into Am C120 establishes a sound framework for the consideration of future development proposals and guide decision making to achieve the vision.*

While many submissions opposed aspects of the Amendment, no submission directly questioned the Amendment's strategic basis.

## **2.7 Discussion and conclusion**

The Amendment has considerable support through the State and Local Planning Policy Frameworks. Specifically, the Amendment is consistent with many objectives and directions in *Plan Melbourne*.

The Amendment, as exhibited, aligns with Planning Practice Note PPN60 because it applies discretionary provisions with clear design objectives. In response to submissions, Council has since sought to apply mandatory maximum building heights along Springvale Road in Built Form Areas I, J and K of the Structure Plan. The strategic justification for these heights is discussed in Chapter 6 of this report.

The Panel concludes that the Amendment is:

- supported by, and implements, the relevant sections of the State and Local Planning Policy Frameworks
- well founded and is strategically justified subject to addressing more specific issues raised in submissions as discussed in the following chapters.

### 3 Centre-wide built form provisions

#### (i) Overview

This chapter discusses issues with centre-wide built form provisions. Chapters 5, 6 and 7 discuss whether the proposed heights and setbacks are appropriate for specific precincts.

The Structure Plan sets out a built form and urban design vision that seeks to intensify development within the central commercial core except for Area A that will have a lower rise form. Lower forms of 3–6 storeys will be scaled down in Areas E, H, I and K that interface with more sensitive residential uses and public open space. Area J has proposed heights of 4-8 storeys which reflect its strategic location along two arterial roads as well as a residential interface.

DDO12 requires buildings and works to be design in accordance with:

- building heights and setbacks specified in tables and maps to the schedule
- minimum floor heights which vary depending on land use
- building form and design provisions including minimum space between towers and maximum tower width and length
- activated laneways designed to specified setbacks
- provisions for wind and weather protection, landscaping and solar access.

The DDO12 preferred building heights are generally consistent with the indicative building heights in the Structure Plan. Table 4 provides a summary of DDO12 building heights and setbacks.

Table 4 Exhibited DDO12 building heights and setbacks

BFA	Building height	GL front setback	Upper front setback
<b>Area A</b>	4-6 storeys (15-22m)	None (up to 3 storeys)	5m
<b>Area B</b>	>10 storeys (>36m)	None (up to 3 storeys)	5m
<b>Area C</b>	>8 storeys (>29m)	None (up to 3 storeys)	5m
<b>Area D</b>	8-10 storeys (29-36m)	None (up to 3 storeys)	5m
<b>Area E</b>	4-6 storeys (15-22m)	5m	-
<b>Area F</b>	8-12 storeys (29-43m)	O'Sullivan Road: None (up to 3 storeys) Other frontages: 5m (up to 3 storeys)	O'Sullivan Road: 5m ; Other roads: 10m
<b>Area G</b>	8-10 storeys (29-36m)	Springvale Road: 5m (up to 3 storeys) Other frontages: None (up to 3 storeys)	Springvale Road: 10m; Other frontages: 5m
<b>Area H</b>	4-6 storeys (15-22m)	Springvale Road: align with landscape setting Other specified street: 5m	-
<b>Area I</b>	4-6 storeys (15-22m)	5m	-
<b>Area J</b>	4-8 storeys (15-29m)	5m	-
<b>Area K</b>	3-4 storeys (11.5-15m)	None	-

Notes: BFA: Built Form Area GL: Ground Level



**(ii) The issue**

The issue is whether the built form provisions proposed by the Amendment are appropriate for the Activity Centre and implement the objectives of the Structure Plan.

**(iii) Submissions and evidence**

Council submitted that the building heights proposed for the Activity Centre are appropriate and are supported by local policy, siting, Clause 21.06-3 of the Monash Planning Scheme:

*encourage medium to high rise development (4-10) storeys within the Glen Waverley Principal Activity Centre ... High rise should be located towards the middle of the centre*

In response to the Panel’s direction, Council presented development that was recently approved, under consideration or construction in the Activity Centre and submitted:

*the building heights and intensity contemplated in the Structure Plan and given effect by the Amendment are ... consistent with the type of development already approved, constructed and occupied in the Centre*

Table 5 Recent development and approvals within the Activity Centre

Address	Details	Status
<b>227-235 Springvale Road (The Glen)</b>	- 3 residential buildings - 10 storeys, 14 storeys - 24 storeys	Approved with conditions to reduce height of each building by 16.06 m, 4.94m 16.94m
<b>52 -54 O’Sullivan Road</b>	- 15 storeys	Permit Issued
<b>263 Springvale Road</b>	- 4 storeys	Permit Issued
<b>52 Montclair Ave</b>	- 7 storeys	Under construction
<b>54 Montclair Ave</b>	- 10 storeys	Under consideration

Council said that some recent development approvals were not in accordance with the Structure Plan and the Amendment was necessary to:

*guide and manage that change in a manner that is sustainable and which retains the essential character on the Centre even while allowing for its growth*

Council relied on Mr Biles’ assessment of the built form and urban design outcomes proposed by the Amendment:

*the urban form vision espoused in the Structure Plan, in my view, strikes that balance across the Activity Centre between areas for moderate and more substantial change. I consider an urban form that celebrates the importance of the central spine while allowing for more substantial change behind, with a gradual transition towards surrounding residential areas a credible one.*

Mr Biles assessed each Built Form Area and made some recommendations. He noted a number of DDO12 provisions that seek to maximise the built form outcomes for the Activity

Centre and mediate adverse impacts of higher forms on the public realm and adjoining properties:

- Zero ground floor setbacks are used to encourage activity on the ground floor, 5 metre front setbacks are proposed for properties along the ring road and Springvale Road to reinforce the garden city character of the centre.
- Five metre upper level setbacks above three storeys are proposed throughout the centre (except Area E) to maintain the human scale character, minimise shadowing of key public spaces and reduce wind effects.
- Proposed slender tower proportions (18–22 metres) and separation distances (10–12 metres) for good levels of access to light, air and views.
- Maintaining the fine grain within the core of the centre.
- Proposed 5 metre ground floor rear setbacks and development to scale down to adjoining residential properties.

In response to Areas B and C not having a preferred maximum building height, Mr Biles stated:

*In my view this is a valid approach, noting that different conditions such as site size, street width and solar orientation may require or enable different height and massing responses.*

Jimmy Grants Pty Ltd supported the overall building heights contained in the Structure Plan and submitted:

*In particular it supports the preferred height of 8–10 storeys for Area D... Glen Waverley is well-positioned to absorb the heights anticipated given the way in which sensitive interfaces can be managed.*

Some submissions supported lower heights of between two and four storeys in the commercial core. Mr Amerasekera sought a maximum height of two storeys in Areas A, B, G, H and I and a maximum height of four storeys in Area C, D, E, F, J and K.

#### **(iv) Discussion**

The Panel has already found in Chapter 2 that there is strategic justification for the Structure Plan. The building heights will have to take into account, among design and amenity matters, whether they provide sufficient capacity to implement existing planning policy and Structure Plan objectives. The Panel believes that the Activity Centre would need building heights greater than 2–4 storeys in many of its precincts to achieve these outcomes.

The built form of recent development and approvals has been generally consistent with the DDO12 provisions. However, the Panel considers that guiding built form provisions are needed so that future development can align with the vision set out by the Structure Plan.

The Panel agrees with Mr Biles that the rationale behind the proposed built form is credible, and that the preferred building heights are based on achieving strategic and urban design objectives while minimising negative impacts such as overshadowing and wind effects. The Panel accepts Mr Biles' reasons for supporting no preferred maximum building heights in Areas B and C.

The provision for slender tower forms and building setbacks will help mediate the scale of taller buildings at the pedestrian level, creating a more comfortable human scale experience while allowing sunlight to penetrate to footpaths.

Front setbacks for properties along the proposed ring road and Springvale Road will assist in retaining the garden city character that submitters seek to maintain.

**(v) Conclusion**

The Panel concludes that the built form provisions proposed by the Amendment are appropriate for the Activity Centre and implement the objectives of the Structure Plan.

## 4 Traffic and parking

### 4.1 Overview

The Amendment considers traffic and parking management through the *Glen Waverley Activity Centre Sustainable Transport Plan* (Sustainable Transport Plan). Its primary aim is to increase the uptake of sustainable transport travel such as walking, cycling and public transport.

The Sustainable Transport Plan provides the broad principles to achieve an uptake of sustainable transport by improving travel opportunities and encouraging people to make fewer trips by private vehicles.

The Panel was surprised that VicRoads did not wish to make a formal submission or attend the Hearing considering the potential implications to its arterial road network. VicRoads noted that it generally supports the intent of the Amendment, and was keen to work with Council and the community on the Sustainable Transport Plan.

In this chapter, the term ‘through-traffic’ means traffic that travels through the Activity Centre to avoid congestion on the main roads. A more specific definition is provided later in this chapter. Submissions and evidence refer to this term as ‘rat running’. The future road network, including the ring road shown as Collector Level 2, is shown in Figure 4.



Figure 4 Future Road Network

## 4.2 The issues

Issues raised in submissions principally focused on:

- how the Structure Plan will accommodate future traffic
- the suitability of the proposed ring road, road hierarchy and staging of works
- localised traffic congestion and safety on the surrounding road network
- impacts on bus services, associated with the proposed road closure of Railway Parade North
- maintaining access for the elderly and mobility impaired, in particular, locating the off-street car parks adjacent to the ring road may be too far for these pedestrians to access the centre
- parking issues
- appropriateness of accessing multi deck car parks from the ring road.

## 4.3 Traffic

### (i) The issues

The issues are:

- whether there is sufficient traffic information to understand the traffic impacts resulting from development envisaged by the Structure Plan within its 20-year horizon
- whether the proposed road network, including the ring road will:
  - adequately address existing through-traffic issues and future traffic volumes

- enable bus services to operate effectively during and after construction.

**(ii) Submissions and evidence**

The Panel initially identified that the Amendment was not supported by traffic modelling based on future traffic volumes. The Panel subsequently directed that Council provide at the Hearing details on how traffic volumes and bus routes will be distributed throughout the Activity Centre.

Council engaged Mr Brownlie of Salt as a traffic engineering expert. Mr Brownlie's evidence principally focused on through-traffic analysis including estimated daily traffic flows on selected streets, a sensitivity analysis and redistribution of traffic once the ring road is complete. His analysis used existing traffic data and did not take into account traffic volumes that would be generated from future development within the Structure Plan's 20-year horizon.

During the Hearing, the Panel requested traffic modelling based on the ultimate development of the centre. Council subsequently provided the Panel with further traffic modelling information prepared by Salt, which was again based on existing traffic surveys and not on future traffic volumes.

Ms Saloumi submitted that the traffic evidence and modelling does not take into account traffic generated by major developments already approved in the Activity Centre. Ms Thompson and several other submitters noted:

*We are not convinced that the development has made allowance for greatly increased traffic levels and parking that are bound to arise*

Some submitters were concerned that more intense development along the east side of Springvale Road may lead to further congestion and potential safety issues, particularly for vehicles being rear ended as they slow down to enter new developments.

Mr Brownlie referred to an origin-destination survey which was undertaken during peak periods between 7.30am–9.30am and 3.00pm–6.00pm on Friday 13 December 2013 to quantify through-traffic volumes. The survey defined through-traffic as vehicles which stayed less than 15 minutes in the Activity Centre and recorded them accordingly.

