

Officer Assessment Report

49-59 Raleigh Street, Essendon
Application No. PA2403321



Officer Assessment Report
Development Approvals & Design

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Department
of Transport
and Planning

OFFICIAL

Executive Summary

Key information	Details	
Application No.:	PA2403321	
Received:	01/11/2024	
Statutory Days:	66	
Applicant:	Penleigh & Essendon Grammar School	
Planning Scheme:	Moonee Valley	
Land Address:	49-59 Raleigh Street, Essendon	
Proposal:	Demolition and construction and carrying out of buildings and works associated with an existing primary school	
Development value:	\$30 million	
Why is the Minister responsible?	In accordance with Clause 72.01 of the Planning Scheme, the Minister for Planning is the Responsible Authority for this application because it comprises works to an existing non-government primary school with an estimated cost of \$3 million of greater.	
Why is a permit required?	Clause	Trigger
Zone:	Clause 32.08 – General Residential Zone, Schedule 1	Building and works associated with a Section 2 use (primary school)
Overlays:	Clause 43.01 – Heritage Overlay	Demolish part of a building and construct and carry out works
Cultural Heritage	N/A	
Total site area:	2.6 ha approx.	
Height	Storeys excluding plant:	3
	Metres excluding plant:	14.74m
Referral authorities	None	
Public Notice	Notice of the application under section 52 of the Act was not required because the proposal is generally consistent with the relevant incorporated plan for the site.	
Delegates List	N/A	
Recommendation	The application is recommended for approval subject to the conditions, as discussed below.	

Background



1. The Penleigh and Essendon Grammar School (PEGS) Junior Boys School is governed by the Essendon Campus Master Plan, which was incorporated into the Moonee Valley Planning Scheme in November 2004 by planning scheme amendment CO43.

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

Milestone	Date
Pre-application meeting (DTP and Applicant/Client)	12/04/2024
Application lodgement	01/11/2024
Further information requested	N/A
Further plans submitted (formally under section 50 of the Act)	N/A
Further informally substituted sketch plans submitted (date)	N/A
Decision Plans	Plans prepared by McBride Charles Ryan Architects, titled 'Architectural Documentation' and dated 31/10/2024 Landscape Plan Prepared by Taylor and Cullity Pty Ltd and dated 29/10/2024

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

4. The applicant seeks approval for the demolition and construction and carrying out of buildings and works associated with an existing primary school.
5. Specific details of the application include:
 - Partial demolition of sections of the ground and first floor, being primarily:
 - the rear of the historical administration building
 - the non-significant buildings relating to years 1, 2 and 3 and aftercare
 - Alterations to the heritage villa containing the school administration centre, including a revised layout at ground and first floor and a DDA compliant entry to the western elevation
 - A new 'learning neighbourhood' containing three levels of classrooms and learning spaces adjoining the rear of the heritage villa
 - A 'makers building', for the purposes of science and art adjoining the south of the learning neighbourhood
 - A new two-storey library building to the east of the 'learning neighbourhood', circular in design and linked to the main new classroom block
6. The applicant has provided the following concept images of the proposal:

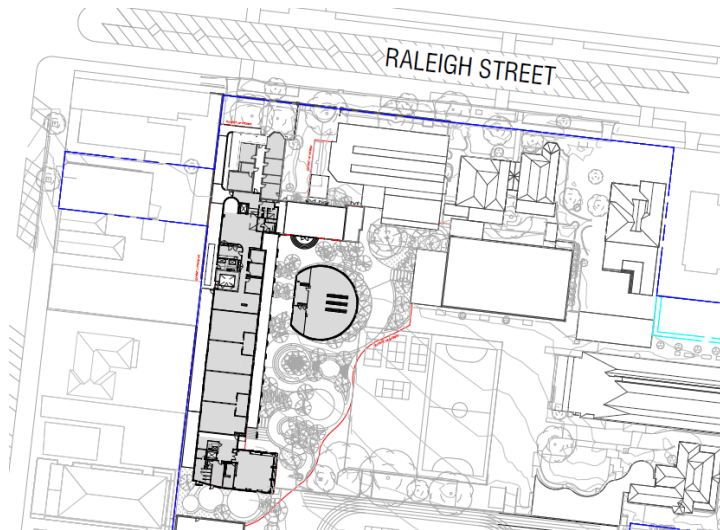


Figure 1: proposed site layout (shaded grey)



