

34 – 54 Clayton Road, Clayton

2 January 2021

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Town Planning and Urban Context Report

34 – 54 Clayton Road, Clayton

2 January 2021

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1 Introduction

This report has been prepared to accompany a planning permit application to the City of Monash for the staged redevelopment of the land at 34-54 Clayton Road, Clayton.

This application seeks approval for the staged development of the subject site. The proposal accommodates eight (8) buildings of 3-13 storeys including a mixture of commercial office, retail (restricted retail), restricted recreation facility, childcare and residential hotel uses to be known as the 'Clayton Road Commercial Precinct'. The application includes significant upgrades to Clayton Road (being a road in a Road Zone Category 1) and a reduction in the statutory car parking requirements.

This report provides:

- A description of the site and surrounds;
- An outline of the applicable statutory planning framework;
- An urban context analysis and how this has informed the design response;
- A description of the proposed development masterplan; and
- An assessment of the proposal taking into account all the relevant town planning and urban design considerations.

The project team comprises:

RotheLowman
Project Architects

Contour Consultants Australia
Town Planners

Site Image
Landscape Architect

WRAP Consulting
Environmentally Sustainable and Water Sensitive Urban Design

Treemap Arboriculture
Arborist

Traffix Group
Traffic and Transport Engineer

Leigh Design
Waste Consultant



2 Subject Site & Surrounds

2.1 Subject Site

The subject site at 34-54 Clayton Road is formally described as Plan CP159395. The site is located on the eastern side of Clayton Road in Clayton, approximately 270 metres south of the intersection with Ferntree Gully Road.

The consolidated site is irregular in shape with a small portion of the land separated from the main part of the lot by an easement. The separate portion in the north-west corner is triangular with a frontage of approximately 25 metres to Clayton Road and comprising 645.4 square metres. The primary part of the site to the south has a frontage of approximately 195.5 metres to Clayton Road. The eastern boundary is approximately 275 metres long and the southern boundary is approximately 157 metres. The overall site area is approximately 37,580 square metres. The land generally falls from south to north.

A 2.5 metre wide easement runs east-west through the site. A separate application has been lodged with the City of Monash to relocate the easement.

The site is currently developed as various warehouse and offices. Specifically, the land is developed as follows:

- 42-44 Clayton Road – ‘Aussie Farmers Foundation’ and ‘Paragon Care Ltd’; The building is a mixed two-three storey office and warehouse development oriented towards Clayton Road.
- 34-40 Clayton Road – ‘Comdain Infrastructure’ is a two-storey brick office building oriented towards Clayton Road with warehouses to the rear (east).

The site is accessed via five (5) existing crossovers to Clayton Road.

Existing vegetation is generally limited to the Clayton Road frontage and building frontages, including the building entrances. There are several trees located adjacent to the east and south boundaries. Of note is Tree 51 – a *Eucalyptus nicolii* in the south-east of the site that is in excess of 6m tall and identified in the accompanying Arborist Report prepared by Treemap Arboriculture as being in fair condition with a life expectancy of 15 – 30 years.



2 Subject Site & Surrounds

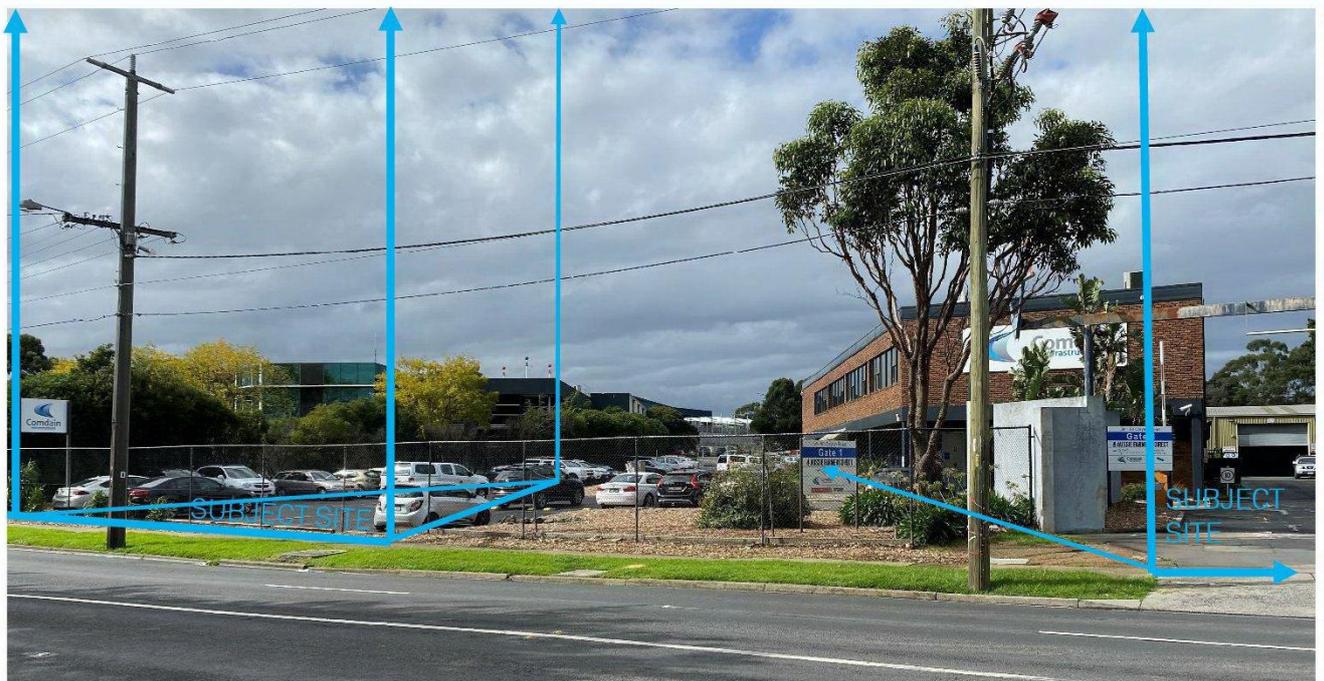
Figure 2.1
SUBJECT SITE LOOKING SOUTHEAST

View of subject site (Paragon Care) with existing bus stop in the foreground from the opposite side of Clayton Road looking south-east.



Figure 2.2
SUBJECT SITE LOOKING EAST

View looking east of the subject site from the opposite side of Clayton Road. The subject site is located to the south and north of a tract of land managed by Melbourne Water and is occupied by car parking. The indicative location of the smaller triangular portion of the site is shown on the left and Comdain Infrastructure on the subject site to the right.



2 Subject Site & Surrounds

Figure 2.3
EXISTING VEGETATION LOCATED ADJACENT TO THE EASTERN BOUNDARY OF THE SUBJECT SITE

View looking south southeast toward Carlson Reserve from within the subject site. The larger of the existing trees is identified as #51 in the accompanying Arborist Assessment.



Figure 2.4
VIEW OF MELBOURNE WATER TANK ON ADJOINING PROPERTY TO THE EAST

View from the subject site to one of two water tanks located on the adjoining property to the east.



2 Subject Site & Surrounds

2.2 Surrounds

The site is located within the Monash National Employment and Innovation Cluster (MNEIC) which contains the main commercial area of Clayton, and includes Monash Medical Centre and Monash University.

The surrounding area to the east and north is characterised by large institutions within the Monash Technology Precinct, including the CSIRO.

To the west, on the opposite side of Clayton Road, is an established residential area. The residential area to the west of Clayton Road is generally brick or weatherboard detached dwellings with pockets of more contemporary residential development. Dwellings typically include pitched tiled roofs and low front fencing with minimal landscaping.

There is also a range of urban infrastructure in the locality including Carlson Reserve abutting part of the site's southern boundary. Carlson Reserve includes a range of facilities, including cricket training nets, cricket oval (summer), soccer pitches (winter), tennis courts, playground equipment, public toilets, and changeroom facilities.

The subject site is served by public transport via bus services which run along Clayton Road (No. 733), noting a bus stop located in front of the subject site, Ferntree Gully Road (Nos. 693 and 742), and Clayton Railway Station 2.3 km to the south.

In terms of the site's immediate interfaces, the following is noted:

- To the north, on the opposite side of the Melbourne Water land, the land at 26-32 Clayton Road is occupied by a two-storey office and warehouse development. All parking is at-grade with limited landscaping beyond that within the front setback.
- The site is bound to the east by Melbourne Water Service Reservoirs consisting of two (2) significant above-ground water tanks. The tanks are approximately 6,939 square metres each in area and 10m in height. The land is otherwise undeveloped with canopy trees along the perimeter of the site.
- The site is bound to the south by two properties:
 - Carlson Avenue Reserve, a large public open space and sporting ground is to the south-west as described above; and
 - To the south-west, residential zoned land (GRZ) known as 56 Clayton Road, currently vacant. Together with the adjoining allotment to its south (62 Clayton Road), it is the subject of a current planning permit application being assessed by the Council for a multi-storey apartment development.

