

## 1.1 CLAYTON ACTIVITY CENTRE PRECINCT PLAN (FILE NO. W18-18)

Responsible Director: Peter Panagakos

### **RECOMMENDATION**

*That Council:*

- 1. Receive and note the submissions received in response to the community consultation for the Draft Clayton Activity Centre Precinct Plan.*
- 2. Note the Officers' response to submissions as outlined in Attachment 1 to this report.*
- 3. Adopt the Draft Clayton Activity Centre Precinct Plan subject to the Officer recommendations as outlined in this report.*
- 4. Note that Officers will prepare a report for a future Council meeting outlining an Implementation Plan and the next steps in implementing the Plan's Vision.*
- 5. Direct Officers to report to a future Council meeting on the implications of the new Clayton Super Hub Suburban Rail Loop Station once this is confirmed.*

### **INTRODUCTION**

The purpose of this report is to outline the feedback received following the community consultation undertaken for the draft Clayton Activity Centre Precinct Plan (the draft Plan) and consider adopting the Clayton Precinct Plan in accordance with officer recommendations.

The feedback (submissions) received and the Officers' response are summarised in the table shown as **Attachment 1** to this report.

The report also makes recommendations as to the next steps with respect to the implementation of the draft Plan.

### **BACKGROUND**

In June 2019, Council resolved to release the draft Clayton Activity Centre Precinct Plan (the draft Plan) for community consultation in accordance with the consultation program set out in the Council report. The draft Plan sets out a clear framework to guide the growth of Clayton into the future, and was prepared by Tract Consultants as lead consultants with specialist input from transport planners, economists, community infrastructure and urban design experts.

The study area for the draft Plan is focused along Clayton Road extending from Centre Road through to North Road. The study area includes key residential, employment and medical precincts located either side of Clayton Road. These areas play a key role in the function of the centre.

Clayton Activity Centre sits within the Monash National Employment and Innovation Cluster (MNEIC), Melbourne's largest established national employment and innovation cluster, with a mix of education, research and industry organisations. It is home to over 80,000 jobs and is the largest concentration of employment outside the central city.

The cluster has a critical mass of leading education, health and research facilities, including Australia's largest university, Monash University, the Australian Synchrotron, the Melbourne Centre for Nanofabrication, Monash Medical Centre, a new Monash Children's Hospital, proposed Heart Hospital, CSIRO's largest site in Victoria and the Monash Enterprise Centre.

Its mix of education, research and commercial facilities creates a unique environment for innovation and world-leading research, which will continue to contribute significantly to Melbourne's economy. This unique blend of knowledge and researched based activity will help existing businesses, such as the manufacturing sector, produce products and services that are competitive in the global market.

The future growth of the Precinct is being constrained by traffic congestion and limited existing public transport options. The Victorian Heart Hospital, for example, will require improved connectivity to ensure that patients and visitors have adequate access.

The Clayton Activity Centre has unique transformative opportunities given its proximity to the Monash University Precinct. The future role of Clayton is proposed as a residential and medical precinct in contrast Huntingdale which is proposed as a largely mixed employment centre with supporting retail.

### ***DRAFT CLAYTON ACTIVITY CENTRE PRECINCT PLAN***

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Health is the dominant employment sector in the Clayton Activity Centre, anchored by the Monash Medical Centre. This sector is projected to grow significantly with an estimated additional 3,000 to 5,000 jobs to be accommodated with the Activity Centre by 2036. The draft Plan seeks to support this growth to reinforce Clayton's health focus for the Monash NEIC.

#### **Key Actions for Clayton**

The Draft Plan sets out a clear framework to guide the growth of Clayton (on current estimates) from a suburb of 21,219 people in 2018 to at least 29,000 people by 2036. The growth of Clayton will be transformative, with a long term vision for the Clayton Precinct assisting in the facilitation of:

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- An expanded retail, medical, research and residential role for the Clayton Precinct
  - Greater connectivity to, and integration between Monash Health's Monash Campus including Monash Medical Centre, Jessie McPherson Private Hospital and the Monash Heart Hospital, currently under construction
  - Monash Children's Hospital and Translational Research Facility and the Monash University Precinct
  - Improved transport and movement connections into the Clayton Precinct and between major employment, research and activity locations/destinations in the Precinct
  - The creation of a new identity and sense of place across the Precinct that is reflective of its roles and position in the Monash NEIC

The draft Plan delivers clear planning and urban design policies and principles that will inform future land use changes within the Centre, future built form controls and policies to encourage and incentivise investment and development.

