

Mentone Grammar School

June 2021

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Mentone Grammar School

June 2021

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1 Introduction

This report has been prepared to accompany an application for planning permit relating to the land at 75-77 Naples Road, 33-35 Warrigal Road, and 37 Warrigal Road, Mentone (**the subject site**). The land forms part of the Mentone Grammar School campus.

The application seeks approval to replace an existing building and a sports field with a new school building, basement style car park and sporting field.

This report provides:

- A description of the subject site and surrounds;
- A description of the proposal;
- A summary of the applicable statutory planning framework; and
- An assessment of the proposal taking into account all relevant town planning considerations.

The project team comprises:

McIldowie Partners

Project Architect

Craig Eldridge Design

Landscape Architects

OneMileGrid

Traffic Engineers

Marshall Day Acoustics

Acoustic Engineers

Integral

Sustainable Development Consultants

Andrew Long & Associates

Cultural Heritage Advisors

Reeds Consulting

Project Surveyors

Contour Consultants

Town Planning Consultants

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2 Site Context Analysis

2.1 Subject Site

The subject site comprises four lots known as 75-77 Naples Road, 33-35 Warrigal Road, and 37 Warrigal Road, Mentone and is formally identified as:

Lot 1 Title Plan 434611L

Lot 1 Plan of Subdivision 26716

Lot 3 Plan of Subdivision 26716

Lot 4 Plan of Subdivision 26716

The subject site is located between Naples Road and Warrigal Road. It is irregular in shape and forms part of the Mentone Grammar School campus.

The site is currently occupied by a double storey brick building as well as a synthetic surfaced sports field. The adjacent school grounds to the land affected by this application are landscaped as part of the overall school campus.

The topography of the site incorporates a significant fall from north to south. It is noted that the natural ground level across the site is highly modified and incorporates a number of retaining walls and associated structures that step down in level towards Naples Road.

An easement exists across part of the subject land. Reeds Consulting (surveyors) have provided the following information in relation to the status of this easement:

An easement for drainage and sewerage purposes was appropriated in LP26716 and is labelled E-1 on that plan. The beneficiaries of this easement are all the lots on LP26716, therefore the easement benefits and encumbers land owned only by Mentone Grammar.

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2 Site Context Analysis

2.2
SurroundsNorth:

- Immediately north-west of the subject site, on the west side of Lucerne Street is a continuation of the Mentone Grammar School campus. Fronting Lucerne Street, the campus incorporates classroom buildings, a performing arts centre, aquatics centre and car parking. Further north is the school's main sporting oval.
- Further to the north-west is Kilbreda College which is surrounded by the Mentone Parade shopping strip and a range of dwelling types.
- Also to the north, running in a north-west/south-east direction is the Frankston Railway Line. Mentone Railway station is located approximately 800 meters north of the subject site.

East

- Warrigal Road adjoins the eastern boundary of the subject site and is included in the Road Zone Category 1.
- Fronting Warrigal Road are a range of dwellings, including townhouse and multi-unit types.

South

- Naples Road forms the southern boundary of the subject site and is a two-way road with one lane in each direction.
- On the south side of Naples Road, directly opposite the subject site, is St Bede's College. The College includes a range of buildings that vary in height as well as sports grounds and outdoor play areas.
- Further to the south is Beach Road, the foreshore reserve and Port Phillip Bay.

West

- To the west, properties are predominantly residential.
- The Mentone RSL is located to the west and is accessed via Palermo Street and Mentone Parade.

The built form context of the area is characterised by a high concentration of school related properties, a range of dwelling types and the largely open and exposed railway reserve. The high concentration of education related buildings contributes to a highly varied built form context that ranges from one to two storey dwellings through to three storey educational buildings.

It is worthy to note that Mentone Grammar School is the owner of or has contracted to purchase a number of residential properties surrounding

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2 Site Context Analysis

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the existing school campus. These properties are highlighted on the following pages.

The subject site has excellent access to public transport options forming part of the Principal Public Transport Network (PPTN). Transport options include the Frankston Railway Line and bus routes that are proximate to the subject site.

The site is also accessed by convenient pedestrian and bicycle infrastructure (i.e., on-road bicycle lanes).

Figure 2.1 Locality Plan

Source: Melway (Source: May 2021)

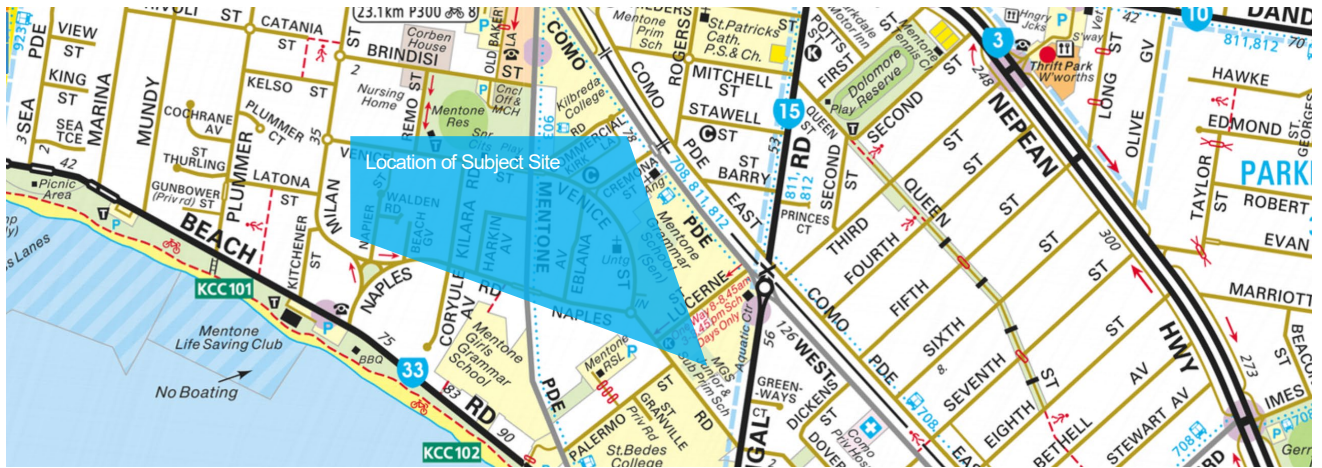


Figure 2.2 Cadastral Plan

Source: VicPlan (May 2021)



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Figure 2.3
Mentone Grammar School (MGS) Campus Map



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Figure 2.4
Surrounding Properties owned by Mentone Grammar School



Figure 2.5
Aerial Photo (1)

Source: Nearemap (May 2021)



Figure 2.6
Aerial Photo (2)

Source: Nearamap (May 2021)



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3 Proposal

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It is proposed to replace the existing building known as 'Bayview' and the adjacent sports field with a new building, basement car park and sports field.