2 Subject Site & Surrounds

Figure 2.5
LOCALITY PLAN

Source: <http://online.melway.com.au/melway/>

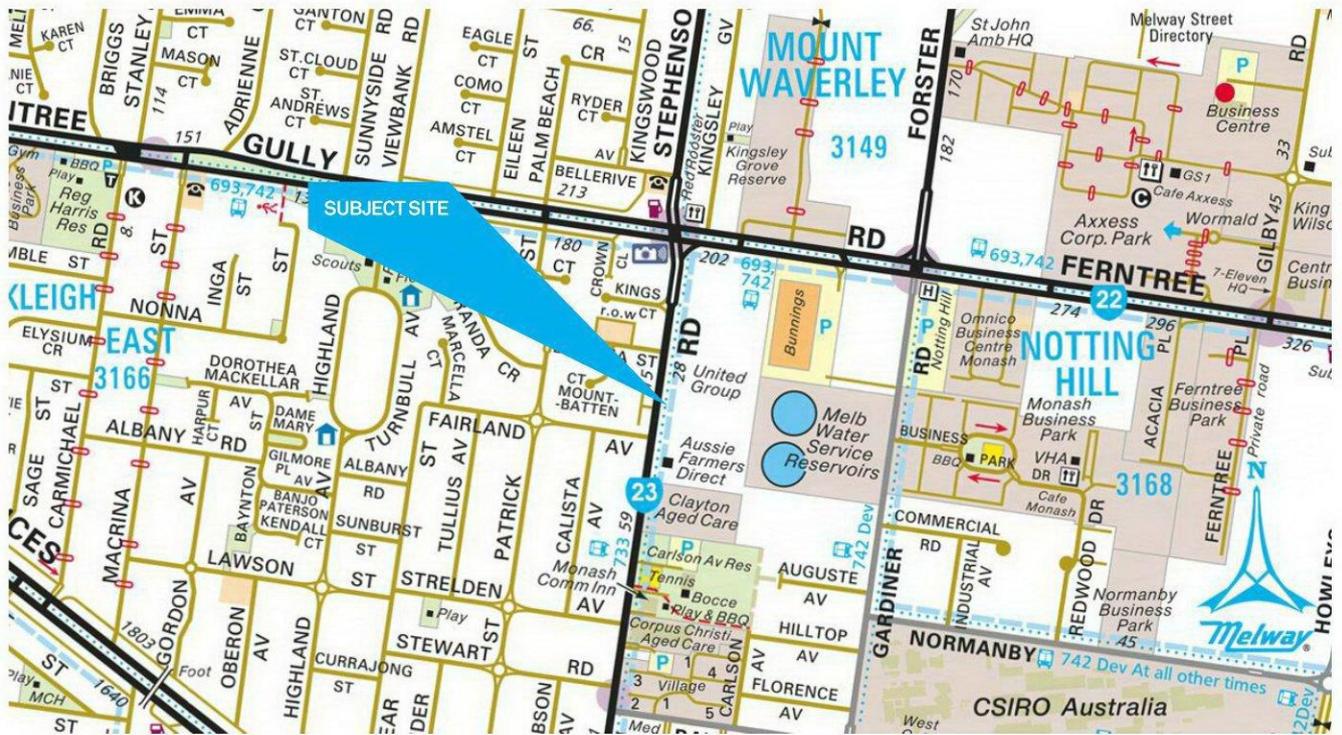


Figure 2.6
CADASTRAL PLAN

Source: <https://mapshare.maps.vic.gov.au/vicplan/>



2 Subject Site & Surrounds

Figure 2.7
AERIAL PHOTOGRAPH

Source: <http://maps.au.nearmap.com/> 15 June 2020

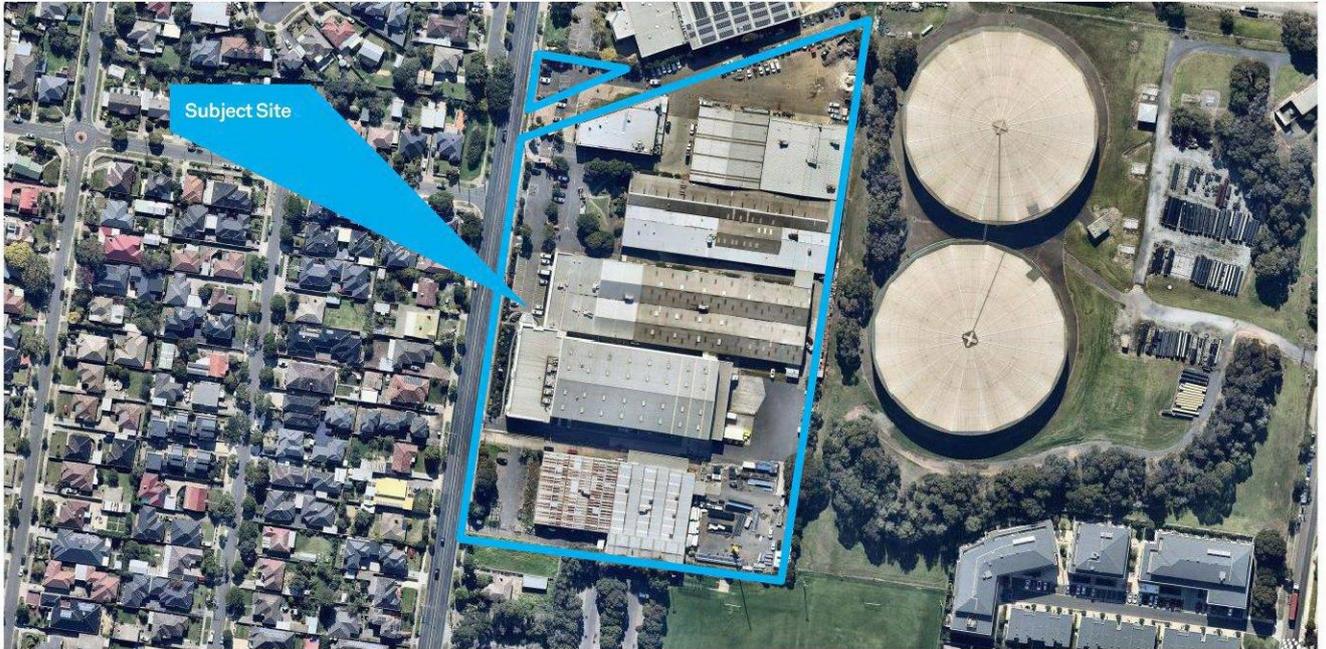
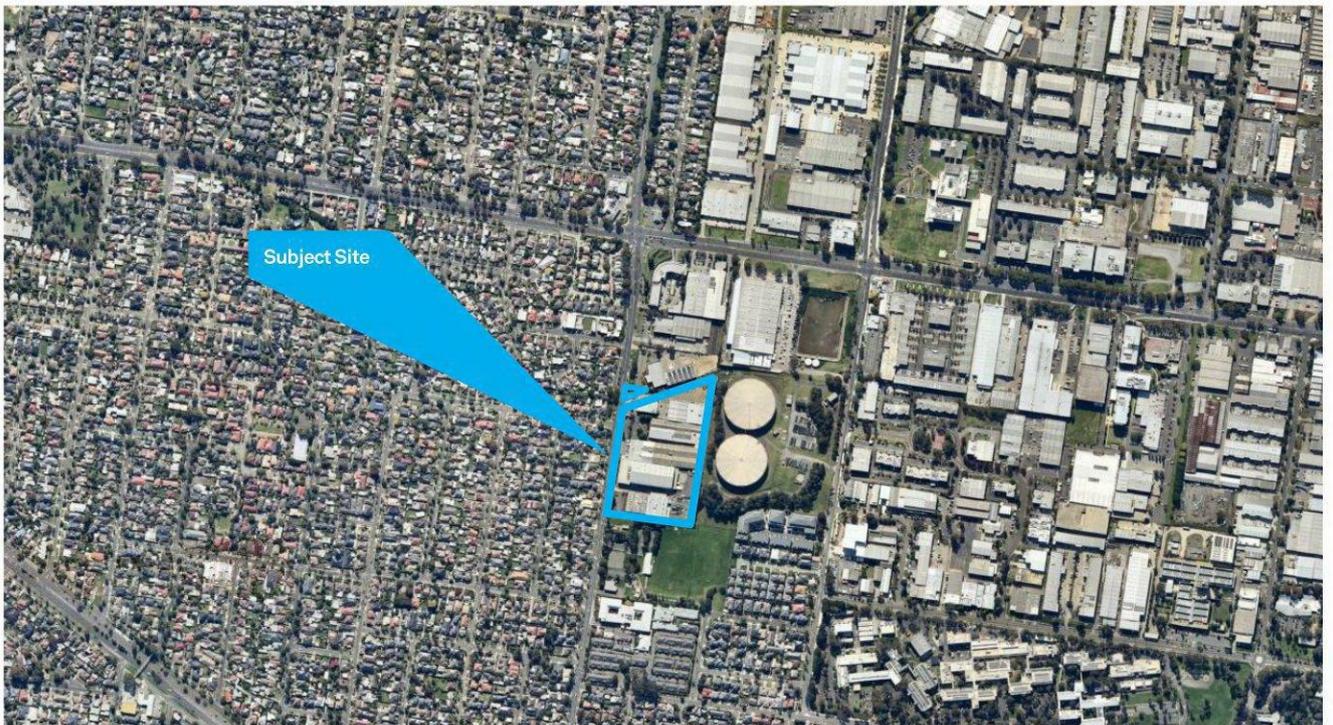


Figure 2.8
AERIAL PHOTOGRAPHY

Source: <http://maps.au.nearmap.com/> 15 June 2020



3 Statutory Planning Framework

3.1 Planning Policy Framework

The following clauses of the Planning Policy Framework (PPF) in the Monash Planning Scheme (the Planning Scheme) are relevant to the assessment of the proposal:

- Clause 10 – Planning Policy Framework
- Clause 11 – Settlement
 - Victoria (Clause 11.01)
 - Managing Growth (Clause 11.02)
 - Planning for Places (Clause 11.03)
- Clause 15 – Built Environment and Heritage
 - Built Environment (Clause 15.01)
 - Sustainable Development (Clause 15.02)
- Clause 17 – Economic Development
 - Diversified Economy (Clause 17.01)
 - Commercial (Clause 17.02)
- Clause 18 – Transport
 - Integrated Transport (Clause 18.01)
 - Movement Networks (Clause 18.02)
- Clause 19 – Infrastructure
 - Development Infrastructure (Clause 19.03)

As it relates to the proposal, the Planning Policy Framework states there should be a focus on investment and growth in places of state significance including national employment and innovation clusters and office based employment and community facilities and services are encouraged. There is also an emphasis on safe, healthy, functional, and urban environments that contribute to a sense of place and cultural identity. Opportunities for appropriate consolidation of land should be considered in areas well serviced by public transport. Use of sustainable personal transport and transit-oriented development is strongly encouraged.



3 Statutory Planning Framework

3.2 Local Planning Policy Framework

The following clauses contained in the Local Planning Policy Framework (LPPF) are relevant to the proposal:

Municipal Strategic Statement

The Municipal Strategic Statement (MSS) provides the strategic planning framework for the City of Monash. The following clauses are relevant to the site and the proposal:

- Clause 21.01 – Municipal Strategic Statement (Introduction)
- Clause 21.05 – Economic Development
- Clause 21.06 – Major Activity and Neighbourhood Centres
- Clause 21.07 – Business Parks and Industry
- Clause 21.08 – Transport and Traffic
- Clause 21.09 – Key Regional Assets
- Clause 21.13 – Sustainability and Environment

Clause 21.01 – Municipal Strategic Statement

The City of Monash is one of Melbourne’s most populous municipalities. The municipality asserts a strong desire to deliver sustainable development and maintain the highly valued garden city character, the Monash 2021 vision states ‘*a green and naturally rich city that keeps its green leafy character and values open spaces.*’

The Monash National Employment and Innovation Cluster is identified as a location for major business and institutional activity of which will contribute to the national economy. Business therefore plays a major role in the economic and commercial profile of the city. This is supported by Monash’s central location facilitating access for the workforce, proximity to the central city, strong educational base, existing physical infrastructure, and quality landscaped environment (Garden City Character).

The vision for the City of Monash focuses on four primary aspirations:

- *A fair and orderly community;*
- *An inclusive and safe community;*
- *A planned and connected city; and*
- *A green and naturally rich city.*

Notably, it is a core value of Monash to contribute, consolidate, and enhance their valued garden city image and as such, the garden city vision applies to all land use types including industrial, commercial, and main roads. Design criteria are provided and assessed at Section 6 of this report.

Clause 21.05 – Economic Development

Clause 21.05 identifies Monash as a major economic contributor and place of employment in Melbourne’s south east of which is attributed to the proximity and ease of access to the central city, the Monash Technology Precinct & Monash University, livability & transport

3 Statutory Planning Framework

connectivity in Monash, and the existing network of retail, entertainment, commercial and industrial premises.

The clause seeks to support and retain businesses to provide increased employment opportunities and investment which will rely on creating viable, attractive, and convenient business and activity centres. A key issue identified is clustering businesses in accessible, attractive, and well serviced locations to support this initiative.

The following objectives and strategies are relevant to the subject site:

Objectives

- *To create an environment which is attractive to investors and fosters business growth.*
- *To develop strong links with members of the business community and ensure that Council is responsive to their needs.*
- *To increase the number and range of viable local employment opportunities.*
- *To facilitate the revitalisation of key areas and ensure that new development is of a high standard that adds to the attractiveness of business and industrial areas and enhances Garden City Character.*
- *To encourage appropriate mixed use development while ensuring that the amenity of neighbourhoods is not adversely affected.*

Strategies

- *Develop and maintain a streamlined development approvals process for significant business investment and development proposals including a register of major vacant properties to highlight potential investment opportunities, supported by clear development guidelines (information sheets) for key strategic sites and a register of contacts for those interested in the development of those sites.*
- *Improve the attractiveness, convenience and accessibility of key industry, business, and activity centres through the development of structure plans, business plans, and urban design frameworks.*

Clause 21.06 – Major Activity and Neighbourhood Centres

Clause 21.06 identifies the Monash National Employment and Innovation Cluster as the largest concentration for employment outside the central city and subsequent vital economic contributions to the City of Monash. A range of business activity, including retail, entertainment, office and other commercial services contribute to the high level of economic activity and employment in Monash.