#### Suburban Rail Loop – Clayton Superhub

It should be noted that with the proposed location of a Suburban Rail Loop "Superhub" at Clayton, development opportunity and growth is likely to be significantly greater than current forecasts. This is discussed in a later section of this report.

#### **CONSULTATION**

Community consultation on the draft Clayton Precinct Plan was undertaken over 8 weeks from mid-July through to the end of September 2019. The consultation included:

- Direct mail out to owners, occupiers, traders and business owners within the study area;
- Direct mail out to other interested stakeholders, Government agencies and authorities;
- Draft Precinct Plan on Council's web site with ability to make on-line comments;
- Hard copies of the Draft Precinct Plans at Libraries and customer service outlets;
- A Brochure distilling the recommendations of the draft precinct plan, with details of where to view the plan and how to comment. Copies of the brochure were included with the letters in the direct mail out and were available on Council's website, at Council offices, Libraries, Listening Posts and at the drop-in session.
- Afternoon and evening drop-in session in Clayton
- Notice in Monash leader
- Article in the Monash Bulletin

The background reports that informed the draft Precinct Plans were also available on Council's website.

The closing date for submissions was Thursday 26 September 2019. A total of 29 submissions had been received from residents, business and property owners, and consultants/developers on behalf of land owners. A summary of the submissions is included as **Attachment 1**.

#### Drop in session

A drop-in session was held on Thursday 22 August from 2pm to 8pm at the Clayton Meeting Room. Representatives from Tract Consulting and Council Officers were in attendance and approximately 25 people dropped in to ask questions, discuss the draft Plan and tell us what they thought about the plan and Clayton Activity Centre more broadly.

The session was attended by a range of people from long term residents of the area to business owners, and developers. As with the written submissions received, there was a range of comments and opinions offered.

#### **KEY ISSUES RAISED**

In general there was a high level of support for the vision and directions in the draft Precinct Plan. The majority of submitters were pleased that Council had embarked upon this project, stating that Clayton needed some forward planning and vision. Of the 29 written submissions, only one was critical of the project, the consultants and the draft Plan.

Whilst the majority of the submissions were in support of the Draft Plan, a small number of submissions that requested minor amendments to the Plan. In determining whether or not to support the changes requested, Officers sought advice from the consultant team to ensure that these submissions were considered in the context of the original intent of the draft Plan. The submissions requesting changes are listed as numbers 9, 10, 11, 14, 24, 27 and 29. The Officers response and recommendation can be found alongside the submissions in **Attachment 1**.

The main issues raised in the submissions were:

#### **Support for Council's vision for a transformed centre**

Many submitters commented that the precinct plan was well prepared and comprehensive. Submissions supported the Plan's vision and progressive approach, stating that the document seeks an appropriated level of future development, although some submitters thought that the Plan could be more adventurous in order to achieve the higher order objectives of the MNEIC.

Submitters also supported the need for the Plan to be implemented sooner rather than later.

Officer comments

The detailed implementation of the precinct plan is discussed in a later section of this report.

Officer recommendation

It is pleasing to note a high level of community support for the Plan. No changes are recommended to the transformative vision for Clayton.

**Land Use Precincts**

A key element of the draft Plan is the identification of different land use Precincts. Two submissions expressed support for the extension of the medical and health precinct (Precinct 2), to include properties on the eastern side of Madeleine Road, south of Colonel Street. There is some confusion in the draft Plan as this area is shown in Figure 8 in the 'Residential Intensification' area, in Figure 17 in Precinct 2 the Health and Medical Precinct, and in Figure 30 in Precinct 3 the Surrounding Residential Precinct.

There was also support for expanding retail uses north of the railway line and for commercial office and employment uses on the west side of Thomas Street, as proposed by the draft Plan.

With regards to housing, whilst there was an acknowledgement that there were opportunities for more intensive housing, some submitters commented that Council should require improved design and building standards, particularly for apartments.

