

**1.1 410 & 412 HAUGHTON ROAD, CLAYTON
USE AND CONSTRUCTION OF A 4 STOREY STUDENT ACCOMMODATION
BUILDING AND REDUCTION OF CAR PARKING
(TPA/50600)**

EXECUTIVE SUMMARY:

This application proposes to develop the site for a four storey student accommodation building consisting of 57 student rooms.

The application was subject to public notification. Two (2) objections to the proposal have been received.

Key issues to be considered relate to building scale, the use for student accommodation, car parking, the adequacy of communal open space provision, internal amenity and external amenity impacts.

This report assesses the proposal against the provisions of the Monash Planning Scheme including the relevant state and local planning policy framework, Clause 55 and issues raised by objectors.

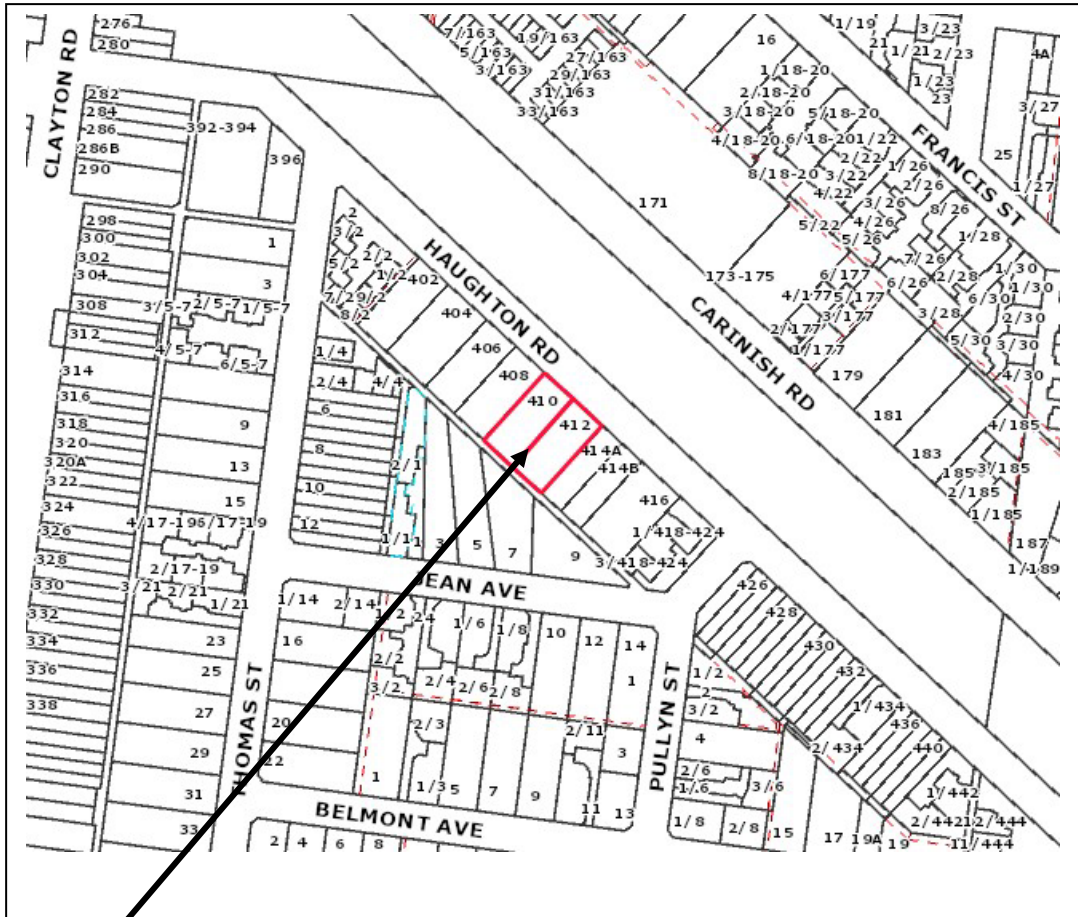
The reason for presenting this report to Council is the proposed development cost of \$6.5 Million.

The proposal is considered inconsistent with the relevant provisions of the Monash Planning Scheme and it is recommended that the application be refused.

RESPONSIBLE DIRECTOR:	Peter Panagakos
RESPONSIBLE MANAGER:	Natasha Swan
RESPONSIBLE PLANNER:	Anne Maree Roberts
WARD:	Oakleigh
PROPERTY ADDRESS:	410 & 412 Haughton Road, Clayton
EXISTING LAND USE:	Single dwelling each lot
PRE-APPLICATION MEETING:	Yes
NUMBER OF OBJECTIONS:	Two (2)
ZONING:	Residential Growth Zone, Schedule 3
OVERLAY:	Nil
RELEVANT CLAUSES:	
<u>Planning Policy Framework</u>	<u>Local Planning Policy Framework</u>
Clause 11.01-1R- Settlement – Metropolitan Melbourne	Clause 21.04- Residential Development.