The application is described in the accompanying architectural plans prepared by McIldowie Partners (dated 24 June 2021) and summarised as follows:

- Removal of the existing sports field and building known as 'Bayview'. Associated removal of existing landscaping and vegetation to facilitate replacement of these spaces.
- Two new vehicle crossovers to Naples Street.
- Alterations to an existing crossover to Warrigal Road.
- A basement style car park providing 130 car parking spaces, which includes ten electric vehicle charging spaces, two accessible car spaces and six pick up/drop off car spaces.
- A new synthetic sports field above the proposed car park.
- A bicycle storage area with capacity for 32 bicycles.
- Construction of a new building containing a multi-purpose hall, ten classrooms at each level, a science lab, learning lounge spaces, an amphitheatre, a range of amenities for staff and students and an administration/office area. A terrace is located at roof level and is accessed via two stairwells and a lift.
- Entry to the new building will be from Warrigal Road as well as the basement car park and surrounding outdoor areas. This provides excellent connectivity to the adjacent parts of the school campus.

In addition to the above, the following built form outcomes are noted:

- A maximum overall building height of 17.595 metres measured from the basement floor level to the top of the proposed glass balustrade at roof level.
- The proposed car park is located below a new synthetic sports field that is well connected to the new building. The proposed car park is set back 1.0m from the Naples Road site boundary to allow for the provision of landscaping generally in accordance with the landscape plan that accompanies the application.
- The proposed building is set back a minimum of 2.49 meters from Warrigal Road.
- Materials and finishes include layered concrete, brick, aluminium cladding, clear glass and perforated silver metal screens.

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3 Proposal

The proposed landscaping is described in the accompanying landscape plans prepared by Craig Eldrige Design (dated 21 June 2021) and summarised as follows:

The proposed building incorporates a range of ESD initiatives that are to be read with the accompanying Sustainable Management Report prepared by Integral (dated 17 June 2021):

- Ten electric vehicle charging car parking spaces in basement.
- Rainwater harvesting.
- Landscaping to incorporate recycled water for irrigation and Water Sensitive Urban Design Features.
- Proposed solar PV installation.
- Landscaped roof terrace and vegetated areas

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4 Planning Policy Framework

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4.1 Planning Policy Framework

The subject land is affected by the Kingston Planning Scheme.

The following clauses of the Planning Policy Framework are relevant to the proposal.

- Clause 11.01-1S Settlement
- Clause 11.01-1R Settlement – Metropolitan Melbourne
- Clause 11.02-1S Supply of urban land
- Clause 13.05-1S Noise Abatement
- Clause 13.07-1S Land use compatibility
- Clause 15.01-1S Urban design
- Clause 15.01-1R Urban design – Metropolitan Melbourne
- Clause 15.01-2S Building design
- Clause 15.01-4S Healthy Neighbourhoods
- Clause 15.01-4R Healthy Neighbourhoods – Metropolitan Melbourne
- Clause 15.01-5S Neighbourhood character
- Clause 15.02-1S Energy and resource efficiency
- Clause 17.01-1S Diversified economy
- Clause 18.02-1S Sustainable personal transport
- Clause 18.02-4S Car Parking
- Clause 19.02-2S Education facilities

Clause 11.01-1S Settlement

The objective of this clause is to *promote the sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements.*

The following strategies are relevant to the proposal:

Develop sustainable communities through a settlement framework offering convenient access to jobs, services, infrastructure and community facilities.

Promote and capitalise on opportunities for urban renewal and infill redevelopment.

Develop compact urban areas that are based around existing or planned activity centres to maximise accessibility to facilities and services.

Ensure retail, office-based employment, community facilities and services are concentrated in central locations.

In summary, this Clause seeks to ensure that opportunities to concentrate growth and development within existing settlements are maximised.

Plan Melbourne 2017-2050 is a policy document to this Clause.

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Clause 11.01-1R Settlement – Metropolitan Melbourne

Similar to Clause 11.01-1S, this clause seeks to:

Create mixed-use neighbourhoods at varying densities, including through the development of urban-renewal precincts, that offer more choice in housing, create jobs and opportunities for local businesses and deliver better access to services and facilities.

It is also noted that the development of the Suburban Rail Loop is a key project to support Melbourne's growing population. It is understood that Stage 1 of the SRL project will connect with Cheltenham Railway Station which is to the north of Mentone Grammar School.

Clause 11.02-1S Supply of urban land

This Clause addresses the supply of urban land to ensure there is an ongoing provision to support a range of uses and provide opportunities for the consolidation, redevelopment, and intensification of existing urban areas.

Clause 13.05-1S Noise Abatement

The objective of this clause is:

To assist the control of noise effects on sensitive land uses.

The strategy to achieve this objective is:

Ensure that development is not prejudiced and community amenity is not reduced by noise emissions, using a range of building design, urban design and land use separation techniques as appropriate to the land use functions and character of the area.

Clause 13.07-1S Land use compatibility

The objective of Clause 13.07-1S is:

To protect community amenity, human health and safety while facilitating appropriate commercial, industrial, infrastructure or other uses with potential adverse off-site impacts.

This clause ensures that land use and development is compatible with surrounding and adjoining land uses to avoid adverse off-site impacts.

Clause 15.01-1S Urban design

The objective of this clause is:

To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.

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Strategies to achieve this objective include:

Require development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate.

Ensure development contributes to community and cultural life by improving the quality of living and working environments, facilitating accessibility and providing for inclusiveness.

Ensure the interface between the private and public realm protects and enhances personal safety.

Ensure development supports public realm amenity and safe access to walking and cycling environments and public transport.

Ensure that the design and location of publicly accessible private spaces, including car parking areas, forecourts and walkways, is of a high standard, creates a safe environment for users and enables easy and efficient use.

Ensure that development provides landscaping that supports the amenity, attractiveness and safety of the public realm.

Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.

Promote good urban design along and abutting transport corridors.

Clause 15.01-1R Urban design – Metropolitan Melbourne

Similar to Clause 15.01-1S, this Clause seeks to ensure quality design and amenity is considered.

