

# Assessment Officer Report

PA2402768 – 31 Station  
Street Caulfield East



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Department  
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Prepared by:	30
Reviewed / Approved by:	30

# Executive Summary



Key Information		Details	
Application No:		PA2402768	
Received:		22 March 2024	
Statutory Days:		58	
Applicant:		Victoria Amateur Turf Club (Incorporating the Melbourne Racing Club) c/- Urbis Pty Ltd	
Planning Scheme:		Glen Eira	
Land Address:		31 Station Street, Caulfield East	
Proposal:		Development of land for the construction of a four-storey building with a basement in association with the existing use	
Development Value:		\$ 180 million	
Why is the Minister responsible?		In accordance with the schedule to Clause 72.01 of the Planning Scheme, the Minister for Planning is the responsible Authority for the use or development of land for which clause 53.22 applies.	
Why is a permit required?		Clause	Control Trigger
Zone:		Clause 36.02	Public Park and Recreation Zone (PPRZ) Construct a building or construct or carry out works (Clause 36.02-2)
Overlays:		Clause 43.01	Heritage Overlay – Schedule 242 'Caulfield Racecourse, Normanby Road and Station Street, Caulfield East (HO242) No permit trigger pursuant to clause 43.01-3 as the site is on the Victorian Heritage Register VHR H2145
		Clause 45.09	Parking Overlay, Schedule 2 - 1 'Student Housing in Specific Areas' (PO2) This overlay does not apply to the proposal.
		Clause 45.12	Specific Controls Overlay – Schedule 7 'Caulfield Racecourse (Works Packages 3-5), Station Street, Caulfield East, November 2021' (SCO7) No permit trigger as the project does not relate to Works package 3-5.
Particular Provisions:		Clause 52.06	Car Parking Pursuant to clause 52.06-1 a permit is not required as the floor area of an existing use is not increased
		Clause 52.34	Bicycle Facilities A permit is not required as the floor area of the existing use is not increased
Cultural Heritage:		The site is located in an area of Aboriginal cultural heritage sensitivity. Previous advice prepared by Andrew Long and Associates for the works package 3-5 application detailed that the 'any future works for or associated with the prior legal use of the land at the Caulfield Racecourse, Gate 22 Station Street, Caulfield East, would be exempt from the need to prepare a mandatory CHMP'.	
Gross Floor Area:		17,190	m <sup>2</sup>
Height:		Four	Storeys excluding plant
		22.98	Metres excluding plant
Referral Authorities:		DEECA, Public Land Manager (36.02-3 – Consent)	
Advice sought:		Glen Eira City Council Section 52 (1) Notice	



**Public Notice:** Notice of the application was undertaken by the applicant at the direction of the Minister for Planning in the following manner:

**Five (5)** objections have been received.

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**Delegates List:** Approval to determine under delegation received on **08 May 2024**

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## Background

1. The incorporated document 'Caulfield Racecourse (Works Packages 3-5), Station Street, Caulfield East' was introduced into the Glen Eira Planning Scheme in December 2021 for the staged major redevelopment of Caulfield Racecourse.
2. Caulfield Racecourse Grandstand Project (WP10) is part of a broader master plan for the Caulfield Racecourse Reserve. Caulfield Racecourse is currently implementing an extensive master plan for the site, which encompasses various construction and improvement projects aimed at securing the future of racing at the location for the next 150 years.
3. Glen Eira City Council is currently considering a planning permit application for the construction of a new Glasshouse building in the south-eastern car park of the Racecourse site. The proposal seeks to re-locate and re-design the Glasshouse Building.
4. Heritage Victoria issued a permit (P37878) for the following works at the Caulfield Racecourse:  
*Demolition of the Rupert Clarke Stand and adjacent spaceframes and structures (excluding the Scratchings Board Building), construction of a new five-level grandstand (including basement) to replace the Rupert Clarke Stand, and associated hard and soft landscaping, including the introduction of a new public realm treatment. Alterations and additions to the Norman Robinson Stand, including construction of a new eastern façade.*

## Application Process

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

Milestone	Date
<b>Pre-application meeting (DTP and applicant)</b>	<b>15 August 2023</b>  Based on the briefing material, officers provided general support that the application would likely meet the eligibility requirements of the program. The following points were also noted: <ul style="list-style-type: none"><li>• <i>The design is well-resolved and an improvement on existing conditions.</i></li><li>• <i>The team requested that this report outlines the consultation conducted to date and the applicant's position on public notification (see Section 6.3).</i></li><li>• <i>It was considered likely that the project would be eligible under the visitor economy and arts and recreation facilities sector.</i></li></ul>
<b>Pre-application meeting (Council)</b>	The applicant had a pre-application meeting with Glen Eira City Council's planning unit on 10 August 2023 to introduce the project and understand the council's preliminary position. The applicant has stated that council officers were supportive of the proposal, noting it appeared to fit well within the context of the approved works to the Northern Precinct. No concerns were raised during or in the days following the pre-application meeting.
<b>Application lodgement</b>	<b>22 March 2024</b>
<b>Decision Plans</b>	Architectural Plans prepared by <b>Woods and Bagot</b> , titled ' <b>Caulfield Racecourse Grandstand Project (WP10)</b> ' and dated <b>31 August 2023</b>
<b>Other Assessment Documents</b>	<ul style="list-style-type: none"><li>• Acoustic Report prepared by Resonate Consultants</li><li>• Arboricultural Impact Assessment prepared by Glenn Waters Arboriculture.</li><li>• Consent of the Caulfield Racecourse Reserve Trust</li><li>• Current Certificate of Title</li><li>• Landscape Report, prepared by Oculus</li><li>• Planning Report, prepared by Urbis</li><li>• Public Land Manager Consent, provided by DEECA</li><li>• Sustainability Management Plan, prepared by ADP Consulting</li><li>• Transport Impact Assessment, prepared by SALT3</li></ul>



- Urban Context Report and Architectural Plans, prepared by Woods Bagot
- Waste Management Plan, prepared by SALT3.

6. The subject of this report is the decision plans (as described above).

## Proposal Summary

7. The proposal can be summarised as follows:

Key Information	Details
<b>Proposal:</b>	<ul style="list-style-type: none"> <li>• Demolition of the Rupert Clarke Stand (HV Permit granted)</li> <li>• Buildings and works associated with the construction of a new four-storey and basement Grandstand Venue (no increase to overall building height)</li> <li>• Existing use as a Major Sports and Recreation Facility to continue</li> <li>• New basement level (accessed via western carpark) to allow for operational matters including loading, waste collection, and catering</li> <li>• Minor demolition and modifications to Norman Robinson Stand (total GFA 2486 m<sup>2</sup> – increase of 141 sqm)</li> </ul>
<b>Height:</b>	22.98 metres
<b>Loading and Waste arrangements:</b>	A basement level is proposed beneath the new grandstand that will provide dedicated loading and waste collection. Vehicular access is to be provided via the Maple Carpark (upgrades approved under Works Packages 3-5) accessed via Station Street.

