

Energy Assessment
PA2604238

Springvale BESS

 Officer Assessment



Department
of Transport
and Planning



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Executive Summary

Key Information	Details		
Application No:	PA2604238		
Received:	27 February 2026		
Statutory Days:	122		
Applicant:	Clarke Road Solar Pty Ltd C/- Contour Consultants Aust Pty Ltd		
Planning Scheme:	Greater Dandenong		
Land Address:	66-88 and 168-222 Clarke Road Springvale South VIC 3172		
Proposal:	– 230-megawatt (MW) battery energy storage system (BESS): – Stage 1: 115 MW, 230 megawatt/hours (MWh) – Stage 2: 115 MW, 460 MWh – Two transformers – Powerline connection into the grid – Associated infrastructure including cabling, switch rooms, operations and maintenance facility, access tracks, water tanks, car parking areas, lighting poles, security fencing and landscaping		
Permit preamble:	Use and development of a utility installation and associated buildings and works.		
Development Value:	\$121.5 million		
Why is the Minister responsible?	Under Clause 72.01-1, the Minister for Planning is the responsible authority for a planning permit application for the use or development of land associated with a utility installation used to: – Transmit or distribute electricity; and/or, – Store electricity if the installed capacity is 1 megawatt or greater; and for an application where clause 53.22 applies.		
Why is a permit required?	Clause	Control	Permit Trigger
Zone:	Clause 35.04-1	Green Wedge Zone (GWZ)	Use of land for utility installation.
	Clause 35.04-5		Buildings and works associated with a section 2 use of clause 35.04-1. Earthworks which change the rate of flow or the discharge point of water across a property boundary. Building which is setback 100 metres (m) from a Transport Zone 2 and 20 m from any other road.

Key Information	Details
Cultural Heritage:	Cultural Heritage Management Plan (CHMP) not required.
Referral Authorities (s55):	WorkSafe (determining)
Public Notice (s52):	Notice of the application under section 52 of the PE Act was required. 14 submissions (including eight objections) have been received as of 13 August 2026. Submissions were received from the following agencies: – Greater Dandenong Shire Council – Fire Rescue Victoria (FRV) – Environment Protection Authority (EPA) – Head, Transport for Victoria – Melbourne Water
Delegation:	Approval to determine under delegation received on 3 August 2026.
Recommendation:	Issue a planning permit subject to conditions.

Process and Documentation

Planning Process

1. The key milestones in the application process were as follows:

Milestone	Date
Application lodgement	27 February 2026
Further information requested	25 March 2026
Further information provided	27 March 2026
Section 50 amendment	27 March 2026
Public notice (section 52)	11 May 2026 - 26 June 2026

Decision Documents

2. The subject of this report is the decision documents, as advertised with the application and described below:

Decision Documents
– Plans prepared by Volta Energy Group, Titled 'Springvale Energy Hub – Stage 1 & 2', Rev 4, 23 March 2026. – Title documents produced on 24 December 2025. – Metropolitan Planning Levy (MPL) certificate dated 13 February 2026. – Landscape and Visual Impact Assessment prepared by Landform Architects, dated December 2025. – Traffic Management Plan prepared by Traffix Group dated August 2025. – Post Closure Stormwater Management Plan, Tonkin & Taylor Pty Ltd, version 1, dated 5 December 2022. – Risk Management Plan (RMP) and Fire Safety Study (FSS) Report, Rev C, 27 March 2026 (and updated in response to WorkSafe referral advice to Rev D dated 2 July 2026). – Biodiversity advice letter prepared by Duffy & Simon Lawyers dated 16 February 2024. – Stage 1 Acoustic Advice prepared by Resonate and dated 20 June 2025. – Stage 2 Acoustic Advice prepared by Resonate and dated 1 August 2025. – Aboriginal Heritage Advice prepared by Jem Archaeology dated 6 August 2018.

Proposal

3. The application proposes the use and development of a two-stage 230 MW BESS including the following components:
 - Stage 1: 115 MW, 230 MWh
 - Stage 2: 115 MW, 460 MWh
 - Two transformers
 - Powerline connection into the distribution network on Clarke Road
 - Associated infrastructure including cabling, switch rooms, operations and maintenance facility, access tracks, water tanks, car parking areas, lighting poles, security fencing and landscaping.
4. It is noted that some of the application documents reference a potential Stage 3 of the project. Stage 3 is not being considered as part of this planning application.
5. The application does not seek approval for the removal of any vegetation.
6. The applicant has provided the following concept plans of the proposal:

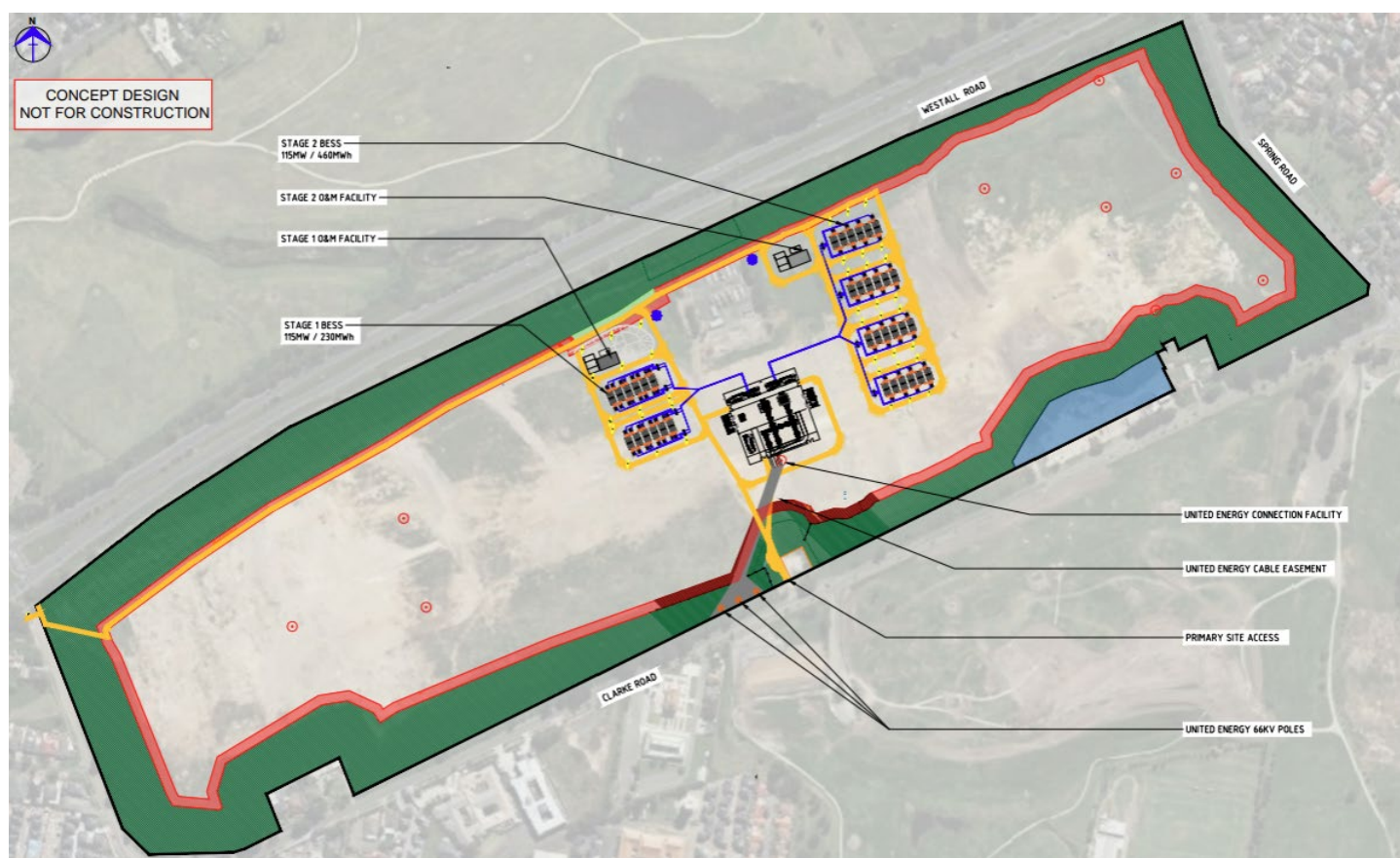


Figure 1: Proposed layout of the BESS; Stage 1 on the left, Stage 2 on the right. Source: Application documents.

Subject Site and Surrounds

Site Description

7. The site comprises approximately 47 hectares (ha) of private land in Springvale South located approximately 25 kilometres (km) southeast of the Melbourne Central Business District (CBD).
8. The site is bound by Spring Road, Clarke Road, Rowan Road and Westall Roads.

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9. The site is currently vacant and was previously used as a sand quarry and landfill. The site ceased receiving waste in 1992 and was rehabilitated and capped in 2018.
 10. Vehicle access to the site is via two separate access points on Clarke Road and Rowan Road.
 11. There is a United Energy 66 kilovolt (kV) electricity line that passes in front of the site on Clarke Road.
 12. The site is relatively flat and contains some planted vegetation around its perimeter.
 13. The site is located in the Green Wedge Zone (GWZ).
 14. The land is affected by the Environmental Audit Overlay (EAO).
 15. The site is in an area of Aboriginal Cultural Heritage Sensitivity (CHS).
 16. The site located within a Bushfire Prone Area (BPA). Fire Rescue Victoria (FRV) are the fire authority for the area.
 17. The site is formally known as:
 - Lot 11 on Plan of Subdivision 321823N Volume 10141 Folio 667
 - Lot 12 on Plan of Subdivision 321823N, Volume 10141 Folio 668
 - Lot 13 on Plan of Subdivision 321823N, Volume 10141 Folio 669
 - Lot 14 on Plan of Subdivision 321823N, Volume 10141 Folio 670
 - Lot 10 on Plan of Subdivision 321823N, Volume 10198 Folio 273
 - Lot 1 on TP536864L, Volume 7127 Folio 314
 - Lot 9 on Plan of Subdivision 321823N, Volume 10198 Folio 271
 - Lot 1 on TP220941G, Volume 8111 Folio 775
 18. There is a section 173 agreement registered on the title of Lots 11, 12, and 14 of PS321823N which requires the lot owner to stop tipping (landfill) by 30 September 1996 and ensure that the land can be used for recreational purposes, including the control of leachates and other gases. On 16 February 2021, the Victorian Civil and Administrative Tribunal (VCAT) order (ref. P1425/2025) for a declaration under section 149(1)(a) of the *Planning and Environment Act 1987* (PE Act) confirmed that the use of the land for a renewable energy facility was not inconsistent with the section 173 agreement.
 19. The site contains several easements for the purpose of drainage and sewage.

Site Surrounds

20. The land surrounding the site contains a mix of residential, recreational, commercial, service and infrastructure-related land uses.
21. Land to the north is in the General Residential Zone and is developed for low-density residential purposes.
22. To the east (on the opposite side of Clarke Road) is the Spring Valley Park (also a former landfill) and sports courts. There is a shared user path the runs parallel to Clarke Road on the Spring Valley Park land.
23. Land to the south-east contains a range of uses including an aged care facility, Fire Resue Victoria (FRV) Station, two child care facilities, three places of worship, a BP service station and an indoor sports centre.
24. Land to the west (on the opposite side of Westall Road) and to the north-east, is also a former landfill site and is now used as public open space for the Spring Road Reserve.
25. The broader locality is highly modified and characterised by urban development, road infrastructure, and utility services associated with metropolitan Melbourne.
26. The site is an 'island site' and is separated from most sensitive land uses by road reserves, open space areas and non-residential land uses.
27. A site inspection of the subject site and surrounds was undertaken on 5 May 2026. Images of the site and surrounds are shown in Figures 2 – 4.



Figure 2: View east towards the site from Clarke Road.



Figure 3: View east towards the site from Clarke Road at the proposed site entrance.



Figure 4: View south along Clarke Road. The proposed site entrance is on the right.

Planning Permit History

28. Planning permit PLN18/0688 was issued by the Greater Dandenong City Council at the direction of VCAT on 9 September 2021 for the use and development of the land for a 27 MW solar energy facility, substation and BESS. Plans were endorsed under various conditions of the permit on 2 February 2026; however, the project has not been constructed.
29. A summary of the application process for the approved solar farm is provided below:
- 3 December 2018: Application was lodged with the council. The permit applicant applied to VCAT for a review as the council failed to make a decision with the required time.
 - 21 January 2021: Declarations matter under section 149(1)(a) of the PE Act regarding the section 173 agreement heard at VCAT.
 - 16 February 2021: VCAT order confirmed that the use of the land for a renewable energy facility was not inconsistent with the section 173 agreement.
 - 22 March 2021: The council adopted a position of support for the project (subject to conditions) at a Council meeting.
 - 13-14 May 2021: VCAT merits hearing for the section 79 failure to determine matter.
 - 3 September 2021: A VCAT order directed the council to issue a permit subject to conditions.
30. Numerous other planning permits have been issued for the land by the council between 1956 – 1999, primarily relating to the use of the land for extractive industry and landfill.