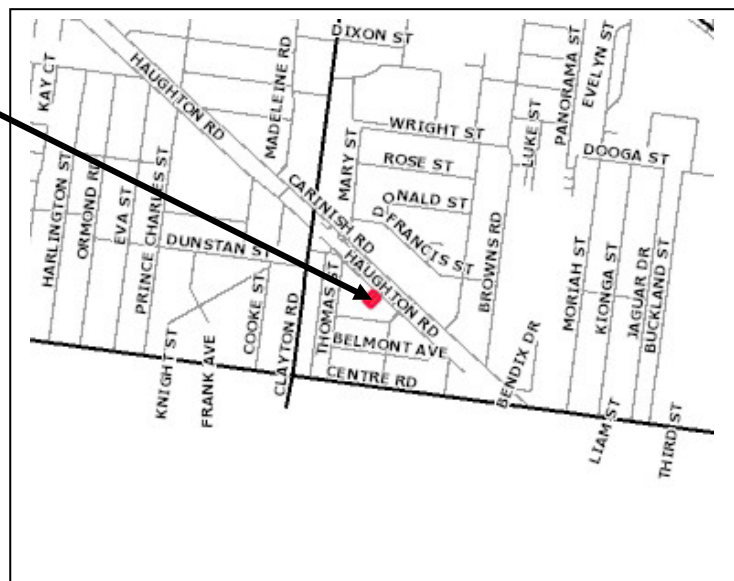
<p>Clause 11.02-1S- Supply of Urban Land</p> <p>Clause 11.03-1S & R – Activity Centres</p> <p>Clause 13.07-1S- Land Use Compatibility</p> <p>Clause 15- Built Environment and Heritage</p> <p>Clause 15.01-1S R- Urban Design</p> <p>Clause 15.01-2S- Building Design</p> <p>Clause 15.01-4S & R- Healthy Neighbourhoods</p> <p>Clause 15.01-5S- Neighbourhood Character</p> <p>Clause 15.02-1S- Energy and Resource Efficiency</p> <p>Clause 16- Housing</p> <p>Clause 18.01-1S- Land Use and Transport Planning</p> <p>Clause 18.02-1S & R- Sustainable Personal Transport</p> <p>Clause 18.02-2R– Principal Public Transport Network</p> <p>Clause 18.02-4S- Car Parking</p> <p>Clause 19.03-3S- Integrated Water Management</p>	<p>Clause 21.06 – Major Activity and Neighbourhood Centres</p> <p>Clause 21.08- Transport and Traffic</p> <p>Clause 21.13- Sustainability and Environment</p> <p>Clause 22.01- Residential Development and Character Policy</p> <p>Clause 22.04- Stormwater Management Policy</p> <p>Clause 22.10- Student Accommodation Policy</p> <p>Clause 22.13- Environmentally Sustainable Development Policy</p> <p><u>Particular Provisions</u></p> <p>Clause 52.06- Car Parking</p> <p>Clause 52.34- Bicycle Facilities</p> <p>Clause 53.18- Stormwater Management in Urban Development</p> <p>Clause 55- Two or more dwellings on a lot and residential buildings</p>
STATUTORY PROCESSING DATE:	13 January 2020
DEVELOPMENT COST:	\$6.5 Million

LOCALITY PLAN



SUBJECT SITE

NEIGHBOURHOOD PLAN



RECOMMENDATION:

That Council resolves to issue a **Notice of Decision to Refuse to Grant a Planning Permit (TPA/50600)** for the use and development (buildings and works) of a student accommodation building and reduction to car parking requirements of Clause 52.06 at 410 & 412 Haughton Road, Clayton subject to the following grounds:

1. The proposal fails to provide for sufficient landscaping opportunities to allow the building to sit in an open garden setting in accordance with the Residential Growth Zone, Schedule 3, Clause 21.04 and 22.01 of the Monash Planning Scheme.
2. The proposal does not satisfy the objectives of the Student Accommodation Policy at Clause 22.10 of the Monash Planning Scheme as it provides inadequate car parking, open space, landscaping provision and results in poor internal amenity for future occupants.
3. The proposal is inconsistent with the Student Accommodation Policy at Clause 22.10 of the Monash Planning Scheme as it fails to ensure that the development respects sensitive residential interfaces and minimises the appearance of visual bulk.
4. The proposal fails to adequately address the car parking requirements contained in Clause 52.06 of the Monash Planning Scheme.
5. The proposal is considered to be an overdevelopment and represents a poor design outcome for the site and the area.

BACKGROUND:**The Site and Surrounds**

The site is located approximately 200 metres east of Clayton Road and 290 metres north of Centre Road. The site is comprised of two lots with a total frontage of 33 metres to Haughton Road and a depth of 38 metres, yielding a total site area of 1,254 square metres. There are no easements affecting the property.

The site currently contains two single storey weatherboard dwellings with pitched roof forms. Vehicle access for No. 410 Haughton Road is adjacent to the northern boundary leading to a garage located to the rear of the dwelling and is unfenced across the frontage. No. 412 Haughton Road has vehicle access and a driveway along the southern boundary with a low picket fence along the frontage of the site. One street tree is located in front of each site on Haughton Road.

The site is within a residential precinct of the Monash National Employment and Innovation Cluster (MNEIC). The property is in close proximity to a range of services and is approximately 200 metres of the Clayton Activity Centre and 200 metres northwest from the Clayton Railway Station. Monash University is located approximately 2.0 kilometres north of the site.

More specifically, details of adjoining properties are as follows:

North: Directly opposite the site to the north is the Clayton Railway Station carpark.

East: The property to the east at No 414A Houghton Road contains a double storey dwelling with a garage adjoining the boundary of the site.

South: The southern boundary of the site adjoins a Council owned laneway with a width of 2.5 metres. Further south of the site is the rear of No 7 Jean Avenue that contains a single storey dwelling.

West: The property to the west at No 408 Houghton Road contains a single storey weatherboard dwelling with a driveway adjoining the boundary.

An aerial photograph of the subject site and surrounding land can be found attached to this report (Attachment 2).

PROPOSAL:

The proposal seeks to construct a four storey building to be used for student accommodation. A total of 14 car spaces are proposed within the at grade car park.