8. Specific details of the application include:

- Minor demolition and modifications to the Norman Robinson Stand (total GFA 2486 m<sup>2</sup> – increase of 141 sqm)
- Demolition of the existing building within the subject site
- Construction of a four-storey plus basement building within a similar building footprint to the existing grandstand
  - The proposed built form seeks a smaller footprint to the existing grandstand and reduction in overall GFA (17,190 square metres, down from 20,620 square metres). The building is proposed to be four storeys with a basement level and a maximum of 22.98 metres in height. The building will be set back from station street approximately 50 metres.
  - The ground floor comprises of glazing and openings to allow the flow of pedestrians through the grandstand and surrounding the built form. The ground floor will provide the members bar, bookmakers area, food hall, and owners bar amongst other facilities.
  - First floor comprises of members' restaurants and bars with external terraces at the north and east elevations and tiered seating to the south (overlooking the racecourse)
  - The second floor provides the committee room (and associated corporate areas), the rooftop bar, and an expansive rooftop deck at the eastern end of the building. There is also external seating to the south and an external balcony facing north to the day stalls.
  - The third floor largely comprises enclosed plant and provides media operations rooms including the race callers box, judges box, tv camera and radio box.
  - Proposed maximum building height of 22.98 metres.
- Minor demolition and alterations to the Norman Robinson Stand to separate the two buildings.
- Redesign of the vehicular access at basement level to allow safe loading and waste collection outside the view of the public realm.
- An additional 26 canopy trees within the application site (no trees are required to be removed).
- The landscape scheme prepared by Oculus demonstrates:
  - No trees are proposed to be removed to accommodate the new Grandstand
  - Three significant garden beds (including substantial springtime flowering species)
  - Multipurpose decks for events and public gathering.

- New pedestrian network through the NRS and proposed Grandstand building, connecting to the Station Street main gates at the north and the racetrack to the south.

9. The applicant has provided the following concept image/s and plans of the proposal:



Figure 1 Proposed Site Plan (ground floor)



Figure 2 Proposed Station Street Interface





Figure 3 Proposed Landscape Plan



## Site Description

### Overall Site

10. Caulfield Racecourse Reserve is located approximately 10 kilometres south-east of the Melbourne Central Business District. The Caulfield Racecourse is located on Crown Land (Caulfield Racecourse Reserve) with a small area of freehold land owned by the Melbourne Racing Club. Caulfield Racecourse Reserve Trust (Trust) is tasked with managing the general reserve extent by appointment of the Minister for Energy, Environment and Climate Change in 2018.
11. The site is located opposite Caulfield Station (200 metres). The site is also proximate to the 3, 3a and 16 tram lines that service the areas from Caulfield to St Kilda and terminate at Melbourne University. The nearest stop is 200 metres north-east of the existing Rupert Clarke Stand. The 900 bus-line also provides limited service from Caulfield Station to Chadstone Shopping Centre.

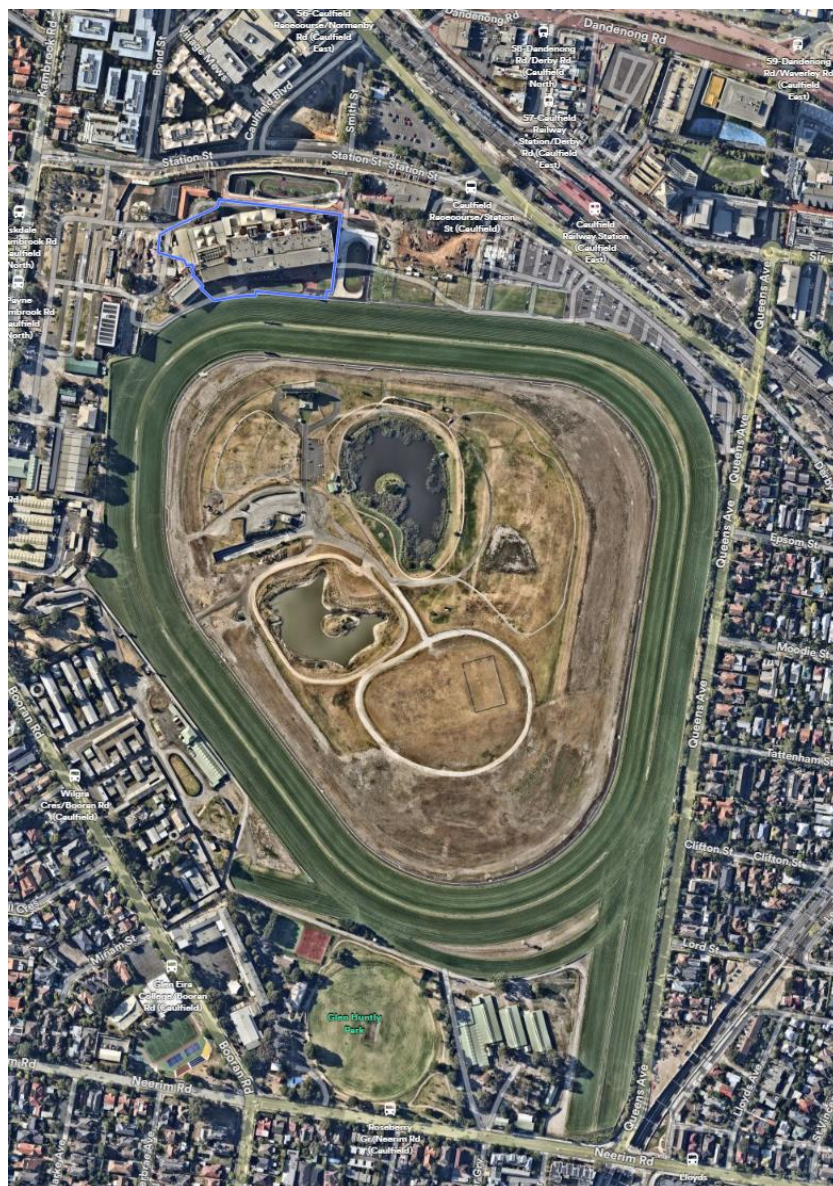


Figure 4 Aerial image overall site (Caulfield Racecourse)

12. The Caulfield Racecourse Reserve comprises multiple registered street addresses, including:



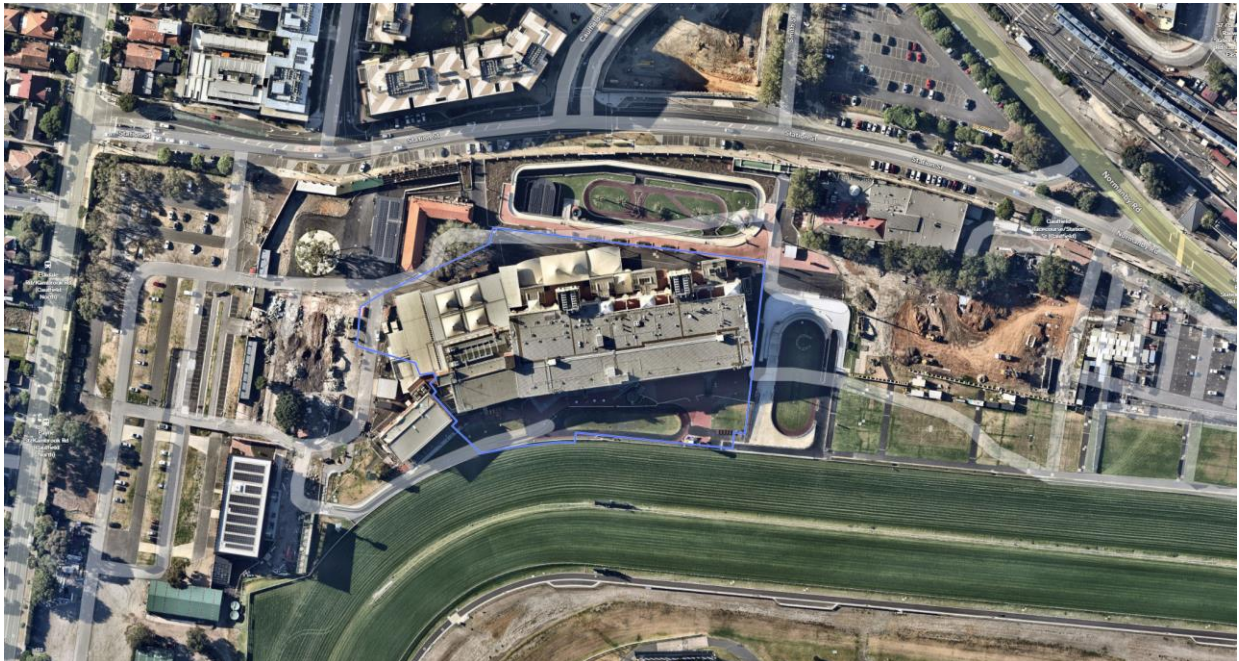
- 132-140 Kambrook Road, Caulfield East
- 20-34 Booran Road, Caulfield East
- 31 Station Street, Caulfield East
- 120 Neerim Road, Caulfield East.