Clause 15.01-2S Building design

The objective of this Clause is:

To achieve building design outcomes that contribute positively to the local context and enhance the public realm.

Strategies to achieve this objective include:

Ensure a comprehensive site analysis forms the starting point of the design process and provides the basis for the consideration of height, scale and massing of new development.

Ensure development responds and contributes to the strategic and cultural context of its location.

Minimise the detrimental impact of development on neighbouring properties, the public realm and the natural environment.

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Ensure the form, scale, and appearance of development enhances the function and amenity of the public realm.

Ensure buildings and their interface with the public realm support personal safety, perceptions of safety and property security.

Ensure development is designed to protect and enhance valued landmarks, views and vistas.

Ensure development provides safe access and egress for pedestrians, cyclists and vehicles.

Ensure development provides landscaping that responds to its site context, enhances the built form and creates safe and attractive spaces.

Encourage development to retain existing vegetation.

Clause 15.01-4S Healthy Neighbourhoods

The objective of Clause 15.01-4S is:

To achieve neighbourhoods that foster healthy and active living and community wellbeing.

Clause 15.01-4R Healthy Neighbourhoods – Metropolitan Melbourne

This clause focuses on the development of 20-minute neighbourhoods within Melbourne.

Clause 15.01-5S Neighbourhood character

The objective of this Clause is:

To recognise, support and protect neighbourhood character, cultural identity, and sense of place.

Strategies to achieve this objective include:

Support development that respects the existing neighbourhood character or contributes to a preferred neighbourhood character.

Clause 15.02-1S Energy and resource efficiency

The objective of this Clause is:

To encourage land use and development that is energy and resource efficient, supports a cooler environment and minimises greenhouse gas emissions.

Strategies to achieve this Clause include:

Improve the energy, water and waste performance of buildings and subdivisions through environmentally sustainable development.

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Promote consolidation of urban development and integration of land use and transport.

Improve efficiency in energy use through greater use of renewable energy technologies and other energy efficiency upgrades.

Support low energy forms of transport such as walking and cycling.

Reduce the urban heat island effect by greening urban areas, buildings, transport corridors and open spaces with vegetation.

Encourage retention of existing vegetation and planting of new vegetation as part of development and subdivision proposals.

Clause 17.01-1S Diversified economy

The objective of this clause is:

To strengthen and diversify the economy.

Of relevance to this application are strategies to:

Facilitate growth in a range of employment sectors, including health, education, retail, tourism, knowledge industries and professional and technical services based on the emerging and existing strengths of each region.

Improve access to jobs closer to where people live.

Clause 18.02-1S Sustainable personal transport

The objective of this Clause is:

To promote the use of sustainable personal transport.

Relevant strategies include:

Require the provision of adequate bicycle parking and related facilities to meet demand at education, recreation, transport, shopping and community facilities and other major attractions when issuing planning approvals.

Clause 18.02-4S Car Parking

The objective of this clause is:

To ensure an adequate supply of car parking that is appropriately designed and located.

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The following strategies are relevant to the consideration of the application:

Encourage the efficient provision of car parking by consolidating car parking facilities.

Design and locate local car parking to:

- *Protect the role and function of nearby roads.*
- *Enable easy and efficient use.*
- *Enable the movement and delivery of goods.*
- *Achieve a high standard of urban design and protect the amenity of the locality, including the amenity of pedestrians and other road users.*
- *Create a safe environment, particularly at night.*
- *Facilitate the use of public transport.*

Protect the amenity of residential precincts from the effects of road congestion created by on-street parking.

Clause 19.02-2S Education facilities

The objective of this Clause is:

To assist the integration of education and early childhood facilities with local and regional communities.

The following strategies are of relevance to this proposal:

Facilitate the establishment and expansion of primary and secondary education facilities to meet the existing and future education needs of communities.

Recognise that primary and secondary education facilities are different to dwellings in their purpose and function and can have different built form (including height, scale and mass).

Locate secondary school and tertiary education facilities in designated education precincts and areas that are highly accessible to public transport.

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4.2 Local Planning Policies

The following clauses of the Local Planning Policy Framework are relevant to the proposal:

- Clause 21.01 Vision and Strategic Framework
- Clause 21.06 Built Environment and Heritage
- Clause 21.10 Infrastructure

Clause 21.01 Vision and Strategic Framework

Clause 21.01 of the Kingston Planning Scheme sets out the municipal profile for the City of Kingston and characterises Kingston as a substantial residential area with vibrant activity centres, agricultural and

4 Planning Policy Framework

non-urban areas, and an industrial sector which forms one of the largest and most concentrated manufacturing regions in metropolitan Melbourne. Kingston's distinct natural environment is also acknowledged with significant parklands, wetlands and open space, in addition to the coastline.

The strategic vision for Kingston as identified in Clause 21.01-3 is:

A diverse, dynamic community where we all share a sustainable, safe, attractive environment and a thriving economy.

Strategic land use principles relevant to the consideration of the application are as follows:

Built environment and heritage

High standards of urban design form the cornerstone of all land use and development decision making enhancing community safety, creating vibrant places and preserving areas of significant character.

Places of built and cultural heritage are identified, recognised and conserved for future generations.

Economic Development

Local employment provision matches the needs of the changing workforce and economy.

Clause 21.06 Built Environment and Heritage

Clause 21.06-1 identifies key issues relating to the urban environment. The following are of relevance to this application:

There is a growing emphasis on the need to ensure higher standards of urban design so as to ensure design forms the cornerstone of future development decision-making.

New approaches to contemporary design provide opportunities to not only enhance community safety, create vibrant places and preserve areas of significant character, but also to fully integrate environmentally sustainable development into the planning process.

The form of new development can also impact on the valued local characteristics of the green wedge environment

The following objectives and strategies provided at Clause 21.06-1 are of relevance to this application:

Objective 1: To project a positive image of the City through a high standard of urban design.

Strategy 1.2 Encourage contemporary architectural expression throughout all facets of development.

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Strategy 1.4 Design all development to be responsive to its context incorporating design features that demonstrate attention to quality and sustainability.

Strategy 1.5 Protect and enhance existing vistas, views and landmarks.

Strategy 1.6 Where possible and appropriate, create new views, vistas and landmarks.

Strategy 1.7 Integrate infrastructure with its surroundings so it is not visually dominant or unduly visually obtrusive.