Details of the proposal is summarised as follows:

- Four storey building having a maximum building height of 15.195 metres, (measured to the top of the lift overrun).
- The building will be setback a minimum of 4m from Houghton Road.
- 57 units for student accommodation including:
 - 47 one bedroom units; and
 - 10 two bedroom units.
- A total of 14 car parking spaces and 40 bicycle spaces located within the car park.
- A communal open space area of 220 square metres provided at the ground level on the western side of the building. Barbecue facilities are provided within this area. Sliding doors provide access from the common lounge area (72 square metres) and game room (27 square metres).
 - An additional communal open area of 90 square metres is provided as a roof terrace.

- No units are provided with private open space.
- A dedicated bin storage room within the ground level car park.
- The development is proposed to be constructed with a mixture of materials including cement render and colourbond cladding with a 1.5 metre high picket style front fence.
- The existing vehicle crossover to 412 Haughton Road will be retained to provide access to the car park and retain both street trees. The existing crossover to 410 Haughton Road will be removed.
- All trees within the site are to be removed and trees on adjoining properties will be retained.

Proposed Setbacks

	Front (North)	Rear (South)	Side (East)	Side (West)
Ground Level	4m-6m	Zero, 1m-3m	1m	3.5m-7.16m
Level 01	4m-6m	3m-5m	3.5m-5.1m	3.5m-7.16m
Level 02	4m-6m	5m	3.5m-5.1m	3.5m-7.1m
Level 03	6m	5m	7.5m-8.9m	7.1m
Roof deck	8.9m	17.2m	13m	9.2m

At ground level the development will provide for an at grade car park (including the bicycle and bin storage areas), four residential units and communal areas. The entry is centrally located providing access to a foyer.

On the roof is the lift overrun and the roof deck to provide a 90 square meter communal open space area.

There are three layout types proposed for the student accommodation units. The single occupancy units have a floor area of approximately 20 square metres and the double occupancy units having a floor area of approximately 52 square metres. All units are self contained and have a sleeping area, desk, kitchen, bathroom and location for a washing machine.

A contemporary architectural theme is proposed, characterised by a symmetrical, mirror image building facade design, flat roof form, framed architectural features across the front, side and rear facades.

Attachment 1 details plans forming part of the application.

PERMIT TRIGGERS:**Zoning**

The subject site is located within the Residential Growth Zone, Schedule 3 (RGZ3) under the provisions of the Monash Planning Scheme.

Pursuant to the Residential Growth Zone (Clause 32.07-2), a permit is required to use the land for student accommodation (Accommodation).

A permit is also required to construct a building or construct or carry out works for the use.

Overlay

The land is not affected by any overlays under the provisions of the Monash Planning Scheme.

Particular & General Provisions

Clause 52.06 applies as the proposal includes the new use of student accommodation. The number of car parking spaces required under Clause 52.06-6 must be provided to the satisfaction of the responsible authority in one or more of the following ways:

- On the land; or
- In accordance with a permit issued under Clause 52.06-3 (reduce the number of car parking spaces required under Clause 52.06-5, including reduce to zero); or
- In accordance with a financial contribution requirement specified in a schedule to the Parking Overlay.

Council's Student Accommodation Policy at Clause 22.10-4 specifies car parking to be provided at a rate of 0.3 spaces per bed for the subject site.

Attachment 3 details the zoning and overlays applicable to the subject site and surrounding land.

CONSULTATION:

The original development proposed a five storey building. Further information was requested of the Permit Applicant on 6 August 2019. In this letter, officers also raised the following preliminary concerns:

- The design is considered to be an over development of the subject site as it does not comply with the purpose of the zone, objectives and performance measures of the Student Accommodation Policy; does not provide a functional layout; does not provide sufficient car parking spaces and impacts the street trees and trees on the neighbouring properties.

- As per the policy it is necessary that each self-contained accommodation unit is a minimum of 24 square metres area. Over 50 of the self-contained accommodation units do not meet the minimum area requirement.
- The internal design of the student accommodation building does not provided adequate space and amenities to deliver an acceptable standard of habitation for students.

Officers advised the Applicant in writing that should these concerns not be addressed, that this application was unlikely to be supported and that the application would be refused.

The Permit Applicant responded to this letter on 12 September 2019 by providing the requested information. In relation to the preliminary concerns, the Applicant advised that they had amended the plans to address some of the concerns raised, but that they do not agree with all of the preliminary concerns. The main changes were to address the height and bulk of the building and vehicle access to retain the Council street tree. In particular the amended plans proposed:

- Deletion of the fifth floor and replaced with a roof deck for communal open space.
- Deletion of the manger's residence
- Amended the vehicle access to utilise the existing vehicle crossing and retain the street tree.
- A larger bin area
- Revised window sizes and privacy screening measures.

A further meeting was held with the applicant and Council's Planning Officers, Traffic Engineers and Arborist in December 2019 to discuss the concerns and non-compliance with the proposal. The applicant was advised the development as amended and advertised will be recommended for refusal. On 12 February 2020 the applicant confirmed by email that no further changes to the plan will be made and for the matter to be considered as advertised.

Public Notice

The application was advertised in accordance with section 52 of the *Planning and Environment Act 1987* by way of notices sent to the surrounding property owners/occupiers, and 2 signs displayed on the frontage of the site.

Objections received for the application included the following:

- The development does not provide the number of car parking spaces required under the Monash Planning Scheme that requires 0.3 car spaces per bed.
- The traffic study lacks validity as it compares other developments being within walking distance from educational establishments which is not the case.

