7.1.2 TPA/43623/B - 37-39 HUNTER STREET, GLEN WAVERLEY - EXTENSION OF TIME TO PERMIT FOR THE CONSTRUCTION OF A THREE STOREY APARTMENT BUILDING ABOVE BASEMENT CAR PARK

Responsible Manager:	Catherine Sherwin, Manager City Planning	
Responsible Director:	Peter Panagakos, Director City Development	

EXECUTIVE SUMMARY

This application is for an extension of time to Planning Permit TPA/43653/B for the development of a three (3) storey apartment building providing a total of twenty-six (26) apartments on land at 37-39 Hunter Street Glen Waverley.

The original permit was issued on 13 May 2016.

The permit has been extended on three (3) previous occasions. The latest extension of time was granted on 24 June 2022 which allowed for an additional two years to commence the development. The current permit expired on 13 May 2024 as the development has not commenced.

The reason for presenting this report to Council is that this is the fourth extension of time request sought for this permit, and the period of time sought to extend the permit exceeds six (6) years.

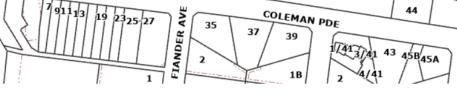
The proposed extension of time is considered consistent with the relevant provisions of the Monash Planning Scheme. It is recommended that an extension of two (2) years be granted to commence the development.

RESPONSIBLE DIRECTOR:	Peter Panagakos, Director City Development	
RESPONSIBLE MANAGER:	Catherine Sherwin	
RESPONSIBLE PLANNER:	Jeanny Lui	
WARD:	Glen Waverley	
PROPERTY ADDRESS:	37-39 Hunter Street Glen Waverley	
ZONING:	General Residential Zone (Schedule 2)	
OVERLAY:	Vegetation Protection Overlay (Schedule 1)	
EXISTING LAND USE:	Vacant Land	
RELEVANT LEGISLATION:	Section 69 of the Planning & Environment Act 1987	
RELEVANT POLICY:	Planning Policy Framework	
	Clause 11.01-1R - Settlement – Metropolitan Melbourne	
	Clause 11.02-1S - Supply of Urban Land	

Clause 13.03-15 – Floodplain Management		
Clause 13.07-1S - Land Use Compatibility		
Clause 15.01-1S&R - Urban Design		
Clause 15.01-1L-02 Tree Conservation For A Garden City		
Clause 15.01-2S - Building Design		
Clause 15.01-2L-02- Environmentally Sustainable Development		
Clause 15.01-4S&R - Healthy Neighbourhoods		
Clause 15.01-5S - Neighbourhood Character		
Clause 15.01-5L- Monash Preferred Neighbourhood Character		
Clause 16.01-1S&R - Housing supply		
Clause 16.01-2S - Housing affordability		
Clause 18.01-15 - Land Use and Transport Integration		
Clause 18.02-2R - Principal Public Transport Network		
Clause 19.03-35 - Integrated Water Management		
Clause 19.02-3L- Stormwater Management		
Particular Provisions		
Clause 52.06 - Car Parking		
Clause 53.18 - Stormwater Management in Urban		
Development		
Clause 55 - Two or more dwellings on a lot and residential		
buildings		
Clause 65 - Decision Guidelines		

LOCALITY PLAN





& NEIGHBOURHOOD PLAN



RECOMMENDATION

That Council resolves to issue an Extension of time to Planning Permit TPA/43623/B for the construction of a three storey apartment building at 37-39 Hunter Street Glen Waverley, pursuant to the provisions of Section 69 (2) of the *Planning and Environment Act* 1987.

1. That in accordance with Section 69(2) of the Planning and Environment Act 1987, the time for the commencement of the development be extended by a further two (2) years. Accordingly, the development must be commenced by 13 May 2026 and completed by 13 May 2028.

2. That the applicant be advised that it is unlikely a further extension of time will be granted given the time that has passed since the permit was granted.

COUNCIL PLAN STRATEGIC OBJECTIVES

Sustainable City

Ensure an economically, socially, and environmentally sustainable municipality.

Enhanced Places

Pursue a planning framework that meets Monash needs.

BACKGROUND

The original application was refused by Council at its meeting of 28 July 2015, noting there were twenty-seven (27) objectors to the proposal. The applicant sought a review of this decision and Planning Permit TPA/43623 was issued on 13 May 2016 at the direction of the *Victorian Civil and Administrative Tribunal (VCAT)* for the construction of a three storey apartment building and the reduction of the on site visitor car parking spaces. Plans were later endorsed on 19 January 2018.

An amendment to the original permit was lodged on 1 September 2023 (referred to as Amendment A), however this application did not progress and subsequently lapsed.

A further amendment to the original planning permit was later lodged and approved on 16 May 2024 (referred to as Amendment B). This amended permit TPA/43623/B was considered under delegation and the public notification process attracted three (3) objections. The amendment allows minor modifications to the development, involving changes to the internal layout and building envelope and changes in finished floor levels. Conditions on the Permit were modified as a result. Plans have not yet been submitted to Council for endorsement in accordance with the revised conditions of approval.

The permit has been extended on three (3) previous occasions, being 2 March 2018, 3 June 2020 and 24 June 2022. The current expiry date for commencement of the development is 13 May 2024. The current extension of time request was made on 12 June 2024.

Attachment 1 includes the considered, advertised plans forming part of amended (B) application.

Site and Surrounds

The subject land is on the eastern side of Hunter Street in Glen Waverley. The site consists of two land parcels. The lots are rectangular in shape with a combined frontage of 35.7 metres to Hunter Street, and total site area of 1513 square metres. The land has remained vacant since 2012.

Abutting land uses are residential and comprise of single and double storey dwellings which include multi-dwelling developments. The area can be characterised as dwellings with pitched roofs in a garden setting.

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

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

PROPOSAL

The applicant has requested an extension of a further two years to commence the development. The applicant has requested this time due to financial constraints attributed to the COVID 19 Pandemic and the rising costs in construction works and building materials.