Figure 2: Architectural renders

Subject Site and Surrounds

Site Description

7. The site is located in Essendon and is bounded to the north by Raleigh Street, the east by Nicholson Street and south by Fletcher Street and the west by properties fronting Napier Street.
8. The existing site is occupied by the Penleigh and Essendon Grammar School (PEGS) Junior Boys Campus.
9. The site is approximately 2.6 hectares in area and has a primary frontage to Raleigh Street of 120 metres.
10. While the overall site is made up of several allotments, the site of the proposed works is formally described as comprising the following land parcels: Lot 16 and 17 on title plan 691720S, as well as Lot 1, TP243080 and Lot 1, TP675580X.



Figure 3: Site plan/ aerial (Source: Architectural Context Report)

Site Surrounds

11. The surrounding area consists of a mix of commercial, residential, and recreational land uses with varying built form. Notably, the western interface of the site, directly adjacent to the proposed works, contains a mix of residential and commercial buildings on commercially zoned land. 72 Napier Street, immediate west of the site on the corner of Napier and Raleigh Streets, is host to a 3-storey commercial building.
12. Development surrounding the site can be described as follows:
 - To the **north** of the site: Essendon recreation reserve, known informally as 'Windy Hill'
 - To the **south** of the site: Commercial properties along Fletcher Street
 - To the **east** of the site: A mix of single storey and double storey residential properties fronting Nicholson Street.
 - To the **west** of the site: A mix of commercial and residential properties along Napier Street, ranging from single storey to five storeys.



Municipal Planning Strategy

13. The following objectives and strategies of the Municipal Planning Strategy are relevant to the proposal:

Clause no.	Description
02.01	Context
02.02	Vision
02.03	Strategic Directions
02.03-1	Settlement
02.03-4	Built environment and heritage
02.03-8	Infrastructure

Planning Policy Framework

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

Clause no.	Description
11	Settlement
11.01-1R	e.g. Settlement – Metropolitan Melbourne
15	Built Environmental and Heritage
15.01-1S	Urban design
15.01-1R	Urban Design – Metropolitan Melbourne
15.01-2S	Building Design
15.01-2L	Building Design (LPP)
15.01-4R	Healthy Neighbourhoods, Metropolitan Melbourne
15.01-5S	Neighbourhood Character
15.01-5L	Neighbourhood Character (LPP)
15.01-2L-03	Environmentally Sustainable Development
15.03-1S	Heritage Conservation
15.03-1L	Heritage Conservation (LPP)
19	Infrastructure
19.02-2S	Education Facilities
19.02-2L	Major education facilities

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

Statutory Planning Controls

General Residential Zone

16. A planning permit is required to construct a building or construct or carry out works pursuant to the General Residential Zone (GRZ) within the Moonee Valley Planning Scheme. The purpose of the GRZ is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To encourage development that respects the neighbourhood character of the area.



- *To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.*
 - *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*
17. The GRZ includes application requirements and decision guidelines for application triggered under the zone. The assessment section of this report discusses how the proposal responds to these requirements.

Heritage Overlay

18. A planning permit is required to demolish or remove a building and to construct a building or construct or carry out works in accordance with Clause 43.01-1 of the Heritage Overlay (HO).

19. The objectives and decision guidelines relevant to this proposal are:

Purpose of HO:

- *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
- *To conserve and enhance heritage places of natural or cultural significance.*
- *To conserve and enhance those elements which contribute to the significance of heritage places.*
- *To ensure that development does not adversely affect the significance of heritage places.*

Relevant Decision guidelines:

- *The significance of the heritage place and whether the proposal will adversely affect the natural or cultural significance of the place.*
- *Any applicable statement of significance (whether or not specified in the schedule to this overlay), heritage study and any applicable conservation policy.*
- *Whether the location, bulk, form or appearance of the proposed building will adversely affect the significance of the heritage place.*
- *Whether the location, bulk, form and appearance of the proposed building is in keeping with the character and appearance of adjacent buildings and the heritage place.*
- *Whether the demolition, removal or external alteration will adversely affect the significance of the heritage place.*
- *Whether the proposed works will adversely affect the significance, character or appearance of the heritage place.*

Incorporated Plan Overlay

20. The Incorporated Plan Overlay, Schedule 9 (IPO9) states that a permit may not be granted for works unless an incorporated plan has been incorporated into the scheme.