Officer comment

Officers support the submitter's view that the land on the east side of Madeleine Street, south of Colonel Street is more appropriate as part of the Health and Medical precinct. This section of Madeleine Road has an interface to the east with the proposed expanded retail precinct. In this location, less sensitive use such as health and medical uses would be more appropriate than residential. This would reduce amenity impacts and better enable properties along Clayton Road to achieve their development potential and the preferred building heights of 10 storeys.

In response to submitter comments regarding housing standards, it is agreed that standards should be improved. Council has in the past and will continue to lobby the State Government for improved standards and better planning scheme tools to achieve improved building and design standards, particularly for apartments.

Officer recommendation

The relevant figures in the draft plan (Figures 8, 17 and 30) should be modified to include the area on the east side of Madeleine Road south of Colonel Street in Precinct 2 – Health and Medical Precinct, as shown in the diagram below.

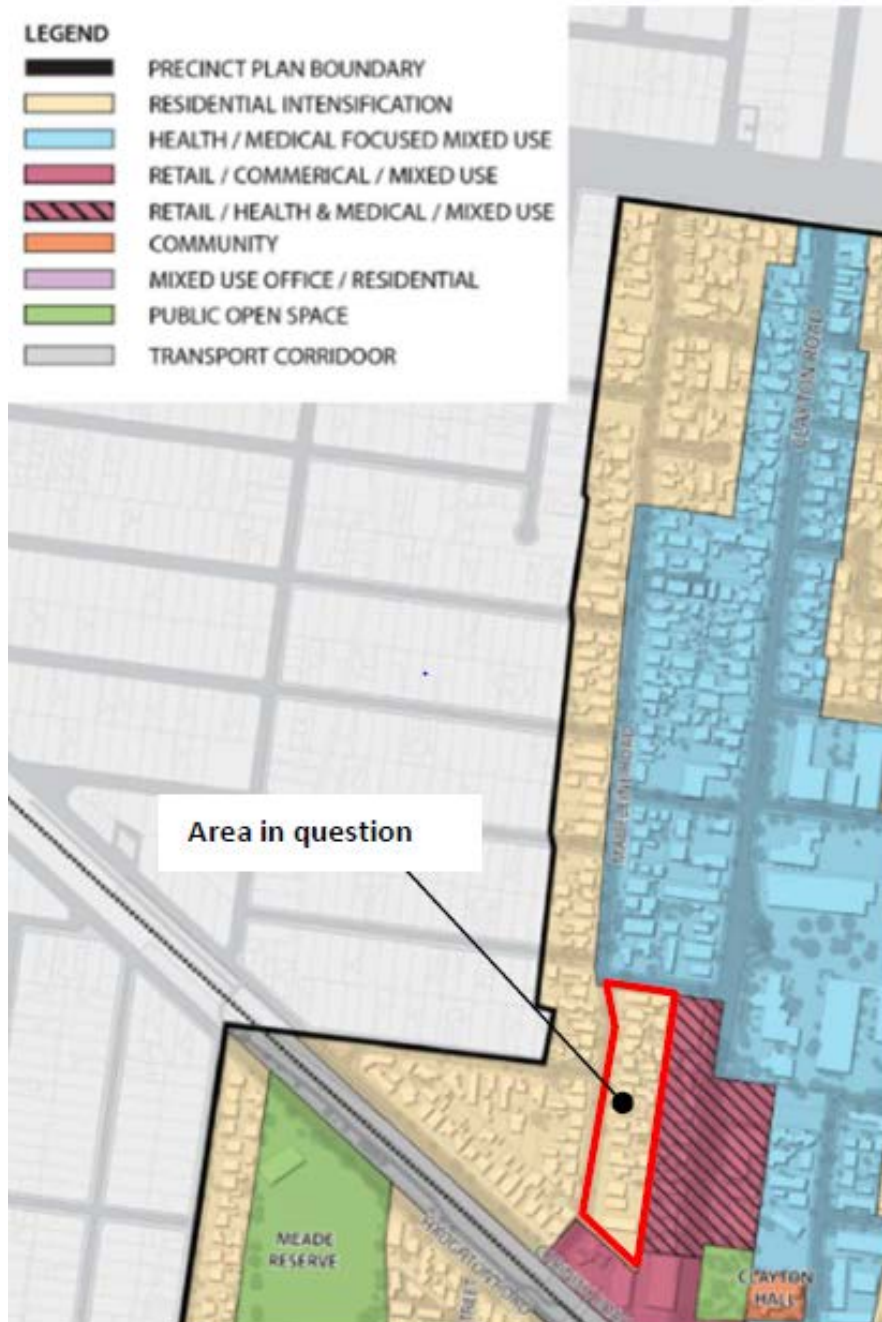


Figure 8 – Clayton Activity Centre Activities and Land Use Plan

### Increased Building Heights

Some submitters suggested that their sites should be identified as key redevelopment sites due to their location and size and/or should be included in precincts with higher building heights. This related to properties at 295-297 Clayton Road, 269-273 Clayton Road, 270-272 Clayton Road and 23 Mary Street, and 99-121 Carinish Road.

Another submission requested that the properties on the west side of Thomas Street should have the preferred building height of 8 storeys rather than the proposed 6 storeys, consistent with the proposed maximum heights of properties to their rear that front the east side of Clayton Road.

Although there were some submissions that queried the need for higher buildings, there was opportunity for greater heights in the centre, the majority of submissions agreed.

Officer comments

The sites at 295-297 Clayton Road, 270-272 Clayton Road and 23 Mary Street and 99-121 Carinish Road are potential key redevelopment sites, due to their location, size and configuration and should be consistently identified as such.

In terms of building heights, it is appropriate to extend the 10 storey building height in Clayton Road further north to include the site at 295-297 Clayton Road. The sites at 99-121 Carinish Road and 270-272 Clayton Road are already in the proposed 10 storey area and 23 Mary Street has a proposed building height of 8 storeys. These heights are considered appropriate and will facilitate higher built form on larger sites within the commercial precinct.

The property at 269-273 Clayton Road is an existing medical centre and is located further to the north opposite the Monash Medical Centre. The proposed 8 storey preferred building height in this location is appropriate and no changes to the heights are proposed.