At the Hearing, Mr Brownlie stated that the 15 minute window included local traffic such as motorists who were dropping off or picking up from the school or railway station and some delivery vehicles.

Mr Brownlie acknowledged that due to the existing road layout and location of the railway line, residents living west of the Activity Centre would legitimately use Coleman Parade, Kingsway, Railway Parade North and other local roads to access the arterial road network, in particular, Springvale Road.

A number of seven-day vehicle surveys were undertaken from 13 to 19 December 2013.

A consolidated summary of Mr Brownlie's traffic data (traffic survey data and estimated daily movement without through-traffic) is shown in Table 6.

Table 6 Existing and estimated daily traffic volume with and without through-traffic

Location	Existing Avg Daily Volume (vehicles per day)	Est. Daily Volume without through-traffic (vehicles per day)
Kingsway North End (Sneddon)	13,348	1,984 – 2,480
Railway Parade North (East)	9,565	2,328 – 2,910
Coleman Parade (East)	5,004	816 – 1,020
Coleman Parade (West)	9,274	2,600 – 3,250
Kingsway (adjacent to IKON)	12,577	1,224

He said that closing Railway Parade and Coleman Parade (east of Kingsway) would remove through-traffic routes and contribute to the future development of the Activity Centre and stated:

*The removal of ‘rat running’ traffic through the centre would have a significant and beneficial impact on:*

- *Vehicle accessibility*
- *Travel times*
- *Pedestrian and bicycle accessibility/amenity*
- *Safety for all road users.*

He added:

*The existing road hierarchy contribute to traffic congestion within the existing Centre with the Kingsway, Railway Parade North and Coleman Parade acting as alternatives to High Street Road, Springvale Road and anecdotally Waverley Road in the south, with approximately 60 per cent of observed traffic using these road as a ‘rat run’.*

*The future road hierarchy will allow appropriate access to and through the Centre while discouraging ‘rat running’ and maintaining appropriate access for residents/staff and visitors of the Centre.*

Mr Brownlie acknowledged that closing Railway Parade North would impact bus services and provided a table showing the distance and travel time each bus route would experience using the ring road. One bus route would be 296 metres shorter (or 26 to 36 seconds less), while four other bus routes would be over 330 metres longer (or 30 to 40 seconds more). Travel times were determined based on buses travelling at a constant speed of 30 or 40 km/h. Mr Brownlie stated:

- *numerous mitigating works could be implemented during detail design to improve travel times*
- *the proposed road network will reduce vehicle congestion within the centre*
- *introducing bus priority measures will significantly improve bus operations at:*
  - *High Street Road/Sneddon Drive*
  - *High Street Road/Springvale Road*

– *Springvale Road/Kingsway.*

In its written submission Public Transport Victoria did not object to Glen Waverley Railway Station being redeveloped and the station and railway line being lowered but noted that these works would be a low priority and are not funded. It did not support closing Railway Parade North as a diversion to the ring road because it would:

- increase journey distances and times
- place buses in conflict with each other (due to terminal loops) and other traffic
- disadvantage the service to housing and infrastructure along Springvale Road and the Activity Centre.

Dr Cheah submitted that the methodology in the traffic evidence was flawed and further traffic analysis should have been undertaken at different times. She added that additional traffic management and road network options should have been considered instead of a single solution. Some submitters questioned whether a ring road is feasible or practical to provide the ‘missing link’ at the railway line. Dr Cheah submitted that there would be no need to construct the ring road if the central car park was developed differently and if there was an overhead bridge to access the Ikon building.

In their submissions, Ms Saloumi and Dr Cheah provided an extensive list of short trips which should not be considered as ‘rat runs’. Ms Saloumi believed that Coleman Parade provides a perfect route to the railway station and Activity Centre for residents who live east of Springvale Road. Ms Saloumi noted that she uses O’Sullivan Road when accessing the Activity Centre.

**(iii) Discussion**

The Structure Plan provides a 20-year vision for the centre however, no information was provided to ascertain traffic generation for the ultimate development scenario. It is important to understand the Activity Centre’s future traffic generation so that it can be comprehensively assessed with the proposed road hierarchy and associated infrastructure upgrades that may be required.

Estimated future total floor area and associated land use would help profile traffic generation and its impacts on the road network and whether the proposed road network has sufficient capacity to accommodate future traffic growth. For example, the future road hierarchy identifies that the ring road design traffic volume would be 3,000 to 7,000 vehicles each day. However, it is not clear whether future traffic volumes generated by the development over 20 years will be within this range.

The proposed ring road is intended to provide an alternative route to Kingsway and allow for better pedestrian and cycling facilities, including a shared zone on Kingsway between Coleman Parade and Railway Parade North. The ring road would also provide primary access to proposed multi-level off-street car parking facilities minimising the need for traffic to circulate along Kingsway.

The Panel considers the principles behind the road hierarchy are well founded. Encouraging the majority of Activity Centre traffic to use the ring road to access multi-level car parks and discourage travel along Kingsway is sound planning. Submissions that questioned the ring road’s feasibility did not provide sufficient reasons. The Amendment does not propose a



development contribution plan to fund the ring road therefore whether it is feasible is a matter for a separate Council process.

Kingsway North currently has an average daily traffic volume of 13,348 vehicles per day and Kingsway South has 7,141 vehicles per day. These figures exceed the upper limit for a Collector/Connector Level 2 Street of 3,000 to 7,000 vehicles per day. Through-traffic was calculated to be in the order of 60–80 per cent of overall traffic, however the actual level of non-local traffic using the Activity Centre network is likely to be significantly lower. This means that a higher number of vehicles than expected will remain on the Activity Centre’s local roads. Council should further investigate the extent of this variation.

The Panel accepts that the Activity Centre is experiencing a considerable level of through-traffic during peak times. The estimated daily traffic volumes without through-traffic appear low for a vibrant, busy shopping complex with over 2,300 parking spaces which the majority are well used, a railway station, bus interchange and The Glen shopping centre.

The methodology to determine through-traffic over represents non-local traffic and requires further investigation. If a far greater portion of the overall traffic is local, the proposed traffic redistribution across the network should be reviewed as potentially these vehicles will continue to remain on the local road network.

A review of the traffic survey data shows, average weekday traffic flow for:

Railway Parade North:	9,565 vehicles per day
Coleman Parade <sup>1</sup> :	<u>5,004 vehicles per day</u>
Total:	14,569 vehicles per day

The proposed road closures of Railway Parade North and Coleman Parade east of Kingsway would need over 14,500 vehicles each day to be redistributed across the road network. The road network, including the ring road, should be designed so that the existing and future traffic volumes can be managed effectively without compromising accessibility for Activity Centre traffic.

The Panel was not provided with sufficient traffic information to determine the impacts of redistributing traffic on other Activity Centre roads and the surrounding arterial road. This includes signalised intersections at High Street Road/Sneddon Drive, High Street Road/Springvale Road and Kingsway/Springvale Road.

The Panel considers that enhancing pedestrian and cycling facilities along Kingsway, the primary retail and restaurant strip, would improve safety and amenity and encourage a ‘modal shift’ away from the current vehicle dominated road space. The section of Kingsway at the shared zone facility in front of the Glen Waverley railway station linking the proposed open space would need a significant reduction in traffic for it to operate safely.

The proposed road closures are intended to redistribute traffic onto the same routes used by buses. Mr Brownlie’s figures help provide an understanding of bus impacts based on reduced or increase distances. Traffic modelling for the ultimate development scenario

---

<sup>1</sup> Between Kingsway and Springvale Road

would enable Council and Public Transport Victoria to better understand potential bus service impacts so that suitable measures can be implemented.

Further consultation between Council and Public Transport Victoria and VicRoads would help resolve issues associated with bus services operations.

### **Staging of works**

There are four major stages proposed for road network improvements, generally consisting of Stages 1-3 involving enhancing pedestrian and cycling facilities along Kingsway and other minor roadworks, and Stage 4 ring road 'missing link' across railway reservation.

The Panel notes that the Kingsway shared zone is to be implemented in Stage 1 but it has significant concern with this strategy. In particular:

- At this location, the existing traffic volume is around 12,500 vehicles per day. Shared zones should carry no more than 1,000 vehicles per day according to the road hierarchy plan.
- There is no viable alternative north-south route through the Activity Centre. Motorists would need to detour onto Springvale Road.

No evidence was presented to the Panel showing how over 90 per cent of traffic currently using this section of roadway would be redistributed to other roads and it is questionable whether this level of redistribution can be realised. If the majority of traffic continues to use this section of roadway, greatly exceeding the desirable 1,000 vehicles per day, there are likely to be pedestrian safety issues.

As staging works continue, assuming Railway Parade North is closed and the ring road has yet to be constructed across the railway line, public bus services would need to travel through the shared zone. While operating bus services in shared zones is not mentioned in VicRoads design guidelines; confirmation from VicRoads and Public Transport Victoria should be sought regarding the adequacy of this scenario. Additional bus travel time delays and pedestrian safety issues, are likely to be major concerns for both agencies.

The Panel believes that the staging strategy should be reviewed to ensure a safe and functional road network is maintained.

### **(iv) Conclusion**

The Panel concludes:

- Traffic modelling based on ultimate development within the Structure Plan's 20-year horizon is needed to determine whether proposed road network and associated infrastructure upgrades would be capable of accommodating future traffic volumes.
- The principles behind the road hierarchy are well founded.
- Encouraging the majority of Activity Centre traffic to use the ring road to access multi-level car parks and discourage travel along Kingsway is sound planning.
- Council should investigate in more detail the impacts of traffic redistribution resulting from its road changes on the Activity Centre's local roads and surrounding arterial road network.

- Council should further consult with Public Transport Victoria and VicRoads to help resolve issues associated with bus operations.
- The staging strategy should be reviewed to ensure a safe and functional road network.

#### **4.4 Car parking**

##### **(i) The issue**

The issue is whether the Structure Plan adequately responds to future car parking needs.

##### **(ii) Submissions and evidence**

Mr Brownlie's evidence and background reports provide a comprehensive parking analysis. A detailed parking inventory of 2,301 spaces was broken down into seven local precincts and occupancy surveys were conducted on Friday 13 December 2013 from 11am-11pm, including duration of stay/utilisation rates.

Mr Brownlie stated that there is adequate car parking across the Activity Centre however, the location of parking spaces did not always align with areas for parking demand. He referred to survey data which showed 90–100 per cent peak occupancy levels at the centre's southern end. He noted that Council is currently collecting monies to construct a 400 space multi-deck car park near Myrtle Street/Coleman Parade to address this imbalance.

The Sustainable Transport Plan identifies a range of options to improve the overall management of parking supply. Mr Brownlie said that Council could install dynamic signs showing the number of available spaces at major car parking stations as well as improved public amenity to increase usage of underutilised parking areas by providing attractive and well-lit pedestrian networks.

In relation to the loss of parking spaces associated with streetscape works and redevelopment, Mr Brownlie stated that on-street parking is to be rationalised and existing on-street spaces relocated.

Several submitters noted the difficulty in finding a parking space, particularly at the southern end of the Activity Centre and were unsure if sufficient parking would be provided to meet the needs of future development in the Activity Centre.

Ms Perks submitted that existing street parking is problematic and she expected it to worsen with additional development. Ms Nicholas considered *"Traffic volumes and car parking space are currently at saturation point"*.