Referrals

31. The application was referred to the following authorities under section 55 of the PE Act, as summarised below:

Organisation	Referral Type	Provision/ Clause	Response Date	Response
The Victorian WorkCover Authority (WorkSafe Victoria)	Determining	Clause 66.02-7 - To use land for utility installation if a fire protection quantity is exceeded under the <i>Dangerous Goods (Storage and Handling) Regulations 2022</i> .	13/07/2026	No objection subject to conditions requiring an updated Risk Management Plan to be prepared, monitoring the project for differential settlement and the implementation of the Fire Safety Study recommendations.

Public Notice

32. In accordance with section 52 of the PE Act, public notice of the application was given between 11 May 2026 and 26 June 2026.
33. Notice was given in the following manner:

Section of PE Act	Notice given to:	Given by:
52(1)(a)	The owners and occupiers of adjoining land.	Proponent
52(1)(b)	Greater Dandenong Council	DTP

Section of PE Act	Notice given to:	Given by:
52(1)(d)	The owners and occupiers of land surrounding the site as shown in the memorandum signed 21 April 2026.	Proponent
	The following agencies: – City of Kingston – Head, Transport for Victoria – Fire Rescue Victoria – Bunuroung Land Council Aboriginal Corporation – EnergySafe Victoria – Environment Protection Authority Victoria (EPA) – Melbourne Water – South East Water – VicGrid	DTP

34.14 submissions (including eight objections) have been received at the time of writing this report.

Objections

35. The following concerns were raised in the objections:

- Concern with the suitability of the land use in a residential area and GWZ
- Amenity impacts:
 - Noise and associated impacts on sleep
 - Visual impact
 - Enjoyment of land
- Property devaluation
- Lack of transparency from proponent as to the final scale of the development
- Concern with long-term environmental management of the former landfill
- Ground instability
- Disturbance of the landfill cap
- Risk of fire and resulting pollution
- Traffic management during construction, including a request from the BP Service Station that their access will not be disrupted during construction
- Lack of consultation
- Land use is inconsistent with the *Sandbelt Open Space Project Development Plan* (May 1994)

Submissions

36. Four submissions were received from government agencies and authorities (who were not referral authorities under section 55 of the PE Act), as summarised below:

Submitter	Date received	Summary of submission	DTP Officer Response
Greater Dandenong City Council	07/07/2026	No objection. The Council confirmed that the proposed facility supports the objectives of their sustainability vision, however suggested: – Consideration to be given to the load tolerance of the landfill cap to ensure that it will not fail or be penetrated by the project; – A Landfill Gas Risk Assessment should be prepared; – Detailed plans showing footings should be provided; – Groundwater monitoring wells should be protected; – The EPA and fire authority should review the application; – The site is prone to flooding and to confirm the finished floor level with the Asset Management Team; – Drainage to be connected to the legal point of discharge (LPD); and, – A requirement for a landscape plan including a vegetation buffer; and suggested that the same conditions be used as the solar farm permit.	An assessment of the proposals impact on the landfill cap is detailed in the below section of the report. Notice of the application was given to the EPA and FRV as per their submissions below. Conditions of the recommendation will require: – Final details of the design including footings demonstrating that the cap will not be penetrated; – Landfill Gas Risk assessment; – Landscape plan; – Connection to LPD; and, – BESS constructed above the flood level. DTP considers that the ongoing management and protection of the existing monitoring wells is an ongoing requirement of the landowner and does not directly relate to this planning application.
Head, Transport for Victoria (TfV)	18/05/2026	No objection.	Noted.
Victorian EPA	22/05/2026	No objection. Advised that the facility should be designed and installed to ensure that it does not create pathways for landfill gas to sensitive receptors.	Noted.
Melbourne Water	04/07/2026	No objection, subject to conditions requiring the preparation of a Stormwater Management Strategy.	Conditions to this effect will be included on any permit issued.
Fire Rescue Victoria (FRV)	07/08/2026	Subject to maintaining a 200 m separation distance between the BESS containers and sensitive land uses, the	It's considered that FRV's recommended conditions be

Submitter	Date received	Summary of submission	DTP Officer Response
		proposal is considered to be generally consistent with the intent of FRV Guideline GL-55 – Battery Energy Storage Systems. FRV has also recommended that conditions be included on any permit to issue, which would require the proponent to address issues raised in FRV’s advice dated 13 October 2025, before development starts.	included on any permit to issued.

Assessment

Key Considerations

37. The planning scheme contains policies and controls that guide the assessment and suitability of utility installations. These are found in the state and local planning policies, the relevant zone and overlays, and other relevant provisions. The assessment below addresses the relevant sections of the planning scheme while having regard to the matters that must be considered in accordance with section 60 of the PE Act.

38. The following are deemed the key considerations in assessing the acceptability of the proposal:

- Strategic justification and policy context
- Whether the proposal responds to the vision and strategic directions of the Municipal Planning Strategy (MPS) and the Planning Policy Framework (PPF)
- Suitability of the land use in the GWZ
- Suitability of the built form
- Suitability of the proposal against the particular and general provisions
- Drainage and stormwater impacts
- Fire risk, safety and emergency management including landfill loading and gas risks
- Vehicle access, road and traffic considerations
- Amenity impacts in terms of noise and visual impact
- The social and economic effects of the proposal

Permit Triggers

39. A planning permit for the project is required by the following clauses of the Greater Dandenong Planning Scheme (the scheme):

Clause	Permit Trigger
35.04-1 (GWZ)	Use of land for utility installation.
35.04-5 (GWZ)	Buildings and works associated with a section 2 use of clause 35.04-1. Earthworks which change the rate of flow or the discharge point of water across a property boundary. Building which is setback 100 metres (m) from a Transport Zone 2 and 20 m from any other road.