With regard to the proposal to increase the proposed building heights on the west side of Thomas Street, this area will play an important role in providing employment and housing opportunities adjacent to the retail strip. The proposed 6 storey building height was intended to provide a transition from 8 storey heights along Clayton Road to 6 storey heights on the east side of Thomas Street.

It is recognised that the area has minimal sensitive interface issues. On the western boundary there is a laneway separating the area from proposed retail / commercial mixed use of 8 storeys, and on the eastern boundary Thomas Street, which is 15.4m wide separates properties from proposed residential uses of six storeys. The Draft Plan also proposes a 4 metre ground level setback and an additional 3m setback for development above three storeys. This will ensure the upper levels of development are significantly recessed from the street.

Due to the lack of sensitive interfaces and proposed recessing of upper levels, officers support the proposal to apply an 8 storey building height to the western side of Thomas Street. This will also make it consistent with Mary Street to the north of Carinish Street, which has similar interfaces.

Officer recommendation

Figure 18 in the draft Plan should be modified to identify 295-297 Clayton Road, 270-272 Clayton Road, 23 Mary Street and 99-121 Carinish Road as potential key redevelopment sites.

Figure 11 – Built Form Heights Plan should be modified to include properties on the west side of Thomas Street in the Preferred Building Height 8 storey area.

Figure 25 – Precinct 1 Built Form Plan should be modified to

- include 295-297 Clayton Road in the Preferred Building Height 10 storey area.
- Include properties on the west side of Thomas Street in the Preferred Building Height 8 storey area.

No other changes in response to submissions on building heights are proposed.

### **Traffic and parking**

Comments included that there needed to be a review of car parking rates or the development of a parking strategy so that the potential of the activity centre can be achieved. Some submitters thought that there should be no reduction in car parking spaces in and around the activity centre, although there were other suggestions that parking be taken out of Clayton Road.

There was also concern expressed over future redevelopment of the Cooke Street Council car park and the impact this would have on parking numbers and access.

In particular, existing traffic and parking congestion in Carinish and Haughton Roads was highlighted.

#### Officer comments

Parking and access for the activity centre will be reviewed in any future projects arising from the implementation of the Plan. One of the proposed actions outlined in the draft Plan is to develop a car parking strategy for the Activity Centre.