13. The site is formally described as comprising the following land parcels: The broader Caulfield Racecourse site consists of eight allotments:

- Volume 05589 Folio 727, Lots 1, 2, 3, 4, 5 and 6 on Title Plan 760468S.
- Volume 11372 Folio 477, Lot 7 on Plan of Subdivision 626414G.
- Volume 11766 Folio 669, Crown Allotment A, Parish of Prahran at Caulfield.

#### Application site

14. The existing Rupert Clarke Stand was constructed in 1992 and is the primary grandstand within the Racecourse Reserve. The building is three-storeys high, has 20,620 square metres of GFA and connects to the Norman Robinson Stand to the west. This stand will also require minor works, which are included within this application.
15. The Rupert Clarke Stand is now over 30 years old and is no longer fit for purpose.
16. The Norman Robinson Stand and the Hiskens Stand are both included in the statement of significant as contributory buildings within the Victoria Heritage Register listing. The Rupert Clarke Stand is not a contributory structure.



*Figure 5 Aerial image subject site*

#### Site Surrounds

17. The surrounding development consists of the following land uses and characteristics:
- Priority Development Zone to the north to facilitate the development of multi-storey mixed use development in association with 'Caulfield Village'



- Low-rise detached and semi-detached residential properties within the Neighbourhood Residential Zone to the east and west
- Monash University's Caulfield Campus is approximately 300 metres to the north-east
- Caulfield Park is located approximately 450 metres to the north-west.

18. Development surrounding the site can be described as follows:

- To the **north** of the site:
  - Directly north of the site is Station Street (and Normanby Road). Station Street is a local road that accommodates one lane of traffic travelling in each direction, along with on-street car parking.
  - North of Station Street is land that has been strategically nominated for high density residential and mixed-use development in association with 'Caulfield Village'. The land to the north-west has been developed as 'Precinct 2' within the masterplan and now features a residential tower (approximately 390 dwellings).
  - The land directly north of the Clubhouse is also earmarked for staged development in association with Caulfield Village. However, currently the land is used as overflow carparking for the racecourse while works are underway within the Reserve.
  - To the north-east is Caulfield Railway Station and associated car parking across Normanby Road. Dedicated bus parking areas are provided on the northern side of the street.
- To the **south** of the site:
  - The existing racetrack is located to the south of the subject site. Central to the racetrack is the Caulfield Racecourse Reserve which is accessible to the public. The reserve comprises open spaces, a lake, walking paths and barbeque and picnic facilities.
  - Directly south of the Racecourse site is Glen Huntly Park. Glen Huntly Park includes a series of sporting facilities including tennis courts, one football oval and supporting pavilions. A public playground and off leash dog park are also located within this area.
  - Further south is a major east-west link, Neerim Road (Transport 2 Zone). Neerim Road accommodates one (1) lane of traffic travelling in each direction, along with dedicated bicycle paths.
- To the **east** of the site:
  - Located to the east of the site, Queens Avenue is a local road that accommodates one (1) lane of traffic in each direction, along with on-street car parking. Further east, across Queens Avenue, is low density residential land comprising primarily of detached one and two storey dwellings. This land is within the Neighbourhood Residential Zone.
- To the **west** of the site:
  - To the west of the site, there is a linear section of land located within the Special Use Zone. This land primarily comprises of buildings and land uses associated with the wider Caulfield Racecourse Reserve site, including:
    - Part of the existing race-day Maple Car Park and the temporary horse stalls approved as part of a Planning Permit GE/DP-33945/2020.
    - Various buildings associated with the racecourse, including former racing stables and trainer headquarters.
  - This portion of the Caulfield Racecourse Reserve encompasses the approved works under Works Packages 3 and 4 of the Incorporated Document.



- Kambrook Road and Booran Road are located further to the west of the site. Kambrook Road is a local road accommodating two (2) lanes of traffic travelling in each direction towards the Station Street intersection and narrowing to one (1) lane of traffic travelling in each direction along with on-street car parking further south.
- The western side of Kambrook Road generally comprises of single and double storey residential dwellings of various architectural styles and building materials. These properties are located approximately 75 metres from the site boundary. The 2.5-metre-high hedge that currently lines the sites western boundary will remain in place.

19. A site inspection of the subject site and surrounds was undertaken on **4 April 2024**. Images of the site and surrounds are reflected in the below figures.



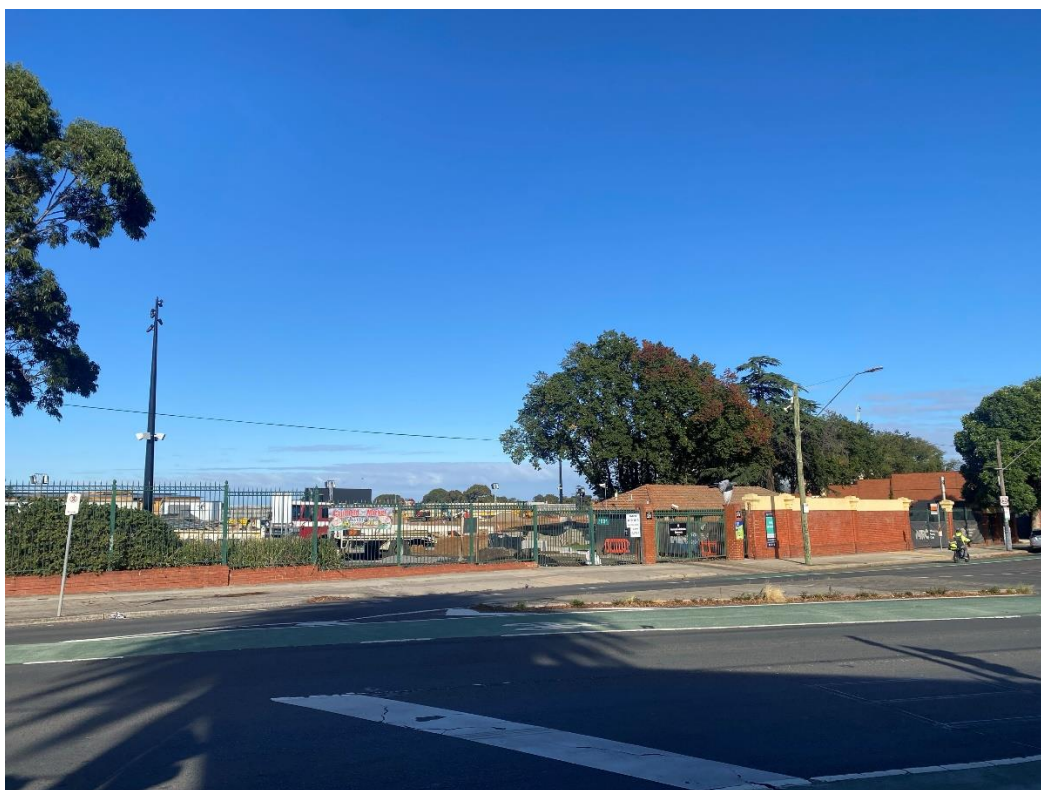
*Figure 6 Image of the existing grandstand*



