

Assessment Officer Report

PA2403213 - 855-891
Springvale Road,
Keysborough. Haileybury
College



Officer Assessment Report
Development Approvals & Design

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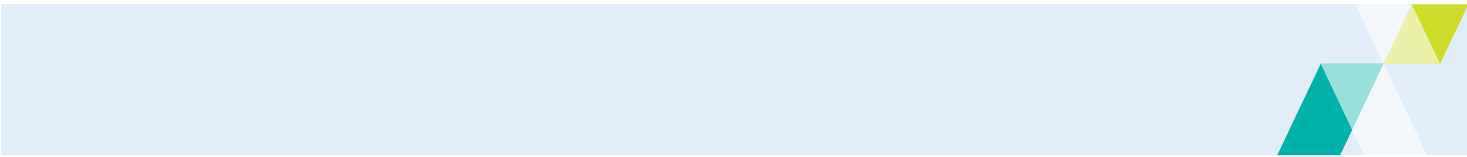
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Executive Summary



Key Information	Details		
Application No:	PA2403213		
Received:	19 September 2024		
Statutory Days:	34		
Applicant:	Haileybury College c/- Urbis		
Planning Scheme:	Greater Dandenong		
Land Address:	855-891 Springvale Road, Keysborough		
Proposal:	Buildings and works to an existing building & permanent establishment of temporary building		
Development Value:	\$ 4.118 m		
Why is the Minister responsible?	<p>Pursuant to Clause 72.01-1 "The Minister for Planning is the responsible authority for matters under Divisions 1, 1A, 2 and 3 of Part 4 of the Act, and matters required by a permit or the scheme to be endorsed, approved or done to the satisfaction of the responsible authority, in relation to the use and development of land for a:</p> <p>Primary school or 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, if any of the following apply:</p> <ul style="list-style-type: none"> The estimated cost of development is \$3 million or greater. 		
Why is a permit required?	Clause	Control	Trigger
Zone:	Clause 32.08	General Residential Zone Schedule 1 (GRZ1)	<i>Use the land for Primary and Secondary School Construct a building or construct or carry out works</i>
Overlays:	Clause 43.04	Development Plan Overlay Schedule 8 (DPO8)	N/A
	Clause 45.03	Environmental Audit Overlay	N/A
Particular Provisions:	Clause 52.06	Car Parking	N/A
Cultural Heritage:	The site is located within an area of Cultural Heritage Sensitivity, no CHMP is required as the use was lawfully existing prior to 28 May 2007.		
Total Site Area:	27.5	hectares	
Height:	2	Storeys excluding plant	
	8.6	Metres excluding plant	
Referral Authorities:	Dandenong City Council (s52 – notice)		
Public Notice:	Notice of the application under section 52 of the Act was not required because it was deemed that the changes to the existing buildings would not cause any material detriment.		
Delegates List:	Not required		



Application Process

1. The site is a well-established school with previous permits issued by the Dandenong City Council and the Department.
2. The key milestones in the application process were as follows:

Milestone	Date
Pre-application meeting (DTP & applicant)	16/09/2024
Application lodgement	19/09/2024
Further information requested	N/A
Further information received	N/A
Decision Plans	Plans prepared by Darren Carnell Architects , titled ' Project 2402 ' and dated September 2024
Other Assessment Documents	Sustainable Design Assessment, prepared by Edison Consulting Pty. Ltd, dated September 2024

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

Proposal Summary

4. Planning permit application PA2403213 proposes to undertake the refurbishment and redevelopment of the existing 'Sholto Black' building and the permanent establishment of the 'Altera Building', both buildings are centrally located within the Senior School Campus and both buildings are existing.
5. The proposal can be summarised as follows:

Sholto Black Building

- Partial demolition of the building
- Internal refurbishment
- Ground floor reconfiguration to include offices for people and culture, finance, payroll, staff offices and various meeting rooms.
- Upper level to include, administrative offices for Risk department and Admissions and Marketing, staff breakout area, several smaller offices and two new meeting rooms.

Altera Modular Building

- No proposed changes – ground floor comprising of desks and various offices used by the IT department.
- No proposed changes – upper floor comprising of desks, meeting rooms, staff common room for the Facilities office, HR office and Finance Department.