PERMIT TRIGGERS

Pursuant to the provision of Section 69 (1A) of the Planning and Environment Act 1987:

"The owner or occupier of land to which a permit for a development applies may ask the responsible authority for an extension of time to commence the development if the request for an extension of time is made within six (6) months after the permit expires."

The request was made on 12 June 2024, within six (6) months of the permit expiry. Accordingly, Council can consider a further extension to the commencement and completion of the development under the provisions of the *Planning and Environment Act 1987*.

ASSESSMENT

The total elapsed time between the date of issue of the permit and the date of the request to extend the permit is eight (8) years.

The Supreme Court decision *Kantor v Murrindindi Shire Council (1997)* established the following tests to determine if a permit should be extended:

- Whether there has been a change of planning policy;
- Whether the landowner is seeking to "warehouse" the permit;
- Intervening circumstances bearing on the grant or refusal of the extension;
- The total elapse of time;
- Whether the time limit originally imposed was adequate;
- The economic burden imposed on the landowner by the permit; and
- The probability of a permit issuing should a fresh application be made.

These tests must be considered on balance, meaning that an application does not necessarily need to meet all tests. These tests are considered in detail below.

Whether there has been a change of planning policy

Since the permit was issued there have been significant state, regional and local amendments affecting the land. These changes were also considered and assessed as part of the previous requests to extend the planning permit. In summary:

Amendment VC110 gazetted on 27 March 2017 impacts the development with regard to garden area requirements and mandatory controls relating to height. The changes introduced by Amendment VC110 are mandatory to the consideration of a development.

The proposal meets the mandatory requirement by providing a garden area of 43.6%. The development has a maximum height of 10.95 metres which does not exceed the mandatory height requirement of 11 metres or 3 storeys.

Amendment C125 Part 2 was gazetted in November 2019 in which Residential policies (Clause 21.04 and 22.01 now listed as Clause 15.01-5L and 16.01-1L-01) were changed. The zoning for the land remained unchanged as General Residential Schedule 2. The proposed development satisfies the aspirations of the zone and revised neighbourhood character policy with respect to built form, setbacks and provision for landscaping.

Amendment VC136 was gazetted on 13 April 2017 which introduced the changes to the Victorian Planning Provisions (VPP). The amendment is significant as it introduced a new Clause 58 to all planning schemes for Apartment Developments. A further new Clause 55.07 was also introduced as part of this amendment, which applies to the assessment of apartment developments under five storeys in height.

		Response
Clause 55.07-1 Standard B35	Energy efficiency objective	Complies - The development provides reasonable energy efficiency, with ground level private open space located on the north side of the building, receiving adequate solar access. This standard is satisfied.
Clause 55.07-2 Standard B36	Communal open space objective	Does not comply - no communal open space is provided to the development which contains 40 dwellings.
Clause 55.07-3 Standard B37	Solar access to communal outdoor open space objective	N/A as no communal outdoor space is provided.
Clause 55.07-4 Standard B38	Landscaping objective	Complies - Sufficient landscaping is provided within the development. This standard is satisfied.
Clause 55.07-5 Standard B39	Integrated water and stormwater management objectives	Complies - Permit conditions require stormwater requirements to be satisfied.
Clause 55.07-6 Standard B40	Access objective	Complies - Vehicle access is satisfactory. This standard is satisfied.

Below is an assessment of the development against Clause 55.07 Apartment Developments:

Clause 55.07-7	Noise impacts objective	Complies - An acoustic report is	
Standard B41		required under Condition 1j.	
Clause 55.07-8	Accessibility objective	Does not comply- 1.2% of the	
Standard B42		development complies with the	
		accessibility requirement.	
Clause 55.07-9	Private open space objective	Generally complies - each	
Standard B43		ground floor dwelling has a	
		private open space on the	
		ground level and apartments on	
		the upper floors have balconies	
		meeting the minimum	
		requirements except	
		Apartments 101 & 207.	
Clause 55.07-	Storage objective	Generally complies - each	
10		dwelling contains a storge area	
Standard B44		within the basement garage	
Clause 55.07-	Waste and recycling objectives	Complies - A waste	
11 Standard		management plan is required	
B45		under Condition 4 of the permit.	
Clause 55.07-	Functional layout objective	Complies - Each apartment is	
12		provided with functional areas	
Standard B46		meeting the requirement of	
		Standard B46. Condition 1m	
		requires two apartments to	
		provide a more functional living	
		area.	
Clause 55.07-	Room depth objective	Complies	
13			
Standard B47			
Clause 55.07-	Windows objective	Complies	
14			
Standard B48			
Clause 55.07-	Natural ventilation objective	Complies - 46% of apartments	
15 Standard		meet the cross ventilation	
B49		requirements	
Clause 55.07-	Building entry and circulation	Complies - The apartment	
16	objections	building entry provides a sense	
Standard B50		of identity and provides for a	
		safe environment of residents.	
		This standard is satisfied.	
Clause 55.07-	Integration with the street objective	Complies - The apartment	
17		building has been designed to	
Standard B51		integrate the development with	
		the street. This standard is	
		satisfied.	

Clause 55.07- 18 Standard B52	Site services objective	Complies - Site services are integrated within the landscape setting. This standard is satisfied.
Clause 55.07- 19 Standard B53	External walls and materials objective	Complies - The proposed external walls and finishes are appropriate and attractive. They are respective of the neighbourhood context and do not easily deteriorate or stain. This standard is satisfied.

Standard B36 of Clause 55.07-2 (Communal open space objectives) provides that where a development contains 13 or more dwellings it should provide an additional minimum area of communal open space of 2.5 square metres per dwelling, or 220 square metres, whichever is lesser. The approved development contains 26 dwellings and therefore would be required to provide an open space area of 65 square metres to satisfy the current requirement.

The development provides an outdoor open space of approximately 36 square metres in front of the secluded private open space of Apt G01, within the front setback area. Whilst not a formal open space area, this space is well located to receive adequate solar access throughout the day and is capable of deep soil planting to satisfy the requirement of Standard B38 (Landscape objective).