At the Hearing, Dr Cheah and Ms Saloumi said that there may be potential issues with multi-deck car parks including accessibility for people with mobility issues and general personal safety issues. Council responded that the Structure Plan includes strategies and actions for safety and accessibility for people with all levels of mobility.

##### **(iii) Discussion and conclusions**

The Panel acknowledges the difficulty motorists may experience finding a parking space at the Activity Centre southern end but agrees with Mr Brownlie that dynamic signs would

minimise motorists circulating searching for a parking space and generally enhance motorists understanding and comprehension of where they can readily find a parking space.

The proposed 400 space multi-deck car park near Myrtle Street/Coleman Parade should provide more opportunities for residents and customers to find a parking space. The Panel accepts that there would be no loss of parking because car parking spaces would be relocated as part of the Activity Centre redevelopment.

Convenient on-street parking will still be provided along Kingsway. Council, as part of its overall management of the parking supply may elect to provide additional accessible/disabled parking spaces along Kingsway to provide more opportunities for the elderly and mobility impaired to park close to where they would like to shop or visit.

The Panel is satisfied that safety and access measures can be applied to car parks. The Structure Plan has strategies and actions that seek to enhance safety such as good lighting levels, signage, landscaping and active street frontages for new developments.

The Panel finds the proposed parking management strategy to be reasonable and acknowledges that it a fine balance to meet the needs of all car park users.

The Panel notes that the State parking rates in the Victoria Planning Provisions and all planning schemes were changed while the Structure Plan was being prepared. The Panel believes that their use is suitable for the Activity Centre, however it is acknowledged that Parking Precinct Plans 1,2 and 3 still operate until the new Parking Overlay Schedule 1 and schedule to Clause 52.06-6 are introduced through Amendment C103.

Future car parking demand is unknown. The Panel is unable to conclude what the proposed parking supply will be and if it will be sufficient to meet future demand, particularly shopping and retail demand which traditionally would park on the street or in public car parks.

#### **4.5 Recommendations**

The Panel recommends:

**Before adopting the Amendment, Council conduct further traffic and parking modelling to ensure that proposed road changes and measures can adequately manage traffic and parking resulting from future development envisaged by the Glen Waverley Activity Centre Structure.**

## 5 Commercial core

The Activity Centre's commercial core, located west of Springvale Road, comprises Precincts 1 to 5 and includes Built Form Areas A, B, C, D, E, F, G, H and K (part).

### 5.1 The issues

The issues are whether the proposed built form provisions and public open spaces are appropriate.

### 5.2 Built form provisions

#### (i) Evidence and submissions

Mr Biles endorsed the built form guidance for Areas A, H and K and supported a masterplan for the transit interchange area. Mr Biles recommended that DDO12 be changed to:

- add a shadow requirement for Area B to maintain solar access of north-facing footpath of Coleman Parade between 9.00am and 3.00pm
- realign the boundary between Areas C and D along the property boundaries so that Euneva car park is located in only one area
- identify the Council owned car park to the south of the RSL as a key site
- increase the street frontage along Myrtle Street to 4 storeys to create a consistent streetscape with the RGZ4 area to the south and west
- specify a side setback condition for lots fronting O'Sullivan Road
- recognise the importance of the north-east corner of The Glen as a gateway to the Activity Centre from the north
- encourage external spaces and outward facing shopping, dining and entertainment along the existing blank interfaces of The Glen.

At the Hearing, Council submitted that it accepted the recommendations of Mr Biles.

Many submissions opposed the building heights proposed for the commercial core because they considered them to be too tall and out of context with Glen Waverley's suburban context. They argued that lower heights would be more appropriate. Some submitters were concerned that Areas B and C were expressed as being higher than 8 and 10 storeys, without a reference to an upper height limit. Ms Sanguinetti submitted that not having maximum heights for Areas B and C:

*is a major concern as plans are before council applying for high rise development well in excess of these figures...the 23 storey high rise tower submitted to Council by the developer promises to be a permanent blight on our landscape.*

Mr Salkin had a similar concern:

*I fear the proposed height of buildings is going to lead to a bad outcome for residents... What is proposed for Area A is the sort of scale that would be more appropriate for the entire precinct.*

**(ii) Discussion**

Springvale Road creates a 25 metre separation between the commercial core and the medical/office precinct along the eastern side of the road. The surrounding residential area to the west creates a buffer between the taller form in the commercial core and residential areas outside the Activity Centre. The Panel considers there is sufficient distance between the commercial core and residential areas outside of the Activity Centre to minimise the visual impact of taller built form. Residential areas within the Activity Centre should not expect the same amenity as residential areas beyond the Activity Centre's boundary.

The Panel accepts Mr Biles' recommendations for the commercial core area.

**(iii) Conclusion**

The Panel concludes:

- The proposed building heights and setbacks in DDO12 for the commercial centre are appropriate for managing growth while minimising adverse impacts.
- In Areas B and C, heights of more than 10 and 8 storeys are appropriate because the sites are located away from sensitive residential uses and should be assessed on based on the permit application.
- An additional overshadowing provision for Coleman Parade in Area B should be included in DDO12.

**5.3 Public open space****(i) Overview**

The Structure Plan Background Report identified a lack of open space within the Activity Centre:

*The open space catchment analysis indicates that there are major gaps in the provision of open space across the Glen Waverley Activity Centre. Providing substantial open space within 400 metres of dwellings is a standard adopted in the design of new neighbourhoods. Although Glen Waverley is an established area ... it is not close to achieving this standard.*

The Structure Plan identifies that urban and green public open space is vitally important for the well being and enjoyment of residents and visitors. The objective is:

*To provide a range of public and civic spaces that promote community gathering and interaction, and reflect Glen Waverley's character.*

Strategies identified in the Structure Plan include:

- establishing new public gathering spaces, public plazas and a public square
- providing new green public open space
- enhancing Bogong Reserve and improving links to and from the park
- providing meeting areas for youth, families and the aged
- establishing a strong landscape character for the proposed ring road.

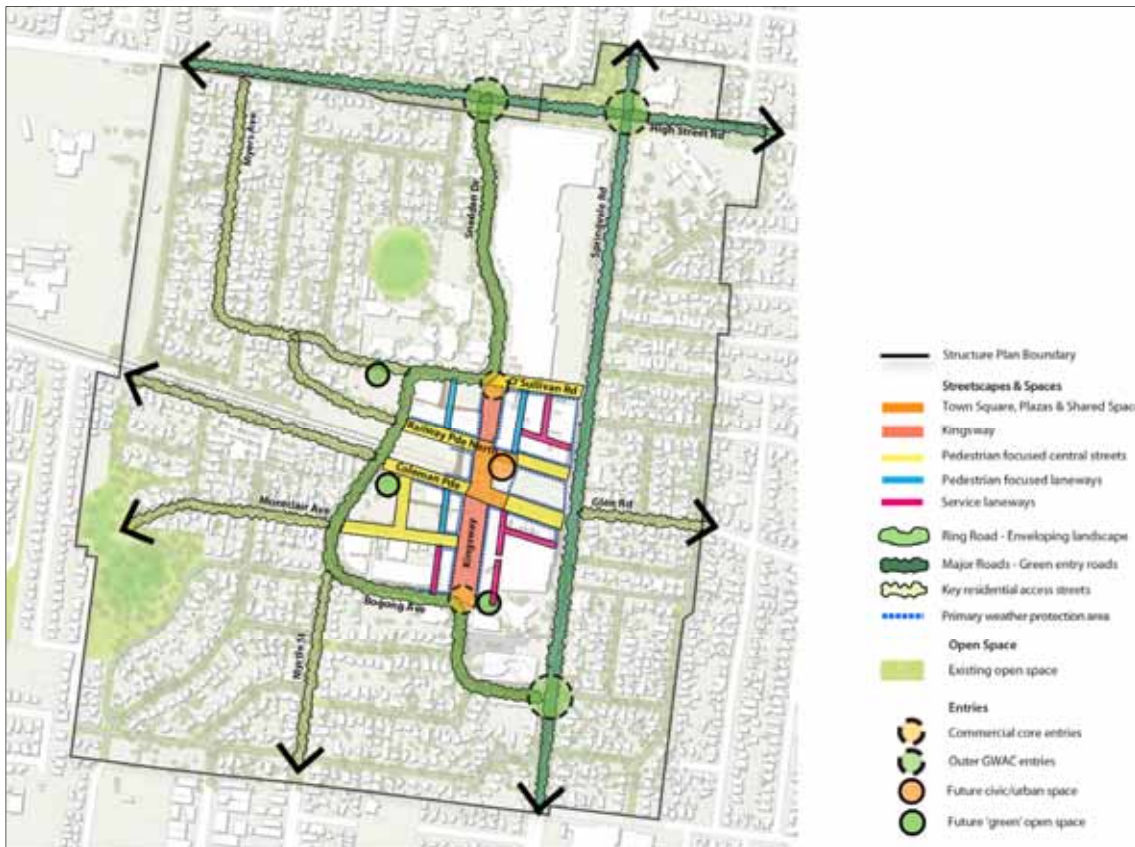


Figure 5 Public Realm Plan

The Structure Plan proposes a new town square or plaza on part of the Council owned central car park site at 281 Springvale Road, located in Area B between Coleman Parade and Railway Parade North, as shown in Figure 5. Additional space will be contributed to the plaza through the proposed partial closure of Coleman Parade and Railway Parade north to vehicular traffic.

**(ii) Evidence and submissions**

Mr Biles supported the public realm plan and town square concept and stated:

*... the provision of a key public space in this location has significant merit ... and has the potential to become the 'civic heart' of Glen Waverley.*

He did not consider a public space the size of the entire carpark would deliver a vibrant mix use centre envisaged by the Structure Plan and stated:

*... the square need not be large ... in my opinion a minimum of 15000sqm in area on the car park site itself could suffice ... a more enclosed and intimate space has the potential to be more engaging and increases opportunities for human interaction.*

Mr Biles added that the success of the plaza will also be determined by the way new buildings on the remainder of the site will define, address and animate its edges. He suggested:

*further public space can be added through the reclamation of adjoining road space to assist in integrating it into a broader network of improved streets and spaces, including the new space approved at the south-west corner of The Glen as part of the recent planning permit.*

Many submissions considered there was inadequate public open space in the Activity Centre to meet the needs of future occupants. They opposed the central carpark being developed because they believed it should be used for open space. Mr Hughes submitted that the central carpark site should become a grassed park, using the existing trees. Mr Bannister who generally supported the Amendment, submitted in relation to the central car park:

*we now have the opportunity to make it the focus of this redevelopment in a manner similar to the town squares and piazzas of many great cities of Europe.*

Submissions 13, 20, 24, 33, 35 and 43 included the same document entitled 'A Community Proposal for an Alternative Vision for the Central Car Park and the Glen Waverley Activity Centre'. The submissions requested the entire central carpark site become an open green space that could be used as community gathering space and for activities such as Tai Chi and Yoga. Their submissions raised the importance of open space to health and wellbeing as well as providing for intercultural interaction and stated:

*Children's needs in particular have been excluded at a time of rising concerns in relation to Australia's "Obesity Epidemic", since the plan offers no opportunity for them to be active.*

They provided examples of parks in China and neighbouring municipalities. They suggested an underground car parking beneath the open space and locating the new library to Mulgrave.

