

# PA2403189 – 18 and 26 Lilburne Street, Lucas



## Officer Assessment Report Development Approvals & Design

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Department  
of Transport  
and Planning

# Executive Summary

Key information	Details			
<b>Application No.:</b>	PA2403189			
<b>Received:</b>	11 September 2024			
<b>Statutory Days:</b>	70			
<b>Applicant:</b>	Integra Group			
<b>Planning Scheme:</b>	Ballarat			
<b>Land Address:</b>	18 and 26 Lilburne Street, Lucas			
<b>Proposal:</b>	Use and development of a hospital including construction of a car park and construction and display of business identification signage			
<b>Development value:</b>	\$ 25,251,000			
<b>Why is the Minister responsible?</b>	In accordance with the schedule to Clause 72.01 of the Planning Scheme, the Minister for Planning is the Responsible Authority for this application for which Clause 53.22 applies.			
<b>Why is a permit required?</b>	<b>Clause</b>	<b>Trigger</b>		
<b>Zone:</b>	Clause 37.07 – Urban Growth Zone Schedule 1 (UGZ)	<i>Use land for a hospital</i> <i>Construct a building or construct or carry out works</i>		
<b>Overlays:</b>	Nil			
<b>Particular Provisions:</b>	Clause 52.05 – Signs	<i>Construct and display business identification signs</i>		
<b>Cultural Heritage</b>	The site is not located in an area of Aboriginal Cultural Heritage sensitivity.			
<b>Total site area:</b>	12,216m <sup>2</sup>			
<b>Gross Floor Area:</b>	6097m <sup>2</sup>			
<b>Height:</b>	Three Storeys excluding plant 13.5 Metres excluding plant 16 Metres including plant			
<b>Land Uses:</b>	<b>Dwellings</b>	<b>Medical Centre</b>	<b>Retail</b>	<b>Other</b>
	0	1426 sqm	995 sqm	-
<b>Parking:</b>	<b>Cars</b>	<b>Motorcycles</b>	<b>Bicycles</b>	
	84 spaces	-	11	
<b>Referral authorities</b>	City of Ballarat (informal referral)			
<b>Public Notice</b>	Notice of the application under section 52 of the Act was not required because an application under any provision of the Ballarat Planning Scheme in the UGZ which is generally in accordance with the precinct structure plan is exempt from notice and review requirements, in accordance with Clause 37.07-13.			
<b>Delegates List</b>	Approval to determine under delegation received on 6/11/2024			
<b>Recommendation</b>	The application is recommended for approval subject to the conditions as discussed.			

# Background

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

Milestone	Date
Application lodgement	11 September 2024
Further information requested	N/A
Further information received	N/A
Decision Plans	<p>Plans prepared by Swanbury Penglase, titled 'Ballarat Private Hospital', Revision H dated 23 September 2024.</p> <p>Landscape Plan, prepared by PLOT Landscape Architects, Revision TP3, dated 24 May 2024</p> <p>Town Planning Report, prepared by Context Planning, dated 6 September 2024</p> <p>Stormwater Management Plan, prepared by WGA, Revision C, dated 5 August 2024</p> <p>Waste Management Plan, prepared by Veolia, dated 22 July 2024</p> <p>Transport Engineering Assessment prepared by Traffix Group, dated August 2024</p>

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

3. The proposal went through the Development Facilitation Program preapplication process, which is detailed in the [Handover report](#).

4. The proposal underwent review by OVGA VDRP in early 2024. The plans were revised in response to issues raised, which including the following changes:

- Incorporation of a brick base to the parts of the building
- Minor re-siting of the building to the south/south-west to improve its presentation to the street (OVGA suggestion) and provide more space for the main entry area and associated landscaping on the eastern elevation.
- Improving the car parking layout and design of the public realm space for the main entry, including provision of more permeable landscaping and a better at-grade shared transition space to the main entry.
- Consolidating building services and waste collection to the north-western corner of the building (the least sensitive interface) and providing for more landscaping opportunities at this interface (adjacent to KFC building).
- Reducing the planning unit and overall car parking coverage.

5. A separate application for a three-lot subdivision, which would provide the hospital with its own site and title, is currently with the council. The application is on hold pending the outcome of this application. The proposed plans are shown in Figure 1 below.

18 Lilburne Street (Lot G on Plan of Subdivision 825918R):

Easement Reference	Purpose	Width (Metres)	Origin	Last Beneficially Favoured
E-1	CARRIAGEWAY	SEE PLAN	THIS PLAN	LOT G ON THIS PLAN
E-2, E-3	DRAINAGE	3	THIS PLAN	CITY OF BALLARAT
E-2	PIPELINES OR ANCILLARY PURPOSES	3	THIS PLAN - SECTION 136 OF THE WATER ACT 1989	CENTRAL HIGHLANDS REGION WATER CORPORATION

26 Lilburne Street (Lot 12 on Plan of Subdivision 803272P):

Easement Reference	Purpose	Width (Metres)	Origin	Last Beneficially Favoured
E-1	SEWERAGE	SEE DIAG.	AB217133	CENTRAL HIGHLANDS REGION WATER CORPORATION
E-1	DRAINAGE	SEE DIAG.	AB217149	CITY OF BALLARAT

