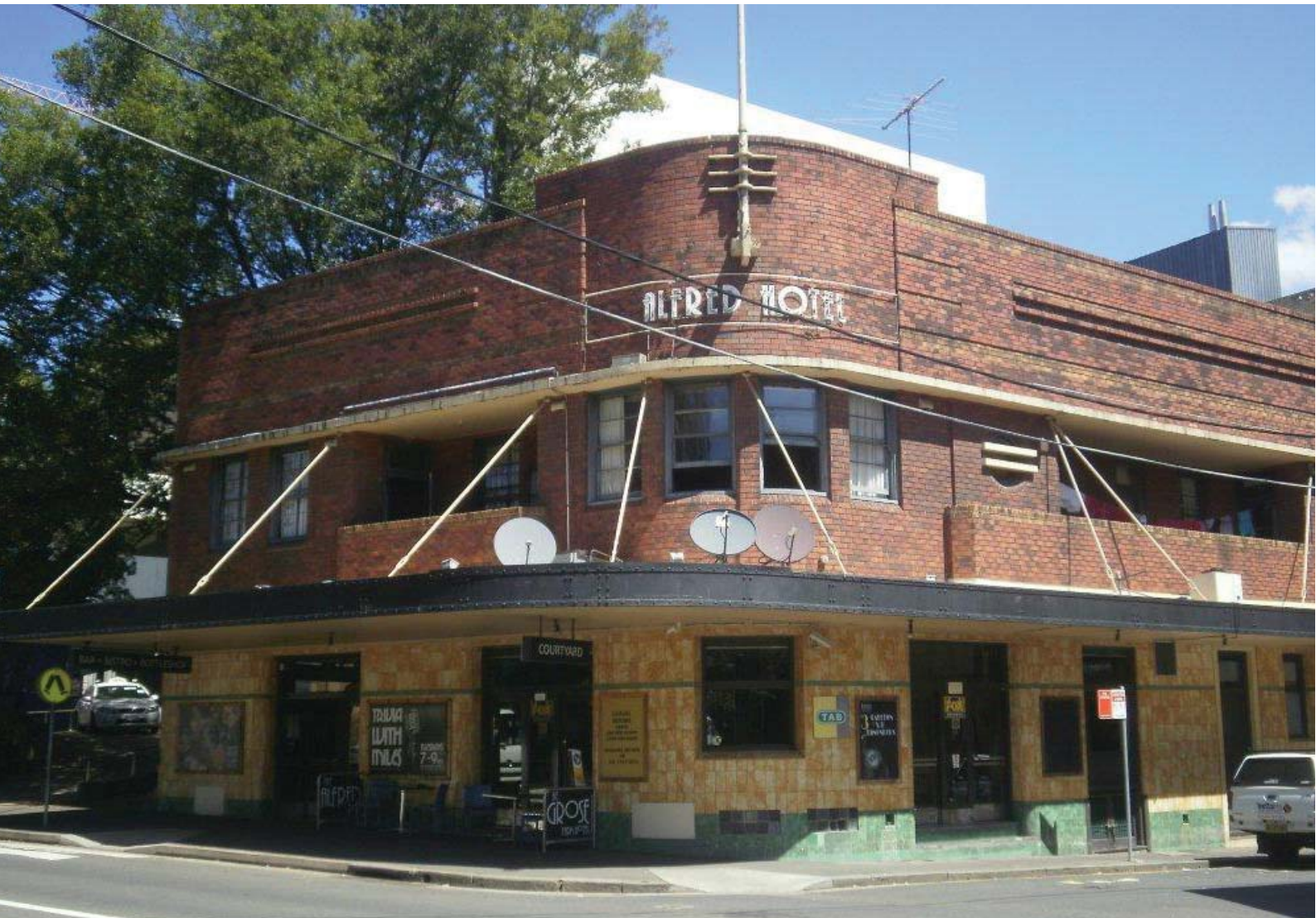


Planning Proposal

51-55 Missenden Road,
Camperdown

City of Sydney
Town Hall House
456 Kent Street
Sydney NSW 2000

June 2015



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Introduction

This Planning Proposal: Sydney Local Environmental Plan 2012 – 51- 55 Missenden Road, Camperdown (the Planning Proposal) explains the intent of, and justification for an amendment to Sydney Local Environmental Plan 2012 (SLEP 2012). This Planning Proposal will facilitate development that provides visitor accommodation, a strategic land use, conserves heritage and improves the urban form through design excellence.

This Planning Proposal is prepared in response to a request from the landowner of 51-55 Missenden Road, Camperdown to amend the building height and floor space controls for the site and permit use of the site for serviced apartments.

51-55 Missenden Road, Camperdown includes a heritage listed two storey Inter War pub known as the Alfred Hotel. It is close to the University of Sydney and Royal Prince Alfred Hospital, which form the Broadway and Camperdown Health Precinct identified in the State Government's Plan for Growing Sydney, a major driver of demand for visitor accommodation.

The site is currently zoned B1 Neighbourhood Centre, which prohibits serviced apartments and has a maximum building height of 9 metres and floor space ratio of 1.5:1 which reflects the built form of the existing two-storey Alfred Hotel.

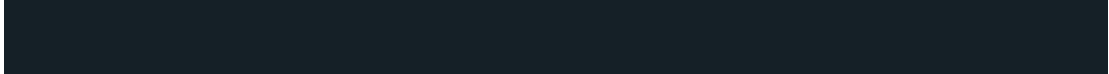
Key amendments to SLEP 2012 include an increase in the maximum height of building control to 27 metres (7 storeys) and increase the floor space ratio (FSR) to 2.7:1. When combined with the proposed design excellence bonus, a maximum FSR of 2.97:1 can be achieved. The proposal also seeks to amend Schedule 1 "Additional Permitted Uses" by introducing serviced apartments as additional permitted use for the site only. This is to allow the Neighbourhood Centre zone to be retained while enabling serviced apartments. The planning proposal supports the supply of diverse visitor accommodation in an appropriate location and is consistent with surrounding land uses.

The landowner has offered to enter into a voluntary Planning Agreement (VPA) with the City to provide public benefits associated with the future development. Benefits offered by the proponent include securing the serviced apartment use, heritage conservation works, the installation of solar panels, green roof and walls and a commitment to BASIX requirements. The VPA is publicly exhibited alongside the Planning Proposal.

Detailed planning controls for the site have been prepared as a draft Development Control Plan – 51-55 Missenden Road, Camperdown Amendment (draft DCP). The draft DCP supports changes to SLEP 2012 and will be exhibited alongside the Planning Proposal.

The applicant's Planning Proposal submission is provided in Appendix A and includes an urban design study and statement of heritage impact.

This Planning Proposal has been prepared in accordance with section 55 of the *Environmental Planning and Assessment Act 1979* (the Act) and the relevant Department of Planning & Environment Guidelines, including 'A Guide to Preparing Planning Proposals'.



Background

Site Identification, Characteristics and Context

51-55 Missenden Road, Camperdown is a single landholding located in the western part of the City of Sydney Local Government Area. It is located on the corner of Missenden Road and Dunblane Street. The land affected by this Planning Proposal is outlined in red in Figure 1 below.

Table 1 – Details of the Site affected by this Planning Proposal

Site	Property Description
51-55 Missenden Road, Camperdown	Lots 1 DP456915, Lot 2 DP456915, Lot 3 DP456915, Lot 4 DP 456915



Figure 1: Land affected by this Planning Proposal

51-55 Missenden Road, Camperdown has an area of 440 square metres and is on the corner of Missenden Road and Dunblane Street. Owned by Dolwest Pty Ltd, it is currently occupied by a pub, known as the Alfred Hotel dating from the late 1930s and includes a public bar at ground level and single room accommodation on the first floor and single room accommodation on the first floor.

The hotel has a height of two storeys, but appears as a third storey due to its parapet and drops down towards the rear of the site fronting Dunblane Street. The western portion of the site includes a courtyard and single level enclosure with light-weight roofing over some of the ground floor. The existing building has a height of 10.4m and a floor space ratio of 1.15:1.

The site is located approximately 5km from the Sydney CBD. Missenden Road is a major road connecting to Parramatta Road to the north and King Street to the south. Missenden Road and the immediate surrounding area comprises a variety of building types including commercial and institutional buildings (Royal Prince Alfred Hospital and University of Sydney), residential and retail uses.

The surrounding land uses include a mix of retail, commercial, residential accommodation with a strong presence of educational and hospital uses. The area is characterised by a diversity of building heights ranging from 1 storey to buildings over 10 storeys. Many of the taller buildings front Missenden Road, with the exception of the Queen Mary Building located west of the site. To the south, is the Queen Elizabeth II Building, a three to four storey building and is part of the Royal Prince Alfred Hospital.

North of the site, on the corner of Dunblane Street and Missenden Road is a two storey heritage item, currently used as shop top housing. A mixed use development with ground floor retail and four storey residential units above is located north of the site with frontage to Missenden Road and Dunblane Street. Photos of the site and surrounds are provided below.

Current Planning Controls

The planning controls applying to the site are in SLEP 2012.

The site is zoned B1 Neighbourhood Centre, the objectives of the zone are to “provide a range of small scale retail, business and community uses that serve the needs of the people who live and work in the surrounding development”. The zone allows a broad range of uses including boarding houses, child care centres, community facilities, neighbourhood shops and medical centres.

The site has a maximum building height of 9m and floor space ratio of 1.75:1 which reflects the built form of the existing two-storey Alfred Hotel. The Alfred Hotel, the two storey building that occupies the site is listed as a heritage item. The site is also opposite University of Sydney Heritage Conservation Area (C5). The Alfred Hotel, including its interiors is listed as an item of local heritage significance under Schedule 5 of the LEP. The State Heritage Inventory describes the building as:

“Of local historic, social and aesthetic significance as a fine and intact example of an interwar Functionalist style hotel designed by prominent architects Copeman, Lemont & Keesing. It is a prominent visual element in the historical precinct of Camperdown due to its position on the corner of the street block and its stream line modern style. It is important for its association with the earlier hotel of the same name, its role in the development of the locality and its role in providing a venue of meeting and socialising in the locality.”

An extract of the height in metres and floor space ratio SLEP 2012 maps outlining the site are at Figures 2 to 3.

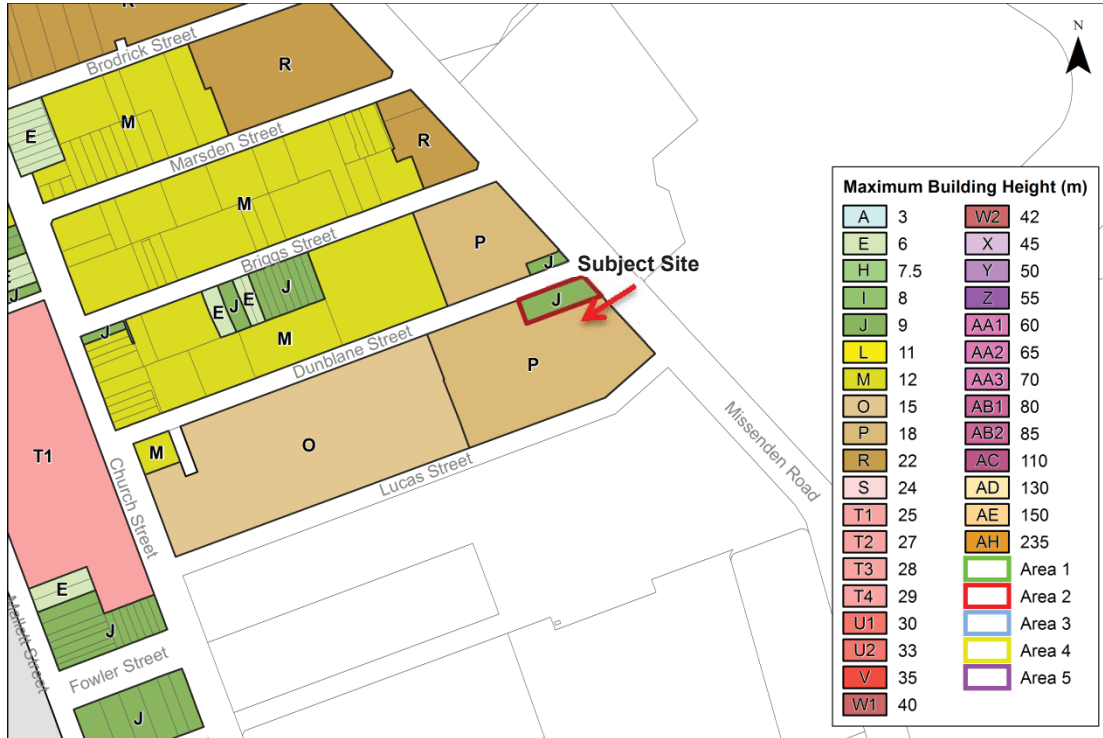


Figure 2: Existing height in metres control for the site.

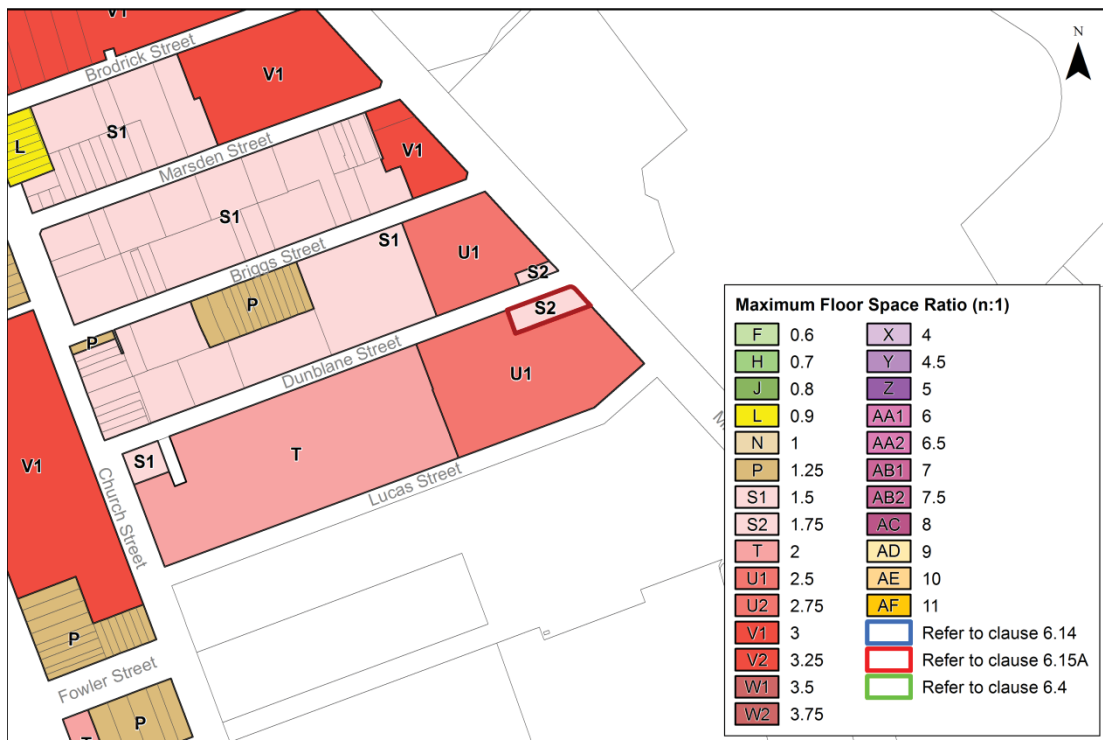


Figure 3: Existing floor space ratio for the site

Landowner's request to amend the planning controls

In November 2014, Don Fox Planning Pty Ltd (DFP) submitted a planning justification report on behalf of Dolwest Pty Ltd (the landowner) to the City of Sydney requesting the following changes to the existing planning controls to facilitate 12 serviced apartments at 51-55 Missenden Road, Camperdown:

- Amend the height control from 9m to 27m;
- Amend the floor space ratio control from 1.75:1 to 3.2:1; and
- Rezone the site to B4 Mixed Use.

The landowner has also provided a public benefit offer to secure through a voluntary Planning Agreement which includes heritage conservation works to the Alfred Hotel, commitment to BASIX requirements; install 6 solar panels to the common areas of the tower and a non-trafficable green roof and walls to the top roof plant.

The landowner's request is an opportunity to facilitate visitor accommodation in a high demand location that supports the identified health and education precinct. The proposal will conserve the existing heritage and improve the streetscape.

PART 1 – Objectives and Intended Outcomes

This Planning Proposal will:

- Remove a barrier to the supply of serviced apartments in an appropriate, well serviced and high demand location consistent with Council's Draft Visitor Accommodation (Hotel and Serviced Apartments) Action Plan;
- Enable a land use that supports and complements the Broadway/Camperdown Health and Education Precinct as identified in the NSW Government's A Plan for Growing Sydney;
- Ensure the proposed development improves the streetscape and responds sympathetically to the heritage significance of the Alfred Hotel;
- Allow for the delivery of public benefits at the site including visitor accommodation, energy and water efficiency and heritage conservation works;
- Introduce a seven storey building that complements and responds to the streetscape and surrounding built form.

Part 2 – Explanation of Provisions

To achieve the intended outcomes, this Planning Proposal seeks to amend planning controls in the LEP as follows:

- Amend Height of Buildings Map Sheet 002 of *Sydney Local Environmental Plan 2012* in accordance with the proposed Height of Buildings Map shown at Part 4 of this Planning Proposal to increase the height from 9m to 27m;
- Amend Floor Space Ratio Map Sheets 002 of *Sydney Local Environmental Plan 2012* in accordance with the proposed Floor Space Ratio Map shown at Part 4 of this Planning Proposal to increase the FSR from 1.75:1 to 2.7:1;
- Amend Schedule 1 'Additional Permitted Uses' and insert 'serviced apartments' as an additional permitted use for the land at 51-55 Missenden Road, Camperdown.

An example of the clause to be inserted under Schedule 1 (Additional Permitted) uses of the Sydney LEP is:

(7) Use of certain land at 51-55 Missenden Road, Camperdown

This clause applies to land at 51-55 Missenden Road, Camperdown, being Lots 1-4, DP456915.

Development for the purposes of 'serviced apartment' is permitted with consent.

Note: Under Clause 6.21 (5), development on this site is eligible for an amount of additional floor space of up to 10% of the amount permitted for the site as shown on the Floor Space Ratio Map.