Objective 2: To improve pedestrian safety, circulation and access

Strategy 2.1 Encourage buildings to interact with the street by providing entrances, windows and enhanced pedestrian environments that maximise movement and surveillance.

Objective 3: To achieve high standards of amenity both within new development, and with adjoining development.

Strategy 3.1 Design development to not unreasonably affect the amenity of adjoining residential properties through overlooking, overshadowing or traffic and parking associated with the development.

Strategy 3.2 Design building height, setbacks and massing to achieve solar access to pathways, public open spaces and forecourt areas.

Clause 21.06-2 identifies the key issues surrounding neighbourhood character. The following are of relevance to this application:

The Kingston Neighbourhood Character Study is particularly relevant when considering new residential development in established residential areas where respecting the amenity and character of existing suburban areas is an important community objective.

While this Policy predominantly relates to new residential development, it provides a useful guideline for the assessment of new development on the subject land.

It is noted that the City of Kingston proposes to amend policies, zoning and overlay controls across the municipality to reflect more recent strategic work relating to neighbourhood character.

Clause 21.10 Infrastructure

Clause 21.10-2 identifies an education cluster in Mentone and the opportunity to establish this as an 'attractor' for liveability.

Accordingly, the following objective and strategies are of relevance:

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Objective 1: To ensure all residential neighbourhoods in Kingston are provided with supporting community infrastructure adequate to the population's needs.

Strategy 1.3: Encourage the development of education facilities, including private education facilities, to service the needs of the community.

4.3
Zone and Overlays

Zone:

The subject site is affected by the General Residential Zone Schedule 3 (GRZ3).

The purpose of the GRZ, pursuant to Clause 32.08 is:

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To encourage development that respects the neighbourhood character of the area.

To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.

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

The land has established existing use rights as an Education Centre, which is a Section 2 – permit required use within the GRZ3.

A planning permit is required for building and works associated with a Section 2 use pursuant to Clause 32.08-9.

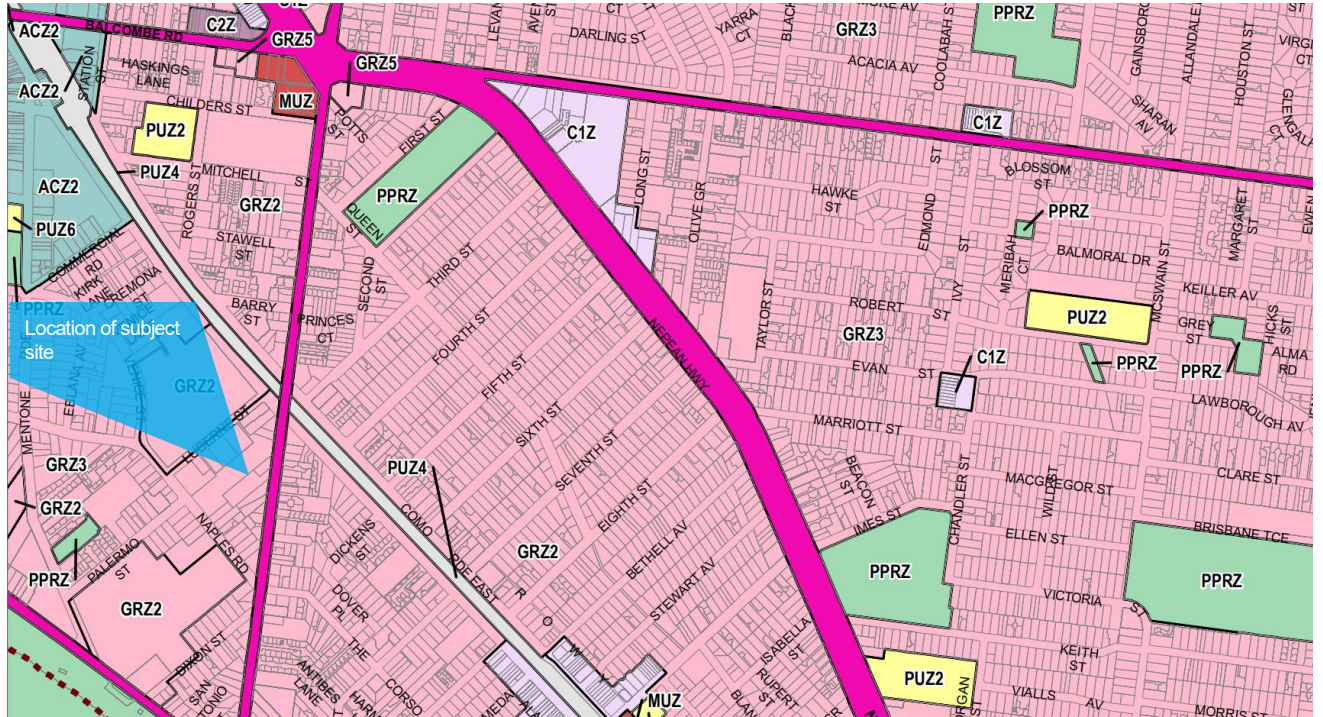
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Figure 4.1
Zone Map

Source: Kingston Planning Scheme (May 2021)



Overlays

Clause 43.02 Design and Development Overlay

The subject site is included within Schedule 1 to the Design and Development Overlay (DDO1).

This Overlay relates to the 'Urban Coastal Height Control Area'.

A planning permit is required to construct a building or carry out works.

Pursuant to the DDO1, the following mandatory requirements must be met before a permit can be granted:

- A single storey building (which may include a basement carpark with a maximum height of 1.2 metres above natural ground level) must not exceed 6.0 metres in overall height.
- Works, which do not form part of a building, must not exceed 6.0 metres in overall height.
- A building must not be greater than 2 storeys in height (which may include a basement carpark with a maximum height of 1.2 metres above natural ground level).

A permit cannot be granted to construct a building or to construct or carry out works, which are not in accordance with the above requirements.

A permit may be granted to replace a building or works existing on the approval date but which does not meet the heights requirements

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of this clause. The replacement building may be higher than the requirements of this clause only if the responsible authority is satisfied an increased height improves the amenity of the area.