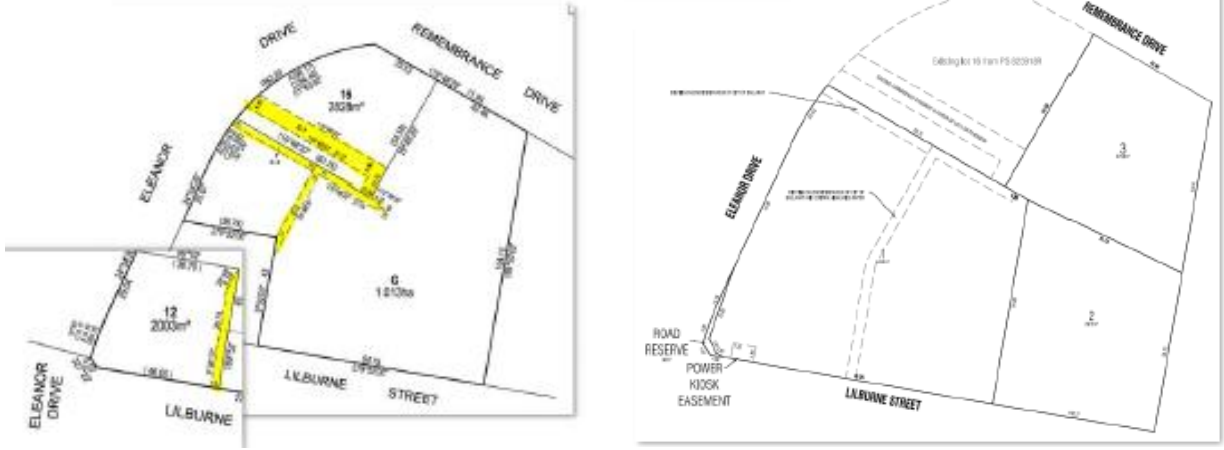


Figure 1: Easements (left) and proposed Plan of Subdivision (right)



6. The proposal can be summarised as follows:

Key Information	Details
<b>Proposal:</b>	Use and development of a hospital including construction of a car park and business identification signage
<b>Total site area:</b>	12,216 m <sup>2</sup>
<b>Gross Floor Area:</b>	6097 m <sup>2</sup>
<b>Height:</b>	16 m including plant
<b>Land uses</b>	Hospital Ancillary medical centre, café and pharmacy
<b>Car Parking</b>	<b>84</b>
<b>Bicycle Parking</b>	<b>11</b>
<b>Motorcycle parking</b>	<b>Nil</b>

7. The proposal is for use and development of a hospital, including ancillary medical centre, café and pharmacy uses at ground level.

8. Specific details of the application include:

- Buildings and works to construct a 2,312 sqm private hospital on the first and second floors. The first floor would have 24 beds, while the second floor would have 6 operating theatres, as well as areas for other supporting functions including recovery.
- The ground floor would consist of a lobby area with a central liftwell, as well as a medical centre comprising a number of tenancies including radiology (684sqm), pathology (64sqm), allied health (228sqm), café (135sqm) and pharmacy (122 sqm).
- The Hospital will be operational 24 hours per day, 7 days a week.
- It is anticipated between 26 and 46 staff members will be present on site at peak times. An additional 8-14 doctors will also be present when the operating suites are functioning.
- The medical centre will have 12 practitioners at ground level (Traffic report p.11)
- Provision of 84 car spaces, including 2 accessible spaces.
- Vehicle access will be from a proposed crossover to Lilburne Street. The traffic report shows all larger vehicles, including waste trucks, ambulances and deliveries accessing the site via the KFC carpark to the north. This was not, however, included as part of the application and therefore will require changes. This is discussed in the Assessment section of this report.
- A slip lane is proposed to be constructed in Eleanor Drive to facilitate the additional traffic to the site turning left into Lilburne Street.
- The built form is three storeys in height, with screened plant of 2.7 m to 3.5 m height located centrally on the roof. The ground level will appear recessed, with the upper levels cantilevered above.
- External finishes include a combination of brick, render and metal cladding.
- A waste collection area is proposed on the north side of the building.
- A loading area, that could also be utilised by ambulances, is proposed on the east side of the building.
- Provision for the parking of 8 spaces for bicycles to be parked in a secure room with end-of-trip facilities is proposed, in addition to 3 hoops on the east side of the building (shown on the landscape plan).
- Landscaping is proposed throughout out the subject site including provision of canopy trees, treatment to main entry areas and along street frontages.
- Four business identification signs are proposed, consisting of:
  - Two backlit 7.4 sqm signs on the east and west elevations facing the carpark and Eleanor Drive.
  - Two uplit 4.5 m high pole signs on pylons located adjacent to the proposed vehicle access to Lilburne Street and pedestrian access facing Eleanor Drive.