6. Specific details of the application include:

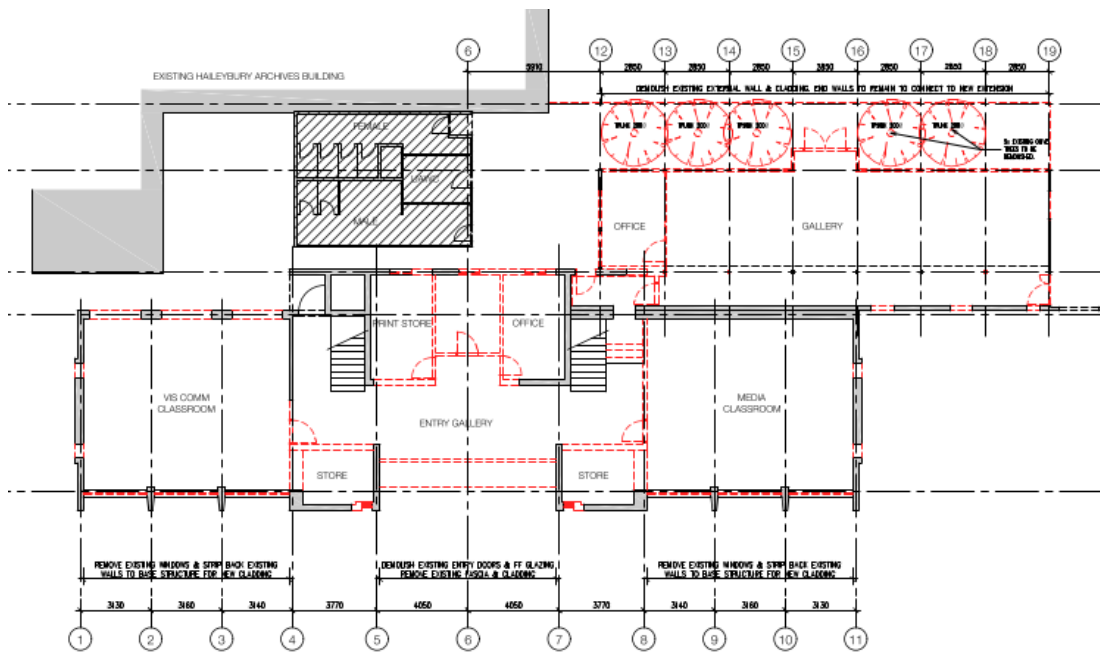


Figure 1: Sholto Black Building – existing conditions ground floor

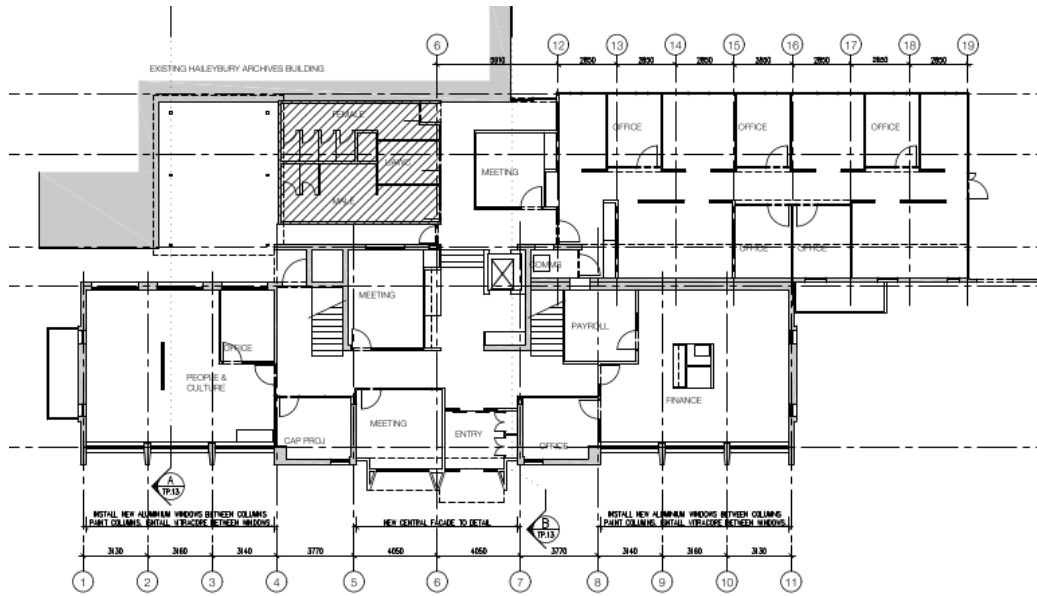


Figure 2: Sholto Black Building – proposed ground floor

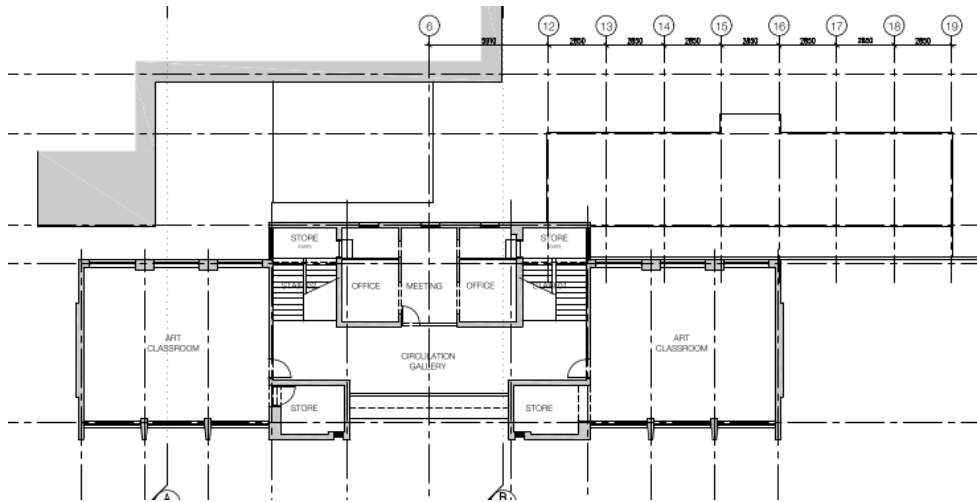


Figure 3: Sholto Black Building – existing conditions upper floor

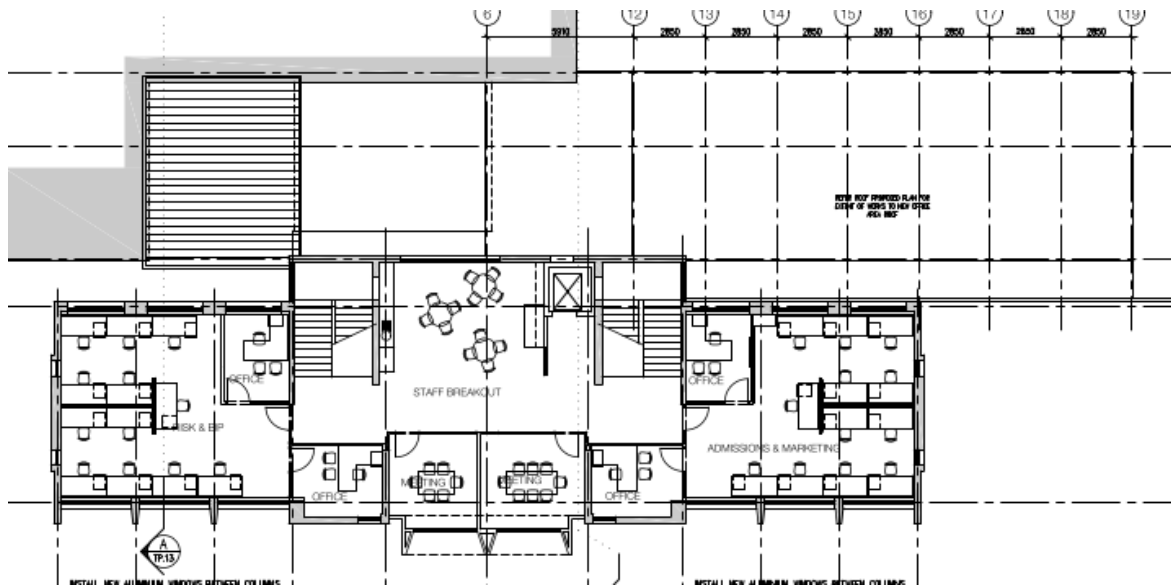


Figure 4: Sholto Black Building – proposed upper floor

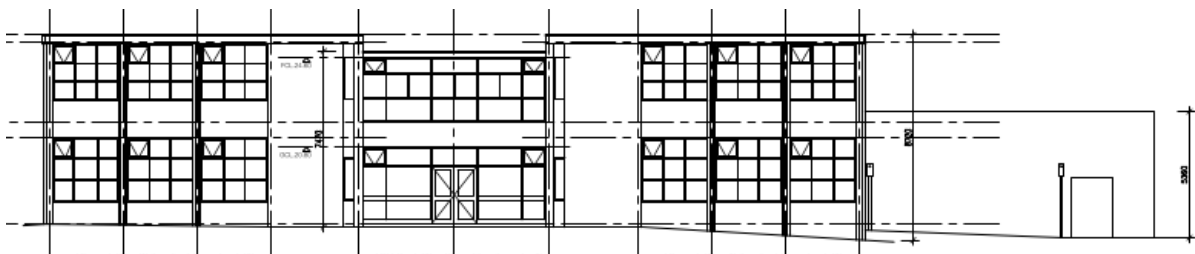


Figure 5: Sholto Black Building – existing south elevation

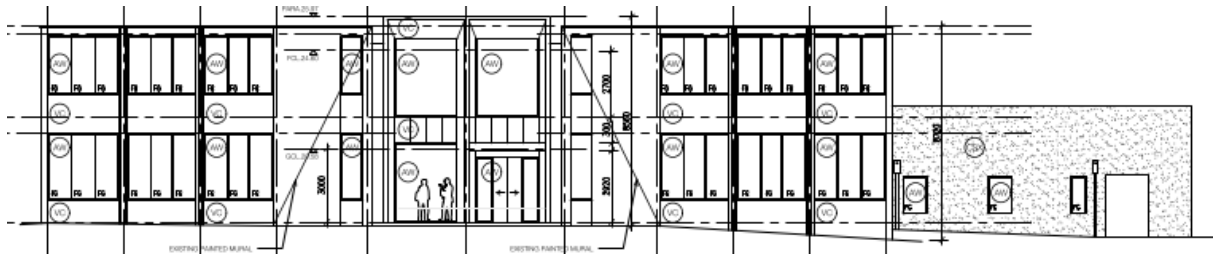


Figure 6: Sholto Black Building – proposed south elevation



Site Description

7. The site is referred to as 855-891 Springvale Road, Keysborough. The overall site is irregular in shape and located on the eastern side of Springvale Road. This application comprises a small portion of the overall site, which contains a variety of school buildings including classrooms, sporting facilities, administration and onsite car parking to provide co-educational facilities for students from early learning to year 12.



Figure 7: Extent of school campus



Figure 8: Proposed scope of works

8. The area associated with the scope of works includes the Sholto Black Building and the Altera Modular Building as shown in Figure 8 highlighted in red and green.

Site Surrounds

9. The surrounding development consists mainly of a mix of residential and commercial land uses.
10. Development surrounding the site can be described as follows:
 - To the **north** of the site:

Directly to the north of the site is a mixed-use precinct comprising of a shopping centre and a new townhouse development to the northeast of the site.
 - To the **south** of the site:

To the south of the site, residential properties back onto the school grounds.
 - To the **east** of the site:

The eastern boundary of the site has a residential interface, with dwellings backing onto the school grounds for the entire length of this boundary.
 - To the **west** of the site:

Springvale Road is located to the west, with two lanes of traffic in each direction. Further afield is a golf course and sporting fields.