*Figure 7 Existing grandstand and racecourse to the right*



*Figure 8 Side of existing grandstand*



*Figure 9 View of site from across Station street*





## Municipal Planning Strategy

20. The following objectives and strategies of the Municipal Strategic Statement of the scheme are relevant to the proposal:

Clause	Description
02.01	Context
02.02	Vision
02.04	Strategic Framework Plans
02.03-1	Settlement – Docklands
02.03-3	Amenity, Safety, Noise

## Planning Policy Framework

21. The following objectives and strategies of the Planning Policy Framework of the scheme are relevant to the proposal:

Clause 11	Settlement
11.01-1R	Activity centres– Metropolitan Melbourne
11.03-1L	Activity Centres
Clause 15	Built Environment and Heritage
15.01-1S	Urban Design
15.03-1S	Heritage conservation
15.03-1L	Heritage
Clause 17	Economic Development
17.04-1R	Tourism in Metropolitan Melbourne
Clause 19	Infrastructure
19.02-3S	Cultural Facilities

22. The assessment section of this report provides a detailed assessment of the relevant planning policies.

## Zoning and Overlays

### Applicable Zone/s

23. The site is located within the Public Park and Recreation Zone – Schedule 1.

24. Pursuant to Clause 36.02-2 a planning permit is required to construct a building or construct or carry out works. The purpose of the **PPRZ** is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To recognise areas for public recreation and open space.
- To protect and conserve areas of significance where appropriate.
- To provide for commercial uses where appropriate.





25. The following sections include a discussion of how the proposal responds to these requirements.

## Overlays

26. The subject site is located within the Heritage Overlay – Schedule 242 ‘Caulfield Racecourse, Normanby Road and Station Street, Caulfield East (HO242) (VHR listing).
27. The site is included on the Victorian Heritage Register (VHR H2145) under the Heritage Act 2017. A heritage place which is included in the Victorian Heritage Register is subject to the requirements of the *Heritage Act 2017*.
28. Heritage Victoria issued and granted a heritage permit (P37878) pursuant to Section 102 of the Heritage Act 2017 for the following works at the Caulfield Racecourse:
- Demolition of the Rupert Clarke Stand and adjacent spaceframes and structures (excluding the Scratchings Board Building), construction of a new five-level grandstand (including basement) to replace the Rupert Clarke Stand, and associated hard and soft landscaping, including the introduction of a new public realm treatment. Alterations and additions to the Norman Robinson Stand, including construction of a new eastern façade.*
29. The subject site is located within the Parking Overlay – Schedule 1 ‘Student Housing in Specific Areas (PO2). The site is affected by Parking Overlay (Schedule 2-1), which relates to car parking objectives and rates for student housing developments. As no student housing development is proposed at Caulfield Racecourse as part of this application, this overlay has no relevance. As such, the standard car parking requirements prescribed in Clause 52.06 apply to this proposal.
30. The subject site is affected by the Specific Controls Overlay (Schedule 7), which relates to Caulfield Racecourse (Works Packages 3-5), Station Street, Caulfield East, November 2021. As the proposal does not relate to Works Package 3-5 and no permit is required under the SCO.

## Particular and General Provisions

### Provisions that Require, Enable or Exempt a Permit

31. Clause 52.06 sets requirements for car parking provisions and design.
32. The site is currently used for the purpose of a Major Sports and Recreation Facility. As the Table to Clause 52.06-5 does not include any car parking requirements for a Major Sports and Recreation Facility, car parking must be provided to the satisfaction of the Responsible Authority.
33. The proposed building will reduce the total GFA when compared to the existing Grandstand operating in the same manner. Additionally, the proposal will continue to provide no car parking spaces within the application site. Based on this, the car parking provisions for the existing Major Recreation and Leisure Facility will be unchanged, therefore a planning permit is not required to reduce the car parking requirements.
34. Clause 52.34 sets bicycle parking and facilities requirements. The provision requires new use and development to be provided with an appropriate level of bicycle facilities. Table 1 of Clause 52.34-5 of the Glen Eira Planning Scheme specifies the statutory rates for bicycle parking for different land uses.
35. For a ‘Major Sports and Recreation Facility’ both employee and visitor bicycle parking requirements are based on the number of spectator spaces.
36. As the subject proposal does not result in an increase to the patron capacity of the venue, there is no requirement to provide additional bicycle parking spaces (or change room facilities).



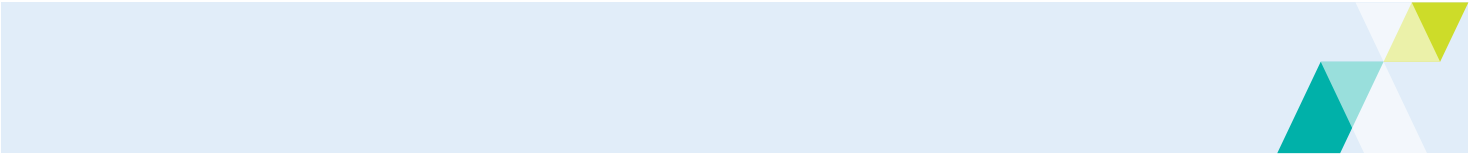
## General Requirements and Performance Standards

37. Clause 53.18 applies to the buildings and works of this application. The clause includes standards and objectives relating to stormwater. A Sustainable Management Plan (SMP) has been submitted with the application and includes MUSIC modelling and Water Sensitive Urban Design (WSUD) strategies.
38. The application was received under Clause 53.22 (Significant Economic Development). The purpose of this provision is 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.
39. The provisions of this clause prevail over any inconsistent provision in this planning scheme applies to an application under any provision of the planning scheme if the condition corresponding to a category in Table 1 is met.
40. The proposal meets the Category 1 Conditions of Table 1. The Conditions of this Category are:
- The use must be specified in Table 2.*
- The responsible authority has advised in writing that the use or development of land is of significance having regard to:*
- *The purpose of Clause 53.22.*
  - *The estimated cost of development.*
  - *The written advice of the Chief Executive Officer, Invest Victoria.*
41. Leisure and recreation is specified in Table 2. The estimated cost of development must be at least \$10 million if any part of the land is within Metropolitan Melbourne under Conditions of Table 2. The estimated developed cost is \$180m and is within Metropolitan Melbourne and meets these requirements.
42. The application is supported by a letter from the Chief Executive Officer of Invest Victoria. The letter dated 16 February 2024 confirms the pre-condition for submitting a formal planning application to the Minister for Planning has been met.
43. An application requirement at Clause 53.22-3 requires a quantity surveyor report prepared by a suitably qualified person specifying the estimated cost of the development. As the cost far exceeds the \$10 million threshold a QS report was not required to be provided.
44. The application meets the requirements of Clause 52.33 and can be determined through this application pathway.