9. The balance of the site is shown as two proposed lots labelled 'future development', which has not been identified in this application and are in accordance with the subdivision application currently with council.
10. The applicant has provided the following image/s of the proposal:



Figure 2: Proposed Site Layout Plan





EXTERNAL VIEW - SOUTH EAST CORNER



EXTERNAL VIEW - NORTH EAST CORNER



EXTERNAL VIEW - SOUTH WEST CORNER



EXTERNAL VIEW - WESTERN ENTRY

Figure 3: 3D perspectives



# Subject Site and Surrounds

## Site Description

11. The site is located on the north-east corner of the intersection of Eleanor Drive and Lilburne Street. The subject site is located adjacent to the Neighbourhood Activity Centre located in the northeast corner of the Alfredton West Precinct Structure Plan. The site is currently vacant.

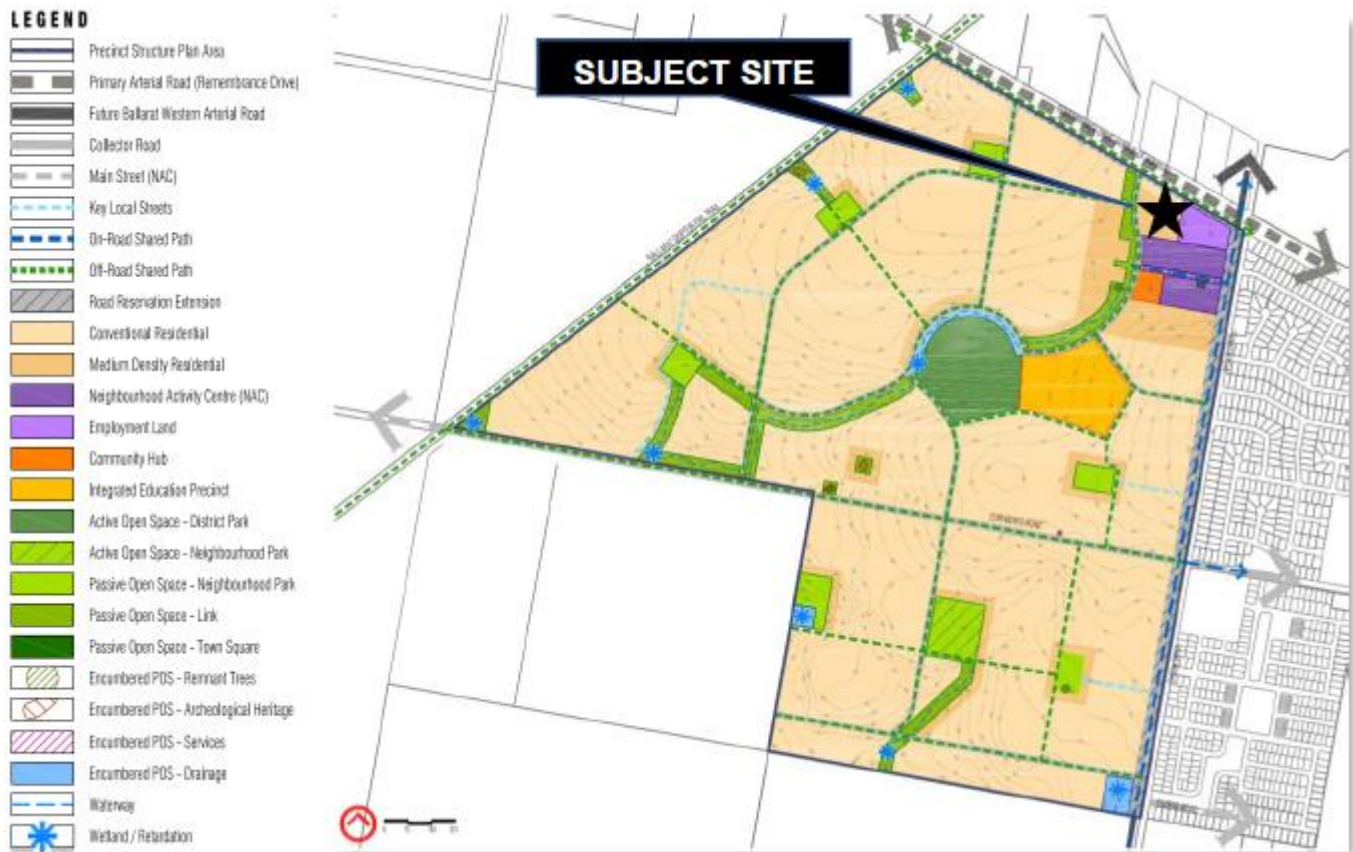


Figure 4: Alfredton West Precinct Structure Plan

12. The site comprises two titles, formally known as:

- Lot G on Plan of Subdivision 825918R (18 Lilburne St)
- Lot 12 on Plan of Subdivision 803272P (26 Lilburne Street)

13. Lot G is 1.013 ha in size and is encumbered by stormwater and drainage easements. The plan of subdivision also shows a carriageway easement in the adjoining Lot 16 (KFC) in favour of the subject site.