Strategic Direction and Policy Context

40. Overall, the Purpose and Vision for Victoria (clause 01), Municipal Planning Strategy (MPS) (clause 02) and the Planning Policy Framework (PPF) of the Greater Dandenong Planning Scheme encourage the facilitation of renewable energy and storage projects, on balance with the protection of the environment and agricultural land. In particular, clause 01.01 (Purposes of this Planning Scheme) identifies that a key purpose of the scheme is “to support responses to climate change”.
41. Additionally, clause 19.01-2S, *Victoria’s Renewable Energy Action Plan, 2018*, *Victoria’s Climate Change Strategy, 2021* and the *2025 Victorian Transmission Plan* all outline the importance of battery storage projects in Victoria’s renewable energy transition, and the role they play in stabilising the electricity grid.
42. In relating to the site’s location in a GWZ, it is acknowledged that the Municipal Planning Strategy (MPS), Planning Policy Framework (PPF) and *Plan for Victoria (2025)* all seek to protect Victoria’s GWZ land from inappropriate development and refers to the implementation of the *Planning for Melbourne’s Green Wedges and Agricultural Land Action Plan 2024* (Green Wedge Action Plan).
43. The Green Wedge Action Plan set out 20 actions that the Victorian Government will take to protect Melbourne’s green wedges and agricultural land, including a commitment to preparing a planning practice note on assessing planning applications in rural and GWZ areas (Action 6). Planning Practice Note 42 (Applying the Rural Zones) outlines that the GWZ is “a zone that provides for all agricultural uses and limits non-rural uses to those that either support agriculture or tourism, or that are essential for urban development but cannot locate in urban areas for amenity or other reasons”.
44. The *Green Wedge Management Plan* (City of Greater Dandenong, 2017) acknowledges that the Clarke Road precinct is constrained for future land uses due to its former landfill use and ongoing rehabilitation. Specifically, section 5.4 of the *Green Wedge Management Plan* states that renewable energy would be considered an appropriate use of the site. Map 1 of the plan specifies that the site’s preferred land use is ‘uses of benefit to the community’.
45. The proposed BESS is a use that is essential for urban (and non-urban development) in Victoria and cannot reasonably be located within a residential zone for amenity reasons. Further, as the land is a former landfill it is not suitable for agricultural or sensitive uses.
46. Thus, while the project is located within a GWZ and not within a declared renewable energy zone (REZ), DTP considers that it is appropriate and compatible land use in this instance, as elaborated below.
47. Additionally, the project proponent has committed to creating local employment opportunities meeting the objectives of clauses 02.03-7, 17.01-1S and 17.01-1L.

Zone and Overlays

Green Wedge Zone (GWZ)

48. The project is proposed to be located within the GWZ on land previously used as a quarry and landfill. The site is significantly modified and does not contain the productive agricultural land nor environmental attributes that are more typically associated with GWZ land. As such, the proposal is considered to make effective use of a disturbed site that is not suitable for agricultural food production.
49. The proposed use and development are generally consistent with the purposes of the GWZ, which seek to protect land from inappropriate development while allowing uses that can be accommodated without adversely affecting environmental, landscape, agricultural or rural character values. The former landfill history limits the site’s suitability for a range of other land uses and supports its adaptive reuse for energy infrastructure.
50. The project responds to the relevant decision guidelines of the GWZ as:
- The project has been sited approximately 250 m from the nearest residential uses (located on Clarke Road) to minimise adverse impacts on nearby residences.



- The noise section of this assessment below demonstrates that the use is predicted to comply with the relevant noise limits to minimise adverse noise impacts.
- The scale and low height of the proposal is considered acceptable as it will not be unreasonably visible from surrounding streets, viewpoints or residential areas, as elaborated in the relevant section of this report.
- The site is proposed to be primarily accessed from the existing Clarke Road vehicle entry and the traffic and transport section of this assessment explains how the project will not have unreasonable impacts on the surrounding road network.

51. Overall, the proposal represents an appropriate use of a previously disturbed site and will contribute to the State's electricity storage targets. On balance, the project is considered supportable in the GWZ, subject to the conditions discussed throughout this assessment.

52. This position is considered to be affirmed by the previous VCAT decision for a solar energy facility and BESS where the VCAT members determined:

"We find the proposal to be a sensible use and development for a constrained site of a significant size that is well placed to make a meaningful contribution to renewable energy production in this part of Melbourne (paragraph 53)."

Environmental Audit Overlay (EAO)

53. The site is located within the EAO.

54. Clause 45.03-1 requires an environmental audit (or preliminary assessment) to be undertaken prior to a sensitive use. As utility installation is not a sensitive use, there is no requirement to undertake an audit.

55. The site has a significant history of environmental management and audits associated with the rehabilitation of the land from the former quarry and landfill. This is discussed in more detail in the Environmental Effects and Risks section below.

Particular and General Provisions

Clause 52.06 (Car parking)

56. Clause 52.06 seeks to ensure that an appropriate number of car parking spaces is provided for new uses.

57. Pursuant to clause 52.06-6, car parking must be provided to the satisfaction of the responsible authority.

58. A permanent carparking area has been provided to the west of the Stage 1 BESS. There are also internal access roads throughout the site, which will enable vehicles to park elsewhere onsite while undertaking construction and / or maintenance activities as needed.

59. The location and size of the car parking area is considered acceptable subject to conditions being included on any permit issued requiring the specific dimensions of the car parking area to be shown on the plans in accordance with clause 52.06-9.

Clause 53.22 (Significant Economic Development)

60. Clause 53.22 seeks:

- *To prioritise and facilitate the planning, assessment and delivery of projects that will make a significant contribution to Victoria's economy and provide substantial public benefit, including jobs for Victorians.*
- *To provide for the efficient and effective use of land and facilitate use and development with high quality urban design, architecture and landscape architecture.*

61. This application is a Category 1 application at clause 53.22-1, as confirmed by the application documents. As such it is exempt from the decision requirements of sections 64(1), (2) and (3), and the review rights of sections 82(1) of the PE Act.