In terms of private open space (POS) provision, the approved development generally satisfies the POS requirement of Standard B43 (Private open space objective) with the exception of two apartments (101 & 207) which contain east facing balconies with a minimum width of 1.7 and a north facing balcony of 1.6metres width. Standard B43 requires minimum width of 2 metres for Apartment 101 and 1.7 metres for Apartment 207. The minor shortfall of widths to the balconies are acceptable as they are sized 8.4 and 9.4 square metres which are reasonably larger than the overall area requirement of 8 square metres. In addition, these balconies are rectangular in shape providing for a functional space.

With regards to accessibility, whilst the accessibility objective of Clause 55.7-8 has not met, the development will need to comply with the accessibility requirements of the Building Regulations. This will be assessed at the Building Permit stage.

Whether the land owner is seeking to "warehouse" the permit.

Warehousing is the obtaining of permits with no intention of acting on them in the foreseeable future to obtain a windfall by selling the land.

Whilst a considerable period of time has passed since the original approval, the prolonged impact of the COVID-19 Pandemic on the building and financial sectors, have impacted on the owners ability to commence the development.

Considering an amendment was recently approved by Council to amend the development in May 2024, it would be difficult to demonstrate that the owner has no current intention to commence the development.

Intervening circumstances bearing on the grant or refusal of the extension. The development was unable to commence within time due to delays owing to the COVID-19 pandemic and consequential impact on the building industry.

The total elapse of time.

Eight (8) years have elapsed between the time the planning permit was issued and the extension of time application being lodged. This is not fatal to the application in isolation, given the broad compliance with current planning policy.

Whether the time limit originally imposed was adequate

The original time limit imposed was two years for commencement, which is a standard condition of approval and considered adequate for this development.

The economic burden imposed on the land owner by the permit.

It is not considered that any conditions of the permit would have placed additional economic burden that could have affected the commencement of construction. The conditions are standard for this sort of development.

It is acknowledged that there would likely be an economic burden on the land owner if the permit was not extended, considering the cost of the works to date and the cost of making a new application should the extension not be supported.

The probability of a permit issuing should a fresh application be made

It is likely that a permit would issue subject to some minor amendments should a fresh application be made, considering the proposal is generally consistent with current planning policy. As detailed above, the amended proposal achieves a high level of compliance with Clause 58 (Apartment Developments), has an appropriate scale and form, and provides a suitable response in the context of the site surrounds. The development also meets the mandatory height and garden area requirements (introduced after the original development was approved.)

The conditions on the existing permit issued are still valid and would be similar to those placed on any permit should it be issued today. The proposal would be recommended for approval should a new application be made subject to the changes to allow full compliance of Clause 55.07.

CONFLICT OF INTEREST

No officers involved in the preparation of this report have any direct or indirect conflict of interest in this matter.

CONCLUSION

It is considered appropriate to grant a further extension of time to the permit.

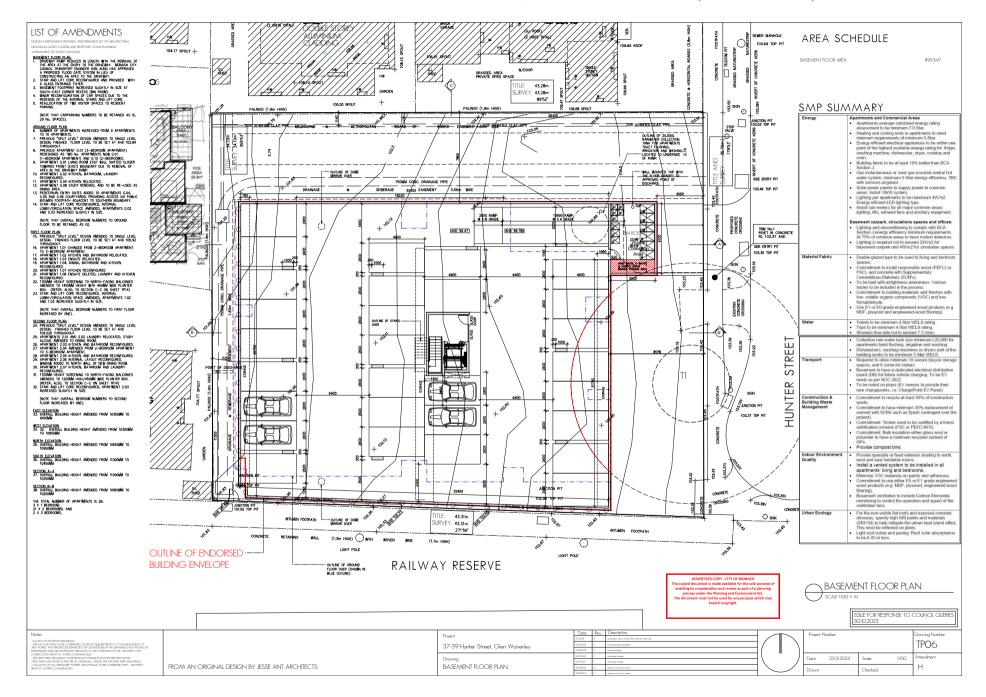
The proposal on balance meets the tests established in the Supreme Court decision Kantor v Murrindindi Shire Council (1997), including and most importantly consistency with current planning policy objectives.