14. Lot 12 is 2003 sqm in size and is also encumbered by a drainage easement on its east boundary.

15. Two s173 Agreements are registered on both lots as follows:

- Section 173 Agreement AJ791785S dated 12/07/2012, relating to the deferment of water and sewerage works to connect the lots in the plan of subdivision.
- Section 173 Agreement AJ511076R dated 23/02/2012, implements development contributions in lieu of a formal development contributions plan. Notably the 'trigger' points for when contributions are required are related to subdivision or things other than development of the land.



Figure 5: Aerial view of subject site (Source: Planning Report)

## Site Surrounds

16. The surrounding development consists mainly of the Lucas Town Centre which is the only designated activity centre in the Alfredton West Precinct Structure Plan.
17. Development surrounding the site can be described as follows:
  - To the **north** of the site is a KFC takeaway restaurant with drive-thru, and the Remembrance Drive road reserve.
  - To the **south** of the site is an office building, service station and carparking for Coltman Plaza.
  - To the **east** of the site is a large medical centre and carparking.
  - To the **west** of the site is a conventional residential area, which is separated from the site by Eleanor Drive and a drainage/open space corridor.



## Municipal Planning Strategy

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

Clause no.	Description
02.01	Context
02.02	Vision
02.03-1	Settlement
02.03-5	Built Environment and Heritage
02.04	Strategic Framework Plans

## Planning Policy Framework

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

Clause no.	Description
11	Settlement
11.01-1S	Settlement
11.01-1-1R	Settlement – Central Highlands
11.02-1S	Supply of Urban Land
11.02-2S	Structure Planning
11.03-1S	Activity Centres
11.03-1L	Activity Centres
11.03-2S	Growth Areas
13	<b>Environmental Risks and Amenity</b>
13.05-1S	Noise Management
13.07-1S	Land Use Compatibility
13.07-1L	Non-residential uses in residential zones
15	<b>Built Environmental and Heritage</b>
15.01-1S	Urban Design
15.01-1L	Urban Design
15.01-2S	Building Design
17	<b>Economic Development</b>
17.01-1S	Diversified Economy
17.01-1R	Diversified Economy – Central Highlands
18.02-7S	Airports and airfields
18	<b>Transport</b>
18.01-1S	Land Use and Transport Integration
18.01-2S	Transport system
18.01-2R	Transport system – Central Highlands
18.01-2L	Transport system – Ballarat
19	<b>Infrastructure</b>
19.02-1S	Health facilities



Clause no.	Description
19.02-1L-1	Ballarat medical facilities
19.03-3S	Integrated Stormwater Management

20. The Assessment section of this report provides a detailed assessment of the relevant planning policies (as relevant to the proposal and key considerations).

## Statutory Planning Controls

### Urban Growth Zone – Schedule 1

21. The subject site is included within the Urban Growth Zone (UGZ) - Schedule 1 – Alfredton West Precinct Structure Plan. Specifically, Plan 1 to Schedule 1 to Clause 37.07 identifies the subject site as Medium Density Residential. The relevant applied zone applicable to Precinct 1 is Clause 32.07- Residential Growth Zone, pursuant to Clause 2.1 of Schedule 1 to Clause 37.07.
22. Under Clause 32.07 a permit is required to use and develop land for a hospital.

### Particular Provisions

23. **Clause 52.05** applies to this application for construction and display of signage. Pursuant to Clause 7.0 of Schedule 1 to Clause 37.07 the advertising category is the category which is applicable for the Residential Growth Zone, which is Category 3.
24. A permit is required under Clause 52.05 for the proposed business identification signs, which include two pole (pylon) signs.
25. **Clause 52.06** provides the carparking requirements, displayed in the table below:

Use	Rate	Spaces required
Hospital	To the satisfaction of the RA	N/A*
Medical centre	5 spaces to the first person providing health services plus 3 spaces to every other person providing health services	38
Retail tenancies (shop - pharmacy)	4 to each 100 sqm of net floor area	4
Food and Drink Premises (café)	4 to each 100 sqm of leasable floor area	5
TOTAL		47*

26. A common carpark is provided for the hospital and ancillary uses with 84 spaces. As there is no specified rate for hospital parking, a planning permit is not required for any reduction – but must be to the satisfaction of the responsible authority.

27. **Clause 52.34** sets out the requirements for provision of bicycle parking, displayed in the table below. It is noted under Clause 52.34 if the number of spaces required is not a whole number, if above one half it is rounded up to the next whole number.

Use	Rate	Spaces required
<b>Hospital (24 beds)</b>	Employee: 1 to each 15 beds Visitor: 1 to each 30 beds	<b>3</b>
<b>Medical centre (12 practitioners)</b>	Employee: 1 to each 8 practitioners Visitor: 1 to each 4 practitioners	<b>5</b>
<b>Shop (pharmacy)</b>	Not required as leasable floor area is less than 1000sqm	<b>0</b>
<b>Retail premises (café – 135sqm)</b>	Employee: 1 to each 300 sq m of leasable floor area Visitor: 1 to each 500 sq m of leasable floor area 1 to each 4 practitioners	<b>0</b>
<b>TOTAL</b>		<b>8</b>

28. The proposal includes 11 bicycle parking spaces, as well as end of trip facilities, which meets the requirements of Clause 52.34.
29. Clause 53.18 applies to this application for buildings and works. The clause includes standards and objectives relating to stormwater.
30. Clause 53.22 Significant Economic Development is relevant as the application seeks approval under this provision. The proposal falls under Category 1 for uses in Table 2 (Hospital) where the estimated development cost is over \$10 million in a non-metropolitan Melbourne area.