Built Form and Character

62. Clauses 12.05-2S (Landscapes), 15.01-1R (Urban design – Metropolitan Melbourne), 15.01-1L (Urban design – Greater Dandenong), 15.01-2S (Building design), 15.01-2L (Building design – Greater Dandenong), 15.01-6L (Design for green wedge) and the decision guidelines of the GWZ all require the consideration of the project's design and visual effects on the character and appearance of the surrounding area, landscapes, open spaces, neighbourhood character and natural environment.
63. Specifically, planning policy seeks to ensure that new development in the GWZ has a low visual impact and does not unreasonably dominate landscape vistas, natural scenery or neighbourhood character features.
64. The GWZ and PPF do not require the consideration or protection of views from private properties.
65. The application is supported by a Landscape and Visual Impact Assessment (LVIA) prepared by Landform which analysed the predicted views of the project from seven key viewpoints surrounding the site as shown in Figure 5.
66. The assessment demonstrates that the project will generally not be visible from the surrounding roads and residential areas due to its low height and the existing rise of the capped landfill which generally screens views to the site's interior from the surrounding roads. Existing vegetation will also help screen views to the centre of the land where the BESS is proposed.
67. The proposed BESS will be visible from centre of the Spring Road Reserve (VP6) and the Spring Valley Park (VP7) as these sites are also elevated former landfills, so it is possible to see 'up and over' the sites rise and to the centre of the land where the BESS is proposed. However, the impact is considered to be low and acceptable given the distance from the BESS units (at least 170m), the low height of the infrastructure and the presence of roadside vegetation on Clarke Road and Westall Road which will assist in tempering views from the reserves.



Figure 5: Location of viewpoints analysed in the LVIA (Note: aerial imagery is dated).



Figure 6: View towards the site from Rowans Road (VP1).



Figure 7: View towards the site from the southeast at the Aged Care facility on Clarke Road (VP2).

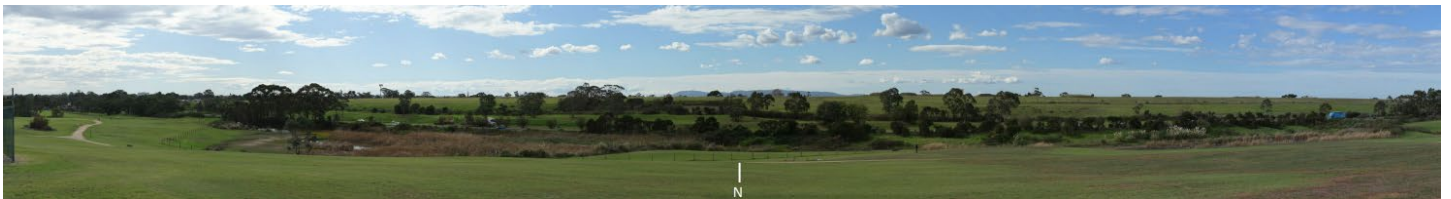


Figure 8: View towards the site from Spring Road Reserve (VP6).



Figure 9: View towards the site from Spring Valley Park (VP7).

68. Overall, it is considered that the proposed facility will have low visual impacts and is considered acceptable in the GWZ on balance with the benefits of the provision of an energy storage facility.
69. The council in their submission recommended that conditions 2, 3 and 4 of the previous solar farm permit, relating to landscaping requirements also be applied to any permit issued for this application. These conditions required extensive landscape buffers to be planted around the edges of the entire site. However, it is considered that extensive landscaping requirements are not justified given the buildings and works proposed by this application are less visually prominent and are sited in the centre of the land where there is lower visibility from surrounding land uses.

70. Rather, it is recommended that conditions of any permit issued require the planting of two landscape buffers along the northeast and southwest elevations of the facility (parallel with Westall and Clarke Roads) to temper views from the Spring Road Reserve and Spring Valley Park where the project will be the most visible.

Noise

71. Clause 13.05-1S (Noise management) requires the consideration of noise effects on sensitive land uses.

72. The *Noise Limit and Assessment Protocol for the Control of Noise from Commercial, Industrial and Trade Premises and Entertainment Venues* (Publication 1826, Environment Protection Authority) (the Noise Protocol) and the Environment Protection Regulations (EP Regulations) under the *Environment Protection Act 2017* (EP Act) are policy documents listed at Clause 13.05-1S.

73. The application is supported by two noise assessments:

- Stage 1: Acoustic Advice prepared by Resonate and dated 20 June 2025.
- Stage 2: Acoustic Advice prepared by Resonate and dated 1 August 2025.

74. The operational noise sources from the project are from:

- Battery containers
- Transformers
- Inverters
- Substation

75. The assessments identify 14 noise sensitive receiver areas in the vicinity of the site.

76. As part of the assessment, the proponent has proposed the use of operational noise mitigation measures:

- Battery fan speed operating at 90 per cent during the day and evening; and,
- Battery fan speed operating at 40 per cent during the night.

77. Figure 10 shows the cumulative predicted noise levels at the sensitive receivers, when the reduced fan speeds are in place:

Receiver Group	SEH Stage 3	SEH Stage 2	SEH Stage 1	SEH Substation	Total	Noise Limit Night, dB L _{Aeq}	Compliance Night
R15 (rural area)	<10	37	32	31	39	47	✓ / ✓
Clarks Road	24	32	37	30	38	45	✓ / ✓
Rowans Road	29	31	33	28	37	45	✓ / ✓
Spring Road	<10	36	33	35	40	41	✓ / ✓

Figure 10: Highest predicted noise levels at sensitive receivers during the night period. Source: Stage 2 Resonate Acoustic Advice.

78. With the use of reduced fan speeds the assessments demonstrate that the facility will comply with the relevant noise limits during the day, evening and night periods. Given compliance is achieved, the noise effects of the project are considered acceptable.

79. A condition has been included on the permit requiring the proponent to prepare an updated predictive noise assessment which models the final design and components of the facility against the Noise Protocol, prior to the endorsement of plans. This is because the proponent has acknowledged that the modelled BESS units will not be the chosen BESS technology used, however the updated predictive noise assessment



will model the final noise impacts of the chosen technology. It will also ensure that any noise potential mitigation measures required to achieve the noise limits are shown on the endorsed plans.

80. The Victorian Environment Protection Authority (EPA) will be responsible for enforcing the project's compliance with the Noise Protocol in accordance with the EP Regulations under the EP Act. As such, operational noise conditions have not been included on the permit.