- Reduction of 20 car spaces to 14 will impact Haughton Road and other congested streets.
- The one bedroom units are approximately 20m². This reduction is excessive and will impact negatively on the area and the psychological well being of the occupants.

Attachment 4 details the location of objector properties.

Referrals

Horticultural Services

The application was referred to Council's Horticultural Services as the original plan proposed the removal of a street tree in front of No 412 Haughton Road to provide for the location of the vehicle crossover. Council's Horticultural Services advised that the tree was a significant specimen and worthy of being retained. Based on this vehicle access was amended to retain the existing crossover and allow for the retention of the tree.

Traffic Engineering

The application has been referred to Council's Traffic Engineers who have raised major concerns with the number of parking spaces, car parking layout and design standards relating to the following:

1. A total of 14 car spaces are provided and 20 spaces are required. The waiver of car parking spaces is not justified due to the high parking demand along this section of Haughton Road.
2. Vehicles are unable to satisfactorily access the two parking spaces closest to the property entry in a forward direction. Amended plans required.
3. A vehicle from the parking space opposite the bins room entry is unable to exit the property in a forward direction without a corrective movement. Amended plans required.
4. An on-site accessible space is to be provided.

These concerns have not been addressed in the plans assessed subject to this report.

Drainage Engineer

The application was referred to Council's drainage engineers who have provided conditions for the permit if one were to issue. Of note is a condition requiring a detention system for the property given the proposed hard surface coverage exceeds 60%.

Waste Services

The Waste Management Plan provided by the applicant requires major revision to address the requirements for the scale of the development. Particular concern is

raised that adequate space has not been provided for a waste collection vehicle. The turning space provided to access the bin storage area is extremely limited and presents a high risk to 6 parked vehicles.

DISCUSSION:

Planning Policy Framework (PPF)

“Plan Melbourne: Metropolitan Planning Strategy 2017-2015” is the Metropolitan Strategy that planning authorities must consider when assessing applications for planning permits. The key directions that are of particular relevance to the proposal are to:

“Understand and plan for expected housing needs.”

“Reduce the cost of living by increasing housing supply near services and public transport.”

“Facilitate the supply of affordable housing.”

Initiatives are to locate a substantial proportion of new housing in or close to locations that offer good access to services and transport and employment areas.

Plan Melbourne Refresh also identifies places of state significance and places of local significance. Within the City of Monash, the main place of state significance is the Monash National Employment and Innovation Cluster (MNEIC). National employment and innovation clusters are designated geographic areas with concentrations of economic activity that currently make major contributions to the national economy and Melbourne’s position as a global city and will be supported into the future. The MNEIC is Melbourne’s largest established cluster, representing the largest concentration of employment outside the central city with a critical mass of leading education, health, research and commercial facilities, and existing industrial businesses.

The subject site is located within a residential precinct of the MNEIC where the scale of new residential development will generally comprise larger building footprint of a high quality design and finish. The development of a four storey residential building meets the intent of the relevant strategic policies.

Plan Melbourne also provides an update on Melbourne’s key land use and transport planning to ensure that the transport system copes with additional population growth. New policies to provide for particular transport projects include the Suburban Rail Loop. Stage 1 of the project is envisaged for commencement in 2022 and proposes a new rail line connecting Melbourne’s major employment, health and education precincts and activity centres. The site is within close proximity of the new rail line.

Clause 11.01-01R-1MM (Settlement –Metropolitan Melbourne

“Develop the Suburban Rail Loop through Melbourne’s middle suburbs to facilitate substantial growth and change in major employment, health and

education precincts and activity centres beyond the central city at an appropriate scale to address the needs of Melbourne's rapidly growing population."

Clause 11.02-1S (Supply of Urban Land) seeks:

"To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses."

Clause 11.03-1R (Activity Centres – Metropolitan Melbourne) seeks to:

"Support the development and growth of Metropolitan Activity Centres by ensuring they:

- Are able to accommodate significant growth for a broad range of land uses.*
- Are supported with appropriate infrastructure.*
- Are hubs for public transport services.*
- Offer good connectivity for a regional catchment.*
- Provide high levels of amenity."*

The subject site is located within close proximity to the Monash Medical Centre and Monash University, and it is also well serviced by public transport, amenities and services. It is an appropriate location for higher density developments such as the proposed multi-storey residential building.

Further to this, Clause 15.01-2S specifies the urban design principal for residential developments. The objective seeks to:

"Achieve building design outcomes that contribute positively to the local context and enhance the public realm."

Clause 16 of the Monash Planning Scheme seeks to increase the proportion of new housing in designated locations within established urban areas, on sites that are well located in relation to jobs, services and public transport. It also seeks to create mixed use neighbourhoods at varying densities that offer more choice in housing type.

Housing policy at Clause 16.01 -2R seeks to:

"Identify areas that offer opportunities for more medium and high density housing near employment and transport in Metropolitan Melbourne."

"Manage the supply of new housing to meet population growth and create a sustainable city by developing housing and mixed use development opportunities in locations that are.....areas for residential growth....areas designed as National Employment and Innovation Clusters, metropolitan activity centres and major activity centres, neighbourhood activity centres especially those with good public transport connections, areas near existing and proposed railway stations that can support transport-oriented development."

As mentioned previously, the subject site is located at an identified location to provide an increased housing diversity and density to support the MNEIC, where

it is the primary strategic location for high technology research and development industries in Victoria.

State Planning Policy, including Clause 16.01-2S (Location of Residential Development), Clause 16.01-3R and S (Housing Diversity), Clause 16.01-4S (Housing Affordability), seeks to provide a diversity of housing types in and around areas which have good access to services and public transport.

