

URBIS

SECTION 72 AMENDMENT APPLICATION TPA/50097/DA2

Mulgrave Private Hospital
48 Blanton Drive, Mulgrave

Prepared for

HEALTH CARE SURGICAL PTY LTD

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CONTENTS

Executive Summary	1
Appropriateness of Proposal.....	1
1. Subject site and surrounds	2
1.1. Mulgrave Private Hospital.....	2
1.2. Police Road.....	3
1.3. Site Interfaces.....	3
1.3.1. North.....	3
1.3.2. East.....	5
1.1.1. South.....	6
1.1.2. West.....	7
1.4. Local Context.....	7
2. Permit History	9
3. The Proposal	10
3.1 Overview.....	10
Hospital Works:.....	10
Car Parking:.....	10
Police Road Upgrade:.....	10
3.1. Landscaping And Tree Removal.....	12
4. Planning Policy Snapshot	13
4.1. Planning Policy Framework.....	13
4.1.1. Clause 11 – Settlement.....	13
1.1.1. Clause 15 – Built Environment and Heritage.....	13
1.1.2. Clause 17 – Economic Development.....	13
1.1.3. Clause 19 – Infrastructure.....	13
4.2. Local Planning Policy Framework.....	13
1.1.4. Clause 21.01 - Introduction.....	13
1.1.5. Clause 21.05 – Economic Development.....	14
1.1.6. Clause 21.09 - Key Regional Assets.....	14
1.1.7. Clause 22.09 – Non-residential Use and Development in Residential Areas.....	14
1.1.8. Clause 22.13 – Environmentally Sustainable Development Policy.....	15
4.3. Planning Controls.....	15
1.1.9. Zoning.....	15
Neighbourhood Residential Zone – Schedule 4.....	15
4.4. Particular Provisions.....	15
1.1.10. Clause 52.06 – Car Parking.....	15
5. Planning Considerations	16
5.1. Planning Assessment.....	16
5.1.1. Compatibility with the Neighbourhood Residential Zone.....	16
5.1.2. Planning Policy Framework.....	16
5.1.3. Local Planning Policy Framework.....	17
5.1.4. How Will the Proposal Contribute to the City of Monash?.....	19
5.2. Design Response.....	19
5.2.1. Built Form Massing Assessment.....	19
5.2.2. Multi-level car park.....	20
5.2.3. External amenity impacts.....	20
5.3. Traffic, parking and bicycle considerations.....	21
5.4. Tree Removal Landscape considerations.....	21
5.5. Waste considerations.....	23
6. Conclusion	24
Disclaimer	25

No table of contents entries found.

FIGURES

Figure 1: Aerial View of the Site	2
Figure 2: Aerial Image of the Portion of Police Road to be Extended	3
Figure 3: Residential Development located north of the site	4
Figure 4: Topography of the site, with the most slope affected portions of the northern boundary highlighted	4
Figure 5: Site Context Location	8
Figure 6: Proposed staging (roof plan)	11
Figure 7: Fall across the site <i>Source: HSPC</i>	20
Figure 8: Existing vegetation to be retained	22

PICTURES

Picture 1: Photo of the northern boundary slope along the northern interface	5
Picture 2: Example of residential development along Royal Oak Court	5
Picture 3: Police Road, looking east	6
Picture 4: Outlook Gardens Aged Care Facility	6
Picture 5: Consulting suites on Blanton Drive	7

EXECUTIVE SUMMARY

This report has been prepared by Urbis on behalf of Health Care Surgical Pty Ltd (“The Applicant”) in relation to Planning Permit TPA/50096/A on the land at 48 Blanton Drive, Mulgrave (“the site”). The Applicant has requested that Urbis lodge an application on their behalf with Monash City Council to amend the plans endorsed under the Permit, pursuant to Section 72 of the *Planning and Environment Act 1987*. This report provides a planning assessment in support of the changes sought to the endorsed plans.

The site is located on the northern side of Police Road, at the intersection of Blanton Drive and is approximately 34,110 square metres in size. The site is currently occupied by Mulgrave Private Hospital, an acute medical and surgical hospital over two levels with an existing building footprint of 16,912 square metres. The subject site intersects with Police Road along the southern portion of the site, where works are also proposed to allow the extension of Police Road. Details of how the Site relates to the portion of Police Road proposed for extension have also been detailed within this report.

Mulgrave Hospital is a critical private health facility in the eastern suburbs. As a private hospital, it forms an integral part of the health system, providing additional services for those that cannot be serviced by the public health system. The proposal seeks to expand these current hospital facilities to keep up with high demand, particularly post-Covid and having regard to significant population growth in the eastern areas of Melbourne.

These expansions include a new multi-deck car park to address current and future demand, an expanded ward over two levels comprising additional beds and theatres bringing the total services to:

- 333 beds, 16 theatres, 7 consulting suites, 10 medical imaging rooms and 681 car parking spaces.

APPROPRIATENESS OF PROPOSAL

The proposed amendment is considered to achieve a high level of compliance with Monash Planning Scheme policies and objectives and is considered a high-quality proposal appropriate for the site.

The proposal is considered an acceptable outcome for the following reasons:

- The existing hospital site location presents an excellent opportunity to meet the needs of the growing population in the City of Monash.
- There is strong policy support at both State and Local level for the development of sites that serve the community within residentially zoned land.
- The proposal presents a high quality and responsive building massing and design to the surroundings, with the site interfacing with adjoining streets on two sides, with only one current residential interface abutting the northern site boundary.
- The built form responds to sensitive interfaces and does not present as visually dominant in the scheme of the development.
- The proposal will afford a high level of internal amenity for the development’s future employees and patients.
- The proposed development’s waste management and traffic access arrangements are suitable to the orderly operation of the mixed-use building.
- The proposal does not result in any unreasonable off-site amenity impacts by way of visual bulk and mass, overlooking, overshadowing or vehicle traffic.

1. SUBJECT SITE AND SURROUNDS

1.1. MULGRAVE PRIVATE HOSPITAL

The site is contained within Certificate of Title Volume 09530 Folio 229 also known as Lot 2 on Plan of Subdivision 140280. It is subject to Schedule 4 of the Neighbourhood Residential Zone (NRZ4), pursuant to the Monash Planning Scheme. No overlays affect the property.

The site is located on the northern side of Police Road and is roughly 34,110 square metres in size. The land currently accommodates the Mulgrave Private Hospital, an acute medical and surgical hospital over two levels with an existing building footprint of 16,912 square metres (Hospital). The remaining land consists of car parking on the ground plane and green space.