## Relevant Strategic Plan / Background Documents

### Incorporated Document / Structure Plan / Planning Scheme Amendment/s

45. The proposed development aligns with local and state planning policy. Here's a detailed summary of how the proposal aligns with these documents:
46. The proposal is consistent with the strategic direction of Plan Melbourne 2017-2050 by providing a state-of-the-art venue that will 'give residents opportunities to participate in a wide range of sporting and cultural activities'. Additionally, the proposal will support the key direction to help facilitate Melbourne's sporting legacy is to 'plan and facilitate private-sector tourism investment opportunities'.
47. The proposal is consistent with the Caulfield Structure Plan 2022 (formerly the Caulfield Station Precinct Structure Plan) which encourages 'significant upgrades' to 'the Grandstands... adjacent Station Street' to strengthen the precinct's role as one of Melbourne's premier racing, entertainment, and events destinations. The structure plan also provides key initiatives for landscaping, open space, design and streetscapes which are considered in more detail within this report.

- 
48. The proposed Grandstand will provide a '*new community and event space that can cater to different scales*' and improved access for pedestrians throughout the application site consistent with initiatives within the Caulfield Racecourse Reserve Land Management Plan.



## Referrals

49. The application was not required to be referred.

Provision / Clause	Organisation	Response and date received
<b>S52 (1)(b) Notice</b>	Glen Eira City Council	No objection - 28 March 2024
<b>36.02-3 (Consent)</b>	DEECA Port Phillip	Consent provided - 1 September 2023
<b>N/A</b>	OVGA	31 October 2023

## Municipal Council Comments

50. The **Glen Eira** City Council (the council) considered the application and provided a response on 28 March 2024.

51. The council determined:

- Council has reviewed the proposal and has no objection to the granting of a planning permit. Council has prepared a list of recommended permit conditions based on our own assessment of the application, which we respectfully request the DTP includes if a permit is ultimately granted for the application. The conditions recommend that some of the advertised plans and documents be amended prior to endorsement, which are to be to the satisfaction of the Responsible Authority. In this instance, the Responsible Authority is the Minister for Planning and not Glen Eira City Council. Given the greater familiarity the DTP will have with the matter following its processing of the planning permit application, Council strongly recommends that the Minister remain the Responsible Authority for all conditions imposed on any permit issued for the proposal.

## Advice sought from other agencies

52. The OVGA considered the proposal on 5 October 2023. The comments are summarised as follows:

- *The roof plant design dominates the racecourse frontage and building expression.*
- *The building relies on the extensive zinc façade, this material is integral to its success.*
- *Further work is required to façade and glazing specifications. Prototyping is recommended.*
- *The wind canopy requires review.*
- *The ground plane treatment between grandstands needs greater precinct definition.*
- *Further revision to the public realm and landscape transitions into building is encouraged.*
- *Rework is required to the south western ramp to create an integrated solution.*
- *Sustainability strategies to support stated aspirations need development.*

53. The applicant responded with an accompanying letter on 17 December 2023. A number of landscape recommendations were adopted into the landscape design. It is considered that the response provided by the applicant is acceptable and the OVGA comments have been considered.

## Notice

54. The application is not exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the *Planning and Environment Act 1987* pursuant to Clause 36.02 – Public Park and Recreation Zone.

55. The applicant was directed to give notice by way of erecting a sign on the site and notifying adjoining owners and occupiers.

56. Five objections have been received. The main issues raised are detailed in the following table:





Objectors concern	DTP comment
<i>Unnecessary demolition</i>	The viability of the existing building to be retained does not form a planning consideration. The demolition has been considered by Heritage Victoria and a permit has been issued.
<i>Neighbourhood character response</i>	This is assessed within the body of the assessment.
<i>Inappropriate use of resources</i>	The viability of the existing building to be retained does not form a planning consideration.
<i>Construction Management</i>	Conditions have been recommended to require a construction management plan to be prepared in consultation with Glen Eira City Council to limit amenity impacts during the construction period.
<i>Inadequate consultation</i>	Notice was undertaken to surrounding owners and occupiers. Consultation with existing MRC members is not a responsibility of the Responsible Authority.
<i>Internal functionality and amenity of patrons/members</i>	This is considered within the body of the assessment.
<i>Traffic impacts</i>	This is assessed within the body of the assessment.



## Key Considerations

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

- Strategic framework
- Appropriateness of proposed built form scale, setbacks, mass and height
- Response to offsite amenity considerations
- Provision of onsite car parking and vehicle access

## Plan Melbourne

59. Plan Melbourne 2017-2050: Metropolitan Planning Strategy (Department of Environment, Land, Water and Planning, 2017) outlines the long-term plan to manage growth in the city and suburbs to the year 2050. It seeks to integrate long-term land use, infrastructure and transport planning, and in doing so, meet the city's future environmental, population, housing and employment needs.
60. Direction 4.2 of Plan Melbourne is to *Build on Melbourne's cultural leadership and sporting legacy* by maintaining Melbourne's position of cultural and sporting leadership, by refreshing and expanding its world class sporting and cultural infrastructure.
61. The proposed grandstand redevelopment will support the refresh and expansion of the racecourse to strengthen Melbourne's cultural leadership and sporting legacy in accordance with Direction 4.2 of Plan Melbourne.

## Planning Policy Framework

62. Planning policy generally encourages appropriate land use and development which enhances the built environment, supports economic growth, meets the community expectations on retail and commercial provision, and integrates transport and infrastructure planning.
63. The Caulfield Station Major Precinct major activity centre plays a key role as a regional destination for education, employment and events.
64. The proposal supports the objectives and strategies of Clause 11.03-1R (Activity centre – Metropolitan Melbourne) by facilitating the redevelopment of the Caulfield Racecourse precinct. These works respond Municipal Planning Strategy within the Glen Eira Planning Scheme, which identifies Caulfield Racecourse as a major regional facility in a major activity area, and supports its development (Clause 2.01-1 - Context).
65. The proposed works will contribute to the community and cultural life of Glen Eira and the wider Melbourne area. By facilitating development at the regionally significant Caulfield Racecourse, these works are designed to be functional, healthy, and enjoyable for visitors. The landscaping works remove unnecessary level changes, and steps and increase accessibility by including appropriate pathways at the ground level. Accessibility is improved by the use of ramps at appropriate gradients and additional lifts internal to the building (Clause 15.01-1S – Urban design).
66. Located primarily in the Northern Precinct of the racecourse reserve, approximately 100 meters from the closest dwellings, the proposed building's reduced scale and form ensure that there will be no detrimental impacts on nearby properties, the public realm, or the natural environment (15.01-1S Building design).
67. The design response provides an acceptable response to the heritage setting and context of the contributory features within the racecourse (15.03-1S and 1L Heritage).
68. The proposed works align with the objectives and strategies of Clause 17.04-1R (Tourism in Metropolitan Melbourne) by providing race day facilities that meet the entertainment needs of Caulfield Racecourse while maintaining its status as a national tourist destination.
69. The works will reinforce Caulfield Racecourse as a regionally significant major sporting and events precinct, consistent with Clause 19.02-3S (Infrastructure).