The primary development standards for the subject site will be supported with site specific development controls and built form diagrams as shown in the Draft Sydney Development Control Plan 2012.

Part 3 – Justification

This section sets out the reasons for the Planning Proposal.

The Planning Proposal seeks to facilitate the development of serviced apartments as an additional permissible use at 51-55 Missenden Road, Camperdown. The site is currently zoned B1 Neighbourhood Centre which prohibits serviced apartments. This will be achieved through the following key amendments to *Sydney Local Environmental Plan 2012*:

- Increase maximum building height control from 15 metres to 27 metres (7 storeys);
- Increase maximum floor space ratio from 1.75:1 to 2.7:1; and
- Add 'serviced apartments' as an additional permitted use at 51-55 Missenden Road, Camperdown.

The Planning Proposal is justified as it is consistent with City and NSW Government strategic planning objectives to support the supply of visitor accommodation in one of Sydney's predominant health and education precincts. The justification for these changes is further described below.

A Plan for Growing Sydney – supporting health and education precincts

In December 2014, the NSW Government published *A Plan for Growing Sydney* (the Plan), the overarching strategic plan for the Sydney metropolitan area for the next 20 years. The Plan identifies key challenges facing Sydney including a population increase of 1.6 million by 2034 needing 689,000 new jobs and 664,000 new homes by 2031.

The key priorities for the Central Subregion, including the Broadway and Camperdown Precinct, directly related to this Planning Proposal are “*support education related land uses and infrastructure around Sydney University*” and “*support health-related land uses and infrastructure around Royal Prince Alfred Hospital*”. To achieve these goals, the Plan includes 21 directions, supporting actions and priorities for each subregion. Relevant directions include:

1. Direction 1.9 – Support the growth of priority industries with appropriate planning controls. The ‘visitor economy (tourism)’ is identified as a priority industry. A Plan for Growing Sydney will create the setting for sufficient well-located and well-serviced land to be available to meet the needs of priority industries.
2. Direction 1.10 – Plan for education and health services to meet Sydney's growing needs – visitor accommodation is considered complementary to health and education precincts. A Plan for Growing Sydney will create enable institutions to grow by providing visitor accommodation which is a complementary use.

Although the proposal will only create an additional 12 serviced apartments it is consistent with the vision for Sydney as a strong global city by supporting the growth of complementary health and tertiary education activities in strategic centres with visitor accommodation.

Draft Sydney City Subregional Strategy

The Draft Sydney Subregional Strategy identifies five precincts within the Sydney City Subregion including the Broadway and Camperdown Education and Health Precinct. This precinct is identified as a major area for education, medical and other research and technology based jobs. It also identifies Camperdown as a small village.

The intent of the draft Strategy is to increase the capacity for office and hotel development to accommodate the increasing number of workers and visitors to the subregion. One of the key actions is to promote visitor accommodation and facilities. The Planning Proposal to introduce 12 serviced apartments in a major education and health precinct is consistent with this action.

Land Use

51-55 Missenden Road, Camperdown is currently zoned B1 Neighbourhood Centre. Land to the south of the site is zoned SP2 Infrastructure, to the north land is zoned B1 Neighbourhood Centre. The B4 Mixed Use zone is located to the west, but not directly adjacent to the site.

A review of recently approved development applications accompanied with a site visit reveals a pattern of education and health uses along Missenden Road. Closer towards Parramatta Road, north of the site, is a mix of commercial and mixed use development. In 2012, the existing Queen Mary Building was converted as student accommodation.

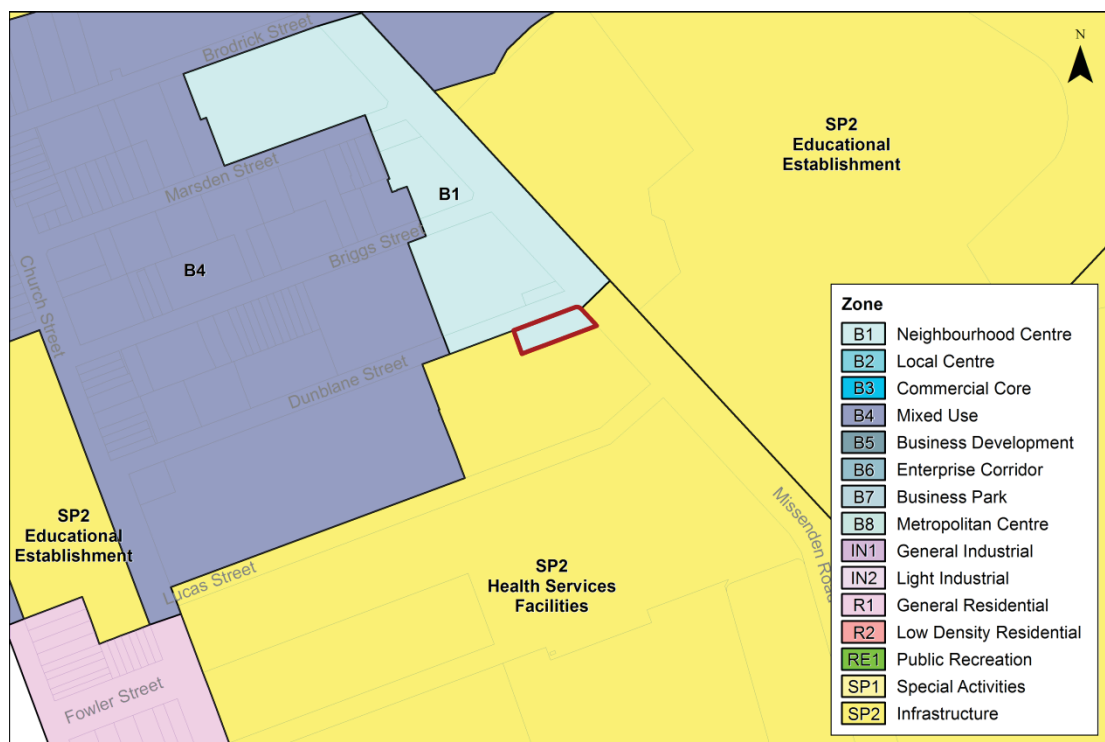


Figure 4: Zoning Map

The purpose of the Planning Proposal is to facilitate development that provides visitor accommodation, a strategic land use close to major demand drivers. It is proposed to add 'serviced apartments' as an additional permitted use for 51-55 Missenden Road, Camperdown. Additional permitted uses for specific sites are set out in Schedule 1 of the LEP. When a use is identified in Schedule 1 it can be approved despite any prohibition in the underlying zoning.

Adding 'serviced apartments' as an additional permitted use for 51-55 Missenden Road will enable the site to retain its B1 Neighbourhood Centre zoning and facilitate the provision of serviced apartments, subject to development approval.

The B1 Neighbourhood Centre zone was selected for the site in SLEP 2012 to recognise the small village precinct along Missenden Road, Camperdown. The objectives of the B1 Neighbourhood Centre zone is to *"provide a range of small scale retail, business and community uses that serve the needs of people who live and work in the surrounding development"* will continue to apply to the site.

This zoning is consistent with the Draft Sub-regional Strategy for City of Sydney which identifies a small village along Missenden Road. Under the Draft Strategy the site also falls within the Broadway and Camperdown Education Health Precinct. Use of the site for serviced apartments is compatible with surrounding land uses, which includes other serviced apartments and hotels.

The Planning Proposal to allow serviced apartments as an additional permissible use for the site responds to an important opportunity to increase the supply and diversity of visitor accommodation in the City of Sydney local government area and near a major health and education precinct. Development of this site for serviced apartments is an opportunity to contribute to the City's Draft Visitor Accommodation (Hotel and Serviced Apartments) Action Plan, including:

- Provide a positive environment for investment in visitor accommodation;
- Identify and, where possible, remove planning system barriers to investment and development;
- Assist demand led supply of new accommodation;
- Encourage a more diverse sector.

Rezoning the site to the nearby B4 Mixed Use zone is not recommended as it would encourage residential accommodation which is likely to displace visitor accommodation uses in an appropriate area. Rezoning the site to match the SP2 Infrastructure zone of adjacent properties is not an appropriate response as the existing and intended uses are not infrastructure. Retaining the existing B1 Neighbourhood Centre zone for the site is consistent with the Metropolitan Strategy and draft Sydney Subregional Strategy. The change will not result in a loss of the net amount of land zoned B1 Neighbourhood Centre or permissible business uses of the site.

The Planning Proposal is justified as it is consistent with City and NSW Government strategic objectives to support the supply of visitor accommodation and is also consistent with surrounding land uses.

Built Form Controls

The Planning Proposal seeks to amend the building height control from 9m to 27m to enable a 7 storey slender building to accommodate 12 serviced apartments in the western portion of the site by removing the gutted and highly altered courtyard. This section of the hotel retains no original internal fixtures or finishes. In addition, the Planning Proposal also seeks to amend the FSR control to 2.7:1.

Development with a proposed height of greater than 25 metres and outside of Central Sydney is required to undertake a competitive design process in accordance with Clause 6.21(5) under SLEP 2012. Consent will not be granted unless a competitive design process has been held to demonstrate design excellence. A design competition ensures high architectural quality is achieved and built form is compatible with the character of the surrounding area. It is also proposed to amend the FSR control for the site from 1.5:1 to 2.7:1, with an opportunity of up to 10 per cent bonus FSR, or an FSR of 2.97:1 if Council's design excellence requirements are met through the competitive design process.

To support these changes and guide the desirable built form outcome, an urban design study has been prepared by Don Fox Planning Pty Ltd on behalf of the landowner. The preferred design concept respects and responds to the heritage significance of the Alfred Hotel, the diversity of building forms and heights of the surrounding area and the location along Missenden Road. An extract from the urban design study showing the proposed built form are provided at Figures 5 and 6. A full copy of this study is included at Appendix A to this Planning Proposal.



Figure 5: Proposed development - Missenden Road elevation



Figure 6: Proposed development – Dunblane Street elevation

The preferred built form scenario comprises the two storey Alfred Hotel and a new 7 storey tower element (plus roof plant) to the rear of the hotel where the existing building steps down to 1 (one) storey along Dunblane Street. The objective of the proposal is to allow new development, whilst retaining the original character, façade, features and structure of the Alfred Hotel. The building footprint will be extended and result in the part demolition of the existing single storey element located to the rear of the hotel along Dunblane Street with the exception of two horizontal bands of original brickwork in the single storey façade fronting Dunblane Street.



Figure 7: Existing single storey element of Alfred Hotel

The proposed seven storey building will sit comfortably within the context of existing buildings and will result in an acceptable scale of development and an improved architectural expression. The slope of Dunblane Street, down from Missenden Road, combined with a building setback from Missenden Road reduces the perceived overall building bulk and scale and any potential overshadowing on adjacent properties.

The location of the tower at the rear is an appropriate built form outcome that will respect and respond to the existing two-storey Alfred Hotel. A tall and slender seven storey building improves the streetscape by filling a gap and shielding a blank concrete wall with a building that will be required to show design excellence. The proposal is consistent with the State Heritage Register's Statement of Significance for the item stating *"any additions and alterations should be confined to the rear in areas of less significance"*.

Compliance with SEPP 65

A SEPP 65 report was also submitted with the Planning Proposal. SEPP 65 applies to residential flat development of three or more floors and containing four or more apartments that a number of matters relating to design quality, including 10 design quality principles are to be considered. The City requires serviced apartments to meet SEPP 65 requirements as they can be readily converted to residential flat buildings. The report has given consideration to:

- The proposal provides good residential amenity. North facing apartments are well orientated, good solar access, ventilation and privacy. All apartments are provided with balconies to ensure adequate visual and acoustic privacy from each apartment can be achieved. Proximity to adjacent development was also considered and appropriate setbacks have been established.
- Living areas, private outdoor spaces and bedrooms are located on the northern and eastern façade to allow for sunlight access.
- 5 of the 12 apartments will not achieve full cross ventilation, however will be well ventilated and north facing.

Notwithstanding this analysis, compliance with SEPP 65 will need to be demonstrated at the development application stage and this will ensure any overshadowing and overlooking are within acceptable limits.

An amendment to Sydney DCP 2012 will provide supporting controls guiding the design of built form and the public domain.

Section A – Need for the planning proposal

Q1. Is the planning proposal a result of any strategic study or report?

The Planning Proposal is not the direct result of a strategic study or report undertaken by the City.

The City received a request to amend the planning controls for 51-55 Missenden Road, Camperdown. Development of this site offers a good opportunity to deliver visitor accommodation with access to goods, services and public transport.

The Draft Action Plan responds to actions in the City's Tourism Action Plan and the NSW Government's Visitor Economy Industry Action Plan (2012) to investigate a planning and regulatory framework that will assist visitor accommodation.

The Planning Proposal is consistent with the objectives of the draft actions in the plan, including:

- Provide a positive environment for investment in visitor accommodation;
- Identify and, where possible, remove planning system barriers to investment and development;
- Assist demand led supply of new accommodation; and
- Encourage a more diverse sector.

The development of the site provides an opportunity to contribute to the objectives of the City's Draft Visitor Accommodation (Hotels and Serviced Apartments) Action Plan and Sydney's visitor economy with the delivery of 12 serviced apartments. It also facilitates a use that supports the primary actions of the Broadway and Camperdown Health and Education Precinct.

Q2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The Planning Proposal is the best means of achieving the objectives of removing a barrier to the supply of serviced apartments (visitor accommodation) in an appropriate location within a major health and education precinct and consistent with Council's Draft Action Plan.

The options to address the Planning Proposal submission include:

- Including 'serviced apartments' as an additional permitted use for the site under Schedule 1;

This is the preferred option as it retains the existing B1 Neighbourhood Centre zone, and limits the additional use permitted to only serviced apartments. The use of the site for 12 serviced apartments is acceptable in this location within the Broadway and Camperdown Precinct a major demand driver for this use. Facilitating the supply of visitor accommodation on a site specific basis is an action identified in the City's Draft Visitor Accommodation (Hotel and Serviced Apartments) Action Plan.

- Rezoning the subject site to nearby B4 Mixed Use;

This option is not preferred as it would create opportunity for a greater range of uses such as residential accommodation which would not contribute to the supply of serviced apartments. The B4 zone would also create opportunities for activity that is incompatible with the intent of the B1 Zone and on the supply of hotel accommodation and may have impacts to neighbouring residential uses.

- Increasing the height and floor space controls;

This option is preferred as it enables the redevelopment of this site for visitor accommodation with a built form proposal that does not build an addition above the heritage sensitive hotel. The proposed height also triggers the need for the proponent to enter into the competitive design process to achieve a high quality architectural built form that will improve the streetscape.

The change will also facilitate a number of public benefits including heritage conservation works to the Alfred Hotel to repair, restore and conserve the building, in addition to other sustainable outcomes for the new tower including a green roof and wall.

- Recommend no change to Schedule 1 Additional Permitted Uses in the LEP:

This option will not contribute to the supply of serviced apartments and is considered unreasonable given the site's location in an area of high demand for visitor accommodation.

Section B – Relationship to strategic planning framework

Q3. Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and the exhibited draft strategies)?

A Plan for Growing Sydney

In December 2014, the NSW Government published *A Plan for Growing Sydney* which is the new overarching strategic plan for the Sydney metropolitan area to 2031. The Plan identifies key challenges facing Sydney including a population increase of 1.6 million by 2034 needing 689,000 new jobs and 664,000 new homes by 2031.

A Plan for Growing Sydney sets out four goals:

- A competitive economy with world-class services and transport;
- A city of housing choice with homes that meet our needs and lifestyles;
- A great place to live with communities that are strong, healthy and well connected; and
- A sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

The key priorities for the Central Subregion, including the Broadway and Camperdown Precinct, directly related to this Planning Proposal are “*support education related land uses and infrastructure around Sydney University*” and “*support health-related land uses and infrastructure around Royal Prince Alfred Hospital*”. To achieve these goals, the Plan includes 21 directions, supporting actions and priorities for each subregion. Relevant directions include:

1. Direction 1.9 – Support the growth of priority industries with appropriate planning controls – ‘visitor economy (tourism)’ is identified as a priority industry. A Plan for Growing Sydney will create the setting for sufficient well-located and well-serviced land to be available to meet the needs of priority industries.
2. Direction 1.10 – Plan for education and health services to meet Sydney’s growing needs – visitor accommodation is considered complementary to health and education precincts. A Plan for Growing Sydney will create enable institutions to grow with complementary land uses such as visitor accommodation.

Other NSW Strategies

The NSW Government’s State Plan, NSW 2021, sets a target to double overnight visitor expenditure by 2020 consistent with the national Tourism 2020 Strategy. To achieve the target, the *NSW Visitor Economy Industry Action Plan* sets actions to grow accommodation capacity in Sydney.

The plan includes an action for the City to work with the Department of Planning and Environment on land-use and development standards in the City’s planning controls to encourage and incentivise visitor accommodation in key Sydney precincts and remove regulatory barriers in planning.

The City has developed its Draft Visitor Accommodation (Hotels and Serviced Apartments) Action Plan in response to the government’s plan. The planning proposal, through the delivery of serviced apartments in support of the education and health precinct is consistent with the objectives of the Draft Action Plan.

Draft Sydney City Subregional Strategy

The NSW Government are currently developing Subregional plans in consultation with stakeholders. The subregional plans will provide more detailed planning controls at the local level. Subregional planning provides a framework for coordinating planning, development, infrastructure, transport, open space networks and environmental actions across local and state government agencies.

The current draft City of Sydney Subregional Strategy (2008) identifies five major precincts within the subregion including the Sydney Education and Health Precinct. The precinct is a major area for education, medical and other research and technology based jobs. The draft Strategy aims to increase the capacity for visitor accommodation to respond to the increase number of workers and visitors to Sydney. This Planning Proposal is consistent with the Sydney City Draft Subregional Strategy as demonstrated in the Table 1 below.

Table 1: Consistency with Sydney City Draft Subregional Strategy

Consistency with Sydney City Draft Subregional Strategy	
Strategy B: Centres and Corridors	
Directions	Consistency
B2: Increase densities in centres while improving liveability.	The current density control for the site creates a barrier for the introduction of serviced apartments in an existing B1 Neighbourhood Centre within close proximity to the Sydney Education and Health Precinct.
Strategy E: Environment and Resources	
Directions	Consistency
E6: Conserve Sydney's cultural heritage.	Due consideration has been given to the key heritage item on the site – the Alfred Hotel. Development on the site will occur at the rear of the hotel, designed to ensure heritage issues are appropriately addressed. The historical use of the hotel on the ground level and basement with short-term accommodation above will continue as a result of this proposed development. Further, the proposed 7 storey addition has been designed as a narrow tower with a smaller footprint to be sympathetic to the hotel. The infill development will provide a more appropriate setting than the existing 4/5 storey blank wall of the adjoining building. A DCP amendment accompanies this Planning Proposal and includes further detail on how many impacts of redeveloping the site will be mitigated.