The site does not sit within the boundaries of the Clayton Activity Centre however it is located within the Monash National Employment and Innovation Cluster and Monash Technology Precinct.

3 Statutory Planning Framework

The primary focus' identified for the MTP and MNEIC includes to *contain high quality, well designed offices and industrial premises.*

Clause 21.06 set outs the following relevant objectives and strategies:

Objectives:

- *To develop vibrant major activity and neighbourhood centres with a broad mix of uses appropriate to the type of centre and needs of the target population, that have improved access for walking, cycling and levels of public transport services, and that provide a focal point for the community, fostering social and cultural development.*
- *To promote more sustainable transport patterns by ensuring major activity and neighbourhood centres are well serviced by public transport, by encouraging walking and cycling through providing safe and accessible public spaces, and by concentrating activities that generate high numbers of trips in highly accessible locations.*
- *To promote the Monash Technology Precinct, forming part of the Monash National Employment and Innovation Cluster, as the primary strategic location for high technology research and development industries in Victoria.*
- *To ensure the provision of appropriate buffers and interface between commercial, residential, and industrial land uses.*

Strategies:

- *Enhance the structure and function of major activity and neighbourhood centres by encouraging a variety of mixed use development, enhancing streetscapes and access including public transport, walking, and cycling, improving car parking and creating attractive environments for the benefit of the local community.*
- *Maintain the vibrancy of the street by encouraging "active frontages" with retail, leisure, and cultural facilities.*
- *Encourage hospitality and entertainment precincts in the major activity centres to meet demand and maximise employment opportunities in these industries.*
- *Incorporate a retail, entertainment, or other approved business use on the ground floor of a multistorey development where the location of the development is in a core retail or business area of the activity centre.*
- *Enhance the landscape and signage character of the streetscape and improve the safety and amenity of pedestrian networks including cycle ways, public transport access and parking opportunities where necessary, in all activity centres.*
- *Encourage development that incorporates improved energy efficiency during both building and operation and minimises production of waste and pollution of the air.*

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Clause 21.07 – Business Parks and Industry

Clause 21.07 recognises the location and accessibility to labour markets within Monash is an asset in attracting a range of businesses to the precinct. The Monash Technology Precinct includes major business and office components in addition to the technology and industrial areas and is considered one of the leading technology precincts nation-wide. Emphasis on the contributions of the Garden City Character to the economic image of Monash is also recognized.

The following objectives and strategies are of relevance:

Objectives:

- *To balance the need to maintain the operating conditions of traditional industrial land uses to ensure their continued viability within the growing demand for office and technology land uses.*
- *To improve car parking provision and traffic flow in industrial areas and discourage on-street parking.*
- *To positively encourage the renewal and quality of built form in industrial areas*
- *To ensure the protection of the air environment, land, waterways and groundwater resources from polluting discharges and activities in accordance with all relevant State environment protection policies, EPA technical and best practice environmental management guidelines and in agreement with the principles of ecologically sustainable development.*

Strategies:

- *Encourage redevelopment and revitalisation of older industrial areas that results in improved streetscapes and a reduction in parking problems*
- *Ensure properties abutting main roads are maintained and enhanced visually*
- *Create the right climate for strong employment opportunities having regard to the changing nature of industry and the local economy.*
- *Provide an attractive environment commensurate with the types of activities in the industrial areas of Monash.*
- *Ensure that any negative impacts from industrial uses on surrounding sensitive land uses are minimised or reduced where possible.*
- *Enhance the physical environment, walking and cycling infrastructure, public transport access and traffic and car parking networks of industrial areas.*

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Clause 21.08 – Transport and Traffic

Clause 21.08 identifies that land use and transport planning needs to be integrated around major arterial roads, fixed public transport routes, walking trails and bicycle paths, taking into account transport patterns relating to commercial, residential, and industrial land uses.

Clause 21.09 – Key Regional Assets

This Clause identifies Monash University as the key tertiary institution in the eastern suburbs and its role as a major employer and business centre vital to the economic vitality of the region; The Monash Medical Centre is identified as a major health care facility that provides a key service to Melbourne.

A key strategy of this clause is to ‘facilitate the development of appropriate industry, business and residential projects that cater for the needs of user of key regional assets.’

Clause 21.13 – Sustainability and Environment

Clause 21.13 seeks to ensure that planning, development, and associated infrastructure complies with the principles of economic prosperity, social advancement, environmental protection, minimises energy usage, and increases utilisation of alternative energy resources, particularly renewable sources.

Local Planning Policies

The following Clauses of the LPPF are of relevance to the proposal:

- Clause 22.02 – Monash Technology Precinct Policy
- Clause 22.04 – Stormwater Management Policy
- Clause 22.05 – Tree Conservation Policy
- Clause 22.13 – Environmentally Sustainable Development Policy

Clause 22.02 – Monash Technology Precinct Policy

This policy applies to land in Schedule 6 to the Special Use Zone, known as the Monash Technology Precinct (MTP).

The precinct is a highly valued, diverse employment destination considered one of the most important innovation precincts nationwide. The precinct will continue to provide a range of service commercial, and retail uses that have a primary role in servicing and supporting business and industry within the MTP.

The following objectives are relevant:

- *To encourage further clustering of businesses within the Precinct.*

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- To attract and retain businesses which service the needs of other businesses/institutions in the Precinct.
 - To encourage a range of appropriate non technology-based commercial activities which enhance economic development and employment opportunities in the Precinct (Including office development and residential hotels).
 - To assist the sustainable and complementary development and operation of industrial, office and high technology land uses that provide a variety of employment centres of high amenity, quality and enduring local image.
 - To encourage appropriate development within the Monash Technology Precinct that balances the needs of existing industry and the demand for office and high technology land uses by limiting new office development to areas where there is substantial existing or approved industrial components.
 - To balance the need to maintain the operating conditions to ensure viability of traditional industrial land uses with the growing demand for office and high technology land uses.
 - To achieve high quality design outcomes for the development of sites.
 - To encourage high quality built form and streetscape throughout the Precinct so as to ensure a quality environment for activities pursued in the Precinct.
 - To promote a high level of amenity in streetscape and built form that reinforces the Precinct's significance on a local, regional, national and international scale.
 - To ensure that residential areas are protected from the inappropriate use and development of sites.
 - To promote the use of more sustainable forms of transport such as walking, cycling and public transport.
 - To encourage development which is based upon Ecologically Sustainable Development (ESD) principles .

Clause 22.02 sets out the following policies:

- Service orientated and supporting enterprises that contribute to economic development and support the technology and research and development enterprises of the Precinct should be encouraged even though they may not be technology-oriented activities.
- Residential hotels:
 - Locate centrally in relation to the two major catchments of the Precinct either side of Blackburn Road;
 - Have a strong street presence;
 - Are accessible to those travelling by foot or other sustainable transport options from locations within the precinct;
 - Have the opportunity to incorporate or co-locate with other retail and business service uses to form coherent and contained local destinations that are a focal point in the precinct; and
 - Include provision for serving food or drink in a pleasant open space.
 - Are designed and built to minimise noise intrusion from surrounding employment or industrial uses

3 Statutory Planning Framework

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- *The form and appearance of development in the Precinct, including front setbacks and landscaping, is designed to a high standard and quality that enhances the image of the Precinct.*
 - *Sites within the Precinct which interface with residential and other sensitively used areas are developed and used in a manner which respects the amenity of these areas.*
 - *Development is encouraged to utilise more sustainable forms of transport such as walking, cycling and the use of public transport.*
 - *Development is designed to ensure the protection of the air environment, land, waterways and groundwater resources from polluting discharges and activities in accordance with all relevant State environment protection policies, EPA technical and best practice environmental management guidelines and in accordance with the principles of ecologically sustainable development.*
 - *Office development with a net floor area greater than 1,800 square metres has at least 15% of the net floor area used for a research and development centre where the office is one of the following:*
 - *Part of the same corporate entity which occupies industrial or warehouse floor area in the Monash Technology Precinct;*
 - *Used principally for the purpose of offering services or support to the technology related or intensive uses in the Monash Technology Precinct; or*
 - *Part of a production oriented enterprise.*

It is policy to design development to meet the objectives and design standards of the Urban Design Guidelines – Monash Technology Precinct, January 2008 (Monash Specialised Activity Centre). These are addressed at Section 6 of this report.

Clause 22.04 – Stormwater Management Policy

This policy sets out the following requirements that development must respond to:

- *Stormwater flows generated from increased impervious areas be managed by on-site retention systems.*
- *All stormwater generated from water falling on the impervious surfaces of a site be collected and discharged, via an on-site stormwater retention system, into the point of discharge nominated by the responsible authority.*
- *The rate of discharge be limited to the design discharge for the site prior to development or redevelopment.*
- *For the minor storm (20% AEP storm event), stormwater flows generally be carried within the underground drainage system.*
- *Major creeks and drains be protected from urban development which detracts from their water quality and their capacity to perform their drainage function.*
- *Management plans be prepared for all major floodplains, wetlands and associated open space which contribute to waterway systems and assist in better management of stormwater, including water quality.*

3 Statutory Planning Framework

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- *Opportunities be created to maximise the potential for the overall drainage system, including all creeks, drains, wetlands etc, to contribute to the environmental and recreational qualities of Monash and its overall amenity.*
 - *Development proposals demonstrate that there will be no detrimental effect on overall stormwater quality within the municipality.*
 - *Best practice environmental management be used in the design, construction, and operation of drainage systems to reduce impacts on surface waters and groundwater.*
 - *Development be designed and managed to minimise the impact of urban stormwater runoff on waterways in accordance with any best practice environmental management guideline approved by a statutory authority.*
 - *Litter management be in accordance with Victoria's Litter Reduction Strategy.*

Clause 22.05 – Tree Conservation Policy

This policy applies to all land and seeks to 'maintain, enhance and extend the Garden City Character throughout Monash by ensuring that new development and redevelopment is consistent with and contributes to the Garden City Character as set out in the Municipal Strategic Statement'.

Future development must respond to the following aspirations:

- *Existing semi-mature and mature canopy trees be retained wherever possible to ensure maintenance of the tree canopy.*
- *Existing street trees be retained and protected.*
- *Semi-mature canopy trees with spreading crowns be planted as part of any new development, in open space areas, along boundaries adjacent to neighbouring open space and in front setback areas to reinforce the Garden City Character of the area.*

Clause 22.13 – Environmentally Sustainable Development Policy

Broadly, this policy seeks to ensure that development achieves best practice in environmentally sustainable development from the design stage through to construction and operation.

It is policy that an application for the development of a non-residential building with a gross floor area of more than 1000m² requires the preparation of a Sustainability Management Plan (SMP).

A SMP has been prepared by WRAP Consulting and accompanies this application.

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3.3 Zone

The subject site is within the Special Use Zone – Schedule 6. The purpose of the Zone is to *recognise or provide for the use and development of land for specific purposes as identified in a schedule to this zone.*

The purpose of applicable Schedule 6 to the Zone is:

- *To encourage the integrated development of offices and manufacturing industries and associated commercial and industrial uses.*
- *To facilitate the provision of short term accommodation and complementary business services.*

‘Office’ is a Section 1 – permit not required use.

‘Residential Hotel’, ‘Retail premises’ (including Food and drink premises and Restricted retail premises), ‘Childcare Centre’ (Education Centre), ‘Restricted Recreation Facility’ (Leisure and Recreation) are Section 2 – permit required uses.