Given the significant changes likely to arise from the Suburban Rail Loop Clayton Super Hub Station, it is appropriate that any future car parking strategy be prepared once the station location has been determined.

#### Officer recommendation

No changes to the draft Precinct Plan are recommended in response to submissions.

### **Access and movement**

The draft Plan proposes a range of possible options for upgrading Clayton Road, which were generally supported by submitters. Submission also supported a reduced speed limit in Clayton Road and the prioritisation of pedestrians and cyclists access in and around the activity centre.

Some submitters were keen for Council to continue to advocate for improvements to public transport, particularly bus services frequency and connectivity.

#### Officer Comments

Clayton Road is currently a car and truck dominated environment with significant traffic volumes and four vehicle lanes that diminish the pedestrian amenity and experience. Clayton Road is a significant barrier between the east and west sides of the street and negatively impacts the overall amenity in the centre.



The proposed road cross sections in the draft Plan indicate potential outcomes for Clayton Road, creating a more people focused urban environment. It proposes the removal of a vehicle lane in each direction, re-configuration of car parking and allocating of the space to footpaths and landscaping. This will create an environment less dominated by cars and will allow for informal crossing of the road. Future consultation and discussion is required with relevant stakeholders to determine a final preferred option for any changes to Clayton Road.

Officer recommendation

No change to the draft Precinct Plan are recommended in response to submissions.

**Public Spaces**

Submissions were received stating that was a need for more parks and play equipment in the area. Generally submissions agreed with the need to 'green' the area. The proposed Haughton Road Plaza was generally supported although it was considered that further work on traffic impacts would be needed. Whilst supporting the proposed Cooke Street Plaza, submitters were concerned about the potential loss of any car parking spaces.

Officer comment

As noted earlier in this report, the Plan sets out the long term transformative vision of the centre and in general, it is a more highly urbanised, public transport rich area. Parking is likely to be less dominant and provided at a lower rate than traditional suburban shopping centres. The future development of parks and public plazas will be considered as part of future streetscape and redevelopment proposals.

Officer recommendation

No change to the draft Precinct Plan are recommended in response to submissions.

**Streetscapes**

Comments were received that there was a need to upgrade streets more generally, including street lighting, street furniture and paving. In addition, the vacant land immediately south of Clayton Railway Station was identified as needing to be cleaned up and potentially developed.

Two submitters was concerned over the built form requirements in Precinct 1 that relate to footpath widening on the east and west side of Clayton Road.

Officer comment

Matters raised with respect to the vacant land south of the station present opportunities for transformation as part of the new Suburban Rail Loop Station proposed for Clayton.

The Draft Precinct Plan proposes to widen footpaths along Clayton Road to enhance the pedestrian connection up to the Railway Station and beyond. This would be implemented through a ground level setback of 2.0m from

Clayton Road to incrementally achieve a footpath widening from approximately 3 metres up to 5 metres.

Providing a 2 metre ground level setback the entire frontage to Clayton Road may not be required to achieve the desired footpath width of 5 metres.

A more flexible approach would be to reverse the wording of the requirement so as to achieve the desired footpath width consistently along Clayton Road.

Officer recommendation

In Precinct 1: Built Form and Development Requirements – amend the requirements for ground level setbacks for footpaths achieve a consistent 5.0m wide footpath along both sides of Clayton Road.

**Other Issues**

Some submissions pointed out inconsistencies in the draft Plan in relation to the numbering of figures and the mapping of key redevelopment sites.

Officer comment / recommendation

There is a need to ensure that the figure numbers are accurate, and to this end it is recommended that the document be edited ensure that the figures are correctly numbered.

In addition, Figure 7 – Key Renewal Sites does not include all of the key redevelopment sites identified in Figure 18 – Precinct 1: Key Projects and Figure 27 – Precinct 2: Key Projects. It is recommended that Figure 7 be amended to include all sites identified as key redevelopment sites in Figures 18 and 27.

***RELATED ISSUES - SUBURBAN RAIL LOOP (SRL)***

On 28 August 2018 the Andrews Government announced the SRL project, with a promise that if re-elected, construction of project would commence within the next term of Government.