5. Is the planning proposal consistent with Council's local strategy or other local strategic plan?

The planning proposal aligns with a number of City's strategic plans and action plans.

Sustainable Sydney 2030: Green, Global Connected

Sustainable Sydney 2030 ("Sydney 2030") outlines the Council's vision for a 'green', 'global' and 'connected' City, with targets, objectives and actions to achieve that vision. The vision was adopted by Council in 2008. The strategic directions and actions of Sydney 2030 that align with the planning proposal are:

- *Direction 1: A Globally Competitive and Innovative City* – This direction seeks to support the City's key economic sectors including tourism. Even though the proposal will allow a small increase in supply in the area, the use supports and complements the Broadway and Camperdown Health and Education Precinct identified in the NSW Government's Plan for growing Sydney. The Planning Proposal is consistent with Objective 1.6 to enhance tourism infrastructure, assets and branding of the City.
- *Direction 2: A Leading Environmental Performer* – development of this site, facilitated by this Planning Proposal, will deliver a building with significantly better environmental performance than the existing Alfred Hotel.
- *Direction 3: Integrated Transport for a Connected City* – The site is located within close proximity to a major education and health hub – the University of Sydney and Royal Prince Alfred Hospital. The site is well serviced by bus services which connect the area to Sydney CBD, located approximately 5km from the site.

- *Direction 6: Vibrant local communities and economies* – The establishment of serviced apartments will support the diverse range of land uses and economic activity in a major education and health precinct. The visitors will support the range of existing businesses in the local area, particularly the existing neighbourhood centre.
- *Direction 9 – Sustainable Development, Renewal and Urban Design* - The planning proposal responds to objective 9.3 the city is recognised for design excellence. The proposed height of seven storey tower (25m) triggers the need for a competitive design process to be undertaken. A slender seven storey building in this location improves the streetscape by filling a gap and shielding a blank concrete wall and external stairwell with a building that will undergo design excellence to achieve a high quality architectural outcome.

Economic Development Strategy 2013 and Tourism Action Plan 2013

The City's Economic Development Strategy 2013 builds on the economic themes in Sydney 2030 and provides a comprehensive framework which guides the City's economic development initiatives. It sets out the City's economic development aspirations, role, priorities and approach.

Tourism is identified as a priority within the City's Economic Development Strategy due to the number and diversity of jobs in the sector, and tourism's role as a catalyst for economic investment in NSW and Australia from international visitation.

Under the Tourism Action Plan 2013, the City is working to enhance tourism infrastructure, assets and branding, partnering with industry and government to develop visitor facilities and attractions, including new hotels and accommodation opportunities, promote the city as a global destination, assist way finding and support a calendar of globally significant events.

The Tourism Action Plan also identifies that the economic contribution of tourism-related businesses to the city is significant, as is their contribution more generally to the liveability of Sydney for residents, workers and visitors and the cross-cultural promotion of Australia as a destination for trade and tourism.

A specific action of the Tourism Action Plan is to '*support underlying demand for existing and new hotels resulting in higher occupancy levels as well as stimulate visitor and retail economic growth*'.

Draft Visitor Accommodation (Hotels and Serviced Apartments) Action Plan 2014

The *Draft Visitor Accommodation (Hotels and Serviced Apartments) Action Plan 2014* responds to actions in the City's Tourism Action Plan and the NSW Government's Visitor Economy Industry Action Plan (2012) to investigate a planning and regulatory framework to assist visitor accommodation.

The Draft Action Plan summarises the research and consultation and describes how visitor accommodation is affected by the City's planning framework. It also responds to stakeholder feedback about needing a more diverse sector, concerns about planning incentives, the high cost development environment, mixed use development opportunities and the need for government to encourage development by increasing demand rather than incentivising supply.

Demand for rooms in the City will continue to grow driven by growth in international visitors from Asia, major projects such as Barangaroo and Darling Harbour and the continued growth of City businesses. About 5,800 new rooms are forecast to 2021 with almost half of those rooms in the supply pipeline at the end of 2013.

Opportunities for new hotel development include the conversion of older office stock in Central Sydney, the western edge of the City as the commercial core expands towards Darling Harbour and Barangaroo and 3-star accommodation for the growing number of visitors from China.

The Draft Action Plan recommends actions to assist accommodation development. These actions focus on facilitating new supply by assisting and guiding investors through the planning process and carrying out specific reviews of planning controls.

This planning proposal is consistent with the objectives for the actions, which are:

- Provide a positive environment for investment in visitor accommodation;
- Identify and, where possible, remove planning system barriers to investment and development;
- Assist demand led supply of new accommodation; and
- Encourage a more diverse sector.

Q5. Is the planning proposal consistent with applicable State Environmental Planning Policies (SEPPs)?

The Planning Proposal is consistent with applicable State Environmental Planning Policies (SEPPs) and Deemed State Environmental Planning Policies (former REPs) as shown in Table 2 Consistency with State Environmental Planning Policies.

Table 2 Consistency with State Environmental Planning Policies

Consistency with State Environmental Planning Policies	
SEPPs with which the Planning Proposal is consistent. The Planning Proposal will not constrain or hinder the Application of the SEPP	6—Number of Storeys in a Building; 64 – Advertising and Signage; 65 – Design Quality of Residential Flat Development; Infrastructure SEPP 2007; Exempt and Complying Development Code 2008;

Consistency with State Environmental Planning Policies

SEPPs that are not applicable to the Planning Proposal	1 – Development Standards; 14- Coast Wetlands; 15 – Rural Landsharing Communities; 19 – Bushland in urban Areas; 21 – Caravan Parks; 26 – Littoral Rainforests; 29 – Western Sydney Recreation Area; 30 – Intensive Agriculture; 32 – Urban Consolidation (redevelopment of urban land); 33 – Hazardous and Offensive Development; 36 – Manufactured Home Estates; 39 – Spit Island Bird Habitat; 44 – Koala Habitat Protection; 47 – Moore Park Showground; 50 – Canal Estate Development; 52 – Farm Dams, Drought Relief and other works; 55 –remediation of Land; 59 – Central Western Sydney Economic and Employment Area; 62 – Sustainable Aquaculture; 70—Affordable Housing (Revised Schemes); 71 – Coastal Protection; Affordable Rental Housing SEPP; Exempt and Complying Development Codes; Housing for Seniors or People with a Disability; Kosciuszko National Alpine Resorts 2007; Kurnell Peninsula SEPP; Major Developments SEPP; Mining, Petroleum Production and Extractive Industries 2007; Miscellaneous Consent Provisions 2007; Penrith Lakes Scheme; Rural Lands 2008; 53 – Transitional Provisions; State and Regional Development 2011; Sydney Drinking Water Catchment 2011; Sydney Region Growth Centres 2006; Three Ports 2010; Urban Renewal 2010; Western Sydney Employment Area 2009; Western Sydney Parklands 2009
--	--

Consistency with Deemed State Environmental Planning Policies

Deemed SEPPs that are not applicable to the Planning Proposal	5 (Chatswood Town Centre); 8 (Central Coast Plateau Areas); 9 Extractive Industry (No 2—1995); 11 Penrith Lakes Scheme; 13 Mulgoa Valley; 16 Walsh Bay; 17 Kurnell Peninsula (1989); 18 Public Transport Corridors; 19 Rouse Hill Development Area; No 20 Hawkesbury- Nepean River (No 2—1997); 24 Homebush Bay Area; 25 Orchard Hills; 26 City West; 28 Parramatta; 29 Rhodes Peninsula; 30 St Marys; 33 Cooks Cove; Sydney REP (Sydney Harbour Catchment) 2005; Greater Metropolitan REP No 2 Georges River Catchment
---	---

Q6. Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

This Planning Proposal is consistent with applicable Ministerial Directions as shown in Table 3. A discussion of key issues arising from particular Ministerial Direction for the Planning Proposal follows. In this section, ‘consistent’ means that the Planning Proposal does not contradict or hinder the application of the relevant 117 Direction.

Table 3 Consistency with Directions

Consistency with Directions

Directions with which this Planning Proposal is consistent	1.1 Business and Industrial Zones 2.3 Heritage Conservation; 3.4 Integrating Land Use and Transport; 6.1 Approval and Referral Requirements; 6.3 Site Specific Provisions; 7.1 Implementation of the Metropolitan Plan for Sydney 2036
Directions that are not applicable to the Planning Proposal	1.2 Rural Zones; 1.3 Mining, Petroleum Production and Extractive Industries; 1.4 Oyster Aquaculture; 1.5 Rural Lands; 2.1 Environment Protection Zones; 2.2 Coastal Protection; 2.4 Recreation Vehicle Areas; 3.1 Residential Zones; 3.2 Caravan Parks and Manufactured Home Estates; 3.3 Home Occupations; 3.5 Development Near Licensed Aerodromes; 3.6 Shooting Ranges; 4.1 Acid Sulfate Soil; 4.2 Mine Subsidence and Unstable Land; 4.3 Flood Prone Land; 4.4 Planning for Bushfire Protection; 5.1 Implementation of Regional Strategies; 5.2 Sydney Drinking Water Catchments; 5.3 Farmland of State and Regional Significance on the NSW Far North Coast; 5.4 Commercial and Retail Development along the Pacific Highway, North Coast; 5.8 Second Sydney Airport, Badgerys Creek; 5.9 North West Rail Link Corridor Strategy; 6.2 Reserving Land for Public Purposes

Direction 1.1 Business and Industrial Zone

The objective of this direction is to protect employment land in business and industrial zones and to support the viability of identified strategic centres.

The Planning Proposal is consistent with this Direction as it retains the site's existing B1 Neighbourhood Centre zone. In doing so supports the viability of this strategic centre as identified in A Plan for Growing Sydney and the Draft Sydney Subregional Strategy.

Direction 1.3 Heritage Conservation

The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.

The Planning Proposal is consistent with this Direction as it facilitates the conservation of the Alfred Hotel – a heritage listed item under Schedule 5 of Sydney LEP 2012. The proposed future built form on the site respects the existing heritage building – the proposed tower location will be located over the least significant and least prominent part of the site. The proposed tower has been designed with a smaller building footprint for a more sympathetic addition to the hotel.

The design will ensure the significant heritage features of the building are retained and conservation works have been offered under a voluntary planning agreement. The development of a building which will go through a competitive design process will provide a better context for the item than the existing blank walls of the adjoining building.

Direction 3.4 Integrating Land Use and Transport

The objective of this direction is to ensure that land use locations support the efficient and viable operation of public transport services and improving access to housing, jobs and services by walking, cycling and public transport.

The Planning Proposal is consistent with this Direction. Zero parking spaces are proposed as part of the development. The site is located in a precinct that is well serviced by public transport, bus routes that frequent Parramatta Road. The site is also located within close proximity to multiple car share facilities. Bicycle storage will be made available on the site.

6.3 Site Specific Provisions

A planning proposal that will amend an environmental planning instrument in order to allow a particular development proposed to be carried out must allow that land use to be carried out in the zone the land is situated on.

The Planning Proposal is consistent with this Direction. The intent of the proposed changes is to facilitate serviced apartments in the B1 Neighbourhood Centre zone. As a prohibited land use in the B1 zone, the subject Planning Proposal proposes to amend Schedule 1 to allow serviced apartment as an additional permissible use for the site.

Section C – Environmental, social and economic impact

Q7. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The Planning Proposal will not affect any critical habitats, populations or ecological communities. The subject site is located in a developed urban area where no such populations or communities are known to exist.

Q8. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

No. The proposed amendments will not result in environmental impacts that cannot be addressed through the development assessment process.

This Planning Proposal seeks to amend the height control contained in Sydney LEP 2012 for the site and in doing so allow realisation of an urban design study to accommodate serviced apartments on the site. A range of potential environmental effects such as impacts on the existing heritage item and overshadowing of adjacent properties were considered during the preparation of the urban design study and this Planning Proposal and are discussed in detail under the heading Built Form Controls under Part 3 Justification.

Q9. Has the planning proposal adequately addressed any social and economic effects?

This Planning Proposal involving will deliver a number of economic benefits. The proposal removes a barrier to facilitating the provision of serviced apartments for the site which is consistent with the Draft Visitor Accommodation (Hotel and Serviced Apartments) Action Plan 2014 the City's Tourism Action Plan and the NSW Government's Visitor Economy Industry Action Plan (2012).

The proposal will support development that assists some of the City's key economic and service sectors including visitor economy, education and health.

Section D – State and Commonwealth interests

Q10. Is there adequate public infrastructure for the planning proposal?

The site is very well serviced by public transport infrastructure being within close proximity to a major education and health hub which has direct services to Central Sydney and a number of bus services which travel to a variety of destinations.

The site is also located 5km from Sydney CBD.

Q11. What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

The Gateway Determination will advise the full list of public authorities to be consulted as part of the Planning Proposal process and any views expressed will be included in this Planning Proposal following consultation.

Part 4 - Mapping

Height of Building Map_Sheet HOB_002

Sydney Local Environmental Plan 2012

Height of Buildings Map - Sheet HOB_002

Maximum Building Height (m)

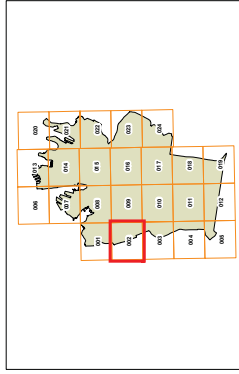
A	3	W2	42
E	6	X	45
W	7.5	Y	50
L	8	Z	55
J	9	AA1	60
L	11	AA2	65
M	12	AA3	70
O	15	AB1	80
P	18	AB2	85
R	22	AC	110
S	24	AD	130
T1	25	AE	150
T2	27	AF	235
T3	28		
T4	29		
U1	30		
U2	33		
V	35		
W1	40		

Maximum Building Height (m)

	10	46.7
	28.6	60
	42	71
	46	98

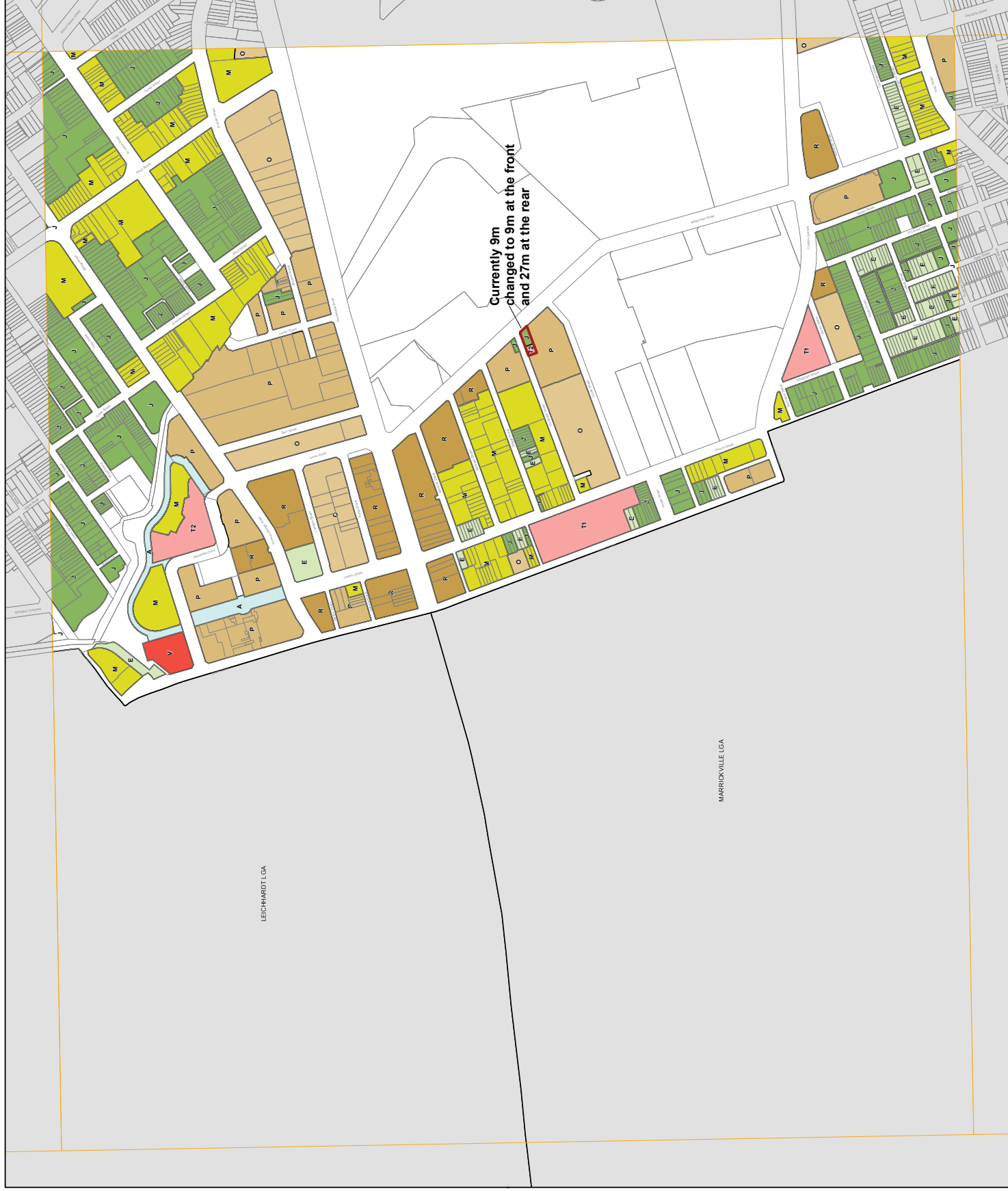
Cadastre

□ Cadastre 02/10/2012 © City of Sydney



Projection: GDA 1984
Zone 56

Map identification number:
2200_COM_HOB_002_005_20150621



Floor Space Ratio Map_Sheet FSR_002

Sydney Local Environmental Plan 2012

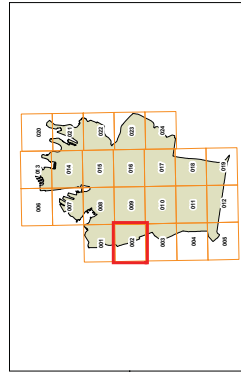
Floor Space Ratio Map - Sheet FSR_002

Maximum Floor Space Ratio (n:1)