Pursuant to Clause 4.0 of the Schedule 6 to the Special Use Zone (Clause 37.01), a permit is required to construct a building or construct or carry out works. An application must be accompanied by the following:

- Architectural plans and elevations. Rothe Lowman have prepared a comprehensive architectural package accompanying this application.
- Details of all driveways, car parks, drainage works and loading areas. The architectural package and traffic engineering assessment prepared by Traffix detail the proposed accessways, loading and car parking areas.
- Landscape plan. Site Image has prepared landscape concept plans that accompany the application.
- Acoustic assessment (associated with a Residential hotel). It is requested that this requirement be conditioned as part of any approval as the proposed Residential hotel is located in the last of four stages of development and will need to be assessed based on the mix of uses existing, approved or proposed at the time.

Clause 4.0 also notes “*an application is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act. This exemption does not apply to an application for a building or works within 30 metres of land (not a road) which is in a residential zone, land used for a hospital or an education centre or land in a Public Acquisition Overlay to be acquired for a hospital or an education centre unless the application is for a building or works to be used for a residential hotel.*”

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Figure 3.1
ZONE PLAN (SITE IN BLUE)

Source: <https://mapshare.vic.gov.au/Vicplan/index.html?https://mapshare.maps.vic.gov.au/vicplan/>.



3.4 Overlay

The site is affected by the Design and Development Overlay – Schedule 1 (Industrial and Commercial Design and Development Area). The purpose of the overlay is *to identify areas which are affected by specific requirements relating to the design and built form of new development.*

The Schedule includes the following Design Objectives:

- *To ensure that development, including front setbacks, is in keeping with and contributes to the Garden City Character as set out in the Municipal Strategic Statement.*
- *To ensure that the building scale and form in terms of height and bulk complements and does not visually overwhelm surrounding buildings.*
- *To ensure that streetscape engineering details of new developments integrate with the existing streetscape.*
- *To ensure that fences or planting along property boundaries do not adversely affect urban character or adjacent open space.*
- *To ensure that the landscape treatment within the front setback contributes to the positive aspects of the applicable industry or business Character Type identified in Clause 22.03.*
- *To retain existing on-site vegetation if possible.*
- *To ensure that car parking, vehicle access and service areas do not visually impinge on front setbacks or affect streetscape elements such as trees and nature strips.*
- *To minimise visual clutter.*

Pursuant to Clause 43.02-2, a permit is required to construct a building or construct or carry out works.

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Clause 2.0 of the Schedule includes requirements for buildings and works relating to:

- Building and car park setbacks;
 - Buildings and car park areas to be setback at least 20 metres from Clayton Road.
 - Buildings must be setback from land in a residential zone at least the Distance of half the proposed building height plus 1.5m.
- Fences in front setbacks;
 - Front fences must be setback at least 20 metres from Clayton Road.
 - Front fences should not be higher than 2m, should be screened by trees and shrubs between the front property line and the fence, designed to reflect the character of the area and be painted a recessive colour..
- Engineering design;
 - Established engineering treatments must be used where new accessways are proposed, nature strip and road surface details, to meet existing streets.
- Services;
 - All services must be located underground.
 - Rubbish enclosures and services areas should be screened and located at the rear of buildings.
 - Rubbish bins, enclosures and loading docks shouldn't be visible from the street.

The response to the design requirements is addressed in Section 6 of this report.

An application that meets the buildings and works requirements is exempt from third party notice and review and review rights.

It is noted that this application does not propose buildings within 20m of Clayton Road.

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Figure 3.2
DESIGN AND DEVELOPMENT OVERLAY EXTENT

Source: <https://mapshare.vic.gov.au/Vicplan/index.html?https://mapshare.maps.vic.gov.au/vicplan/>



3.5 Particular Provisions

The following clauses within the Particular and General Provisions sections of the Planning Scheme are relevant to the application:

- Easements, Restrictions and Reserves (Clause 52.02)
- Car Parking (Clause 52.06)
- Bicycle Facilities (Clause 52.34)
- Land Adjacent to A Road Zone, Category 1, Or A Public Acquisition Overlay for A Category 1 Road (Clause 52.29)
- 53.18
- Decision Guidelines (Clause 65)

Easements, Restrictions and Reserves (Clause 52.02)

The purpose of this provision is:

- *To enable the removal and variation of an easement or restrictions to enable a use or development that complies with the planning scheme after the interests of affected people are considered*

Part of the property is affected by an easement that runs east-west from Clayton Road to the Melbourne Water land to the east and as already noted, a separate application has been lodged by Breece Pitt Dixon to remove the easement.

Car Parking (Clause 52.06)

The purpose of this provision is:

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- *To ensure that car parking is provided in accordance with the Municipal Planning Strategy and the Planning Policy Framework.*
 - *To ensure the provision of an appropriate number of car parking spaces having regard to the demand likely to be generated, the activities on the land and the nature of the locality.*
 - *To support sustainable transport alternatives to the motor car.*
 - *To promote the efficient use of car parking spaces through the consolidation of car parking facilities.*
 - *To ensure that car parking does not adversely affect the amenity of the locality.*
 - *To ensure that the design and location of car parking is of a high standard, creates a safe environment for users and enables easy and efficient use.*

Clause 52.06-5 sets out the number of car parks required for various land uses. The site is not included in the Principal Public Transport Network Area and therefore Column A rates apply.

Use of the land for an 'Office' requires:

- 3.5 spaces to each 100sqm of net floor area.

Use of the land for a 'Childcare centre' requires:

- 0.22 spaces to each child

Use of the land for 'Food and drink premises' requires:

- 4 spaces to each 100sqm of net floor area.

Use of the land for 'Restricted retail premises' requires:

- 3 spaces to each 100sqm of net floor area.

There is no specified car parking rate for the following proposed uses: 'Residential Hotel', and 'Restricted recreation facility'.

A planning permit may be issued to waive or reduce the requirements subject to Clause 52.06-6. An access and parking assessment is provided in the Traffic and Transport Impact Assessment prepared by Traffix Group that accompanies this application.

The proposed development generates a statutory requirement to provide a total of 2283 on-site car parking spaces based on the Office use proposed (NLA 65,249sqm). The proposed development will provide 2102 car parking spaces on site which is less than the statutory requirement. The effective rate of car parking being provided for the Office component of the development is 3.2 spaces per 100sqm of net floor area per the Traffix Group report and architectural package. It is otherwise proposed to provide car parking in accordance with statutory rates for restricted retail premises and child care centre.

3 Statutory Planning Framework

Bicycle Facilities (Clause 52.34)

The purpose of this provision is:

- *To encourage cycling as a mode of transport.*
- *To provide secure, accessible, and convenient bicycle parking spaces and associated shower and change facilities.*

Pursuant to Clause 52.34, the number of bicycle facilities required for development is as follows:

Office

- *Employee: 1 to each 300 sqm of net floor area if the net floor area exceeds 1000 sqm*
- *Visitor: 1 to each 1000 sqm of net floor area if the net floor area exceeds 1000 sqm*

Residential Building (Residential Hotel)

- *Resident: In developments of four or more storeys, 1 to each 10 lodging rooms*
- *Visitor: In developments of four or more storeys, 1 to each 10 lodging rooms*

Retail premises (inclusive of Restricted retail premises and Food and drink premises)

- *Employee: 1 to each 300 sqm of leasable floor area .*
- *Visitor: 1 to each 500 sqm of leasable floor area*

There are no specified bicycle parking requirements for a Child care centre or Restricted recreation facility.

The proposed development generates a statutory requirement to provide a total of 335 bicycle parking spaces (inclusive of visitor spaces) based on the following:

- Office: 217 for employees and 65 spaces for visitors.
- Residential Hotel: 16 spaces for employees and 16 spaces for visitors.
- Retail Premises: 13 spaces for employees and 8 spaces for visitors.

The application proposes ample on-site bicycle spaces publicly available throughout the precinct. Each building will provide a further amount allocated for private use to satisfy the statutory requirement.

End of trip facilities are proposed in all (six) office buildings at ground floor to service building users. As noted in the SMP:

The public realm areas will be provided with visitor bike parking facilities at a rate of one per 20 peak visitors to the precinct.

3 Statutory Planning Framework

Future Buildings/Lots:

The development(s) will include the following facilities to support active transport:

- o Secure bicycle parking spaces in each building for use by regular occupants/staff, at a rate of one per 13 regular occupants; and*
- o Change facilities, including showers and lockers provided in accordance with the current Green Star criteria.*

Traffix Group is satisfied that the proposed development will meet statutory requirements per section five of the accompanying report.

Land Adjacent to A Road Zone, Category 1, Or A Public Acquisition Overlay for A Category 1 Road (Clause 52.29)

The purpose of this provision is:

- *To ensure appropriate access to identified roads.*
- *To ensure appropriate subdivision of land adjacent to identified roads.*

Clayton Road is located within the Road Zone, Category 1. Pursuant to Clause 52.29-2, a permit is required to create or alter access to a road in a Road Zone, Category 1.

It is proposed to alter the access arrangements on to Clayton Road. The proposed alterations include a new signalised intersection, a widening of Clayton Road to provide for turning lanes in to the site and a new left in left out access.

The proposed arrangements, including alterations to Clayton Road have been assessed by Traffix Group as appropriate.

Decision Guidelines (Clause 65)

Clause 65 sets out decision guidelines for planning permit applications and include, inter alia:

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

3 Statutory Planning Framework

-
- *The extent and character of native vegetation and the likelihood of its destruction.*
 - *Whether native vegetation is to be or can be protected, planted, or allowed to regenerate.*
 - *The degree of flood, erosion or fire hazard associated with the location of the land and the use, development, or management of the land so as to minimise any such hazard.*
 - *The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.*

3.6 Strategic Documents

Plan Melbourne

The Melbourne Metropolitan Strategy, 'Plan Melbourne 2017-2050' represents the vision for Melbourne 2050 through management of growth and change. Nine principles encompass the vision for a *global city of opportunity and choice* and seven outcomes aspiring for a *competitive, liveable, and sustainable city*. These include:

- *Investment, innovation, and jobs;*
- *Housing supply and locations near jobs and services;*
- *Integrated transport system connecting people to jobs and services;*
- *Distinctive and livable city with quality design and amenity;*
- *Inclusive, vibrant, and healthy neighbourhoods;*
- *Sustainable and resilient city;*
- *Regional Victoria is productive, sustainable, and supports jobs and economic growth.*

A key outcome in *Plan Melbourne* is supporting investment, innovation, and certainty in jobs with the central city remaining the largest concentration of employment across Melbourne. The following directions guide how this outcome will be achieved include:

- *Create a city structure that strengthens Melbourne's competitiveness for jobs and investment;*
- *Improve access to jobs across Melbourne and closer to where people live; and*
- *Create development opportunities at urban renewal precincts across Melbourne.*

Direction 1.1 is of particular relevance to the subject site given the focus on employment and development of innovation clusters. The clusters are a focus for jobs growth and strategic infrastructure investment. There are seven clusters identified in the Plan, the subject site is within the Monash Employment and Innovation Cluster. Monash is identified as the largest established cluster in which consolidating future growth is a key focus (Policy 1.1.3).

Outcome 4 relates to the distinctive, liveable qualities of Melbourne emphasising a high level of design and amenity that focuses on people, environment, and cultural identity. Directions include, in part:

3 Statutory Planning Framework

→ Create more great public places across Melbourne; and Achieve and promote design excellence.