## Buildings and Works

70. The zoning and overlay provisions have been considered in the application.
71. Given the absence of specified heights or siting guidelines within the PPRZ under the current planning scheme controls, these works should be evaluated against the overarching policy objectives of Clause 11.03-1L (Caulfield Station Precinct Major Activity Centre). Relevant to the proposal are the following strategies:

### **General**

- *Discourage development that represents a significant under-development of land.*
- *Support activities that contribute to a night-time and weekend economy in locations where amenity impacts are minimised.*
- *Support land use and development that activates adjoining streets and laneways.*
- *Facilitate opportunities for new or improved public open space and public spaces, including opportunities for canopy tree planting and urban greening.*
- *Facilitate land use, building and streetscape design and public realm improvements that foster social interaction and support community life.*
- *Support public art in public spaces.*
- *Support the provision of community facilities and services, focussed in accessible community hubs.*

### **Caulfield Station Precinct major activity centre**

- *Strengthen the role of the Caulfield Station precinct as a regional destination for education, employment and events.*
- *Support land use and development that supports the roles of Monash University and Caulfield Racecourse.*
- *Facilitate improved pedestrian and cycling access to the Caulfield Station transport hub.*
- *Support an integrated approach to development of land within the urban renewal precinct to deliver new employment and housing growth of significant urban density and scale.*

72. With these policy objectives in mind, the following sections outline the appropriateness of the proposed works in the context of the broader racecourse and their impacts on the public realm.

### **Built form**

73. The proposed built form seeks reduction in overall GFA (17,190 square metres, down from 20,620 square metres). The building is proposed to be four storeys with a basement level and a maximum of 22.98 metres in height. The building will be set back from station street approximately 50 metres. The building layout is as follows:
- The basement level includes operational facilities including a production kitchen, waste storage, loading facilities, staff rooms, bathrooms, and generator rooms. Vehicular access is provided via the western carpark, with upgrades approved under Works Packages 3-5.
  - The ground floor features glazing and openings to facilitate pedestrian activity through and around the Grandstand. This level includes the members' bar, bookmakers area, food hall, owners' bar, and other amenities.
  - The first floor houses members' restaurants and bars, with external terraces on the north and east elevations and tiered seating on the south side overlooking the racecourse.
  - The second floor includes the committee room and associated corporate areas, a rooftop bar, and a rooftop deck at the eastern end. External seating is located on the south side and an external balcony facing north towards the 'day stalls'.
  - The third floor includes enclosed plant room areas, media operations rooms, and areas for operational activities such as judges, tv cameras, commentator areas and radio operations.
74. The proposed Grandstand will occupy a smaller footprint, reducing the overall Gross Floor Area (GFA) and falls below the maximum height of the existing Rupert Clarke Stand. The design improves the floor area by consolidating services.

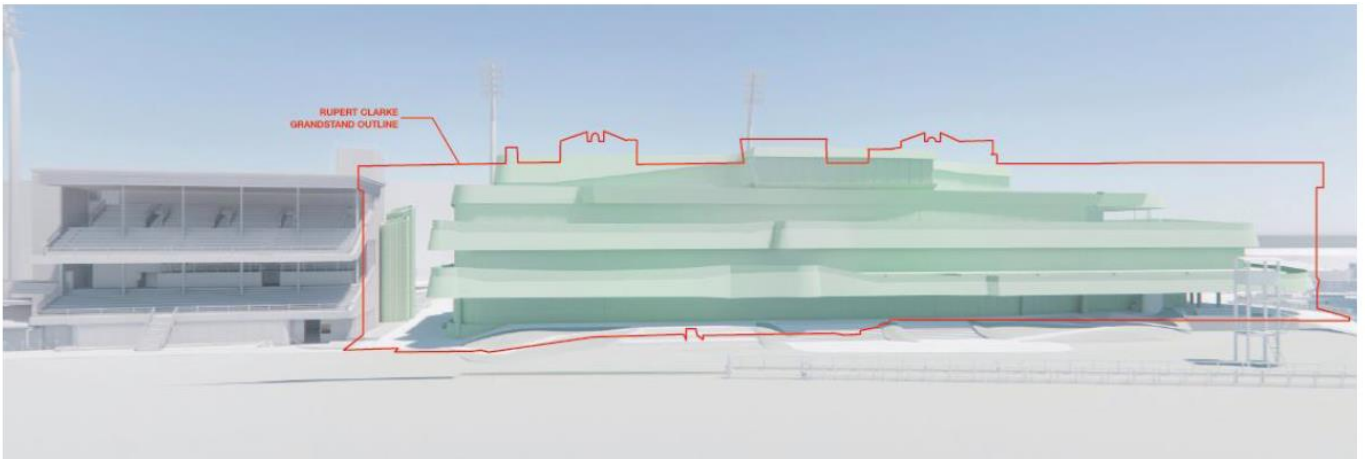


Figure 10 Comparison of existing Rupert Clarke Grandstand with proposed grandstand

75. The basement level moves loading, waste, and operational facilities, from the ground level which allows for increased landscaping and pedestrian pathways. The tiered design, with each upper-level set back further, will minimize visual bulk and provide articulation through balconies and façade openings.
76. Separating the Grandstand from the heritage-listed Norman Robinson Stand reduces massing and will improve site connectivity from Station Street and Caulfield Train station to the north. The design does not replicate the heritage form, respecting the existing built environment while contributing a contemporary architectural statement.

### Façade and Material Finishes

77. The proposed design incorporates high-quality robust materials and finishes, including zinc, concrete, expansive steel-framed glazing, and ceramic tiles.
78. The building's fluid design responds to the solid brick cubic forms of the heritage buildings on site, providing a sympathetic yet distinct architectural response that enhances the landscaped character of the ground plane.

### Public Realm

79. The Grandstand is strategically positioned within the Reserve, approximately 50 meters from Station Street, ensuring some visibility from the public realm. Key vantage points, such as those from Station Street and the Public Reserve within the centre of the Racecourse, have been considered.

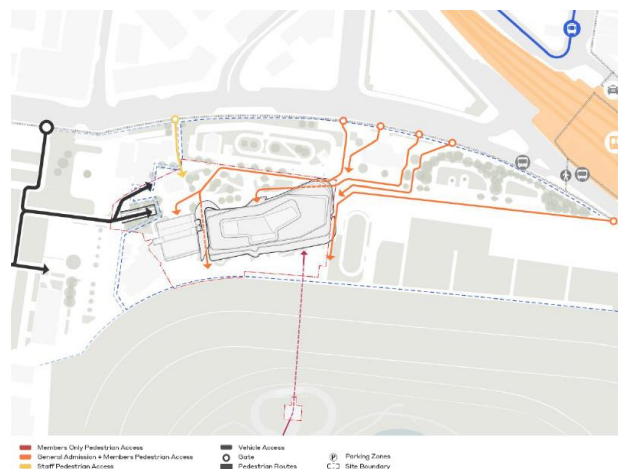


Figure 11 Movement and Access network to proposed grandstand



80. The proposed design reduces the massing of the previous Grandstand and provides a consolidated, functional built form. The design enhances pedestrian integration and increases landscaped areas around the building, which will mitigate the appearance of the building from the streetscape. The tiered design of the upper levels reduces visual bulk, with roof-level landscaping softening the building's appearance. The building will feature openings oriented towards Station Street, fostering higher engagement with the public realm compared to the current Rupert Clarke Stand, which primarily faces south.
81. The proposed grandstand will improve streetscape engagement and passive surveillance, contributing to a safer and more vibrant streetscape. This approach aligns with objectives (Clause 11.03-1L) for the precinct, promoting an active and visually appealing environment.
82. The ground plane enhances pedestrian connectivity, facilitating movement from the main gates along Station Street and across the northern interface of the Grandstand. The 6-metre setback between the Norman Robinson Stand and the proposed Grandstand is intended to improve navigability from pedestrian access points in the public realm to the racetrack. The layout will ensure efficient pedestrian flow and promote a user-friendly environment.