F	0.6	X	4
H	0.7	Y	4.5
J	0.8	Z	5
L	0.9	AA1	6
N	1	AA2	6.5
P	1.25	AB1	7
S1	1.5	AB2	7.5
S2	1.75	AC	8
T	2	AD	9
U1	2.5	AE	10
U2	2.75	AF	11
V1	3		Refer to clause 6.14
V2	3.25		Refer to clause 6.15A
W1	3.5		Refer to clause 6.4
W2	3.75		

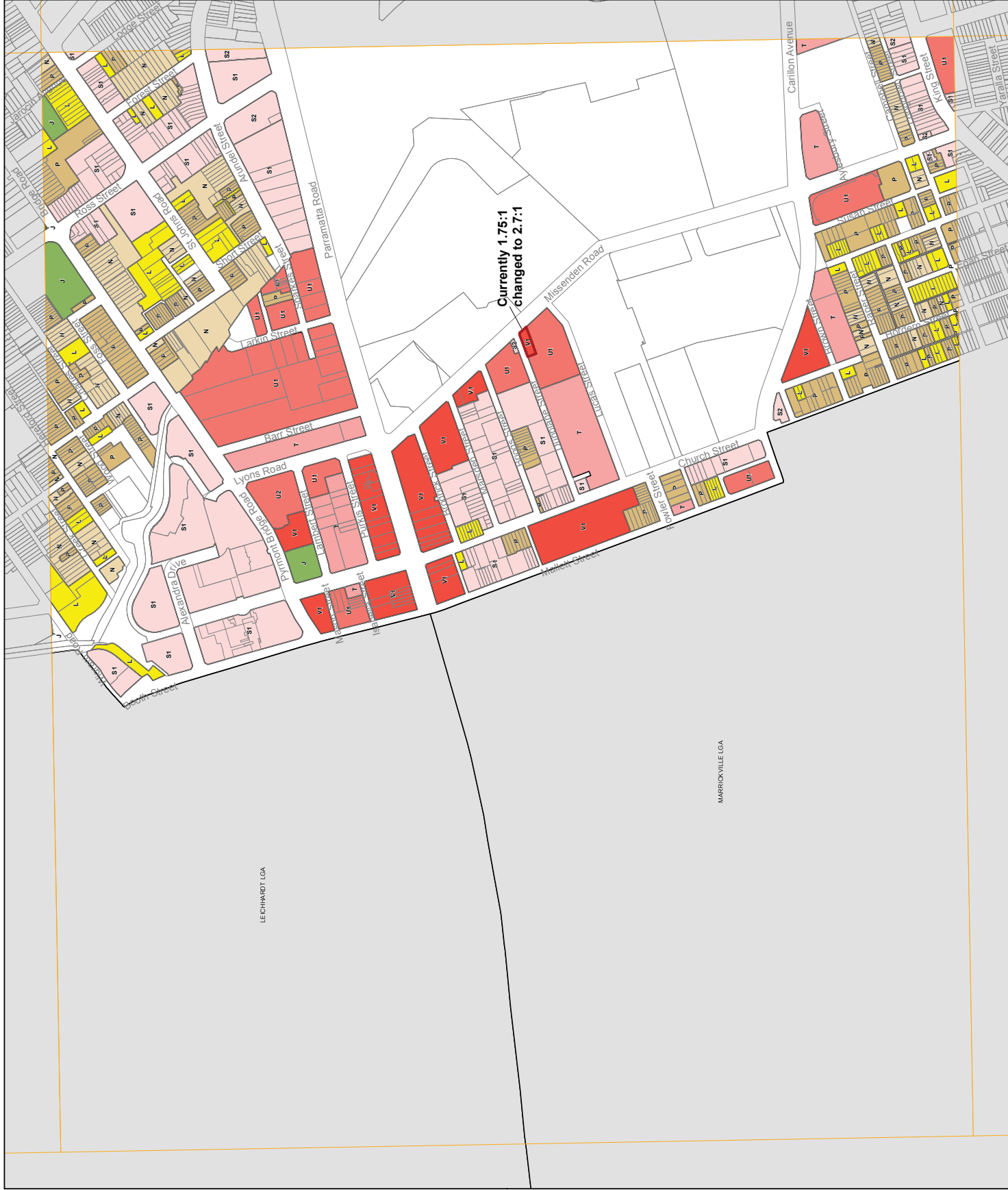
Cadastral

□ Cadastral 02/10/2012 © City of Sydney



Projection: GDA 1984
Zone 56

Map identification number:
7202_CON_FSR_002_005_20150221



PART 5 – Community Consultation

If supported, the planning proposal will be exhibited for a period of not less than 28 days in accordance with Section 5.2 'The Planning Proposal' of 'A Guide to Preparing Local Environmental Plans', to allow for proper consultation with the community and affected landowners.

It is proposed that, at a minimum, this will involve the notification of the public exhibition of the Planning Proposal:

- on the City of Sydney website;
- in the Sydney Morning Herald and/or a relevant local newspaper; and
- in writing to the owners and occupiers of adjoining and nearby properties and relevant community groups.

It is expected that the Planning Proposal will be publicly exhibited for a period of not less than 28 days in accordance with Section 5.5.2 of 'A guide to preparing local environmental plans'.

It is proposed that exhibition material will be made available on the City of Sydney Website and at the following Council locations:

- Town Hall House, 456 Kent Street, Sydney
- Glebe Neighbourhood Service Centre, 186 Glebe Point Road, Corner Wigram Road, Glebe

Consultation with relevant NSW agencies and authorities and other relevant organisations will be undertaken in accordance with the Gateway Determination.

PART 6 – Project Timeline

The following project timeline will assist with tracking the progress of the planning proposal through its various stages of consultation and approval. It is estimated that this amendment to *Sydney Local Environmental Plan 2012* will be completed by December 2015/January 2016.

Stage	Timeframe
Submit Planning Proposal to Department of Planning and Environment seeking a Gateway Determination	July 2015
Receive Gateway Determination	August 2015
Public exhibition and public authority consultation of Planning Proposal and DCP Amendment	August/September 2015
Review of submissions received during public exhibition and public authority consultation	September to October 2015
Council and Central Sydney Planning Committee approval of Planning Proposal and DCP Amendment	November 2015
Drafting of instrument and finalisation of mapping	December 2015
Amendment to <i>Sydney Local Environmental Plan 2012</i> legally drafted and made	December 2015/January 2016



Appendix A – Planning Proposal prepared by DFP Planning Pty Ltd



planning consultants

Planning Proposal



51 Missenden Road, Camperdown

Submitted to: City of Sydney Council

Prepared for: Dolwest Pty Ltd
Project No: 8513B
Date: October 2014



Planning Proposal

51 Missenden Road, Camperdown

Printed: 15 October 2014
File Name: P:\PROJECTS\8513B 51 Missenden Rd, Camperdown\Reports\8513B Planning Proposal 51 Missenden Road Final.docx
Project Manager: Kirk Osborne
Client: Dolwest Pty Ltd
Project Number: 8513B

Document history and status

Version	Prepared By	Qty	Date	Reviewed/Issued To
Draft	E. Clinton	1-e	7 Oct 2014	K. Osborne
Draft	K. Osborne	1-e	13 Oct 2014	R. Abbott/A. Tripett
Final	K. Osborne	1-e, 6-h	15 Oct 2014	Council

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- B. Concept Plans
- C. SEPP Assessment
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- E. Heritage Impact Statement
- F. Schedule of Conservation Works
- G. SEPP 65 Design Statement
- H. Traffic and Parking Assessment
- I. Building Code of Australia Review

1 Introduction and Summary

1.1 Commission

DFP has been commissioned by the owners of The Alfred Hotel, Dolwest Pty Ltd, to prepare a Planning Proposal to amend the planning controls applying to 51 Missenden Road, Camperdown (the site) to facilitate the development of serviced apartments. The Planning Proposal seeks to amend the land use zoning, height and floor space ratio (FSR) controls in Sydney Local Environmental Plan 2012 (SLEP 2012) that apply to the site. This report has been prepared to assist City of Sydney Council (Council) in the preparation of a Planning Proposal to the Department of Planning and Environment (DP&E).

The Planning Proposal should be read in conjunction with the Urban Design Study (**Appendix A**), Concept Plans (**Appendix B**) and other supporting documentation appended to this report.

This report has been prepared to satisfy the requirements of DP&E's *A Guide to Preparing Planning Proposals*.

A Guide to Preparing Planning Proposals specifies that a Planning Proposal should comprise six parts as follows:

- **Part 1** – A statement of the objectives or intended outcomes of the proposed Local Environmental Plan (LEP);
- **Part 2** – An explanation of the provisions that are to be included in the proposed LEP;
- **Part 3** – A justification for the objectives, outcomes and provisions proposed in the LEP and the process for their implementation;
- **Part 4** – Maps, where relevant, to identify the intent of the planning proposal and the area to which it applies;
- **Part 5** – Details of the community consultation that is to be undertaken on a Planning Proposal; and
- **Part 6** – The project timeline of a planning proposal.

Parts 1, 2, 3, 4 and 5 are addressed in this report. In relation to Part 6 this report does not contain a project timeline.

In addition to preparing a Planning Proposal it is also proposed to amend the relevant controls in the Sydney Development Control Plan 2012 (SDCP 2012) to introduce site specific controls. The proposed amendments to the SDCP 2012 are outlined in **Section 6** of this report.

1.2 Background and Council Consultation

Several meetings and discussions have been held with Council planning staff regarding the potential for alterations and additions to The Alfred Hotel.

On the 18 June 2013 a meeting was held to present a concept proposal for alteration and additions which included additional floors above the existing hotel for the purposes of serviced apartments and residential accommodation as well as reconfiguration of the pub, including a new bar area on Level 1. The following feedback was provided on the concept design:

- Retention of the pub uses and provision of short-term accommodation was considered positive;

- The proposal residential uses require careful consideration in terms of residential amenity and new residential uses impacting on the viability of the pub;
- The interface between pub, short-accommodation and residential uses needs to be considered further;
- Any additions to the Alfred Hotel will need to have minimal impact on the existing heritage fabric of the building; and
- The practicality of using part of Level 1 and part of the roof space as a pub needs to be considered.

Following the feedback from Council the concept design was amended to remove the previously proposed residential uses and included a revised layout for the pub area. The revised pub concept included alterations to the basement and ground floor and no bar area on Level 1. Level 1 and the proposed new levels were for use as serviced apartments. The revised design concepts were presented to Council planning staff in February 2014.

In March 2014 Council planners advised that they would be willing to consider an amendment to the planning controls for the site, however the concept design was not supported due to the extent of the proposed new building extending above the existing two storey hotel. Council also indicated it may be willing to consider a building higher than previously presented subject to resolving urban design, heritage and amenity issues.

Further designs concepts were subsequently prepared by the applicant and presented to Council in May 2014. The amend design concept proposed a slender seven storey tower confined to the rear part of the hotel. The proposed tower concept included 12 serviced apartments. In addition a concept layout was also provided detailing proposed internal alterations to the hotel.

Subsequent to the meeting Council wrote to the applicant in July 2014 advising that they would accept the submission of a planning proposal to amend the SLEP 2012. Based on the concept plans provided, Council advised that the planning proposal should seek maximum floor space ratio of 3:1 and maximum height of 24m. Council requested the following information be submitted with the planning proposal:

- Urban Design Analysis Report;
- Site specific controls for an amendment to SDCP 2012;
- Heritage Impact Study;
- Schedule of conservation works;
- Traffic and transport analysis;
- SEPP 65 and Residential Flat Code assessment; and
- Details of public benefit offer.

Council also sought that the planning proposal address the following issues:

- Increasing floor to floor heights to 3.1m and allowing for a roof zone to be accommodated within the maximum height control;
- A planning approach and justification to permit tourist and visitor accommodation;
- Minimise the visibility of roof structures; and
- Demonstrating the proposed building is capable of complying with the Building Code of Australia.

1.3 Project Team

The preparation of the Planning Proposal has been a collaborative effort with the client and the team of consultants including:

Table 1 The Project Team

Architects	NBRS + Partners
Town Planning	DFP
Traffic and Parking	McLaren Traffic Engineering
Heritage	NBRS+ Partners
BCA	NBRS+ Partners

1.4 Report Structure

This Planning Proposal is structured in the following manner:

Section 2 provides a detailed description of **The Site** and the nature of surrounding development;

Section 3 outlines the **Planning Proposal**;

Section 4 provides an **Explanation of Provisions**;

Section 5 provides a **Justification** for the Planning Proposal;

Section 6 outlines the proposed **Amendments to Sydney Development Control Plan 2010**;

Section 7 details the **Public Benefits**; and

Section 8 is a **Conclusion**.

2 The Site

The site is located at 51-55 Missenden Road, Camperdown and has a legal property description of 1-4 in Deposited Plan 456915. **Figure 1** shows the general location of the site. The site is approximately 5km from the Sydney CBD.



Figure 1 Site Location

The site has an area of approximately 440m², with a dual frontage to Missenden Road and Dunblane Street. The Missenden Road frontage is approximately 13m and the Dunblane Street is approximately 34m. The site slopes from Missenden to Dunblane Street and has no notable vegetation.

An aerial photograph of the site is shown at **Figure 2**.

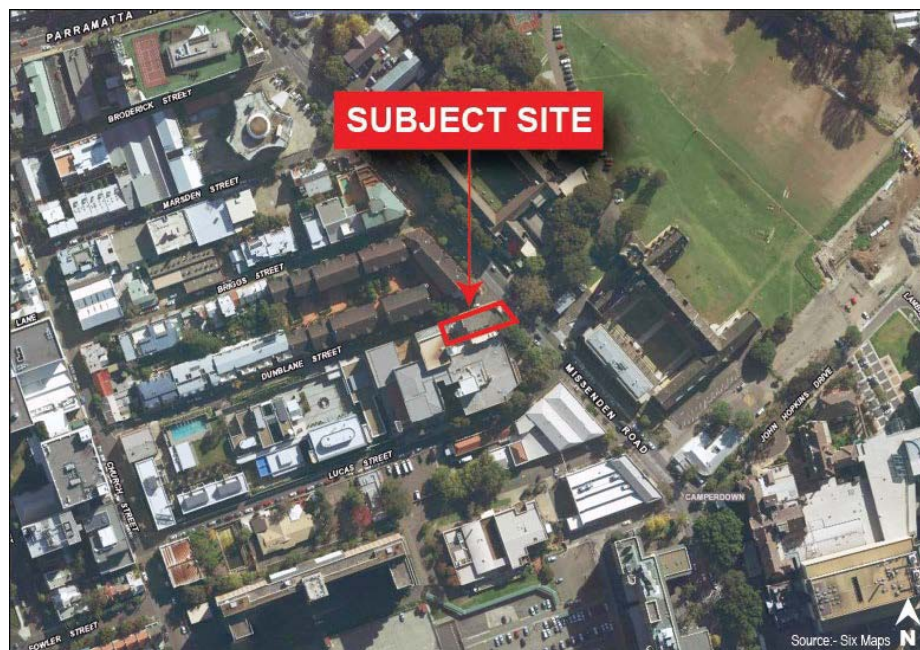


Figure 2 Aerial photograph of the site

Missenden Road is a main road connecting with Parramatta Road to the north and King Street to the south. The site adjoins the Queen Elizabeth II Building of the Royal Prince

Alfred Hospital to the south and fronts Dunblane Street to the north. Dunblane Street is a one way street with 3-4 storey mixed use and residential development on the northern side of the street. On the southern side of the street is the Alfred Hotel, Royal Prince Alfred Hospital and Chinese Consulate.

The Alfred Hotel

The Alfred Hotel, located on the site is a heritage listed item in SLEP 2012. The NSW Heritage Inventory provides the following statement of significance:

The Alfred Hotel is of local historic, social and aesthetic significance. It is a fine and intact example of an inter-war Functionalist style hotel designed by prominent architects Copeman, Lemont & Keesing. It is a prominent visual element in the historical precinct of Camperdown due its position on the corner of the street block and its stream line modern style. It is important for its association with the earlier hotel of the same name, its role in the development of the locality and its role in providing a venue of meeting and socialising in the locality.

The Alfred Hotel is considered to be highly intact internally and externally as a heritage listed item and this is considered to be increasing rare with the City of Sydney area.

Photographs of the hotel are included at **Figures 3 - 6**.



Figure 3 View from Missenden Road



Figure 4 View from Dunblane Street



Figure 5 Front entry on Missenden Road



Figure 6 Rear of hotel on Dunblane Street

2.1 Surrounding Area

The surrounding land uses are illustrated in the aerial photograph at **Figure 7**. The surrounding development comprises a mix of residential accommodation, retail, commercial and institutional uses including the Royal Prince Alfred Hospital and the University of Sydney.



Figure 7 Surrounding land uses

To the immediate south of the site is the Queen Elizabeth II building and the Missenden Mental Health Unit, which is currently under construction. Both allotments are part of the North West Precinct of the Royal Prince Alfred Hospital. The Queen Elizabeth II building also is also located to the west of the site, with a portion of this building located at the rear of the Alfred Hotel.

To the north west of the site is the Chinese Consulate located at 39 Dunblane Street.

A mixed use development comprising ground floor retail and a four storey residential development above is located to the north of the site at 35-47 Missenden Road. The Quest Apartments are located at 23-33 Missenden Road.

Opposite the site on the northern side of Missenden College is Sancta Sophia College and St Johns College.

Photographs of surrounding development are included at **Figures 8-12**.



Figure 8 Mixed use development Dunblane Street



Figure 9 Mixed Use development at 35-47 Missenden Road



Figure 10 RPA building at 57 Missenden Road



Figure 11 St Johns College, Missenden Road



Figure 12 Quest apartments at 23-33 Missenden Road

2.2 Current Planning Controls

2.2.1 Sydney Local Environmental Plan 2012

The site is currently zoned B1 Neighbourhood Centre under Sydney Local Environmental Plan (SLEP 2012). An extract from the zoning map is shown at **Figure 13**. The maximum building height limit is 9m and the maximum FSR is 1.75. Extracts from the maximum building height and floor space ratio map are shown at **Figures 14** and **15**.