Traffic and Transport

81. Clause 18.01-1S, 18.01-1L, 18.02-4S, 18.02-4L, the FZ and clause 65.02 all require consideration of access and traffic impacts relating to the proposed use and development.
82. The application is supported by a Traffic Management Plan (TMP) prepared by Traffix Group and dated August 2025. It is noted that the TMP only includes Stage 1; however, it is assumed that Stage 2 of the project will have similar traffic impacts to Stage 1.
83. The facility is proposed to be accessed from the existing access point on Clarke Road, with a secondary emergency access on Rowan Road. The existing access on Clarke Road is proposed to be widened.
84. During construction, it is anticipated that up to 100 workers will access the site per day.
85. Additionally, the infrastructure will be delivered to the site by heavy vehicles of up to 33.6 m in length via the existing heavy vehicle network (Westall Road), then along Spring Road and Clarke Road.
86. The swept path diagrams in the TMP demonstrate that the existing road network can generally accommodate the heavy vehicle movements from the construction of the facility with traffic management measures in place including temporary 40 km/h speed reductions on Clarke Road.
87. In their submission, the council outlined that the TMP would need to be updated and reassessed re-construction and that the car parking spaces should be dimensioned.
88. Notice of the application was also given to the Head, TfV who did not raise any concerns nor suggest permit conditions.
89. An objection was received from the BP Service Station located on the corner of Clarke Road and Springvale Road, expressing concerns that the construction of the project would impact on or temporarily close the Clarke Road entry/exit into the service station. The proponent has agreed to a condition on any permit issued that commits to not blocking or obstructing vehicles accessing the service station from Clarke Road.
90. Overall, it is considered that the road network can accommodate the construction of the facility, the recommendations of the council are supported, and conditions are recommended to be included on any permit issued, requiring:
- The preparation of an updated TMP, in consultation with the council and the Head, TfV, to the satisfaction of the Minister for Planning, including a requirement for the BP service station's Clarke Road entry / exit to remain unimpacted;
 - Development plans updated to show car parking dimensions in accordance with clause 52.06-9;
 - Any road upgrades required by the approved TMP to be completed at the cost of the proponent and prior to the commencement of construction.

Drainage and Stormwater

91. Clause 13.03-1S, 13.03-1L and the GWZ require the consideration of the hydrological impacts of the project.
92. Additionally, permit is required by clause 35.04-5 for earthworks which change the rate of flow or the discharge point of water across a property boundary.
93. It is noted that Clause 53.18 (Stormwater management in urban development) does not apply to the application because the site is in a GWZ.
94. The application is supported by a Post Closure Stormwater Management Plan (PCSMP). DTP notes that the PCSMP has not been updated since the previous proposal for a solar energy facility and BESS and has not been prepared specifically for the design of this BESS application.
95. The PCSMP contains the following key recommendations:



- Control discharge to the council drainage network – restrict peak flows so they do not exceed pre-rehabilitation flows for a 5-year average recurrence interval event.
- Install detention swales — located near the bottom of the site slopes and near the road boundaries. These are proposed to collect and temporarily store increased runoff generated by the development.
- Grade the site toward the swales - so runoff is directed into the detention system rather than ponding on the cap.
- Use erosion and sediment controls - including staged earthworks, stabilised construction entrances, wheel washes, perimeter silt fencing/silt socks, and vegetation stabilisation such as mulching or hydroseeding.
- Prevent contaminated runoff - primarily through maintaining the landfill cap, controlling erosion and sediment, and continuing the management of leachate. The PCSMP considered the risk of contaminated off-site runoff to be low to negligible if these controls are maintained.
- Monitor and inspect the site after construction - including monitoring the landfill cap for evidence of damage/defects, drainage lines, erosion and sediment controls, and off-site discharges. Inspections are recommended to be more frequent while vegetation is establishing and after significant rainfall events.
- Undertake regular water-quality sampling - to assess whether sediment, leachate or biosolids are affecting stormwater leaving the site.
- Review and update the plan annually – or more frequently where site conditions, monitoring results or Auditor recommendations indicate this is necessary.

96.DTP considers that the PCSMP will need to be updated so that it accurately measures and manages the stormwater impacts of the current design of the BESS project. However, given the significantly smaller footprint of the current proposal it is considered likely that the impacts on the drainage system will be less than what was proposed by the previous solar farm / BESS project.

97.Notice of the application was given to Melbourne Water who did not object but recommended that a stormwater management plan be prepared in consultation with them and the council.

98.Notice of the application was also given to the council who requested conditions be included on any permit issued requiring:

- Preparation of a stormwater management plan;
- Connection of the site's drainage infrastructure to the Legal Point of Discharge (LPD); and,
- Stormwater to be retained onsite and discharged into the drainage system at pre-development peak discharge rates.

99.Conditions are recommended to be included on any permit issued requiring:

- An updated stormwater management plan prepared in line with the final design of the facility and in consultation with the Council and Melbourne Water; and,
- Council requirements for drainage to be connected to the LPD.

Environmental Effects and Risk

Risks Associated with the Former Quarry and Landfill

100.Clauses 13.04-1S, 13.04-1L, 13.07-1S, 13.07-1S, 13.07-1L and section 60 of the PE Act require the consideration of the environmental effects of the proposal, including an assessment of the potential adverse impacts of the project on nearby land uses and minimising potential adverse impacts and ensuring that contaminated land is suitable for the proposed use.

101. The subject site was previously used as a quarry and subsequent landfill. The landfill closed in 2003 and the capping of the land commenced in 2004.

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102. Several environmental audits and associated environmental assessments were completed for the site between 2009 and 2020.
103. The land was subject to a Post Closure Pollution Abatement Notice (PCPAN) that required the preparation of a landfill capping investigation and evaluation report. The report concluded that the existing cap met the key EPA requirements in terms of it providing a low permeability barrier to rainfall infiltration and landfill gas emission. The report recommended that additional fill be placed on the land to reshape and lift the central portion of the landfill to promote improved rainwater shedding towards the site boundary. This has resulted in the site having relatively steep batters adjacent to the boundaries and a flatter upper surface with a peak at the centre.
104. The site also contains landfill gas extraction infrastructure pursuant to the PCPAN requirements. At the time of the previous VCAT hearing, there was an active landfill gas collection system operating on the site and the collected gas was fed to gas engines to generate electricity. However, as the waste aged over time, the landfill gas generation rate reduced, and the active system has since been converted to a passive venting system.
105. Due to the changes to the *Environment Protection Act 2017* that came into effect in July 2021, it is understood that the PCPAN expired in July 2023. DTP is not aware of any new EPA notices issued for the site.
106. The key risks associated with the location of the project on a former landfill are:
- Risk of the proposed BESS footings and/or underground infrastructure penetrating the cap;
 - Potential for the weight of the BESS infrastructure to exceed the load tolerance of the cap; and,
 - Potential risk of changes to landfill gas because of the BESS.
107. These risks were raised by the Greater Dandenong Council in their submission.