### **(iii) Discussion**

Council has identified three sites within the centre for future green open space, a new urban plaza on part of the central car park site, a pedestrian priority street along Kingsway, and the closure of Railway Parade North and Coleman Parade at Kingsway to create additional pedestrian plaza space. There is also additional public space approved as part of The Glen redevelopment along O'Sullivan Road. Green open space along High Street Road on the corner of Springvale Road is within walking distance of the proposed redevelopment sites in the commercial core. The Panel supports the public realm plan because it would provide visitors and residents with a choice of green or more urban open spaces within the Activity Centre.

The Panel agrees with Mr Biles that the proposed town plaza should be at least 20 per cent of the car park site. A more intimate space that is well used increases social interaction as well as perceived levels of personal safety. The Panel supports the proposed community hub as part of the redevelopment of the car park as it will serve a diverse demographic and will encourage people to use the plaza space.



Allowing development over part of the carpark site provides an overall greater public benefit than reserving the whole site as public open space, achieving other strategic planning objectives, including:

- locating housing close to public transport and employment opportunities in line with State Planning objectives
- meeting local housing targets
- reducing reliance on car trips for daily errands
- integrating the built form between the north and south of the centre
- improving activity and safety within the centre.

Regarding the provision of open space to meet the needs of families, the Panel believes that the town plaza would include programs appealing to families and children and that sporting opportunities are offered within short distances to the centre such as the Waverley Football ground, Monash Aquatic and Recreation Centre and Waverley Little Athletics Centre.

#### **(iv) Conclusions**

The Panel concludes:

- The public realm plan allows for additional and well designed open spaces to be appropriately located to meet community needs
- Public open space on a minimum of 20 per cent of the central car park would provide adequate and useable space where the community can interact.

### **5.4 Recommendations**

The Panel recommends:

**Amend the Glen Waverley Activity Centre Structure Plan to specify that a minimum of 20 per cent of 281 Springvale Road, Glen Waverley be used as public open space.**

**Amend Design and Development Overlay Schedule 12, as shown in Appendix B, to:**

- a) **Add new provision in Clause 2.0 (Building and works) to maintain solar access to the north-facing footpath of Coleman Parade between 9.00am and 3.00pm on 21 September.**
- b) **Change the 'Glen Waverley Activity Centre Building Height and Setback Precinct Plan' to realign the boundary between Area C and Area D so that Euneva car park is located in only one area.**
- c) **Change Clause 3.0 (Development within Built Form Areas) to:**
  - **Identify the Council owned car park to the south of the RSL as a key development site.**
  - **Increase the street frontage along Myrtle Street to 4 storeys.**
  - **Recognise the north-east corner of The Glen as a gateway to the Activity Centre from the north.**
  - **Encourage the blank external interfaces of The Glen to be activated by external spaces and outward facing shopping, dining and entertainment.**

## 6 East of Springvale Road

### 6.1 Overview

The Amendment proposes to rezone the properties along the east side of Springvale Road, Areas I, J and K south of Hogan Street. Areas I and J are to be rezoned from GR22 to GRZ8. The purpose of the rezoning is to encourage housing growth through apartments and to accommodate development of medical uses. DDO12 includes preferred heights and setbacks that scale down to adjoining residential interfaces to maintain residential amenity. In Area I the preferred height is between 4–6 storeys (15–22 metres) and in Area J the preferred height is 4–8 storeys (15–29 metres).

After considering submissions, Council subsequently:

- reduced the maximum building heights proposed for Built Form Area I (between High Street Road and Hogan Street) from 4–6 storeys to 3–4 storeys with a maximum of 13.5 metres
- reduced the maximum building heights proposed for Built Form Area J (Mountain View Hotel) from 4–8 storeys to 3–4 storeys with a maximum of 13.5 metres.

Area K south of Hogan Street is proposed to be rezoned from GR22 to RGZ4, with the objective of intensifying residential development. The front, side and rear setbacks are consistent with those provided in DDO12 for Areas I and J.

### 6.2 The issues

The issues are:

- whether the DDO12 built form provisions are appropriate
- whether planning scheme zones in the surrounding residential area can implement the relevant objective, strategies and actions in the Structure Plan.

### 6.3 Building form provisions

#### (i) Evidence and Submissions

##### Area I and J

Council submitted the strategic importance of Area J:

*The Mountain View Hotel is a significant site in the Activity Centre and is located approximately 700 metres from the Glen Waverley Station. This property forms one of the key corners of High Street Road/ Springvale Road intersection and is an important entry point into the Activity Centre*

Mr Biles supported Council's resolution to reduce the heights in Area I and J to a lower maximum height of 4 storeys (13.5 metres), although he recommended applying 'preferred' (not mandatory) heights.

At the Hearing, Mr Biles used the urban design ratio of 1:1 to show that a twenty-metre-wide road such as Springvale Road could accommodate building heights of 20 metres or 6–7 storeys, and still achieve a human scale streetscape. He stated that the reduced 4 storey height, although modest, would still be able to define a built form edge to the east side of

Springvale Road and give it sufficient presence. He stated that the new lower heights would create:

*... a comfortable scale transition to the residential hinterland easier, as well as the management of residential amenity to the east*

Mr Biles' evidence included diagrams that demonstrate potential overshadowing from 3 and 4 storeys on adjoining residential properties. Mr Biles informed the Panel that he had not tested overshadowing for the taller exhibited heights.

APV Nominees Pty Ltd submitted that it strongly preferred the exhibited 4–6 storey discretionary heights over the more restrictive mandatory 4 storey building height. It added that adjoining properties would be protected from potential impacts of 4–6 storey developments through provisions, such as setbacks, proposed in GRZ8. APV Nominees submitted that Council did not explain or justify its lower mandatory building heights. It referred to the objective to create a sense of arrival in the exhibited Clause 22.14 and considered the reduced height:

*... does not enable a scale of development that will balance; with that envisaged on the eastern side of Springvale Road, thereby undermining the opportunity to create a 'sense of arrival'.*

Eleven submissions opposed the exhibited 4–6 storeys because they considered it was too tall and would adversely impact adjoining properties. They preferred a height of 3–4 storeys. Mr Lake considered a 6-storey development not in keeping with existing adjoining residential properties while Ms Perks submitted:

*... 6 storeys along the eastern side of Springvale Road would have horrendous effects on the liveability of residents in the streets off Springvale Road ... it would destroy the privacy and ambience of our rear gardens.*

Mr Kaminski noted the land slopes downward toward adjoining properties east of Springvale Road and a 4–6 building would cause undue overshadowing. Two petitions provided specific details about such impacts:

*Unreasonably, directly impacting on the adjacent properties in terms of vision, natural light, shadowing, privacy ... the creation of 4-6 storey high buildings adjacent to one or two storey buildings is totally disregarding the natural rights of adjacent land owners.*

### **Area K (south of Hogan Street)**

The Amendment proposes to rezone the residential area south of Hogan Street to RGZ4 with mandatory setbacks and an 11.5–15 metre height limit. Council subsequently changed the height to 3–4 storeys (13.5 metres).

Several submitters opposed the 3–4 storey heights proposed for this Area as being too low, suggesting that Areas I and K should be treated consistently (4–6 storeys), particularly in creating a viable and high quality streetscape along the eastern side.

Mr Andrews argued that the proposed building heights of 3–4 storeys with a maximum of 13.5 metres was too low for such a strategic location. He added that the exhibited heights

of 4–6 storeys would be more commercially viable and would result in better quality development and submitted:

*We are talking about the dead centre of Glen Waverley, directly opposite the train station, bus terminal, Monash Council offices, shopping centre, schools and cinema ... to suitably benefit from this strategically placed position it should continue at 4-6 storeys if not higher to at least Waverley Road*

*To achieve this balance of high quality office, medical and residential and retail mixed use ... a minimum of 6-8 storeys along the East side of Springvale Road would be ideal.*

At the Hearing, Mr Andrews submitted Council’s consultation material regarding the draft Structure Plan that showed Area I with proposed heights of 4–6 storeys.

Mr Griffith supported extending GRZ8 south of Hogan Street to achieve a uniform built form along Springvale Road. Mr Andrews opposed the ground level setback being increased from 1 metre to 5 metres, as proposed by the Amendment. Mr Griffith shared Mr Andrew’s view and added that this increase would result in too much unusable land.

Mr Choudhary submitted:

*3-4 storey development will obstruct and block the sunlight and breeze and cause overshadowing for the properties at the rear of Park Street.*

**(ii) Discussion**

**Area I**

Area I currently has a mixture of single and two-storey houses, many of which have been converted for commercial and medical uses. It is strategically located directly across from the Activity Centre’s commercial core where medium to high rise development is proposed.

The Panel measured the width of Springvale Road as ranging between 25 to 30 metres and agrees with Mr Biles that, from the Springvale Road perspective, properties along the road could comfortably accommodate heights of 6–7 storeys. However, their eastern boundaries are shared with 1–2 storey residential properties and this interface needs to be addressed. The Panel reiterates that the adjoining 1–2 storey residential properties are located in the Activity Centre and should not be expected to experience the same amenity as residential properties outside the centre. However, the Panel has taken into account:

- properties along Springvale Road are relatively shallow, ranging from approximately 33–52 metres
- land slopes downwards away from Springvale Road
- GRZ8 includes the following decision guideline:

*Properties abutting secluded open space of properties zoned General Residential Zone must provide ground level setbacks capable of supporting screening vegetation and transitional upper level setbacks to maintain the amenity of adjoining residential properties.*

The Panel supports the exhibited 5 metre rear setbacks which seek to minimise the impact of development along adjoining properties by providing a ground level setback for

landscaping and trees. This exceeds the 1 metre ground level setback found in Clause 55 (commonly known as ResCode) of the Planning Scheme.

Additional setbacks are provided for each storey to address the potential impact of higher built forms. The Panel considers the preferred setbacks specified in DDO12 align with the overshadowing diagrams provided by Mr Biles. The diagrams showed that development at 4 storeys began to overshadow adjoining properties. It would have been useful if shadows cast from developments of 5 and 6 storeys were compared with those cast at 4 storeys.

The Panel notes that different building envelopes could produce a smaller shadow, and that higher forms designed to minimise overshadowing could be accommodated. An evaluation against ResCode design standards A14 and B21 would have been useful to indicate the extent of the overshadowing of private open space. This would have indicated whether permit applications of 4–6 storeys should be considered or whether built form of 3–4 storeys should be mandatory.

When taking into account Mr Biles' evidence and the absence of overshadowing diagrams for buildings beyond 4 storeys, the Panel considers that properties along Springvale Road can comfortably accommodate 4 storeys and there may be some circumstances for up to 6 storeys, particularly on consolidated sites. The Panel notes that not all properties are equal and there may be circumstances to increase setbacks or reduce building heights to respond to potential impacts on adjoining properties. Each property would be considered on its own merits as part of a future permit application. The Panel finds that there is insufficient justification for mandatory heights along Springvale Road when assessed with the criteria in Planning Practice Notes 59 and 60.

The Panel therefore agrees with Mr Biles that:

- building heights along Springvale Road should be lowered to 4 storeys to address amenity impacts on adjoining properties while maintaining sufficient urban definition along the east side of Springvale Road
- heights should continue to be 'preferred' so that Council can consider proposals that exceed the preferred height while achieving relevant policy and provisions.