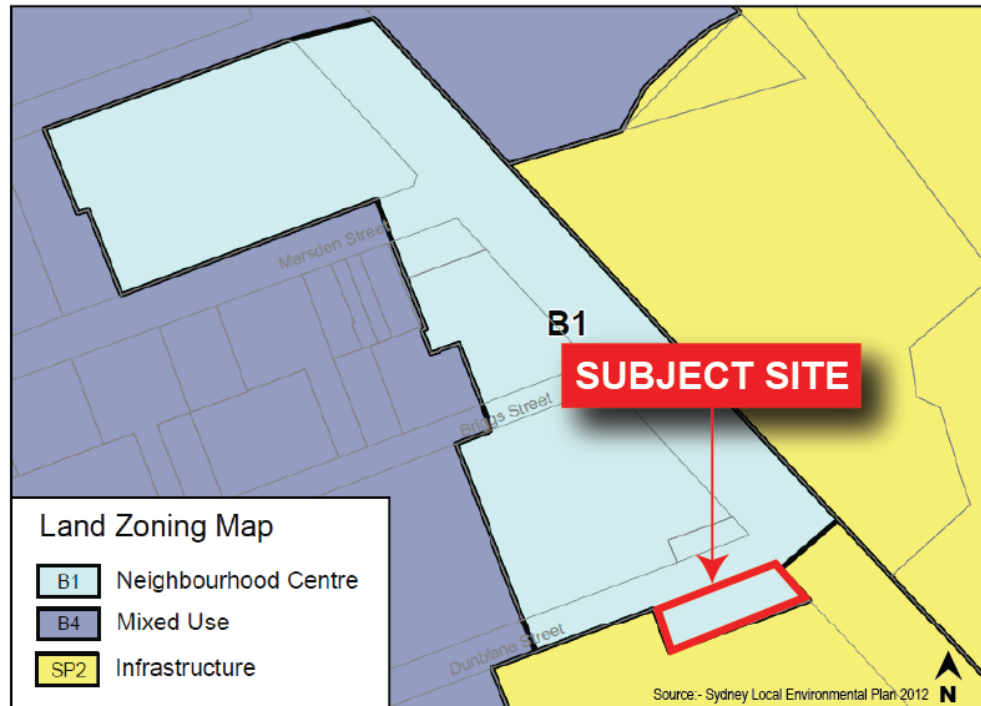


Figure 13 SLEP 2012 Zoning Map extract

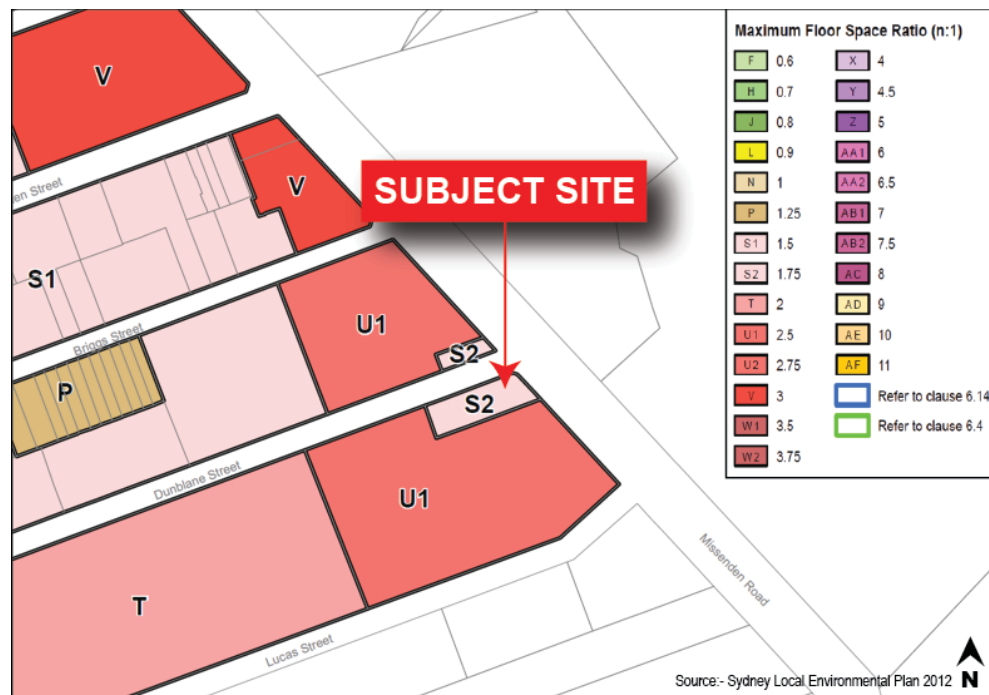


Figure 14 SLEP 2012 Floor Space Ratio Map extract

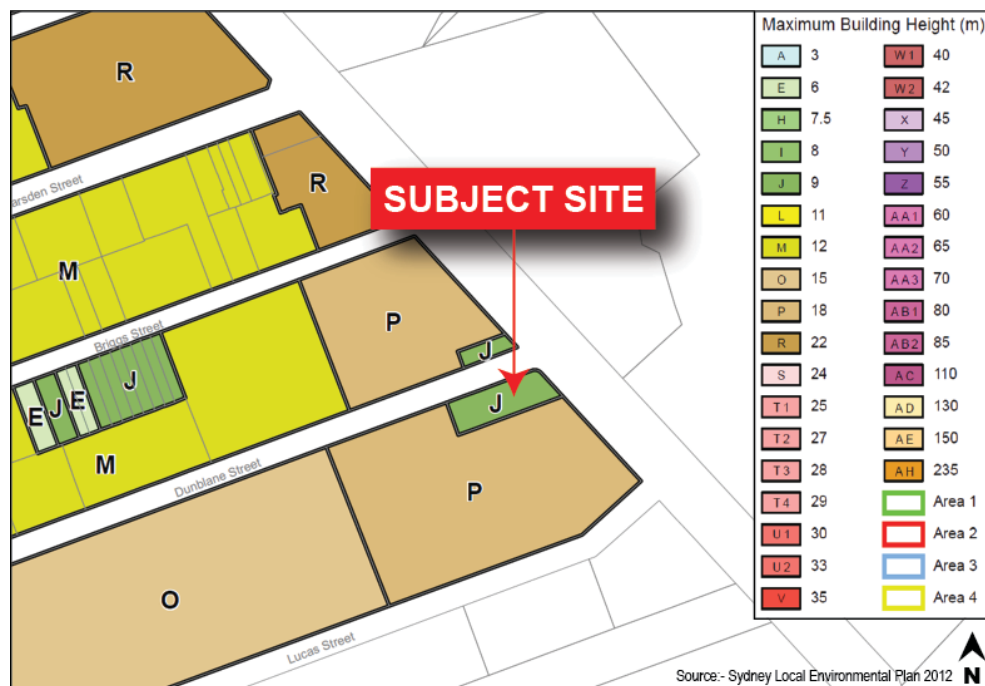


Figure 15 SLEP 2012 Maximum Building Height Map extract

The objectives of the B1 zone are:

- To provide a range of small-scale retail, business and community uses that serve the needs of people who live or work in the surrounding neighbourhood.
- To allow appropriate residential uses so as to support the vitality of neighbourhood centres.

Current permitted land uses include Bed and breakfast accommodation; Boarding houses; Food and Drink premises; Pubs; Hotel and Motel accommodation; Neighbourhood shops; Shop top housing and Residential accommodation.

Heritage

The Alfred Hotel is listed as an item of heritage significance on Council's heritage map and in Schedule 5 of SLEP. An extract of the heritage map is shown at **Figure 16**. Clause 5.10 of SLEP 2012 details Council's objectives for heritage conservation and the requirements for a development application on land that contains heritage items. The objectives include:

- to conserve the environmental heritage of the City of Sydney; and
- to conserve the heritage significance of heritage items and conservation areas, including associated fabric, settings and views

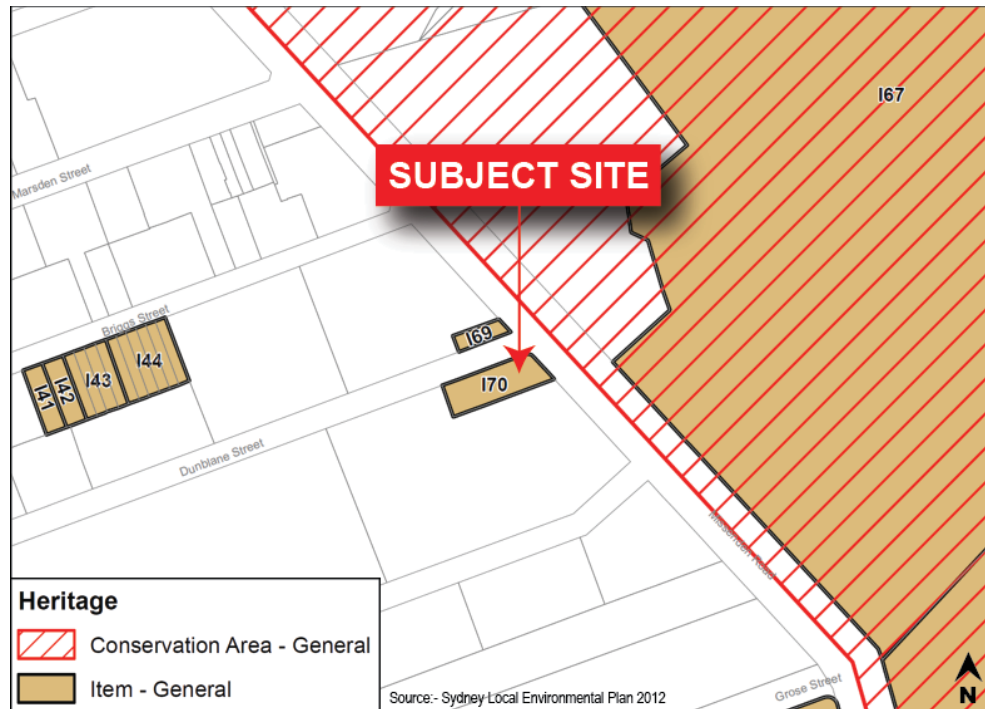


Figure 16 SLEP 2012 Heritage Map extract

Pursuant to Clause 5.10(2) development consent is required for any of the following:

(a) *demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):*

(i) *a heritage item,*

...

(b) *altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,*

(c) *disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,*

(d) *disturbing or excavating an Aboriginal place of heritage significance,*

(e) *erecting a building on land:*

(i) *on which a heritage item is located or that is within a heritage conservation area,*

A Heritage Impact Statement has been prepared by NBRS+ Partners to accompany this Planning Proposal and is provided at **Attachment C**.

Car parking ancillary to other development

The site is shown as Category B on the Land Use and Transport Integration Map accompanying the SLEP 2012. Pursuant to Clause 7.9 the following car parking rates apply:

(1) **Serviced apartments and hotel or motel accommodation**

The maximum number of car parking spaces for a building used for the purposes of serviced apartments or hotel or motel accommodation is:

(a) *1 space for every 4 bedrooms up to 100 bedrooms, and*

(b) *1 space for every 5 bedrooms more than 100 bedrooms*

2.2.2 Sydney Development Control Plan 2012

The Sydney Development Control Plan 2012 (SDCP 2012) contains locality statements and general provisions and development controls for a range of matters including heritage items and significant architectural building types and specific provisions for various development types e.g. mixed use developments and residential flat buildings.

The locality statement for Camperdown envisages that the area will continue to transform from industrial uses to a vibrant high-density mixed use neighbourhood. The Missenden Road area is to support the centre emerging along Parramatta Road and retail activity along Missenden Road.

For heritage items, the SDCP 2012 (consistent with the SLEP 2012), requires the preparation of a heritage impact statement and a Conservation Management Plan. Additionally SDCP 2012 also requires that development affecting a heritage item is to:

- (a) *minimise the extent of change to significant fabric;*
- (b) *use traditional techniques and materials unless contemporary techniques and materials will result in a better conservation outcome;*
- (c) *enable the interpretation of each of the significant values of the item through the treatment of the item's fabric, spaces and setting;*
- (d) *provide a use compatible with its significance;*
- (e) *the provision of on-site interpretation, or a combination of each of these measures;*
- (f) *not reduce or obscure the heritage significance of the item; and*
- (g) *be reversible where necessary so new work can be removed with minimal damage, or impact to significant building fabric.*

SDCP 2012 also seeks that development should enhance the heritage item by removing unsympathetic alterations and additions and reinstating missing details, building and landscape elements, where physical or documentary evidence is available.

For mixed use developments SDCP 2012 contains a range of built form controls that will be relevant to the future development of the site. A summary of key controls is provided in **Table 2**.

Table 2 Planning Controls	
Planning Control	Details
Building Height (storeys)	2 storeys
Active Frontage	Missenden Road
Building Setbacks	Street frontage to be consistent with adjoining buildings Above street frontage – 3m for residential above non-residential
Solar access	70% of apartments to receive 2 hours of sunlight between 9am and 3pm on 21 June
Deep Soil	10% of the site area, with minimum dimension of 3m
Private open space	At least 75% of dwellings to have 10m ² of private open space with a minimum dimension of 2m.
Common open space	25% of site area and minimum dimension of 6m.

The controls in Part 4.2 of the SDCP 2012 are relevant to the future redevelopment of the site. Concurrent with the consideration of the amendment to SLEP 2012, it is proposed to amend the relevant controls SDCP 2012. This is discussed in detail in **Section 6**.

3 The Planning Proposal

The Planning Proposal seeks to amend the relevant planning controls for 51 Missenden Road in the SLEP 2012 to:

- Zone the site B4 mixed use;
- Permit a maximum FSR of 3.2:1; and
- Permit building heights up to 27 metres.

A detailed explanation of the amendments required to SLEP 2012 is provided at **Section 4**.

3.1 Objectives or Intended Outcome

The Planning Proposal is a site specific amendment to the SLEP 2012 to amend the land use zoning, height and floor space controls that apply to the site.

There is an opportunity to provide a mixed use building along Missenden Road, contributing to the progressive urban renewal of the precinct. The objective of the Planning Proposal is to facilitate further redevelopment of the site by providing appropriate planning controls to allow for serviced apartments at the rear of the site, whilst retaining the heritage listed hotel.

The intended outcome of the Planning Proposal is to amend the existing planning controls to facilitate serviced apartments at the rear of the site.

4 Explanation of Provisions

The Planning Proposal seeks the following amendments to the SLEP 2012.

Amendments to Sydney LEP 2012

- Amend the Land Zoning Map to show 51 Missenden Road as B4 mixed use;
- Amend the Height of Buildings Map applying to 51 Missenden Road to permit buildings 27 metres in height; and
- Amend the FSR Map to permit a maximum FSR of 3.2:1 at 51 Missenden Road.

The proposed changes to the LEP maps are detailed in **Section 5.5** of this report.

It is also proposed to amend SDCP 2012 to introduce site specific planning controls. These amendments are detailed in Section 6 of this Planning Proposal.

5 Justification

5.1 Need for the Planning Proposal

5.1.1 Is the Planning Proposal a result of any strategic study or report?

The proposal has not been prepared in response to any strategic study prepared by Council. However, DFP have prepared an Urban Design Study in support of the proposal. This urban design study details the rationale for the proposed future urban form. The Urban Design Study is discussed in detail in Section 5.3 and is included at **Appendix A**.

5.1.2 Is the Planning Proposal the best means of achieving the objectives of intended outcomes, or is there a better way?

An amendment to the SLEP 2012 is the only feasible way of achieving the desired future redevelopment of the site.

The proposed serviced apartments are currently a prohibited use under the B1 zone. Therefore a rezoning of the site is required to make the development a permissible use. Consideration has been given to including serviced apartments as an additional permitted use in Schedule 1 of the SLEP, however, the B4 Mixed Use is the preferred approach. The B4 Mixed Use zone applies to other land nearby and Council may wish to consider, separately to this proposal, the appropriateness of the B1 Neighbourhood Centre zone that currently applies to the land uses to the north-west of the site.

Clause 4.6 – Exception to Development Standards of the LEP 2012 does provide the ability to vary the height and floor space controls for a future development on site, however the proposed development includes a significant variation to the planning controls and therefore a Clause 4.6 variation is not considered viable option. A Clause 4.6 variation would also not address the issue of permissibility.

The most appropriate means of achieving the proposed use of the site is to amend the SLEP 2012. This will provide greater certainty and enable the new planning controls to be informed by an urban design analysis that has tested the built form outcomes.

The Planning Proposal is considered to be the best and most appropriate means of achieving the intended outcomes.

5.2 Relationship to strategic planning framework

5.2.1 Is the Planning Proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

The regional strategic planning context for the consideration of this Planning Proposal includes:

- Metropolitan Plan for Sydney 2036 released by the NSW Government in December 2010;
- Draft Metropolitan Strategy for Sydney to 2031 released for public comment in March 2013; and
- Draft Sydney City Subregional Strategy (draft Subregional Strategy) exhibited in 2007.

Metropolitan Plan for Sydney 2036

The Metropolitan Plan for Sydney 2036 sets out a strategic planning framework that aims to:

- strengthen Sydney's role as a global city and Parramatta's role as Sydney premier regional city;

- grow and renew urban centres and corridors;
- plan for 70% of new housing in existing suburbs and 30% in greenfield areas;
- plan for 760,000 new jobs; and
- target development in areas serviced or accessible to public transport and transport corridors.

One of the identified actions in the Metropolitan Plan is to promote clusters of development around TAFEs, universities and health infrastructure in accessible centres. A major education, research and development hub identified is the University of Sydney and Royal Prince Alfred Hospital precinct at Camperdown. The Planning Proposal seeks to amend the planning controls to allow for the development of serviced apartments at the rear of the site. The Planning Proposal will facilitate development around this major hub that will provide accommodation for those wishing to access both the University of Sydney and Royal Prince Alfred Hospital. The Planning Proposal is consistent with the broad objectives of the Metropolitan Strategy.

Draft Metropolitan Strategy for Sydney to 2031

The Draft Metropolitan Strategy for Sydney to 2031 sets out a strategic planning framework for the Central Region of Sydney that aims to:

- Utilise both greenfield and infill areas, encouraging growth in key centres;
- Encourage accessibility and connectivity through strong public transport infrastructure and roads;
- Plan for 625,000 new jobs across Sydney;
- Plan for 545,000 new houses across Sydney; and
- Encourage environmental sustainability and resilience to natural hazards.