The topography of the Land is categorised by a significant fall of approximately 11 metres from north-west to south-east. The 'bowl-like' character and significant planting along the western boundary of the Land conceals the Hospital from Blanton Drive and adjoining residential land. In this respect, the built form of the Hospital sits lower than street level and the adjoining residential properties.

The subject site sits on the very edge of Monash City, with Police Road in the South forming the border of the LGA. It is noted that all land south of Police Road is located within the City of Greater Dandenong



Figure 1: Aerial View of the Site

Source: NearMap

1.2. POLICE ROAD

While this application primarily seeks changes within the Mulgrave Private Hospital Site, this amendment application in part seeks to extend a portion of Police Road at the South of the site to provide access to the proposed car park. The portion of Police Road that is included within this application, is shown in Figure 2. This portion of Police Road falls on Council land.



Figure 2: Aerial Image of the Portion of Police Road to be Extended

Source: NearMap

1.3. SITE INTERFACES

The subject site contains the following interfaces:

1.3.1. North

Immediately north of the site is a residential subdivision, consisting of semi-detached dwellings that are generally orientated north (Revalo Court and Oliver Court) and west (Blanton Drive). The dwellings that abut the site along the northern boundary are generally situated so that the rear of the site intersects with the subject site.

The dwellings that are located north of the common boundary reflect an eclectic mix of styles, but can be generally characterised as single or double storey brick buildings, with pitched roof forms. All dwellings to the north that face an internal cul-de-sac are situated on irregular lots with the widest portion of the lot intersecting with the sites common boundary. The dwellings are also built to accommodate significant slopes that exist to the north of the site.

It is noted that the significant slope along the north of the site impacts the way in which the subject site interacts with residential development along the common boundaries, as illustrated within Figure 4 and Picture 1, the natural slope of the land has been compensated with significant earth works, resulting in the dwellings being situated significantly higher on the land than the subject site.

It is further noted that the northern boundary is densely vegetated with mature canopy trees, which further reduce the impact of the subject site in a residential context.



Figure 3: Residential Development located north of the site

Source: NearMap



Figure 4: Topography of the site, with the most slope affected portions of the northern boundary highlighted

Source: NearMap



Picture 1: Photo of the northern boundary slope along the northern interface

Source: Site Visit

1.3.2. East

Immediately east of the site is a row of dwellings that border the entire eastern interface of the site. The dwellings are faced east toward Royal Oak Court, with open space located toward the west. The dwellings are characterised as single and double storey dwellings, with high site coverage. As noted with the northern interface, significant slopes exist along the eastern interface of the site, with existing built form associated with the hospital and dwellings located along Royal Oak Court situated on an elevated topography.

The proposed works as part of this application are well removed from this interface and will be screened from dwellings facing Royal Oak Court



Picture 2: Example of residential development along Royal Oak Court

Source: NearMap

1.1.1. South

To the south, the site abuts Police Road which continues only partially along the southern interface of the site. A large part of the abutting space to the south is unconstructed and inaccessible by vehicles, forming an open space that is Council owned land, but still referred to as Police Road. This underutilised space immediately abuts the subject site and is used as a walking trail and bicycle park, acting as a thoroughfare from residential land and the broader Dandenong Creek Trail.

South of Police Road is the 95-bed Outlook Gardens Aged Care Facility. The residential aged care facility is made up of a series large communal buildings which are primarily used for residents who require care. This built form, including a car park is built toward the west of the site. The remaining built form on the land comprising this address is characterised by single storey, semi-detached units. As discussed above, all land south of Police Road forms part of the Greater Dandenong City Council.



Picture 3: Police Road, looking east

Source: NearMap



Picture 4: Outlook Gardens Aged Care Facility

Source: Outlook Gardens Aged Care Facility

1.1.2. West

Immediately west of the subject site is Blanton Drive, a two way local road that is used to access the Mulgrave Private Hospital. Further east is a group of specialist suites associated with Mulgrave Private Hospital and South-Eastern ENT, fully surrounding by at-grade car parking. The consulting suites are referred to as Dan Valley Heights Medical Suites and consists of a wide range of medical practices. The medical suites present as double storey brick buildings. Further west of the of medical suites are a range of low-density, detached residential dwellings. Further west is the Eastlink Toll Road, a tolled section of the M3 freeway, linking a large area of eastern and south eastern Melbourne.



Picture 5: Consulting suites on Blanton Drive

Source: NearMap

1.4. LOCAL CONTEXT

The Mulgrave Private Hospital is situated within a broader area which has a consistent pattern of residential subdivision, characterised by cul-de-sacs generally bound by Wellington Road in the north and Police Road in the south. The style of residential development within this area reflects a mix of traditional mid 20th century dwellings and a growing mix of more contemporary buildings. The character of residential development in the area is typically two storeys with little commercial development located within NRZ zoned land that encompasses the site.

The predominant residential subdivisions within the Neighbourhood Residential Zone includes Mulgrave and Rowville. These prominent subdivisions in the area are divided by the Open Space corridor between Churchill National Park and Tirhauten Park. This open space corridors extends further north toward Ringwood.

The hospital is important in the context of the area, given that it is one of a few hospitals within the growing south-eastern suburbs. Mulgrave Private Hospital is closely aligned with South Eastern Private Hospital located in Noble Park, both of which are anticipated to expand to accommodate the medical needs of the growing south-eastern suburbs.