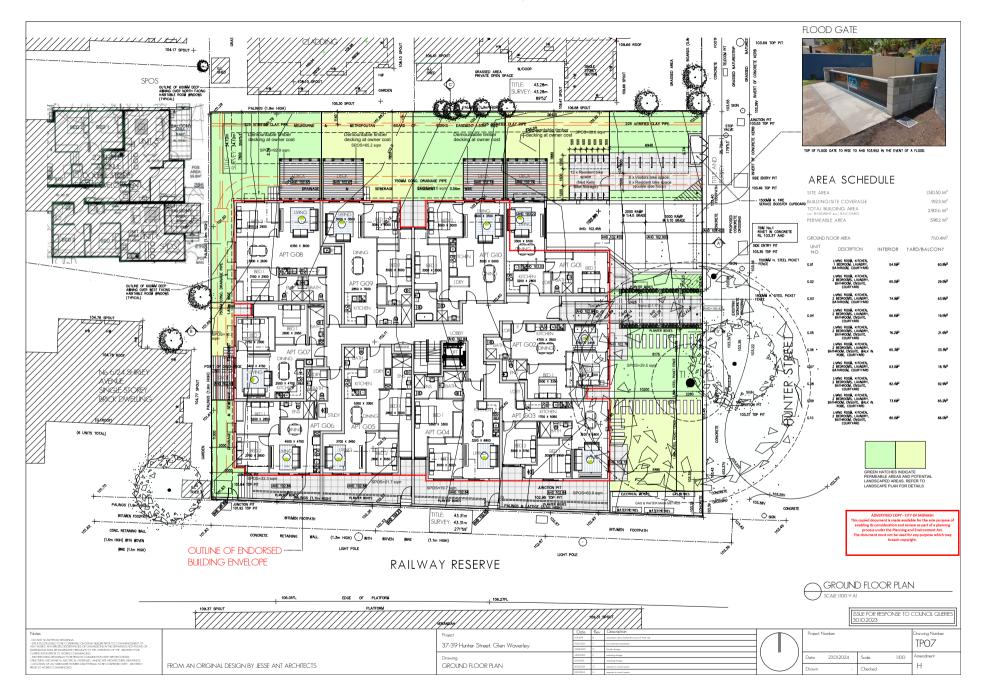
The development outcome is appropriate, the built form will be consistent with the desired future outcome and the permit remains current and relevant.

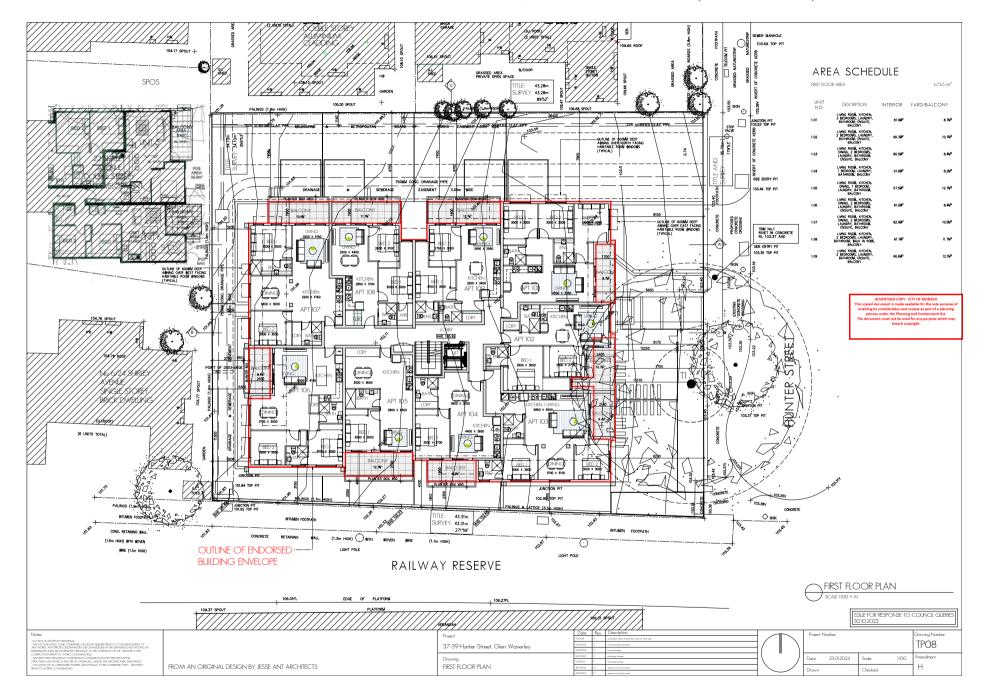
It is recommended the Council approve an extension of two (2) years for the commencement of the development.