## **Area J**

Area J is identified as a key redevelopment site, forming:

*... one of the key corners of High Street Road/ Springvale Road intersection and is an important entry point into the Activity Centre.*

The Panel considers the 13,455 square metre site on the corner of Springvale Road and High Street Road, large enough to accommodate forms higher than 4 storeys. Potential amenity impacts such as overshadowing on adjoining properties could be addressed through building design, siting and setbacks that could scale down to lower residential forms. One way to address both the site's prominent location and residential interface would be to provide a lower built form of 3–4 storeys to its northern and eastern boundaries, and taller built forms closer to the corner of Springvale Road and High Street Road. A taller built form closer to the intersection would achieve a 'sense of arrival' to the centre and address concerns of overshadowing of adjoining properties sought by the exhibited Clause 22.14. This aligns

with the proposed DDO12 development outcome for buildings to scale down to adjoining residential interfaces to allow for transition in height and maintain residential amenity.

The Panel supports the exhibited preferred building heights of 4–8 storeys in Area J if a provision is included to address potential overshadowing on adjoining properties.

### **Area K (south of Hogan Street)**

The Panel notes that the Amendment seeks to manage building heights for Area K through RGZ4. DDO12 does not apply to Area K east of Springvale Road. The Panel considers that Area K should be consistent with the built form along Springvale Road in Area I. For reasons provided for Area I, it would normally support preferred (not mandatory) building heights of 3-4 storeys in Area K (south of Hogan Street). However, the Panel is conscious that RGZ4 is proposed to be applied to different areas in the Activity Centre and removing the mandatory building height in this schedule could result in unintended consequences to these areas.

### **(iii) Conclusions**

The Panel concludes:

- The proposed setbacks in GRZ8, RGZ4 and DDO12 are appropriate for maintaining the amenity of adjoining residential properties at heights above 4 storeys.
- For Area I, a discretionary height limit of 4 storeys should apply.
- For Area J:
  - The exhibited height provisions are appropriate.
  - Adjoining residential properties should be protected from unreasonable overshadowing.
- For Area K (south of Hogan Street), the exhibited mandatory 4 storey height in RGZ4 should apply because this zone is proposed throughout the Activity Centre and changing it may result in unintended consequences.

## **6.4 Zones**

### **(i) Evidence and Submissions**

Mr Corbin and Mr Tziokas each prepared a submission to Amendment C125. They considered that the area bound by Springvale Road, High Street, Gallaghers Road and Waverley Road should be zoned GRZ4 instead of NRZ4 proposed by Amendment C125. Mr Tziokas argued that the GRZ which seeks to enable mid to high rise apartments in the Activity Centre should apply to a broader area outside the centre.

### **(ii) Discussion and conclusion**

Amendment C125 proposes to rezone land east of Springvale Road and in the Activity Centre to GRZ4 and land beyond the Activity Centre to NRZ4. Submitters are therefore referring to land outside of the Activity Centre. The Panel's role is to consider submissions relevant to the Activity Centre (Amendment C120) and it notes that the submitters were not seeking to include their land in the Activity Centre.

Council should consider these submissions with Amendment C125 because they do not relate to the Activity Centre.

## **6.5 Recommendations**

The Panel recommends:

**Amend Design and Development Overlay Schedule 12, as shown in Appendix B, to:**

- a) Change the preferred building height in Built Form Area I from 4-6 storeys (15-22 metres) to 4 storeys (15 metres).**
- b) Add a new provision in Clause 2.0 (Buildings and works) to require development in Area J to maintain reasonable solar access on adjoining residential properties.**

## 7 West of Springvale Road (residential area)

### 7.1 The issues

The issues are:

- whether certain properties should be rezoned to allow greater development opportunities
- whether building heights and setbacks appropriately respond to the Activity Centre and adjoining residential properties.

### 7.2 Zones

#### (i) Evidence and Submissions

Council submitted that the Activity Centre boundary and proposed zone applications have been carefully considered and did not seek to vary them. Two submitters each sought to have 15 Marriott Parade and 13 Montclair Avenue rezoned to RGZ4. In response to the submission for 13 Montclair Avenue, the Panel directed Council to provide:

*Where provisions proposed in Amendments C120 and C125 apply to the same land within the Glen Waverley Activity Centre, a comparison between key provisions.*

Council submitted that there was no land where provisions proposed by the two amendments applied to the same land.

#### 15 Marriott Parade

The submitter argued that the adjoining 17 Marriott Parade is proposed to be rezoned to RGZ4 and applying the same zone to his property would allow a larger development site that can better accommodate the proposed setbacks.

#### 13 Montclair Avenue

The submitter did not support Amendment C120 and Amendment C125 because:

- *Amendment C120's proposed height control of Schedule 7 to the General Residential Zone does not support the objective of GWAC precinct 8*
- *Land surrounding the subject site is proposed to be rezoned General Residential Zone - 4 or Residential Growth Zone 4, where no maximum building height is specified and a maximum building height of 13.5 metres is specified, respectively, via Amendment C125 and C120, respectively*
- *The discrepancies between built form controls and rezoning of land within the same areas and precincts within Amendment C120*
- *There appears to be overlapping between the boundary of C120 and the land to be rezoned under Amendments C120 and C125.*



**(ii) Discussion****15 Marriott Parade**

Amendment C120 proposes to rezone 15 Marriott Parade from GR22 to GRZ7. During its inspection, the Panel compared properties proposed to be zoned RGZ4 along Bogong Avenue with the Marriott Parade streetscape including numbers 15 and 17. The Panel agrees with Council that the zones for properties in Bogong Avenue and Marriott Parade have been carefully selected to address built form impacts on other properties in Marriott Parade. Rezoning properties beyond those proposed by the Amendment may affect the ability to achieve the vision and directions sought for those parts of the surrounding residential areas.

**13 Montclair Avenue**

The Panel's inspection of 13 Montclair Avenue and its surrounds drew a similar conclusion to that of 15 Marriott Parade. The Panel adds that this property, unlike 15 Marriott Parade, does not adjoin land proposed to be zoned RGZ4 and it is difficult to strategically justify zoning 13 Montclair Avenue for more intense residential development.

**(iii) Conclusions**

The Panel concludes:

- The proposed RGZ4 has been carefully applied to properties to minimise impact on surrounding properties while achieving the relevant directions of the Structure Plan.
- 15 Marriott Parade and ~~17~~<sup>3</sup> Montclair Avenue should be zoned GRZ7 as proposed by the Amendment.

**7.3 Building heights and setbacks****(i) The issue**

RGZ4 proposes to apply a rear setback of 5 metres for the first storey of a building, 6 metres for the second, 9 metres for the third and 10 metres for the fourth. The issue is whether these rear setbacks appropriately respond to adjacent properties.

**(ii) Evidence and Submissions**

Mr Barker sought a 20 metre rear setback to properties on Bogong Avenue proposed to be rezoned to RGZ4. He was concerned that his property that adjoins to the south would not have adequate solar access during winter. Council responded that the proposed setback requirements address overshadowing and that additional amenity and design considerations will be assessed on a case-by-case basis.

**(iii) Discussion**

The Panel agrees with Council that the rear setback provisions in RGZ4 appropriately respond to adjoining properties. Properties in the GRZ are subject to Clause 55 of the Planning Scheme which has a comprehensive suite of design and development objectives and standards. The rear setbacks in RGZ4 are more restrictive than the provisions found in Clause 55. Clause 55 includes other considerations including solar access, overshadowing and overlooking that may require a development to increase its rear setbacks further than

those specified in RGZ4. The Panel therefore considers a 20 metre rear setback for properties in RGZ4 properties to be excessive.

**(iv) Conclusions**

The Panel concludes:

- Setback provisions in RGZ4 adequately respond to adjoining properties.

## 8 Other issues

### 8.1 The issues

Issues raised in submissions include:

- The Activity Centre boundary should be changed to include four properties along Springvale Road.
- Potential amenity impacts on sensitive land uses from noise, odour and air quality.
- Existing infrastructure and services do not have capacity for future development and population in the Activity Centre.
- Future built form envisaged by the Structure Plan will reduce property values and subsequently reduce council rates.

Several submissions raised issues about enforcement or non-planning matters such as canopy tree maintenance or driver behaviour. While the Panel considered these matters, it notes that they are subject to separate processes and does not discuss them further in this report.

### 8.2 Activity Centre boundary

#### (i) The Issue

Section 1.5 of the Structure Plan explains the rationale for the Activity Centre boundary and references the activity centre boundary criteria in Planning Practice Note PPN58. The practice note provides 15 criteria for considering the potential location of an activity centre boundary and a further five criteria for setting a boundary.

The issue is whether it is appropriate to change the Activity Centre boundary to include additional land.

#### (ii) Evidence and Submissions

Council submitted that the planning rationale for the Activity Centre boundary developed by Mr McGauran and Tract is sound and should not be changed. It referred the Panel to section 1.5 of the Structure Plan:

*It should be noted that not all areas within the Activity Centre Boundary will be treated the same. Some areas may experience limited change whilst other areas may experience greater transformation of land use, built form, access arrangements and the public realm.*

Mr Biles acknowledged this in his evidence. To demonstrate the statement above, Council submitted that there were areas in the activity centre that had no rezoning proposed because they were further away from the commercial core.

Mr Panettieri prepared a submission to Monash Planning Scheme Amendment C125 which was referred to the C120 Panel. He sought to include four properties at 319, 321, 323 and 325 Springvale Road within the Activity Centre boundary. 319 Springvale Road abuts the Activity Centre boundary.

At the Hearing, Mr McKenzie who represented the property owners, sought to:

- identify the land for medical, hotel and residential uses
- amend Clause 22.14 of the Planning Scheme to recognise the subject land for medium density built form and residential/commercial land uses
- rezone the land to the Commercial 1 Zone or Mixed Use Zone.

He said the properties should be included because they have a main road address, can be consolidated into a larger developable site and are within five minutes walk to the commercial core. He added that this aligns with Council’s 10 minute walkable catchment. Mr McKenzie submitted “*The subject land is situated 560m from the Glen Waverley Train Station*”. Council and Mr McKenzie each provided maps showing walkable distances between one of the four properties and different Activity Centre destinations, as shown in Table 7.

Table 7 Walking distances between Springvale Road properties and the Activity Centre

Distance to:	Walking time <sup>A</sup>	
	Submitter <sup>B</sup>	Council <sup>C</sup>
Monash Civic Centre	4 minutes and 10 seconds	7 minutes
Train station	9 minutes and 40 seconds	10 minutes
The Glen	8 minutes and 40 seconds	12 minutes

Notes: A: Submitter physically walked the distances and Council used Google maps with GPS distances/times  
 B: Distance measured from 325 Springvale Road C: Distance measured from 319 Springvale Road

Council disagreed that the four properties are within walking distance to the commercial core and train station and did not support including them in the Activity Centre. While it acknowledged that the properties meet some of the locational benefits included in Planning Practice Note 58, Council argued that the land cannot be integrated with the Activity Centre, will result in other parcels having to be included within the boundary:

*The effect would be to significantly alter the boundary of the Activity Centre and consequently undermine the sound planning rationale developed by Mr McGauran, and later, Tract, when developing the boundary of the Activity Centre.*

Council added that the submitter is requesting zones on the four properties that are not proposed to be applied elsewhere along Springvale Road in the Activity Centre.

**(iii) Discussion**

The Panel agrees with Council that the Activity Centre boundary has been set using sound rationale based on criteria found in Planning Practice Note 58. The Activity Centre boundary analysis in the Structure Plan clearly sets out the criteria and outcomes that helped informed the final boundary. The degree of justification provided by this analysis is commendable.