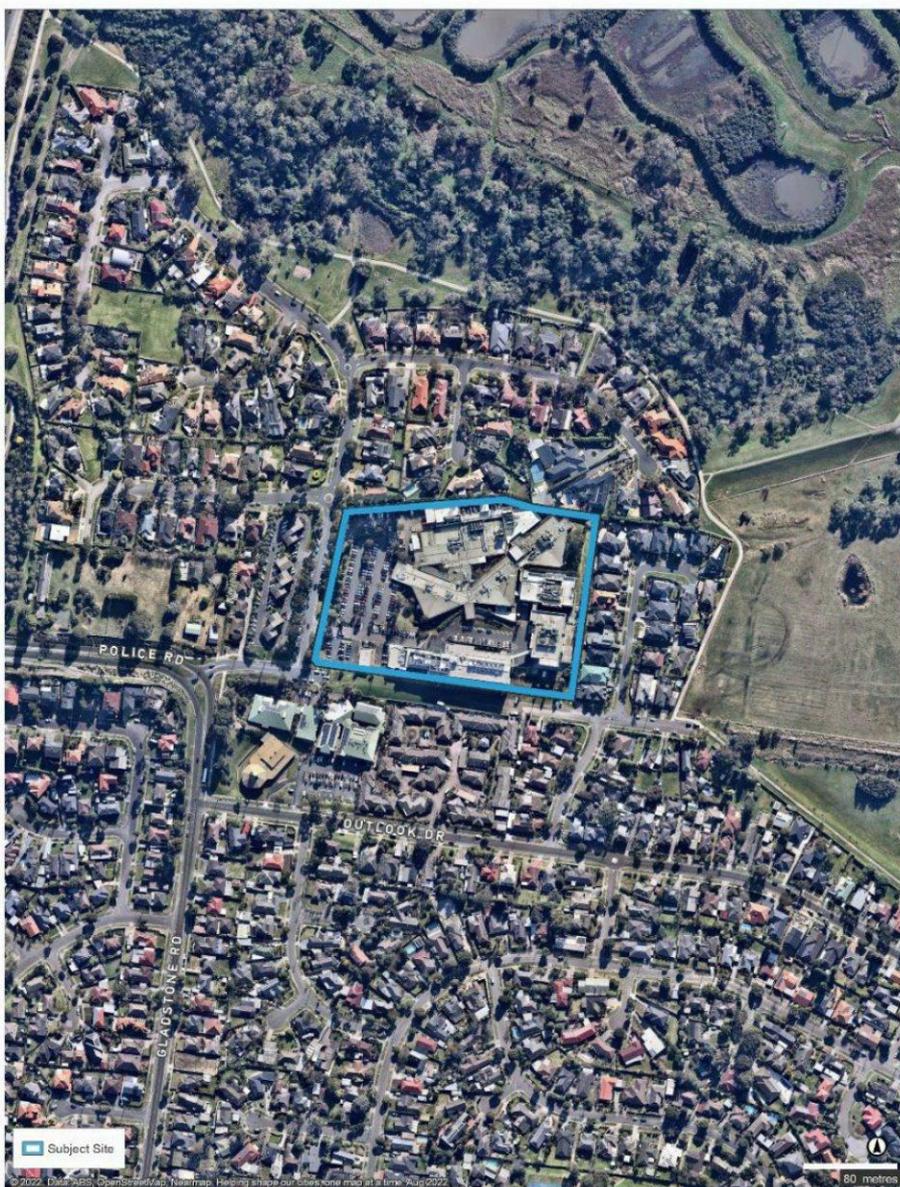
In terms of how the site sits within the broader transport network, it is noted that the Mulgrave Private Hospital is conveniently located within proximity to the EastLink, located approximately 350 metres west. The EastLink plays a considerable role in facilitating vehicular access to and from Mulgrave Private Hospital, connecting the site with the south east and northern suburbs. Similarly, the site is located less than 1 kilometre from the intersection of the EastLink and the Monash Freeway. The Monash Freeway is a major freeway connecting Melbourne's CBD to its south-eastern suburbs and beyond to the Gippsland Region.

In terms of public transport facilities, buses are the only option located nearby the site. Bus routes within walking distance of the site are listed below:

- Bus route 862, located approximately 320 metres south, providing connections between Dandenong and Chadstone via North Dandenong and Oakleigh.

- Bus route 802, located approximately 330 metres south-west, providing connections between Dandenong and Chadstone via Mulgrave and Oakleigh.
- Bus route 804, located approximately 330 metres south-west, providing connections between Dandenong and Chadstone via Wheelers Hill and Oakleigh. Bus route 850, located approximately 330 metres south-west, providing connections between Dandenong and Glen Waverley via Mulgrave and Brandon Park

Figure 5: Site Context Location



MULGRAVE PRIVATE HOSPITAL
SITE LOCATION

2. PERMIT HISTORY

On 26 March 2020, Council issued the Permit TPA/50096 for development of the Land, allowing *'Buildings and works to the existing hospital and signage.'* The Permit has subsequently been amended, with the most recent iteration of the plans endorsed on 9th of June 2023. A brief history of the permit can be detailed as follows:

- TPA/50096-A (Secondary Consent)
 - This amendment proposed further changes to the new emergency department and a consequential increase in hospital bed capacity and facilities. This amendment was approved on 19/10/2022.
- TPA/50096-A (Secondary Consent Amendment #2)
 - Further changes to the emergency department were approved by a subsequent secondary consent amendment that was approved by Council on 28/11/2022
- TPA/50096/A (Section 72 Amendment)
 - This application approved the reconfiguration and extension of the emergency department and the construction of a new car parking with 42 car parking spaces and the construction of 4 drop-off bays in addition to the construction of a new slab which will support the future expansion of the hospital. This application and amended permit were approved on 9/06/2023.

Coinciding with this application to amend the endorsed drawings that are approved under Permit TPA/50096/A is an application to amend the planning permit to allow for staged construction on the site. The works proposed as part of this application would form an additional stage of works for the hospital which is classified as 'Stage 2B'.

3. THE PROPOSAL

3.1 OVERVIEW

This Section 72 amendment application develops upon endorsed plans pursuant to planning permit TPA/50096/A. The proposed works captured below form part of Stage 2B of the hospital expansion.

The application to amend the endorsed plans seeks to increase the site capabilities in terms of beds and offerings at the hospital, whilst also proposing a multi-level car park. In summary, the plans are proposed to be amended as follows:

Hospital Works:

Lower Ground:

- Minor internal works to allow additional access point

Ground Floor:

- Refurbish all internal beds and consulting suites at ground level of primary hospital building.
- Expansion and rearrangement of primary hospital building, resulting in:
 - Additional Medical Imaging suite
 - New consulting suites and waiting room
 - Additional recovery beds
 - New operating theatres
 - New training rooms and amenities for staff and patients

Level 1:

- Internal rearrangements and upgrade of wards, allowing for 60 beds within level 1.
- Addition of Level 1 Courtyard
- Inclusion of services enclosure

Level 2:

- Provision of additional level of hospital accommodation comprising 60 additional beds over 2 wards
- Provision of an enclosed services area to comply with SEPP-N1

Roof:

- Upgrade to roofing materials and addition of service enclosures
- Open air portions of roof to allow for courtyards on level 1

Car Parking:

- Demolition of existing at grade car park along the western interface toward Blanton Drive (approved under Stage 2A).
- Remove of car park line markings (retaining concrete slab) at remaining car parks along the western portion of the site.
- Proposed multi-level car park in lieu of existing at grade parking at Blaton Drive interface.
- Revised accessway and staff parking to the north of the site
- New accessway from Police Road

Police Road Upgrade:

- Police Road extension to accommodate additional entry point

The table below summarises the changes proposed as part of this application when compared to the works approved to date.