The Draft Metropolitan Strategy recognises Broadway and Camperdown Education and Health precinct as a cluster of world-class education and health facilities. The Planning Proposal will allow for serviced apartments within the vicinity of the Royal Prince Alfred Hospital and is consistent with the strategic directions of the Draft Metropolitan Strategy.

Draft Sydney City Subregional Strategy

The Sydney City Subregional Strategy identifies five major precincts within the subregion including the Sydney Education and Health Precinct located to the south west of the Sydney CBD. This precinct acts as a major area for education, medical and other research and technology based jobs.

The draft Subregional Strategy aims to further the capacity for office and hotel development to accommodate the increasing number of workers and visitors to the subregion. One of the identified actions is to promote key tourist and visitor destinations in the subregion, including future visitor accommodation and facilities. The Planning Proposal will facilitate a development that will include serviced apartments, allowing visitors suitable accommodation is close proximity to a major health and education hub. The Planning Proposal will contribute to the existing tourism accommodation stock thereby increasing the capacity of tourist accommodation within the subregion consistent with the broad objectives and aims of the Draft Subregional Strategy.

5.2.2 Is the Planning Proposal consistent with a council's local strategy or other local strategic plan?

The local strategic planning context for the consideration of this Planning Proposal includes:

- Sydney 2030, was adopted by the City of Sydney in June 2008, with this document being incorporated into the Strategic and resourcing Plan in 2011; and
- City of Sydney Draft Tourism Action Plan 2013 released by the City of Sydney in July 2013.

Sydney 2030

Council prepared Sydney 2030 as a vision document to guide development within the city for the next 20 years. The main objectives of the plan are to promote a 'green, global and connected city'.

The Strategy emphasises the importance of multi hub city, where multiple economic centres exist within the centre, including health employment concentrations around Camperdown, near the Royal Prince Alfred Hospital. The plan sets out targets for an additional 97,000 jobs, with a large proportion of these jobs to be from key industries including tourism.

An objective identified within the plan is to enhance tourism infrastructure, assets and branding of the City. The Planning Proposal allows for tourist accommodation around the Royal Prince Alfred Hospital and Sydney University health and education hub. Additional tourist accommodation in this hub will service both domestic and international visitors. The Planning Proposal will support the health and education cluster by providing easy accessible accommodation for those visiting the area, thereby promoting the overall objective of this plan to create a global and connected city.

City of Sydney Draft Tourism Action Plan 2013

The Draft Tourism Action Plan 2013 recognises the importance of tourism to the economic functioning of the City. The plan identifies deficits in the provision of hotel accommodation within the City, an issue that will become more pronounced as the number of visitors to the city continues to rise.

The plan acknowledges the role tourism plays in supporting key industries including education services. The Planning Proposal will assist in supporting educational establishments such as the University of Sydney by ensuring appropriate short stay accommodation is conveniently located near a key education hub, consistent with the objectives of the draft Tourism Action Plan.

5.2.3 Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

An assessment of the Planning Proposal against the applicability and consistency with State Environmental Planning Policies is included at **Appendix C**.

The Planning Proposal is not inconsistent with the applicable SEPPs.

5.2.4 Is the Planning Proposal consistent with applicable Ministerial Directions (s.117 directions)?

An assessment of the Planning Proposal against the applicability and consistency with Ministerial Directions is included at **Appendix D**. The Planning Proposal is consistent with the relevant Ministerial Directions. The main direction of relevance is discussed below.

2.3 Heritage Conservation

The objectives of the direction are:

- (1) *The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.*

The direction states that a Planning Proposal must facilitate the conservation of:

- (a) *items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area,*

The applicant proposes to undertake heritage restoration works to the existing hotel and has prepared concept designs (refer to **Appendix B**) for the serviced apartments which are a sympathetic response to the heritage listed building.

5.3 Environmental, social and economic impacts

5.3.1 Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The site is located in a highly urbanised area and has been developed for urban purposes. There is no vegetation on the site.

5.3.2 Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

The likely environmental effects of the Planning Proposal are potential built form, heritage and traffic impacts.

Built Form

DFP has prepared an Urban Design Study for the proposal which is included at **Appendix A**. The Urban Design Study examines the proposed built form within the context of the local character of the area and the surrounding urban character. The design study also considers the physical and spatial characteristics of the site, within its local and regional contexts.

The future built form envisaged comprises the existing Alfred Hotel and a new 7 storey tower element to the rear of the hotel. The proposed building footprint concept seeks to retain the original character and structure of the hotel building, with the new tower footprint (approx. 160sqm) to be introduced at the rear of the site, where the existing building steps down to 1 storey on the Dunblane Street frontage.

The retention of the heritage façade of The Alfred Hotel preserves the heritage significance of the site. The introduction of the tower behind allows the envisioned development to be in keeping with the varied building type and block size characteristics found along Missenden Road. The consequence is that the new development reiterates the pattern of built form in the surrounding area by continuing to express a diversity in building height and form.

A 25- 30m setback for the new levels of the proposed development will ensure the tower element is read as part of the background and reduce visual impact on the street and overshadowing to adjoining properties. Further, the typography of Dunblane Street will reduce the dominance of the tower element as the slope of the land reduces the appearance of height from Missenden Road.

When viewed from Missenden Road, the dominant element of the design will be the Alfred Hotel in the foreground. Given its location and setback to the rear of the site, the perception of height from the street (relative to adjoining development), will be reduced. Recognising the different distribution of bulk and height between adjoining sites will ensure

On the Dunblane Street elevation, the tower represents approximately one third of the length of the site. It provides a well-proportioned and balanced volume to the existing building. It also provides diversity and interest in the streetscape.

A detailed map of the Parramatta area, showing a grid of streets and building footprints. The map uses color-coding to indicate building heights: light orange for 1-3 storeys, medium orange for 4-7 storeys, and dark orange/red for 8-10+ storeys. A red outline marks the 'Site' at the intersection of Marsden Street and Broderick Street. The map includes labels for major roads like Parramatta Road, Salisbury Road, and Missenden Road, as well as landmarks such as St John's Oval, St John's College, and the Royal Prince Alfred Hospital. A key at the bottom explains the color-coding and the red outline.

KEY

 Site	 4 storeys	 8 storeys
 1 storey	 5 storeys	 10+ storeys
 2 storeys	 6 storeys	
 3 storeys	 7 storeys	

Figure 17 *Surrounding building heights*

State Environmental Planning Policy No. 65 – Design Quality

NBRS+ Partners have prepared a report assessing the development concept against the principles of the State Environmental Planning Policy No. 65 – Design Quality (SEPP 65) and the Residential Flat Design Code (RFDC) (refer to **Appendix E**). When compared against the 'rules of thumb' of the RFDC the proposal complies with the following provisions:

- Building depth;
- Private open space;
- Building separation;
- Barrier free access;
- Apartment minimum sizes;
- Habitable rooms;
- Storage;
- Living rooms and private open space sun access;
- Single aspect apartments with southerly aspect; and
- Kitchens.

Whilst the development concept does not strictly meet cross ventilation requirements, with 58% rather than 60% of the 12 apartments cross ventilated, the departure from the control is minor and therefore considered negligible. With regard to deep soil planting, there is no opportunity to provide this on the site, however, the departure from the deep soil requirement is offset by providing a 98.68m² green roof space.

The dense urban form of the immediate locality and the heritage item on site limits opportunities for communal open space. This has resulted in a departure from the communal open space provision; give the sites urban context, which is in close proximity to a diverse range of services, amenities, facilities open space, the variation is considered acceptable.

NBRS+ Partners found the amenity of the proposed service apartments to be acceptable in the SEPP 65 assessment and accompanying review against the RFDC.

Heritage

A Statement of Heritage Impact has been prepared by NBRS+ Partners, a copy of which is included at **Appendix F**. The Planning Proposal is for a seven storey envelope at the rear of the hotel which has been designed to ensure heritage issues are appropriately addressed.

The statement identifies a number of measures to enhance the heritage significance of the Alfred Hotel, including conversion of the external features of the hotel and retention of significant interior elements and original use of the building.

The historical use of a hotel on the ground level and basement, with short-term accommodation above will continue in the development. The building works to the hotel will enable this use to continue at a more contemporary standard.

The proposed building envelope is in the western portion of the site and the new tower element would be constructed over the least significant and least prominent part of the site. Further, the proposed addition has been designed as a narrow tower with a small footprint able to retain the more significant parts of the hotel and is considered sympatric to the heritage item. New façade materials would contrast with the original hotel, and be seen clearly as a new development. The concept designs (refer **Appendix B**) include stylised

vertical sections for the balconies that would contrast with the horizontal emphasis of the windows in an appropriate manner to relate to the Art Deco style of the Alfred Hotel.

NBRS+ Partners concludes that the location of the tower element retains the most significant elements of the Alfred Hotel and that the Planning Proposal provides an acceptable addition within the setting of the hotel. The envisaged future development will ensure the significant heritage features of the Alfred Hotel are retained while simultaneously encouraging contemporary additions to the rear.

NBRS+ Partners have also prepared a Schedule of Conservation Works (**Appendix G**) which are proposed to be undertaken as part of a future and separate development application. The conservation works would retain and repair the Interwar exterior, ensuring the more significant original fabric of the building is protected thereby extending its life.

Traffic and Parking

A Traffic and Parking Assessment report has been prepared by McLaren Traffic Engineering and is included at **Appendix H**. The report analyses the existing road network conditions and the parking requirement with regard to Planning Proposal.

The traffic and parking assessment has been based on an indicative development yield of 12 serviced apartments. Parking provisions contained within Clause 7.9 of the DCP require a maximum of 1 parking space for every 4 bedrooms. SLEP 2012 does not state any minimum requirement.

The surrounding area is well service by public transport, namely numerous bus routes running along Parramatta Road, which is within 300 m of the site. In addition, multiple car share facilities are located in close proximity to the site including three Go Get cars within 200m of the site. Bicycle storage will be available on-site (within the basement) and therefore provides for the use of alternative transport modes.

The development concept achievable under the Planning Proposal will not provide onsite parking, thereby satisfying the requirements of Clause 7.9 of the SLEP 2012, which places limits on the maximum number of parking spaces but does not identify a minimum number of parking spaces. Providing zero onsite parking will promote the use of public transport, walking and cycling, whilst supporting the objectives of the SDGP 2012 to manage the impacts of private car usage.

In summary the proposed future development envisaged for the site under this Planning Proposal will not have any unacceptable traffic and parking impacts.

Building Code of Australia

NBRS+ Partners has undertaken a Preliminary BCA Review of the development concept (**Appendix I**) and found the works could generally meet the relevant Deemed to Satisfy Provisions of the Building Code of Australia. One area of non-compliance was identified in relation to existing floor framing, which does not have the fire separation required by Specification C1.1 of the BCA. This non-compliance can be rectified through an alternative solution prepared by a Fire Safety Engineer. The solution would be resolved at the DA stage, and could involve either the installation of sprinkler protection to both levels or installation of a fire rated ceiling. All options are achievable and would ensure full compliance with the necessary BCA provisions.

5.3.3 Has the Planning Proposal adequately addressed any social and economic effects?

The future development of serviced apartments as envisaged by the Planning Proposal will provide additional tourist and visitor accommodation floorspace in close proximity to the Royal Prince Alfred Hospital and University of Sydney and within a short distance to the Sydney CBD.

The provision of additional tourist and visitor accommodation is consistent with the objectives of the Draft Tourism Action Plan which identified the growing need to tourist and visitor accommodation in the City. Further the tourist and visitor accommodation will also be available to people accessing services or visiting the Royal Prince Alfred Hospital, the University of Sydney and other health and education services in the surrounding area.

The proposal is considered to positive social and economic benefits.

5.4 State and Commonwealth interests

5.4.1 Is there adequate public infrastructure for the Planning Proposal?

The site is located in an area that is already well serviced by public infrastructure.

5.4.2 What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

Consultation with the remaining relevant State and Commonwealth public authorities can be undertaken in conjunction with the exhibition of the Planning Proposal following Gateway Determination.

5.5 Mapping

The Planning Proposal will require the following mapping amendments as set out in **Table 3** below.

Table 3 Mapping Amendments	
Planning Control	Details
Land Use Zoning	Amend zoning to B4 Mixed Use
Height of Buildings Map	Amend map to show 27m height limit for the site
Floor Space Ratio Map	Amend FSR to map to show FSR of 3.2:1 for the site

5.6 Community Consultation

If the Planning Proposal is supported by Council it will be forwarded to DP&E for Gateway Determination in accordance with Sections 56 and 57 of the *Environmental Planning and Assessment Act 1979*.

Opportunities for public comment on the Planning Proposal can be made during its formal public exhibition period.

6 Proposed Amendments to Sydney DCP 2012

It is proposed to amend the Section 6 Specific Sites of SDCP 2012 to support the proposed changes to the SLEP 2012.

The proposed changes to SDCP 2012 are also detailed in the Urban Design Study at **Appendix A**.

Objectives

- To retain the original character of heritage listed Alfred Hotel, whilst providing the opportunity for a slender tower element;
- To ensure new development is compatible in scale with surrounding built form and is considerate of the amenity of neighbouring properties;
- To provide for increased density in the Camperdown precinct that is accessible to public transport, health, education and other community services;
- Deliver a high quality built form that respects and responds to the heritage listed hotel; and
- To provide a slender tower form at the rear of the site. The footprint of the tower form is to be limited to the existing single storey element at the rear of the hotel.

Built Form and Design Controls

1. The tower form is to be a maximum of 7 storeys.
2. Building heights are to be consistent with Development Control Drawing No.1 Height in Storeys and Development Control Drawing No.2 Indicative height cross-section.
3. The tower is situated at the rear of the site as illustrated in Development Control Drawing No.3.
4. The use of varying external materials and architectural embellishments on the facades of the tower is encouraged to articulate, modulate and emphasise different components of the building's form. The materials and finishes should enhance the heritage qualities of the existing hotel.
5. Landscaping and structural design considerations should allow for possible roof garden on the tower.
6. The design of the serviced apartments should have regard to requirements of SEPP 65 and the RFDC.
7. Balconies may be included in the articulation zone as illustrated in Development Control Drawing No.3 and project over the existing hotel by a maximum of 2m.

7 Public Benefit

The Planning Proposal will offer a range of public benefits including:

- Improved environmental performance and outcomes through the provision of green roof and walls (of the roof top plant). The green roof and wall elements will improve air and water quality, and thermal insulation for the serviced apartments and importantly provide an increase in biodiversity on the site.
- Improved environmental performance through installation of solar panels.
- Conservation works to the Alfred Hotel including:
 - Repair of cracked masonry facade;
 - Repair or replacement of tiles;
 - Replacement of broken, cracked or missing glass bricks;
 - Restoration of timber work and joinery;
 - Restoration or replacement of awning;
 - Retention, restoration, and protection of windows and window joinery; and
 - Conservation and repair of ceilings.
- Provision of serviced apartment accommodation servicing an established health and education precinct.
- Provision of serviced apartment accommodation which will help meet the growing demand for tourist accommodation within the City of Sydney.

A separate development application is proposed to be lodged with Council for the conservation works to the hotel.

8 Conclusion and Recommendations

This Planning Proposal seeks to amend the land use zoning, height and FSR controls that apply to 51 Missenden Road to facilitate the future development of serviced apartments on the site. The future built form proposed is seven storey slender tower with green roof. The building envelope would allow for 12 serviced apartments, basement storage and green roof.

The site currently comprises the heritage listed Alfred Hotel and this Planning Proposal seeks to amend the SLEP and DCP planning controls to enable the proposed development at the rear of the hotel building. The Planning Proposal is seeking to:

- Amend the Land Zoning to B4 mixed use;
- Amend the Height of Buildings Map to permit buildings 27 metres in height; and
- Amend the FSR Map to permit a maximum FSR of 3.2:1.

The Planning Proposal is consistent with the objectives and strategies of the Metropolitan Plan and Draft Sydney City Subregional Strategy in that it will:

- Provide the opportunity for new tourist accommodation;
- Support the health and education by providing new short term accommodation easily accessible to the health and education facilities; and
- Provide short term accommodation in close proximity to the Sydney CBD and accessible to public transport.

The proposal for the development of a taller, slender, tower element at the rear of the existing heritage building is considered an appropriate design solution for the site. It is also proposed to undertake heritage conservation works to the Alfred Hotel.

This submission has demonstrated that there will be minimal environmental impact from the proposed amendment to the planning controls and we therefore recommended Council support the proposed amendments to the SLEP 2012 and the SDCP 2012.

URBAN DESIGN STUDY

51-55 Missenden Road, Camperdown



Prepared on behalf of Dolwest Pty Ltd

August 2014



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INTRODUCTION

01

1.1 Introduction and Summary

This urban design study for 51-55 Missenden Road, Camperdown, is in support of a Planning Proposal for the future redevelopment of the site.

DFP Planning Pty Ltd (DFP) have been engaged by the owners of The Alfred Hotel, Dolwest Pty Ltd, to prepare a Planning Proposal to amend the planning controls applicable to 51-55 Missenden Road, Camperdown (the site), to facilitate the development of serviced apartments. The objective of the urban design study is to support the Planning Proposal by demonstrating the urban design logic for the proposed built form (within the context of the local character and surrounding urban structure) and subsequently, the proposed amendments to the land use zoning, height and floor space ratio (FSR) controls that apply to the site.

The Urban Design Study examines and develops an understanding of the physical and spatial characteristics of the site and the surrounding area. It considers the regional and local contexts, to establish a logic in support of the proposed heights and floor space ratio controls.

The site's development potential has been considered within the context of relevant planning frameworks, recent development trends for taller buildings above the current LEP heights, the pattern of development within the precinct and the site's unique characteristics.

As Sydney continues to grow, the city's built form character is evolving and the need for taller buildings and sustainable, mixed-use designs is increasing. The proposal for the development of a taller, slender, tower element at the rear of the existing heritage building is considered an appropriate design solution for the site.

It also offers a number of other potential benefits including:

- An improved amenity for the site;
- An opportunity to create a complimentary architectural feature which reinforces the unique heritage facade of the Alfred Hotel.
- A slender tower building which demonstrates design excellence.
- A continuation of the diversity and mix of architectural forms in the area;
- A mixed use development within 200m of a bus stop on a regional strategic bus corridor (Parramatta Road);
- Enhanced pedestrian activation in the vicinity of the site which will contribute to the vitality of Camperdown;
- The opportunity to provide additional tourist accommodation;
- Redevelopment of the site will have broader social, cultural and economic benefits for Camperdown and contribute to achieving the objectives of the Sydney Metropolitan Plan;
- The opportunity to provide green roofs and sustainable and innovative architecture which will enhance the character of the precinct.