The question in response to Mr McKenzie’s submission is whether including the four properties along Springvale Road continues to align with this sound rationale. The Panel agrees that not all land within the Activity Centre boundary can be treated the same and include these properties within the boundary may not necessarily mean they will automatically be considered for further development beyond that permitted by their

existing zone. Therefore, development potential for these properties should be considered only if they are appropriate to be included within the Activity Centre.

The Panel referred to the activity centre boundary criteria in Planning Practice Note 58 when considering these four properties and accepts Council's walking distances and times.

The four properties are located approximately 800 to 850 metres from the train station and a lesser distance to the commercial core. The properties are therefore only just walkable to the train station. The Panel dismisses Mr McKenzie's aerial measurement of 560 metres between the properties and the train station for measuring pedestrian and vehicular movements.

The Panel agrees with Council that the properties are not integrated with the centre and cannot serve a strong functional role. The Panel's site inspection affirmed Council's view that the properties present themselves as part of the Springvale Road corridor. The Activity Centre includes a considerable number of strategic redevelopment sites and the DDO12 provisions would enable considerable development opportunities without the need to include additional land in the Activity Centre boundary.

The Panel does not discuss issues related to rezoning the four properties because it does not consider it appropriate to include them within the Activity Centre.

**(iv) Conclusion**

The Panel concludes:

- The Activity Centre boundary has been set using sound rationale.
- 319, 321, 323 and 325 Springvale Road should not be included in the Activity Centre.

**8.3 Amenity**

**(i) The issue**

The issue is whether potential noise, odour and air quality amenity impacts on sensitive land uses resulting from commercial land uses can be appropriately managed.

**(ii) Submissions**

The Environment Protection Authority was concerned with potential noise, odour and air quality amenity impacts on sensitive land uses resulting from intensified complex land uses. It was particularly concerned with commercial development being located in close proximity to existing dwellings and submitted:

*It would be a recommendation of EPA that commercial development comply with environmental permit conditions, in particular State Environment Protection Policy (Control of Noise from Commerce, Industry and Trade) No N-1. It is understood that particular developments would be assessed at the planning permit stage and appropriate environmental impact and amenity conditions applied to improve planning outcomes.*

In its submission, Council agreed with the Environment Protection Authority's submission.

**(iii) Discussion**

As acknowledged by the Environment Protection Authority, appropriate permit conditions will be applied as part of a planning permit application assessment. It did not provide specific permit conditions that it sought to include in DDO12 and Council did not provide details on how it would respond to the request. However, a purpose of all planning scheme zones and overlays is to implement, among other matters, the State Planning Policy Framework. The State Planning Policy Framework requires planning to consider as relevant:

- *State Environment Protection Policy (Control of Noise from Commerce, Industry and Trade) No N-1 (in metropolitan Melbourne).*

The Panel is satisfied that each permit application for a commercial development in the Activity Centre needs to consider State Environment Protection Policy No N-1 and that environmental permit conditions could be applied at this stage.

**(iv) Conclusion**

The Panel concludes:

- Potential noise, odour and air quality amenity impacts on sensitive land uses resulting from commercial land uses can be appropriately managed through the planning permit application stage.

**8.4 Infrastructure and services****(i) The issue**

The issue is whether adequate infrastructure and services can be made available to cater for the extent of development and population growth envisaged by the Structure Plan.

**(ii) Evidence and Submissions**

Three submitters considered that increasing the Activity Centre's population will adversely impact educational and sporting facilities; employment opportunities; medical, community and emergency services; roads, and power and sewerage in the local area. Ms Miller argued that Glen Waverley Secondary College would become overcrowded while Ms Tuono was concerned that increased population would reduce the existing school catchment. Mr Amerasekera submitted that there would be pressure on medical and emergency services resulting from alcohol and drug abuse created by "*strangers blocking their driveways, noise pollution from hoon cars and patrons having verbal exchanges regarding car spaces mainly around shopping centres*".

**(iii) Discussion**

The Structure Plan states:

*It is anticipated that a significant amount of the additional housing will be provided in locations such as the Activity Centre where there is excellent access to shops, services and public transport.*

It recognises that the Activity Centre is located within close proximity of the Monash employment cluster and major public transport and road infrastructure. Specifically, employment opportunities in Monash include Monash University, the Monash Medical

Centre, Monash Technology Precinct, the Australian Synchrotron, the South East Melbourne Innovation Precinct, CSIRO, the Victorian Police Academy and many of its business parks.

The Structure Plan acknowledges that shops, services, employment and community facilities will need to improve to respond to the increase in population and changing demographics. No relevant government department or agency provided a submission with concern about potential impacts on their relevant infrastructure or service.

The Panel does not question the Activity Centre's ability to access employment. Glen Waverley Railway Station can transport Activity Centre residents to Melbourne's CBD or any of the activity centres along the railway line. The eight bus routes at the bus interchange next to the station serve a similar role. This aligns with many directions in *Plan Melbourne* including locating new dwellings in activity centres, especially ones with railway stations, and supporting 20 minute neighbourhoods.

#### **(iv) Conclusion**

The Panel concludes:

- There is no evidence to suggest that existing infrastructure and services cannot support, or be changed to support, the Activity Centre's increased population.

### **8.5 Property value**

Mr Barker was concerned that the future built form envisaged by the Structure Plan will reduce property values and subsequently reduce council rates. Ms Tueno considered the provisions proposed by Amendment C125 would limit design options on irregular shaped properties resulting in reduced property value. She questioned whether there would be financial compensation for affected property owners.

There are numerous factors that can influence property value and it is difficult to prove that planning provisions alone influence property value. The Panel concludes that property value issues raised in submissions do not require a change to the Amendment.

## 9 Form and content of the Amendment

### 9.1 Residential zones

Specific zoning requests are considered in Chapters 6 and 7.

In its submission, Whitehorse City Council noted a policy in the Whitehorse Planning Scheme to locate apartment developments only in the RGZ. Council added that the application of the policy is supported by Planning Practice Note 78. Council submitted that it agreed with Whitehorse Council's submission and recommended changing its local policy to align with Whitehorse's approach.

At the Hearing, the Panel asked Council why it sought to apply the exhibited GRZ8 along Springvale Road north of Hogan Road instead of the RGZ. Council responded that the RGZ included as-of-right or permitted land uses that did not seek to locate outside of the commercial core. The Panel notes that properties along this strip are unlikely to meet the purposes of the GRZ:

*To encourage development that respects the neighbourhood character of the area.*

*To implement neighbourhood character policy and adopted neighbourhood character guidelines.*

However, it understands Council's reasons for not applying the RGZ and notes its approach to manage built form provisions through DDO12. The Panel does not make any recommendation in relation to this matter.

### 9.2 Clause 22.14 and DDO12 objectives

In his evidence, Mr Biles recommended the translation of the Structure Plan objectives relating to land use, built form, public realm and transport in Clause 22.14 be refined. He stated that this could be done by differentiating between overall strategic directions and more specific policy objectives. He also recommended adopting a more logical grouping of objectives. When questioned by the Panel, Mr Biles agreed that the design objectives in DDO12 would also benefit from further refinement.

The Panel agrees with Mr Biles that objectives in Clause 22.14 should be refined. Council should also consider rationalising the exhaustive list of design objectives in DDO12 where two or more objectives are similar and can be consolidated.

### 9.3 Recommendation

The Panel recommends:

**Rationalise and group design objectives in Design and Development Overlay Schedule 12 and objectives in Clause 22.14, where possible.**



## Appendix A Document list

No.	Description	Presented by
<b>25 January 2016</b>		
1	Part A submission	Council
<b>2 February 2016</b>		
2	Amendment C120 folder including Part B submission	Council
3	Supplementary evidence - Parts A and B	Mr T Biles
4	Submission	Mr C Andrews
5	Submission for Lucia Panettieri	Mr McKenzie
<b>3 February 2016</b>		
6	Submission	Dr C Drummond AM
7	Submission for Gayle Nicholas and Murray Nicholas	Mr M Nicholas
8	Submission	Ms C Cheah
9	Information from the John Monash Memorial Square Group	Mr Rao
10	Submission	Ms J Sanguinetti
11	Submission for Beverley Olbrich	Ms L Saloumi
12	Map showing walking distances	Council
13	Email from VicRoads to Council dated 2 December 2015	Council
14	VCAT decision	Council

## **Appendix B Design and Development Overlay Schedule**

DD/MM/YY  
Proposed C120

## SCHEDULE 12 TO THE DESIGN AND DEVELOPMENT OVERLAY

Shown on the planning scheme map as **DDO12**.

### GLEN WAVERLEY ACTIVITY CENTRE STRUCTURE PLAN

#### 1.0 Design objectives

DD/MM/YY  
Proposed C120

Rationalise  
and group  
design  
objectives,  
where  
possible

To ensure development is consistent with the *Glen Waverley Activity Centre (GWAC) Structure Plan 2014*.

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 retain the existing fine grain character of commercial buildings along the traditional strip shopping areas within the GWAC such as Kingsway.

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 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 best practice environmentally sustainable development principles are incorporated into the design of new development.

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 ensure new development demonstrates mitigation or avoidance of wind down draught effects at street level.

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 development contributes to the 'buildings-in-landscape' character of the residential areas surrounding the commercial core of the Centre.

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.

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.

To encourage sensitive and high quality development outcomes on key strategic redevelopment sites within the commercial core of the Activity Centre.

#### 2.0 Buildings and works

DD/MM/YY  
Proposed C120

Buildings and works must be designed in accordance with the following requirements:

##### Building heights

Buildings and works should not exceed the preferred maximum building height specified in the table and maps to this schedule. The following minimum floor to floor dimensions should apply:

- 3.2 - 3.5 metres for residential use
- 4.2 - 4.5 metres for retail or restaurant use
- 3.2 - 3.5 metres for any other use

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 this schedule.

The preferred maximum building height excludes rooftop services which should be hidden from view from any adjoining public space or designed as architectural roof top features. Roof top services includes but is not limited to plant rooms, air conditioning, lift overruns and roof mounted equipment.

The preferred maximum building heights have been calculated on the basis that the ground floor measures 4.5 metres, and each floor following measures 3.5 metres. The minimum and maximum building heights will be measured from natural ground level.

### **Building setbacks**

Buildings and works should be in accordance with the preferred setbacks specified in the table and map to this clause. Corner lots have two primary street frontages and the preferred setbacks apply to both.

An application to vary the preferred setbacks must demonstrate how the development will continue to achieve the design objectives, development outcomes, all other requirements of this schedule and any relevant local planning policy requirements.

### **Building form and design**

Taller buildings should be designed as slender tower forms and oriented to minimise overshadowing of the public realm, incorporating:

- A minimum space of 10-12 metres between tower forms to ensure good access to light, air and views
- A maximum tower width of 18-22 metres
- A maximum tower length of 35-40 metres.

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.

Properties abutting secluded open space of properties zoned General Residential Zone must provide ground level setbacks capable of supporting screening vegetation and transitional upper level setbacks to maintain the amenity of adjoining residential properties.

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.

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.

Buildings incorporating podium forms should provide opportunities for activation of upper podium levels to support passive surveillance of the public realm.

Buildings fronting laneway should be designed for active uses and generate pedestrian interest and interaction with a permeable façade, for instance window and door openings with clear glazing.

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.

New residential developments should incorporate noise attenuation measures to protect the amenity of occupants.

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.