21. The Penleigh and Essendon Grammar School Essendon Campus Master Plan (2004) is incorporated in the planning scheme and provides overall guidance for development of the site.

22. The IPO notably provides an exemption from notice and review for development and uses that are generally in accordance with the corresponding incorporated plan.

Other overlays

23. The Environmental Significance Overlay applies to the greater site but does not apply to the site of the proposed works subject to this application. This overlays therefore does not form part of this assessment.

24. The Development Contribution Plan Overlay also applies to the site. However, Schedule 1 of the DCPO excludes non-government schools from development contribution levies.



Particular provisions

25. Clause 53.18 applies to this application for buildings and works. The clause includes standards and objectives relating to stormwater management.
26. Clause 53.19 exempts applications for non-government schools from the right of objectors to apply to VCAT to review a responsible authority's decision to grant a permit.



Referrals

27. No formal referrals were required for the application

Informal referrals

Moonee Valley Council

28. The application was informally referred to Moonee Valley City Council. The council did not object to the proposal. The council also referred the application internally to their heritage advisor, who did not object subject to further information requiring demolition elevations. However, DTP is comfortable with the level of demolition detail provided on the plans, noting that the extent of demolition is further described and delineated in the heritage report accompanying the application.
29. While supporting the proposal overall, the council raised concerns with the architectural treatment of the western façade interfacing with properties along Napier Street. These concerns were acknowledged by DTP and as a result, the application was referred internally to Urban Design, as discussed below. Ultimately, a condition is required for revised plans prior to endorsement to further articulate the western façade.

Urban Design

30. The application was referred internally to DTP's Urban Design team for advice on the treatment of the western façade. The Urban design team agreed that the façade would benefit from a redesign to provide visual relief and break up the massing. These comments will form the basis of a condition to revise the design prior to endorsement of plans. It is noted that this approach has the support of the applicant.

Notice

31. The application is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the *Planning and Environment Act 1987*, pursuant to the following provision:
- *Clause 43.03-2 (Incorporated Plan Overlay)*. The application is exempt from the above notice and decision requirements, as it is generally in accordance with the relevant incorporated plan.

What are the key considerations?

Strategic Direction and Land Use

32. The Planning Policy Framework encourages appropriate land use and development which enhances the built environment, supports economic growth, meets the community expectations on retail and commercial provision, delivers diversity in housing supply to meet existing and future needs, and integrates transport and infrastructure planning.
33. The site currently operates as a school and the proposed additions and alterations to the existing school remain consistent with the current use and are therefore consistent with the purpose of the General Residential Zone. The proposal will contribute to the delivery and improvement of community infrastructure and education facilities within the area.
34. As the use of the land for a school is established, the development remains compatible with surrounding residential and commercial uses. Notably, the proposal does not increase student or staff numbers or significantly intensify the land use.
35. The relevant Municipal Planning Strategy and Planning Policy Framework provisions have been taken into account in assessing the application.

Built form

36. The proposed buildings and works are of an appropriate scale and form with respect to the context of the site, the institutional function of the buildings, and the applicable planning controls.
37. With regard to the purpose of the GRZ1, the proposal represents an appropriate response to neighbourhood character through a well-considered design which includes generous setbacks of building mass from street frontages, with new works primarily to rear of the heritage villa fronting Raleigh Street.
38. The proposal is furthermore consistent with the decision guidelines of the GRZ, with the development being of a reasonable intensity and compatible with surrounding residential uses, while having appropriate heights, setbacks and appearance along with providing high-quality landscaping.
39. The built form is also generally consistent with the incorporated plan for the site, which identifies future classrooms adjacent to the western boundary of the site, approximating the location of the proposed 'learning neighbourhood'.