Permit Application	Building Footprint (sqm)	Car Parking Spaces	Hospital Beds
Existing conditions	12,684m ²	494	219
Works approved to date (Stage 2A)	14,513m ²	519	238
Proposed works under this application Stage 2B)	16,912m ²	681	333

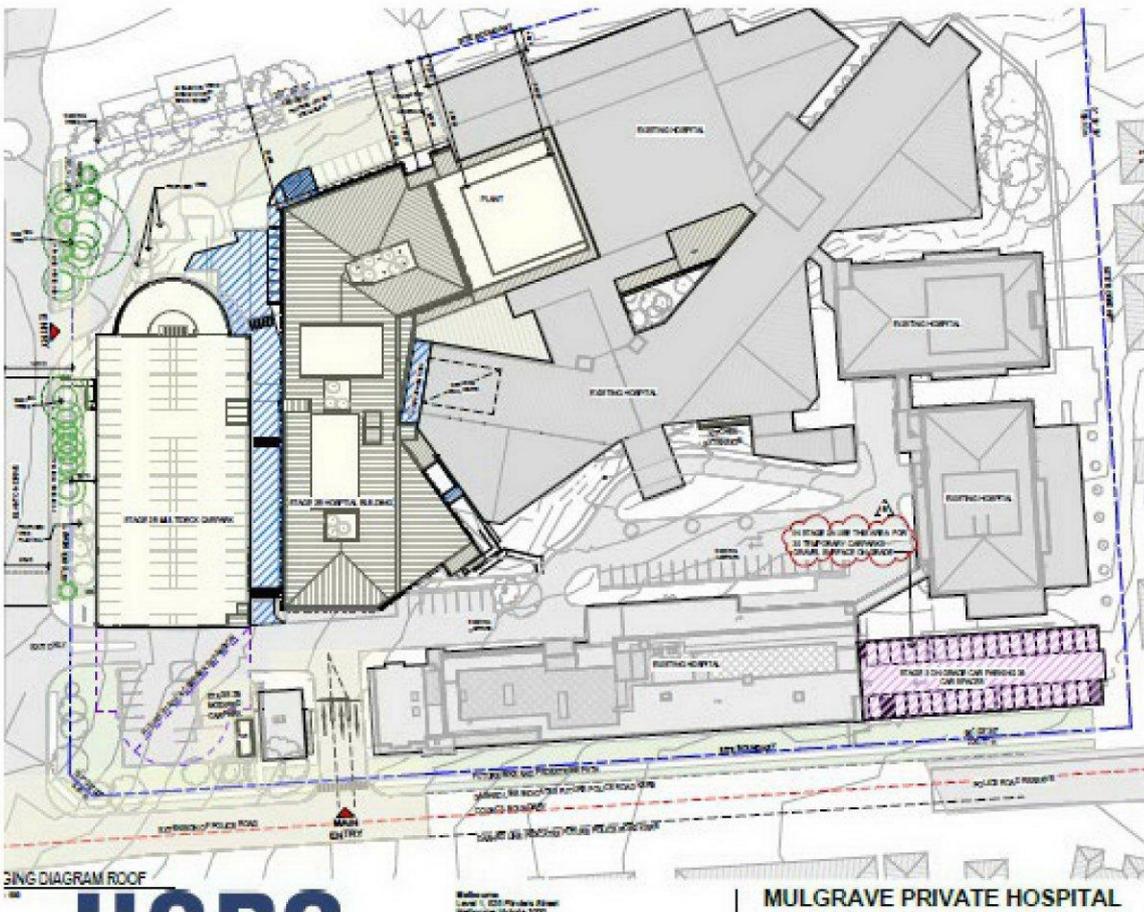


Figure 6: Proposed staging (roof plan)

Source: HSPC

4. PLANNING POLICY SNAPSHOT

The subject site is affected by the following planning controls and policies Planning Controls and Policy Framework

4.1. PLANNING POLICY FRAMEWORK

The Planning Policy Framework (PPF) seeks to develop the objectives for planning in Victoria (as set out in the Planning and Environment Act, 1987) to foster appropriate land-use and development planning that encompasses relevant environmental, social and economic factors.

The relevant Planning Policies that apply to this Permit Application are as follows:

4.1.1. Clause 11 – Settlement

Clause 11 sets out that planning is to anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure.

1.1.1. Clause 15 – Built Environment and Heritage

This policy sets out that planning should achieve high quality urban design and architecture to create quality-built environments which support the wellbeing of communities, cities and towns. It seeks to ensure that all new land use and development appropriately responds to its site context and setting. It also provides urban design principles that seek to ensure high quality urban design and architectural outcomes are produced. Clause 15 includes strategies for development to enhance the public realm, including pedestrian spaces, to contribute to the complexity and diversity of the built environment, and achieve high standards in architecture.

1.1.2. Clause 17 – Economic Development

This policy seeks to support planning to provide for a strong and innovative economy, where all sectors are critical to economic prosperity through providing land, facilitating decisions and resolving land use conflicts. It sets out to protect and strengthen existing employment areas and facilitate growth in a range of employment sectors including health.

1.1.3. Clause 19 – Infrastructure

Clause 19 states planning should enable the development of social and physical infrastructure to be provided in a way that is efficient, equitable, accessible and timely. A predominant objective of this clause is to assist the integration of health facilities with local and regional communities. A strategy under this objective is to provide adequate car parking for staff and visitors of health facilities.

4.2. LOCAL PLANNING POLICY FRAMEWORK

State policies and local government strategic plans are built upon and applied in a local context through the Local Planning Policy Framework. The following local policies are considered relevant to the application:

1.1.4. Clause 21.01 - Introduction

This policy identifies 'Monash 2021: A Thriving Community 2010' as a long-term strategy developed by Council in consultation with the community. It describes what the community values and states a vision for the future, 'a thriving community now and in the future'.

Council's vision for the City of Monash has four primary areas of focus:

- *A fair and orderly community*
- *An inclusive and safe community*
- *A planned and connected city*
- *A green and naturally rich city.*

The Municipality's Strategic Framework Plan identifies the business community as an important generator of income and employment for the local economy. A major strategic direction within the Plan is retaining key regional assets that contribute to the economic, business, educational, medical, sporting, recreational, cultural and social life of the community and maximising their benefit to the community.

1.1.5. Clause 21.05 – Economic Development

This policy recognises the city of Monash as a major generator of wealth, prosperity, and employment in Melbourne's South-East Region, outlining the associated financial rewards and the opportunity for individual growth. Job creation is therefore central to the wellbeing of the community and therefore, council has an objective to increase the number and range of viable local employment opportunities.

