

# 9-17 Cranbourne Road & 69 Playne Street, Frankston Planning Report

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# 1 Introduction

proUrban Advisory, Planning & Management ('proUrban') acts on behalf of SANCC Pty Ltd ('the applicant') in relation to the development of the land at 9-17 Cranbourne Road and 69 Playne Street, Frankston ('the site').

This planning report and attached documentation form an application to the Department of Transport and Planning, and the Minister for Planning ('the responsible authority') to allow for the use and development of the land for the purpose of a specialist hospital.

A review of the Frankston Planning Scheme planning controls and an inspection of the subject site and surrounds have been conducted to inform this report.

This report provides the following:

- A description of the subject land and surrounding context;
- A description of the proposed use and associated works;
- A summary of the applicable statutory controls and provisions of the Frankston Planning Scheme;
- An analysis of the proposed development against relevant State and Local Planning policies of the Frankston Planning Scheme; and
- An assessment of the merits of the proposal

This report should be read in conjunction with the following documents:

- Certificate of Title documentation;
- Completed application forms;
- Metropolitan Planning Levy Certificate;
- Architectural Drawings prepared by Clarke Hopkins Clarke;
- Landscape Plan by Fitzgerald Frisby Landscape Architecture;
- Waste Management Plan by Leigh Design;
- Sustainability Management Plan by Sustain Erbas; and
- Traffic Report by One Mile Grid;

The following documents are also provided in accordance with the application requirements for Clause 53.22:

- Quantity surveyor report prepared by Napier Blakely; and
- Written advice of the Chief Executive Officer, Invest Victoria.

Overall, we submit that the proposal achieves a high level of consistency with the relevant policy objectives and the intent of the Frankston City Council Planning Scheme and presents an appropriate response to the site and surrounding area.

## 2 Site Context

### Site Description

The site is located on Cranbourne Road in Frankston, comprising No.'s 9, 11, 13, 15, and 17 in addition to 69 Playne Street to the south of Cranbourne Road (figure 1). The relevant Certificates of Title confirm the site's legal descriptions are as follows:

- 9 Cranbourne Road, Frankston: Lot 1 on Title Plan 183275V & Lot 1 on Title Plan 609698W
- 11 Cranbourne Road, Frankston: Lot 1 on Title Plan 573994M.
- 13 Cranbourne Road, Frankston: Lot 1 on Title Plan 160056N.
- 15 Cranbourne Road, Frankston: Lot 1 on Title Plan 203745D.
- 17 Cranbourne Road, Frankston: Lot 1 on Title Plan 594311C.
- 69 Playne Street, Frankston: Lot 15 on Plan of Subdivision 000399.

The overall subject site is irregularly shaped due to its main frontage to Cranbourne Road and rear frontage to Playne Street, and covers a flat site area of approximately 6,000m<sup>2</sup>.

The Cranbourne Road frontage is approximately 99 metres, and a 20 metre frontage exists to Playne Street. A drainage and sewerage easement in favour of Frankston City Council exists at the rear of lots 11, with no other easements or title related encumbrances which would impact the outcome of the proposal.



Figure 1 | Cadastral image of the site

### Existing Conditions

The land is currently vacant with grassed vegetation covering the entirety of the site. Prior to this the site was occupied by excess soil and shipping containers, and residential dwellings dating back to 2008.

## Surrounding Area

The site is located in the south-eastern portion of the Frankston Major Activity Centre (FMAC), which is over 39km south-east from Melbourne's CBD. The subject site is centrally located in a precinct earmarked for commercial development with health and education also encouraged in the FMAC. As such, the site is located within commercially zoned land along Cranbourne Road in close proximity to recreational, retail, health, and education uses. South of the site adjoins residentially zoned land. The site is predominantly surrounded by medium to large scale developments, with low-rise singles-storey dwellings to the south.

## Site Interfaces

### North

North of the site is a large public use and recreation area comprising an aquatic centre and vocational school. Beyond this several medical centres and retail shops exist, as well as north-east of the site along Cranbourne Road.

### East

East of the site comprises residential dwellings, predominantly single-storey with a mix of detached houses and higher density unit developments.

### South

South of the site is adjoined by residential dwellings, with schools, churches, retail and medical centres to the south and south-west. Frankston Hospital is also located around 350m from the subject site to the southeast.

### West

West of the site is the Frankston Fire Brigade, with parking areas and multi-use development beyond this within the Civic Centre.



Figure 2 | Aerial image of the site

# 3 Proposal

The application seeks approval for use of the land and associated works to develop a specialist hospital proposed as 'Mornington Peninsula Specialist Hospital' on the site and will also include medical tenancies for ancillary health services.

The proposal stems from the ambition of a consortium of doctors and surgeons (the applicant) to respond to the following objectives:

- Respond to increased demand for a multi-specialty Day Hospital following the closure of Frankston Private Hospital;
- Support the changing demographic of older generations moving to the area placing greater strain on limited private hospitals;
- Gentrification within the Frankston municipality increasing demand for private medical care;
- Responding to an observed willingness for those seeking medical care to opt for private hospitals in light of extensive wait times for public hospitals; and
- Provide specialist medical care in a central and accessible location for those travelling long distances for medical care.

## Land Use

The proposal seeks to use the land for the purpose of a hospital and office (medical centre), comprising thirty-three (33) points of care consulting suites across three levels. This will include various clinical services such as operating rooms, recovery rooms, staff rooms, offices, various storerooms, scrubbing rooms, sterile zones, circulation, waiting areas and amenities. More specifically, this includes:

- 2 theatres
- 1 endoscopy rooms
- 28 beds
- 2 pathology rooms
- 1,943 sqm consulting suites

The proposed day hospital is intended to operate during day hours, including Monday – Friday 8:00am – 6:00pm.

It is noted that the ground floor and Level 1 are proposed medical tenancies, with Level 2 accommodating the surgical and hospital related activities. This is intended to support passive surveillance and activation of the ground floor and Cranbourne Road street frontage. Where possible, such as on Level 2, more active uses such as reception and waiting rooms are positioned to front the street.

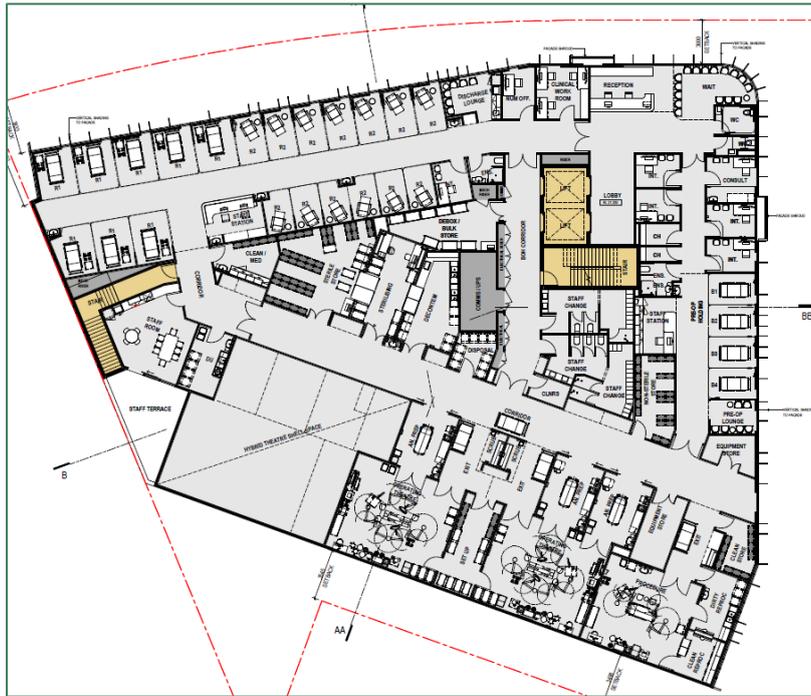


Figure 3 | Excerpt of Level 2 floor plan from Architectural drawings (Clarke Hopkins Clarke)

## Built Form

The application proposes the construction of a three-storey hospital over a total floor area of 3,497m<sup>2</sup>. The built form is positioned toward the northwest of the overall lot, with access and car parking provided along the eastern perimeter of the lot running on a north-south axis. The orientation of the building allows for maximum solar access to habitable rooms within the development.

The overall built form demonstrates a maximum height of 15.8 metres to the top of the parapet, and 17.7 metres to the top of the acoustic plant screen and plant platform which is positioned on the roof of the building. The proposal responds appropriately to the site's gateway location by providing architectural elements on the corner of the building to enhance the prominence of the building, demonstrate a clear entry/egress point, and be visible from both sides of traffic on Cranbourne Road to support wayfinding.

The built form is setback from the Cranbourne Road frontage via a 3–5.5m landscaped setback. Deep soil zones are provided across the Cranbourne Road and Playne Street frontages, in addition to several others throughout the site.

The ground floor provides generous setbacks to the north, east and south but is proposed to be built to the western boundary due to the constraints of the consolidated lot. Levels 1 and 2 cantilever over the ground floor and are set back 3 metres from the south-western boundary and northern boundaries, with generous setbacks to the east and built to the boundary to the west. The cantilever over the building entries supports weather protection and a sense of entry.

The built form is located over 60 metres from the southern frontage (Playne Street) due to the configuration of the proposal. In addition, high-level windows are proposed to support privacy on southern and western residential interfaces, with clear windows fronting Cranbourne Road to support passive surveillance.

Please refer to the Town Planning Drawings prepared by Clarke Hopkins Clarke for further details.



Figure 4 | Artist impression from Architectural drawings (Clarke Hopkins Clarke)

### Materials and Finishes

The proposal utilises materials drawn from coastal natural tones and provides visual interest through brick, metal, and panelled materials. As discussed, the materiality of the external façade, particularly the north-western corner has been curated to amplify the presence of the building within the precinct.

Further, the façade has been articulated with varied materials supporting visual interest in addition to solar protection through sun shading devices.

### Access and Loading

Vehicle access to the site is provided via new 6.4 metre crossovers to Cranbourne Road and Playne Street both supporting entry and egress. Public entry is also provided via footpaths from both street frontages which extend from the existing pedestrian footpaths.

Three existing crossovers to Cranbourne Road and two to Playne Street are proposed to be removed and replaced with new landscaping.

### Car Parking and Bicycle Facilities

The proposal provides a total of 138 car parking spaces including 4 DDA compliant spaces. A total of 18 bicycle parking spaces are provided comprising bike racks fronting Cranbourne Road, and the eastern frontage near the building entry.

### Signage

Two signage zones are proposed on the feature façade screen at the front of the building on the northern and eastern facades. Both signs are proposed to cover an area of 15.8m<sup>2</sup>. This is to display business identification signage for the hospital.

Please refer to the Town Planning Drawings prepared by Clarke Hopkins Clarke for further details.

# 4 Project History

## Pre-Application Meeting

- A pre-application meeting was held on 16 December 2022 with Council Planner Bronte Norris (Frankston City Council).
- We note that the original proposal sought approval for use and development of the land for a single-storey hospital.
- Feedback provided in meeting minutes. Key comments pertained to:
  - Underdevelopment and built form concerns in accordance with DDO13
  - Concern on landscaping response, amenity impacts, traffic circulation.

## Lodgement with Frankston City Council (FCC)

- Application was lodged with FCC on 22 December 2022.
- Application was acknowledged on 23 December 2022, allocated to Bronte Norris.

## Request for Further Information (RFI)

- An RFI was received 9 February 2023. Comments largely pertained to:
  - General built form and appropriateness of the development
  - Landscaping
  - Internal referral comments (Strategic Planning, Stormwater & Drainage, Traffic/Car Parking, ESD, Waste Management)
  - External Referral Comments (DTP)
- Concern regarding underdevelopment and adherence to built form controls remain.
- Several extensions to RFI sought whilst project team reviewed scheme and feasibility of increasing height to address Councils concerns.
- Please refer to the Appendix for a copy of our RFI and Referral response letter responding to Councils concerns.

## Discussion Plans

- Discussion plans were submitted to Council in June 2023 and were re-referred internally, and feedback received.
  - Key change – increase in building height to 14.5m and three storeys.
- Several meetings were held with Council to discuss the proposed amended scheme.
- An in-person meeting was held on 18th July with Bronte Norris and Sam Clements, proUrban, Clarke Hopkins Clarke architects and a member representing the applicants to discuss Discussion Plans.
- It was identified that despite the increased height, that the discussion plans represent an underutilisation of the site. This is due to the extent of at grade parking, where basement car parking was recommended, and an increase in height closer to 6-storeys in accordance with the objectives sought by the precinct in the FMAC Structure Plan.
- It was determined that basement car parking was not economically feasible for the applicant, having already increased the building height to three-storeys.

## Current Position

- The application is currently at the RFI stage with Frankston City Council.
- A further extension is being sought to the RFI response date for this interim period whilst an application is being prepared and lodged with State Government in accordance with Clause 53.22 and the Development Facilitation Program.

# 5 Statutory Planning Controls

## Zone

The subject site is located within the Commercial 1 Zone – Schedule 1 of the Frankston Planning Scheme. In addition to implementing the Planning Policy Framework, the purpose of the C1Z as outlined within Clause 34.01 is:

- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
- To provide for residential uses at densities complementary to the role and scale of the commercial centre.