Monash National Employment and Innovation Cluster

The *Monash National Employment and Innovation Cluster Framework Plan* has been prepared in conjunction with implementation of Plan Melbourne. A draft plan was published in 2017 and outlines a range of strategies to achieve the vision in which states,

‘The Monash National Employment and Innovation Cluster will transform and modernise over the next three decades as a connected and exciting place for employment, education, innovation, leading-edge technology and research. It will be positioned as a globally competitive value-creating economy.’

The Framework Plan at Figure 4.1 depicts the subject site within an area designated for high density employment in addition to an indicative future business town centre to the east (refer legend, red star).

Figure 3.3
EXTRACT OF MNEIC PRECINCT PLAN

SOURCE: MONASH NATIONAL EMPLOYMENT AND INNOVATION CLUSTER FRAMEWORK PLAN (2017)

<https://vpa.vic.gov.au/project/monash-employment-cluster/>



3 Statutory Planning Framework

Monash Technology Precinct Urban Design Guidelines 2008

The Urban Design Guidelines for the Monash Technology Precinct, adopted in January 2008, provide objectives and standards for the preferred built form outcomes for new development within the Precinct.

The precinct generally includes properties which are located north of Dandenong Road, east of Clayton Road, south of the Monash Freeway and west of Springvale Road (Refer Figure XX below).

The Urban Design Guidelines include the major design parameters which have the most influence on providing a high quality streetscape and built environment. The guidelines provide eight (8) significant urban design elements which are identified as follows:

- Element 1 Road and Boundary Setbacks
- Element 2 Building Design and Form
- Element 3 Building Height
- Element 4 Landscaping
- Element 5 Vehicle Crossovers
- Element 6 Car Parking
- Element 7 Loading Bays
- Element 8 Advertising Signs

Each of the above elements provide specific design objectives and guidelines for new development.

The extent of the Monash Technology Precinct is depicted below.

Figure 3.4
MONASH TECHNOLOGY PRECINCT



4 Urban Context and Design Response

4.1 Opportunities and Constraints

Having regard to the site's physical context and the provisions within the Monash Planning Scheme, the following opportunities and constraints have been identified as part of the urban context analysis.

- State, regional, and local planning policy encourages investment and growth specifically within Melbourne's national employment and innovation clusters;
- Consolidation of land in appropriate locations and centralised locations for employment, services, and public transport is encouraged;
- Delivery of safe, healthy, and sustainable urban environments is sought at the state, regional, and local level with reference to the highly regarded Garden City character of Monash at local level;
- The site is located within a zone that specifically contemplates development of offices and short-term accommodation including complementary commercial and business services;
- Use for 'Office' is as of right within the Special Use Zone – Schedule 6;
- Policy objectives at the State, metropolitan, and local level support the revitalisation of older industrial land and clustering of businesses subject to a considered design response;
- The site is in a precinct of existing industry and technology land uses and new office development is specifically welcomed at this main road location to meet increasing demand within the municipality;
- The northern and eastern interfaces are of low sensitivity in which taller built form outcomes of high architectural quality are acceptable;
- Opportunities to provide for a new public realm network within the site that will contribute to an attractive place to work.
- Public space, walking, and connectivity to Carson Avenue Reserve;
- The large site is an opportunity to manage a new precinct with a cohesive and consistent design approach in a staged and orderly manner;
- The site is well proportioned and capable of accommodating a high level of development with the ability to mitigate any unreasonable off-site amenity impacts; and
- The site's location presents a good opportunity to enhance a substantial length of the Clayton Road streetscape environment through high-quality architectural form and amenity, including significant vegetation within the required setback.

Whilst the policy settings and the sites physical context identifies an opportunity for a high-quality, mixed-use masterplan development on the subject site, the following constraints are acknowledged and need to be managed in the design response:

- Ensuring that the proposed development appropriately manages any off-site amenity impacts to the adjacent Public Park and Recreation Zone, Carlson Reserve and residential land to the south-west interface & across Clayton Road to the west (GRZ).



4 Urban Context and Design Response

-
- Establishing a movement network that allows for safe access and egress to the site that maximises the development opportunity without unreasonably compromising the existing movement network.
 - Ensuring that the proposed development responds to and enhances the Garden City vision outlined at Clause 21.01 and within the Design and Development Overlay Schedule 1 of the Local Planning Policy Framework;
 - Ensuring a high-quality architectural form that fits comfortably within its existing and future context;
 - Adopt a diversity of building heights and arrangements to attract different users responding to market demand;
 - Ensuring existing infrastructure will support the proposed development and specifically reduces impacts to stormwater management and drainage where possible;
 - Ensuring that the proposed development contributes positively to the streetscape and is attractive and well-presented from multiple vantage points;
 - Ensure a good level of public and private amenity for future users;
 - Provide an appropriate rate of on-site car parking and bicycle parking; and
 - The need to relocate the existing easement on the land to realise the sites development potential.

4.2 Design Response

Having regard to the preceding analysis, the design response adopts the following site planning and built form strategies:

- Consistent with the planning policy directions for a consolidated office development along main roads within the Monash Technology Precinct, pursue a concentrated mixed-use, business precinct development with a diversity in buildings and strong public and private amenity;
- Establishing a series of buildings with a height and scale that responds to the design and development overlay provisions of the land including the sensitivity to the immediate interfaces to southern and western boundaries respectively;
- Pursuing a series of buildings that can be appropriately staged.
- Adopting a gradual increased massing from the western boundary to the less sensitive east interface;
- Adopting an architectural approach that demonstrates urban design excellence to assist the attraction of further business investment in the locality;
- Include safe and attractive walkways and cycle paths, encouraging connectivity to Carlson Reserve at the south-west boundary;
- Ensure buildings are setback a minimum of 20m from Clayton Road in accordance with the requirements of DDO1;
- Provide flexibility within each building to adapt to changing needs and market conditions;
- Include significant tree plantings within the setback to Clayton Road and in and around the proposed precinct plan to soften the built form and enhance the Garden City character;
- Establishing a streetscape that enhances the public realm and ensure a high level of amenity;

4 Urban Context and Design Response

- Consolidate access points and introduce a signaled intersection on Clayton Road to facilitate safe access and egress to the site.
- Locating most car parking below ground to provide greater opportunities for landscaping at the ground level that enhances the public realm and the amenity for future users and visitors to the site.
- Providing sufficient car parking and waste storage concealed at appropriate locations so as to remove these elements from the public realm and improve public safety;
- Adopting design standards that ensure an appropriate level of internal amenity; and
- Incorporate environmentally sustainable design features throughout the entirety of the masterplanned development.

Figure 4.1
URBAN DESIGN PRINCIPLES

Source: Rothe Lowman Town Planning Submission August 2020.

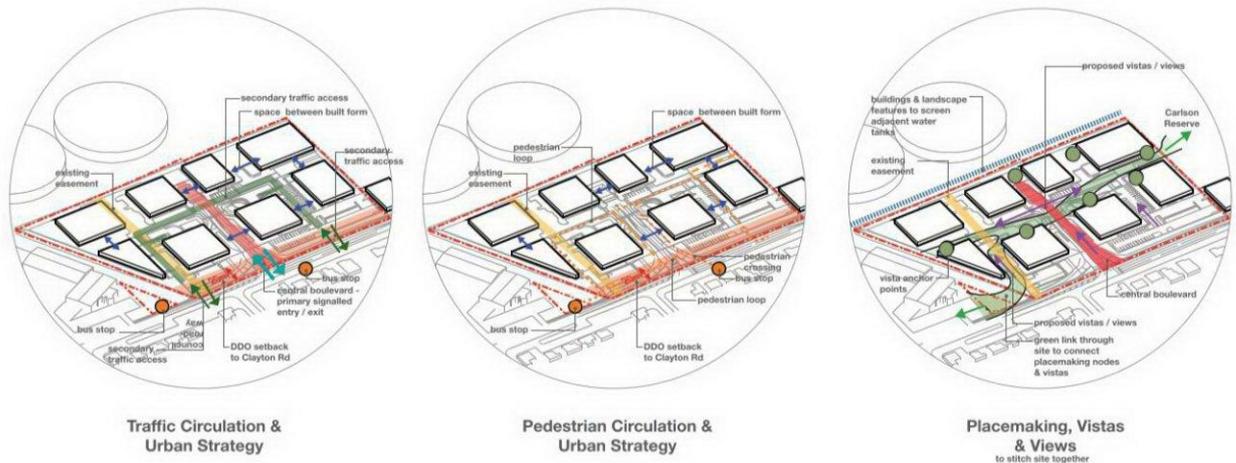
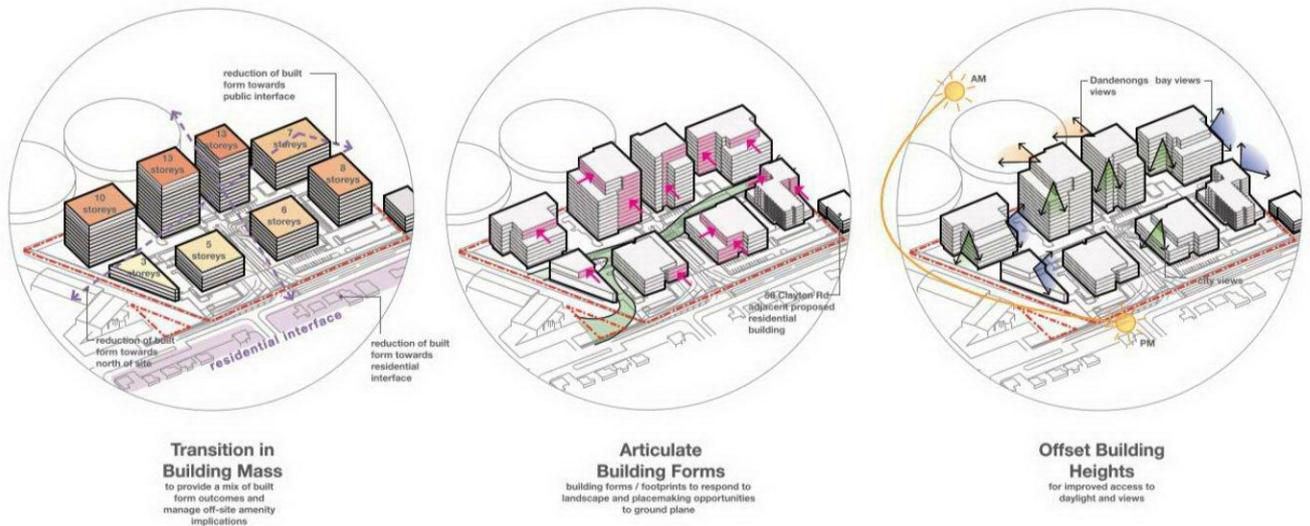


Figure 4.2
URBAN DESIGN PRINCIPLES

Source: Rothe Lowman Town Planning Submission August 2020.



5 Proposal

This application proposes a development masterplan to establish a staged mixed use office and commercial precinct at the subject site known as 'Clayton Road Commercial Precinct', alterations to a Road Zone, Category 1 access (Clayton Road) and a reduction in the statutory car parking rate associated with Office.

The proposal pursues a precinct of high architectural quality, a strong response to sustainability and environmental management, and increasing attraction of economic activity to the City of Monash whilst servicing the local community through employment, open spaces, and relevant commercial services.

As illustrated on the architectural plans prepared by RotheLowman, the proposed staged masterplan includes:

- Eight (8) buildings within the precinct. The proposed uses comprise:
 - Residential hotel (Building A) comprising 153 rooms.
 - Office (totalling
 - Associated commercial uses totalling 4,033.9m² including:
 - Retail/Restricted retail premises (i.e. showrooms) in Buildings B, C, D, E, F, G and H.
 - Food and drink premises (Buildings B, C, D and F).
 - Restricted recreation facility (Building G)
 - Childcare centre for 115 children (Building H)
- A total of 2,250 car spaces are proposed, 2,086 of which are contained within two levels of basement. An additional 164 car spaces are provided at ground level and are intended to serve short term visitors to the site.
- End of trip services at ground floor are provided within each building with proposed use as office (6).