The principal control affecting the subject site is the Residential Growth Zone, Schedule 3 which seeks to facilitate housing growth in the form of apartment developments. The site is located in an area which is expected to undergo substantial changes with the development of multi-storey buildings.

Local Planning Policy Framework (LPPF)

Relevant objectives and strategies of Clause 21.04-3 (Residential Development) seek:

“To provide accommodation for a diverse population that caters for different family and lifestyle preferences and a variety of residential environments and urban experiences.”

“Ensure that new residential development provides a high level of amenity including personal privacy for occupants and neighbours, high quality private and public open space, canopy tree cover, and effective traffic management and parking.”

“Direct medium rise development towards the Brandon Park, Clayton and Mount Waverley Activity Centres.”

“Promote and facilitate housing projects that will result in a mix of housing types including mixed use developments in appropriate locations, such as “shop top” dwellings within the retail and commercial centres of activity centres, as well as over car-parks and other appropriate areas.”

Clause 21.04 (Residential Development) identifies that a key issue for the City of Monash is demand for quality student accommodation which has resulted in housing shortages and a significant number of students living in substandard, shared housing facilities.

Clause 21.06 (Major Activity and Neighbourhood Centres) identifies Clayton as a Major Activity Centre, which is an important location for residential development.

The subject site is within walking distance of the Clayton Activity Centre, approximately 2.0km from Monash University and is well serviced by public transport. It also has good access to community services in vicinity of Monash Hospital and Monash University. It is an ideal location to provide accommodation for students or university staff, which is reflected in Clause 22.10 (Student Accommodation Policy) identifying this site within the ‘preferred location’ for student accommodation developments.

However, the proposal as submitted is considered an overdevelopment and raises concerns with relevant objectives including car parking, built form and scale, private open space, landscaping provision and internal amenity for future occupants. The proposal provides limited opportunities for landscaping of the land due to the large building envelope in particular along the boundaries adjoining residential properties and results in a poor standard of housing for students.

The Clayton Activity Centre Precinct Plan 2019.

The Clayton Activity Centre Precinct Plan 2019 was adopted by Council on 28 January 2020 to provide a long term framework to guide development in and around the Clayton Activity Centre. The subject site is identified within an area of residential intensification or “*Precinct 3: Surrounding Residential*” which aims to provide a diverse range of housing types within the Activity Centre that caters for the needs of existing and future residents and meets expected population growth. It is envisaged the residential development will provide for low scale apartment buildings and town houses with landscaped front gardens that will sit comfortably next to detached dwellings and define a high quality and contemporary character for the precinct.

The Precinct Plan identifies development requirements and outcomes including a preferred building height in the range of 3-5 storeys. It is anticipated that development will have a 4 metre front setback from the street up to 9.9 metres, with an additional 3 metre setback for levels above. Development outcomes seek to avoid unarticulated façades that give a bulky appearance, especially from oblique views and avoiding repetitive stepped/Wedding cake’ profile. Rear setbacks are proposed to be 3 metres up to a height of 9.9 metres with an additional 1 metre setback for every metre of height over 9.9 metres up to 16.5 metres.

Clause 22.10 Student Accommodation Policy

This policy is to *encourage student accommodation to locate in reasonable proximity to tertiary institutions with convenient access to public transport and a range of commercial, retail, entertainment and social facilities.* It applies when a planning permit is required for the development of a residential building, in this case, a rooming house for student accommodation.

This policy requires student accommodation to be of “high quality” and “well designed” that respects the existing neighbourhood character and responds to the desired future character. The subject site is within the Residential Growth Zone where greater emphasis is for the development to respond to the future character statement, and to contribute to the garden city character along with built form policy objectives.

Residential buildings should be designed to include breaks and recesses in building mass to avoid large block like structures dominating the streetscape, and will not

visually overwhelm the existing residential developments. Student accommodation should be provided with adequate on site car parking and bicycle storage to minimise car parking impact on existing streets.

Proposals should include adequate and well-proportioned communal open space areas, and shared facilities or common areas integrated into the design, to meet the amenity and recreation needs of student residents.

This proposal will be assessed against the relevant requirements and policies in the balance of this report.

Clause 32.07- Residential Growth Zone – Schedule 3

Schedule 3 to the Residential Growth Zone (RGZ3) applies to the Clayton Major Activity Centre and Monash National Employment and Innovation Cluster (MNEIC). The design objectives are:

- To facilitate housing growth in the form of apartment developments of a high quality design and finish.
- To ensure developments are constructed within an open garden setting through the retention and planting of vegetation, including canopy trees.
- To ensure that the height, scale and form of development respects any sensitive residential interfaces and minimises the appearance of visual bulk.

RGZ3 nominates variations to Clause 55 (ResCode) applicable to the site. The submitted proposal does not fully comply with the varied requirements relating to the rear boundary setback, provision of secluded open space and the proposed front fence. However, concern is also raised regarding the development's ability to meet the zone objectives. Details of assessment of the proposal against the RGZ3 are as follows:

REQUIREMENT	RESPONSE
Minimum front street setback of 4 metres	Compliance achieved The proposed building has a front setback of 4 metres.
Minimum rear setback of 3 metres for the first 2 storeys plus 2 metres for the third storey.	Variation required as ground floor is partially along the rear boundary. The first floor is setback a minimum of 3 metres from the rear boundary, and the second and third floors of the building are setback a minimum of 5 metres from the rear boundary.
Landscaping – Retain or provide at least one canopy tree with a minimum mature height equal to the height of the roof of the proposed building or 10 metres, whichever is greater.	Compliance achieved There are no significant trees on site. The front street setback of 4 metres is sufficient to accommodate a new canopy tree with a mature height equal to the height of the roof of the proposed building.