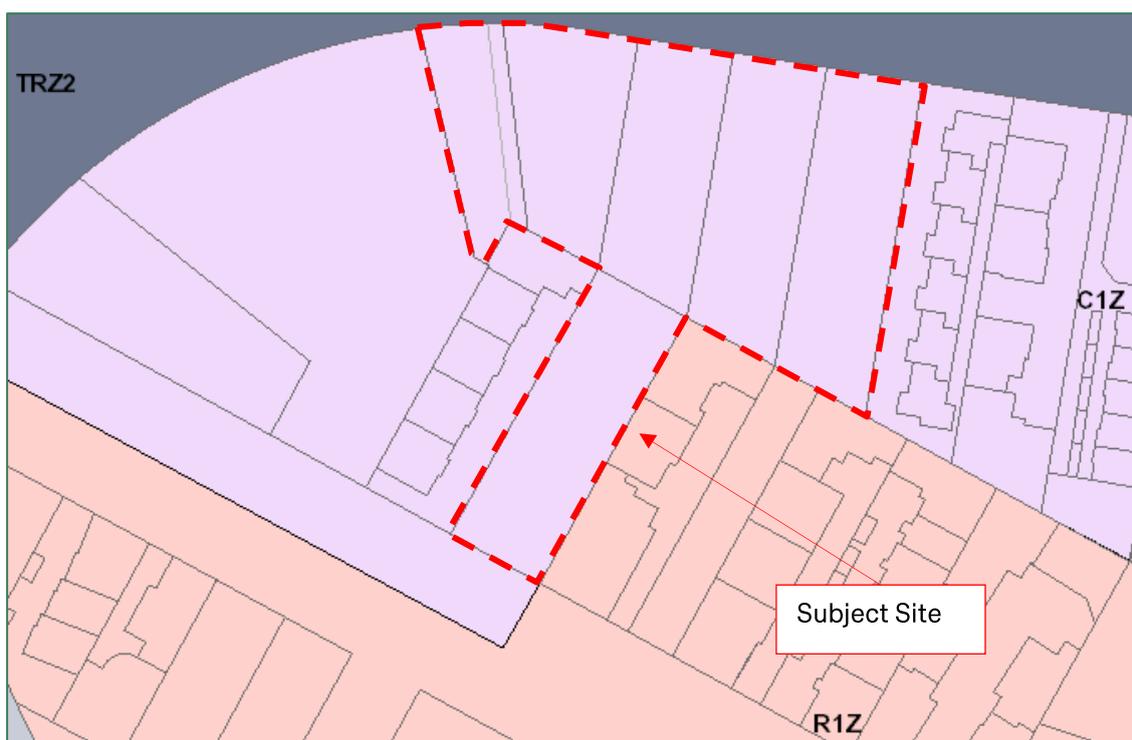


Figure 5 | Zoning map

The proposal pertains to use of the land as a hospital where patients are admitted to the hospital as 'in patients' but do not stay overnight. As such, the appropriate land use was determined to be 'hospital' in accordance with definitions under Clause 73.03, this being:

*Land used to provide health services (including preventative care, diagnosis, medical and surgical treatment, and counselling) to persons admitted as in-patients. It may include the care or treatment of out-patients.*

Use of the land for a hospital under the C1Z is a section 2 use meaning a permit **is required**.

Use of the land for office (medical centre) under the C1Z is a section 1 use meaning a permit is **not required**.

Pursuant to Clause 34.01-2, a use must not detrimentally affect the amenity of the neighbourhood, including through the:

- *Transport of materials, goods or commodities to or from the land.*
- *Appearance of any building, works or materials.*

- *Emission of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil.*

Pursuant to Clause 34.01-4 a **permit is also required** to construct a building or to construct or carry out works.

### Decision Guidelines

The relevant decision guidelines under the Commercial 1 Zone are:

#### **General**

- *The Municipal Planning Strategy and the Planning Policy Framework.*
- *The interface with adjoining zones, especially the relationship with residential areas.*

#### **Use**

- *The effect that existing uses may have on the proposed use.*
- *The drainage of the land.*
- *The availability of and connection to services.*
- *The effect of traffic to be generated on roads.*
- *The interim use of those parts of the land not required for the proposed use*

#### **Building and works**

- *The movement of pedestrians and cyclists, and vehicles providing for supplies, waste removal, emergency services and public transport.*
- *The provision of car parking.*
- *The streetscape, including the conservation of buildings, the design of verandahs, access from the street front, protecting active frontages to pedestrian areas, the treatment of the fronts and backs of buildings and their appurtenances, illumination of buildings or their immediate spaces and the landscaping of land adjoining a road.*
- *The storage of rubbish and materials for recycling.*
- *Defining the responsibility for the maintenance of buildings, landscaping and paved areas.*
- *Consideration of the overlooking and overshadowing as a result of building or works affecting adjoining land in a General Residential Zone, Neighbourhood Residential Zone, Residential Growth Zone or Township Zone.*
- *The impact of overshadowing on existing rooftop solar energy systems on dwellings on adjoining lots in a General Residential Zone, Mixed Use Zone, Neighbourhood Residential Zone, Residential Growth Zone or Township Zone.*
- *The availability of and connection to services.*
- *The design of buildings to provide for solar access.*

This zone is in Category 1 for signage provisions in addition to the controls under Clause 52.05.

### **Overlays**

#### **Design and Development Overlay – Schedule 13**

The subject site is identified within the Design and Development Overlay – Schedule 13 (DDO13) of the Frankston Planning Scheme. The DDO13 is also known as the Frankston Metropolitan Activity Centre Precincts 8 & 9 – Health and Education and Cranbourne Road Office and Commercial.

In addition to implementing the Planning Policy Framework, the purpose of the DDO13 as outlined within Clause 43.02 is:

- To identify areas which are affected by specific requirements relating to the design and built form of new development.

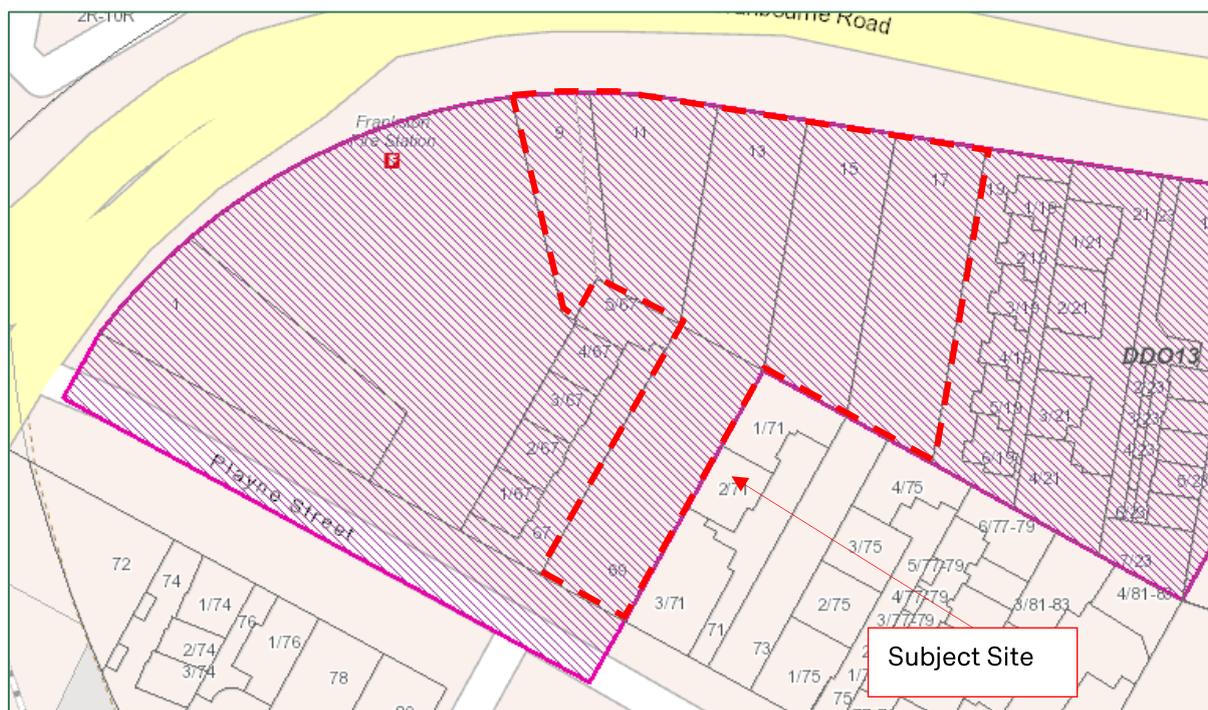


Figure 6 | Map of DDO13

This is in addition to the design objectives outlined in the schedule to the overlay in DDO13:

- Ensure the design of new development is consistent with the objectives of the Built Form Guidelines – Frankston Metropolitan Activity Centre Precinct 8 Health and Education, and Precinct 9 Cranbourne Road Office and Commercial, July 2018.
- Encourage development along Hastings and Cranbourne Roads that is responsive to their roles as gateways to the City Centre, consistent with the visions and objectives of the Frankston Metropolitan Activity Centre Structure Plan, May 2015 and strengthens Frankston’s role as a major health and education hub through the location of complimentary health, medical and educational services.
- Provide for a range of commercial and residential uses that complement the mixed-use and commercial function of the precinct including the development of office suites along Cranbourne road, increased housing densities on upper levels of new development and the integration of health and education uses as part of mixed use development.
- Encourage building interfaces that promotes surveillance of adjoining streets through activated frontages.
- Ensure that the location and design of car parks, loading bays and services areas promotes active street frontages, does not dominate public spaces and supports safe use and access.

Pursuant to Clause 43.02-2, a permit **is required** to construct a building or construct or carry out works.

Schedule 13 identifies buildings and works requirements which apply to an application to construct a building or to construct to carry out works which broadly pertain to:

- Preferred maximum height
- Preferred street and building setbacks
- Provision of deep soil zones
- Consideration of 9m distance to mitigate overlooking

- Articulation of building facades and entries
- Materiality and landscaping
- Solar access
- Location of car parking areas and screening of utilities
- Provision of permeable surfaces

An assessment of these application requirements in addition to the decision guidelines at Clause 43.02-6.0 will be provided in depth in subsequent stages of this report.

### Parking Overlay – Schedule 1

The subject site is identified within Parking Overlay – Schedule 1 (Frankston Metropolitan Activity Centre) (PO1) of the Frankston Planning Scheme. In addition to implementing the Planning Policy Framework, the purpose of the PO1 as outlined within Clause 45.09-1.0 is:

- *To improve car parking provision in the Frankston Metropolitan Activity Centre.*
- *To reduce the demand for new car parking provision by maintaining and improving existing car parking within the centre.*
- *To consolidate car parking into large, well located, easily accessible and locatable facilities where possible.*
- *To provide for the collection of financial contributions towards the construction of shared car parking facilities.*



Figure 7 | Map of DDO13

As the proposed land use 'hospital' is not listed within the PO1, the provisions under Clause 52.06 apply to the proposal.

### Special Building Overlay

A small portion of the subject site is identified within the Special Building Overlay – Schedule (SBO) of the Frankston Planning Scheme (refer Figure 8). In addition to implementing the Planning Policy Framework, the purpose of the SBO as outlined within Clause 44.05 is:

- To identify land in urban areas liable to inundation by overland flows from the urban drainage system as determined by, or in consultation with, the floodplain management authority.
- To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, is compatible with the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.
- To protect water quality and waterways as natural resources by managing urban stormwater, protecting water supply catchment areas, and managing saline discharges to minimise the risks to the environmental quality of water and groundwater.

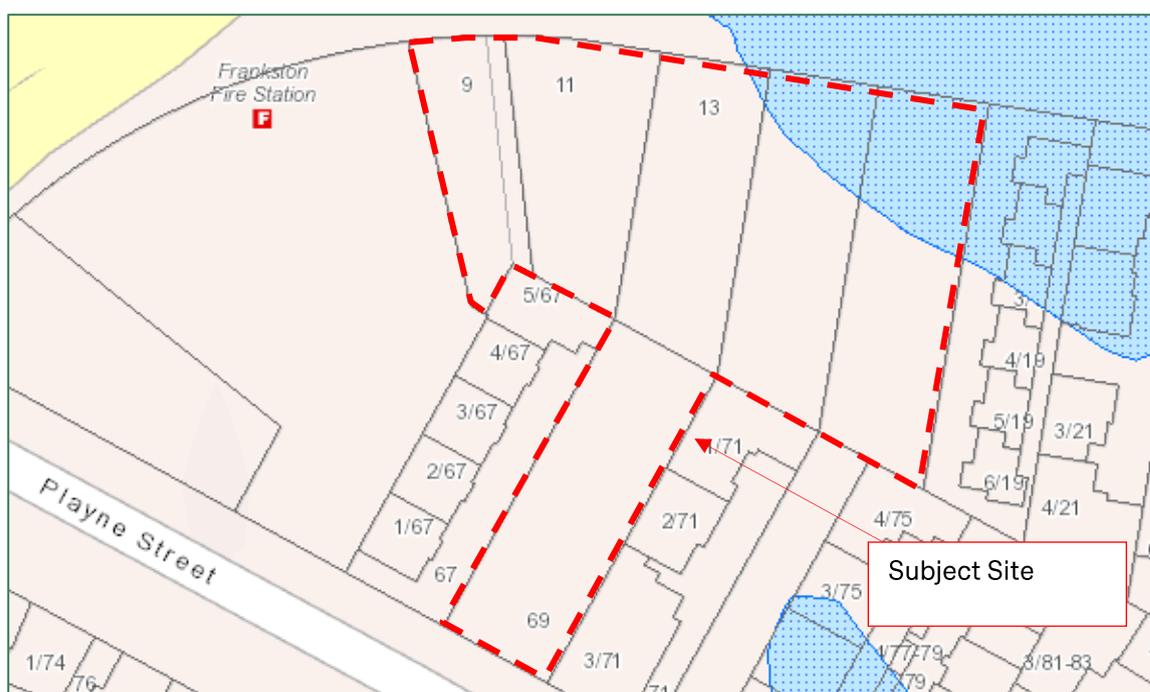


Figure 8 | Map of SBO

Pursuant to Clause 44.05-2, a permit is required to construct a building or construct or carry out works. Before deciding on an application, in addition to the decision guidelines in Clause 65, the responsible authority must consider, as appropriate:

- The Municipal Planning Strategy and the Planning Policy Framework.
- Any local floodplain development plan.
- Any comments from the relevant floodplain management authority.
- The existing use and development of the land.
- Whether the proposed use or development could be located on flood-free land or land with a lesser flood hazard outside this overlay.
- The susceptibility of the development to flooding and flood damage.
- Flood risk factors to consider include:
  - The frequency, duration, extent, depth and velocity of flooding of the site and accessway.
  - The flood warning time available.
  - The danger to the occupants of the development, other floodplain residents and emergency personnel if the site or accessway is flooded.

- The effect of the development on redirecting or obstructing floodwater, stormwater or drainage water and the effect of the development on reducing flood storage and increasing flood levels and flow velocities.
- Any other matters specified in a schedule to this overlay.

## Cultural Heritage

A portion of the subject site is located in an area of cultural heritage significance as shown below.