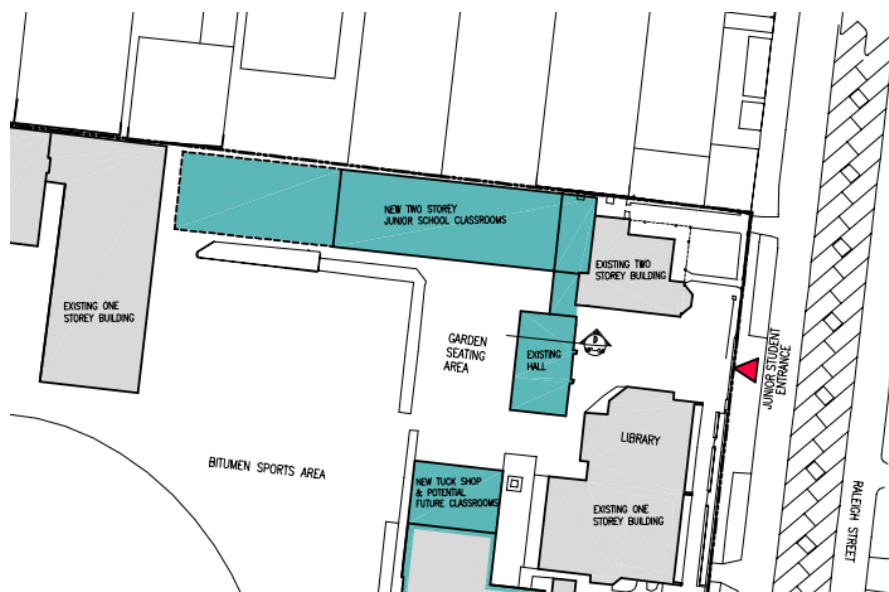


Figure 3 – PEGS – Essendon Campus Master Plan (Incorporated document)

40. Specifics of the proposed built form are assessed below:

Height

41. The proposed learning neighbourhood is three-storey with an overall height of 14.76 metres at the southern 'Makers' section, with the predominant height of 13.36 metres provided for the remainder of the building.
42. The library is two-storey with a maximum height of 10.67 metres.
43. These heights do not contravene any height limits specified in the planning scheme, and as discussed above are consistent with the provisions of the GRZ1. The height is also appropriate in the context of the Essendon Junction Activity Centre, which anticipates an increase in overall scale of buildings over time, noting that Napier Street to the west includes developments ranging up to 5 storeys high.

Setbacks

44. The proposed buildings are set back well into the site and do not directly front any street, being located to rear of the existing heritage villa and assembly hall. The development is setback 3.84 metres from the western side boundary. This distance provides adequate separation from rear of the commercially zoned properties fronting Napier Street to the west.

Design Detail

45. The overall design of the works is contemporary, with the form and treatment of the library and the eastern façade of the classroom block being both highly unique and visually interesting, as depicted in figure 4 below.
46. Cladding materials include precast concrete panels (with brick pattern), vertical metal cladding, glazed brickwork together with extensive fenestration to the eastern and western elevations.
47. The design detail is considered an appropriate response to the site context and the established educational land use. The chosen architectural theme will fulfil the desire of the school to provide an engaging educational environment for pupils and staff alike, while ensuring the overall character of the area is respected.
48. Notwithstanding the overall acceptability of the design detail, the proposed western façade of the new classroom block does not currently include adequate levels of articulation given its visibility from Napier Street. A permit condition is therefore recommended to require that this elevation be further broken up through a revised façade design prior to endorsement of plans.



Figure 4 – Render of proposed buildings looking northwest from within the site (source Architectural context report)

Heritage

49. A Heritage Impact Assessment was provided with application given the extent of works proposed within the Heritage Overlay, and the significant heritage values on the site. The heritage report is comprehensive and gives due consideration to the heritage significance of the site, in particular the villa, and outlines the design approach taken to minimise impact on the historical villa.
50. Most importantly, the development does not alter the appearance of the front section of the villa as viewed from Raleigh Street. The proposed demolition and works are located to the rear secondary portion of the villa, with the most important parts of the heritage fabric retained.
51. The image below demonstrates how the new works will not detract from the prominence of the villa in streetscape, given they are to the rear and maintain the side setback of the heritage building:



Figure 5 – Render showing relationship of new works to the existing heritage villa (source Architectural context report).

52. Additionally, as noted previously, the proposal is supported by Moonee Valley City Council, including their heritage advisor.
53. For the above reasons, the proposal is considered acceptable from a heritage perspective and is consistent with the purpose and decision guidelines of the heritage overlay. The proposal also satisfies the relevant policies contained in clauses 15.03-1S and 15.03-1L of the Planning Policy Framework.