## Other Strategic considerations

### Incorporated Documents / Structure Plans

31. The Alfredton West Precinct Structure Plan, March 2011 (**the PSP**) provides strategic land use and development guidance and sets out the vision and structure for the development of a new urban area. Plan 5 of the PSP identifies the Urban Structure Plan. The subject land is identified for Medium Density Residential.
32. The Neighbourhood Activity Centre (**NAC**) Concept Plan (Figure 3) also identifies the land for medium density housing, with land adjoining to the east and south identified for employment, mixed use and carparking. Land to the west was also identified for medium density housing.
33. An Urban Design Framework for the NAC, required under the UGZ5 and PSP, also shows the subject land for medium density housing, as shown in the image below.

**SUBJECT SITE**

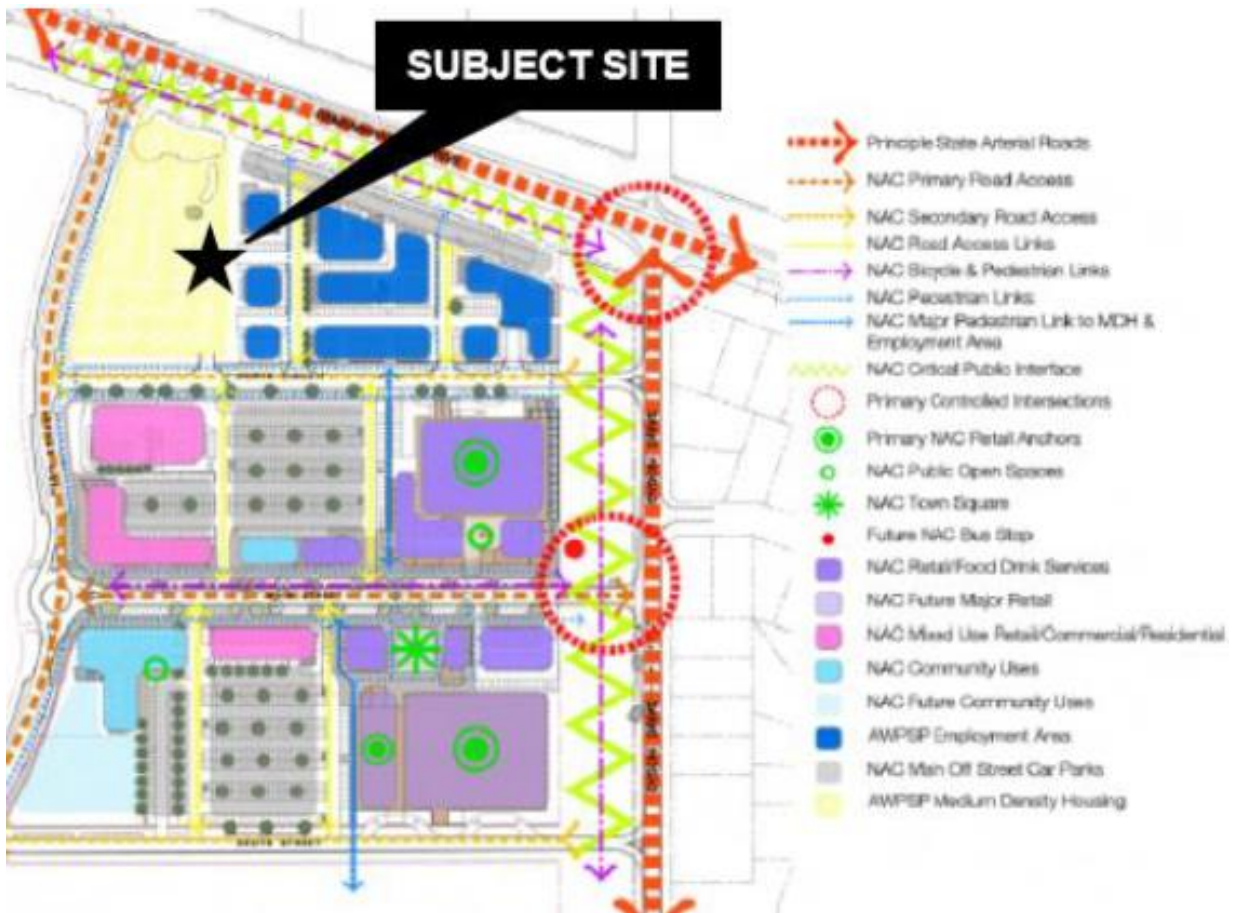


Figure 5: Neighbourhood Activity Centre Urban Design Framework plan



## Referrals

34. No referrals were required for the proposal under section 55 of the *Planning and Environment Act*.

## Informal referrals / agency advice

City of Ballarat

35. The application was referred informally to the City of Ballarat which was supportive of a hospital being located in the PSP area, but raised concerns about the following matters:
- The proposal 'not being generally in accordance' with the PSP, as the land is designated medium density residential.
  - Impact on housing supply by using the subject site for a hospital instead of medium density housing.
  - Lack of master planning for the balance of the site.
  - Poor car park interface with Lilburne Street.
36. The council also provided comment on aircraft noise from Ballarat Airport, ESD and engineering.
37. All matters raised by the council are discussed in the assessment section of this report.