Buildings should be designed to address the future amenity of the occupants and visitors, including those with limited mobility and those using public streets, both in the communal areas and private apartments or tenancies. Issues to consider include the quality, accessibility and legibility of entries to buildings and access to individual tenancies and apartments, creation of functional, flexible and comfortable internal spaces that achieve a good standard of natural light and ventilation, and streetscape activation by use of no or low front fencing and ground floor windows and doors facing the street.

Large development sites should incorporate mid-block pedestrian links to reduce walking times between key locations including schools, the station, The Glen and key streets.

### **Activated laneways**

Building designs in Built Form Areas A, B and C must provide the activated laneways depicted on the GWAC Building Height and Setback Precinct Plan.

Setbacks required for laneways are as follows:

- 1.5 metre setbacks required to achieve laneway connecting Railway Parade North and O’Sullivan Road (east of Kingsway).
- 1.5 metre setbacks required to achieve laneway connecting Montclair Avenue and Coleman Parade (west of Kingsway).

Setbacks are required to achieve a 8 metre wide pedestrian laneway connecting Railway Parade North and O’Sullivan Road (west of Kingsway).

### **Wind and weather protection**

Wind tunnel testing is required for all buildings over 6 storeys. All applications should be accompanied with a full technical report, including wind rose diagrams at all key points around the site.

The addition of protective screens and other incidental add-ons to offset excessive wind gust levels is generally not acceptable. Landscaping within public spaces is not considered as a means to mitigate this.

Wind comfort levels need to be appropriate to the uses of the affected spaces, including outdoor spaces on adjoining public and private land:

- All publicly accessible areas, including footpaths, must fall within safe walking criteria (wind gusts below 16 metres/second).

- All external waiting areas, including building entries and shopfronts, must fall within short term stationary criteria (wind gusts below 13 metres/second).
- All public and private seating areas, including parks and outdoor cafes, must fall within long term stationary criteria (wind gusts below 10 metres/second).

Weather protection from wind and rain, in the form of canopies, awnings and verandahs, is encouraged especially in streets with commercial frontages.

Canopies should be continuous and setback from street kerbs by at least 0.75 metres to avoid vehicle damage and service poles. Greater setbacks or cut outs may be required to accommodate existing or future street trees.

Canopies should be at an appropriate height above the footpath to avoid damage and provide effective weather protection. This will mean canopies should be constructed at a height between 3 and 4.5 metres above the footpath and, where possible, at a consistent level with the canopies on adjoining sites to provide continuous weather coverage.

The underside of canopies should be light-coloured. In special circumstances canopies may be omitted, such as on heritage buildings or where daylight or upward views are desirable.

### Landscaping

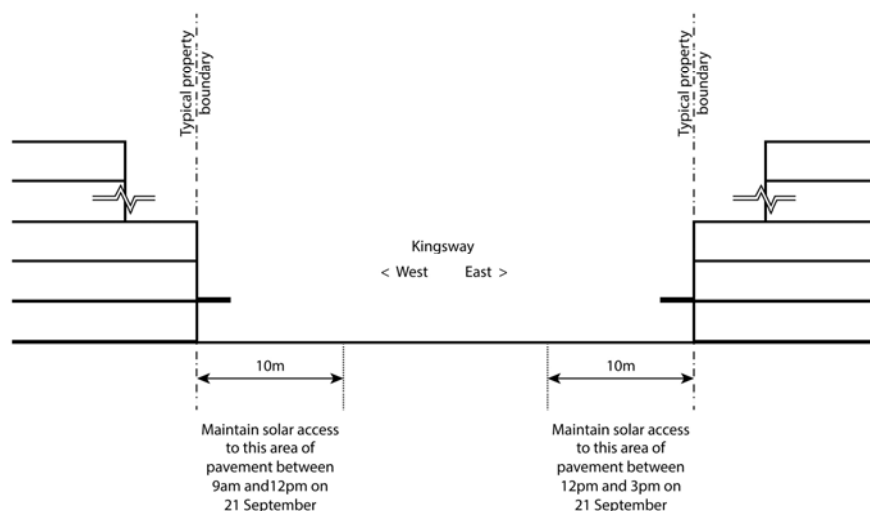
Development should contribute to the ‘buildings in landscape’ character of the surrounding residential areas through large tree planting in the front, side and rear setbacks particularly where sites adjoin residential areas. Existing significant trees on the site and on adjoining sites should be retained and protected, particularly on land zoned residential.

Buildings along the future ring road should contribute to a green enveloping edge along the road by including landscaped setbacks that incorporate deciduous trees providing for summer shade and winter sun.

### Solar access

Buildings shall be designed to ensure that solar access is maintained to the following areas:

- Within 10 metres of the eastern property boundary of Kingsway, between Bogong Avenue and Railway Parade North, between 12pm and 3pm on 21 September.
- Within 10 metres of the western property boundary of Kingsway, between Bogong Avenue and Railway Parade North, between 9am and 12pm on 21 September.



**Figure 4 - Solar Access: Kingsway between Bogong Avenue and Railway Parade North (note: building shown for indicative purposes solely)**

- Within 5 metres of the eastern property boundary of Kingsway, between Railway Parade North and O'Sullivan Road, between 12pm and 3pm on 21 September.
- Within 5 metres of the western property boundary of Kingsway, between Railway Parade North and O'Sullivan Road, between 9am and 12pm on 21 September.
- To at least 80% of the public open space on the Central Car Park site between Coleman Parade and Railway Parade north, between 9am and 3pm on 21 September.
- [The north-facing footpath of Coleman Parade between 9am and 3pm on 21 September.](#)

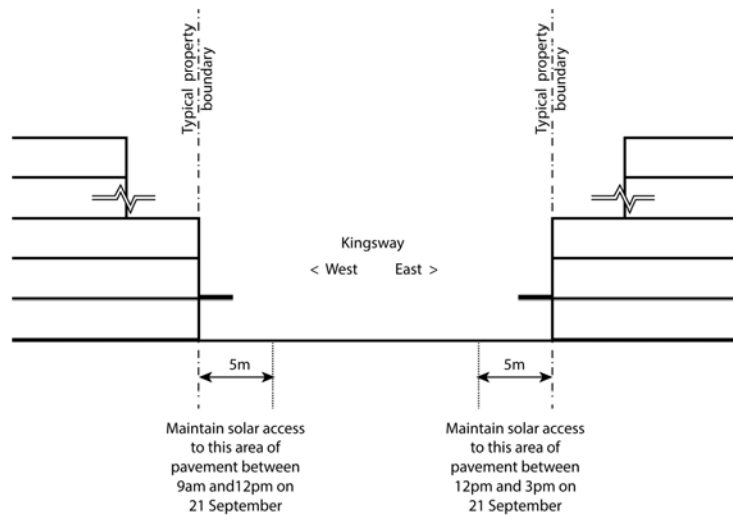


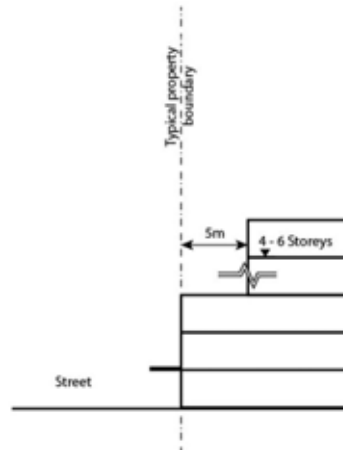
Figure 2 - Solar Access: Kingsway between Railway Parade North and O'Sullivan Road

3.0

Development within Built Form Areas

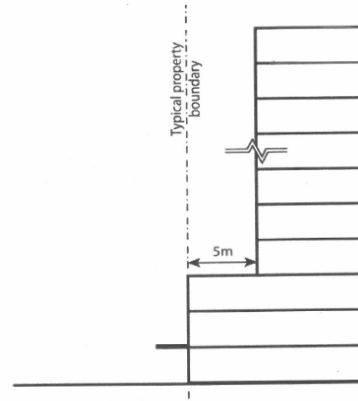
DD/MM/YY  
Proposed C120

Built Form Area	Preferred building heights	Preferred setbacks	Development outcome
Built Form Area A	4 – 6 storeys (15 - 22 metres)	Zero street setback up to a height of 3 storeys, 5 metre street setback required for additional storeys Zero side setback 1.5 metre rear setback required to create a laneway connecting Railway Parade North and O'Sullivan Road 1.5 metre rear setback required to create a laneway connecting Montclair Avenue and Coleman Parade	Active and engaging frontages to Kingsway, Railway Parade North, Coleman Parade, O'Sullivan Avenue and Bogong Avenue. 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. The fine grain character of Kingsway is retained, where new buildings are articulated to reflect the pattern of narrow shopfronts. Human scale along Kingsway, Railway Parade North, Coleman Parade, O'Sullivan Road and Bogong Avenue is retained.

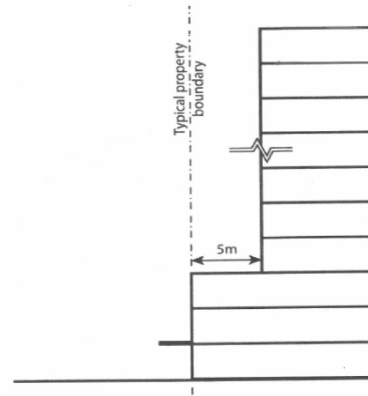


<p>Built Form <b>Area B</b></p>	<p>More than 10 storeys (more than 36 metres)</p>	<p>Zero street setback up to a height of 3 storeys 5 metre street setback required for additional storeys Zero side setback except: 1.5 metre ground level setback to achieve laneway connecting Railway Parade North and O'Sullivan 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><b>Key sites –</b></p> <ol style="list-style-type: none"> <li>1. The development of the Central Car Park (281 Springvale Road, Glen Waverley) should: <ul style="list-style-type: none"> <li>▪ Continue the existing fine grain street rhythm of Kingsway on all frontages.</li> <li>▪ Provide a public square oriented to capture northern sunlight including paved areas, shade trees and areas of soft landscaping.</li> <li>▪ Provide north-south pedestrian and vehicle links.</li> </ul> </li> <li>2. Any future development of The Glen (227-235 Springvale Road, Glen Waverley) should: <ul style="list-style-type: none"> <li>▪ Improve the pedestrian connections between The Glen and surrounding streets.</li> <li>▪ Ensure that there is a high quality built form presence to High Street Road and Springvale Road.</li> </ul> </li> </ol>
-------------------------------------	---	---	---

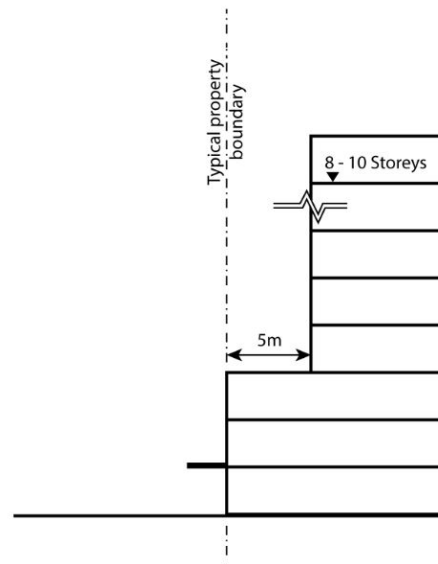




Built Form Area C	More than 8 storeys (more than 29 metres)	Zero street setback up to a height of 3 storeys 5 metre street setback required for additional storeys Zero side setback, except: 1.5 metre ground level setback required to achieve laneway connecting Montclair Avenue and Coleman Parade Setbacks required to achieve 8 metre wide proposed laneway connecting Railway Parade North and O'Sullivan Road	Active and engaging frontages to Railway Parade North, Coleman Parade, O'Sullivan Road, Montclair Avenue, the proposed laneway connecting Railway Parade North to O'Sullivan Road and the laneway connecting Montclair Avenue and Coleman Parade. 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. The provision of fine grain tenancies along Railway Parade North. Key sites – 1. Any future redevelopment of the site currently occupied by Dan Murphy's (5-35 Kingsway) should: <ul style="list-style-type: none"> <li>• Ensure the activation of Kingsway and Railway Parade North, should including fine grain tenancies.</li> <li>• Provide a north south laneway at the western end of the site between 5-35 Kingsway and Glen Waverley Secondary College.</li> <li>• Provide concealed car parking.</li> </ul> 2. Any future development of the RSL site (161 Coleman Parade) should enable activation of the Coleman Parade/railway station frontage to take advantage of the northern sunlight, and enable activation of the laneway at the eastern edge of the site. 3. <a href="#">Any future development of the car park site at 41-47 Montclair Avenue should...</a> <a href="#">[add provisions]</a>
-------------------	--	--	---