Depth of Footings

108. The VCAT decision on the previous permit application for a solar energy facility (ref. P1427/2020) acknowledged that the exact depth of the waste on the site is unclear:
- “The auditors for the Land have stated that the location of the waste across the Land is unclear:*
- ...the majority of the site having been used for landfilling with the exception of the landfill gas to energy compound and some low lying areas just inside the perimeter fence. The exact lateral waste extent has not been determined to date.*
- The historical waste mass is covered by an existing earthen cap between 1 and 6 m thick. This is overlain by re-profiling material 0 to 10.5 m thick” (paragraph 7).*
109. However, it was acknowledged that: *“it is fairly clear that the depth of cap and fill increases as one moves inwards from the site perimeter and up along the batter and in particular on the elevated section of the former landfill” (paragraph 9).*
110. In response to this risk, the proponent has submitted that the final layout of the structures and foundational systems will be determined post planning approval; however, they will generally be less than 1.0m in depth, will not create pathways for rainfall infiltration or gas migration and will have a negligible impact on the waste cap.
111. DTP considers that the risk of penetrating the cap is acceptable, subject to conditions requiring the final depths of the infrastructure to be shown on the plans and elevations approved under any permit issued. This aligns with the findings of the previous VCAT decision on this matter.

Landfill Stability

112. In relation to the matter of the stability of the land, the applicant submitted a supplementary submission from Tonkin & Taylor Pty Ltd dated 16 July 2026 that outlined that the existing compacted landfill cap has sufficient bearing capacity to support the proposed BESS units and substation infrastructure.

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113. DTP is satisfied with the information provided by the proponent and considers that the risk is low and acceptable, subject to conditions being included on any permit issued requiring updated engineering advice in the form of a Landfill Suitability Assessment to be provided at the time of submission of plans for approval, demonstrating that the final design of the facility will not exceed the tolerance of the cap.

Landfill Gas Risk

114. The council requested that a landfill gas risk assessment be prepared by a suitably experienced person and provided to the council.
115. The proponent outlined in their supplementary submission that:
- A landfill gas risk assessment was last completed for the site in 2023 to inform the environmental monitoring program for the site.
 - The landfill gas risk from the site is low with negligible gas flows and concentrations around the perimeter of the site indicating that subsurface lateral migration of landfill gas from the landfill is limited.
 - They are prepared to undertake a supplementary assessment as a condition of any permit issued.
116. Similar to the findings of the previous VCAT decision, DTP considers that the existing landfill will not pose an unreasonable risk to the BESS. Conditions are recommended to be included on any permit issued, requiring an updated landfill gas risk assessment to be prepared as part of the Landfill Suitability Assessment, prior to the approval of plans under the permit.

Fire Risk

117. The subject site is located within a BPA.
118. Clause 13.02-1S (Bushfire Planning) requires all applications in a BPA to have consideration of bushfire risk, to strengthen the resilience of settlements and communities and prioritise the protection of human life.
119. The application is supported by a Fire Safety Study and Risk Management Plan prepared by Eagles Engineers and dated 2 July 2026.
120. These assessments outline that the most likely fire hazard impacting the proposed facility would be either from a fire starting in one of the BESS units or a fire starting adjacent to the site and spreading to the project.
121. The following mitigation measures have been incorporated into the design of the proposed facility to manage fire risk, as recommended by the Fire Safety Study:
- Firebreaks around the BESS, substation and operations and maintenance areas
 - Emergency access point on Rowan Road
 - Internal access tracks, including overtaking bays
 - Fire water supply tank and feed hydrant system
 - Grass to be maintained at a level to prevent external fire from reaching the BESS
122. DTP sought advice from FRV, who raised concerns about the proximity of the BESS to residential properties. FRV has recommended a condition be included on any permit to issue, requiring a 200 m separation distance between the BESS and sensitive land uses, including residential dwellings, childcare centres, schools, hospitals, aged care facilities and other occupied buildings. Subject to maintaining this separation distance, FRV considers the proposal to be generally consistent with the intent of FRV guideline *GL-55 – Battery Energy Storage Systems*.
123. FRV also considers that the Risk Management Plan and Fire Safety Study requires further updates to address matters raised in its advice dated 13 October 2025. FRV has recommended that any permit to issue include a condition that requires the 13 October 2025 advice be addressed before development starts.
124. It is considered that the applicant should address FRV's advice before development plans are approved to ensure that relevant mitigation measures are included in the approved development plans. This will also provide for the approval of the Risk Management Plan and Fire Safety Study before other required safety



management plans so that those plans are informed by the approved Risk Management Plan and Fire Safety Study.

125. The application was referred to WorkSafe who did not object subject to conditions requiring an updated Risk Management Plan to be prepared, monitoring the project for differential settlement and the implementation of the Fire Safety Study recommendations.
126. Subject to the implementation of proposed mitigation measures and conditions recommended by WorkSafe and FRV being included on any permit to issue, it is considered that the risk of fire can be appropriately managed.

Social and Economic Effects

127. Sections 60(1)(f) and 60(1B) of the PE Act require the responsible authority to consider any significant social effects the use or development may have, including having regard to the number of objectors in considering whether the use or development may have a significant social effect.
128. The project will contribute to the local economy by creating local employment opportunities, meeting the objectives of clause 17.01-1S.
129. It is considered that, on balance, the proposal achieves a net benefit to Victoria when balanced with its other social, economic and environmental outcomes.

Decommissioning

130. The future decommissioning of the proposed facility can be adequately addressed via permit conditions requiring a decommissioning management plan. These conditions will require the infrastructure to be removed from the site and the land to be rehabilitated and reinstated to its prior condition.