The proposal responds to the sensitive and less sensitive interfaces through the following massing approach:

- All proposed built form within the precinct is setback a minimum of 20m from Clayton Road.
- Building A, B, C, H front Clayton Road and adopt a lower scale built form in response to the residential neighbourhood to the west.
- A gradual height increase is adopted to the east with Buildings D, E, F, G interfacing the east boundary.
- Specifically, the following building heights are proposed plus services and lift overrun:
 - Building A: 7 storeys (26.9m) (*fronting Clayton Road*)
 - Building B: 6 storeys (25.9m) (*fronting Clayton Road*)
 - Building C: 5 storeys (21.6m) (*fronting Clayton Road*)
 - Building H: 3 storeys (13.7m) (*fronting Clayton Road*)
 - Building D: 10 storeys (41.3m) (*rear*)
 - Building E: 13 storeys (53.1m) (*rear*)
 - Building F: 13 storeys (55.6m) (*rear*)
 - Building G: 7 storeys (30.4m) (*rear*)
- The southern boundary interface to the General Residential Zone (56 Clayton Road) is managed through an increased



5 Proposal

setback of Building A of 26 metres to Clayton Road and a minimum 10.2 metres setback to the shared southern boundary. Building A is setback further from the southern boundary to 24.9 metres at Level 2 adjacent the proposed three storey residential development to ensure no unreasonable amenity impacts to the sensitive use.

- Pedestrian access to Carlson Avenue Reserve is provided via a landscaped link at the south-eastern shared boundary to encourage connectivity and navigability of the spaces between buildings within the precinct; the pathway is generally diagonal through the subject site. Building G fronting Carlson Reserve is setback 7m and incorporates terraced steps and ground floor commercial uses fronting the park, providing for activation of this space.
- Development interfacing with the eastern boundary includes a significant vegetated setback of ranging between 5.4 metres to 11.9 metres and generous open space to the north-eastern corner for public enjoyment.
- Building D and Building H are setback a minimum 3m from the northern property boundary adjacent to the easement.
- Minimum building separation within the site ranges between 18m between building E and F and 29 metres between buildings B and F.
- Substantial tree planting and vegetation soften the proposed built form presentation to Clayton Road and enhance the garden city outlook of the precinct.
- Each building will be constructed of a mix of high-quality materials and finishes adopting that contribute to the sustainability performance of the building.

Vehicle access consolidated from five access points to three and a focused at a new, centrally located, signalised intersection that is served by a proposed south bound left-in slip lane, a new north bound right turn lane on Clayton Road. Egress from the site is via two left-in left-out access points and the signalised intersection allowing for a double right turn out at the signalised intersection and a left-out (southbound) along Clayton Road. The alterations to Clayton Road require realignment of the existing footpath from within the subject site. The access strategy will require the relocation of the bus stop on the east side of Clayton Road further north toward Ferntree Gully Road.

The following public realm improvements are proposed within the site that will enhance the amenity for future users and visitors to the precinct:

- Low speed shared pedestrian and vehicle zones;
- Community garden area and associated shed facilities.
- Several outdoor picnic and garden areas including:
 - Outdoor gym
 - Central park hub
 - Terraced steps adjacent to Carlson Reserve
 - Several weather protected areas, shading, and benches
 - Feature pavilions
 - Tiered landscaped seating areas

5 Proposal

- Canopy trees
- Opportunities for outdoor dining.

Each building has its own service area, generally located to the rear of the building and is of a sufficient size based on the proposed land use mix of the building.

No works are proposed to the triangular portion of land separated by the Melbourne Water land in the north-west corner.

Refer to the Architectural Plans prepared by Rothe Lowman and the Landscape Plans prepared by Site Image for further detail.

Figure 5.1
ARTIST IMPRESSION – CENTRAL PUBLIC REALM SPINE

View looking south southeast.

Source: Rothe Lowman Town Planning Submission August 2020



5 Proposal

Figure 5.2
ARTIST IMPRESSION –VIEW FROM CARLSON RESERVE

View looking north north-west from Carlson Reserve (Building A (left) and Building G (right)).
Source: Rothe Lowman Town Planning Submission August 2020.



Figure 5.3
VIEW OF COMMERCIAL BUILDING B (CENTRE) AND RESIDENTIAL HOTEL BUILDING A (RIGHT)

View looking east from the opposite side of Clayton Road midway along the site’s frontage.
Source: Rothe Lowman Town Planning Submission August 2020.



5 Proposal

Figure 5.4
VIEW LOOKING SOUTHEAST TO RESIDENTIAL HOTEL
BUILDING A (FOREGROUND)

View looking southeast from the site frontage at Clayton Road with commercial building G in the background.

Source: Rothe Lowman Town Planning Submission August 2020.



5.1 Staging

It is proposed to stage the construction of the site due to the size and complexity of the development.

It is proposed to stage the masterplan development in 4 stages as shown at Figure 5.1. In general terms it is proposed to stage the development from north to south.

The staging plan has been formulated to:

- Deliver intersection upgrades to Clayton Road within Stage 1.
- Create the main vehicular access to the site as part of Stage 1.
- Enable a precinct base approach to stormwater management.
- Will enable staged construction.
- Ensure that amount of commercial floor area available to the market is sustainable.

The application material demonstrates the sites capabilities to deliver the requirements of the planning scheme while allowing for flexibility for stages to adapt to changing requirements over time.

As the proposal is a staged master plan, it is proposed that any approval incorporate a range of conditions to ensure that matters of detailed design are thoroughly resolved to the satisfaction of the responsible authority.

5 Proposal

To this end, we propose the following conditions form the basis of any approval:

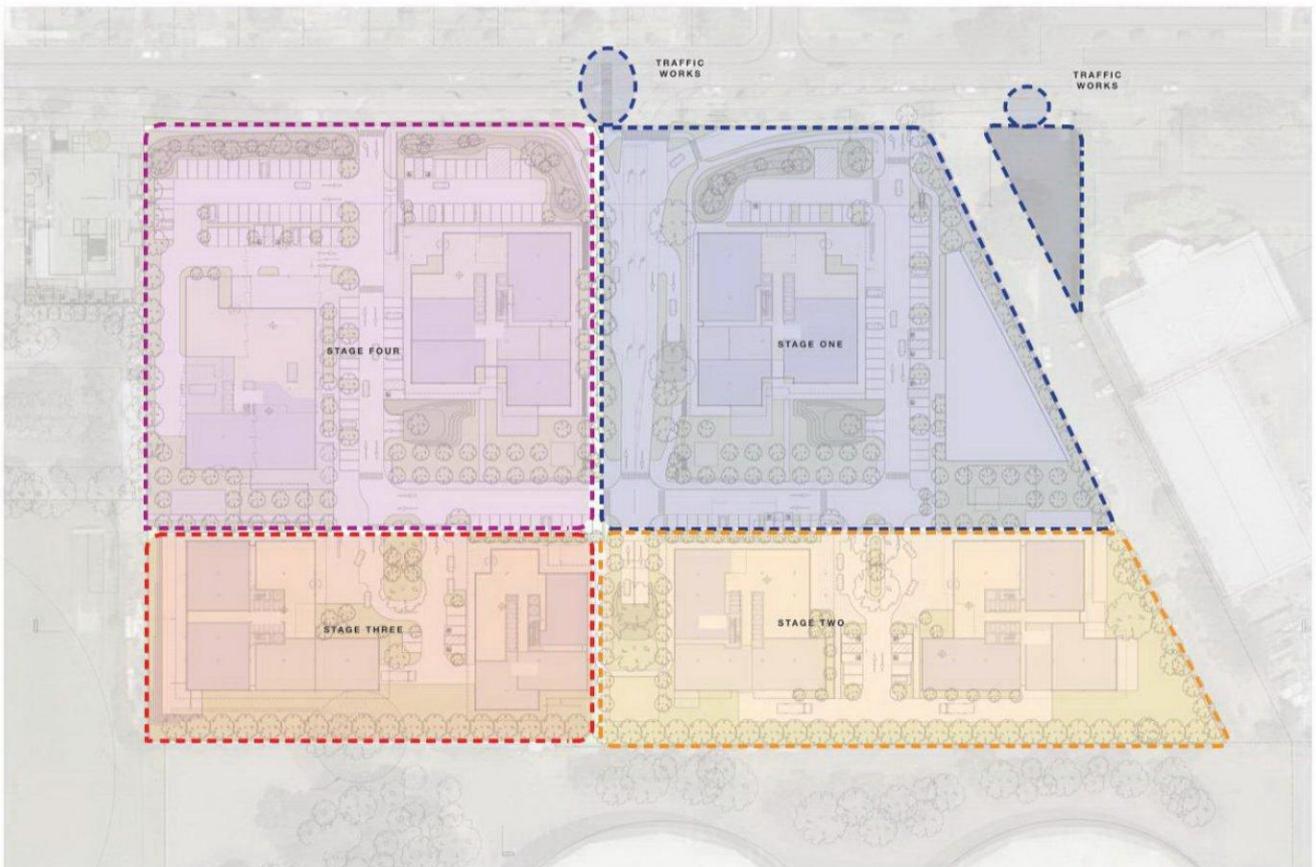
Each Stage must provide to the satisfaction of or as otherwise agreed by the Responsible Authority the following documents generally in accordance with the application material but amended to show:

- A fully resolved set of architectural plans, elevations and sections, including materials and schedule.
- Landscape Plan with full planting schedule and proposed maintenance arrangements.
- Sustainability Management Plan or Sustainable Design Assessment (as relevant) and Water Sensitive Urban Design Assessment in response to Clause 22.13 based on the final building design.
- Compliance with the approved overall drainage strategy.
- Waste Management Plan.
- Car Parking access and design Assessment.
- Acoustic Assessment in response to SUZ6 if a Residential hotel is proposed.

Figure 5.5
STAGING PLAN

The site is proposed to be generally developed from north to south, with upgrades to Clayton Road delivered in the first stage.

Source: Rothe Lowman Town Planning Submission August 2020



5 Proposal

5.2 Ambit of Discretion

The application specifically seeks planning permission for:

- Use of land for the purposes of Residential hotel, Retail premises (Restricted retail premises and Food and drink premises), Child care centre (Education Centre), and Restricted recreation facility (Leisure and recreation) (SUZ6).
- Construction of buildings and works (SUZ6, DDO6);
- Alter access to Clayton Road, a road in a Road Zone, Category 1 (Clause 52.29); and
- A reduction in the statutory car parking requirements of the Monash Planning Scheme (Clause 52.06).

6 Planning Assessment

6.1 Preamble

The proposal seeks planning approval of the staged development of the site to establish the 'Clayton Road Commercial Precinct'.

Having regard to the applicable policies and controls within the Monash Planning Scheme, the site's locational context, and the nature of the proposal, the relevant planning considerations can be distilled to an assessment of:

- the proposed mix of land uses is appropriate having regard to the strategic settings of State and local policy and the applicable Special Use Zone (Schedule 6);
- the appropriateness of the design and built form having regard to the Design and Development Overlay Schedule 1, Clause 15.01 and 22.02 (Monash Technology Precinct Policy);
- whether the amenity implications to adjoining properties, the public realm and future occupants is acceptable; and
- whether the implications associated with the access, traffic, car parking and loading arrangements is appropriate.