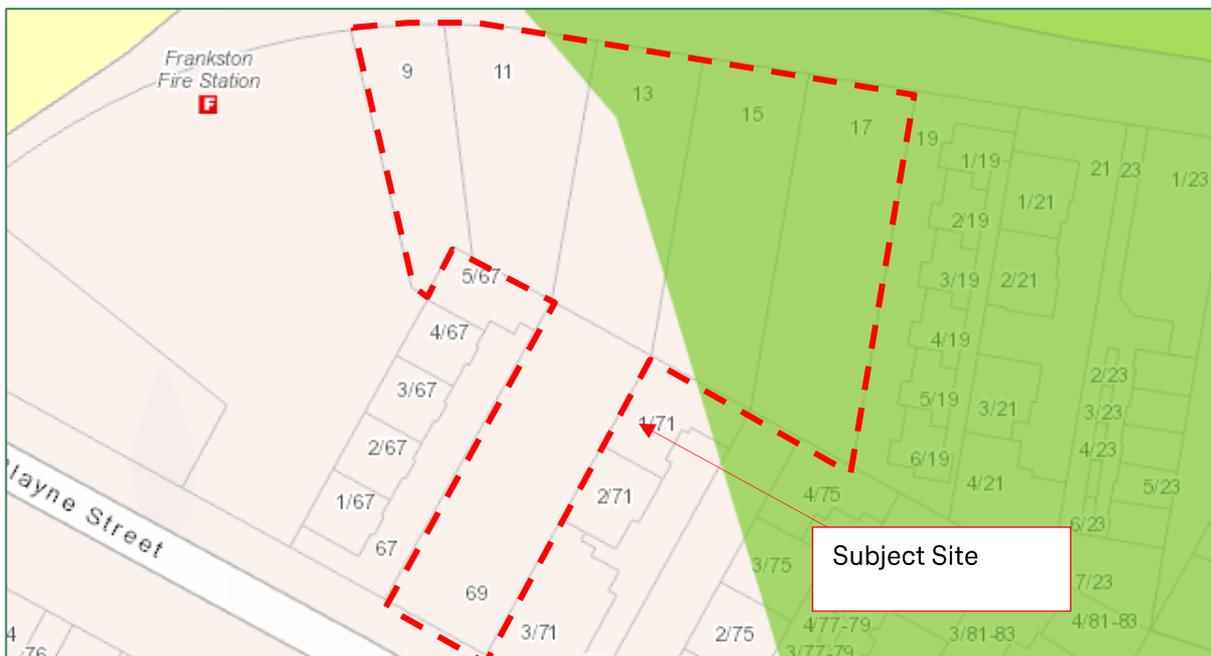


Figure 9 | Map of Cultural Heritage

A Cultural Heritage consultant is being engaged for the preparation of a Preliminary Aboriginal Heritage Test (PAHT). This will be provided at a later date in the application process.

## Particular Provisions

### Signs

Clause 52.05 - Signs seeks to regulate the display of signs. The subject site is situated within a Category 1 – Commercial Areas. This area is classified to be ‘minimum limitation’ and of low sensitivity.

A permit is required to provide business identification signage with a total advertisement area of all signs exceeding 8sqm.

### Car Parking

Clause 52.06 outlines the required provision of car parking for a site depending on its use. Where a use is not listed within Clause 52.06-5, before a new use commences or the floor area or site area of an existing use is increased, car parking spaces must be provided to the satisfaction of the responsible authority (RA). The appropriate provision of car parking relates to the use of the land, number of patrons, and adverse impact of increased traffic within an area.

The land use Hospital is not listed within Clause 52.06-5 and therefore, an assessment to confirm the acceptability of the car parking arrangements is required.

## Land Adjacent to the Principal Road Network

Clause 52.29 of the Frankston Planning Scheme seeks to ensure appropriate access to the Principal Road Network and applies to all land adjacent to a road in the Transport Zone 2.

A permit **is required** to create or alter access to a road in a Transport 2 Zone.

An application for a permit under 52.29 must be assessed for the effect of the proposal on the operation of the road and on public safety, and any policy made by the relevant road authority pursuant to schedule 2, clause 3 of the *Road Management Act 2004* regarding access between a controlled access road and adjacent land.

## Bicycle Facilities

Clause 52.34 of the Planning Scheme outlines the bicycle requirements for a range of uses, and states that a new use must not commence, or the floor area of an existing use must not be increased until the required bicycle facilities and associated signage has been provided on the land.

For use of the land as a Hospital, the following bicycle rates apply:

- 1 space per 15 beds for employees
- 1 space per 30 beds for visitors

For use of the land for medical centre, the following bicycle rates apply:

- 1 space per 8 practitioners for employees
- 1 space per 4 practitioners for visitors

## Stormwater Management in Urban Development

The purpose of Clause 53.18 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.

Pursuant to Clause 53.18, an application to construct a building or construct or carry out works:

- Must meet all of the objectives of Clauses 53.18-5 and 53.18-6.
- Should meet all of the standards of Clauses 53.18-5 and 53.18-6.

## Significant Economic Development

The purpose of Clause 53.22 is to:

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

In accordance with Table 1 to Clause 53.22-1, hospital is a specified use listed within Table 2, with the condition that the *estimated cost of development must be at least \$30 million if any or part of the land is in metropolitan Melbourne.*

In accordance with the Quantity Surveyor report prepared by Napier Blakely, the proposed hospital development has an estimated cost of development of \$39,637,371 million.

The proposal, therefore, meets the use and conditional requirements for Category 1 under Clause 53.22-1., and is assessable via the Development Facilitation Program (DFP).

The following planning scheme requirements apply to applications assessed under Clause 53.22:

- *The responsible authority may waive or vary any building height or setback requirement.*
- *An application is exempt from an application requirement in this planning scheme if in the opinion of the responsible authority the information is not relevant to the assessment of the application.*

In addition to other application requirements required under the planning scheme, the following must accompany an application under Clause 53.22:

- *A quantity surveyor report prepared by a suitably qualified person specifying the estimated cost of the development. For a development that includes more than one use, the report should specify the estimated cost of development for each use.*
- *Written advice of the Chief Executive Officer, Invest Victoria.*

The following must be considered in addition to other applicable decision guidelines within the planning scheme:

- *The purpose of the clause.*
- *The views of the Office of the Victorian Government Architect*

Clause 65 Decision Guidelines:

- *The matters set out in section 60 of the Act.*
- *Any significant effects the environment, including the contamination of land, may have on the use or development.*
- *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.*
- *The orderly planning of the area.*
- *The effect on the environment, human health and amenity of the area.*
- *The proximity of the land to any public land.*
- *Factors likely to cause or contribute to land degradation, salinity or reduce water quality.*
- *Whether the proposed development is designed to maintain or improve the quality of stormwater within and exiting the site.*
- *The extent and character of native vegetation and the likelihood of its destruction.*
- *Whether native vegetation is to be or can be protected, planted or allowed to regenerate.*
- *The degree of flood, erosion or fire hazard associated with the location of the land and the use, development or management of the land so as to minimise any such hazard.*
- *The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.*
- *The impact the use or development will have on the current and future development and operation of the transport system.*

# 6 Planning Permit Requirements

The proposed use and development require a planning permit pursuant to the following triggers:

## Land Use

- Pursuant to Clause 34.01-2 a permit **is required** to use the land for a hospital.
- Pursuant to Clause 34.01-2 a permit **is not required** to use the land for office (medical centre).

## Building and works

- Pursuant to Clause 34.01-4, 43.02-2, 44.05-2 a permit **is required** to construct a building or carry out works.

## Land Adjacent to the Principal Road Network

- Pursuant to Clause 52.06 **a permit is required** to reduce the required statutory rate for carparking.

## Signage

- Pursuant to Clause 52.05-13 a permit **is required** to construct and display business identification signage which exceeds 8sqm.

## Significant Economic Development

- The proposal meets the application requirements, and seeks to utilise the provisions of Clause 53.22, for assessment of the application through the Development Facilitation Program.

## Notice and Review

In accordance with 53.22-4, this application is **not exempt** from notice requirements of section 52(1)(a), (b) and (d), but **is exempt** from the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

# 7 Relevant Planning Policy

## Plan Melbourne

The Melbourne Metropolitan Planning Strategy, Plan Melbourne, outlines the vision for Melbourne's growth to the year 2050. It seeks to respond to the challenges of population growth, driving economic prosperity and liveability. It defines what kind of city Melbourne will be and identifies the infrastructure, services and major projects which need to be put in place to underpin the city's growth.

It is the State Government's blueprint for Melbourne's future prosperity, liveability and sustainability. The Strategy addresses Melbourne's infrastructure, housing, employment and environmental challenges with an integrated approach to planning, based broadly on the principles of transit orientated development that includes land use, transport, and social and community infrastructure.

The plan identifies Frankston as a Metropolitan Activity Centre that contains a key health and education precinct within the state.

## Municipal Planning Strategy

The Municipal Planning Strategy (MPS) outlines the basis for the local content of the planning scheme and explains the context for a municipality by provide the overarching strategies for the major land use and development matters that affect it. Relevant elements of the MPS to this proposal include:

### Clause 02.02 - Vision

- Protect and enhance heritage, unique characteristics and the environment of the municipality.
- Deliver environmentally sustainable design innovation and architectural excellence.
- Provide a healthy and safe environment for residents, workers and visitors.
- Integrate transport planning by providing safe and functional pedestrian, bicycle and vehicle networks.
- Minimise the impact of climate change, reduce pollution and encourage the sustainable use of natural resources.
- Protect and preserve biodiversity and enhance the natural environment.

### Clause 02.03-1 – Settlement

#### Frankston Metropolitan Activity Centre

Strategic directions:

- Encourage and facilitate the continued role and development of the Frankston MAC as the major community, employment and commercial focal point for the municipality and region.
- Incorporate high quality urban design outcomes including engaging public spaces and greening of the MAC.
- Strengthen and consolidate health and education uses in the MAC within identified precincts and improve links to these uses from adjacent areas.

### Clause 02.03-5 – Built Environment and Heritage

Built form and design

- Improve the design, amenity and quality of built form in the municipality.
- Enhance the image of the municipality at key entrances, viewpoints and along boulevards.
- Protect and maintain the integrity of significant Aboriginal culture and post-settlement heritage places.

## Health and wellbeing

- Facilitate active living and community connections through land use and development that offers recreational and social opportunities.
- Facilitate access to services and community infrastructure for older people, people with disabilities and vulnerable groups.

## Clause 02.03-7 – Economic Development

- Support use and development that provide for local employment and utilise local skills.
- Consolidate and expand the role of the municipality as the regional capital for health, retail, education, hospitality, government services, accommodation, and business activity.
- Encourage the emerging or expanding areas of health, education, manufacturing, tourism, government services and construction through the revitalization of existing commercial and industrial areas.

## Planning Policy Framework

The PPF seeks to ensure that the objectives of Planning in Victoria are fostered through appropriate land use and development policies. The PPF integrates relevant environmental, cultural, social and economic factors in the interest of net community benefit and sustainable development. PPF policies relevant to the proposed development include:

- Clause 11 – Settlement
- Clause 15 – Built Environment and Heritage
- Clause 17 – Economic Development
- Clause 19.02 – Community Infrastructure

## Clause 11 – Settlement

The overarching policy objective of Clause 11 is to ensure provision for planning to anticipate and respond to the existing and future needs of the community. This should be achieved through the provision of appropriately zoned land to accommodate the community's needs for housing, recreation and open space, employment, commercial and community facilities and infrastructure. Specifically, pursuant to Clause 11.03, relevant objectives and strategies include:

- Locate significant new education, justice, community, administrative and health facilities that attract users from large geographic areas in or on the edge of Metropolitan Activity Centres or Major Activity Centres with good public transport.
- Locate new small scale education, health and community facilities that meet local needs in or around Neighbourhood Activity Centres
- Encourage renewal and revitalisation of the Frankston MAC by implementing the *Frankston Metropolitan Activity Centre Structure Plan* (Frankston City Council, 2015).
- Encourage the provision of focal points and pedestrian circulation through the Frankston MAC.
- Direct larger office and commercial activities with a broad catchment and major retail, government service, health and education development, to the Frankston MAC.

## Clause 15 – Built Environment and Heritage

The objective of Clause 15 is to recognise the role of urban design, building design, heritage and energy and resource efficiency in delivering liveable and sustainable cities, towns and neighbourhoods. Ensuring all land use and development appropriately responds to its surrounding landscape and character, valued built form and cultural context. Relevant objectives and strategies include:

- Clause 15.01-1S - To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity
- Clause 15.01-2L-01 - To achieve best practice in environmentally sustainable development from the design stage through to construction and operation.
- Clause 15.01-4S - To achieve neighbourhoods that foster healthy and active living and community wellbeing.
- Clause 15.03-1S - To ensure the conservation of places of heritage significance.

### **Clause 17 – Economic Development**

Clause 17 seeks to ensure the planning framework facilitates a strong and innovative economy, where all sectors of the economy are recognised to encourage economic prosperity.

Relevant objectives include:

- To strengthen and diversify the economy by facilitating growth in a range of employment sectors, such as health and education.
- To encourage development that meets the community's needs for retail, entertainment, office and other commercial services.

### **Clause 19.02 – Community Infrastructure**

The objective of Clause 19.02 is to plan for recognised social needs by providing land for a range of accessible community resources, such as education, cultural, health and community support (mental health, aged care, disability, youth and family services) facilities. As well as Planning for development of social and physical infrastructure should enable it to be provided in a way that is efficient, equitable, accessible and timely. Relevant objectives and strategies include:

- Clause 19.02-1S - To assist the integration of health facilities with local and regional communities.
  - 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.
  - Plan public and private developments together, where possible, including some degree of flexibility in use.
  - Locate hospitals and other large health facilities in designated health precincts and areas highly accessible to public and private transport.
  - Provide adequate car parking for staff and visitors of health facilities.
- Clause 19.02-1R - Facilitate health and community wellbeing precincts through the co-location of:
  - Hospitals, allied health services and not-for-profit health providers at the regional level.
  - General practitioners, community health facilities, allied health services and not-for-profit health providers at the neighbourhood level.
  - Create health precincts in new suburbs in or close to town centres.
  - Ensure health precincts are well serviced by community services.

### **Frankston Metropolitan Activity Centre Structure Plan (2015)**

The Frankston Metropolitan Activity Centre (FMAC) Structure Plan (2015) outlines a 20 year vision and plan for the renewal and revitalisation of the FMAC through guiding priorities, objectives and provisions. It identifies the FMAC as a major health and education, transport, and employment hub for the southeast metropolitan region and the Mornington Peninsula.

Key objectives relevant to the proposal include:

## Health and Education

To strengthen the FMAC as the health and education hub for the south east region and Mornington Peninsula by:

- Encouraging additional health services in locations that provide strong synergies with Frankston Hospital and the city centre.
- Encouraging the expansion of tertiary education institutions within the FMAC.
- Developing stronger synergies between tertiary education institutions, the health sector and local businesses.