1.1.6. Clause 21.09 - Key Regional Assets

Clause 21.09 recognises private hospitals as a key regional asset providing regional community service. Relevant objectives include. Councils' objectives under this policy aim to develop supportive social, physical and commercial environments surrounding key regional assets in Monash and to retain and encourage the development of private health facilities as an adjunct to key community medical resources.

1.1.7. Clause 22.09 – Non-residential Use and Development in Residential Areas

Clause 22.09 applies to non-residential use and development within a Residential Growth, General Residential, Neighbourhood Residential or Mixed-Use Zone. The policy encourages the retaining and development of private health facilities as an adjunct to key medical resources. Objectives related to the built environment within this policy include:

- To ensure development is appropriate in having regard to the residential environment of the surrounds and that the amenity of the neighbourhood is not adversely affected by a business conducted in a residential area.
- To ensure that all built form in residential areas is respectful of residential character.
- To ensure that adequate and well-located vehicle parking is provided for all new developments.

Relevant performance and location criteria applicable to Hospitals in a residential zone include:

- Apply creative design solutions that enhance the quality of all residential areas, particularly in relation to streetscape issues, scale of buildings, provision of open space and setbacks to ensure adequate landscaping.
- Take into account the preferred future character statement for the applicable residential character type identified in Clause 22.01-4.
- Maintain and enhance the established canopy tree environment throughout the municipality, continuing its significance in defining the garden city character of Monash.
- Utilise unobtrusive identification signs respectful of neighbourhood character in accordance with Clause 22.08 - Outdoor Advertising Policy and Clause 52.05-9 (Category 3).
- Provision of car parking to comply generally with Clause 52 and 'A Guide to Car Parking in Monash, City of Monash, (6 February 2001 or as amended).
- Avoid reliance upon on-street car parking.
- Minimise disruption and nuisance to adjacent residential properties and the residential neighbourhood.
- Landscaping to be consistent with garden character of the neighbourhood.
- Buffering of car parking areas.
- Retention of canopy trees.

1.1.8. Clause 22.13 – Environmentally Sustainable Development Policy

This policy applies throughout the City of Monash to residential and non residential developments that require a planning permit. It provides a framework for early consideration of environmental sustainability at the building design stage in order to achieve the following efficiencies and benefits:

- *Easier compliance with building requirements through passive design;*
- *Reduction of costs over the life of the building;*
- *Improved affordability over the longer term through reduced running costs;*
- *Improved amenity and liveability;*
- *More environmentally sustainable urban form; and*
- *Integrated water management.*

4.3. PLANNING CONTROLS

The following planning controls are applicable to the proposed amendment:

1.1.9. Zoning

Neighbourhood Residential Zone – Schedule 4

The subject site is located within the Neighbourhood Residential Zone – Schedule 4

The purposes of this zone are:

- *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
- *To recognise areas of predominantly single and double storey residential development.*
- *To manage and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics.*
- *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*

Pursuant to Clause 32.09-9 a permit is required to construct a building or construct or carry out works for a use in Section 2 of Clause 32.09.

Pursuant to Clause 32.09-2, a hospital is a section 2 use (permit required) as it is not listed as a use in Section 1 or 3.

4.4. PARTICULAR PROVISIONS

1.1.10. Clause 52.06 – Car Parking

Clause 52.06 - Car parking policy seeks to ensure that an appropriate amount of car parking is provided on a site, having regard to the likely demand anticipated, the function of the land, the local context and associated policy of the Planning Policy Framework and Local Planning Policy Framework. Clause 52.06 further seeks to ensure that car parking does not adversely impact upon the amenity of an area and aims to support sustainable transport alternatives.

Under the requirements of Clause 52.06, the relevant car parking requirements are as follows:

- Clause 52.06-8 stipulates the requirement for a car parking plan to be prepared to the satisfaction of the Responsible Authority
- Clause 52.06-9 stipulates design requirements for a car parking plan, including the design of accessways, car parking spaces and gradients.

5. PLANNING CONSIDERATIONS

This application presents an exciting opportunity to enhance the existing Mulgrave Private Hospital offering and more broadly contribute to the surrounding area through the delivery of a high-quality health infrastructure development. The key aspects that this development seeks to deliver are summarised below:

- Site compatibility:
 - Non-Residential Development within the Neighbourhood Residential Zone
 - Planning Policy Framework Analysis
 - How will the proposal contribute to the City of Monash?
- Design Response
 - Built form massing assessment
- Traffic, parking, and bicycle considerations
- Landscape considerations
- Waste considerations
- Environmentally Sustainable Design considerations

5.1. PLANNING ASSESSMENT

5.1.1. Compatibility with the Neighbourhood Residential Zone

Pursuant to the Neighbourhood Residential Zone, the relevant objective of the Neighbourhood Residential Zone is to allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

Under the Neighbourhood Residential Zone – Schedule 4, there are no built form parameters that apply to non-residential development. In considering appropriate built form on the site, the local neighbourhood context is considered at the decision guidelines for non-residential development in the NRZ. Specifically, the proposed built form will be tested against:

- *Whether the development is compatible with residential use.*
- *Whether the use generally serves local community needs.*
- *The scale and intensity of the use and development.*
- *The design, height, setback and appearance of the proposed buildings and works.*
- *The proposed landscaping.*
- *The provision of car and bicycle parking and associated accessways.*
- *Any proposed loading and refuse collection facilities.*
- *The safety, efficiency and amenity effects of traffic to be generated by the proposal.*

The relevant decision guidelines are responded to in depth in the proceeding assessment.

5.1.2. Planning Policy Framework

The development of an existing hospital building strongly aligns with the general directions and objectives of the Planning Policy Framework (including Plan Melbourne) for the following reasons:

- **Plan Melbourne**
 - Facilitate vibrant neighbourhoods that are co-located within 20-minutes of health facilities and services.
 - Expands on the existing hospital to support neighbourhoods and strengthen social infrastructure

- Promote urban design excellence in every aspect of the built environment by providing a high quality architectural outcome.
- **Clause 11 Settlement** recognises that planning is to respond to the existing and future needs of communities through provision of land for housing and community facilities. Furthermore, it requires planning to consider opportunities for the consolidation, redevelopment, and intensification of existing urban areas. The proposal is consistent with this objective by expanding on the existing hospital within the existing boundaries of the site.
- **Clause 15 Built Environment and Heritage** ensures that all new development appropriately responds to its landscape and aims to provide a quality-built environment through high quality urban design and architecture whilst reflecting the “cultural identity of the community”, enhancing liveability, promoting attractiveness, and minimising detrimental impacts to neighbouring properties. The proposal achieves a high-quality outcomes that responds to the topography of the site and the surrounding non-residential and residential land uses.
- **Clause 17 Economic Development** ensures planning contributes to the economy by developing land, facilitating decisions, and resolving land use conflicts to achieve the greatest economic potential. The development supports this policy by supporting the employment and servicing role of health and education.
- **Clause 18 Transport** states a transport system should provide access to social and economic opportunities and coordinate reliable movement of people and goods. Furthermore, the site is located outside the Principal Public Transport Network route therefore policy supports a safe road network that integrates all movement networks and makes best use of existing infrastructure. Moreover, the proposal provides a multi-deck car park to ensure car parking on site meets projected demand.
- **Clause 19 Infrastructure** promotes integration of health and community facilities within local communities and activity centres, whilst utilising existing infrastructure such as public transport.
- **Clause 19.02-1S Health Facilities** seeks to assist the integration of health facilities with local and regional communities. The proposed development facilitates the enhancement of an existing health facility considering the existing and future demand requirements of the local community. The proposal also seeks to provide adequate car parking for staff and visitors of health facilities.