The SRL is a new underground rail network connecting Melbourne's Suburbs. The proposed underground network would circle Melbourne, connecting every major railway line from the Frankston line to the Werribee line via Melbourne Airport. With at least 12 new underground stations, the SRL will connect the Monash, La Trobe, Sunshine and Werribee National Employment and Innovation Clusters (NEIC) with key precincts such as Box Hill, Burwood, Broadmeadows and the Airport.

For the City of Monash the current proposal for the South-Eastern alignment of the SRL sees a new rail line running from Cheltenham to Clayton (designated as a Super Hub), connecting to a new Station at (or near) Monash University and a new line connecting to Glen Waverley before making its way to Burwood and beyond.

Clayton super hub

Passengers from Bairnsdale and Traralgon will gain new access by rail to services including Melbourne Airport, Monash University, Monash Hospital,

Box Hill Hospital, Box Hill TAFE, the Austin Hospital, the Monash and La Trobe employment precincts, Deakin University and La Trobe University.

On 3 September, 2019 the State Government announced the creation of the Suburban Rail Loop Authority (SRLA) to deliver the project.

It is understood that the construction of the South-Eastern alignment of the SRL (i.e. Cheltenham to Box Hill including the proposed Clayton Super Hub, connecting to a new Station at or near Monash University and a new line to Glen Waverley) will commence in 2022.

These investments also have significant positive implications for the Monash MNEIC, not to mention the economic and social benefits derived from the investment in the Clayton Activity Centre.

To ensure that the aspirations of the Draft Plan are aligned with the Government's aspirations of Clayton as a super hub, it would be prudent for Council to await the outcomes of any decision on the location of the proposed new station before finalising and proceeding with some elements of the implementation of the Plan.

#### ***FUTURE IMPLEMENTATION OF THE PRECINCT PLAN***

Once the draft Clayton Activity Centre Precinct Plan is endorsed and adopted by Council, an implementation plan, based on the actions and priorities outlined in the Plan will be prepared for further discussion and endorsement.

The draft Plan proposes a number of actions relating to activities and land use, built form, public realm, and movement and transport. These also relate to the key projects outlined for each of the 3 precincts – Precinct 1: the Central Retail Precinct. Precinct 2: the Health and Medical Precinct, and Precinct 3: the Surrounding Residential Precinct.

Uncertainty around the location of the future Clayton Hub as part of the Suburban Rail Loop project may delay the implementation of some actions outlined in the Plan.

#### ***POLICY IMPLICATIONS***

The preparation of the Clayton Activity Centre Precinct Plan is consistent with following Council and State Government Policies.

#### **Consistency with Council Strategies and Policies**

##### Monash 2021: A Thriving Community (2010)

This long term strategy states (as relevant) that our community values convenience (we are in walking distance to all we need); a balance between residential, commercial and industrial development; good connections to bus and train services, and easy access by train/freeway; we have a friendly,

community based atmosphere in shopping strips; and a safe place to live and bring up a family.

Monash Council Plan (2017-2021)

The following are relevant strategic objectives and strategies from the Council Plan:

*A liveable sustainable city*

- Strengthening our strategic policy and local planning framework
- Advocacy for enhancement of the National Employment Cluster
- Increasing our community engagement and education about town planning [...]
- *Inviting open and urban spaces*
- Ensuring the walkability of our city
- Improving our green open spaces and linking up our bicycle trails
- Enhancing our activity centres with an increased focus on the moveability and prioritisation of pedestrians
- *An inclusive community*
- Delivering integrated planning and community strengthening
- *Responsive and efficient services*
- Enhancing community consultation and involvement in our decision-making

The Council Plan identified the following relevant priority projects:

- Enhancing the Monash Planning Scheme by reviewing the scheme and by undertaking structure plans for Huntingdale and Mount Waverley. (Related strategic indicator: number of structure plans completed)
- Advocacy for the Rowville Rail and Huntingdale Station redevelopment.
- Improve our activity centres and pedestrian movements therein.