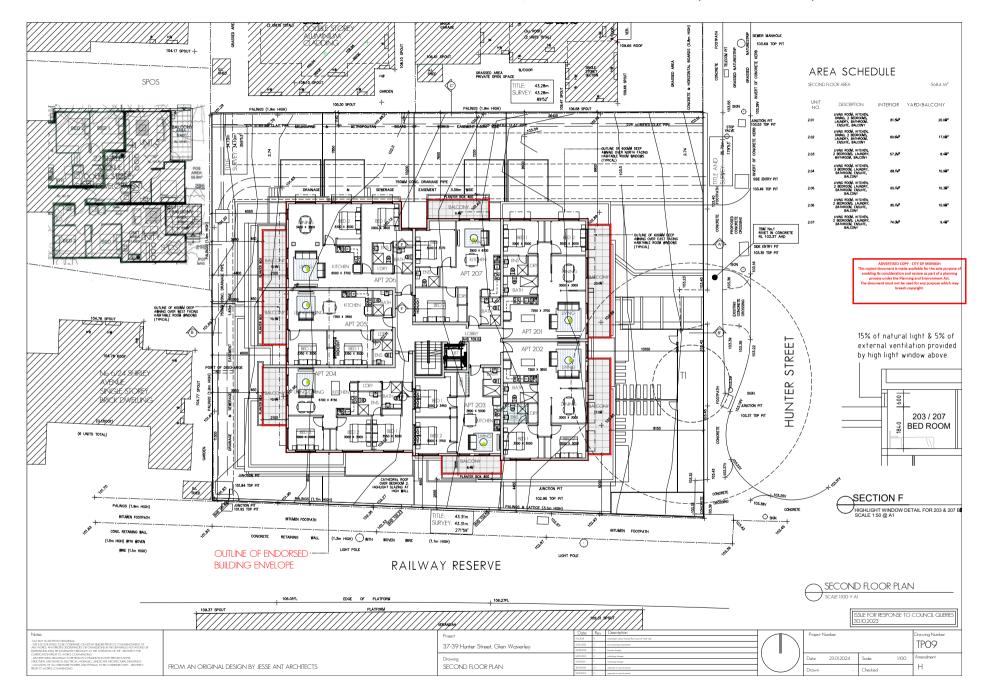
ATTACHMENT LIST

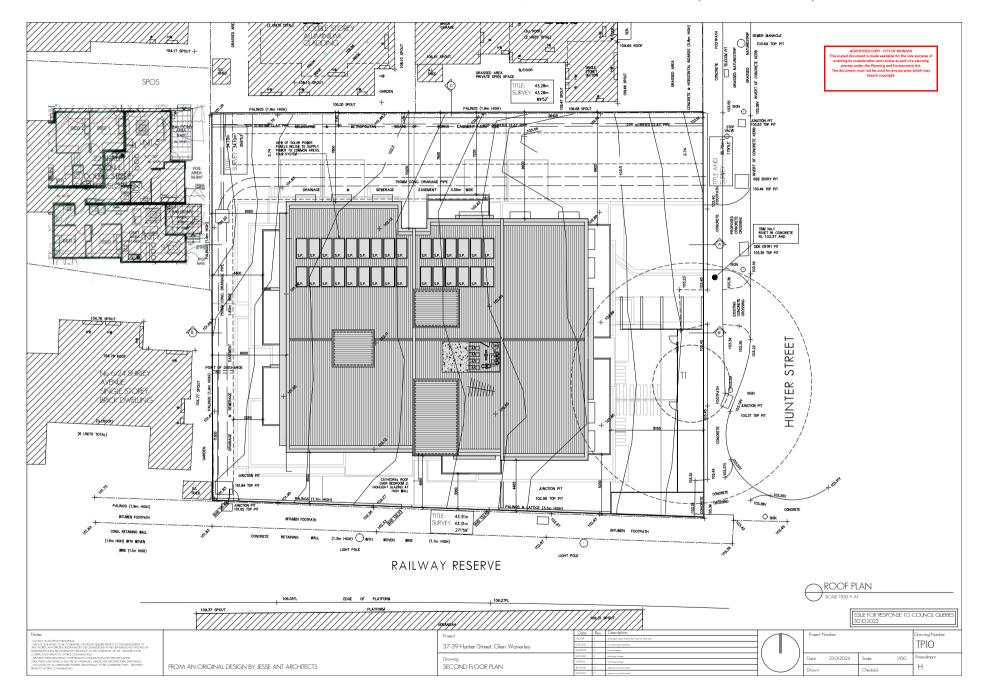
- 1. Development & Landscape Plans 37-39 Hunter St [7.1.2.1 16 pages]
- 2. Aerial Photograph 37-39 Hunter St [7.1.2.2 1 page]
- 3. Zoning and Overlays Map 37-39 Hunter St [7.1.2.3 1 page]