Urban Design

38. The application was referred internally to DTP's urban design officers which acknowledged the applicant team has responded to urban design advice provided through the Development Facilitation Process and commend them on their adaptability in revising the scheme. Urban designers were satisfied with the changes made and had no further recommendations to provide.

## Notice

39. The application is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the *Planning and Environment Act 1987* pursuant to the following provisions:
- Clause 37.07-13.

## What are the key considerations?

### Strategic Direction and Land Use

#### Generally in accordance with PSP

40. The council questioned whether the proposed use meets the requirement of the Urban Growth Zone for the proposal to be generally in accordance with the PSP, given it is shown on the Urban Structure Plan as being 'Medium Density Residential'. As noted earlier in this report, it is also shown in the NAC concept plan and UDF for medium density residential use.
41. It is considered, however, that the proposal for a hospital use is generally in accordance with the PSP, particularly on the following grounds:

- The proposal is consistent with the PSP objectives for community facilities, including hospitals, which include:

*To support and plan for the provision of community facilities to be located within the vicinity of the NAC (community hub) and integrated education precinct and that are accessible by public transport, walking and cycling (p42).*

The proposal is also consistent with other PSP objectives, including:

*...opportunity for employment in and around the NAC (p25).*

*To facilitate the development of services and employment opportunities located within or in the vicinity of the neighbourhood activity centre (p52).*

- The proposed use as a hospital is consistent with the purpose of the applied zone (Residential Growth) which includes:

*To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*

42. The applicant has provided legal advice affirming the proposal is generally in accordance with the PSP, noting case law in *Java Sands Pty Ltd v Frankston CC [2006] VCAT* provides:

*“the designation of areas as residential does not imply anything about the uses that may locate in these areas.”*

43. The advice also notes other non-residential uses have been supported by council outside the Neighbourhood Activity Centre Area shown on the Urban Structure Plan, including a convenience restaurant adjacent to the site.

#### Consistency with State and Local policy

44. The proposal is highly consistent with state and local planning policy relevant to hospitals, of which the key policies are:

- Clause 19.02-1S Health facilities:
  - Facilitate the location of health and health-related facilities (including acute health, aged care, disability services and community care facilities) taking into account demographic trends, the existing and future demand requirements and the integration of services into communities.
  - Locate hospitals and other large health facilities in designated health precincts and areas highly accessible to public and private transport.
- Clause 18.01-2L Transport System – Ballarat: Develop land in convenience living corridors to support a high frequency public transport network.
- Clause 13.07-1L (Non-residential uses in residential zones) which includes the following strategies:
  - Locate non-residential uses on:
    - Corner sites that adjoin, or have access to, a road in a Transport Zone.
    - Sites that abut non-residential (preferably commercial) land uses.





- Sites located on the periphery of commercial or industrial zones.
- Clause 18.02-7S Airports and airfields:
  - Minimise the detrimental effects of aircraft noise when planning for areas around airports and airfields.
  - Plan for areas around airports and airfields so that land use or development does not prejudice future airport or airfield operations or expansions in accordance with an approved strategy or master plan for that airport or airfield.
  - Limit the intensification of noise-sensitive land uses, and avoid zoning or overlay changes that allow noise-sensitive land use and development, where ultimate capacity or long-range noise modelling indicates an area is within a 20 Australian Noise Exposure Forecast (ANEF) contour or higher.
- 45. The NAC is within the only future high frequency public transport corridor in the PSP identified on the Transport and Infrastructure Plan in Clause 02.04 of the Municipal Planning Statement. Given the primacy of locating hospitals near public transport, and the scarcity of its availability in the PSP area, the subject land is one of the few sites in the PSP where it should be located.
- 46. The subject land also meets other locational criteria, being located on a corner site, located adjacent to the activity centre.