Amenity

Internal

54. The proposal will provide a high level of internal amenity on the site. Importantly, the central playground of the school will not be compromised as the proposed buildings are located towards the perimeter of the site.
55. Extensive glazing to new buildings will ensure good levels of daylight to learning spaces, while the proposed landscaping will provide shade, soften the impact of new built form, and provide play spaces and interactive experiences for students. For these reasons, DTP considers the level of internal amenity provided by the development to be supportable.

External

56. The proposal would not have an unreasonable impact on the amenity of the surrounding area given setbacks, height, and location of the works on the site. However, it is noted that changes are required to the architectural treatment of the western elevation prior to endorsement of plans. This will ensure that the risk of excessive visual bulk resulting from the development is appropriately mitigated.

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57. Overshadowing of the properties to the west of the site will occur as shown in the shadow diagrams provided. While DTP acknowledges that the extent of shadowing from at 9am will be substantial, this will gradually improve as the day progresses DTP considers that an adequate amount of sunlight over the course of the day will be available to the rear of properties immediately adjacent the proposed works. Furthermore, it is important to note that the expectations for protection of solar access for properties within commercially zoned areas are less stringent than for residentially zoned properties.
58. For the above reasons, DTP considers the external amenity impacts of the proposal to be within acceptable limits.

Environmental

Environmentally Sustainable Design (ESD)

59. The application is supported by a Sustainability Management Plan (SMP) as required under clause 15.01-2L-03.
60. The SMP provides for an integrated sustainability approach which outlines a strategy in relation to water, waste and energy storage, conservation and re-use including the incorporation of water sensitive urban design measures.
61. The associated BESS report includes a score of 52%, which indicates an acceptable sustainability score for the development.
62. The proposal is considered to comply with sustainability requirements under the planning scheme.

Stormwater management

63. The application is supported by a stormwater management plan (SWMP), which includes a drainage strategy and Water Sensitive Urban Design measures. The report appropriately responds to clause 53.18-6 and 53.18-6 of the planning scheme and demonstrates that acceptable management of stormwater on the site during construction and post occupation can be achieved.
64. The council did not provide conditions for drainage in its response to DTP's informal referral; however, the SWMP includes an approved legal point of discharge letter from the council, demonstrating that an appropriate stormwater discharge point is available.
65. For the above reasons, DTP considers that the proposal will result in acceptable stormwater outcomes.



Recommendation

66. **It is recommended that a Delegate of the Minister for Planning** issue Planning Permit No. PA2403321 for the proposed partial demolition and buildings and works associated with the existing primary school at 49-59 Raleigh Street, Essendon, subject to conditions.

Conclusion

67. The proposal is generally consistent with the relevant planning policies of the Moonee Valley Planning Scheme and will contribute to the provision of upgraded school facilities within the Essendon area.
68. The proposal is generally supported by the various informal referral agencies.
69. It is recommended that the applicant be notified of the above in writing.

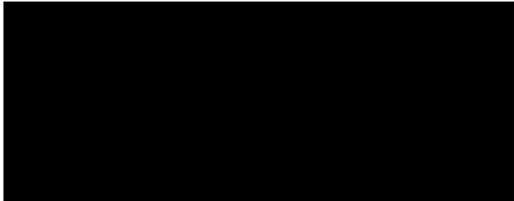


Prepared by:

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

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

Name:



Title:

Signed:



Phone:

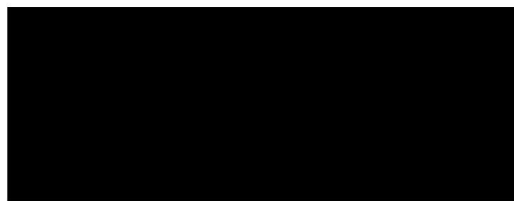
Dated: 03/01/2025

Reviewed / Approved by:

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

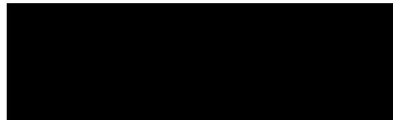
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Name:



Title:

Signed:



Phone:

Dated: 06/01/2025