The plan identifies the subject site as within Precinct 9 – Cranbourne Road Office and Commercial, which is adjacent to health and education and residential precincts. Precinct 9's overarching role is to *provide a location for small businesses and start-up opportunities seeking to take advantage of convenient access to major road links, the railway station and the City Centre.*

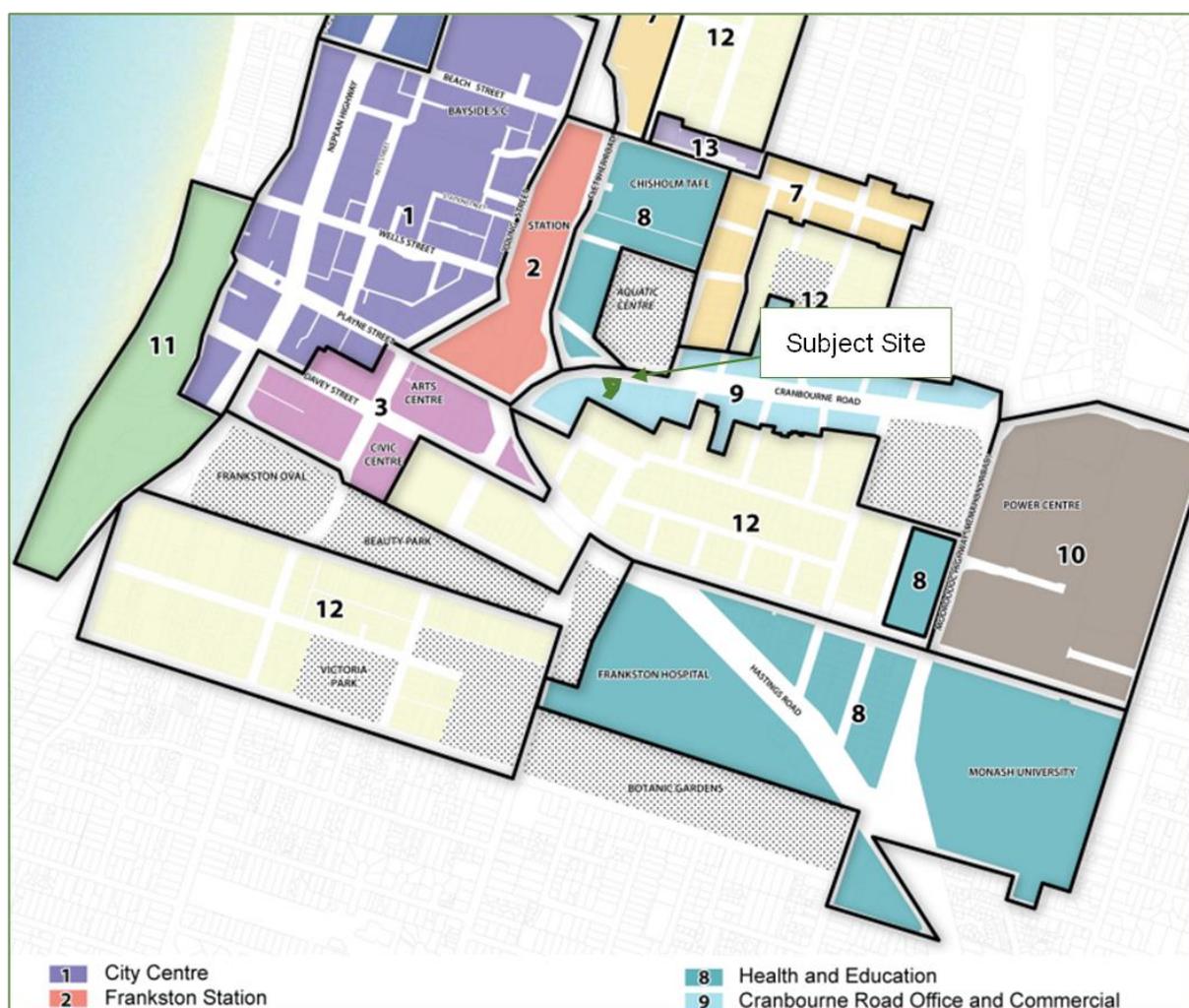


Figure 10 | Map of Precincts in FMAC Structure Plan (2015)

## Frankston Metropolitan Activity Centre Draft Structure Plan (2022-23 update)

We note that there is an update proposed to the FMAC Structure Plan, which Councillors voted to adopt into the Frankston Planning Scheme at the 14 June 2023 Council Meeting.

Frankston Council have submitted a request for Authorisation to the Minister for Planning to prepare and exhibit Planning Scheme Amendment C160fran, which seeks to implement the updated Structure plan into the Frankston Planning Scheme.

The update seeks to build on the previous plan by incorporating new community objectives and needs based on extensive consultation. Key objectives relevant to our proposal include:

- Objective 1 - Encourage economic investment in the FMAC
  - Strategy 1.1. Leverage the broader employment opportunities from Health and Education and increase local business connections to support the growing sector.
- Objective 5 - Provide high quality-built form across the FMAC that contributes to the coastal character and responds to the preferred character of the precincts
  - Strategy 5.2. - Set a new standard for architecture and Environmentally Sustainable Design (ESD) that contributes to the creation of exciting and attractive streets in Frankston
- Objective 9 - Respond to sensitive interfaces and protect amenity of existing and future residents.
  - Strategy 9.2. - Provide appropriate building scale at existing residential interfaces

We understand the subject site is proposed to be located in Precinct 6 – Cranbourne Road Gateway, which is in close proximity to the proposed study area for the Health and Education Precinct to the south. Relevant precinct objectives include:

- To provide for a range of commercial and residential uses that complement the mixed use and commercial function of the precinct including the development of office suites along Cranbourne road, increased housing densities on upper levels of new development and the integration of health and education uses as part of mixed use development.
- To encourage built form that enhances Cranbourne Road as a gateway to the FMAC.
- To encourage building interfaces that promotes surveillance of adjoining streets through activated frontages.
- To provide landscaping and canopy trees within private land that contributes to a high quality entry experience into the FMAC.
- To retain existing canopy trees.
- To ensure that the location and design of car parks, loading bays and services areas promotes active street frontages, does not dominate public spaces and supports safe use and access.

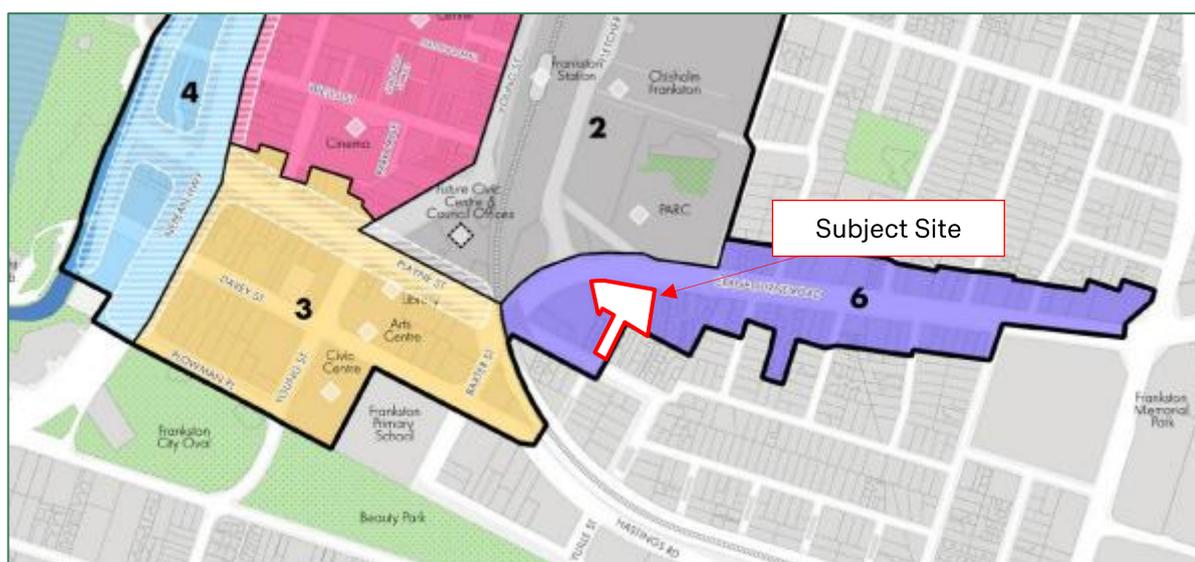


Figure 11 | Map of Precincts in Draft FMAC Structure Plan (2023)

# 8 Planning Assessment

## Significant Economic Development

As previously discussed, the proposed hospital development has an estimated cost of \$39,637,371 million, meeting the requirements of Clause 53.22. We also supply written advice from Invest Victoria in support of the application.

The proposal is highly compliant with the purpose of the Clause 53.22 through the following:

- Providing a project which will make a significant contribution to Victorias economy including jobs for Victorians.
- Providing substantial public benefit through providing access to specialist surgery and ancillary health care services in response to observed demand in the Mornington Peninsula region.
- Providing for the efficient and effective use of land by consolidation of lots and redevelopment of underutilised urban land
- Providing a development with high quality urban design, architecture, ESD features, and substantial landscape architecture.

Having regard to the decision guidelines under Clause 65, the proposal responds through the following:

- Strong adherence to the objectives of the Zone and land use policies.
- Strong policy support for health uses in an area earmarked for health and education uses.
- Strong adherence to built form guidelines and discretionary controls, having regard to the importance of the use and quality of the architectural and landscaping response.
- Closely located to public transport, city centre and residential areas and collocated with other health uses.
- Development designed to maintain and improve the stormwater quality within the existing site.
- Consideration of cultural heritage through the preparation of a Preliminary Aboriginal Heritage Test (PAHT) despite evidence of significant ground disturbance.

Please refer to subsequent sections within the Assessment which also speak to the decision guidelines under Clause 65.

## Plan Melbourne Response

The proposed development responds to the broad objectives of Plan Melbourne by:

- Providing job opportunities in close proximity to residential labour forces;
- Ensuring the appropriate provision medical and health services to meet growing demands and protect Frankston's role as a state hub for health and education;
- Ensuring that the municipality supports the outcomes of Melbourne remaining competitive in a changing economy;
- Supporting appropriately located services to support healthy and well-connected communities;
- Supporting the productive capacity of underutilised urban land in key areas.

## Response to Municipal Planning Strategy

The proposed use and development achieve a high level of consistency with the strategic directions and objectives of the MPS by:

- Responding the Council vision by providing a use which supports safe and healthy communities;
- Providing a high-quality and considered design response which is sustainable and achieves architectural excellence;
- Supports the continued role of the Frankston MAC as a key node within the southeast for employment and commercial and community infrastructure;
- Facilitating access to medical assistance to support healthy communities and growth of the health sector;
- Enhancing Cranbourne Road as a key gateway into the FMAC by consolidating underutilised urban land and providing quality built form to improve amenity.

## Response to Planning Policy Framework

By facilitating a hospital development in this location, the proposed development achieves consistency with the high-level strategic objectives of the PPF through:

- Locating health and employment-generating uses on the edge of the FMAC close to transport corridors, services and homes;
- Supporting the renewal and revitalisation of underutilised urban land;
- Creating an urban environment that is safe, functional and provides good quality environments with a sense of place and cultural identity;
- Ensuring the protection and conservation of a place of Aboriginal cultural heritage significance;
- Supplying a development with efficient and safe walking and cycling facilities which seek to increase the proportion of sustainable transport;
- Providing appropriate access, loading and car parking provision to support sustainable operation;
- Responding to demographic trends and demand for private hospital care in Frankston and the broader area;
- Supporting co-location of health and medical uses within the FMAC for improved access and decreased wait times for medical treatment;
- Supporting the growth and diversification of the core health and education sector whilst providing new health services within the broader south-east region; and
- Striving to achieve architectural excellence and best practice in environmentally sustainable development from the design stage through to construction and operation.

## Response to FMAC Structure Plan and Draft Structure Plan

The proposal directly responds to both the current and proposed updated to the FMAC Structure plan by:

- Providing an additional hospital use in close proximity to other health uses and in close proximity to the identified health and education precinct;
- Supporting synergies between health developments by co-locating in an appropriate area that is conveniently located within the broader transport system and the FMAC;
- Promoting localised economic growth and continual growth of the health sector;

- Providing a development which contributes to attractive streets and gateways in the FMAC including aesthetic architectural elements best practice ESD;
- Considering residential interfaces and mitigating any potential impact on amenity as a result of the proposal; and
- Providing opportunities for passive surveillance, appropriate building and car parking configuration and provision of high quality landscaping.

## Land Use

A planning permit is required for the use of the land as a Hospital pursuant to Clause 34.01-2. The permit is intended to allow the for the development of a specialist hospital comprising operating rooms, recovery rooms, staff rooms, offices, various storerooms, scrubbing rooms, sterile zones, circulation, waiting areas and amenities. The proposed use will provide 33 points of care and is intended to operate during day hours, including Monday – Friday 8:00am – 6:00pm.

The proposed use is highly consistent with strategic directions and objectives within state and local policy and produce considerable benefit to the community and the broader region. The proposal was developed with the intention of responding to increased demands placed on the health system and improving wait times for those seeking medical care.

The proposed operating hours and built form elements such as setbacks, acoustic screening and fencing will ensure that any potential adverse amenity is mitigated against for sensitive interfaces. We also note that the proposal is wholly within the C1Z, albeit with a residential abuttal to the south-east. The proposed use improves the operational capacity of the land in line with what is intended for the future of the area in line with the FMAC Structure Plan. For these reasons, the use of the land as a hospital is considered to be an acceptable planning outcome.

## Built Form

A permit is required to construct a building or construct or carry out works pursuant Clause 34.01-4, 43.02-2, 44.05-2.