Figure 4.2 Design and Development Overlay

Source: Kingston Planning Scheme (May 2021)



4.4 Particular and General Provisions

The following Particular and General Provisions are of relevance to the proposal:

- Clause 52.06 Car Parking
- Clause 52.29 Create or Alter Access to a Road Zone, Category 1
- Clause 52.34 Bicycle Facilities
- Clause 53.18 Stormwater Management in Urban Development
- Clause 53.19 Non-Government Schools
- Clause 65 Decision Guidelines
- Clause 71.02 Operation of the Planning Policy Framework

Clause 52.06 Car Parking

The provision applies where an increase to an existing use is proposed.

In relation to the proposal, Table 1 provides the car parking requirements for a secondary school as follows:

1.2 to each employee that is part of the maximum number of employees on the site at any time.

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The Transport Impact Assessment prepared by One Mile Grid which accompanies the application provides further information in this regard.

Clause 52.29 Create or Alter Access to a Road Zone Category 1

This clause applies to land adjacent to a Road Zone, Category 1, or a Public Acquisition Overlay if the purpose of acquisition is for a Category 1 road.

A planning permit is required to create or alter access to a Road in the Road Zone, Category 1.

Warrigal Road is included within the Road Zone, Category 1.

An application must be referred to the Head, Transport for Victoria pursuant to Clause 52.29-4.

Clause 52.34 Bicycle Facilities

The purpose of Clause 52.34 is:

To encourage cycling as a mode of transport.

To provide secure, accessible and convenient bicycle parking spaces and associated shower and change facilities.

Table 1, to Clause 52.34-5 sets out the required bicycle spaces for a 'Secondary School' as follows:

- For employees 1 bicycle space to each 20 employees, plus
- For visitor 1 bicycle space to each 5 pupils.

The Transport Impact Assessment prepared by One Mile Grid, which accompanies the application, identifies that the proposal generates a statutory requirement for 31 bicycle spaces, comprising of 1 employee and 30 student spaces.

The architectural plans accompanying the application show a total of 32 bicycle parking spaces which meets the bicycle parking requirements of Clause 52.34-5.

Further initiatives to encourage bicycle use are discussed in further detail in the Green Travel Plan prepared by One Mile Grid that accompanies this application.

Clause 53.18 Stormwater Management in Urban Development

The purpose of this provision is:

To ensure that stormwater in urban development, including retention and reuse, is managed to mitigate the impacts of stormwater on the environment, property and public safety, and to provide cooling, local habitat and amenity benefits.

The proposal is not a matter specified as exempt in Clause 53.18-1.

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Clause 53.18-4 sets out stormwater management objective for buildings and works, as follows:

To encourage stormwater management that maximises the retention and reuse of stormwater.

To encourage development that reduces the impact of stormwater on the drainage system and filters sediment and waste from stormwater prior to discharge from the site.

To encourage stormwater management that contributes to cooling, local habitat improvements and provision of attractive and enjoyable spaces.

To ensure that industrial and commercial chemical pollutants and other toxicants do not enter the stormwater system.

Accordingly, Standard W2 is relevant to the consideration of the application and states that the stormwater management system should be designed to:

Meet the current best practice performance objectives for stormwater quality as contained in the Urban Stormwater - Best Practice Environmental Management Guidelines (Victorian Stormwater Committee, 1999).

Minimise the impact of chemical pollutants and other toxicants including by, but not limited to, bunding and covering or roofing of storage, loading and work areas.

Contribute to cooling, improving local habitat and providing attractive and enjoyable spaces.

Standard W3 relates to site management and is also relevant to the consideration of the application. The objectives of Clause 53.18-6 are as follows:

To protect drainage infrastructure and receiving waters from sedimentation and contamination.

To protect the site and surrounding area from environmental degradation prior to and during construction of subdivision works.

Standard W3 provides the following requirements:

An application should describe how the site will be managed prior to and during the construction period and may set out requirements for managing:

- *Erosion and sediment.*
- *Stormwater.*
- *Litter, concrete and other construction wastes.*
- *Chemical contamination.*

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Clause 53.18-7 provides the decision guidelines for an application, in addition to the decision guidelines of Clause 65.

The accompanying Sustainability Management Plan prepared by Integral provides further information in relation to stormwater management across the site. MUSIC model results are provided at Appendix D.

Clause 53.19: Non Government Schools

The purpose of this Clause is:

To facilitate new non-government schools.

To facilitate upgrades and extensions to existing non-government schools.

This Clause applies to an application under any provision of the planning scheme, other than a VicSmart application, to use or develop land for a primary school, secondary school, or education centre that is ancillary to, carried out in conjunction with, and on the same land or contiguous land in the same ownership as, a primary school or secondary school.

Pursuant to Clause 53.19-2 an application to which *Clause 53.19 applies is exempt from the decision requirements of section 64(1), (2), and (3), and the review rights of section 82(1) of the Act.*

The Minister for Planning is the responsible authority for this application.

Clause 65 Decision Guidelines

Clause 65 sets out the decision guidelines for planning permit applications and include, inter alia:

The matters set out in section 60 of the Act.

The Municipal Planning Strategy and the Planning Policy Framework.

The purpose of the zone overlay or other provision.

Any matter required to be considered in the zone, overlay or other provision.

Clause 71.02 Operation of the Planning Policy Framework

Clause 71.02-3 sets out the role of integrated decision making, stating:

Society has various needs and expectations such as land for settlement, protection of the environment, economic wellbeing, various social needs, proper management of resources and infrastructure. Planning aims to meet these needs and expectations by addressing aspects of economic, environmental and social wellbeing affected by land use and development.

Planning and responsible authorities should endeavour to integrate the range of planning policies relevant to the issues to

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be determined and balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations. However, in bushfire affected areas, planning and responsible authorities must prioritise the protection of human life over all other policy considerations.

Planning authorities should identify the potential for regional impacts in their decision making and coordinate strategic planning with their neighbours and other public bodies to achieve sustainable development and effective and efficient use of resources.

4.5 Other Informing Documents

Neighbourhood Character Study 2007 (Incorporated Document)

The subject site is located within Character Area 19. These guidelines apply to residential developments.

Neighbourhood Character Study 2020

It is understood that the City of Kingston has prepared and adopted the Housing Strategy and Neighbourhood Character Study July 2020.

The Study states that Planning Scheme Amendment C189 has been drafted and that it seeks to implement the Housing Strategy and Neighbourhood Character Study, to apply new or amended residential zones across the municipality and to make consequential changes to local planning policy.

The proposed Amendment has not been placed on public exhibition and is therefore not seriously entertained at this time.