Front fence height – 0.9 metres	<p>Variation required-</p> <p>The proposal includes a front fence of 1.5 metres in height. The front fence should be lowered or removed to help soften the presentation to the streetscape.</p>
Private/ communal open space	<p>Variation required.</p> <p>No secluded private open space provided.</p> <p>A communal open space area of 220 square metres is located at the ground level and a roof terrace of 90 square metres. A ground floor area of 268m² or 4m per student is required.</p> <p>The proposal does not meet the requirements in Clause 22.10-4 Student Accommodation Policy.</p>
Preferred maximum building height of 13.5 metres	<p>Variation required-</p> <p>The proposed building generally has a building height ranging from 11.8 to 13.024 metres. The maximum building height is 15.6 metres for the lift overrun.</p> <p>The building where it exceeds the preferred building height of 13.5 metres is limited to the lift overrun and will hardly be visible to any person due to the setbacks to all property boundaries. This will be further discussed in the balance of this report.</p> <p>The proposal with variation to the preferred building height of 13.5 metres is acceptable given the minimal impacts likely by the variation.</p>

Monash Housing Strategy 2014

The Monash Housing Strategy 2014 (adopted by Council in October 2014) identifies this subject site as being located in Category 3 Residential Land in the Monash National Employment Cluster, the objectives and outcomes for which, among others, seek:

- *Housing change and diversification.*
- *Development will respond to the broader context, taking into account both commercial design and residential character as relevant.*

Residential outcomes include:

- *Higher density apartment development at the interface with the technology precinct.*
- *Lower density unit and townhouse style development at the interface with surrounding residential areas.*
- *Potential for lower to medium density apartment development in predominantly residential streets subject to careful design.*

- *On larger sites, in suitable locations, increased density may be appropriate, subject to careful design and the provision of appropriate landscaped setbacks.*

The housing strategy identifies that there is increasing demand for student accommodation around the Monash University and a variety of affordable housing is encouraged to support the high technology research and development industries within the MNEIC. The proposal to use the subject site for student accommodation is an appropriate response to the Monash Housing Strategy.

ASSESSMENT

Neighbourhood Character and Built Form

New development must be designed to ensure that the design contributes to the preferred future character and respond to the features of the site. The height and setback of buildings must also respect the preferred neighbourhood character and limit the impact on the amenity of existing dwellings.

The subject land is located within the Residential Growth Zone and the development of a four storey building is in keeping with development expectations of the zone. The proposed design will have a three storey scale presentation to Haughton Road and the adjoining properties with the fourth storey recessed from all boundaries. The general building height is 11.8- 13 metres which is less than the preferred maximum building height in the Residential Growth Zone Schedule 3. The building where it exceeds the preferred building height of 13.5 metres is limited to the lift overrun and will hardly be visible to any person due to the setbacks to all property boundaries. Given the location of the site opposite the sky rail it is considered the scale of a four storey building will sit comfortably within this context.

However, the large building envelope particularly along the eastern and rear boundaries results in minimal opportunity to provide meaningful landscaping and establish canopy tree planting. It is considered that the development does not provide a *“high quality design and finish”* and *“open garden setting”* and presents poorly to the frontage and adjoining properties having regard to the following:

- The design response proposes a contemporary building with an *“institutional”* presentation more suited to a university or hospital campus or a commercial and industrial area. The façade treatment lacks adequate visual interest for residential use and is dominated by the three storey form with minimal variation in setback. The building proposes a basic palate of materials and finishes with the majority of the building finished in similar shading of greys and whites contrasting with black metal window framing and patches of red coloured render infill.
- At ground floor the facade is dominated by a wide perforated metal garage door and panel (11m wide) across the frontage. The upper floors are presented with little variation in materials and setbacks which further

exacerbates the bulk and dominant upper levels when viewed from the street and the adjoining properties.

- Along the eastern elevation the full length of the building is to be cantilevered over the open car park providing a response more typical of an industrial development and unsympathetic response when viewed from the adjoining residential property.
- The design provides for the use of protruding elements such as metal box window frames, fins and ledges sitting proud of the building and framed in black metal which is not typical of residential buildings.
- The large footprint of the building and at grade car park provides minimal opportunities for landscaping along the rear and eastern boundary in particular. The setback along the rear boundary of the building varies from zero with one small section at 3m and the car park to be setback 1m. The setback of the carpark for the full length of the eastern boundary is 1m with three small cut out areas for planting. The setbacks do not allow for the planting of canopy trees to soften the impact when viewed from the adjoining properties and to the rear of the site and is contrary to maintaining the Garden City character.
- The design response provides for a street setback of 4 metres to Houghton Road, consistent with the provisions of the Residential Growth Zone Schedule 3 to provide opportunities for landscaping. However, the planting of canopy trees in the frontage will not be adequate to soften the massing of the proposed building adjacent to neighbouring secluded private open space areas.
- The proposed 1.5m high front fence along Houghton Road exceeds the preferred height of 900mm in the Residential Growth Zone Schedule 3. It could be lowered or removed to provide for a more open garden setting and landscaping presentation.
- The proposed development is setback zero to 1m from the rear boundary for the ground level and 3- 5m for the first level; and 5 metres for the top two levels. The zero setback does not meet the setback provision in the Residential Growth Zone Schedule 3. If all other concerns were addressed with the development, this may be considered a satisfactory response given the site adjoins a laneway at the rear. Allowing for the laneway running the full length of the rear boundary the development will effectively be setback in the range of 6m-8m at first floor to provide a gradual transition in building height which would be appropriate. However, due to the location and size of the car park and the section of wall on the boundary, there is only one small section of land in the south west corner of the site to provide any landscaping to soften the presentation of the development when viewed from the rear.