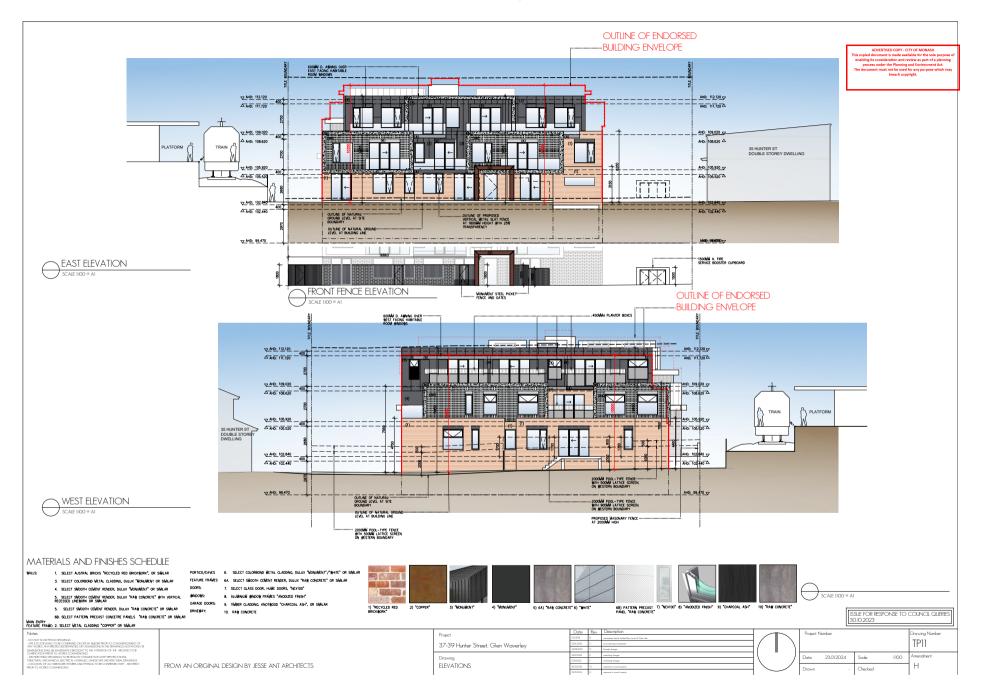




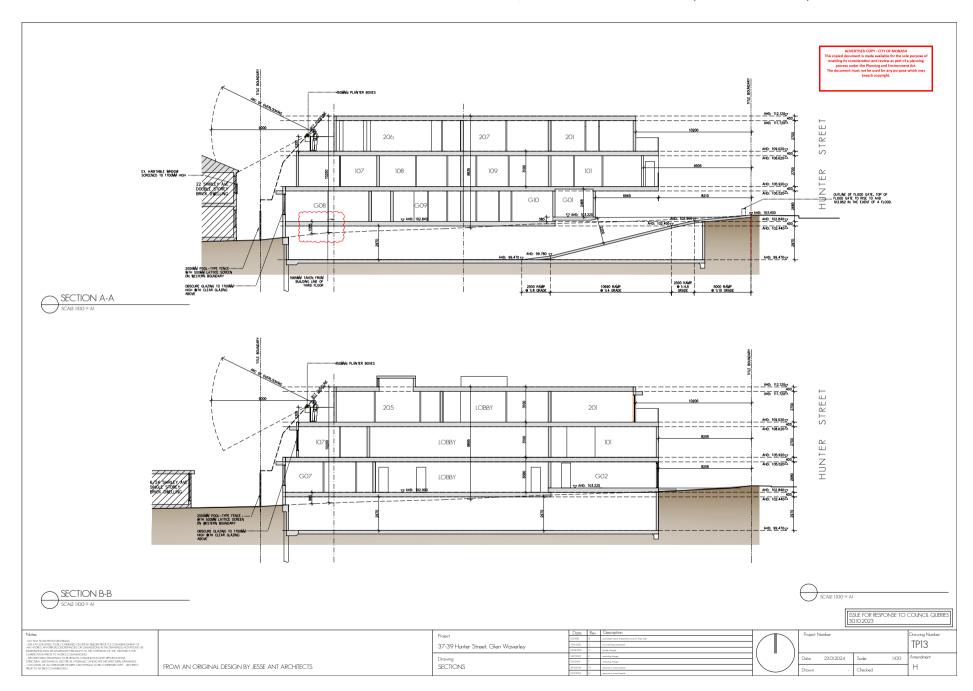




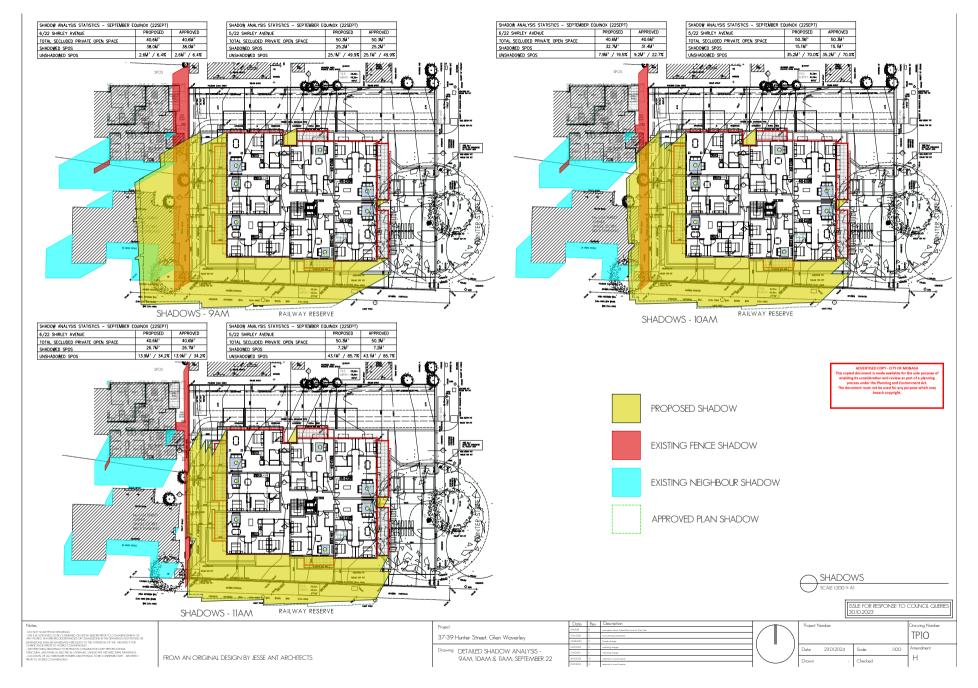


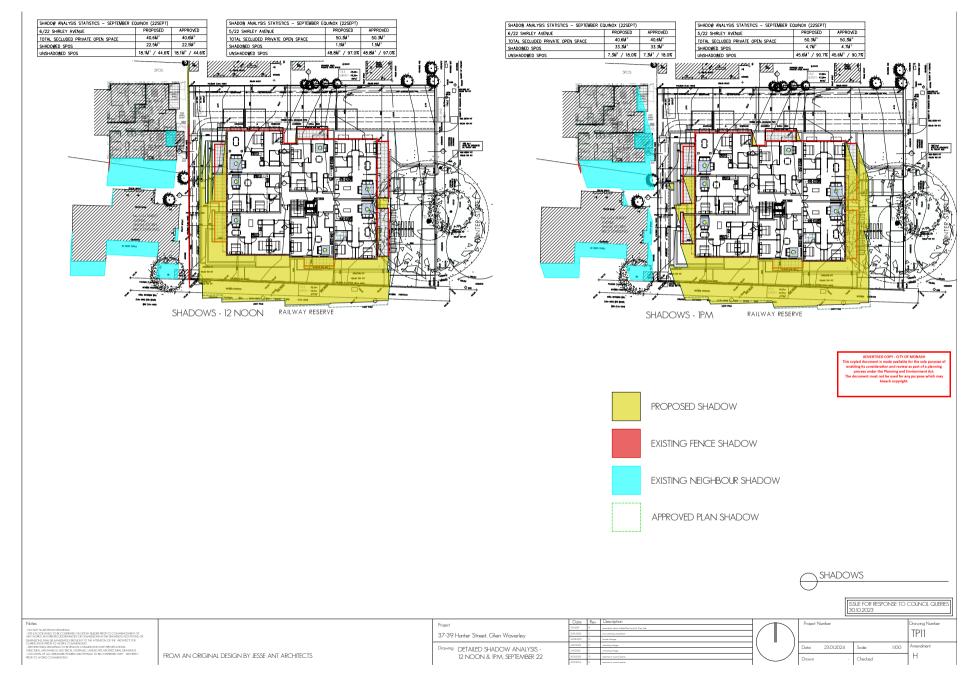