## Amenity and Microclimate

### Overshadowing

83. The proposed development height falls below maximum building height of the existing grandstand and will reduce the overall building footprint. Consequently, shadowing from the proposed development will generally be reduced compared to the existing condition, particularly at ground level.
84. The proposal seeks to separate the Norman Robinson Stand and the proposed Grandstand, resulting in additional shadowing between the new thoroughfares. All other interfaces will experience negligible changes in overshadowing, and in many cases, a reduced extent compared to existing conditions.

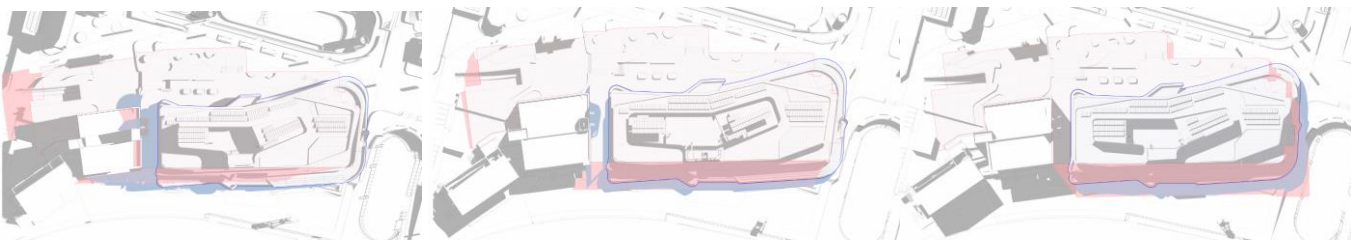


Figure 12 Existing and proposed shadows on 22 September at 9am, 12pm, and 3pm.

### Overlooking

85. Consideration of overlooking is not a requirement within the PPRZ decision guidelines or requirements. There are no areas of SPOS or Habitable room windows from existing dwellings within 9m from the proposed grandstand.

### Noise

86. Although the use of the site does not require a planning permit policy at clause 15.01-2L-01 provides direction to incorporate acoustic attenuation into the design of the development to limit impacts to residents in the surrounding area.
87. The application is supported by an Acoustic report prepared by Resonate dated 1 September 2023. The report notes potential noise sources from events, live music, loading and waste removal. An event permit is currently in place via the local council, which includes a general noise condition referencing an EPA standard.
88. The acoustic report provided confirms that the proposal can achieve compliance with the EPA noise limit requirements and has suggested a further amended acoustic report to finalise noise mitigation requirements. This will be required via condition to further mitigate potential off-site impacts on sensitive receptors.

## Landscaping

89. The application is supported by Landscape Plans prepared by Oculus dated 28 August 2023. The plans include the surface finishes plan, grading and drainage plan, planting plan, and planting schedule for the ground floor plane.



Figure 13 Proposed Landscape Plan

90. The landscaping plan design incorporates the following:

- No Tree Removal - The new Grandstand development will not necessitate the removal of any existing trees.
- Additional Canopy Trees - The plan includes the planting of 26 new canopy trees across the ground plane, enhancing the site's greenery.
- Garden Beds - Three major garden beds are proposed, featuring substantial springtime flowering species, adding seasonal colour and interest to the landscape.
- Multipurpose Decks - The design incorporates multipurpose decks intended for events and public gatherings, providing versatile outdoor spaces.
- Pedestrian Network - A new pedestrian network will connect the NRS (New Racing Structure) and the proposed Grandstand building to the Station Street main gates in the north and the racetrack in the south, improving accessibility and flow throughout the site.

91. Overall, ground plane enhances pedestrian connectivity, facilitating movement from the main gates along Station Street and across the northern interface of the Grandstand (Clause 15.01-1L Landscaping). The 6-metre setback between the Norman Robinson Stand and the proposed Grandstand is intended to improve navigability from pedestrian access points in the public realm to the racetrack. The layout will ensure efficient pedestrian flow and promote a user-friendly environment.

## Loading / Unloading

92. The application is supported by a Traffic Engineering Report prepared by Salt, dated 30 August 2023.
93. The current loading activity from the existing Racecourse Grandstand (RCG) does not adequately accommodate the loading and unloading of delivery vehicles or waste collection from the site. The current basement level



beneath the grandstand, which provides access to storerooms and bin areas, has an overhead clearance of only 2.8 meters. As a result, all stock and waste must be moved from an at-grade loading area between the RCG and the adjacent Norman Robinson Grandstand to/from the basement level using a forklift. This loading area can only accommodate one vehicle at a time and is located within an active hospitality area of the racecourse. Consequently, its use is restricted to non-race days and times outside of event hours.

94. Clause 65 of the Planning Scheme outlines several decision guidelines the responsible authority must consider whether the proposal will produce acceptable outcomes relating to (amongst others), "...the adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.
95. The Melbourne Racing Club has indicated that the proposed grandstand works are not expected to significantly increase deliveries to the site. However, the design brief for the grandstand includes specific requirements for loading bays to handle peak loading operations during the Spring Carnival season:
  - Three loading bays for food and beverage deliveries, with one accommodating a Heavy Rigid Vehicle (approximately 12.5 meters in length).
  - A separate loading area for waste collection.
96. This arrangement removes loading operations from the front-of-house area and confines all reversing manoeuvres to a controlled environment. Swept Path diagrams demonstrate appropriate access to the loading/waste collection area within the basement.
97. Conditions have been recommended from Glen Eira Council to require ramp gradients on the Architectural Plans. DTP officers agree with the recommended conditions. Therefore, the proposed loading arrangements are considered to satisfy the requirements of Clause 65.01 of the Glen Eira Planning Scheme.

## **Waste**

98. The application is supported by a Waste Management Plan prepared by Salt dated 28 August 2023 which details the following:
  - The report assessed waste generation for three event sizes: large events (e.g., Caulfield Cup), medium events, and small events, with waste management requirements varying accordingly.
  - Event bin numbers will be supplied based on the event size.
  - During events, 240L general waste bins will be temporarily held at a designated bin holding area on the event deck (or another location to be confirmed by MRC) before being transferred to the basement and emptied into the compactor using a bin-lifter.
  - A 30m<sup>3</sup> general waste compactor is proposed for the basement level, adjacent to the bin storage room, with its own dedicated loading bay.
  - Collection vehicles will enter the site after events to collect waste. Bins will not be stored outside the title boundary or presented to the curb for collection at any time.
  - Waste Management Areas, bin storage, and compactors are located in the basement, providing efficient access to the compactor and bin lifter for vehicles.
  - Sufficient access will be provided for private contractors during collection times.
99. The proposed location and nature of waste collection is considered acceptable given the waste vehicle will utilise dedicated loading bay areas within the basement and significantly improve the existing conditions. Permit conditions will ensure the waste arrangements are undertaken in accordance with the plan. This will be conditioned.