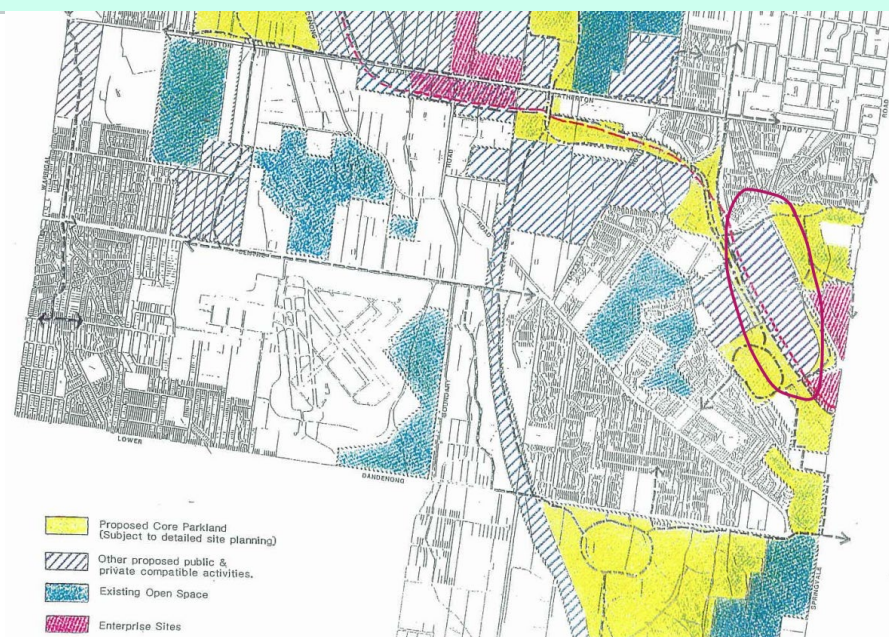
Other matters raised in objections

131. An assessment relating to matters of land use compatibility, noise, fire risk, landfill risk management, visual impact, traffic and transport is detailed in the relevant sections of this report. A response to the other prominent matters raised in the objections is provided in the table below:

Objector Concern	DTP Officer Response
Land devaluation	The consideration of property values and land devaluation is not specifically included in section 60 of the PE Act or the decision guidelines of the scheme and cannot be considered within the assessment and determination of the application. Additionally, VCAT has consistently found that property values are speculative and are not a planning consideration.
Lack of consultation	As outlined above, public notice of the application was given via signs on the land and to properties surrounding the site, in accordance with the requirements of s52 of the PE Act.
Proposal is inconsistent with the Sandbelt Open Space Project Development Plan (May 1994)	As per the image below, the site is located within the 'Other proposed public & private compatible activities' area in the plan. As established throughout this assessment, DTP considers that the proposed use of the land as a BESS is compatible with the plan and the surrounding land uses. This is consistent with the previous VCAT decision for the solar energy facility and BESS project.

Objector Concern

DTP Officer Response



Two valid planning permits

132. It is acknowledged that the previous permit issued for the solar farm proposal is still valid. However, the issue of a permit for this application (with conditions and requirements that differ from the solar farm permit) is reasonable and acceptable as the proponent can only act on one of the permits, given the layout of this BESS proposal is in the same location as the previously approved solar farm.
133. Should a permit issue for the proposed BESS and the developer subsequently decide to also act on the existing solar farm permit, an application to amend that permit will need to be lodged. As part of that application, relevant technical studies updated to include consideration of the approved BESS will be required and consideration of cumulative impacts of the BESS and solar farm will inform any decision on the application to amend the permit.

Other Victorian and Commonwealth legislation

134. The subject of this report is the assessment of the project under the PE Act.
135. The table at Attachment 1 of this report provides an overview of the project's key approval and assessment requirements under other Victorian legislation.



Recommendation

136. The proposal has been considered against the matters at section 60 of the PE Act, is consistent with the relevant planning policies of the Greater Dandenong Planning Scheme and will contribute to the provision of energy storage.
137. The proposal is supported by the various referral agencies, subject to conditions which have been included in the recommendation.
138. It is recommended that planning permit PA2604238 for the Springvale BESS project (as described in this assessment) be issued under delegation from the Minister for Planning, subject to conditions.
139. It is recommended that the following stakeholders be notified of the above decision in writing:
- Permit applicant
 - Greater Dandenong City Council
 - Referral authority: WorkSafe
 - All objectors
 - All submitters, including the following agency submitters:
 - Head, TfV
 - Melbourne Water
 - EPA
 - Fire Rescue Victoria

Prepared by:

I have considered whether there is a conflict of interest in assessing this application and I have determined that I have:

- ☒ No Conflict
- ☐ Conflict and have therefore undertaken the following actions:
 - ☐ Completed the Statutory Planning Services declaration of Conflict/Interest form.
 - ☐ Attached the Statutory Planning Services declaration of Conflict/Interest form on to the hardcopy file.
 - ☐ Attached the Statutory Planning Services declaration of Conflict/Interest form into the relevant electronic workspace.

Name:**Title:****Signed:****Dated:****Reviewed by:**

I have considered whether there is a conflict of interest in assessing this application and I have determined that I have:

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Name:**Title:****Signed:****Dated:****Approved by:**

I have considered whether there is a conflict of interest in assessing this application and I have determined that I have:

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Name:**Title:****Signed:****Dated:**

Attachment 1: Requirements under other legislation

Act	Discussion
Aboriginal Heritage Act 2006 (AH Act)	The AH Act seeks to avoid adverse effects to Aboriginal cultural heritage values as far as reasonably practicable. Where adverse effects cannot be avoided, measures must be implemented to minimise and mitigate adverse effects. The subject site includes areas of Aboriginal cultural heritage sensitivity, however due to the history of significant ground disturbance for the quarry, a CHMP is not required.
Climate Action Act 2017 (CA Act)	The purpose of the CA Act includes (but is not limited to): – to facilitate the consideration of climate change issues in specified areas of decision making of the Government of Victoria; and, – to set policy objectives and guiding principles to inform decision-making under this Act and the development of government policy in the State. Section 20 of the CA Act states that: <i>The Government of Victoria will endeavour to ensure that any decision made by the Government and any policy, program or process developed or implemented by the Government appropriately takes account of climate change if it is relevant by having regard to the policy objectives and the guiding principles.</i> This assessment has had consideration of the policy objectives and the guiding principles of the CA Act. The proposed facility is expected to store up to 230 MW of electricity, enough to power approximately 79,000 households during peak evening demand, which will help achieve the emissions reduction targets in Part 2 of the CA Act. It is noted that the community were invited to be involved in the decision-making process via public notice under s52 of the PE Act.
Charter of Human Rights and Responsibilities Act 2006 (the Charter)	The Charter gives legal recognition and protection in Victoria to many important human rights, particularly civil and political rights. DTP is committed to upholding its responsibilities under the Charter. This planning application has been assessed in a manner that is compatible with the human rights identified in the Charter.
Transport Integration Act 2010 (TI Act)	The purpose of the TI Act is to create a new framework for the provision of an integrated and sustainable transport system in Victoria. The assessment of this planning application has had regard to the transport system objectives and decision making principals of the TI Act.



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