#### **Aircraft noise**

- 47. Clause 18.02-7S Airports and airfields provides the following relevant policy directions:
  - Minimise the detrimental effects of aircraft noise when planning for areas around airports and airfields.
  - Plan for areas around airports and airfields so that land use or development does not prejudice future airport or airfield operations or expansions in accordance with an approved strategy or master plan for that airport or airfield.
  - Limit the intensification of noise-sensitive land uses, and avoid zoning or overlay changes that allow noise-sensitive land use and development, where ultimate capacity or long-range noise modelling indicates an area is within a 20 Australian Noise Exposure Forecast (ANEF) contour or higher.
- 48. The council has advised 'the land is, or will in the future, be subject to aircraft noise exposure associated with Ballarat Airport. It is recommended that any building constructed on the land accommodating a sensitive use (defined as residential, childcare, kindergarten, pre-school centre, primary school, secondary school or children's playground) complies with the noise attenuation measures required by Section 3 of Australian Standard AS 2021-2015, Acoustics – Aircraft Noise Intrusion – Building Siting and Construction, issued by Standards Australia International Ltd.'
- 49. The council is currently completing a final master plan for Ballarat Airport. The technical documents for the masterplan show the subject land on the outer edge of the area affected by noise and hospitals are a building type covered in the Australian Standard.
- 50. The applicant has disputed the subject site is affected, referring to a concept plan showing the site outside the affected area.
- 51. The airport masterplan has not been implemented in the planning scheme, nor is potential aircraft noise noted in the PSP. The site is on the outer edge of the affected area and there are other noise-sensitive uses in the immediate vicinity. It is therefore considered no permit conditions are required for this matter, nor are any suggested by the council. A note will be placed on the permit with the council's advice.
- 52. The building regulation requirements provide further measures to ensure acoustic amenity for occupants of the proposed hospital.

#### **Impact on housing supply**

- 53. Given the high level of consistency with planning objectives, it appears the other key concern of the council is the reduction in housing yield that could otherwise be located on the land.
- 54. It is accepted the need for housing is significant, however a hospital in this location is also clearly encouraged under state and local policy, particularly given the accessibility to public transport, activity centre, other medical facilities



and a road in a Transport Zone. A hospital is also critical to the community service needs of a residential area and supports housing growth in the PSP area generally.

55. In accordance with Clause 71.02-3 (Integrated decision making) planning and responsible authorities should endeavour to integrate the range of planning policies relevant to the issues to be determined and balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations.
56. It is considered there is a clear net community benefit from the proposed hospital in this location, which can be balanced against the foregone medium density housing in this location.
57. Contrary to the council's request, master planning for the remainder of the undeveloped land is not required and can be undertaken at a later stage. The future use and development of the remaining land area will not be unacceptably affected by the hospital development on part of the site.

### **Ancillary uses**

58. The ancillary medical centre, café and pharmacy uses are regarded as part of and consistent with, as well as subordinate to, the primary hospital use proposed. Therefore, these uses do not require a separate permit and can be considered as part of the subject application.

### **Built form**

59. In considering the design and built form of the proposed development, the most relevant clauses of the scheme are Clause 15.01-1S, 15.01-1L Urban Design and Clause 15.01-2S Building Design. The following assessment will consider the building design response with respect to height, massing, setbacks and the associated relationship to nearby buildings.
60. The built form is of an appropriate height, ranging between 13.5 m and 16 m and achieves a strong presence at the corner and along Eleanor Drive and Lilburne Street, which is appropriate given its location in and adjacent to the NAC. The additional plant and lift core height will be screened and recessed from the main building facades. It will also be partly screened by the 1 m high parapet.
61. Setbacks provided will facilitate landscaping along each of these frontages, enhancing the site's interface with the public realm. The ancillary medical centre, pharmacy and café uses will be accommodated at ground level, with a shared access and lobby area at ground. The hospital reception area will be at first floor level, access via lifts and stairs from the ground lobby.
62. The architectural treatment of the built form is proposed to be of a contemporary nature. The built form provides treatment around its key pedestrian edges to respond to pedestrian safety and amenity incorporating cover, windows for passive surveillance and separation from vehicle movements. In addition, high quality materials and appropriate finishes and colours ensure the built form is consistent with the location of the site adjacent to or as part of the NAC, as well as the NAC UDF guidelines.
63. The provision of the pedestrian entry from Eleanor Drive is considered to enhance this street and its location at the gateway to the PSP area. The proposal also includes a dedicated pathway from Lilburne Street to the second entry on the east side of the building, which will also enhance the activation to this street.
64. The carpark interface with Lilburne Street is considered appropriate, noting it will be landscaped and includes tree planting throughout. Unlike Eleanor Drive, or Coltman Plaza, there is no emerging 'street wall' character in Lilburne Street – instead building setbacks are varied and carparking areas directly front the street.
65. Overall, the built form proposed to both Eleanor Drive and Lilburne Street has been designed to be generally in accordance with the relevant PSP and provides active frontages to address the public realm and ensures a high-quality built form outcome is achieved.

### **Signage**

66. The proposed signs on the east and west elevations are integrated into the building design and provide appropriate identification for the hospital. Similarly, the two pole signs are in appropriate locations, are modest in height and will assist in identifying the hospital. Elevations will be required for the pole signs, as only limited detail is provided on the current application plans.



## Car Parking, Loading, Bicycle Storage and Other Services

### Access, traffic movements and circulation

67. Vehicle access is proposed via Lilburne Street. A left hand turn slip lane is proposed in Eleanor Drive in accordance with the recommendations of the traffic report.
68. The traffic report also assessed larger vehicles, including waste trucks and loading/unloading large vehicles as accessing the site via the KFC carpark to the north.
69. This is problematic as the works were not shown on the plans and the KFC land was not included in the application.
70. Further complicating the matter is the carparking is likely required for the KFC and may require further planning permission to remove it, which may or may not be approved by Council. Council did not provide feedback on this matter, which was identified late in the process, given it was not proposed in this application – rather it was only shown in the traffic report appendices.
71. To resolve this matter, a condition of permit will require a traffic management plan showing all access exclusively from Lilburne Street.