Proposed Amendment C189 seeks to:

- Identify the subject land as being within an area of 'incremental change'
- Rezone the land to the Neighbourhood Residential Zone
- Amend the provisions of DDO1 that apply to the subject land.

The subject land is identified as being within character area 'coastal suburban' where the character statement is:

Strongly influenced by existing local planning controls which restrict building height and setbacks. Where views to the ocean are possible, the built form is often oriented and designed to maximise these views at upper levels rather than the street. Buildings incorporate elements that reflect the coastal location.

More specifically, the subject site is identified as being within Character Area 'Coastal Suburban 2', as indicated in Figure 4.4.

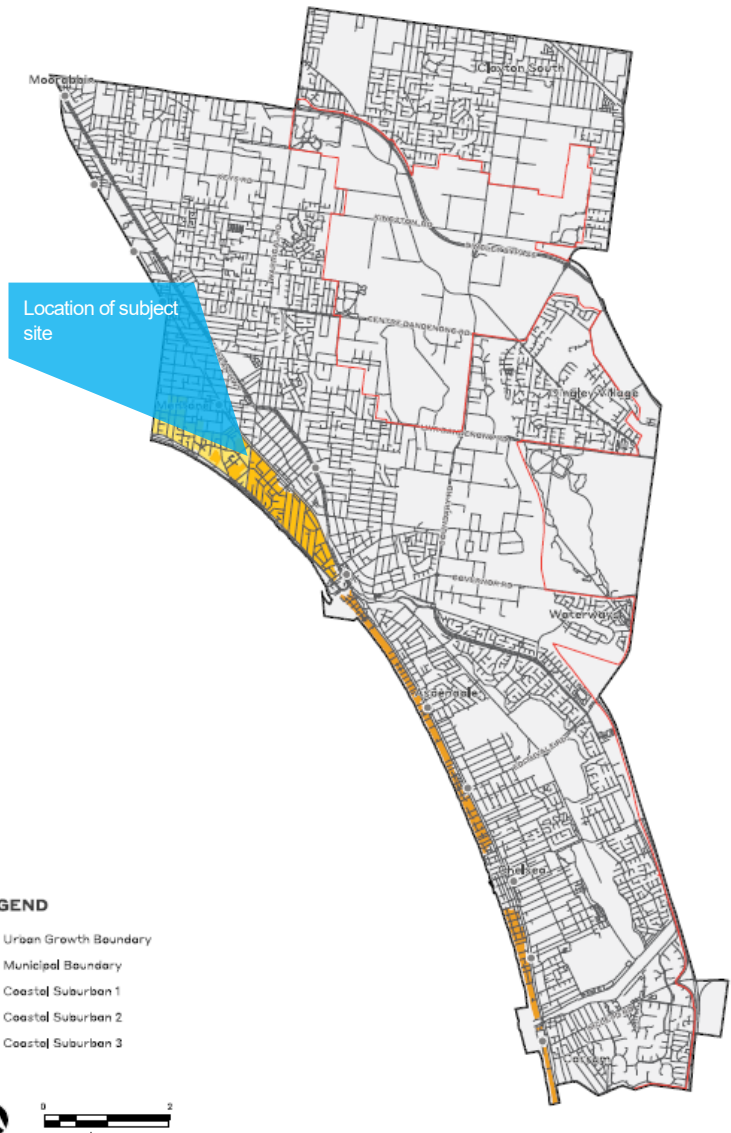
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Figure 4.3
Coastal Suburban

Source: Neighbourhood Character Study 2020

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The preferred character statement for Coastal Suburban 2 areas is identified as follows:

Coastal suburban land between the foreshore and the Nepean Highway, from Mentone to Mordialloc will retain the predominant single and double storey character, while continuing to experience modest change. Townhouses and units will orientate towards the foreshore to maximise views with large balconies and windows. Where views are unavailable, dwellings will continue to orientate at an angle to the street frontage, parallel with the foreshore.

Buildings respect the predominant 1-2 storey height by stepping down with the slope of the land and not appearing as more than 2 storeys when viewed from the street. Coastal Suburban 2

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areas will be limited to a maximum height of 9 metres, while Coastal Suburban 3 areas will be limited to 11 metres. Rooftop gardens and decks maximise views where available, while remaining open to the sky and discrete in form.

Distant views down long, sloping, narrow streets will be promoted through the spacious setting of dwellings and informal landscapes. Coastal vegetation will be complemented by increased street trees and grassy verges.

As development transitions away from the coast, dwellings will orientate towards the street and present a more formal landscape setting, with prominent gardens and larger canopy street trees. Building footprints will become smaller, as streets display wider setbacks and more infill development.

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5.1 Preamble

Mentone Grammar School is a firmly established educational institution that forms part of a significant education precinct.

The Mentone Grammar School campus has developed over time and currently occupies the majority of the land bounded by Como Parade, Warrigal Road, Naples Road, Venice Street and Cremona Street.

The subject site forms part of a wider education precinct. St Bedes College is located to the south. Mentone Girls Grammar School is located to the south-west and Kilbreda College is located to the north-west. Across the railway line to the north is Mentone Primary School and St Patricks Catholic Primary School.

The proposal seeks to replace the existing classroom building (known as Bayview) and to construct a purpose built two-storey building to provide upgraded facilities for staff and students.

The proposal incorporates new offices, classrooms, an amphitheatre, a science lab, learning lounges, tutorial spaces, a multi-purpose hall, outdoor play space, a new synthetic sports field over a basement style car park (including pick-up/drop-off zones) as well as new bicycle parking.

A planning permit is required to:

- Construct a building and carry out works associated with a Section 2 Use (Secondary School) within the General Residential Zone (Clause 32.08-9)
- Construct our carry out buildings and works with an internal storey height greater than 3.5 metres within the DDO1 (Clause 43.02-2)
- Alter access to a road within the RDZ1 (Warrigal Road) (Clause 52.29)

Having regard to the applicable provisions of the Kingston Planning Scheme, this report provides further discussion in relation to the following:

- Strategic land use planning considerations having regard to State and Local Planning Policy;
- The proposed design response and built form considerations having regard to the guidance provided through State and Local Policy, together with the built form considerations provided by the Design and Development Overlay – Schedule 1;
- Local amenity considerations associated with the proposal including overshadowing and setbacks;
- Traffic, car parking and bicycle considerations associated with the proposal;

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- The proposed landscaping response having regard to the existing conditions of the site and interfaces ;
- Environmentally Sustainable Design considerations;
- Waste Management considerations; and
- Acoustic considerations.