Planning Policy Framework

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

Clause 11	Settlement
11.02-1S	Supply of urban land <i>To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.</i>
Clause 13	Environmental Risks and Amenity
13.07-1S	Land use compatibility <i>To protect community amenity, human health and safety while facilitating appropriate commercial, industrial, infrastructure or other uses with potential adverse off-site impacts.</i> <i>Ensure that the use or development of land is compatible with adjoining and nearby land uses.</i>
Clause 15	Built Environment and Heritage
15.01-5S	Urban Design <i>To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.</i>
Clause 19	Infrastructure
19.02-2S	Education facilities <i>To assist the integration of education and early childhood facilities with local and regional communities.</i> <i>Facilitate the establishment and expansion of primary and secondary education facilities to meet the existing and future education needs of communities.</i>
Clause 21	Municipal Strategic Statement
21.04	Land use <i>Objectives and strategies and implementation for land use issues including housing and community.</i>
21.05	Built form <i>The identification of preferred future character areas and incorporating clear policy directions with regard to building types and design elements appropriate to the particular character of the area will facilitate the achievement of an attractive and sustainable built form.</i>
Clause 22	Local Planning Policies
22.06	Environmentally Sustainable Development <i>The policy applies throughout the City of Greater Dandenong to residential and non-residential development that requires a planning permit.</i>

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

Zoning and Overlays

Applicable Zone/s

General Residential Zone – Schedule 1

13. A planning permit is required to construct a building or construct or carry out works in accordance with a Section 2 use of Clause 32.08-1. The site benefits from existing use rights and therefore no planning permit is required to use land for the school.

14. The purpose of the General Residential Zone is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- *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 service 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.*

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

Particular and General Provisions

Provisions that Require, Enable or Exempt a Permit

Clause 52.06 (Car Parking)

16. Clause 52.06-1 is applied to an increase in floor area or site area of an existing use. The proposal is not a new use of land but the changes to the existing buildings results in a minor increase in floor area. The application documents have confirmed that there is no change to operation of the school and no increase to the number of staff or students at the school.

Clause 52.34 (Bicycle Facilities)

17. The application proposed no increase to student numbers or teaching staff. As there are no changes to the staff or student numbers, no additional bicycle parking is required.

Clause 53.19 (non-government Schools)

18. Clause 53.19 applies to the use and development of 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.

19. An application to which Clause 53.19 applies, exempts it from the decision requirements of section 64(1), (2), and (3), and the review rights of section 82(1) of the Act.

Clause 53.18 Stormwater in Urban Development

20. Clause 53.18 (Stormwater in urban developments) applies to this application for buildings and works. The clause includes standards and objectives relating to stormwater management and aim to ensure that stormwater in urban development, including retention and reuse, is managed to mitigate the impacts on the environment, property and public safety, and to provide cooling, local habitat and amenity benefits. General Requirements and Performance Standards.



Referrals

21. The application was referred to the following groups:

Provision / Clause	Organisation	Response and date received
Section 55 Referral – Determining	Head Transport for Victoria – no objection	No objection
Section 52 notice	Dandenong – no objection	17 October 2024

Municipal Council Comments

22. The Dandenong City Council (the council) considered the application and provided the following response:

Council considers that the proposed buildings and works are appropriate in the context of the site and the locality. The development is of a suitable scale and would provide for a good urban design outcome in terms of setbacks, variation in colours, materials and finishes, and visual interest via glazing materials and the existing mural to be retained on the Sholto Black Building's southern elevation.

As the works are located somewhat internal to the site, away from site boundaries and Springvale Road, adverse amenity impacts to third parties, or other uses and the surrounding road network are likely to be minimal.

Despite a planning permit not being required under Clause 52.17 (Native Trees) to remove the five olive trees, local law permit may still be required for their removal. Pursuant to the City of Greater Dandenong Tree Protection Land Law 2023, a local law permit is required to remove any tree with a diameter of 40cm or larger as measured 1.4 metres from the ground.

The application does not reference whether or not student or teacher numbers are proposed to increase. It should be noted that an increase in student numbers may trigger an increase in car parking requirements for an education centre, pursuant to Clause 52.06-5 (Car Parking).

The application and the provided Sustainability Management Plan (SMP) was referred to Council's ESD/Sustainability team, who commented that the proposal did not trigger the requirements or Sustainable Design Assessment or SMP under Clause 22.06 (Environmentally Sustainable Design).

Advice sought from other agencies

23. Head Transport for Victoria have reviewed the documentation and have no objection to the proposal.

Notice

24. The application was not advertised other than to the municipal authority under section 52(1)(b) as it was considered not to cause material detriment to any person because:

- The location of the proposed works is not directly adjacent to any sensitive interface; and
- The proposed works are to existing buildings located on the site.



Strategic Direction and Land Use

26. The *Planning Policy Framework* encourage appropriate land use and development which enhances the built environment, supports economic growth, meets the community expectations on retail and commercial provision, delivers diversity in housing supply to meet existing and future needs, and integrates transport and infrastructure planning.
27. The relevant PPF policies have been considered in assessing the application.
28. The proposed land use is consistent with the strategic direction of the following policies.
29. Clause 13.07-1S and 21.04 allow for the provision of non-residential uses in residential areas along main roads.
30. Clause 21.04, Clause 21.05 and Clause 19 all recognise that education facilities should be considered differently to a typical residential development. The proposed amendments to the existing buildings do not have a residential interface, however the proposed scale is consistent with the broader residential neighbourhood.
31. Clause 19 provides the following guidance in regard to development of educational facilities:

Education Facilities

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

- *Consider the demographic trends, existing and future demand requirements and the integration of facilities into communities in planning for the location of education and early childhood facilities.*
 - *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).*
32. The proposed upgrades to the existing Sholto Black building have taken local planning policies into account. The siting of the buildings does not change and the extension to the built form is minor.
 33. The retention of the modular building continues to re-use existing structures in lieu of provision of new buildings, the use is for administrative purposes allowing for greater use of the main school buildings for students.