The proposed development meets the above policies as it seeks to provide a considered proposal responsive to community needs and the unique opportunity of the site.

5.1.3. Local Planning Policy Framework

The proposed development is considered to strongly align with the policy direction of the Local Planning Policy Framework, as follows:

- **Clause 21.01 (Introduction)** provides an overview of the of the municipality’s strengths, weaknesses, opportunities, and threats. There are approximately 70,600 dwellings within Monash. The number of dwellings in the City of Monash is forecast to grow to over 82,000 in 2031, which will require the corresponding health facilities to cope with this growth.
- **21.05 (Economic Development)** seeks to facilitate new employment opportunities within the municipality. Specifically encouraging appropriate non-residential employment development while ensuring that the amenity of neighbourhoods is not adversely affected. The primary economic benefits of the proposal will be the increase of jobs and ongoing employment as a result of the hospitals expansion.
- **21.06 (Built Environment and Heritage)** seeks to ensure that the built environment presents an attractive and functional image to the public realm. This policy aims to ensure that landscaping and urban design are considered within the overall development and aid in present attractive public realm. These matters are discussed in the following section of this report.
- **Clause 21.13 – Sustainability and Environment**, among other things, seeks to ensure that planning, development and associated infrastructure complies with the principles of economic prosperity, social advancement and environmental protection.
- **Clause 22.05 – Tree Conservation Policy** seeks to promote the retention of mature trees and encourage the planting of new canopy trees with spreading crowns throughout Monash. As explored in Section 5.4 of this report landscaping is proposed in addition to the retention of existing mature trees

along the western interface. The proposal will lead to a densely vegetated interface that ensures that site contributes to the character of the area.

- **Clause 22.09 – Non-Residential Use and Development in Residential Areas.** This Clause seeks to ensure that development is appropriate having regard to the residential environment of the surrounds and that the amenity of the neighbourhood is not adversely affected by a business conducted in a residential area. Given the site's co-location within a residential area, there is a focus to ensure that all built form in the NRZ is respectful of residential character. Further to the above, Clause 22.09 seeks to ensure to ensure that there is adequate and well-located vehicle parking is provided for all development.

Clause 22.09-4 refers to the Performance and locational criteria for non-residential use and development. Whilst applicable for the expansion of the Mulgrave Private Hospital, the locational criteria are of less relevance provided that this application applies to an existing Hospital.

The proposed changes to the built form are significant and it is noted that the below criteria for non-residential development within the Neighbourhood Residential Zone do apply:

Urban Design Criteria

The proposal appropriately responds to the relevant Urban Design criteria, by:

- Applying creative design solutions that enhance the quality of all residential areas, particularly through a high degree of landscaping and appropriate setbacks from adjoining residential interfaces. It is noted that the scale of building proposed is not at odds with what is currently proposed on the site, and what is expected for a health facility.
- The proposal seeks to maintain and enhance the established canopy treed environment by retaining existing canopy tree coverage along the site boundaries. While it is noted that some trees are proposed for removal, the landscape plan prepared by Zenith Concepts seeks to ensure that the garden city character of Monash is further enhanced.
- It is noted that the schedule 4 to the NRZ applies to land within the Dandenong Valley Escarpment Areas. To ensure that the urban design fabric of the area is maintained, a landscape plan has been prepared. This is detailed further in section 5.4.
- As explored below in Section 5.2.3, the proposal maintains consistency of street setbacks and building height with existing residential neighbourhood and residential scale.
- The visual dominance of the proposed car parking structure utilises the features of the site, whereby it will sit well below the finished floor level of adjacent dwellings in the north.
- The proposed amendment will achieve high quality urban design and architecture to improve the amenity of the hospital which in turn will support the wellbeing of future patients and staff.

Car parking criteria

- The proposal includes a revised car parking layout, to improve efficiencies across the site. The multi-level car park will be visually recessed will relieve any reliance upon on-street car parking to accommodate patients and staff.
- As mentioned above, significant tree retention strategies and landscaping is proposed to screen the proposed car park from street view, whilst also allowing for the car park requirements of the hospital to be fulfilled.
- The proposed multi-level car park will disruption and nuisance to adjacent residential properties and the residential neighbourhood.
- The development of the multi storey car park under the proposed amendment will provide an increased amount of parking at the Hospital. Adequate car parking for staff and visitors in hospitals is an objective in Clause 19 and Clause 22.09-4.

Landscaping criteria

Please refer to the landscape plan prepared by Zenith Concepts

- The proposed Landscaping is to be consistent with garden character of the neighbourhood, as is exhibited by the choice of 15 proposed canopy trees in addition to the retention of mature vegetation.

- The proposed location of the multi-level car park in particular will be appropriately screened from adjoining residential areas, through the retained and proposed canopy tree plantings.
- Where possible, the proposal has retained mature canopy trees.
- **Clause 22.13 – Environmentally Sustainable Development** Policy seeks to ensure that development achieves best practice in environmentally sustainable development from the design stage through to construction and operation. This is consistent with the relevant objectives and strategies of these policy documents given:

5.1.4. How Will the Proposal Contribute to the City of Monash?

In Victoria, almost 70 per cent of health services are provided by the private sector. The delivery of health facilities will allow for more tailored planning of community services, including private services, at a local level. Neighbourhood health and community wellbeing should be supported where health and community wellbeing services, such as general practitioners, co-located with good public transport access and are close to community infrastructure. The co-location of the improved hospital offering with the existing consulting suites located west on Blanton Drive, contributes a vital healthcare offering within Mulgrave.

The proposal is consistent with what is an acceptable example of non-residential development within the Neighbourhood Residential Zone. As detailed above, the Monash Planning Scheme seeks to facilitate health services and infrastructure to accommodate the future growth of the Monash. The application will serve as an important piece of health infrastructure, while seamlessly assimilating within the residential character of the area.