THE SITE

02

2.1 Legal Description

The site is located at 51-55 Missenden Road, Camperdown and has a legal property description of 1-4 in Deposited Plan 456915. Figure 1 shows the general location of the site within the local context.

The site is approximately 5km from the Sydney CBD and is located on the western side of Missenden Road, half way between Parramatta Road to the north and Salisbury Road to the south, at the corner of Dunblane Street.

The site has dual frontage to Missenden Road and Dunblane Street, opposite St John's College (a part of the University of Sydney). The site has a frontage of approximately 13m on Missenden Road and approximately 34m along the Dunblane Street frontage, and an area of approximately 440m².



Photo 01
Looking west across to the Alfred Hotel at 51-55 Missenden Road, Camperdown.

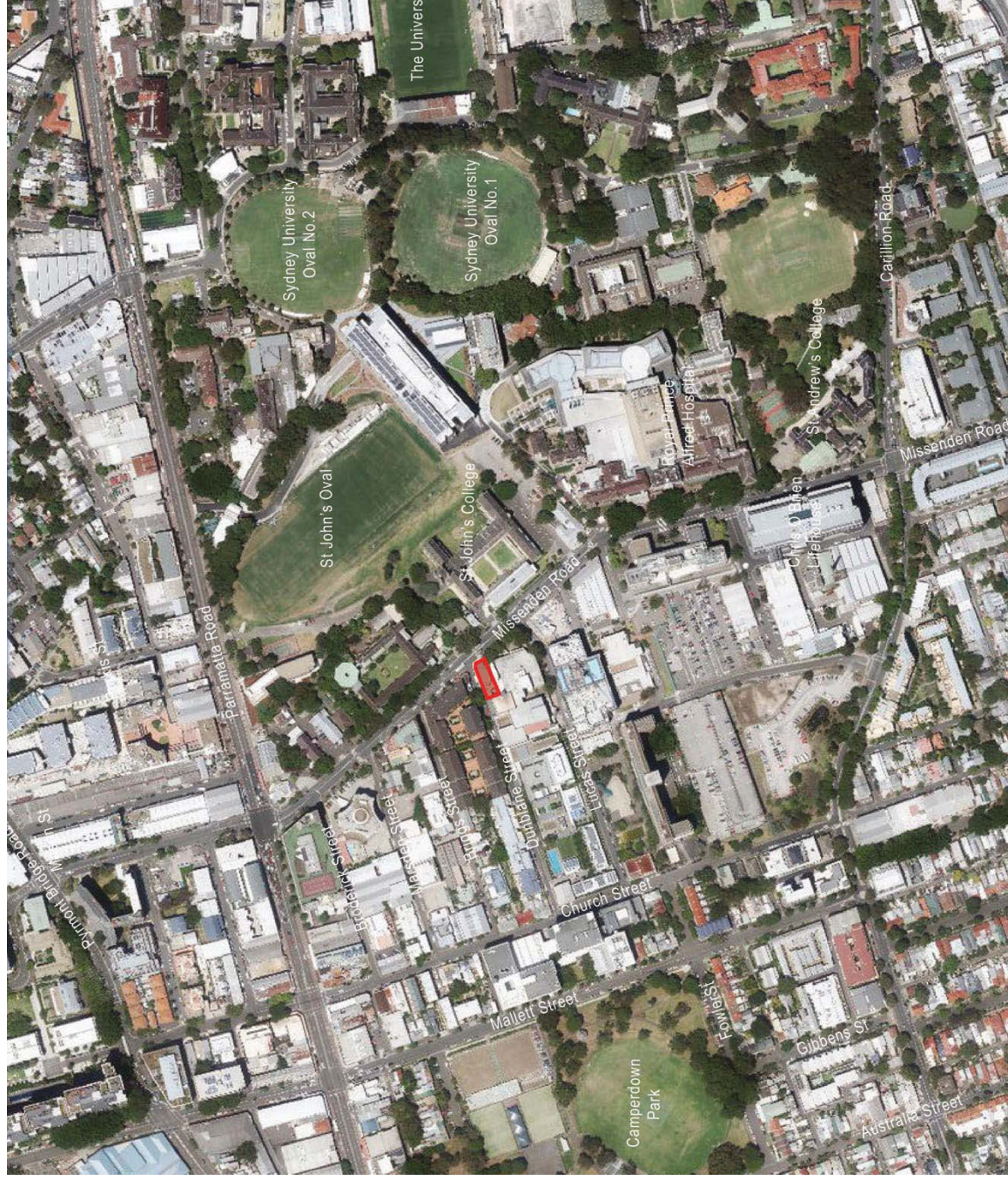


Figure 1
This aerial image shows the subject site in the context of Camperdown and the local area.

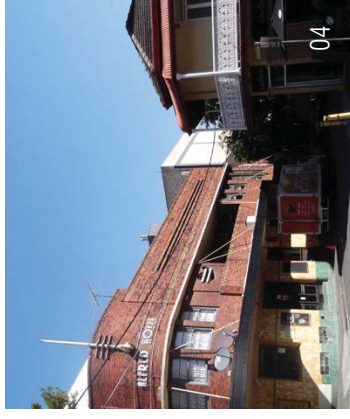
2.2 Characteristics and Surrounding Built Form

The site is occupied by a low scale, commercial hotel known as 'The Alfred'. The Alfred is a locally listed heritage item characterised by its inter-war, 'functionalist' style architecture. Presenting as two to three storeys on the Missenden Road Street frontage and stepping down to a single storey element at the rear of the building on Dunblane Street., its distinct facade maintains a strong corner presence on Missenden Road.

Located on the western side of Missenden Road, the Alfred sits toward the northern end along the connecting north south road, between Parramatta Road to the north and King Street to the south. The site lies opposite (to the east) Missenden College, Sancta Sophia College and St Johns College, which form part of the Sydney University and Royal Prince Alfred campuses. There are many institutional buildings and uses associated with both the University and the hospital which characterise the surrounding area, particularly along Missenden Road.

To the north, and adjoining the site, is the Queen Elizabeth 11 Building of the Royal Prince Alfred Hospital and adjacent that, the Missenden Mental Health Unit, which is currently under construction. To the south is a 3-4 storey mixed use/residential development, while further to the west along Dunblane Street is the Chinese Consulate. The surrounding land uses represent a mix of residential accommodation, retail, commercial and institutional uses. The composition of architecture and building typologies is equally diverse contributing to an eclectic character and urban form.

At the northern end of Missenden Road, there is a pattern of educational and hospital uses occupying the eastern side of Missenden Road while mixed uses occupy the western side. This gradually transitions on the west to a more residential character as you approach Church Street.



Photos showing the Alfred Hotel from varying perspectives looking north west (03), looking south west (04) and looking down Dunblane Street.

2.3 Land Use Patterns

There is a strong pattern of educational and hospital uses characterising the Missenden Road. These areas are dominated by large footprint buildings in a landscape setting.

Commercial and mixed uses extend along Parramatta Road dominating the character of the major regional connector.

Residential uses are scattered away from the major road connections and occupying the smaller blocks.

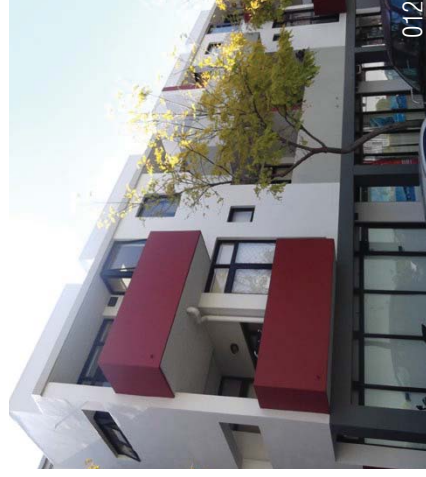
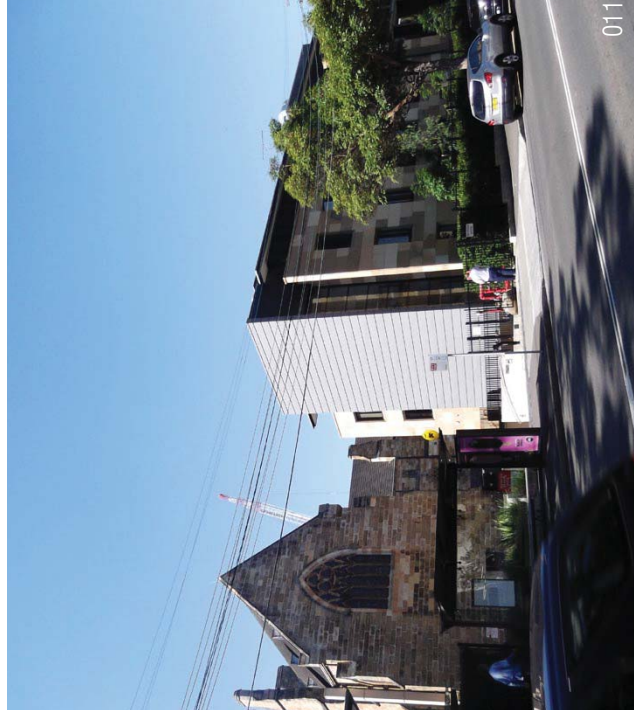


Figure 2
This illustration shows the dominance of institutional and hospital uses on the eastern side of Missenden Road. Commercial and mixed uses extend close to and along Parramatta Road, with residential development scattered outside of these uses.



2.4 Surrounding Development

06 View looking west down Dunblane Street toward Church Street 07 New Mental Health Building under construction south of the Alfred 08 Surrounding medium density housing 09 New residential development looking north along Church Street 010 Looking south in Dunblane Street to Chinese Consulate with institutional buildings in the background which have frontage to Missenden Road 011 Opposite the site, St John's College 012 Surrounding residential development



URBAN DESIGN ANALYSIS

03

***One of the identified actions
of the Metropolitan Plan for Sydney
is to promote clusters of development
around TAFEs, universities and
health infrastructure in
accessible centres.
A major education, research and
development hub identified is the
University of Sydney and
Royal Prince Alfred Hospital
precinct in Camperdown.***

Metropolitan Plan for Sydney 2036

3.1 Regional Context

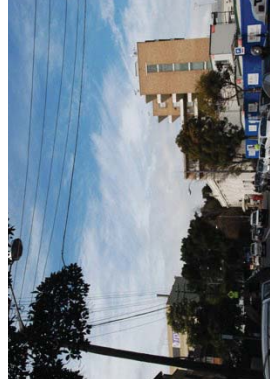
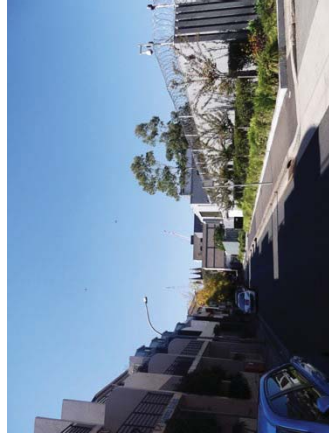
The site is located approximately 5 kilometres west of the Sydney CBD in the suburb of Camperdown, located approximately 200m from Parramatta Road, and opposite the Sydney University and Royal Prince Alfred Hospital campuses. Also located close to the village of Newtown, the site is within an inner city precinct undergoing significant urban renewal and regeneration.

Under the Draft Sydney City Subregional Strategy, five major precincts are identified including the Sydney Education and Health Precinct located to the south west of the Sydney CBD. This precinct acts as a major area for education, medical and other research and technology based jobs.

The draft Subregional Strategy aims to further the capacity for office and hotel development to accommodate the increasing number of workers and visitors to the subregion. One of the identified actions being to promote key tourist and visitor destinations in the subregion.

The Planning Proposal seeks to facilitate a development that will include serviced apartments, allowing visitors suitable accommodation is close proximity to a major health and education hub. The Planning Proposal will contribute to the existing tourism accommodation stock thereby increasing the capacity of tourist accommodation within the subregion consistent with the broad objectives and aims of the Draft Subregional Strategy

The proposed built form seeks to incorporate an additional height element to the existing building structure through a 7 storey tower at the rear. The proposed tower has been designed having regard to the heritage features of the building, and in response to the surrounding built form.





Loose Grid and Block Structure

The street and block patterns reflect a loose grid that responds to the topography of the land. The result is a mix of different block sizes and shapes in the broader context. Missenden Road runs north-south along a low ridge, extending from the lower lying Parramatta Road up to King Street in the south. To the west of Missenden Road, long, elongated, east-west aligned blocks extend down to Church Street into the adjoining residential areas. In contrast, the block structure to the east of Missenden Road is dominated by a large super block structure occupied by the University and Hospital campuses.

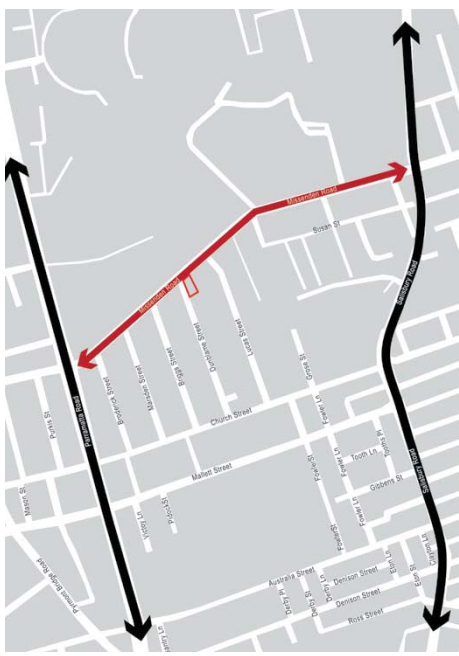
The combination of the street layout and topography has resulted in a mix of block sizes and building typologies giving the area a unique diversity of built form.



Figure Ground

The pattern of building layouts within Camperdown emerges out of the subdivision pattern and land uses. There is a distinct difference in the urban structure on either side of Missenden Road. To the east, irregular-shaped, large footprint, institutional type buildings are located in a landscaped setting. To the west, the regular grid supports a pattern of regular narrow, building types (such as town houses), with narrow frontages and long sides. To the west of Missenden Road, buildings are often built to the street edge (such as the Alfred Hotel), creating a strong urban form and street system. Buildings in a landscaped setting are far more prevalent to the east. Large areas of white reflect the formal open space of Camperdown Park as well as the ovals of Sydney University.

The Alfred Hotel abuts a number of buildings which in plan view, create a distinct urban form at the junction of Missenden Road and Dunblane Street.



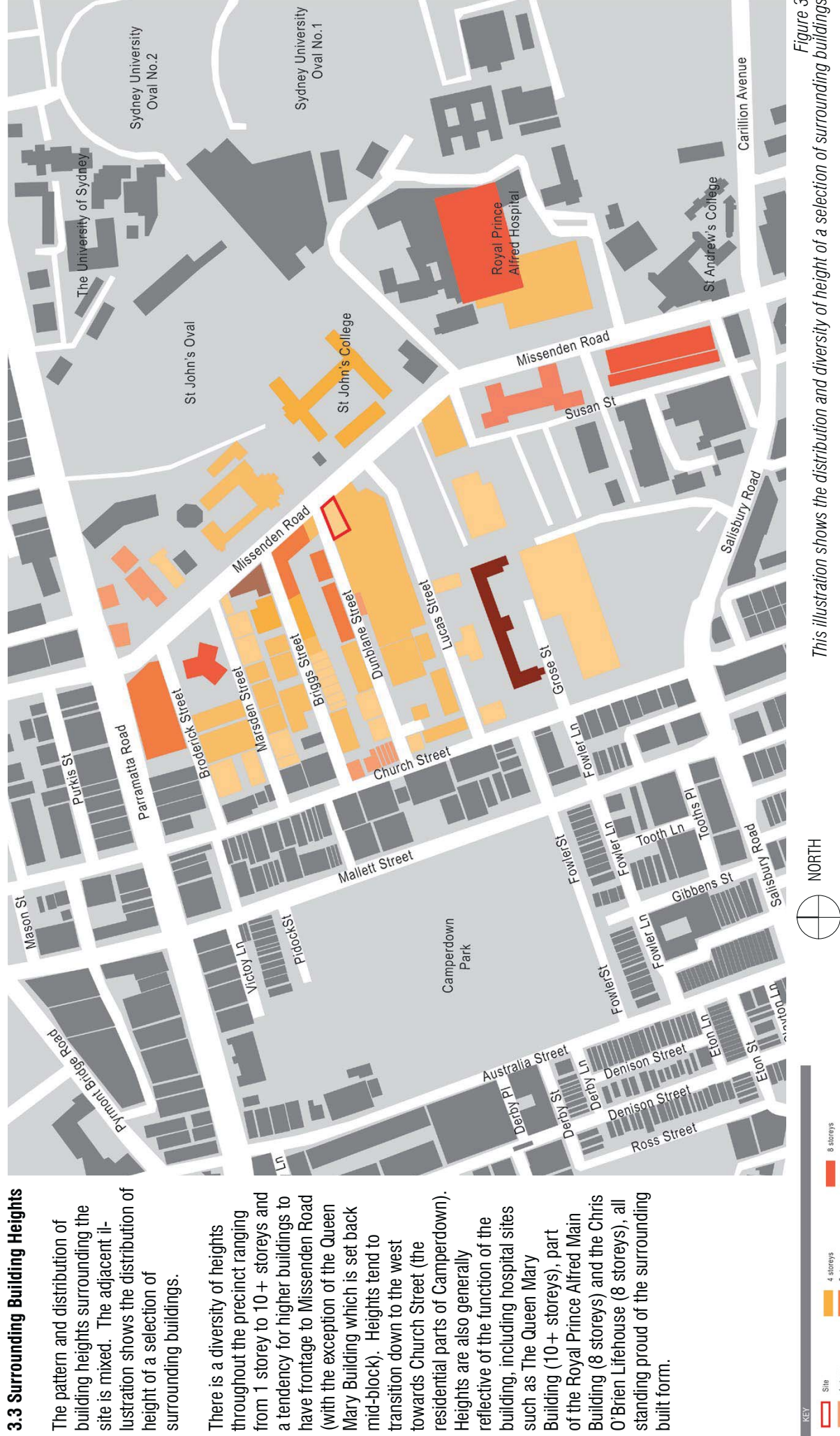
Movement Patterns

The hierarchy of the road network within Camperdown is characterised by a number of dominant east-west movement systems, such as Parramatta Road, which are connected to smaller and more frequent north-south connections. Parramatta Road forms the major, regional, east-west road connection in the area linking the Sydney CBD to Parramatta. King Street and Salisbury Road, also form significant east-west movement corridors to the south. Missenden Road forms an important north-south connection linking the major east-west movement corridors.