Overall, it is considered that the development does not respond to its sensitive interface to residential land through its setbacks, façade detailing and overall building scale. The development does not provide a “*high quality design and finish*” and “open garden setting” as required by the objectives of the zone.

Off site amenity impacts

A major consideration is the ability of the development to appropriately integrate with the built form and character of the surrounding area and minimise impact to the low scale adjoining properties to the rear, east and west of the site.

Concern is raised in relation to the visual bulk, elongated mass and inadequate setbacks from the adjoining property to the east when viewed from No 414A Houghton Road. This property has been redeveloped with a two storey dwelling and it could be expected that this property will not be redeveloped in the short term. The dominant elongated form of the development along the eastern elevation will result in unreasonable visual impact when viewed from No 414A Houghton Road after considering:

- The proposed open car park is to run almost the full length of the boundary and has a setback of 1 metre providing little or no buffer.
- The building will cantilever over the carpark and has minimal variation in setback at first floor. It is considered this impact could be lessened by providing an increased setback or additional variation to align with the secluded open space of the adjoining property, but as discussed there is little opportunity to soften the presentation of the development with landscaping due to the setback.
- The development does not provide for any measures to deal with the visual dominance or noise impacts emanating from the open car park. The adjoining property has habitable room windows and two areas of secluded open space facing the site that will be unreasonably affected.

The impact to the adjoining property at No 408 Haughton Road has been addressed by providing a greater setback from the western boundary and greater variation in the setbacks at the first, second and third floors. A minimal ground floor setback of 3.5 metres has been provided which could provide for landscaping to soften the presentation. However, any landscaping would still need to allow for the recreational needs of 67 occupants as this area has been designated as the primary communal open space area.

In relation to the other amenity impacts it is advised:

- Overlooking has been addressed by the use of obscure glass screening to first and second floor windows along the side elevations and to some windows at first floor along the rear elevation. The clear windows are to be screened with parapets and fins and will be setback 5m from the rear boundary. When allowing for the laneway at the rear, the development would satisfy the overlooking criteria of Rescode. While this addresses the impact to the neighbours it provides a poor outcome for future occupants providing the majority of the units with no outlook.
- Overshadowing diagrams provided by the applicant demonstrate compliance with the requirements of Rescode. It is noted that the secluded

space areas of No 414A Houghton Road will be affected by overshadowing in the afternoon after 3.00pm but is in compliance. The impact to the property to the west is limited to shadow falling over the driveway early morning.

- There is one section of wall on the rear boundary. As this is to adjoin the laneway it has no impact to the adjoining properties.

Clause 22.10 Student Accommodation Policy

It is considered the proposal is an overdevelopment and fails to provide a student accommodation building with adequate space and amenities to deliver an acceptable standard of habitation for students as required under the objectives of Council's Student Accommodation Policy at Clause 22.10 of the Monash Planning Scheme.

Communal Open Space

The Policy suggests that facilities should provide a communal open space at ground level located to the side or rear of the building with convenient access with the following outcomes:

- *To ensure that an adequate area of communal open space is provided on site to meet the recreational needs of the students.*
- *To ensure that the communal open space is integrated into the design of the student accommodation facility providing a convenient, safe and well proportioned usable space.*
- *To ensure that the shared communal spaces contributes to the functionality of the student accommodation facilities and promotes interaction between students.*
- *To ensure that existing significant trees are incorporated into open space areas and sufficient space is provided for the planting of new canopy trees"*

The Policy requires a communal open space area with a minimum area of 75.0 square metres or 4.0 square metres per student, whichever is the greater, designed with a minimum dimension of 3 metres, including one area to the side or rear of the building of 35 square metres with a minimum dimension of 5 metres.

With 67 students a total of 268 square meters communal open space is required. This has been provided in an area of 220 square metres within the side building setback where it can be accessed via the ground floor communal lounge. The shortfall has been provided as a roof space with an area of 97 square metres, however, this area is isolated and accessed via the lift and has no relationship to internal communal areas of the building. In addition the building does not provide any communal gathering areas at first, second or third floor which does not promote interaction between students.

The Policy also encourages individual or private open space areas at ground level in addition to the communal open area. No units have access to individual areas of secluded private open space.

Internal Amenity

The majority of the accommodation units provide a poor standard of habitation for students. The development proposes three different layouts for the 57 student accommodation units for up to 67 students. There are two layouts for the single occupancy units known as Type A and B with a floor area of approximately 20 square metres. The 10 double occupancy units are known as Type C and have a floor area of approximately 52 square metres. All units are to be self contained with a sleeping area, desk, kitchen, bathroom and location for a washing machine.

Concern is raised after considering:

- The floor area of the 47 Single Units Type A and B are well under the minimum floor area of 24 square metres required under Clause 22.10-4 *Student Accommodation Policy*. Although not regulated under Clause 22.10, the Unit Type A is less than minimum 3 metres in width (2.7m) with only one window (1.7m wide) providing a narrow layout resembling a corridor.
- Of the 47 single accommodation units, 27 are to be Type A that have been provided with a layout that would not satisfy the minimum standard for the width of an apartment bedroom as required in the Monash Planning Scheme. The layout of the Units is providing an unacceptable living standard given that the one area is to provide for study space and kitchen area as well as a bed.
- All single Units Type A and B are provided with one window with the majority of the windows requiring screening to address overlooking and providing no outlook for future students.
- 8 of the Type A Units have one south facing, screened window providing limited access to daylighting.