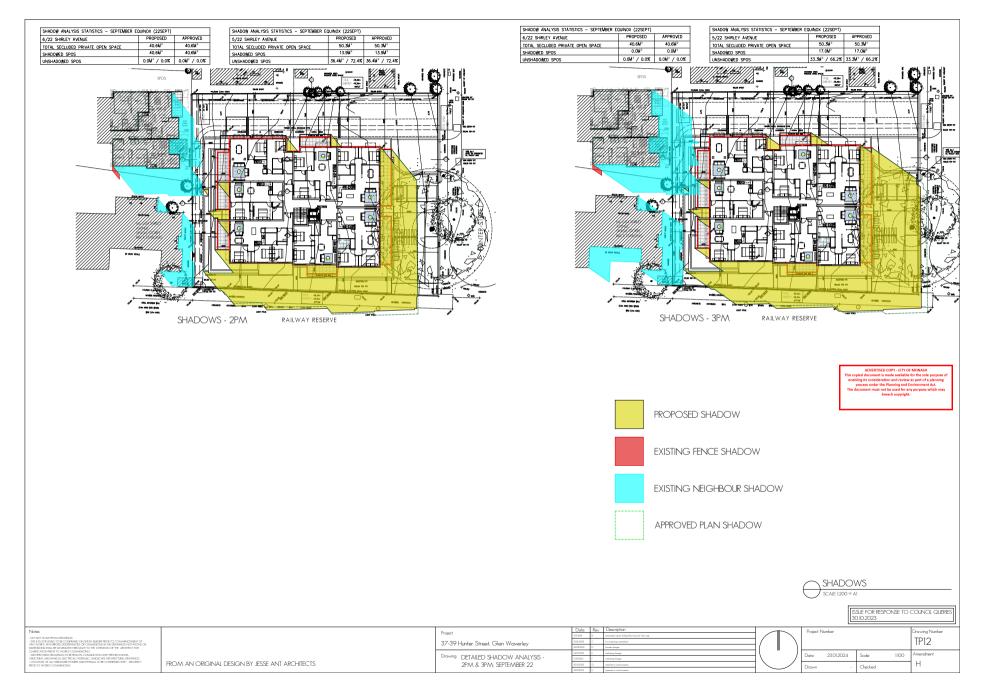


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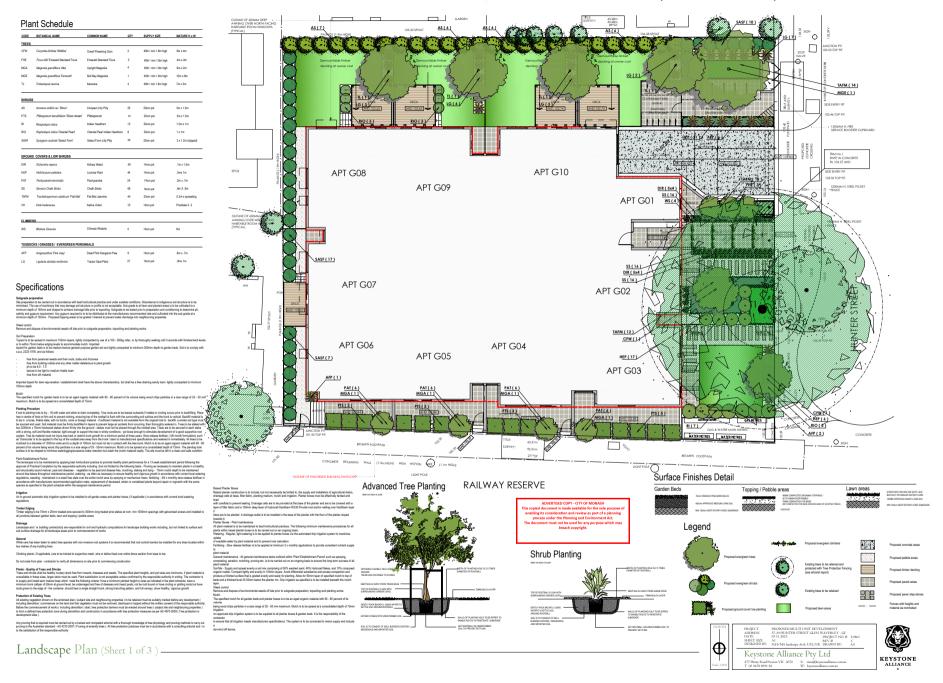