3.3 Surrounding Building Heights

The pattern and distribution of building heights surrounding the site is mixed. The adjacent illustration shows the distribution of height of a selection of surrounding buildings.

There is a diversity of heights throughout the precinct ranging from 1 storey to 10+ storeys and a tendency for higher buildings to have frontage to Missenden Road (with the exception of the Queen Mary Building which is set back mid-block). Heights tend to transition down to the west towards Church Street (the residential parts of Camperdown). Heights are also generally reflective of the function of the building, including hospital sites such as The Queen Mary Building (10+ storeys), part of the Royal Prince Alfred Main Building (8 storeys) and the Chris O'Brien Lifehouse (8 storeys), all standing proud of the surrounding built form.



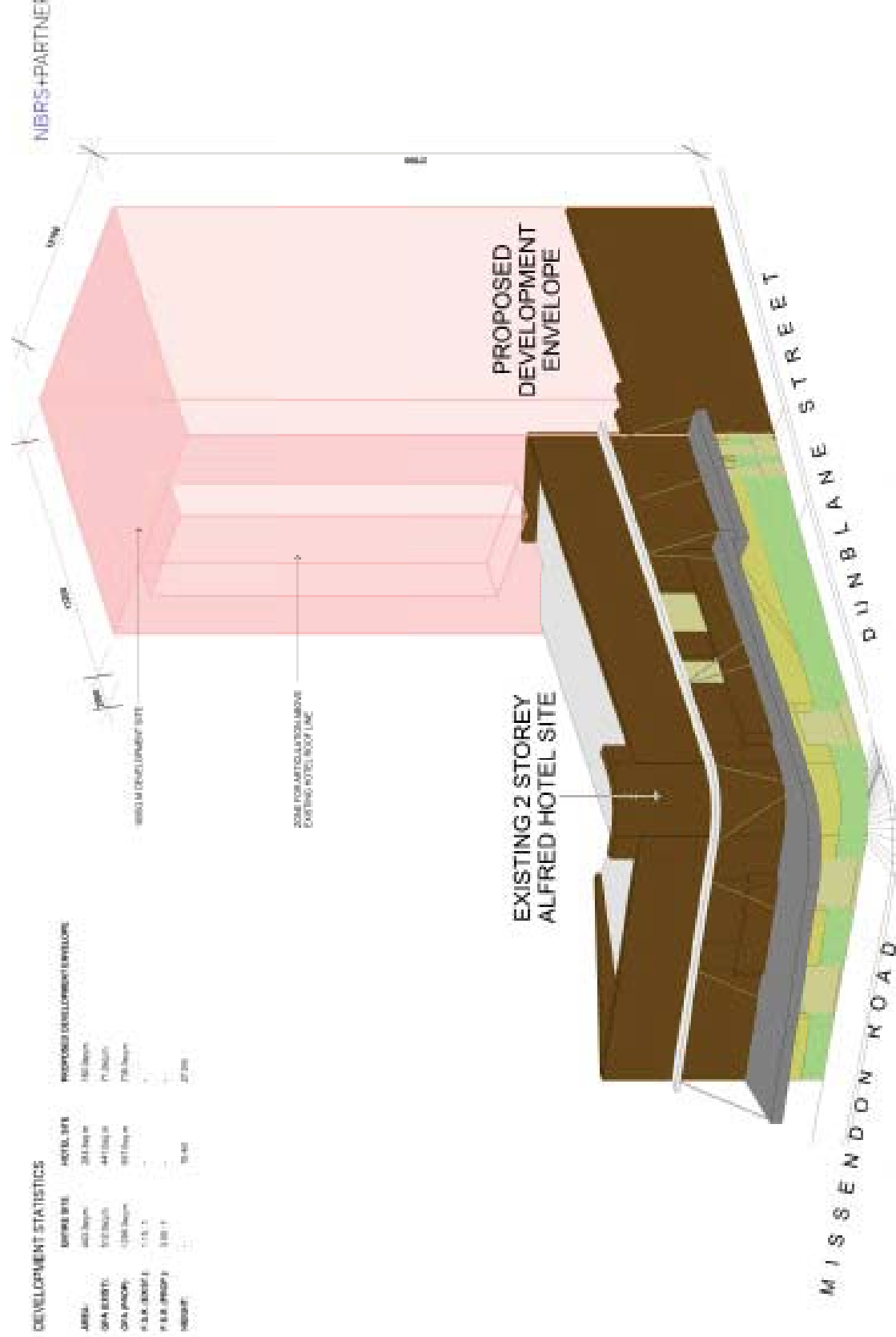
PROPOSED DEVELOPMENT

04

NEBS+PARTNER

PROPOSED DEVELOPMENT ENVELOPE

G2 STOREY HOTEL SITE



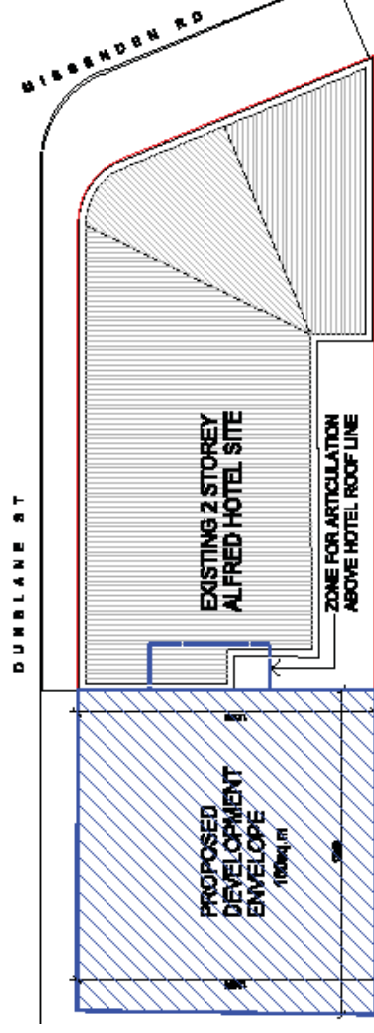
This illustration shows the proposed development envelope.

4.2 Building Footprint Concept

The proposed building footprint concept seeks to retain a substantial proportion of the existing Alfred Hotel (approx. 284sqm). The new tower footprint (approx. 160sqm) is proposed to be introduced at the rear of the site, where the existing building steps down to 1 storey on the Dunblane frontage.

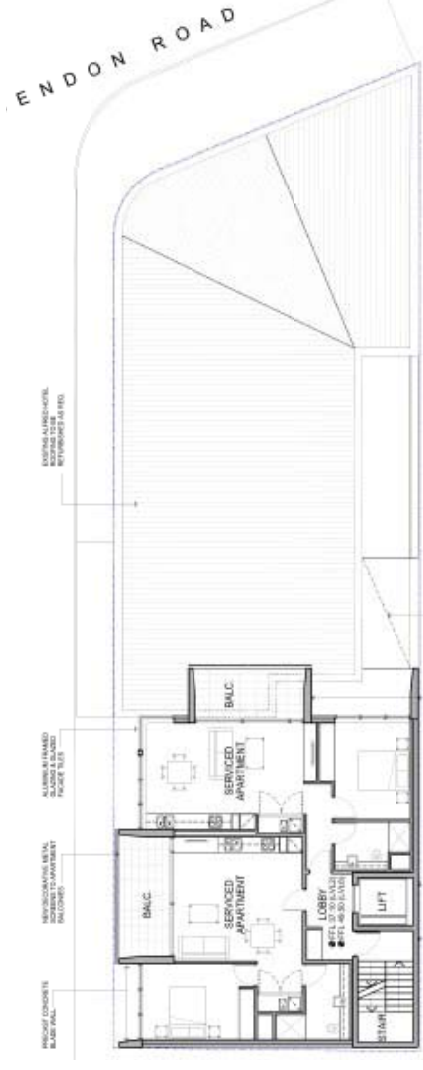
The two contrasting building footprints will ensure retention of existing bulk, scale and character of the Alfred Hotel. The smaller, more compact tower footprint at the rear of the site will result in a slender tower element, set back to reduce visual impact on the street and overshadowing to adjoining properties.

The typical floorplate design aims to achieve maximum sunlight access to the habitable rooms and private open space within the building.



PROPOSED DEVELOPMENT ENVELOPE

ALFRED HOTEL CONCEPT DESIGN



Typical Floor Plan, Level 2 - Level 6

ALFRED HOTEL CONCEPT DESIGN

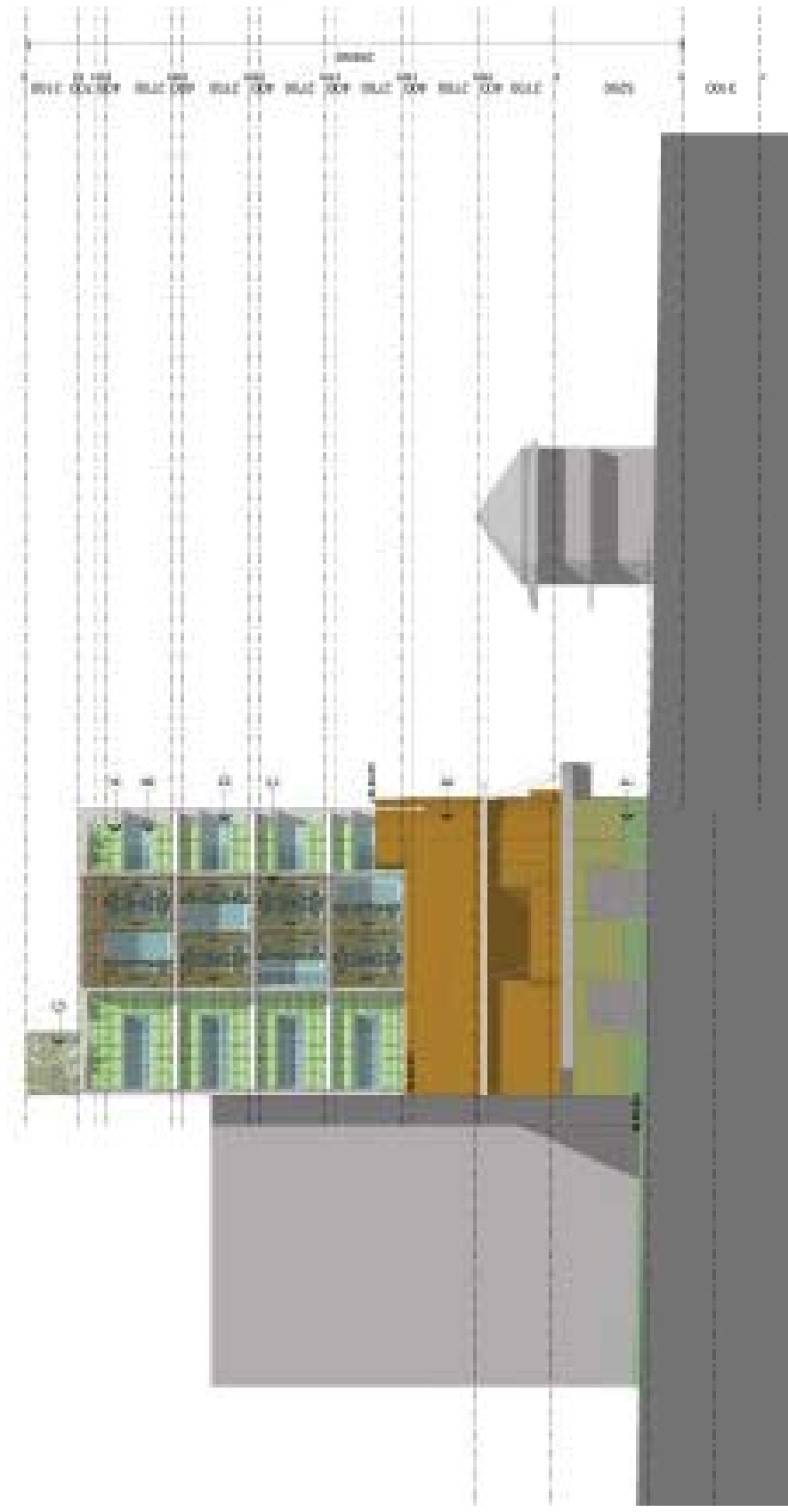
4.3 Missenden Road Concept

When viewed from Missenden Road, the dominant element of the design will be the Alfred Hotel in the foreground.

Proportionally the proposed new tower element appears to double the height of the existing facade, creating a balance between old and new elements.

Relative to the adjoining development to the south, the tower is likely to be over one storey higher. However, given its location and setback to the rear of the site, the perception of height from the street (relative to adjoining development), will be reduced. Recognising the different distribution of bulk and height between adjoining sites will ensure diversity and interest in the street.

The area of roof plant is setback from the eastern facade of the tower building and will not be visible from the street,



ALFRED HOTEL CONCEPT DESIGN

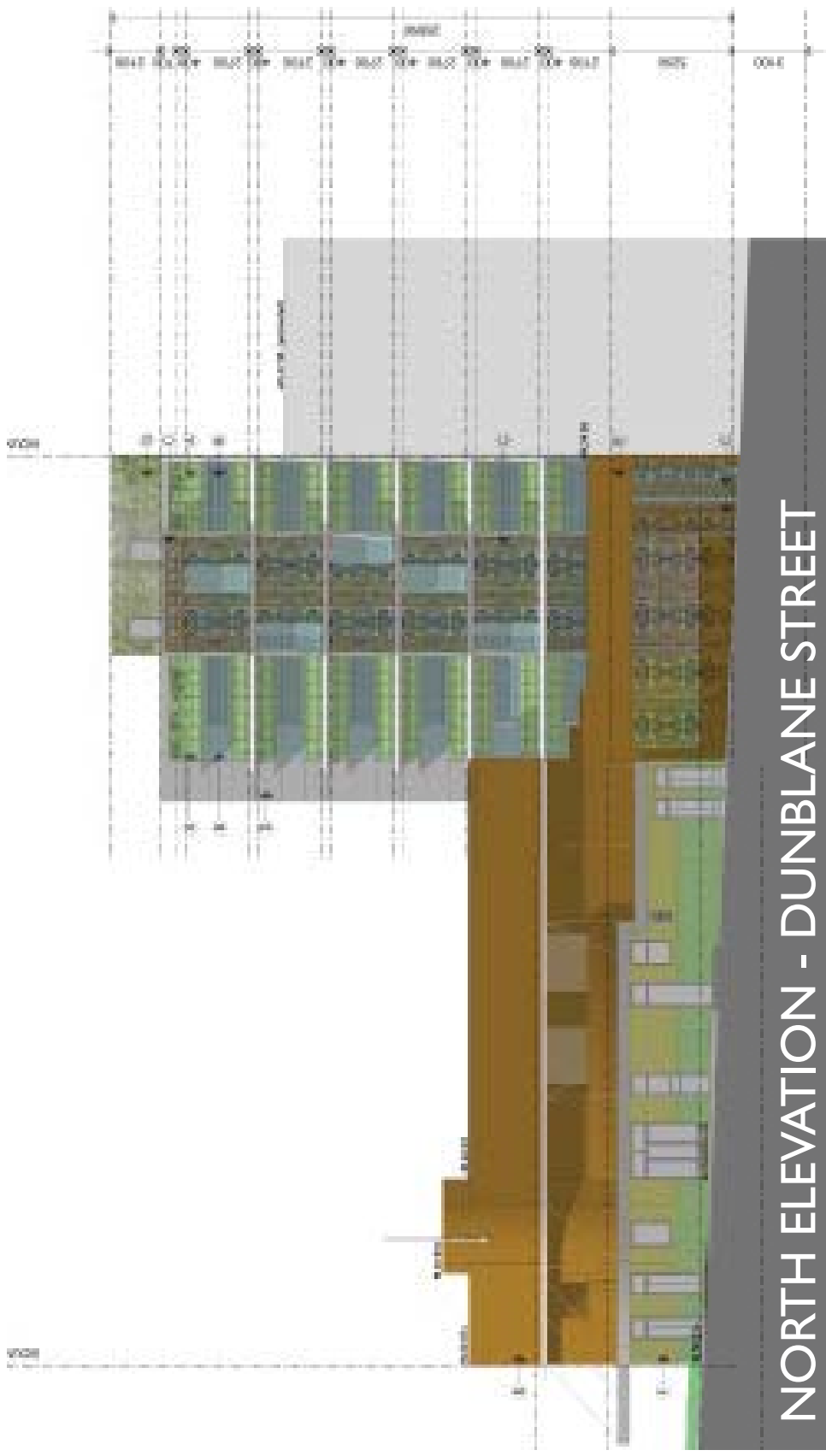
Figure 5
This illustration shows the Missenden Road elevation.

4.4 Dunblane Street Concept

When viewed from Dunblane Street, the tower element sits nicely within the surrounding built form. Specifically, the introduction of a slightly taller, more slender tower form, breaks up the bulky form of the adjoining building to the south and adds interest and diversity on this elevation.

Sited at the rear of the site, the tower element maximises the slope of the land and reduces the impact of a tower on Missenden Road. It nestles nicely into the landscape where the existing building steps down to meet the topography. The roof plant is also setback from the northern elevation and will not be visible from the street.

On this elevation, the tower represents approximately one third of the length of the site. It provides a well proportioned/balance volume to the existing building. It also provides diversity and interest in the streetscape.



ALFRED HOTEL CONCEPT DESIGN

Figure 6
This illustration shows the Dunblane Street elevation.

4.5 Solar Access Concept



9am 21 June

The proposed tower element casts a long, slender morning shadow over buildings to the south-west. The shadow falls mostly over roof tops. There is no impact upon any residential development.



12pm 21 June

By midday, the shadow has become shorter yet slightly wider, mainly affecting the rooftop of the adjoining building to the south. The shadow falls mostly over roof tops. There is no impact upon any residential development.



3pm 21 June

By the afternoon, the shadow has swung around to the south-east. The shadow falls mostly over roof tops. There is no impact upon any residential development.