General Residential Zone

34. The purpose of the zone is to:
 - *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.*
35. The guidelines in the zone provide direction for non-residential uses which are allowable under Section 2 of Clause 32.08-1. For the consideration of non-residential uses, the decision guidelines direct decisions to consider the Municipal Planning strategy and the Planning Policy Framework.
36. Accordance with the purpose of zone which recognises residential land for the use for community facilities, the proposed refurbishment of existing buildings provides an acceptable built form when assessed against the decision guidelines for non-residential use and development.
37. The use of the land as a school is ongoing and does not trigger a planning permit.

Buildings and Works

38. Detailed plans have been submitted for the proposed renovation works to the Sholto Black building.

39. The works include the following:

- Demolition of internal walls and ground floor gallery and the removal of 5 trees.
- Demolition of internal walls on the first floor.
- Replacement of all existing windows to the building.
- Construction of ground floor extension providing new offices, meeting rooms and bathrooms. Construction of new entry.
- Construction of new internal walls for the upper level creating new offices, meeting rooms and breakout spaces.

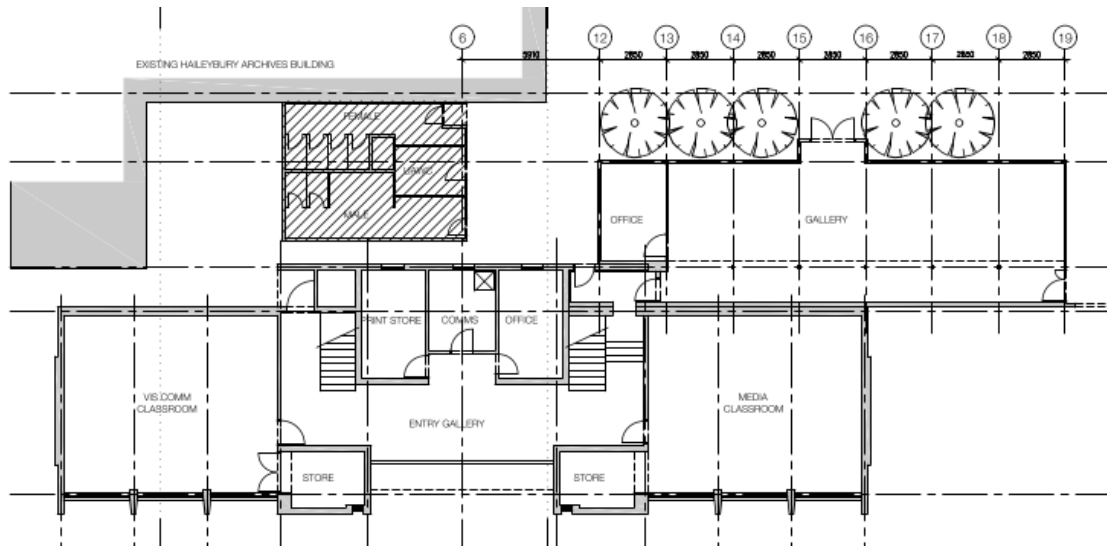


Figure 9: Existing ground floor plan

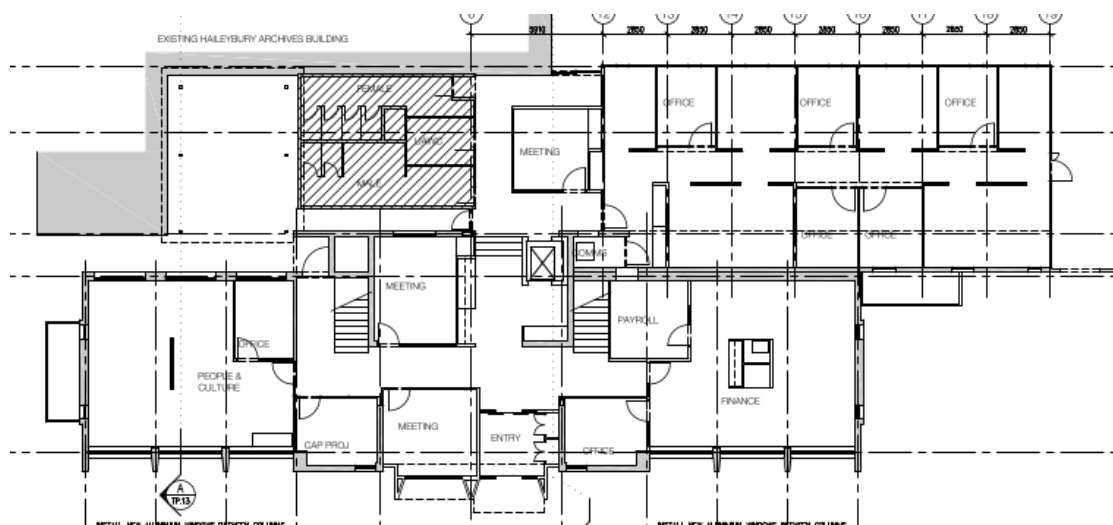