An assessment of each of these is provided in the following section of this report.

6.2 Strategic Policy and Land Use Considerations

The policy support at both state and local levels for the establishment of a commercial office precinct at the subject site is considerable. There is broad support for concentration of office-based employment and development within the MNEIC. Specifically, for development of office and residential hotels set between existing concentrated uses within the Technology Precinct.

Having regard to the Planning Policy Framework and Plan Melbourne (2017-2051), the proposal responds as follows:

- The development of the land as a high quality commercial precinct specifically responds to the aspirations for investment, innovation, and access to jobs specifically within Melbourne's National Employment and Innovation Clusters (Plan Melbourne, Monash National Employment and Innovation Cluster Framework Plan, Clause 11.02).
- The proposed masterplan approach delivers the ability for the site to respond to innovation and market changes overtime within a framework that provides certainty over the quality of the development and ensures that the mix of uses is complementary.
- The subject site is located within an area designated for high density employment, well serviced by public transport, and proximate to existing public open spaces (Monash National Employment and Innovation Cluster Framework Plan, Clause 18.01).
- The proposal delivers high quality, design excellence that is respectful of its surrounding context and delivers new public connections and spaces that provide comfort, sociability, and linkages (Plan Melbourne).



6 Planning Assessment

Local policy within the Monash Planning Scheme welcomes economic development in the growing municipality with emphasis placed on job creation, clustering of businesses in appropriate locations, design excellence, and the Garden City outlook of Monash (Clause 21.05, Clause 21.09).

The City of Monash seeks a *green and naturally rich city that keeps its green leafy character and values open spaces* (Clause 21.01).

Investment in and the growth of the MNEIC is expressly encouraged through quality built form that contributes to the attractiveness of business and industrial areas is critical (Clause 21.05). Streetscape presentation, the surrounding local context including the public realm, and impacts to neighbouring uses are all key considerations (Clause 21.06, Clause 21.07)

The applicable Special Use Zone supports the use of land for 'Office' which is a Section 1 – Permit not required land use. Office is the primary use proposed with in-excess of 65,000m² of commercial floor area proposed within six buildings.

'Residential Hotel', 'Retail premises', 'Childcare Centre' (Education Centre), and 'Restricted recreation facility' (Leisure and recreation) are Section 2 – permit required uses.

These uses are considered a complementary component to the primary use for Office.

The residential hotel comprises 153 rooms, conference, dining and leisure facilities that will support the businesses on the site and the broader precinct. It has been located to front Clayton Road, providing a clear sense of address and, in land use terms, provides an appropriate transition from the residentially zoned land to the south.

The total floor area of these complementary uses is 5,316.8m². It is envisaged that the retail premises will be showrooms (Restricted retail premises), and Food and drink premises to serve the worker population of the site and support the businesses occupying the land. The uses are located at the ground floor of the buildings, providing activation of the ground plane, adjacent to publicly accessible outdoor spaces and conveniently accessed via the public realm network.

The Food and drink premises have been oriented to face the proposed landscaped areas along the central north-south spine of the development, providing an attractive outlook for visitors to the site.

These outdoor spaces are afforded good solar access during the middle hours of the day as depicted on the shadow diagrams prepared by RotheLowman and contributes to the vitality of the proposed commercial precinct.

6 Planning Assessment

The proposed ground floor uses adjacent to Carlson Reserve encourage people movement and activation of the reserve via the new pedestrian link and terraced steps.

These uses include a Restricted recreation facility that will serve workers on the site and provide opportunities to enhance well-being. It is appropriately located adjacent to Carlson Reserve where active recreation occurs and encourages access from the nearby residential community.

The childcare centre (115 children) is intended to serve workers on the site and complements the office component of the development. The childcare centre has been located with areas for pick up and drop off located immediately out the front of the development.

The proposed high-quality commercial precinct is consistent with the desired location for growth within the MNEIC and provides for employment close to where people work and study (Clause 21.06, Clause 21.06, Clause 21.07, Clause 22.02). The development of the land as commercial satisfies the objective to *encourage a range of appropriate non technology-based commercial activities which enhance economic development and employment opportunities in the Precinct* (Clause 22.02).

The proposal responds to the strategies of Clause 21.07 and Clause 22.02 by:

- Maximising the capacity and development potential of the site's location within the Monash National Employment and Innovation Cluster and Monash Technology Precinct.
- Adopting a massing strategy that is appropriate for the sites features, context and immediate interfaces, having regard to the interface to Carlson Reserve.
- Incorporating innovative and high-quality architectural design approach to the proposed layout of the precinct including a variety of outdoor spaces and enhanced public amenity.
- Adopting sustainable design principles throughout the proposal.
- Providing a landscaped setback to the east and west frontages rich in vegetation, including canopy trees.

More broadly, the proposal responds positively to the applicable provisions set out in the Municipal Strategic Statement and Local Planning Policy Framework as follows:

- The sites strategic location revitalises a large underutilised land resource through provision of increased diverse employment opportunities proximate to public transport, a range of educational institutions and facilities, and urban and social infrastructure (Clause 21.05, 21.06, 21.07, 21.08, 21.09).
- The inclusion of retail premises (including food and drink and restricted retail) complements the proposed office and the wider technology precinct, supporting economic functionality of the Monash Technology Precinct (Clause 22.02).

6 Planning Assessment

-
- The proposal provides for a Childcare Centre proximate to a growing residential community on the opposite side of Clayton Road and will also serve workers on the subject site (Clause 21.01).
 - Each building within the development achieves a high standard of internal amenity including access to sunlight (Clause 22.02).
 - The site planning and massing strategy ensures the shadow implications within the site and to adjoining land and the public realm is appropriately managed (Clause 22.02).
 - The proposal incorporates a wide setback to Clayton Road and proposes indigenous vegetation plantings and green spaces to soften the built form presentation and enhance the streetscape having regard to safety, amenity, and public outlook (Clause 21.13, 22.05, 22.13).
 - The proposed masterplan development has been designed to ensure it is respectful of the southern residential interface whilst maximising the potential of the less sensitive interfaces to the east. (Clause 21.05, 21.06, 22.02).
 - The proposal includes a direct pedestrian link to Carlson Avenue Reserve that improves overall pedestrian and cycling connectivity, sociability and safety of the precinct (Clause 21.07).
 - The proposed architecture is of high quality and offers a modern precinct design that will contribute positively to the Clayton Road streetscape and broader technology precinct environment (Clause 21.05 and 22.02)

For the above reasons, the proposal satisfied the strategic directions contained within the Monash Planning Scheme.

6.3 Built Form Considerations

The relevant assessment tools in determining the suitability of the proposed precinct design are set out in:

- Clause 15.01 Urban Environment
 - Urban Design (Clause 15.01-1S)
 - Building Design (Clause 15.01-2S)
- Clause 22.02 Monash Technology Precinct Policy
 - Urban Design Guidelines – Monash Technology Precinct (2008)
 - Design and Development Overlay – Schedule 1

Amenity considerations are addressed separately in Section 6.4 of this report.

The following provides an assessment of built form considerations having regard to the applicable provisions:

Clause 15.01-1S – Urban Design

The objective for Clause 15.01-1S is *'to create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.'*

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The proposal responds positively to the strategies of Clause 15.01-1S follows:

- The proposal responds to its immediate local context and broader context within the Monash Technology Precinct. The attributes of the site lend themselves to a business and office precinct due to the location on an arterial road, proximity to places of employment, Monash University, Clayton Activity Centre, transport services and local employee population.
- The redevelopment of the site represents a good planning outcome having regard to establishing a sustainable, landscaped, business precinct that facilitates a high-quality public and private realm that integrates with the existing community.
- The proposal supports walking and cycling throughout the development through shared access ways and bicycle parking.
- The proposal delivers an improvement to the current streetscape through high quality architectural design and landscaping and improves the built form presentation to adjoining properties.
- The proposal provides an appropriate transition between the Carlson Avenue PPRZ and General Residential Zone to the south through appropriate massing and setbacks.

Clause 15.01-2S – Building Design

The objective for Clause 15.01-2S is *‘to achieve building design outcomes that contribute positively to the local context and enhance the public realm.’*

The proposal responds positively to Clause 15.01-2S as follows:

- The proposed massing has been established having regard to the site’s location, interfaces, and key views.
- The proposal responds to its strategic location through provision of a high quality, high density employment, precinct adjacent a main road, proximate to public transport, services, and facilities.
- The form and scale of the proposal is consistent with the emerging character within the Monash National Employment Cluster through adopting a modern architectural form, landscaping, and environmentally sustainable design initiatives.
- The proposal prioritizes community safety through provision of lighting and secure access as well as clear delineation between public, communal, and private spaces. There is a clear separation between vehicular and pedestrian entrances to the site.
- The proposal will not adversely impact on any identified key landmarks, views, or vistas, more specifically the proposal will conceal the existing Melbourne Water Service Reservoir tanks to the rear of the site (east).
- Landscaping has been provided to enhance and soften the built form. We refer to the landscape plan prepared by Site Image

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Landscape Architects. Existing vegetation is maintained wherever possible.

The arrangement and scale of the massing is appropriate having regard to the sites size, its lack of sensitive interfaces and context within the Monash Technology Precinct. The proposed business precinct represents a strong response to the built form outcomes sought by State and Local planning policy. Moreover, the proposal demonstrates design excellence and exemplary initiative towards improving the public realm.

The architectural package prepared by RotheLowman depicts a family of buildings of a diverse scale, appropriately setback from Clayton Road and the sensitive southern boundary and maximises the mass adjacent to the non-sensitive eastern boundary.

Each building has been designed with the surrounding public realm in mind. Most car parking is located below ground, providing opportunities for significant landscaping between the buildings at the ground floor. The site planning strategy ensures these public realm spaces enjoy good solar access through key middle hours of the day and enhance connectivity of the community from Clayton Road through to Carlson Avenue Reserve.

The ground floor of each buildings provides for an active frontage to the internal access network with loading facilities located to the rear and side of the buildings.

Above ground, each building has its own character based on its scale and use that complements the other buildings within the development to create a cohesive, high quality designed precinct.

Clause 22.02 – Monash Technology Precinct Policy and Design and Development Overlay – Schedule 1 (Industrial and Commercial Design and Development Area)

Clause 22.02 applies to land in Schedule 6 to the Special Use Zone, known as the Monash Technology Precinct (MTP) and provides guidance relating to the development outcomes within the precinct. In addition to the objectives of Clause 22.02, it is policy that the development meets the objectives and design standards of the Urban Design Guidelines – Monash Technology Precinct (January 2008) which is a background document to the Monash Planning Scheme. The Urban Design Guidelines are also referred to under DDO1.