The proposed built form is considered appropriate in this location and is generally consistent with the objectives of the applicable planning controls. The below table assesses the proposal against the relevant requirements within DDO13:

DDO13 Requirements	Response
<p><b>Buildings should be constructed to a preferred maximum height of 14 metres.</b></p>	<p>The proposed building envelope has been specifically designed to cater for the health-related function of the hospital.</p> <p>Three-storey built form is proposed with a total building height of 15.8m to the parapet, and 17.7m to the top of the acoustic plant screen and rooftop services. The proposal, therefore, meets the preferred height in the DDO13 and is slightly below the preferred height in the Draft FMAC Structure Plan.</p> <p>It is acknowledged that the built form of 15.8m will sit slightly above Council’s preferred building height of 14 metres, but below the controls in the Draft Structure</p>

	<p>Plan. Given the strong policy support for the proposed use, and the associated community benefits derived from the use, it is submitted that the proposal will help realise the Design Objectives of the DDO13.</p> <p>Further, the acceptability of the built form is considered to be reinforced by its high quality, and the orientation of the design which is focused towards the prominent north-eastern corner.</p>
<p><i>Street setbacks should be a minimum of 3 metres.</i></p>	<p>A 3m setback has been provided to the Cranbourne Road frontage and rear of the built form to the site boundary.</p>
<p><i>Buildings should be setback by at least 1 metre from each side boundary for the first 5 metres of the buildings that front to the street (see Figure 1).</i></p>	<p>A considerable setback is provided along the eastern frontage due to the location of the car park. Built form is setback 0.91 metres from the western boundary for the first 5 metres.</p> <p>Due to the configuration of the built form and the car parking area adjacent to the eastern side of the building, the proposal is seen as compliant with this control.</p>
<p><i>4.5 metre wide deep soil zones should be provided adjacent to side boundaries for a minimum of 4.5 metres in length. Side boundary deep soil zones are not to encroach into the front street setback areas (see Figure 2).</i></p>	<p>Seven (7) deep soil zones are provided throughout the site in locations seen as appropriate when balancing the requirements, restraints and opportunities for the site.</p> <p>Whilst three (3) of the proposed deep soil zones are located within the front setback, we submit that the extensive landscaping response throughout the development with over 140 sqm of deep soil planting exceeds the requirement and meets the intent of the control to provide for on site amenity.</p> <p>Again, due to the configuration of the built form, considerable landscaping has been provided along all site boundaries, as well as within the car parking areas. There are 49 canopy trees proposed throughout the development, with several canopy trees incorporated into the front setback to Cranbourne Road and the landscaped setback to Playne Street.</p>
<p><i>For buildings of more than two storeys above natural ground level, the wall/s of the storey/s above the second storey should be setback from the wall/s of the storey below a minimum of 2.5 metres along the front and rear elevations. Balconies may encroach into this setback.</i></p>	<p>Due to the constraints of the site and the requirement for active uses on the ground floor, allowing for passive surveillance and activation, the hospital and surgical uses are located on level 2.</p> <p>The spatial requirements for operating theatres, and associated rooms and activities requires a specific floor plate. Accordingly, the built form reflects the functional requirements of the hospital use, and instead cantilevers over the ground floor. The built form appears to 'step up' in built form in accordance with the intended objectives of the Draft Structure Plan.</p>

<p><i>Where a neighbouring development includes residential use, separation between buildings should utilise a 9 metre distance where possible to avoid overlooking between habitable rooms.</i></p>	<p>A 2m high fence has been provided on the rear boundary to mitigate overlooking between habitable rooms. Placement of high windows on the southern and western frontages in addition to obscured glass also supports avoidance of overlooking and preserves amenity within the Hospital.</p>
<p><i>Building facades should be articulated through the design of openings, balconies, varied materials, recessed and projected elements, and revealing structural elements such as columns and beams. Lighter and less detailed materials should generally be used on upper levels</i></p>	<p>Varied materials and elements have been provided on the façade. In particular, a design feature has been created on the north-eastern corner to increase the prominence and visibility of the built form.</p> <p>Please refer to the architectural drawings by <i>Clarke Hopkins Clarke</i> for further details.</p>
<p><i>Building entries should directly front the street and be clearly defined and legible from the public realm.</i></p>	<p>The building entry has been designed to be as close as possible to the northeastern corner of the building, where the aforementioned design feature clearly highlights the building entry. The building entry points legibility and visibility is further reinforced through the use of signage.</p> <p>The appropriateness of positioning the building entry to Cranbourne Rd was considered during the design process. However, it was deemed inappropriate to position it directly to the site frontage due to the desire to reduce travel distances for patients who will be less mobile and with the vast majority arriving by car. Given the overriding importance of the health functionality of the building it is considered an appropriate design response to vary this design objective.</p> <p>Please refer to the architectural drawings by <i>Clarke Hopkins Clarke</i> for further details.</p>
<p><i>Buildings on corner allotments should present as activated and articulated to the side elevation with opportunities for landscaping within the side setback.</i></p>	<p>The proposal has been articulated to both the side car park and the street frontage with landscaping integrated throughout.</p> <p>Please also refer to the landscape plan developed by <i>Fitzgerald Frisby Landscape Architecture</i>.</p>
<p><i>Buildings should maximise solar access by orientating buildings and associated open space areas to the north.</i></p>	<p>The orientation of the building allows for maximum solar access to rooms occupied by patients within the development. All patient areas have been located on the east and north to maximise natural light for these spaces</p>
<p><i>Larger developments should incorporate communal outdoor space for staff, residents and visitors.</i></p>	<p>Communal outdoor space for staff is provided.</p>
<p><i>At grade car parking areas should be located away from street interfaces and not within front setbacks. Appropriate</i></p>	<p>Substantial landscaping and a generous landscaped setback allow car parking areas to be located away from the street interface.</p>

<i>landscaping should be incorporated within at grade car parking areas.</i>	Please also refer to the landscape plan developed by <i>Fitzgerald Frisby Landscape Architecture</i> .
<i>Utilities and services should not be located within the street frontage and should be screened.</i>	Service cupboards incorporated within north-western corner of the building and incorporated into the landscaped setback. Services are not openable beyond the title boundary.
<i>A minimum of 30% of the site area should be permeable unless on-site stormwater runoff is managed through alternative methods such as green roofs, raingardens and on-site bio-retention, to the satisfaction of the responsible authority.</i>	17% of the total site area is permeable, in addition to a 40 sqm raingarden and over 1,000 sqm of landscaped areas.  Please refer to the architectural plans prepared by Clarke Hopkins Clarke and the Sustainability Management Plan prepared by <i>Sustain Erbas</i> for further information.
<i>Directional and promotional signage should be of appropriate scale and incorporated into the building design.</i>	No directional or promotional signage proposed.
<i>Roof decks and their associated structures should not exceed the preferred Building Heights specified in this schedule.</i>	No roof deck provided. Proposed plant roof is below preferred building height.

### Special Building Overlay

We note that a planning permit is required for buildings and works within the Special Building Overlay. We note that the SBO only impacts a small portion of the overall subject site. A flooding certificate was obtained from Melbourne Water which outlines the estimated floor level for lot 13 at 11.35 metres to Australian Height Datum (ADH).

The proposed building has been built with a ground floor RL of 12.25 metres to mitigate this flood risk. We note that Frankston City Council advised that there were no local flood maps for this area to inform further assessment.

Please refer to the Sustainability Management Plan by *Sustain Erbas* for further information on ESD initiatives and stormwater management outcomes achieved in the proposal.

### **Signage**

Two internally illuminated businesses identification signage zones are proposed on the northern and eastern facades of the building. Each sign has a total area of 15.8 sqm, for a combined signage area of 31.7 sqm. In accordance with Category 1 under Clause 52.05-11, the proposed signs exceed 8 sqm and planning approval is required.

An assessment has been provided against the relevant application requirements under Clause 52.05-6, and the decision guidelines under Clause 52.05-8.

Application Requirements	Response
<b>Site Context</b>	<ul style="list-style-type: none"> <li>The proposed signs are shown clearly and dimensioned on the elevations within the architectural plans prepared by Clarke Hopkins Clarke.</li> </ul>

	The signs are proposed to be affixed to the façade of the building, and as such, will not impact views and vistas or important sightlines.
<b>Sign Details</b>	<ul style="list-style-type: none"> <li>• The signs are proposed to be illuminated and are 6.1m wide by 2.6m high.</li> <li>• Signs are proposed to be light weight and affixed to the façade of the building.</li> <li>• Signage zones are proposed, with the final signage designs to be submitted to the RA for approval at a later date. We envision this can be managed through a permit condition.</li> <li>• No logo box is proposed</li> </ul>
<b>Decision Guidelines</b>	<b>Response</b>
<b>Character of the area</b>	<ul style="list-style-type: none"> <li>• The signs will be designed to complement the proposed built form and the surrounding area, noting the mixed-use character of the area where residential, commercial, and other uses are intermingled.</li> </ul>
<b>Views and vistas</b>	<ul style="list-style-type: none"> <li>• The signs will be affixed to the building facade and will not detract from key views and vistas.</li> </ul>
<b>Streetscape, setting and landscape</b>	<ul style="list-style-type: none"> <li>• The signs are of a size and scale which are commensurate to other building identification signs within the area.</li> <li>• The signs will not adversely impact the view of the streetscape and will complement the proposed building and support wayfinding.</li> </ul>
<b>Relationship to site and building</b>	<ul style="list-style-type: none"> <li>• The size of the signs is considered appropriate in relation to the three-storey built form. Having signs on each facade is important for business identification, specifically noting the importance of the hospital and medical centre.</li> </ul>
<b>Structures</b>	<ul style="list-style-type: none"> <li>• The signs are proposed to utilise support structures which are built into the signs and will not detract from the quality of the building and its façade.</li> </ul>
<b>Illumination</b>	<ul style="list-style-type: none"> <li>• Minor illumination is proposed to support wayfinding. The level will not detract or dazzle pedestrians or drivers along Cranborne Road, rather it will assist in identifying the hospital for patients.</li> </ul>
<b>Logo box</b>	<ul style="list-style-type: none"> <li>• No logo box is proposed.</li> </ul>
<b>Identification</b>	<ul style="list-style-type: none"> <li>• Identification is important for wayfinding as discussed and is important noting the proposed use for a hospital and medical centre.</li> </ul>
<b>Road safety</b>	<ul style="list-style-type: none"> <li>• The proposed illumination is minor and will not include flashing or coloured lighting. The illumination will have the opportunity to be automated and turn on in certain time periods if necessary.</li> </ul>

## Car Parking and Bicycle Facilities

Due to the absence of hospital as a listed use within the PO1 and Clause 52.06, car parking spaces must be provided to the satisfaction of the responsible authority (RA).

The proposal also includes office (medical centre) which is also absent from PO1 but required under Clause 52.06 Column B to provide 3.5 car parking spaces to each 100sqm of leasable floor area. For 1,493 sqm, a total of 68 spaces are required.

It is proposed to develop the site for the purposes of a specialist hospital which will comprise of 33 points of care. A total of 138 car parking spaces will be provided on-site which exceeds the stator requirement and meets the predicted demand in accordance with demand assessment.

For bicycle parking, there is a requirement to provide 3 bicycle parking spaces for 33 points of care in relation to the hospital space. For the medical centre (consulting suites) there is a requirement to provide 15 spaces in response to an anticipated 38 practitioners.

This results in a total requirement of 18 bicycle parking spaces, which has been accommodated in the proposal. It is proposed that 8 spaces be located in the Cranbourne Road frontage, and 8 spaces in various locations along the eastern frontage of the building.

Considering the analysis presented above, it is concluded that:

- The proposed car parking and access design is considered appropriate;
- The proposed loading arrangements are considered appropriate for the site;
- The proposed provision of bicycle parking exceeds the Planning Scheme requirements;
- The proposed provision of car parking results in a shortfall of four parking spaces based on a Car Parking Demand assessment;
- It is expected that the shortfall is appropriate considering the excellent access to public transport and cycling facilities, and the availability of public parking in the vicinity; and
- The anticipated traffic volumes generated by the development is not expected to have an impact on the operation of the surrounding road network

## Access, loading and facilities

Clause 65 (Decision Guidelines) of the Frankston Planning Scheme identifies that "Before deciding on an application or approval of a plan, the responsible authority must consider, as appropriate: The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts."

It is proposed to accommodate all loading (including waste) within the loading zone, located at the south-eastern corner of the building. The loading area has been designed to allow up to a 6.4 m Small Rigid Vehicle to reverse into the loading bay, and then drive out onto Cranbourne Road in a forward direction.

The provision for loading is therefore considered appropriate for the proposed hospital development.

Swept path diagrams have been provided in the traffic report by *One Mile Grid* showing a 6.4m SRV accessing the site and the vehicle reversing into the loading bay. The additional vehicle movements created by the development is not expected to have any adverse impact on the operation of the surrounding road network given it is within an identified commercial precinct and metropolitan activity centre.

Please refer to the Traffic and Transport Impact Assessment prepared by *One Mile Grid* for further details.

## Waste Management

A dedicated waste management area is proposed adjacent to the loading zone on the south-eastern end of the built form. The discrete bin storage location proposed will not detract from the visual amenity of the site and its surroundings, nor cause disruptions to on-site operations. Various amenity management measures are proposed to limit any potential off-site amenity impacts.

Please refer to the WMP prepared by *Leigh Design* for further information on waste outcomes.

## Landscaping

The proposed setback of the hospital development allows for adequate high quality landscaped setbacks to both Cranbourne Road and Playne Street, as well as additional tree planting throughout the site. The numerous deep soil zones throughout the site also contribute to the amenity of the proposal. The landscaped areas include opportunities for tree plantings which will complement the building design, form, and surrounding character. A total of forty-nine (49) canopy trees are proposed throughout the site, including nine (9) within the Cranbourne Road frontage and two (2) on Playne Street within the landscaped setbacks.

Please refer to the Landscape Plan prepared by *Fitzgerald Frisby Landscape Architecture* for further details including a schedule of the proposed species.

## Environmentally Sustainable Design

In accordance with Clause 15.01-2L-01, an Sustainability Management Plan (SMP) prepared by *Sustain Erbas* demonstrates the proposals implementation of ESD initiatives. As part of the ESD initiatives, the BESS categories include Management, Water, Energy, Stormwater, Indoor Environment Quality (IEQ), Transport, Waste, Urban Ecology and Innovation. The development intends to target all of these initiatives and has the preliminary design potential to achieve Best Practice with a BESS score of 57%.

Please refer the SMP prepared by *Sustain Erbas* for further detail regarding the initiatives to be used and benchmarks to be achieved within the hospital.

# 9 Conclusion

In summary, this report has been prepared in support of a planning permit application utilising the provisions of Clause 53.22 for significant economic development.

The application seeks approval for the proposed use of the land as a hospital and office (medical centre), and associated buildings and works at 9-17 Cranbourne Road & 69 Playne Street, Frankston.

We submit that the proposal represents an acceptable planning outcome for the following reasons:

- The proposed use is highly appropriate and consistent with the objectives of the zone noting its positioning within the FMAC, proximity to the health and education precinct, and co-location with other medical uses;
- The proposal responds to an identified need for private hospital services within the local area and the south-eastern region as a hub for health, education, transport and other community needs;
- The development is highly consistent with the strategic planning policy for the area as established by the relevant planning policy framework in the Frankston Planning Scheme;
- The design of the proposal is considered to be of high quality and represents and best practice ESD performance. As such, it will provide an aesthetic and functional development within the gateway to the FMAC; and
- The development utilises an opportunity to consolidate underutilised urban land for a development outcome that has the potential for considerable community benefit.

Overall, it is submitted that the proposal is consistent with all relevant requirements of the Frankston Planning Scheme and is worthy of State Government support.