Built Form Area D	8 – 10 storeys (29 - 36 metres)	Zero street setback up to a height of 3 storeys 5 metre street setback required for additional storeys Zero side setbacks	Active and engaging frontages to Railway Parade North, Montclair Avenue, Glendale Street, Euneva Avenue and O'Sullivan Road. Activities at the front of any building(s) at ground level should generate pedestrian interest and interaction and the façade should incorporate windows and door openings with clear glazing.
-------------------	---------------------------------	---	--

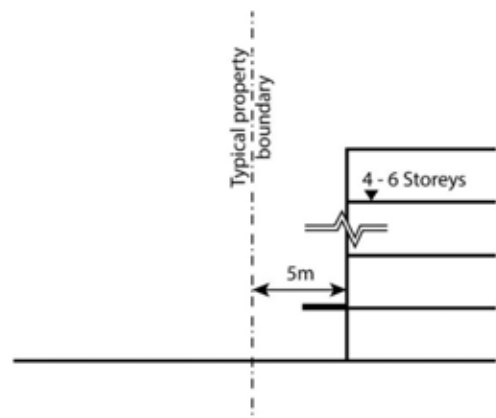


Key sites

1. The future redevelopment of the at grade council car parks bounded by Montclair Avenue, Myrtle Street and the laneway between Coleman Parade and Montclair Avenue should:
  - Provide activation to all surrounding streets including the laneway to the east.
  - Include a concealed multi-deck/multi-level basement car park, accessed from the future ring road, as part of the redevelopment to replace lost car parking.
  - Provide a neighbourhood park located to capture

			<p>northern sunlight.</p> <ul style="list-style-type: none"> <li>▪ Allow for a transition in building scale to Myrtle Street.</li> </ul> <p>2. The future redevelopment of the publically owned car park bounded by O'Sullivan Road, Euneva Avenue and the rail line should:</p> <ul style="list-style-type: none"> <li>▪ Reduce building scale towards the western residential interface.</li> <li>▪ Provide an east west connection through or along the southern boundary of the site with activation and surveillance from surrounding land uses.</li> <li>▪ Include a concealed multi-deck/multi-level basement car park that provides commuter car parking needs.</li> <li>▪ Provide a new green public open space located to capture northern sunlight.</li> </ul>
--	--	--	---

Built Form Area E	4 – 6 storeys (15 - 22 metres)	5 metre front street setback	<p>Active frontages to Bogong Avenue, Myrtle Street, O'Sullivan Road and Railway Parade North.</p> <p>Respect the scale of the surrounding residential area.</p> <p>Contribute to the provision of a treed ring road within landscaped front setbacks supporting deciduous trees.</p>
-------------------	--------------------------------	------------------------------	---



Built Form Area F	8 - 12 storeys (29 - 43 metres)	<p>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).</p> <p>Frontage to</p>	<p>Active and engaging frontages to O'Sullivan Road <a href="#">and Snedden Drive</a>. 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.</p> <p>Improve pedestrian connections between The Glen and surrounding streets.</p> <p>Ensure that there is a high quality built form presence to Springvale Road and High</p>
-------------------	---------------------------------	---	---

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

Street Road [as a gateway to the Glen Waverley Activity Centre from the north.](#)

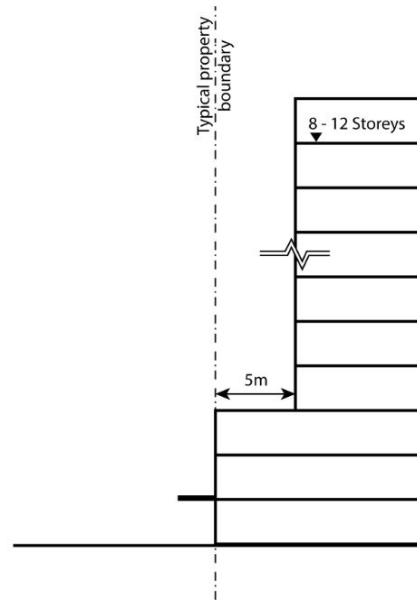


Figure F1 - Frontage to O'Sullivan Road

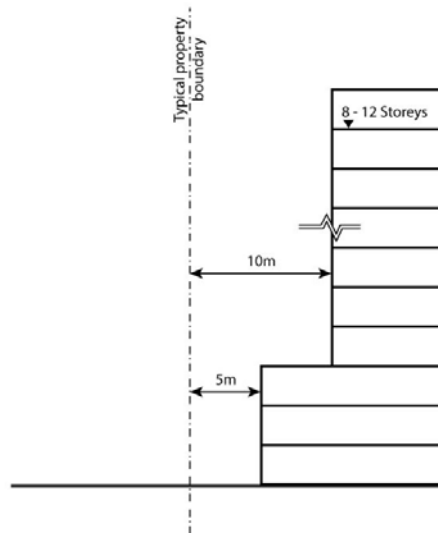


Figure F2 - Frontage to Springvale Road, High Street Road and Snedden Drive

Built Form Area G	8 – 10 storeys (29 - 36 metres)	<p>Frontage to Springvale Road: 5 metre street setback up to a height of 3 storeys, 10 metre street setback required for additional storeys (refer Figure G1).</p> <p>Other street frontage: Zero street setback up to a height of 3 storeys, 5 metre street setback required for additional storeys</p>	Building designs must respect the heritage significance of the Monash Civic Centre.
-------------------	---------------------------------	--	---

(refer Figure G2).

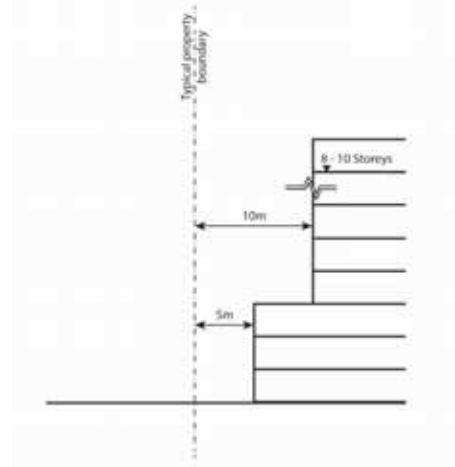


Figure G1 - Frontage to Springvale Road

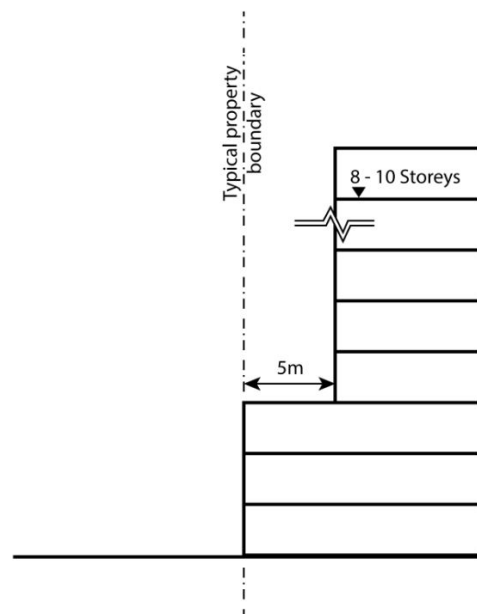
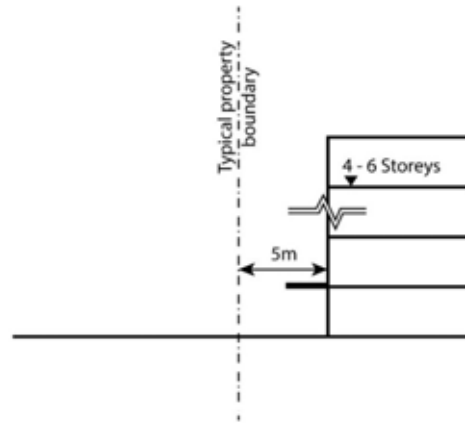


Figure G2 - Other street frontage

Built Form Area H	4 – 6 storeys (15 - 22 metres)	<p>Frontage to Springvale Road: Setbacks to respond to buildings in landscape setting and protect views to the Monash Civic Centre.</p> <p>Other street frontage: 5 metre front street setbacks.</p>	<p>Active frontages to Springvale Road and Bogong Avenue.</p> <p>Building designs and landscaping must respect the heritage significance of the Monash Civic Centre.</p> <p>Provide a public green within the existing library forecourt area.</p>
-------------------	--------------------------------	--	--



Built Form Area I	4-6 storeys (15-22 metres)	<p>5 metre front street setback</p> <p>5 metre 1st storey rear setback up to 4.5 metres in height</p> <p>6 metre 2nd storey rear setback up to 8 metres in height</p> <p>9 metre 3rd storey rear setback up to 11.5 metres in height</p> <p>10 metre 4th storey rear setback up to 15 metres in height</p> <p>12 metre 5th and 6th storey rear setback up to 22 metres in height</p> <p>1.5 metre side setbacks plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre for every metre in height over 6.9 metres</p>	<p>Active frontages to Springvale Road.</p> <p>Buildings to scale down to adjoining residential interfaces to allow for a transition in height and maintain residential amenity.</p>
Built Form Area J	4 – 8 storeys (15 - 29 metres)	<p>5 metre front street setback</p> <p>5 metre 1st storey rear setback up to 4.5 metres in height</p> <p>6 metre 2nd storey rear setback up to 8 metres in height</p> <p>9 metre 3rd storey rear setback up to 11.5 metres in height</p> <p>10 metre 4th storey rear setback up to 15 metres in height</p>	<p>Active frontages to Springvale Road and High Street Road.</p> <p>Buildings to scale down to adjoining residential interfaces to allow for a transition in height and maintain residential amenity.</p>

---

		12 metre 5th, 6th, 7th and 8th storey rear setback up to 29 metres in height 1.5 metre side setback plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre for every metre in height over 6.9 metres
Built Form Area K (within DDO only)	3 - 4 storeys (11.5 - 15 metres)	Zero front and side setback. Rear setback in accordance with ResCode.

---

*Glen Waverley Activity Centre Structure Plan, September 2014.*

*Design Guidelines for Higher Density Residential Development (Department of Sustainability and Environment 2004).*

*Liveable Housing Design Guidelines 2<sup>nd</sup> Ed., Liveable Housing Australia, Sydney, 2012*

### Glen Waverley Activity Centre Building Height and Setback Precinct Plan