Figure 10: Proposed ground floor plan

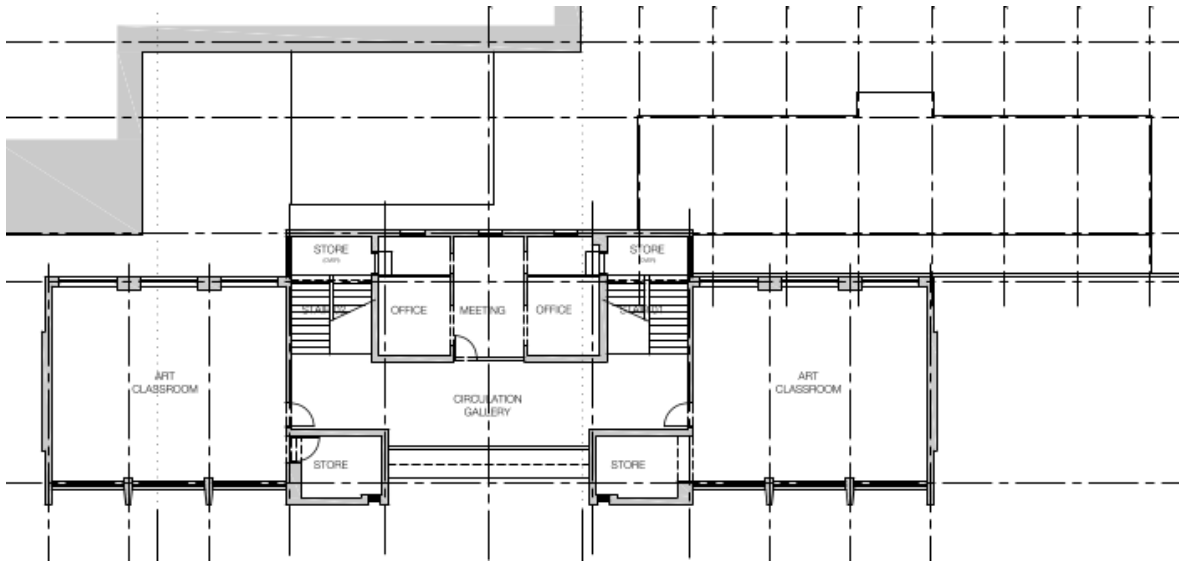


Figure 11: Existing upper-level plan

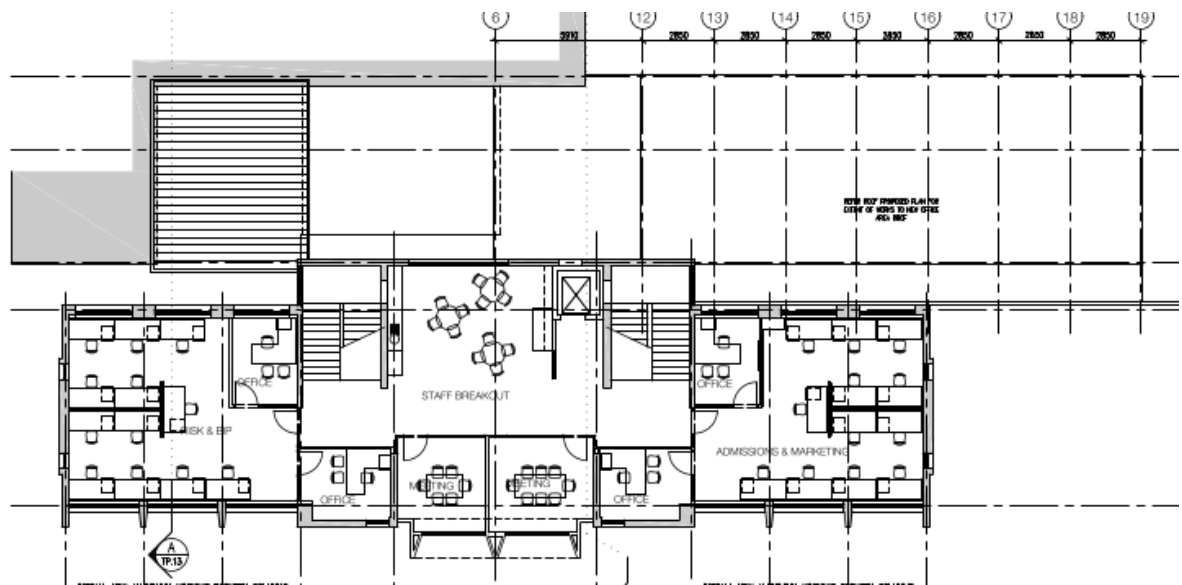


Figure 12: Proposed upper-level plan

40. The plans show the works are predominantly within the existing building footprint with minor extensions to gallery footprint. The reconfigured footprint allows for greater numbers of administrative staff to be moved into this building from other areas within the school creating a new hub for the admin side of the school.

Altera Building

41. The application proposes the retention of the modular building known as the 'Altera Building' which was built on the site in 2023 as a temporary structure. The applicants have applied for this building to be retained as a permanent structure for use by administrative departments which would locate multiple administrative staff within the same precinct of the school.
42. The building was constructed pursuant to Clause 62.02 and was exempt from requiring a planning permit, this application requests for the building be retained as part of the school infrastructure. Council have confirmed that



they have no objection to the building being retained and the location within the school has no residential interface which could be impacted.

Height and Setbacks

43. The renovated Sholto Black building will retain the existing height of 8720mm from NGL, the flat roof ensures that the built form is consistent with other buildings within the school grounds.