We look forward to engaging with the Development Facilitation Program and State Government in a collaborative and engaging planning process to facilitate the approval of this application.

# 10 Appendix

Please see below response to Council’s Request for Further Information letter dated 9 February 2023, and response to referral comments.

## Further Information Requests

RFI item	Response
<p><b><u>General built form and appropriateness of the development</u></b></p> <ul style="list-style-type: none"> <li>- The preferred maximum height identified in the Design and Development Overlay-Schedule 13/Built Form Guidelines for the subject site is 14m. The preferred height identified in the draft 2022 Structure Plan for the subject site is 22m. The preferred maximum height is to support a ‘stepping up’ in built form to reinforce the approach and proximity to the city centre, as well as to support uses associated with the role of the city and zone. As such, the proposal is considered to be an underdevelopment and not appropriately responsive to key objectives of the precinct.</li> </ul>	<p>The proposal has undergone multiple iterations and amendments in response to Councils comments.</p> <p>Three-storey built form is now proposed, with a total building height of 15.8m to the parapet. The proposal, therefore, meets the preferred height in the DDO13 and is slightly below the preferred height in the Draft FMAC Structure Plan.</p> <p>The built form is catered to the health-related function of the hospital and supports objectives which seek ‘stepping up’ in built form in the precinct.</p>
<ul style="list-style-type: none"> <li>- The proposal is contrary to the building height, building setback, and building form and design requirements specified in Section 2 of the Design and Development Overlay- Schedule 13 which stipulates: <ul style="list-style-type: none"> <li>o 4.5 metre wide deep soil zones should be provided adjacent to side boundaries for a minimum of 4.5 metres in length. Side boundary deep soil zones are not to encroach into the front street setback areas (see Figure 2).</li> <li>o Building entry to clearly front the street and be clearly defined and legible from the public realm.</li> <li>o Appropriate landscaping should be incorporated within at ground car parking areas.</li> </ul> <p>Design changes are required to improve interface treatments, provide appropriate levels of amenity and address the Design and Development Overlay- Schedule 13.</p> </li> </ul>	<p>Seven (7) deep soil zones are provided throughout the site in locations seen as appropriate when balancing the requirements, restraints and opportunities for the site.</p> <p>Treatment of the façade and building entry has been amended to support further articulation and more distinct building entry.</p> <p>Landscaping response has been strengthened, by the inclusion of additional deep planting zones, landscaped strips within the car parking areas, and extensive planting and vegetation throughout.</p>

<ul style="list-style-type: none"> <li>- It is unclear as to the total permeability of the site. The Design and Development Overlay- Schedule 13 requires a minimum of 30% of the site area to be permeable unless on-site stormwater runoff is managed through alternative methods such as green roofs, raingardens and on-site bio-retention.</li> </ul>	<p>Total permeability 1,245 sqm or 20% of total site area. Please refer to Site Plan.</p>
<ul style="list-style-type: none"> <li>- The plans should show all windows at ground level to Cranbourne Road as having 75% clear glazing between 0.5m – 2.0m in height at a minimum. This will ensure passive surveillance and activation of the streetscape.</li> </ul>	<p>Northern elevation amended to demonstrate 75% clear glazing.</p>
<ul style="list-style-type: none"> <li>- The proposed use fronting Cranbourne Road should provide for activation as well as passive surveillance. Recovery and pathology suites are not likely to provide for the desired level of either as it reasonable to expect these windows will be regularly screened, curtains drawn.</li> </ul>	<p>A Medical Tenancy and Pathology Suite are now located on the ground floor, with a further medical tenancy on Level 1. The originally proposed hospital is located on level 2, with waiting rooms, reception, and more active internal uses configured to front Cranbourne Road.</p> <p>The amended use configuration will support activation and passive surveillance over Cranbourne Road where possible given the nature of the proposed use.</p>
<ul style="list-style-type: none"> <li>- Eaves/awnings should be incorporated along the north frontage in particular. Weather protection (awning) should also be incorporated to the primary entry.</li> </ul>	<p>Built form has been amended to allow levels 1-2 to cantilever over the ground floor, allowing for weather protection over the two primary entrances.</p>
<p><b>Landscaping</b></p> <ul style="list-style-type: none"> <li>- The landscaping response does not respond to the Built Form Guidelines – Frankston Metropolitan Activity Centre Precinct 8 Health and Education, and Precinct 9 Cranbourne Road Office and Commercial, July 2018 which stipulate the following in relation to landscape design: <ul style="list-style-type: none"> <li>o Front setbacks should be planted with a minimum of one canopy tree per standard lot frontage combined with lower scale planting. The canopy tree should be capable of reaching a minimum of 7m in height.</li> <li>o The front setback may incorporate bike racks, seating, raised garden beds, lighting or other hard and soft landscaping</li> </ul> </li> </ul>	<p>Front setback incorporates 9 trees, garden beds and lawn to create a layered planting. The trees proposed within the setback are listed in the City of Frankston Indigenous Plant Guide as reaching 5-15m (<i>Acacia implexa</i>) and 10-20m high (<i>Banksia integrifolia</i>).</p> <p>Bike racks, formal and informal seating opportunities are also included within the setback to encourage use.</p> <p>Vehicle entry points are well over 1m from property boundaries.</p>

<p>elements that complement the space and contribute to the streetscape.</p> <ul style="list-style-type: none"> <li>○ Provide elements within the front setback that will encourage the use of the space by residents, staff and visitors. This could include landscaped areas incorporating seating and grassed areas.</li> <li>○ Vehicle access ways should be offset from the side boundary by a minimum of 1m to provide sufficient space for landscaping. Meander the driveway where practicable to provide large planting spaces for trees within the driveway.</li> </ul>	
<ul style="list-style-type: none"> <li>- The height of the canopy trees within the front setback are to be increased and small canopy trees are required each 4 car parks.</li> </ul>	<p>Landscape plans have been updated to show increased canopy trees within the front setback and within the car park. There is more than one canopy tree per 3 car parks across the site (a total of 49 canopy trees, excluding small trees/large shrubs, and 138 car spaces).</p>
<ul style="list-style-type: none"> <li>- Replace proposed 'vehicular grade coloured concrete' area located in South West corner of 'Planting Plan' with landscaped garden area including seating.</li> </ul>	<p>This area is now a deep soil zone with a tree and garden bed planting.</p>
<p><b><u>Strategic Planning (Summarized from the internal referral comments)</u></b></p> <ul style="list-style-type: none"> <li>- Whilst a proposed medical facility in this location would be acceptable in principle, there is concern regarding whether the proposal would be considered an underdevelopment of the site. The proposal would result in a single storey development in a central location with large areas of at grade parking. The Draft Structure Plan denotes a preferred maximum height of 6 storeys (22m) above natural ground level for this site which is considerably higher than what is proposed (7.4m).</li> </ul> <p>The site is located in close proximity to the CBD, train station, bus interchange and a number of existing community services. The site therefore presents an opportunity to address the mixed use objectives sought in the Draft FMAC Structure Plan (October 2022). The Objectives of Precinct 6a of the Draft FMAC Structure Plan (October 2022) seek to 'provide for a range of commercial and residential uses that complement the mixed use and commercial function of the</p>	<p>As per earlier comments re this issue.</p>

<p>precinct including the development of office suites along Cranbourne road, increased housing densities on upper levels of new development’.</p> <p>The site is one of few vacant lots within in the FMAC located in such close proximity to the CBD and there is concern that a single storey development in this location would not assist in realising the mixed use outcome sought by the Precinct objectives and the FMAC.</p> <p>The Architectural drawings submitted also indicate a portion of land at 13 Cranbourne Road as ‘Stage 2 Development’, however no further detail or strategic justification is provided in relation to this.</p> <p>Given the above, Strategic Planning do not support the proposal in its current form.</p>	
<p><u>Stormwater and Drainage (Summarised from the internal referral comments)</u></p> <ul style="list-style-type: none"> <li>- Some existing FCC drainage assets within subject site are not held within easements and easements in favour of FCC will need to be provided upon subdivision/consolidation.</li> </ul>	<p>These details can be provided at a later date when more detailed engineering and drainage plans will be prepared.</p>
<ul style="list-style-type: none"> <li>- Site falls to Cranbourne Rd frontage. GIS shows 225mm drain along frontage but no plans available (NO FILE) for these drains. Applicant will need to investigate details of these existing assets and determine pipe capacity.</li> </ul>	<p>Per previous comment.</p>
<ul style="list-style-type: none"> <li>- Attached plans (TP04) show some stormwater pipes and pits but it’s is not clear how they planned to be connected to existing stormwater infrastructure.</li> </ul>	<p>Per previous comment.</p>
<ul style="list-style-type: none"> <li>- A Stormwater Detention System with a volume capable of retarding the 10 year ARI flow from the development site back to a 5 year ARI pre-development value will need to be provided. Existing FCC stormwater drains receiving the discharge may need to be upgraded if under capacity.</li> </ul>	<p>Per previous comment.</p>
<ul style="list-style-type: none"> <li>- Applicant will need to investigate details of existing stormwater infrastructure within/surrounding the subject site, and provide the surveyed information and</li> </ul>	<p>Per previous comment.</p>

<p>proposed drainage strategy to for further assessment.</p>	
<p><b><u>Traffic/Car parking (Summarised from the internal referral comments)</u></b></p> <ul style="list-style-type: none"> <li>- Planting is proposed abutting each crossover onto Playne St and Cranbourne Rd. Clarification is required regarding the likely impact of the proposed planting on the required corner visibility splay in accordance with 52.20-6.7 of the Planning Scheme.</li> </ul>	<p>Please refer to Page 33 of the updated Traffic Report prepared by One Mile Grid which states the following:</p> <ul style="list-style-type: none"> <li>• The site access is provided with the required pedestrian visibility splay in accordance with the Planning Scheme.</li> </ul>
<ul style="list-style-type: none"> <li>- It is noted that pedestrian priority crossings are proposed at the crossovers with Playne St and Cranbourne Rd as well as internally within the site. Clarification is required regarding proposed crossing types as the submitted documents show both at-grade and raised crossing types. Pedestrian priority crossings are Major Traffic Control Devices requiring the approval of DoT/VicRoads.</li> </ul>	<p>Please refer to Page 33 of the updated Traffic Report prepared by One Mile Grid which states the following:</p> <ul style="list-style-type: none"> <li>• No formal pedestrian crossing is proposed along the site access and instead the existing footpath will be retained.</li> </ul>
<ul style="list-style-type: none"> <li>- The overall length of the access way aisle is noted to be greater than 100m. It is recommended that traffic control devices such as speed humps be installed to control vehicle speeds in line with car park speed limit as well as to assist towards deterring "rat-run" traffic at peak times who may travel through the car park to avoid delays on Cranbourne Rd.</li> </ul>	<p>Speed humps have been included in car parking and access way aisles. Please refer to updated Site Plan and Traffic Report prepared by One Mile Grid.</p>
<ul style="list-style-type: none"> <li>- It is noted that the crossover on to Playne St is proposed to be exit only for traffic though is wide enough to accommodate two-way traffic flow. What are the intentions to safely manage this one-way exit?</li> </ul>	<p>Please refer to Page 33 of the updated Traffic Report prepared by One Mile Grid which states the following:</p> <ul style="list-style-type: none"> <li>• The crossover will be two-way, however, will predominately accommodate exit movements for the bulk oxygen vehicle with most vehicles entering/exiting via Cranbourne Road.</li> </ul>
<p><b><u>Environmental Sustainable Design Referral (ESD) Comments</u></b></p> <ul style="list-style-type: none"> <li>- Please note that the comments from Councils Environmental Sustainable Design Advisor are outstanding. Their comments will be provided to you once received.</li> </ul>	<p>Refer to internal referral section in subsequent tables.</p>
<p><b><u>Waste Management Referral Comments</u></b></p>	<p>n/a</p>

<p>- Please note that the comments from Councils Waste Management Department are outstanding. Their comments will be provided to you once received.</p>	
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**External Referral Comments**

RFI Item	Response
<p><b><u>Melbourne Water</u></b></p> <p>- Referral received – no objection to the proposal.</p>	<p>n/a</p>
<p><b><u>Department of Transport preliminary comments</u></b></p> <ul style="list-style-type: none"> <li>- Whilst the proposed access on Cranbourne Road is expected to be restricted to left-in/ left-out movements only, it is noted that the proposed access crossover is located within close proximity to the Cranbourne Road/ Fletcher Road signalised intersection. Given the relatively large percentage of vehicles travelling to and from the east and the north, a significant number of turning movements at this access point will need to cross multiple lanes to get to the right turn/ U-turn lane at Cranbourne Road/ Fletcher Road. This is an unsafe and disruptive movement particularly if vehicles are joining from the middle of an existing queue.</li> <li>- It is noted that there are two existing uncontrolled median openings on Cranbourne Road should vehicles decide to use the Playne Street connection to head back east as an alternative. While the site-generated traffic volume at these points may not be high once redistributed, it is important to understand how these median openings are currently operating to ensure additional movements by the proposal do not cause any adverse safety risks at these locations. It is the Department’s preference that site access be designed to be safe and convenient as possible so patron vehicles are not encouraged or forced to rely on these uncontrolled median openings to travel to and from the east.</li> <li>- The submitted architectural drawings indicate that a raised pavement is proposed at the Cranbourne Road access</li> </ul>	<p>Please refer to Page 33-34 of the updated Traffic Report prepared by One Mile Grid which states the following:</p> <ul style="list-style-type: none"> <li>• Vehicles requiring to turn right or undertake a U-turn at Fletcher Road will be provided with gaps in traffic due to the proximity to the Moorooduc Highway / McMahons Road / Cranbourne Road intersection. Furthermore, a total of 32 vehicles will be undertaking a right/u-turn during the PM peak hour, which effectively results in one movement every two minutes or every cycle time at the Cranbourne Road / Fletcher Road signalised intersection (assuming 120 second cycle time). Therefore, vehicles exiting the site are unexpected to have issues joining the right/u-turn lanes at the Fletcher Road / Cranbourne Road intersection.</li> <li>• We consider there will be minimal traffic using Playne Street to travel east, noting that Cranbourne Road has higher operating speeds and the SIDRA shows that the delay for u-turns is manageable at the Cranbourne Road / Fletcher Road intersection (approximately 65 seconds).</li> <li>• No formal pedestrian crossing is proposed along the site access and instead the existing footpath will be retained.</li> </ul>