Management Plan

The original plans submitted with the development proposed a dedicated unit for an onsite manager. The plans under consideration deleted the fifth floor and this component when reducing the height of the development. Council's Student Accommodation Policy has a requirement for a management plan to be provided as a condition on permit in the event a permit was to issue.

Car Parking and Access

Clause 22.10 *Student Accommodation Policy* states that car spaces should be provided on site at the rate of at least 0.3 car spaces per bed for sites located within Preferred Locations, and 0.4 car spaces per bed for sites located outside Preferred Locations. There is no requirement for visitor parking.

The subject site is within a Preferred Location identified in Clause 22.10 *Student Accommodation* and also within the Principal Public Transport Network (PPTN)

area. The car parking requirements for the proposal are set out in the following table:

Use	Number of rooms / floor area	Clause 22.10/ 52.06 Requirements	Car spaces Required	Car spaces Provided
Student Accommodation	67 Beds	0.3 car spaces per bed	20 car spaces	14 car spaces

The provision of 14 car spaces fails to comply with this requirement and is not considered sufficient for 67 students as the development would need to rely heavily on street parking. In addition of the 14 car spaces provided Council's Traffic Engineers have advised that the layout requires major changes as:

- Vehicles are unable to satisfactorily access the two parking spaces closest to the property entry in a forward direction;
- Corrective movements are required to access the space opposite the bin storage area and allow for vehicles to exit in a forward direction as required by Clause 52.06-9 of the Scheme.
- The car park does not provide for an on-site accessible space.

The amended plans altered the location of the vehicle access to the carpark to utilise the existing car park and retain the street tree in front of No 412 Haughton Road. However, the layout provides an awkward arrangement and is impractical as reversing into a car space should not be compulsory to be able to access the space.

The applicant is relying on Traffic Studies referencing comparable developments of student accommodation and in proximity to tertiary institutions. It suggests that typical student accommodation facilities generate a rate of up to 0.07 spaces per bed and the proposal with 67 beds would therefore generate a demand for 6 on site spaces. However in the data provided the distance from the universities in the studies were all in the range of 350 metres -1.2 kilometres. The site is approximately 2.2 kilometres from Monash University and not within close walking distance. Although the site is within close proximity to the Clayton Railway Station, the Pakenham and Cranbourne railway line does not provide access to the university.

Irrespective of the Traffic Demand Assessment prepared by the applicant the requisite parking rate in the Student Accommodation Policy is a concessional rate to encourage student accommodation development within close proximity to Monash University. A further concession to the parking rate is not supported, particularly as there is a high parking demand along this section of Haughton Road, Clayton. The northern side (railway side) is taken up by all day rail commuters parking and the southern side (residents' side) has an existing Permit Zone.

Considering all these factors it is anticipated the proposal would put unreasonable demand on street parking.

The purpose of Clause 52.06 Car Parking is 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. It is considered that proposed parking response is not adequate or practical for the scale of the development and fails to satisfy the purpose of the provisions. The car park occupies a large majority of the site at ground level with minimal landscaping and fails to provide a suitable response. The above concerns would be resolved by designing a basement to accommodate the required number of spaces with access that satisfied the design standards, provisions and objectives of Clause 52.06.

Bicycle Parking

Clause 22.10 *Student Accommodation* specifies that bicycle parking should be provided at a rate of 1 bicycle space for every 2 students. Bicycle space design must comply with the requirements of Clause 52.34 *Bicycle Facilities* of the Monash Planning Scheme.

The proposed building provides a total of 67 beds, therefore a minimum of 34 bicycle spaces are required. The proposal provides for 40 bicycle spaces within the car park which exceeds this requirement.

Waste Collection

The Waste Management Plan provided by the applicant requires major revision to address the requirements for the scale of the development and number of students and provides an inadequate response for waste collection. It is proposed to provide for a bin storage area within the car park and for private collection. However, available space has not been provided for a waste collection vehicle. Information provided indicates that the turning space for collection vehicles is extremely limited and represents a high risk of the collection truck and vehicle contact for 6 parking spaces. The proposed ingress and egress path for occupiers requires unsafe proximity to the access door. The design, size and layout of the carpark does not allow for this matter to be addressed satisfactorily.

CONCLUSION:

The use of Student Accommodation is consistent with relevant urban consolidation and increased density objectives as envisaged by relevant elements of the State and Local Planning Policy Framework. The development of multi storey residential buildings is consistent with the objectives of the zone and in keeping with recent approvals and developments in an area undergoing considerable change.

However, the proposed development raises concerns with relevant policy objectives including built form and scale, car parking, landscaping provision and internal amenity for future occupants. Overall the development represents an overdevelopment of the site with poor internal amenity for future occupants,

potential adverse impacts for adjacent properties and insufficient integration with the streetscape. The development of a student accommodation building of this scale requires a basement to provide a satisfactory car parking arrangement and allowing for a higher density development within a garden setting as envisaged by the objectives of the zone and the Student Accommodation Policy..

Accordingly, the application should be refused.

LIST OF ATTACHMENTS:

Attachment 1 – Proposed Development Plans.

Attachment 2 – Aerial Photograph.

Attachment 3 – Zoning and Overlays Map.

Attachment 4 – Objector Properties Location Map.