### Car Parking

72. A total of 84 car spaces are proposed across the redeveloped site. The statutory parking requirement for the ancillary uses is 47 spaces. The provision for the hospital therefore, which does not have a specified rate in the planning scheme, is 37 spaces.
73. In the absence of a statutory rate, the traffic report specified an appropriate rate of 0.8 spaces per bed, plus six spaces per operating theatre and 7 administration spaces, resulting in a total demand of 62 spaces. The rate for the medical centre is 38 spaces. The total spaces required for the hospital and medical centre is therefore, based on the traffic report, 100 spaces.
74. While this seemingly presents as a shortfall in parking provision, it is probable there will be a high incidence of multipurpose trips, resulting in less parking demand.
75. The retail and cafe uses will likely be used almost exclusively by patients, staff and their visitors. Therefore these are probably unlikely to generate a significant amount of additional parking demand.
76. The site is also adjacent to an activity centre, with a medical centre located opposite. It is probable some users may visit both the hospital and medical centre.
77. There is also significant onstreet and offstreet parking available in the surrounding area and notably Council has not objected to the carparking provision.
78. The proposal originally included more carparking, including on the balance lots, which was removed from the plans during the preapplication process, as recommended by OVGA in favour of achieving improved urban design for the site and activity centre.

### Design Standards for Car Parking

79. The proposal has been designed generally to meet the carparking standards of Clause 52.06-9 for minimum carspace and aisle width dimensions. Council has also not raised any concerns in this regard. The carparking and aisle widths are not shown on the plans but generally scale to the standard dimensions.
80. The traffic report, which is based on earlier plans, specifies the proposal complies with Clause 52.06-9, although the plans have been updated since the report was written. A condition of permit will require amended plans showing details and dimensions of the carparking in accordance with the standards.

### Bicycle Facilities

81. The proposal meets the bicycle facility requirements of Clause 53.34 as described earlier in the proposal description.



## **Waste**

82. As noted earlier a condition of permit will require waste collection to be via Lilburne Street.
83. Council has also requested the waste storage area on the north side of the building be moved, as it encroaches an easement. The applicant has advised 'the storage area for the waste bins is intended to be an open area, made up of aluminium slatted fence panels and gates, which can be removed in the event of access being required to the stormwater easement. A condition of permit will require this to be made clear on the plans as details of this area are currently unclear.
84. The waste management plan proposes to collect the bins between 6.30am and 6.00pm. The plan does not indicate the frequency of collection. The proposed building is 80 – 86m from the closest dwelling, with the waste collection area setback further. The waste collection will also be setback into the site, away from the balance lots in the event they are developed for housing. Waste collection will occur for other non-residential uses in the area, including for the KFC and medical centre. The proposed waste collection is therefore considered satisfactory. A permit condition will require the waste management plan to be updated to include collection frequency.

## **Environmental**

### **Environmentally Sustainable Design (ESD)**

85. Council has recommended a number of sustainability initiatives in response to the Urban Design Framework. The applicant has provided a completed checklist to the UDF, indicating the proposal will incorporate ESD initiatives, but has not specified what these would be. The applicant has said rainwater harvesting and onsite stormwater detention would be incorporated, but this is not shown on the plans or the stormwater strategy, which specifies there will be no onsite detention.
86. A condition of permit will therefore require an ESD statement that details the initiatives.

### **Stormwater management**

87. The proposal has not included a response to Clause 53.18. The provision requires an application to construct a building or carry out works, including for a hospital in an Urban Grown Zone where a PSP applies, to meet stormwater and site management objectives.
88. As the site is in a greenfield area subject to a precinct structure plan, stormwater has been planned for to be treated downstream to achieve stormwater quality objectives. The stormwater strategy has therefore not recommended any onsite detention or treatment measures. The report states this was based on advice from Council, which has not raised any concerns.

# Conclusion



## Recommendation

89. It is recommended a Delegate of the Minister for Planning issue Planning Permit No. PA2403189 for Use and development of a hospital including construction of a car park and construction and display of business identification signage at 18 and 26 Lilburne Street, Lucas, subject to conditions.

## Conclusion

90. The proposal is generally consistent with the relevant planning policies of the Ballarat Planning Scheme and will contribute to the provision of a hospital adjacent to the Neighbourhood Activity Centre area.
91. It is recommended that the applicant and 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.

Name: [Redacted] Signed: [Redacted]

Title: Senior Planner, Development Approvals and Design

Phone: [Redacted] Dated: 21 November 2024

**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**
- Conflict and have therefore undertaken the following actions:
  - Completed the **Statutory Planning Services declaration of Conflict/Interest form.**
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  - Attached the Statutory Planning Services declaration of Conflict/Interest form into the relevant electronic workspace.

Name: [Redacted] Signed: [Redacted]

Title: Manager, Priority Projects

Phone: [Redacted] Dated: 28/11/2024