<p>to facilitate the movement of pedestrians. The Department will not support such a treatment within the road reserve due to its close proximity to through traffic lanes and the potential delay it may cause to entering vehicles. As it relates to efficient traffic flow into the site from Cranbourne Road, it is anticipated that some on-street parking may need to be removed on either side of the proposed access to improve the sight distance and visibility of the access point as well as allow for safe vehicle deceleration and acceleration. This matter may need to be taken into consideration as part of the parking shortfall consideration and access design.</p>	
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**Other items**

RFI Item	Comment
<p><b><u>Administrative</u></b></p> <ul style="list-style-type: none"> <li>- The application form amended to include 'To create access to a road in a Transport Zone 2 (TRZ2)', as this is an additional permit trigger that was not applied for. The relevant additional fee will also need to be paid.</li> </ul>	<p>Updated.</p>
<p><b><u>Written Reports</u></b></p> <ul style="list-style-type: none"> <li>- A written response addressing all the issues identified with the application (above).</li> </ul>	<p>Provided.</p>
<p><b><u>Plans/Elevations</u></b></p> <ul style="list-style-type: none"> <li>- Setbacks from all boundaries to be detailed on the site plans.</li> </ul>	<p>Setbacks provided on updated site plan.</p>
<ul style="list-style-type: none"> <li>- Windows of the adjoining buildings to be detailed on the site plan, clearly distinguishing between habitable and non-habitable room windows.</li> </ul>	<p>Please refer to updated Site Plan.</p>
<ul style="list-style-type: none"> <li>- Private open space areas of adjoining buildings to be identified on the plans.</li> </ul>	<p>Please refer to updated Site Plan.</p>
<ul style="list-style-type: none"> <li>- Elevations of the proposed development (drawn to a scale of 1:100) detailing the external wall heights and overall building heights, measured from natural ground level. The floor to ceiling heights and the floor levels (measured from natural</li> </ul>	<p>Shown in updated plans.</p>

ground level in millimetres) must also be detailed.	
- Details of the slope of the land and any proposed cut and fill, including the height and location of any retaining walls.	Please refer to updated plans.
- All trees growing on the site and on the adjoining properties within 3m of the boundaries clearly illustrated on all relevant plans to demonstrate canopy width, trunk location and clearly labelled whether the tree is to be retained or removed.	Trees shown on the Landscape Plan and cross-referenced to arborist report containing tree details.
- Tree Protection Zone and Structural Root Zone nominated for all trees to be retained that are located within 3m of the boundaries.	Trees shown on the Landscape Plan and cross-referenced to arborist report containing tree details.
- The location and dimensions of any substation, fire booster infrastructure and utilities cupboards. These facilities must be integrated into the development. If this infrastructure has an interface with the public realm, an enlarged elevation should be provided with annotations detailing high quality finishes. Service cupboards are not to be openable beyond the title boundary i.e. over the footpath.	Service cupboards incorporated within north-western corner of the building and incorporated into the landscaped setback. Services are not openable beyond the title boundary.
- Existing/proposed boundary fence heights on elevations and site plan.	Site plan has been updated to show proposed fence, 2m high timber paling fence.
- A schedule of construction materials, external finishes and colours including all external walls, roof, fascias, window frames and external doors and paving (including car park surfacing). Brand/supplier details should also be provided.	Materials board provided.
- Development summary detailing site/floor areas, number of car spaces, building site coverage, and percentage of impervious surfaces.	Development summary provided.
- A table summarising the overshadowing of the proposal on 22 September. The table is to include the area of private open space on the adjoining lots, the level of existing overshadowing and proposed overshadowing on all applicable	Provided.

<p>neighbouring sites at any applicable time between 9 am and 3pm.</p>	
<ul style="list-style-type: none"> <li>- All ESD initiatives identified where relevant on the plans.</li> </ul>	<p>Shown on Site Plan and Demo.</p>
<p><b><u>Survey/Levels</u></b></p> <ul style="list-style-type: none"> <li>- A Site Re-establishment Survey and a Feature Survey prepared by a Licensed Land Surveyor. Levels are to be the Australian Height Datum (AHD).</li> </ul>	<p>Shown on Site Plan.</p>
<ul style="list-style-type: none"> <li>- Details of the slope of the proposed crossover, i.e. levels (to AHD) of the roadway extending to the site boundary. A section diagram may assist.</li> </ul>	<p>Shown on Site Plan.</p>
<p><b><u>Arboricultural Impact Assessment</u></b></p> <ul style="list-style-type: none"> <li>- An assessment in accordance with Council's Arboricultural Report Writing Guide.</li> </ul> <p>The Arboricultural Impact Assessment must be based on the Australian Standard AS 4970:2009 – Protection of Trees on Development Sites and be prepared by a suitably qualified and experienced arborist with a Diploma in Arboriculture (AQF Level 5) assessing all trees greater than two metres in height on and within three (3) metres of the subject allotment (including street trees). Where no Preliminary Arboricultural Report has been undertaken, the report must include all sections as noted within section 6.1 of the Arboricultural Report Writing Guide as well as a specific section that details the impact of the development.</p>	<p>Arborist report provided.</p>
<p><b><u>Acoustic Report</u></b></p> <ul style="list-style-type: none"> <li>- An Acoustic Report (prepared by a qualified acoustic engineer) outlining amenity measures to be incorporated to prevent any unreasonable amenity impacts on the surrounds.</li> </ul>	<p>It is proposed that this matter be dealt via a planning permit condition.</p>
<p><b><u>Operational Details</u></b></p> <ul style="list-style-type: none"> <li>- Details of proposed total number of staff, including details of proposed maximum number of staff present on the premises at any one time.</li> </ul>	<p>The proposed hospital facility will generally operate between typical business hours (8:00am – 6:00pm) and therefore, there will be no significant staff change over as expected at typical hospitals.</p>

	<p>It is anticipated that a total of 60 staff members will be working on site. Please refer to the Traffic Report by One Mile Grid, and the Planning Report by proUrban for further information.</p>
<ul style="list-style-type: none"> <li>- Details of the '28 points of care' referenced in section 3.1 of the Town Planning Report submitted.</li> </ul>	<p>Due to the amendments to the original scheme, it is now proposed to provide 33 points of care and consulting suites over three levels within the hospital. This will include various clinical services including surgery and operating theatres, diagnostic support services, and consulting suites.</p> <p>More specifically, this includes:</p> <ul style="list-style-type: none"> <li>• 2 theatres</li> <li>• 1 endoscopy rooms</li> <li>• 28 beds</li> <li>• 2 pathology rooms</li> <li>• 1,943 sqm consulting suites</li> </ul>
<p><b><u>Car Parking</u></b></p> <ul style="list-style-type: none"> <li>- Revised traffic report to include:</li> <li>- Details of the anticipated staff changeover period and visiting hours</li> <li>- Justification on the proposed traffic distribution percentages</li> <li>- The maximum queue length observed on the right turn/ U-turn lanes into Fletcher Road from Cranbourne Road during peak commuter periods and proposed staff changeover periods.</li> <li>- Revised site-generated turning volumes to include the number of turning movements entering and exiting the subject site from Cranbourne Road.</li> <li>- The maximum queue length observed on the right turn/ U-turn lane at Cranbourne Road/ Allenby Street during peak commuter periods and proposed staff changeover periods.</li> <li>- Analysis of the availability of gaps in through traffic at Cranbourne Road/ Allenby Street for vehicles intending to turn right into Allenby Street or make a U-turn towards the subject site.</li> <li>- Crash review of the intersection of Cranbourne Road/ Fletcher Road as well as median openings on Cranbourne Road at Allenby and Lawrey Street.</li> </ul>	<ul style="list-style-type: none"> <li>a. The proposed specialist hospital will operate within typical business hours (8:00am – 6:00pm). Therefore, there will be no significant staff change over as expected at typical hospitals.</li> <li>b. The traffic distribution has been determined using the average of the inbound/outbound movements during both the AM and PM peak hour with the intersection of Fletcher Road / Cranbourne Road the origin/destination. Whilst Playne Street and Davey Street provide access to the Frankston activity centre, they also provide connections to Nepean Highway which provide access to bayside suburbs.</li> <li>c. The existing maximum queue lengths are shown in Table 15 and the future SIDRA results are shown in Table 14, which show the queues will be comfortably accommodated within the turn lanes.</li> <li>d. The traffic movements generated at the site access are shown in Figure 14 and Figure 15.</li> <li>e. The existing maximum queue lengths are shown in Table 15 and the future SIDRA results are shown in Table 14, which show the queues will be comfortably accommodated within the turn lanes.</li> <li>f. A gap analysis of existing conditions is shown in Section 8.8, which shows there is considerable capacity under existing conditions (and in accordance with the SIDRA) and therefore, is</li> </ul>

	<p>expected to comfortably accommodate the future movements at the intersection.</p> <p>g. The crash history along Cranbourne Road is shown in Section 2.6, which show whilst several crashes have occurred within the vicinity in the 5-year period, there are no noticeable trends in regard to crashes.</p>
<p>Revised SIDRA analysis within the submitted traffic report to include:</p> <ul style="list-style-type: none"> <li>a. The application of a 2.5% growth rate</li> <li>b. Revisions to the distribution model to address Item 1 of this request (if any)</li> </ul>	<p>Please refer to Page 35 of the updated Traffic Report prepared by One Mile Grid:</p> <ul style="list-style-type: none"> <li>a. Whilst the SCAT's data shows there has been no growth in traffic volumes. A conservative growth rate of 2.5% over 5 years (compounding) has been adopted.</li> <li>b. As per the above, no changes are proposed to the existing traffic distribution.</li> </ul>
<ul style="list-style-type: none"> <li>- Proposed crossing types shown on the plans as the submitted documents show both at-grade and raised.</li> </ul>	<p>No formal pedestrian crossings are proposed. The existing footpath will be retained.</p>
<ul style="list-style-type: none"> <li>- Corner splay/areas noted in accordance with Clause 52.06-9 of the Frankston Planning Scheme.</li> </ul>	<p>Please refer to updated Site Plan.</p>
<ul style="list-style-type: none"> <li>- Gradient of pedestrian and vehicular ramps.</li> </ul>	<p>Please refer to updated Site Plan.</p>
<p><b><u>Cultural Heritage Management Plan (CHMP)</u></b></p> <ul style="list-style-type: none"> <li>- A Cultural Heritage Management Plan approved by the Bunurong Land Council. The plan must be prepared by a suitably qualified person and in accordance with the requirements of the Aboriginal Heritage Act 2006.</li> </ul> <p>Pursuant to Section 52 of the Act, if a CHMP is required the Statutory Clock does not start until an approved CHMP is received by Council and a decision cannot be issued until the application complies with the approved CHMP.</p> <p><u>OR</u></p> <p>A Preliminary Aboriginal Heritage Test (PAHT). A heritage advisor or the relevant</p>	<p>A cultural heritage consultant has been engaged to prepare a Preliminary Aboriginal Heritage Test.</p>

Registered Aboriginal Party must be involved in the preparation of the PAHT.	
<p><b>Resubmission</b></p> <ul style="list-style-type: none"> <li>- In your resubmission, please advise in writing how each of the above matters has been addressed. It would be appreciated if this response could be presented in a table format with Council's RFI comments in the first column and your response detailed in the second column.</li> </ul>	n/a.

**Internal Referral Comments – Urban Design (16/02/2023)**

Item	Comment
<p><b><u>Appropriateness of the development in relation to the Built Form Guidelines, DDO13, current and future structure plan</u></b></p> <ul style="list-style-type: none"> <li>• The objectives of the DDO, existing and Draft Structure Plans and the Built form guidelines are generally all aligned in their intent to encourage development that is responsive to, and enhances the role of the site and precinct as a gateway to the city centre; and that provides for a range of commercial and residential uses, increased housing densities at upper levels of new development and the integration of health and education uses as part of mixed use development.</li> <li>• Preferred maximum height identified in the DDO/Built Form Guidelines for the subject site is 14m. Preferred height identified in the draft 2022 Structure Plan for the subject site is 22m. At a proposed height of approximately 7m (single level with architectural features), the proposal is well within the preferred maximums identified in both documents. The preferred maximum height is to support a 'stepping up' in built form to reinforce the approach and proximity to the city centre, as well as to support uses associated with the role of the city and zone. As such, the proposal is considered to be an underdevelopment and not appropriately responsive to key objectives of the precinct.</li> </ul>	<p>The proposed use and development are seen as highly compliant with the objectives of the DDO13, current and future structure plan.</p> <p>The proposal has responded to Council's concerns the proposal was an underdevelopment of the site by increasing the height to three-storeys. The proposed use will provide considerable community benefit by alleviating demand and travel times for patients seeking medical care within Frankston and the broader Mornington Peninsula region. The proposed Hospital is co-located with other health uses within the area, and the designated health precinct in the draft FMAC Structure Plan.</p>
<p><b><u>Visual bulk and articulation of the development</u></b></p> <ul style="list-style-type: none"> <li>• Given the low scale nature of the proposal, no concerns regarding bulk. Proposal</li> </ul>	Noted.