5.2 Planning Policy Considerations

The proposal responds positively to planning policy at both State and Local levels.

The proposal seeks to construct a new purpose-built education building that will provide improved learning spaces and staff facilities to enhance the existing facilities and programs provided at the school.

The proposed development will facilitate an outcome that is generally consistent with the purpose of the General Residential Zone (GRZ) through the provision of improved educational uses that are appropriately sited and designed to integrate and respond to the existing School campus and the surrounding area.

The proposal responds positively to the applicable policies in the Kingston Planning Scheme. In this regard:

- The existing educational facilities provided at the campus will be enhanced consistent with the overarching infrastructure objectives of Clause 19.
- The existing school campus is in the General Residential Zone (GRZ1), which recognises the importance of including non-residential uses such as educational facilities to serve local community needs in appropriate locations. The campus is also within an established urban area that can also be described as a significant educational precinct.
- The proposed building is located within the school campus and replaces an existing building. Views to the proposed building from both Warrigal Road and Naples Road are considered reasonable and will be viewed within the context of the existing school campus.
- The proposed building is of an appropriate scale and is generally consistent with the range of existing built form on the site.
- The proposal incorporates environmentally sustainable development initiatives including the incorporation of a rainwater tank for harvest and reuse of rainwater and solar panels.

On balance, it is considered that the proposal aligns with and responds appropriately to relevant planning policies contained in the Kingston Planning Scheme.

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5.3 Design Response and Built Form Considerations

The built form response is guided by Clause 15.01-1S (Urban design), 15.01-2S (Building design), Clause 15.01-5S (Neighbourhood character), Clause 21.06 (Built Environment and Heritage), and the Design and Development Overlay (Schedule 1) of the Kingston Planning Scheme.

These provisions have been considered in assessing the appropriateness of the proposal.

The proposed building has been designed to respond appropriately to the physical and locational characteristics of the subject site and is responsive to the existing buildings on the site and surrounding environs.

The subject site is located within an established urban area, proximate to public transport and within an existing education precinct.

The Kingston Planning Scheme includes a built form control – Design and Development Overlay (Schedule 1) – that has informed the height and scale of the proposal.

The proposed building replaces an existing building with a new purpose-built learning facility that is complementary to the existing character established by the surrounding buildings.

The proposal provides a significant number of new car parking spaces on the subject land without the loss of outdoor space.

Context:

The built form and local context of the subject site is informed by the following:

- Its interface with two road frontages.
- Its existing conditions, including the location of the proposal within the existing school campus.
- Its compatibility with the surrounding area. It is noted that the proposed works do not have any direct abutments with privately owned land.
- The fall of the land from Warrigal Road to Naples Road.
- The highly modified ground levels across the site.
- The scale and form of surrounding buildings.

An analysis of the above influences has provided a basis for the design response and supports the height, scale and massing of the proposed building on the subject site. The proposal achieves a building that will contribute positively to the public realm.

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Scale / Building height

The siting of the proposal is generally consistent with the existing building which is to be removed.

The proposed maximum building height is approximately 17.595 meters, as measured from the finished floor level of the ground floor to the top of the stairwell at the south-western end of the roof.

The scale and height of the proposed building has been informed by the site context as well as the objectives of DDO1.

The building has been designed and detailed to ensure that it is compatible and empathetic to surrounding landscape and *urban coastal* environment to the extent that is evident in the immediate area. When viewed in relation to the surrounding context, the proposal reflects a high-quality architectural design and enhances the appearance and character of the immediate locality.

The proposal, including the siting of the building, setbacks, and contemporary finishes, is site responsive and is considered appropriate in this setting.

The scale and siting of the proposed building is consistent with the existing built form character of the school campus. The visual implication of the building has been managed through the modulation in building form, building setbacks and the use of an interesting and appropriate palette of materials, finishes and colours.

Architectural Expression

The proposed building achieves a high-quality architectural outcome utilising a range of quality building materials and finishes and incorporating energy efficient and sustainable design principles.

The façade composition of the new building is well-designed and will provide a contemporary contribution to the character of the area. The high-quality façade proposed encapsulates the overall design excellence of the building and will deliver a building that is of visual interest when viewed from street level. Service areas are largely concealed.

The contemporary architectural style, scale and siting of the proposed building will integrate with existing school buildings and provide an appropriate response to built form and urban design considerations.

DDO1 Design Objectives

Having regard to the design objectives sought for the Urban Coastal Height Control area, the proposal:

- Protects the foreshore environment through design that is empathetic to the surrounding natural landscape by limiting the height of the building to two storeys above natural ground level.

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- Orients the replacement building and provides setbacks that respond to the siting of existing adjoining buildings along this section of Warrigal Road.
- Delivers an appropriately scaled proposal, that provides for a building that will sit comfortably within the existing campus environment.
- Significantly increases the number of car parking spaces available on the land.
- Presents a visually refined piece of quality architectural design that enhances the appearance of the character of the immediate locality.

Specifically in relation to the permit requirements set out within the DOO1, it is noted that the proposed building is sited and designed such that it does not exceed two storeys above natural ground level.

In this regard, we note that natural ground level across the site has been highly modified over time as evidenced by the large retaining walls and changes in level in this part of the campus. The plans that accompany the application include a section diagram that provides further information in relation to the proposed building relative to natural ground level.

To summarise, the overall height of the proposal is compatible with surrounding buildings and natural features and will comfortably integrate with the existing context to present a response that reflects the existing urban coastal context and contributes to enhancing the appearance of the immediate locality.

The proposed building is of a scale, form and height that will fit comfortably within the built form context.

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5.4 Amenity Considerations

Potential for off-site amenity impacts associated with the proposal are appropriately identified and managed.

To ensure an appropriate response to the physical context of the subject site and surrounds, the proposal has been designed with respect to the amenity of the local environs, these include:

- Sunlight;
- Interface with the public realm; and
- Safety.

Sunlight

The orientation of the building and its location results in minimal additional shadow falling on the public realm and adjoining properties.

Shadow diagrams for the September equinox have been prepared (please refer to drawing number TP501 prepared by McIldowie Partners). These diagrams indicate that the majority of shadow cast from the building will fall within the existing school campus.