The design objectives and policy requirements are addressed in the following subheadings in accordance with the requirements of Clause 22.02-3, Urban Design Guidelines, and DDO1 as follows:

- Road and Boundary Setbacks
 - The proposal incorporates a minimum 20m setback from the Clayton Road boundary to the proposed buildings, with

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- substantial indigenous vegetation proposed to enhance the desired treed, park-like image along main roads.
 - The side boundary requirement to the south is satisfied by providing minimum 7.5m ground level and 26.5m at Level 2 to the south boundary and a minimum 3m to all other boundaries.
 - Building Design and Form & Building Height
 - The proposed development incorporates an architectural approach and massing that complements and reflects the desired character of the Monash National Employment Cluster and results in high quality built and natural environment along the eastern side of Clayton Road.
 - The proposed massing and orientation of the built form is respectful of the sensitive interface to the south and residential neighbourhood on the opposite side of Clayton Road by locating taller forms away from these interfaces.
 - The frontage to Clayton Road is clearly distinguished with clear sightlines between buildings, identifiable access points, and an attractive streetscape presence.
 - Substantial publicly accessible, communal, and private recreation spaces are proposed and are clearly distinguishable within the proposed development.
 - A diversity of built form scale is proposed, creating visual interest when viewed from within the site and the surrounding public realm. Specifically, the maximum height is centrally located to the rear (eastern boundary), steps down from 13 storeys to 7 storeys adjacent to Carlson Reserve to the south. The massing also steps down moving north along Clayton Road from 8 storeys down to 3 storeys in four buildings. The result is a family of buildings of differing scale and arrangements to cater to a diverse mix of commercial users.
 - The location and extent of building services has been considered and provision has been made to confine these to the rear of buildings, screened areas of the roof, and within the basement to minimise visual impact.
 - The proposal incorporates appropriate waste management facilities within the design of the buildings. A Waste Management Plan prepared by Leigh Design accompanies this planning permit application and sets out the expected waste management arrangements for the proposal.
 - The proposal incorporates best practice ESD initiatives. The SMP prepared by WRAP Consulting forms part of the application material.
 - Water sensitive urban design is a key element of the precinct design and landscaping; Drainage through plantings and furnishing are demonstrated in the Landscape Plan prepared by Site Image Landscape Architects.
 - Landscaping

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- Within the front setback, soft grassland and indigenous plantings are proposed to soften built form presentation to the street.
 - Indigenous canopy tree plantings are proposed along the south and eastern boundary to create a natural buffer between land uses.
 - The large existing eucalyptus tree (Tree #51 in the Treemap Arboriculture report) adjacent to the east boundary is retained as part of the redevelopment.
 - Pocket gardens and a green spine at a variety of smaller and larger scales throughout the precinct activate open space for public use and reinforce a strong 'green' outlook.
- Car parking, access and loading has been assessed by Traffix Group and forms part of the application material and is otherwise assessed at Section 6.5 of this report. Notwithstanding:
- Vehicle Crossovers
 - The existing crossovers are to be removed and reinstated. The new crossovers centralize one main entrance driveway and provide two additional access points to the north and south.
 - The proposed accessways are consistent in size and design with existing streets in the neighbourhood.
 - Car parking
 - Four (4) basement car park entries/exits total are proposed, each location is concealed to the side and/or rear of the respective building. The principle of the proposal These are integrated into the landscape through materiality and maximizing of vegetation coverage.
 - Above ground parking is minimised and located away from public open space areas.
 - Pedestrian access to building entry is prioritized in the layout of above ground parking.
 - We refer to the Landscape Plan prepared by Site Image Landscape Architects which accompanies this planning permit application for further details.
 - Loading Bays
 - Loading bays are located to the rear and/or side of each respective building and within the building blueprint (internal).

For the above reasons, the proposal responds appropriately to the relevant design and built form provisions of the planning scheme and will deliver a high-quality outcome for the site.

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6.4 Amenity Considerations

An assessment of the amenity implications of the proposal requires consideration of the impacts to the adjoining properties and public realm and the amenity for future occupants and users of the proposed buildings.

External Amenity Implications

The site has three shared boundaries. The southern boundary is shared with land in the General Residential and Carlson Avenue Reserve located in the Public Park and Recreation Zone and is considered a sensitive interface. To the east and north is land located in the Public Use Zone 1 associated with Melbourne Water and to the west is Clayton Road with these interface conditions considered less sensitive.

Perceptions of visual bulk to the sensitive interface have been appropriately managed through:

- The adoption of side and rear setbacks in accordance with DDO1 requirements.
- The stepped form of Building A where the closest part of the building is located opposite the car park to Carlson Reserve. Building G is located opposite the grassed areas of Carlson Reserve and provides an appropriate transition in scale to the car park.
- Buildings A and G are well separated (ranging from 18m at the ground floor to 14m at the upper levels) allowing views between the buildings.
- The proposal is considered to provide a more attractive presentation to Carlson Reserve through provision of active uses and high-quality design when compared to the existing condition of part-brick wall part-industrial storage.
- The proposed building forms are well articulated as depicted in the architectural package prepared by Rothe Lowman Architects.
- Landscaping to the site perimeter and throughout the site softens the built form presentation when viewed from the adjoining residential property and Carlson Reserve.

In terms of the built form presentation to Clayton Road, buildings are well setback from the street and are separated by a minimum 19 metres, breaking up the massing and reducing perceptions of bulk. In addition, the proposed buildings are of varying height and design, creating visual interest of the built form within a landscape setting.

The shadow implications of the proposal are appropriate, noting the following based on the shadow diagrams prepared by Rothe Lowman architects between the hours of 9am and 3pm on September 22 (the equinox):

- No additional shadow is cast to the adjoining residential property after 10am.
- Additional shadow will be cast to parts of Carlson Reserve between 9am and 3pm.

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- Additional shadow to the sporting surfaces of Carlson Reserve is limited to small section of the cricket oval from 11am, noting the soccer pitches are not shadowed.
 - The existing cricket nets will receive additional shadow which reduces in the afternoon when formal training/use of the nets is more likely to occur.

The extent of overshadowing is reasonable given the sites strategic location, the height and scale envisaged for the eastern side of Clayton Road and maintenance of appropriate solar access to neighbouring properties.

There are no overlooking implications associated with the proposal based on the massing arrangement and orientation of proposed Building A and its proximity to 56 Clayton Road, Clayton to the south.

In terms of the amenity of future workers and visitors to the site, the proposed precinct will provide a high level of amenity through:

- New access and links to Carlson Reserve;
- Substantial tree plantings and grassed areas;
- Establishing a comprehensive movement and communal space network for public enjoyment enhanced by landscaping, lighting, seating, and weather protection;
- Provision of concealed parking and bicycle storage facilities;
- Extensive views from the site;
- Access to natural light within buildings;

The key communal spaces have been arranged to enjoy solar access through the middle hours of the day when workers are likely to be eating lunch. These key spaces are lined with food and beverage and other complementary uses that encourage use of these spaces and contribute to the well-being of future users.

6.5 Access, Traffic and Car Parking Considerations

The Traffic Engineering Report prepared by Traffix Group notes the capacity for intensification of the site for employment uses without altering access to Clayton Road is limited. The proposed development seeks to alter the access to Clayton Road by consolidating access from five crossovers to three, including a new centrally located signalised intersection.

To facilitate these access arrangements, it is proposed to utilise part of the sites Clayton Road frontage to create additional carriageway width. This results in an augmentation of the existing footpath and relocation of the existing bus stop on Clayton Road.

The Department of Transport is a determining referral authority in relation to the proposed changes to the access arrangements to Clayton Road pursuant to the provisions of Clause 52.29 of the Monash Planning Scheme and Clause 55 of the *Planning and Environment Act 1987*.

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The proposed at-grade and basement car park and loading areas have been designed in response to Clause 52.06-9 of the Monash Planning Scheme.

At the outset of the investigation of the redevelopment potential of the site, the project team has engaged with the Department of Transport regarding the capacity of the site, the constraints of the existing road network, the alterations to Clayton Road that may be required to facilitate the redevelopment of the land. This engagement included meeting with the Department of Transport, the preparation and lodgement of an assessment and proposed altered access to Clayton Road prepared by Traffix Group and ongoing discussions and resolution with the Department of Transport.

As noted earlier in this report a reduction in the statutory car parking requirements is sought in relation to the Office use from a rate of 3.5 spaces per 100sqm of net floor area to 3.2 spaces per 100sqm of net floor area equating to an approximate shortfall of 195 car spaces.

The above matters, along with the provision of bicycle spaces has been assessed by Traffix Group in the accompanying Traffic Engineering Report. The assessment concludes:

a) a reduction in car parking against the default rates at Clause 52.06 is acceptable on the basis of:

- i. Car parking demand assessment,*
- ii. Access to alternate transport modes,*
- iii. Sharing of car parking spaces,*
- iv. Limitation of traffic impacts on the wider road network, and*
- v. Statewide policies that encourage mode shift towards alternate transport modes.*

b) car parking for staff of the buildings will be provided within the secure shared basement areas with adequate access and security arrangements,

c) car parking at ground level would primarily be available for the shared use of visitors and short-term demands from various uses within the site,

d) bicycle parking areas will be provided on-site with provisions according with the minimum requirements of Clause 52.34, including end of trip facilities,

e) loading and waste collection demands for the various uses will be accommodate on-site as required within the various service areas and at grade car parking,

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- f) suitable access for emergency vehicles will be available around the ground level accessways as required,*
- g) on-site car parking areas will be designed in accordance with the requirements under Clause 52.06-9 and AS2890.1-2004 with appropriate circulation and vehicle access achieved,*
- h) the site represents a significant redevelopment opportunity supported by Metropolitan Strategy as part of the Monash NEIC,*
- i) based on the scale of the development traffic signals represent the appropriate form of vehicles access from the arterial road network with secondary access to compliment as required,*
- j) a suitable signalised intersection can be created along the site's frontage to provide the primary access point, suitable length storage and turn lanes as demonstrated by the attached concept plan,*
- k) any secondary vehicle access would be limited to left-in/left-out movement only,*
- l) a total of 2,250 on-site car parking spaces can be accommodated with an acceptable level of traffic impacts on Clayton Road adjacent to the development site,*
- m) the traffic generation rates adopted within this report are appropriate and generally consistent with the rates presented in the RTA guidelines,*
- n) the adopted traffic distribution is supported on the basis of local case study and access to the wider arterial road network,*
- o) the level of traffic generated as a result if a proposal accommodating 2,250 car parking spaces and 70,150m² Net Floor Area (approx.) can be accommodated through new traffic signals with minimal impacts to the delays of traffic along Clayton Road,*
- p) there is limited capacity increases that could be undertaken by the applicant without acquisition of land. Intersections are typically constructed to the full road reserve capacity, and*
- q) any large scale improvements to the arterial road network will require direction and changes to be facilitated by the Department of Transport as part of the strategies detailed under the Monash NEIC Framework and other policies.*

7 Conclusion

In conclusion, the proposal represents an appropriate town planning outcome for the following reasons:

- It is a strategically located underutilised land resource;
- It implements the objectives of the State Planning Policy associated with urban consolidation and delivering jobs close to workers in appropriate locations;
- It is consistent with the provisions of the Local Planning Policy Framework relating to the Monash National Employment Cluster, and Monash Technology Precinct.
- It delivers a significant and diverse mix of complementary employment generating land uses anchored by a significant commercial office space;
- It responds positively to its urban context through the adoption of built form setbacks consistent with the requirements of the applicable DDO1;
- It provides a mix of building scale across the precinct responding to the sites characteristics and context;
- It is a high-quality architectural design that will incorporate a range of materials and finishes;
- It is consistent with the preferred built form character along Clayton Road and the broader employment precinct;
- It does not prejudice the potential future redevelopment of the adjoining properties;
- It does not impose any unreasonable amenity implications to the adjoining residential property or the public realm.
- Future users and visitors to the precinct will enjoy a high level of amenity;
- Extensive hard and soft landscaping, is incorporated enhancing the garden setting and soften views of the built form from the public realm as detailed in the accompanying Landscape Plan prepared by Site Image;
- The access, traffic, car parking, bicycle parking and loading arrangements have been assessed by Traffix Group and deemed to be acceptable;
- The staging of the development will deliver key benefits early;
- The proposal will comply with relevant ESD requirements and will be implemented in accordance with the SMP prepared by Wrap Consulting; and
- Waste will be managed appropriately in accordance with the WMP prepared by Leigh Design.