<p>presents with reasonable articulation in its presentation to the streetscape and internal access way.</p>	
<p><b><u>Proposed materials and finishes</u></b></p> <ul style="list-style-type: none"> <li>Plans need to specify materials – ‘feature façade screen’ and ‘sheet cladding’ is not sufficient information. Ideally they would be able to provide brand/supplier details, specific material and intended colour for all external materials.</li> <li>Need to ensure the feature façade screen and windows do not result in uncomfortable or excessive glare toward the road.</li> </ul>	<p>This detail will be provided at a later date.</p>
<p><b><u>Fenestration</u></b></p> <ul style="list-style-type: none"> <li>No concerns with window placement/design as such. See below discussion regarding activation.</li> <li>Films/obscured glazing/signage are strongly discouraged as they detract from passive surveillance/activation of the streetscape. Plans should denote all windows at ground level to Cranbourne Road as having 75% clear glazing between 0.5m – 2.0m in height at a minimum. Consideration should also be given to requiring minimum permeability of all podium level glazing should the applicant resubmit with additional levels.</li> </ul>	<p>Addressed, plans have been updated to show 75% clear glazing on ground level to Cranbourne Road.</p>
<p><b><u>Presentation of the development to Cranbourne Road, Playne Street and the residential interface</u></b></p> <ul style="list-style-type: none"> <li>Some concern with the proposed use interfacing with Cranbourne Road. Ideally this should provide for activation as well as passive surveillance. Recovery and pathology suites are not likely to provide for the desired level of either as it reasonable to expect these windows will be regularly screened, curtains drawn. This is particularly disappointing given the absence of any upper levels. A redesign to provide for a more appropriately active use such as office space along this interface, or an alternative use altogether eg. hospitality/retail etc. is strongly recommended.</li> </ul> <p>Refer below comments regarding Playne Street lot/interface.</p> <ul style="list-style-type: none"> <li>Plans should indicate fencing height on elevations to determine what will likely be the visible to the neighbouring properties.</li> </ul>	<p>Refer to previous comments.</p> <p>Fence height shown on Site Plan.</p>
<p><b><u>General urban design advice</u></b></p>	

<ul style="list-style-type: none"> <li>• Car parking occupies a significant portion of the site (appears to be in excess of 1/3) which is a very poor design outcome. Also limited opportunity for landscaping to soften this. The car parking as proposed does not promote an active street frontage (a key objective of the precinct) to Playne Street. Given the lack of passive surveillance to the Playne Street lot, safety is also a concern. As the proposal has scope to increase in height, preference would be to accommodate car parking within the built form as much as possible or within basement car parking, ensuring active interfaces with the street and passive surveillance etc. Would also allow for improved landscaping. The awkward shape of the site means it would be difficult to achieve a reasonable outcome on this 'neck' of land. As such, consolidation with another lot is strongly recommended.</li> <li>• That only one deep soil zone is offered on a consolidation of four lots proposal is disappointing, particularly when considered on balance with the extent of car parking. A minimum of one 4.5m x 4.5m wide deep soil zone should be provided to two side boundaries. Additional DSZs should also be considered for the setback to Playne Street.</li> <li>• Disappointing that the staff area has not had any landscaping incorporated.</li> <li>• Proposal should consider a provision of bike hoops</li> <li>• Eaves/awnings should be incorporated along the north frontage in particular. Weather protection (awning) should also be incorporated to the primary entry.</li> </ul>	<p>Refer to previous discussion regarding proposed building height.</p> <p>Proposal has been amended to include more extensive landscaping throughout the site, including within the front setback and within car parking areas. Seven deep soil planting zones are provided throughout the site.</p> <p>Basement car parking is not economically feasible for the development noting the height has already been increased from one to three-storeys.</p> <p>Planters have been included in staff communal area outdoor terrace.</p> <p>Bike hoops provided in front setback.</p> <p>Upper levels cantilever over ground floor to provide protection to the building entries on the northern and eastern frontages.</p> <p>Overhang depth varies from 3.1m on the northern frontage, to 4.8m on the eastern frontage, both resulting in protected building entries.</p>
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**Internal Referral Comments – ESD (16/02/2023)**

Item	Comment
<p>The submitted documents and information for this project does not meet Council's ESD requirements. The documents below need to be amended to demonstrate best practice environmentally sustainable design in accordance with Clause 15.01-2L-01 of the Frankston Planning Scheme:</p> <ul style="list-style-type: none"> <li>• BESS report</li> <li>• SMP report</li> <li>• Plan</li> </ul> <p>Main ESD initiatives:</p> <ul style="list-style-type: none"> <li>• 100% STORM score including 1x36000L Rainwater tanks and 21 m2 raingarden</li> <li>• 3 no. of secure, accessible bicycle spaces</li> </ul>	<p>Please refer to updated SMP prepared by Sustain Erbas.</p> <p>1 x 30,000L rainwater tank provided.</p> <p>40sqm rainwater garden provided.</p> <p>The proposal exceeds the statutory bicycle parking requirements.</p> <p>At least 70% of construction and demolition waste recycled.</p>

<ul style="list-style-type: none"> <li>• 70% construction and demolition waste recycled</li> <li>• BESS score of XX % and passed the minimum scores in the Energy, IEQ, Water, and Stormwater categories</li> </ul>	<p>Achieves BESS score of 57%, IEQ is not passed due to the nature of healthcare project requirements.</p>
<p><b>Comments:</b></p> <ul style="list-style-type: none"> <li>• Updating SMP &amp; BESS</li> <li>• ESD notes on plans</li> <li>• GTP required</li> </ul> <p><b>Decisions and/or Conditions recommended:</b></p> <p>Insufficient information to support proposal. The following information is required: SMP</p> <p><b>Please see below suggested permit conditions</b></p> <p><b>Condition 1</b></p> <p>a) Amended Sustainability Management Plan (SMP) in accordance with Condition X.</p> <p>b) Green Travel Plan is required in accordance with Condition X.</p> <p>c) Development plans to reflect all sustainability features that are required as part of a submitted and approved Sustainability Management Plan (SMP), together with any requirement outlined in Condition XX. The plans are to be generally in accordance with the plans submitted indicating:</p> <ol style="list-style-type: none"> <li>An annotation detailing the rainwater tank sizes and that the rainwater tanks are allocated for reuse/retention purposes and exclude any volume allocated for detention.</li> <li>An annotation that the rainwater tanks are connected to all toilet flushing, irrigation areas.</li> <li>All operable windows, doors and vents on elevation drawings.</li> <li>Where measures cannot be visually shown, include a notes table or 'ESD Schedule' providing details of the ESD features and requirements. This is required to include all ESD initiatives in the BESS such as energy and water efficiency ratings for heating/cooling systems and plumbing fittings</li> </ol>	<p>Please refer to SMP prepared by Sustain Erbas and architectural plans prepared by CHC for ESD details.</p>

<p>and fixtures, as well as, any waste recovery and use of sustainable materials commitments and so on.</p>	
<p><b><u>Environmentally Sustainable Development</u></b>  Before the development starts, an amended Sustainability Management Plan (SMP) to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. The plan will be endorsed and will then form part of the permit. The plan must be generally in accordance with the SMP prepared by erbas and dated 21/12/2022 but modified to include or show:</p> <ul style="list-style-type: none"> <li>a) Correct Rainwater tank size: Tank size is 36000L based on STORM report however it is 32000L in BESS and SMP report (page 6)</li> <li>b) Solar PV panels: It is highly recommended to install solar PV panels on the roof</li> <li>c) IEQ rating: BESS shows the IEQ achieved score is 35%, however it needs to be at least 50%. Make sure to achieve the minimum score in IEQ and then update BESS &amp; SMP report</li> </ul> <p>All works must be undertaken in accordance with the endorsed Sustainability Management Plan (SMP) to the satisfaction of the Responsible Authority. No alterations to the SMP may occur without the written consent of the Responsible Authority.</p> <p>Before the occupation of any building approved under this permit, a report from the author of the SMP, approved pursuant to this permit, or similarly qualified person or company, must be submitted to the Responsible Authority. The report must be to the satisfaction of the Responsible Authority and must confirm that all measures specified in the SMP have been implemented in accordance with the approved Plan.</p>	<p>30,000L rainwater tank is seen as sufficient.</p> <p>Solar PV is not within the scope of the development at this stage.</p> <p>Please refer previous comments.</p>

**Discussion Plans presented at meeting on 13 June 2023**

**Comments received 26/06/2023**

Item	Comment
<p><b><u>Appropriateness of the development in relation to the Built Form Guidelines, DDO13, current and future structure plan</u></b></p> <ul style="list-style-type: none"> <li>• The objectives of the DDO, existing (2015) and Draft (2023) Structure Plans and the Built form guidelines are generally all aligned in their intent to encourage development that is</li> </ul>	<p>Considerable effort has gone into increasing the height and mass of the overall development to address Councils concerns that the proposal was an underdevelopment of the site.</p> <p>We note that Hospitals generally follow a pattern of development whereby additions and amendments are made over time, following the growth of the</p>

<p>responsive to, and enhances the role of the site and precinct as a gateway to the city centre; and that provides for a range of commercial and residential uses, increased housing densities at upper levels of new development and the integration of health and education uses as part of mixed use development.</p> <ul style="list-style-type: none"> <li>• Whilst the increase in height is considered a positive, at 14.5m, the proposal is still well within the preferred maximum height of 22m (6 storeys) sought by the Draft FMAC SP (2023) for precinct 6A and is even below the preferred height limit of precinct 6B. There is therefore potential for this development to be visually 'built-out' by precinct 6B. The subject site accounts for approximately 50% of the total land area of precinct 6A and so will rely heavily on the remaining properties to achieve a 'stepping up' in built form to reinforce the approach to the city centre. A development which more closely aligns with the preferred height limit and achieves the desired stepping up in height and transition between the two precincts should be explored.</li> <li>• The site is located in close proximity to the CBD, train station, bus interchange and a number of existing community services. The site therefore presents an opportunity to address the mixed use objectives sought in the adopted <i>FMAC Structure Plan (June 2023)</i>. The Objectives of Precinct 6a of the <i>FMAC Structure Plan (June 2023)</i> seek to 'provide for a range of commercial and residential uses that complement the mixed use and commercial function of the precinct including the development of office suites along Cranbourne road, increased housing densities on upper levels of new development'.</li> </ul>	<p>Hospital over time. We submit that the proposed three-storey proposal is highly appropriate noting the predominant low-scale built form on the adjoining lots, and considering the balance of the considerable community benefit the proposed use will provide.</p>
<ul style="list-style-type: none"> <li>- The site is one of few vacant lots (consolidated) within in the FMAC located in such close proximity to the CBD and there is concern that a three storey development and large areas of at grade car parking in this location would not assist in realising the mixed use outcome sought by the Precinct objectives and the FMAC.</li> </ul>	

<ul style="list-style-type: none"> <li>- The proposal should provide the following to align with the preferred outcomes of the Draft FMAC SP (2023): <ul style="list-style-type: none"> <li>▪ A 3.0m building setback to Cranbourne Road – has been provided.</li> <li>▪ A 4.5m setback from the rear boundary to support landscaping opportunities - Only a 3.0m setback has been provided to the Playne Street entry and almost no setback has been provided where the site interfaces with other Playne Street properties.</li> <li>▪ A 12.0m (3 storey) street wall to Cranbourne Road and Playne Street - Exceeds preferred height.</li> <li>▪ A 5.0m setback of all levels above the podium to Cranbourne Road - Currently no tower levels.</li> <li>▪ Side setbacks to provide visual breaks between buildings and support landscaping opportunities - Not adequately provided.</li> </ul> </li> </ul>	<p>A 4.5m setback has been provided to Playne Street.</p> <p>The development provides 3-storeys of built form fronting Cranbourne Road.</p> <p>The built form is considered appropriate noting the three-storey built form and adherence to other preferred built form outcomes.</p> <p>Due to the configuration of the lot, the building is built to the western boundary for a small portion of the overall development. There is a considerable setback provided to the west.</p>
<p><b><u>Visual bulk and articulation of the development</u></b></p> <ul style="list-style-type: none"> <li>- A more tangible relationship between the design of the ground level and upper podium levels is recommended. This could be achieved through the provision of angled windows and a continuation of the brickwork. A provision for integrated solar shading devices/awnings should also be explored given the aspect and exposed frontage. The upper podium levels would also benefit from additional variation in the façade plane to reduce the ‘flatness’.</li> <li>- Additional setbacks as identified above will help reinforce a human scale street wall to Cranbourne Road and provide relief between built forms.</li> </ul>	<p>The façade design has been updated to include sun shading and varied panels, varied materiality and extensive glazing.</p>
<p><b><u>Proposed materials and finishes</u></b></p> <ul style="list-style-type: none"> <li>- Need to ensure the metal cladding and glazing do not result in uncomfortable or excessive glare toward the road.</li> <li>- Proposal should consider integrating the ground level brickwork into the upper levels of the podium. Alternatively, a variation in the colour of the metal façade cladding of the upper podium levels could be considered.</li> </ul>	<p>Variation in colours of metal cladding façade is provided and wrapped around from the northern frontage to the western frontage.</p>

<ul style="list-style-type: none"> <li>- The materials used along the west elevation (painted blockwork and fibre cement sheets) is a poor design outcome given this elevation will be highly visible from the Cranbourne Road and Fletcher Road intersection. It is recommended the same material used for the north elevation is continued and 'wrapped around' to the west elevation for a consistent design and presentation. Further articulation should also be considered in association with the additional setbacks as recommended above.</li> </ul>	
<p><b><u>Fenestration</u></b></p> <ul style="list-style-type: none"> <li>- Films/obscured glazing/signage are strongly discouraged as they detract from passive surveillance/activation of the streetscape. Plans should denote all windows at ground level to Cranbourne Road as having 75% clear glazing between 0.5m – 2.0m in height at a minimum. Consideration should also be given to requiring minimum permeability of all podium level glazing should the applicant resubmit with additional levels.</li> <li>- A provision for integrated solar shading devices/awnings should also be explored given the aspect and exposed frontage.</li> </ul>	<p>As per previous response, 75% clear glazing provided in windows on ground floor and notated on plans.</p> <p>Vertical shading devices shown on elevations.</p>
<p><b><u>Presentation of the development to Cranbourne Road, Playne Street and the residential interface</u></b></p> <ul style="list-style-type: none"> <li>- Again some concern with the proposed uses interfacing with Cranbourne Road. The nature of the uses (medical) are somewhat sensitive where occupants are more likely to want curtains drawn or screens in places. More active and less sensitive uses should therefore be considered to front Cranbourne Road, internal and where passive surveillance is desired. There has been some improvement on this front in comparison to previous plans which is encouraging. However there is limited certainty of these outcomes for the ground or first level medical tenancies.</li> <li>- Pathology Reception should front the street / corner rather than the individual consultation room.</li> <li>- North-east façade corner should be smooth rather than segmented.</li> </ul>	<p>Please refer to previous response.</p>
<p><b><u>General urban design advice</u></b></p> <ul style="list-style-type: none"> <li>- Car parking still occupies a significant portion of the site which was key concern of the previous proposal in regards to</li> </ul>	<p>Please refer to previous responses.</p>

landscaping opportunities, passive surveillance and providing an active street frontage to Playne Street. Preference is still to accommodate car parking within the built form as much as possible or within basement car parking.

- The depth of the proposed building currently results in no daylight access to the centre of Levels 1 and 2. If consolidation of the proposed and future building sites to achieve a taller built form and more efficient use of the land area is explored, consideration should also be given to providing voids in upper levels to increase access to daylight within the building.
- That only one deep soil zone is offered on a consolidation of four lots is disappointing, particularly when considered on balance with the extent of car parking. A minimum of one 4.5m x 4.5m wide deep soil zone should be provided to two side boundaries. Additional DSZs could also be considered for the setback to Playne Street and at the north/south interfaces with
- Provision should be made for bike hoops.
- Ground floor should indicate extent of the overhang of the floor above to determine the weather protection to entries.
- The name of the proposed facility (Mornington Peninsula Specialist Hospital) is questionable given its proposed location within central Frankston. This is a poor response to context and does not reinforce the identity of the city centre.

Please refer to previous responses.

Several deep soil zones now provided, please also refer to previous responses.

Bike hoops provided.

Please refer previous responses, overhang is dimensioned on plans.

We submit that this comment is not a planning consideration.