As is the case across all municipalities, the healthcare industry contributes a significant amount of employment to the economy. It is therefore anticipated that the expansion of the will results in the further creation of new jobs, including medical professionals, support staff, and administrative roles. Further to this, the construction and associated delivery of the project will also contribute to local economic vitalisation.

Retaining key assets, including private hospitals, and maximising their benefit to the community is a value expressed in the Monash Planning Scheme in Clauses 21.01 and 21.09. The works will also assist in increasing the internal amenity of the hospital, hence increasing patient, visitor and employee wellbeing. Through expanding the hospital and increasing the number of car parking spaces, the works associated with the amendment will contribute to increasing the number of those employed at the hospital and capacity of the hospital to treat patients. Additionally, the increase in the number of employees, patients and visitors in the hospital will stimulate economic activity in the local area.

5.2. DESIGN RESPONSE

5.2.1. Built Form Massing Assessment

The proposed building massing and multi-level car park has evolved by considering the surrounding residential context along with the operational, functional and safety requirements of the proposed use. Consideration has also been given to the existing building on the site and adoption of similar design outcomes, ensuring that the proposal reflects the existing character of the area.

The proposed built form is considered appropriate within its context by virtue of the strong surrounding residential character in Mulgrave, particularly along the northern interface. The proposal represents a reasonable development intensity on the site. With respect to the two delineable built areas of built form proposed, the proposal is primarily broken down into the multi-level car park and hospital upgrades.

The proposed design response for both the buildings is generally in line with the anticipated non-residential development within the area, as there are no built form parameters listed within the Neighbourhood Residential Zone. The hospital upgrades offer a three-storey built form and a maximum building height of 15.7m measured for ground level to the top of the parapet on the eastern side of the proposal.

This portion of built form projects most dominantly to the south of the site, toward the primary entrances. The stacking of built form toward the south-east corner of the site is considered the most appropriate use of the land, provided that there is a 11 metre fall across the site from west-east.

As such, the most significant built form is situated at the lowest point of the site, so as to conceal the scale of development from the most sensitive interfaces to the north of the site. As previously stated, residential development in the east will not be able to view the proposed works, provided that there is already existing buildings located within the sightlines from the properties in the east.

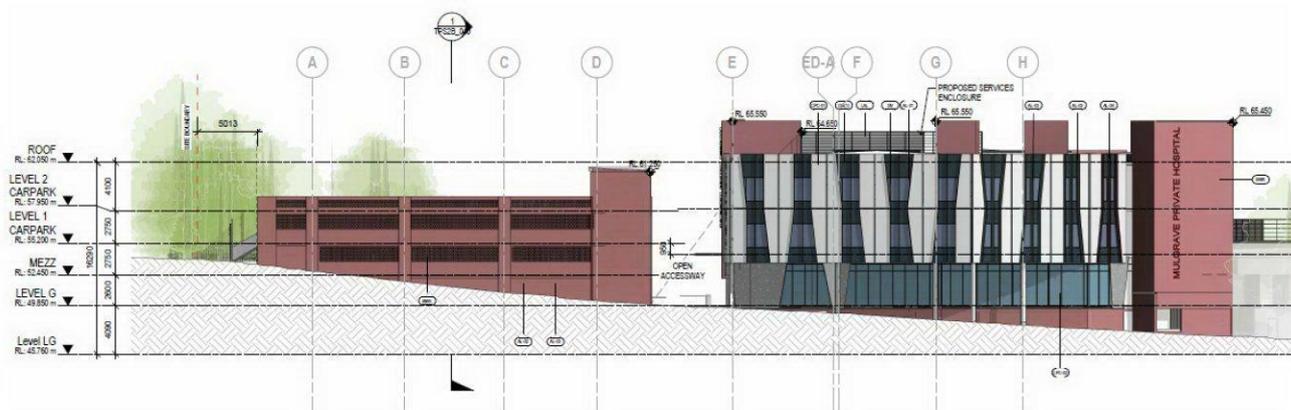


Figure 7: Fall across the site *Source: HSPC*

The proposal provides for generous tenancy floor-to-floor spacings, which provides for a high quality internal amenity and hospital capabilities. These generous floor-to-floor heights will also incorporate high degree of window glazing, which will ensure that patients and staff are afforded excellent solar access. The proposed Hospital extension is considered appropriate provided that it does not present as visually dominant toward sensitive interfaces, particularly to the north.

As detailed within Section 1.3.1 of this report, the sensitive residential land located to the north sits upon elevated parcels of land. As such, when looking south from land in the north, the proposed built form sits far lower in the land and is less visually dominant.

As previously noted, there is an existing series of buildings on the site, it is noted that the proposal primarily makes internal arrangements to the existing building. All new built form is located further south of the existing Emergency Department, toward Police Road which offers significant setbacks from all residential land in the north and east. As such, the proposed works offer similar setbacks to what already exists on the site.

The proposed hospital utilises a series of materials and colour pallets that present as neutral, so as to not overwhelm the residential character of the area. The use of high window glazing, expressed brick wall and a cross of metal work and rendered brick, present the new hospital area as a contemporary built form. The architectural response is a modern design with prominent high window glazing within the upper-levels to create visual interest and an attractive streetscape. The brick finish used will generally be lighter providing articulation and contributing to the Dandenong Valley character.

5.2.2. Multi-level car park

The multi level located to the west of the site sits along the Blanton Drive interface and will be a maximum 2 levels, sitting well below the roof line of the proposed hospital extension. When viewed from the northern interface, the car park presents as the less dominant built form, provided that it sits significantly below the level hospital extension. As explored within Section 5.4, significant landscaping and existing vegetation along the Blanton Street interface will actively screen the car park when viewed from the streetscape.

In addition, the brickwork used in lieu of hardscape concrete (typically used in multi-level car parks) ensures that the car park presents as an attractive built structure and does not immediately take on the appearance of a car park.

Given the site's location within the Neighbourhood Residential Zone, the proposed development has been designed with a particular focus in assimilation with the predominant residential character of the site. It is reasonable to expect that greater massing and density can be accommodated than that existing, particularly given the public benefit the site will offer.

5.2.3. External amenity impacts

The proposed development has been designed to ensure that the amenity of the adjoining properties and the broader public realm is maintained. The proposal has been designed to respond to all interfaces of the site.

Noting the two street frontages, and distinctive separation from the eastern boundary, the only direct sensitive interface is with dwellings on the adjoining site to the north. The below is a high level assessment of some of the considerations of potential residential amenity impacts.