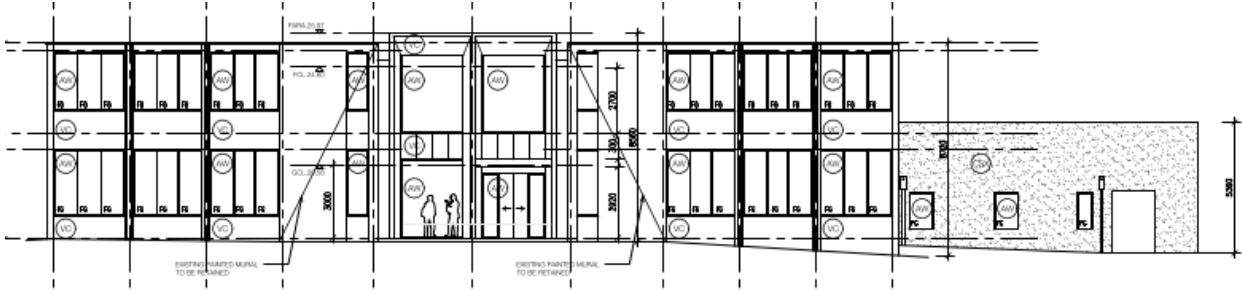


Figure 13: South elevation of the Sholto Black building

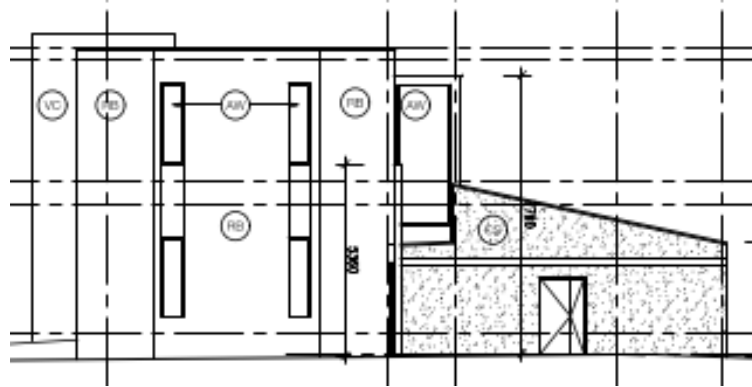


Figure 14: West elevation of the Sholto Black building

44. The General Residential Zone provides the guidance for maximum building heights for residential buildings, this guidance states:

'If no maximum building height or maximum number of storeys is specified in a schedule to this zone, the building height must not exceed 11 metres; and the building must contain no more than 3 storeys at any point.'

45. The zone recognises that non-residential uses are different from residential, however the proposed built form is considered to be consistent with the maximum building heights specified in the zone and are therefore acceptable.

Design Detail

46. The applicant submitted a materials schedule as part of the application documents. This includes the design detail for the upgrades to the Sholto Black building.

47. The Sholto Black building has retained its distinctive design, including the mural, and will be enhanced by the replacement of all original glazing with double glazed windows, existing walls are upgraded with aluminium cladding and extensions finished in rendered cement sheeting.

48. The overall design detail of the building is retained; however, the building has been modernised allowing for better insulation and greater ESD outcomes. The distinctive mural on the building frontage (as shown in Figure 15) is to be retained as part of the works and will not be affected by the new entry to be constructed as part of the works.



Figure 15: Existing Mural on Sholto Black building

Amenity

Amenity Impacts (internal and offsite)

49. The amenity impacts to adjoining properties is minimal with no direct interface with the residential properties which surround the school.
50. The proposed building heights are consistent with the GRZ and the retention of the Altera building as a permanent structure would not result in any additional amenity impacts. The use of these buildings does not result in an increased intensity of use and therefore will not create additional noise implications.
51. There is no proposed increase in student numbers or staff numbers as part of the proposal, which will not increase the required number of car parks or create any additional traffic considerations.

Overshadowing

52. The application had not included shadow diagrams as part of the application documents, however as the buildings are internal to the site and no changes are proposed to the heights, all shadows will be wholly contained within the school boundaries and will not have any amenity impact on any other parties.

Landscaping

53. No landscape plan has been submitted, however the existing landscaping around the buildings will be retained apart from the removal of trees from the rear of the gallery to be demolished.
54. The trees will require a separate permit from council for removal.



Car and Bicycle Parking, Loading, and Other Services

Car Parking

55. The proposal does not include any additional staff or students and does not trigger the requirement for additional onsite car parking. There are no changes to the existing onsite parking provided for staff located within the school grounds.

Bicycle Facilities

56. The proposal does not include any additional staff or students therefore no additional bicycle parking is required as a result of the amendment.

Waste

57. A waste management plan has not been provided however the waste management on the site is not expected to vary significantly from the current conditions. Waste management will be managed in accordance with the existing operations of the school.

Sustainability

Environmentally Sustainable Design (ESD)

58. The application has been submitted with a Sustainable Design Assessment (SDA) report for the proposal which broadly outlines the strategies and sustainability initiatives that will be deployed within the proposed scope of works.
59. The SDA includes the results of a BESS report undertaken for the Sholto Black building which achieves a rating of 58% demonstrating that the proposed renovation of the existing building achieves a sustainable outcome exceeding the best practice of 50%.

Stormwater Management

60. The allocation has submitted stormwater management assessment as part of the SDA report which provides stormwater treatment for the extent of the proposed works.
61. The development is proposing to connect the renovated building to the existing site stormwater catchment system. The existing system has a storage capacity of well in excess of 2,000 litres and is connected to roof catchment areas in excess of 50 sqm.
62. The proposal has been assessed as meeting 100% meeting Best Practices for STORM or MUSIC modelling, with collected stormwater servicing toilet flushing and/or irrigation of onsite landscaping.

Native Vegetation

63. The proposed tree removal of 5 planted olive trees located to the north of the building do not trigger a planning permit for their removal pursuant to Clause 52.17 (Native Vegetation).