Monash Economic Development Strategy & Action Plan 2018

The Economic Development Strategy 2018 has four Key Strategic Directions. The relevant directions are:

- *Direction 2 – Places for Business: connected, accessible, quality and diverse employment precincts*  
This direction specifically actions the preparation of the Precinct Plans for Clayton and Huntingdale Activity Centres.
- *Direction 3. Diversity in Business: Facilitating economic growth and prosperity through diversity, collaboration and innovation.*

The Precinct Plans promote diverse business opportunities that build on the strengths of each of the Activity Centres.

- *Direction 4. Attracting business: Investment, industry leaders, innovators and emerging talent.*

The Precinct Plans propose action to attract infrastructure and employment investment in leading sectors such as health, education and research in Clayton. Huntingdale will be positioned for investment in collaboration, innovators and emerging talent.

#### Monash Housing Strategy (2014)

This strategy has formed the basis for Amendment C125 to the Monash Planning Scheme and identifies locations suitable for substantial residential growth, and areas suitable for limited and incremental growth. Amendment C125 has sought to implement Stage 1 of the housing strategy, which focussed growth around the Clayton activity centre and applying the Neighbourhood Residential Zone to sensitive areas around creeks.

The Precinct Plans identify increase residential density and diversity as key supporting roles for the Activity Centres bring housing and employment closer together.

#### Other relevant Draft Strategies

The following adopted strategies are also relevant to the Clayton and Huntingdale Precinct Plans. Recommendations within these strategies should align with future precinct plans:

- Monash Integrated Transport Strategy
- Monash Open Space Strategy
- Monash Urban Landscape and Canopy Vegetation Strategy

#### **State Government Policy Context**

##### Plan Melbourne

There are numerous references and policy directions throughout Plan Melbourne that highlight the importance of the MNEIC, specifically:

*“Direction 1.1 Create a city structure that strengthens Melbourne’s competitiveness for jobs and investment”*

*“Policy 1.1.4 Support the significant employment and servicing role of Health and Education Precincts across Melbourne”*

*“Policy 1.17 Plan for adequate commercial land across Melbourne”*

*“Direction 2.2 Deliver more housing closer to jobs and public transport”*

*“Direction 2.4 Facilitate decision-making processes for housing in the right locations”*

*“Directions 3.1 Transform Melbourne’s transport system to support a productive city”*

*“Policy 3.1.2 Provide high quality public transport access to job rich areas*

### **FINANCIAL IMPLICATIONS**

The development of the draft Plan is funded in the 2017/18 and 2018/19 Council Budgets

The Precinct Plan is essentially an aspiration statement of Council’s intent to address the future pressures and needs of the Clayton Activity Centres, but in a financial sense the recommendations of the draft Plan are largely unfunded within Council’s current Strategic Resource Plan (SRP) and Long Term Financial Plan (LTFP).

While proposed projects have transformative potential for the Monash NEIC and the Study area, the current level of project definition and large scale investment requirements mean that delivery and timings are uncertain.

A key ongoing action for Council is advocacy to the State Government and SRLA to ensure that Council receives additional funds from the State or through value capture to assist in the transformation of Clayton from suburban to high quality urban area.

Recommended public realm improvements and new Community Infrastructure will need to be assessed by Council as part of future budget consideration and in accordance with the LTFP.

Council will be able to use the analysis, findings and recommendations of the Plan to seek opportunities to leverage major investment in the transport network to drive the level of urban renewal envisaged for Clayton.

### **SOCIAL IMPLICATIONS**

The implementation of the Plan will have many positive social impacts not only for the Clayton community but for the broader area. However responding to demands for associated increased services will come at a cost.

Increased economic activity and population density will create greater demand for quality services for different groups such as children and families, young people, elderly people and people with disabilities. The challenges will be to ensure accessibility to these services is cost effective.

Implementation of the Plan will also create increased demand for recreation facilities, health services, walking and cycling amongst others. The proposed new Suburban Loop Station at Clayton will also improve public transport usage and reduce demand for vehicle use and congestion on roads.

**CONCLUSION**

The Plan delivers clear planning and urban design policies and principles that will inform future land use changes within the Centre, future built form controls and policies to encourage and incentivise investment and development. The response from the community has been overwhelmingly in support of the directions and recommendations in the Plan.

The Plan will also assist Council in its ongoing advocacy with the State Government and SRLA around the integration of the Clayton Super Hub, adequate financial assistance to Council and value capture opportunities.