Setbacks

- Appropriate upper-level setbacks are provided to all non-sensitive interfaces providing articulation and modulation for visual interest and not creating undue perceptions of visual bulk.
- The development of the site has utilised the significant slope that exists across the site, by situating development within a lowered topography when compared to adjoining lots in the north. As such, development appears less visually dominant when viewed from these sensitive interfaces
- Upper-level setbacks to the northern interface (namely the residential abutments) are considered appropriate in providing equitable development outcomes and limited opportunities for overlooking or overshadowing.

Overshadowing

- By virtue of the site topography, proposed scale of development and site orientation, there are no overshadowing implications to any public parkland or habitable private spaces, as demonstrated within the shadow diagrams.

Noise

- The proposed expansion to hospital beds is not anticipated to produce any additional unreasonable sources of noise. As part of State noise regulations, there is a requirement to comply with SEPP-N1 for noise outputs. SEPP-N1 sets permissible noise limits in a context such as Mulgrave Hospital which are enforceable by the EPA.

5.3. TRAFFIC, PARKING AND BICYCLE CONSIDERATIONS

A Traffic Impact Assessment has been prepared by One Mile Grid with respect to the proposal including the proposed expansion of Police Road. This report concludes that:

- *The proposed car parking design is considered appropriate;*
- *It is recommended to provide 12 bicycle parking spaces and 1 shower to be in accordance with the Planning Scheme requirements;*
- *The proposed provision of car parking results in a surplus of 179 parking spaces based on a Car Parking Demand assessment; and*
- *The anticipated traffic volumes generated by the development is expected to be accommodated by the external road network.*

With respect to the extension of Police Road, the TIA provides an overview of the proposed access arrangements noting that the detailed design of the road extension should form part of a future permit condition.

Please refer to the TIA for details.

5.4. TREE REMOVAL LANDSCAPE CONSIDERATIONS

Schedule 4 To Clause 32.09 Neighbourhood Residential Zone applies to land within the Dandenong Valley Escarpment Areas. The key objectives of the zone include:

- *To ensure new development maintains the important view lines to the Dandenong Ranges, along the streets and between buildings.*
- *To ensure development is defined by its spacious and generous garden settings, tall canopy trees and consistent built form and setbacks.*
- *To encourage open gardens to the street, and the planting and retention of significant trees.*

As noted in Section 3.1 of this Report, the Landscape Plan that accompanies this application was submitted as part of the previous application (Stage 2A works) and supported by Council. The Landscape Plan was

supported on the basis that it clearly illustrates the retention of existing significant trees along the western interface of the site. The retention of mature canopy trees in this location presents the site as a gardens to the street.



Figure 8: Existing vegetation to be retained

Source: Google Maps

The proposal incorporates inground planting along the western boundary to assist screening at the edge of the proposed car park. The focus of the landscaping layout is along this interface to provide public amenity towards the street and contribute to the landscaped character of Blanton Drive. It is noted that the screening, including the use of canopy tree cover, will reduce the visual impact of the car park when viewed from this interface.

A conscious focus of the proposed landscaping is to use plantings which are generally found or encouraged within Monash. In all the development proposes to plant over 580 shrubs, ground coverings and plants across the site, in addition to fifteen (15) canopy trees. It is considered that these will help make a positive contribution to the character of the streetscape.

The new planting layout and species have been carefully considered for the site and responsive to the respective interfaces. The provision of medium sized inground native trees (Burgundy Myrtle, Euky Dwarf & Red Box), will complement existing canopy tree cover to the north on all remaining boundaries of the site.

The combination of existing and proposed planting will ensure an appropriate landscape setting for the development and will provide integration and complement the planting within the area. Indigenous species appropriate to the Dandenong Escarpment Area setting will be chosen on the road boundary side of the to contribute further to the streetscape.

5.5. WASTE CONSIDERATIONS

A Waste Management Plan (WMP) has been prepared by Leigh Design and demonstrates that waste management will occur in accordance with the relevant guidelines from the City of Monash and can be appropriately accommodated on site.

Specifically, the WMP complies with Council's 2020 guidelines and states the following points:

- *Demonstrate the development of an effective waste management system that is compatible with the design of the multi-unit development (MUD) and the adjacent built environment. An effective waste management system is hygienic, clean and tidy, minimises waste going to landfill, and maximise recycling.*
- *Provide a waste management system for a MUD that is supported by scaled drawings to ensure the final design and construction of the MUD is compliant with the WMP, and is verifiable.*
- *Form a document that achieves effective communication of the waste management system so that all stakeholders can be properly informed of its design, and the roles and responsibilities involved in its implementation.*
- *Stakeholders are defined (but not limited to): owners, occupiers, body corporate, property managers/real estate agents, Council, neighbours and collection contractors.*
- *Ensure residents of MUDs are not disadvantaged in their access to recycling and other responsible waste management options.*
- *Avoid existing legacy issues that plague many MUDs due to poor design and insufficient consideration for waste management.*
- *Improve outcomes for compliance with regulatory tools and the State Planning Strategies, such as:*
 - *Town Planning Permits.*
 - *Monash Planning Scheme.*
 - *Clause 19.03-5 of the State Planning Policy Framework.*
 - *Direction 6.7 of Plan Melbourne.*
 - *Clause 55 Standard B34 of the Planning Scheme.*
 - *Clause 55.07 and Clause 58.06 of the Planning Scheme.*

Please refer to the enclosed WMP for details.

6. CONCLUSION

This Planning Report includes an assessment against the various objectives and policies of the State and Local Planning Scheme. In the context of the subject site, the report has considered the challenge to respect existing surrounding residential area whilst responding to the strategic policies for the area to improve a regional asset of Monash that will immensely contribute to the community.

- The existing hospital site location presents an excellent opportunity to meet the needs of the growing population in the City of Monash.
- There is strong policy support at both State and Local level for the development of sites that serve the community within residentially zoned land.
- The proposal presents a high quality and responsive building massing and design to the surroundings, with the site interfacing with adjoining streets on two sides, with only one current residential interface abutting the northern site boundary.
- The built form responds to sensitive interfaces and does not present as visually dominant in the scheme of the development.
- The proposal will afford a high level of internal amenity for the development's future employees and patients.
- The proposed development's waste management and traffic access arrangements are suitable to the orderly operation of the mixed-use building.
- The proposal achieves appropriate sustainability outcomes.
- The proposal does not result in any unreasonable off-site amenity impacts by way of visual bulk and mass, overlooking, overshadowing or vehicle traffic.

For the reasons above, it is concluded that a permit should be issued for the proposed redevelopment.

DISCLAIMER

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