Planning Permit

Permit No.:	PA2403213
Planning scheme:	Greater Dandenong Planning Scheme
Responsible authority:	Minister for Planning
ADDRESS OF THE LAND:	855-891 Springvale Road, Keysborough Vic

THE PERMIT ALLOWS:

Planning scheme clause No.	Description of what is allowed
Clause 32.08-10	Construct a building or construct or carry out works for a use in Section 2 of Clause 32.08-2

THE FOLLOWING CONDITIONS APPLY TO THIS PERMIT:

Compliance with documents approved under this permit.

1. At all times what the permit allows must be carried out in accordance with the requirements of any document approved under this permit to the satisfaction of the responsible authority.

Layout not altered.

2. The layout of the use and development must not be altered from the layout shown on the approved and endorsed plans without the written consent of the responsible authority.

Once the development has started, it must be continued and completed to the satisfaction of the Responsible Authority.

Noise Impacts

3. Noise levels emanating from the music building must not exceed those required to be met under State Environment Protection Policy (Control of Noise from Commerce, Industry and Trade), No. N-1. Any works required to ensure and maintain the noise levels are in compliance with this policy must be completed prior to the commencement of the use or occupation of the site and maintained thereafter, all to the satisfaction of the Responsible Authority.

General Amenity

4. The amenity of the area must not be detrimentally affected by the use(s), including through:
 - The transport of materials, goods or commodities to and from the land;
 - The unsightly appearance of any buildings, works or materials;
 - The emission of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waster water, waste products, grit or oil; or

- The presence of vermin.

To the satisfaction of the Responsible Authority.

Environmentally Sustainable Design (ESD)

5. Concurrent with the endorsement of plans, the Sustainable Design Assessment (SDA) prepared by Edison Consulting Engineers, Issue A, dated September 2024 must be approved by the Responsible Authority. The performance outcomes for the development must be in accordance with the report, to the satisfaction of the Responsible Authority. The report must not be altered without the prior written consent of the Responsible Authority.
6. Any change during detailed design, which prevents or alters the attainment of the performance outcomes specified in the endorsed report in an addendum to this report, which must be provided to the satisfaction of the Responsible Authority prior to the commencement of construction.

Commencement

7. This permit will operate from the issued date of this permit.

Expiry

8. This permit will expire if one of the following circumstances apply:

- a) The development is not started within 2 years of the issued date of this permit.
- b) The development is not completed within 4 years of the issued date of this permit.

In accordance with Section 69 of the Planning and Environment Act 1987, an application may be submitted to the responsible authority for an extension of the periods referred to in this condition.

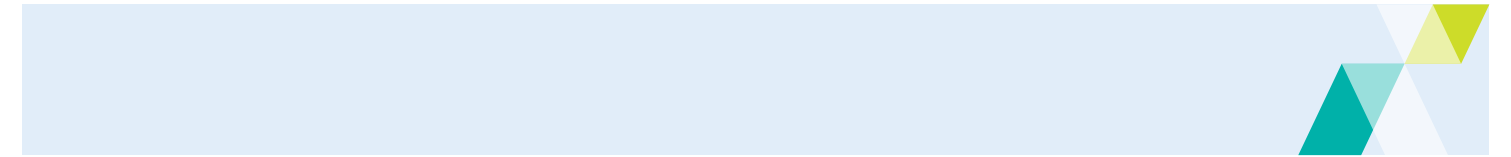
- a) The commencement date referred to if a request is made in writing before the permit expires or within six months afterwards.
- b) The completion date referred to if a request is made in writing within six months after the permit expires and the development started lawfully before the permit expired.

Notes:

(the following information does not form part of this permit)

The permitted use or development may need to comply with, or obtain the following further approvals:

- These notes are provided for information only and do not constitute part of the permit or conditions of this permit.
- Tree removal - Pursuant to the City of Greater Dandenong Tree Protection Land Law 2023, a local law permit is required to remove any tree with a diameter of 40cm or larger measured 1.4 metres from the ground.
- This permit does not authorise the commencement of any demolition or construction on the land. Before any demolition or construction may commence, the applicant must apply for and obtain appropriate building approval from a Registered Building Surveyor.
- The applicant/owner will provide a copy of this planning permit and endorsed plans to any appointed Building Surveyor. It is the responsibility of the applicant/owner and the relevant Building Surveyor to ensure that all building (development) works approved by any building permit are consistent with this planning permit.

- 
- A building permit under the *Building Act 1993*.
 - Paths, access ramps and Tactile Ground Surface Indicators to be installed in accordance with DDA requirements and the relevant Australian Standards.

Recommendation



64. The proposal is generally consistent with the relevant planning policies of the Greater Dandenong Planning Scheme and will contribute to the provision of Education facilities within the Keysborough area.
65. The proposal is generally supported by the various referral agencies.
66. It is recommended that Planning Permit No. PA2403213 for the renovation of the Sholto Black building and retention of the Altera building at 855-891 Springvale Road, Keysborough be issued subject to conditions.
67. It is **recommended** that the applicant and the council be notified of the above in writing.



Prepared by:

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

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

Name: Cath te Lintelo
Title: Senior Planner, Development Approvals and Design
Phone: 03 5172 2327
Signed: 
Dated: 23/10/24

Approved by:

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

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 - Attached the Statutory Planning Services declaration of Conflict/Interest form into the relevant electronic workspace.

Name: Grant Logan
Title: Manager, Development Approvals and Design
Phone: 0428809519
Signed: 
Dated: 23/10/2024