## Sustainability

### Environmentally Sustainable Design (ESD)

100. The application is supported by a Sustainability Management plan prepared by ADP Consulting dated 296 August 2023. The report details the development will meet the following strategies for the proposed grandstand:
101. The new Grandstand will employ several environmental strategies, bicycles (overall site) and high-quality end-of-trip facilities within the basement including the use of onsite 116kW solar PV-generated electricity. Additionally, it will use rainwater harvesting for toilet flushing and landscape irrigation, manage stormwater to Best Practice quality standards, and use high-performance glazing and energy-efficient building services, appliances, and fixtures.

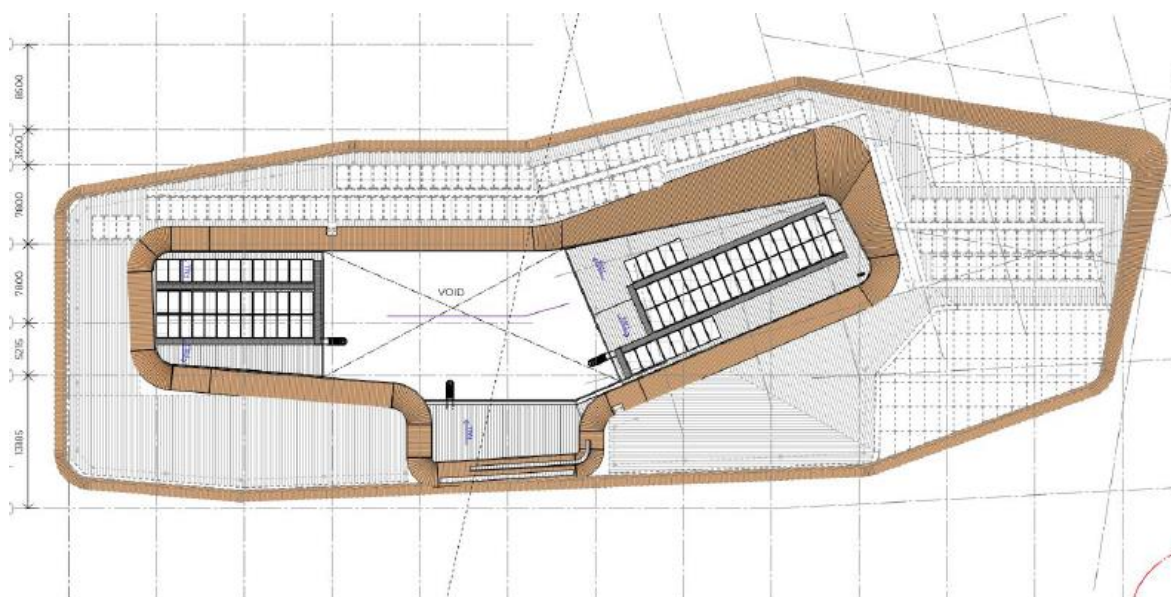


Figure 14 PV Solar Array proposed on roof.

102. The proposal shows good practice in terms of achieving ESD objectives.

### Stormwater Management and Water Sensitive Urban Design (WSUD)

103. Clause 15.01 and 53.18 (Stormwater Management in Urban Development) seeks to achieve best practice water quality performance objectives. The application was supported by a Sustainability Management Plan prepared by WSP dated 24 August 2023.
104. This report details how the required treatment levels to satisfy Clause 15.0, 53.18 and Green Star credit requirements are achieved by rainwater capture and reuse system. The SMP details that the rainwater tank will have connections to toilet flushing and landscape irrigation and that the MUSIC rating tool the quality of stormwater discharging the site shall meet the current best practice performance objectives is contained in the Urban Stormwater – Best Practice Environmental Management Guidelines (Victorian Stormwater Committee, 1999).



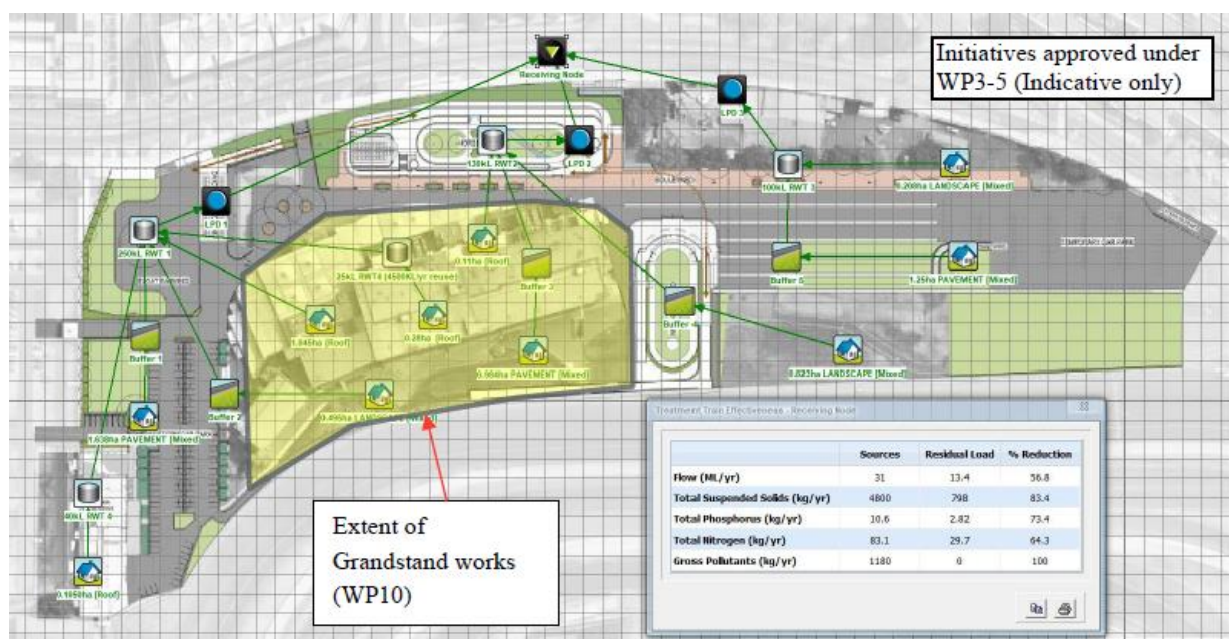


Figure 15 Proposed stormwater plan

## Other Matters

### Aboriginal Cultural Heritage

105. The application is supported by a letter providing Cultural Heritage Advice prepared by Andrew Long and Associates for the works package 3-5 application detailed that the 'any future works for or associated with the prior legal use of the land at the Caulfield Racecourse, Gate 22 Station Street, Caulfield East, would be exempt from the need to prepare a mandatory CHMP'. This is accepted and a mandatory CHMP is not required.



# Recommendation



106. The proposal is generally consistent with the relevant planning policies of the Glen Eira Planning Scheme and will contribute to the provision of works associated with a Major sports facility within the Caulfield area.
107. The proposal is generally supported by the various referral agencies.
108. It is recommended that Planning Permit No.PA2402768 for the Caulfield Racecourse development (WP10) at 31 Station Street Caulfield East, VIC be issued subject to conditions.
109. It is **recommended** that the applicant and the council be notified of the above in writing.

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.

Reviewed / Approved by:

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

- ☒ **No Conflict**
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