As it relates to the nearest adjoining properties at 29 and 29A Warrigal

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Road, which are owned by Mentone Grammar School, the enclosed shadow diagrams demonstrate that the proposed building will not cast shadow on these properties until 2pm.

Interface with the public realm and safety

The general operation of the campus as a secondary school will not alter as a result of the proposal. The application seeks to provide for the replacement and improvement of learning spaces and staff facilities with contemporary purpose designed areas and classrooms.

Outdoor sports facilities are replaced in a manner which enables a substantial increase in onsite carparking.

In relation to the amenity afforded to the staff and students utilising the proposed building, the layout and design provides world class learning spaces; opportunities for natural daylight and ventilation; direct connection to outdoor spaces with additional connections between the proposed building and the decked sports field.

The building access point is clearly identifiable from Warrigal Road and provides a defined entry, to enable safe and secure access for visitors, staff, and students. The internal design of the building from this entry point facilitates a reception and office area, with classrooms located beyond. An additional entry into the building is provided from the car park, with dedicated pedestrian areas, pick up/drop off zones incorporated in the car park design. Similarly, these features allow for safe access into the building.

The site context and location of the building within the campus ensure that there are no direct views to any residential properties. In this regard we note that the nearest residential property is owned by the school and is also located more than 9m from the proposed building.

The materials proposed and façade design assists in creating a visually permeable and engaging façade.

A new landscaping area has been provided to Naples Road.

External lighting associated with the proposed building will be appropriately sited to provide for the safety and security of students and staff.

The proposed building provides entrances and lift access to all levels providing DDA access.

The landscape themes will complement the proposed built form and will contribute positively to the presentation of the site.

The Landscape Plans prepared Craig Eldridge Design describe the proposed landscape response. The proposal incorporates new paving, grassed areas and planting which will be complemented by seating and a tiered amphitheatre.

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5.5 Landscaping Considerations

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The proposed landscaping and outdoor spaces form an integral component of the existing and proposed building and works, providing complementary spaces and facilities for students, while contributing positively to the presentation and appearance of the campus.

The landscape concept plan demonstrates that the proposed landscaping will contribute positively to the development and complement existing landscape on the site.

5.6 ESD Considerations

A Sustainability Management Plan has been prepared by Integral to accompany the application.

The report provides an assessment of the proposal against the relevant provisions set out within the Kingston Planning Scheme and concludes that the proposal provides 'Best practice' environmentally sustainable development that is demonstrated via:

- Building Environment Sustainability Scorecard (BESS) score of 56% – 'Best Practice'
- Compliance with Urban Stormwater – Best Practice Environmental Management Guidelines (Victorian Stormwater Committee, 1999).

The proposal incorporates a range of environmentally sustainable design initiatives including:

- Water efficient fixtures (high WELS rating)
- Zero water heat rejection
- Capture 80% of fire system test water
- Rainwater harvested from the terrace for irrigation use
- High performance glazing (low SHGC and U-value)
- Natural ventilation in all classrooms
- All-electric building services ('Net Zero Ready')
- LED lighting 90% of allowable NCC 2019 power density
- Lighting occupancy sensors in intermittently used spaces
- 20 kW solar PV on the adjacent library building
- Raingardens for treatment of sports field and roof terrace run off

Transport options that encourage use of lower emissions are included in the proposal. Cyclist facilities (including secure bicycle parking) and electric vehicle parking are provided.

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5.7 Traffic, Parking and Bicycle Considerations

The enclosed report prepared by One Mile Grid concludes as follows:

The design of the proposed car parking, bicycle parking and access arrangements are generally in accordance with relevant design standards and are considered appropriate;

The proposed provision of staff and student bicycle parking meets the requirements of the Planning Scheme, and is therefore considered appropriate;

The proposed supply of car parking is in excess of the requirements and is therefore considered appropriate; and

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The proposed development is expected to have minimal impact on the surrounding road network when compared to the existing operation, with intersections around the site expected to continue with spare capacity following the expansion of the use.

The provision of new car parking this is well in excess of statutory requirements will provide for significant improvements to the local street network.

In addition to providing for anticipated demand associated with the new building, the proposal will bring cars currently utilising surrounding on-street parking into the site and improve safety by providing a new off-street pickup/drop off area that can be accessed by existing students without leaving the site.

The proposal also seeks to provide for the adoption of more fuel efficient vehicles by incorporating ten electric vehicle charging spaces.

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5.8 Cultural Heritage Considerations

The Cultural Heritage Response prepared by Andrew Long and Associates concludes that it is unlikely that Cultural Heritage Management Plan (CHMP) will be required, for the following reasons:

The existing use of the land is to be considered within the Victorian Planning Provisions as a 'secondary school', nested within 'education centre'. The proposed works are not seeking to change this use. As such the current and ongoing use is nominally to be considered a high impact activity under r. 46.

... ..

...the subject land was being lawfully used for its current purpose, an education centre, prior to 28th May 2007. As a consequence, any future works for or associated with the prior legal use of the land defined as Mentone Grammar, Mentone would be considered exempt from the need to prepare a mandatory CHMP.

Accordingly, a CHMP is not required to be prepared for the proposal.

5.9 Acoustic Considerations

An Acoustic Report prepared by Marshall Day Acoustics accompanies the application. The report has been prepared to assess the potential acoustic impacts of the proposal and concludes that:

The preliminary assessment indicates that noise impacts associated with the proposed development can be adequately mitigated. It is predicted that noise from the proposed under cover areas will be equal to or lower compared to the existing two outdoor areas given the proposed activities and proximity to neighbouring dwellings.

Mechanical services details are not yet available and will require

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careful review as the design progresses. However, it is expected that with appropriate selection of equipment, location and acoustic treatment, the SEPP N-1 noise limits will be easily achievable.

We have been advised that appropriate noise attenuation measures can be provided if required.

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6 Conclusion

The proposal is appropriate and reasonable having regard to the existing school campus and surrounding context.

The proposal will result in a community benefit within Mentone and the City of Kingston by upgrading existing school facilities in a well established education precinct.

More specifically, the proposal:

- Provides a replacement school building that will facilitate the provision of existing and future educational programs of Mentone Grammar School in contemporary purpose-built spaces;
- Integrates well within the existing site conditions and responds to the built form character of the campus;
- Reflects a well-resolved high-quality architectural response, which together with the proposed landscaping, will provide a positive built form on the subject site; and
- Improves the provision of on site carparking associated with the School.

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