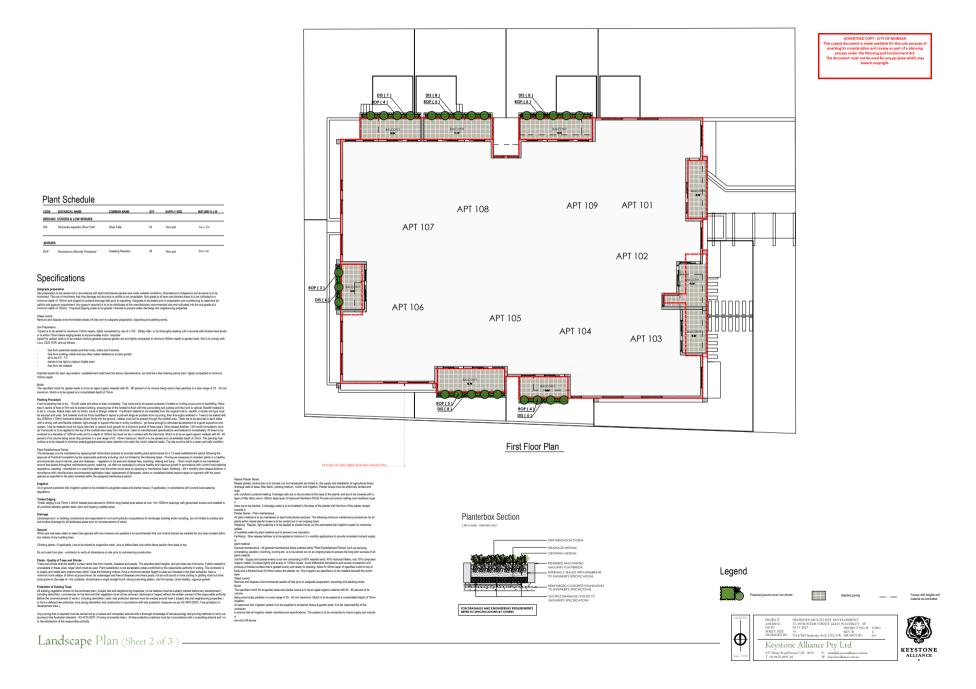


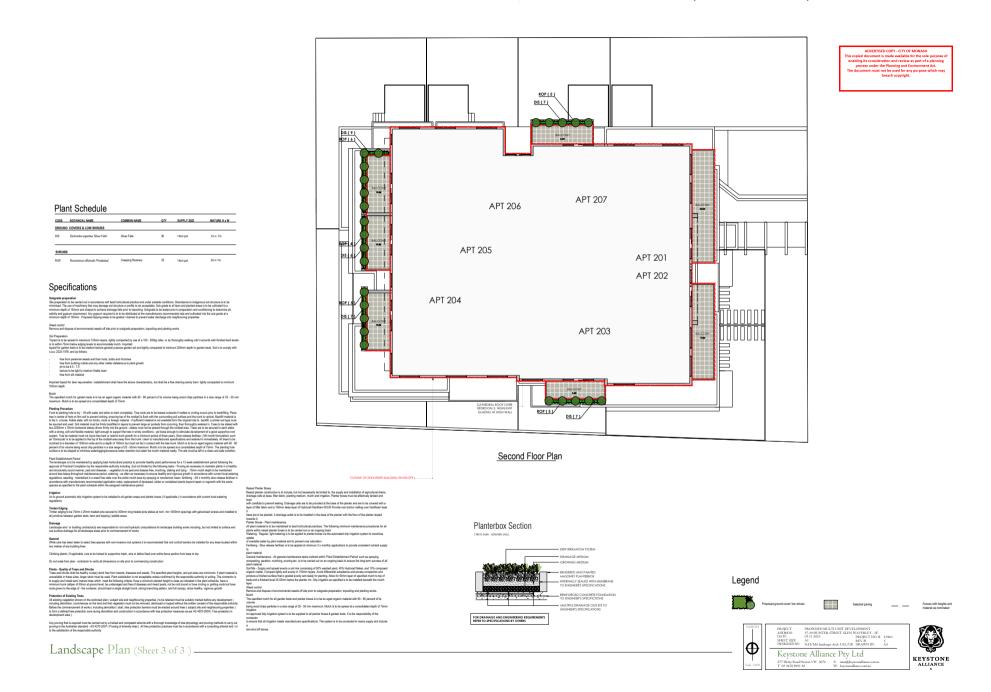


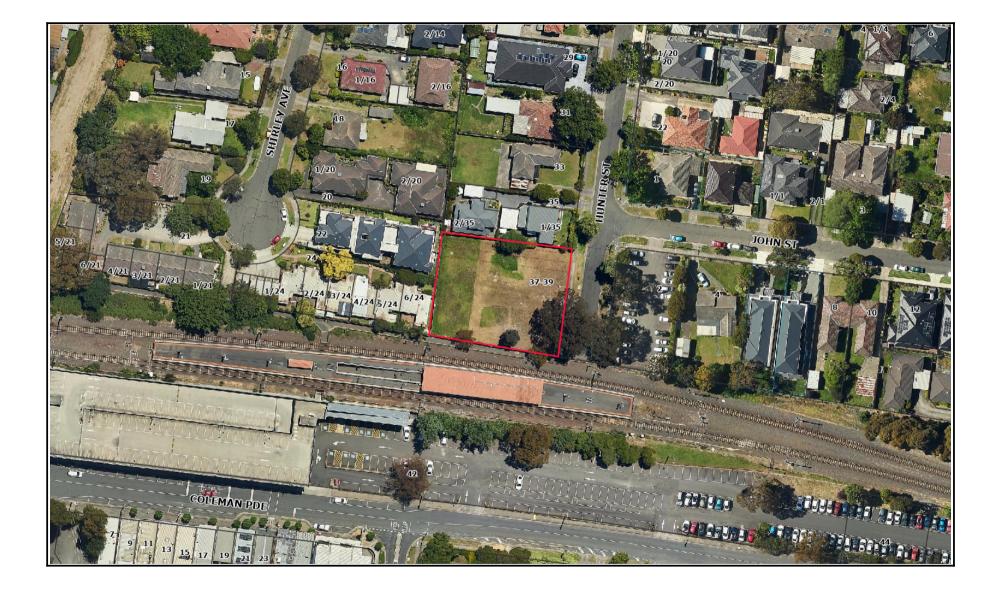


Attachment 7.1.2.1 Development & Landscape Plans - 37-39 Hunter St

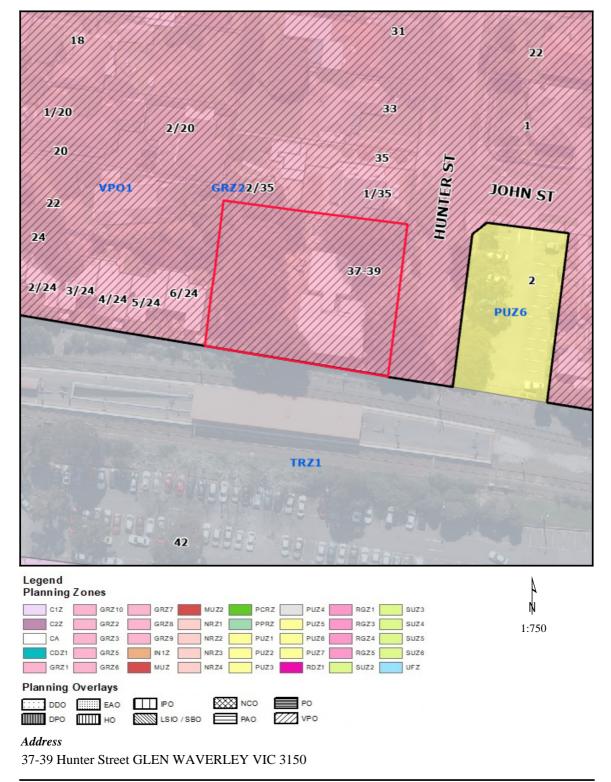








Planning Overlays and Zones



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