

64-68 The Grand Parade

BRIGHTON LE SANDS

Urban Design Report

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1.0 Introduction



Figure 1: Site map

This report has been prepared by ae design partnership on behalf of Brighton Australia P/L, to provide urban design and planning background for a Planning Proposal pertaining to the 5 allotments between 64 and 68 The Grand Parade, Brighton Le Sands (hereafter referred to as the site, see Figure 1).

The Planning Proposal seeks the amendment of development standards pertaining to the subject site as follows:

- Floor Space Ratio: from N – 1:1 to X – 4:1.
- Height of Buildings: from N1 – 13 metres to V – 36 metres.

Site area is approximately 1085m² with frontages described as follows:

- Primary frontage to The Grand Parade (approximately 24 metres).
- Secondary frontage to Princess Street (approximately 39 metres).
- Rear frontage to Princess Lane (approximately 27 metres), accessible via Gordon Street to the north.
- Northern boundary adjoins 58-63 The Grand Parade, Brighton Le Sands.

The site is currently occupied by a row of 5 heritage listed (Item No. 1174, RLEP 2011) 2 storey terraces known as the 'Saywell' terraces. While substantially intact, the existing condition of the terraces is varied. The terraces have undergone varying degrees of alteration to fabric and finishes as outlined in the *Heritage Impact Statement* forming part of this application (Weir Philips 2015).

1.1 Amendments based on Council Resolution

At the Rockdale Council meeting on 16 March 2016, the planning proposal was approved unanimously by Councillors for the proposal to proceed to Gateway determination.

Councillors adopted the proponent's recommendation of a maximum height limit of 36m and a FSR of 4:1 as opposed to the Officer's recommendation of a maximum height limit of 28 metres and FSR of 3:1, additional height and bulk could be achieved through design excellence.

There was discussion at the meeting between the Councillors that the site is a landmark site, because of its visibility from Sydney International Airport. The additional bulk and scale was considered appropriate, subject to the development satisfying Council's design excellence criteria.

The additional height will provide the necessary flexibility to enable a good urban design outcome, which is not overly constrained by restrictive controls.

This site will be subject to Bayside Council's Design Excellence Clause, which will ensure the highest standard of architectural, urban and landscape design. The cantilever above the Saywell Terraces has been removed creating a consistent edge along The Grand Parade.



Figure 2: Original proposed building envelope



Figure 3: Amended building envelope.

A height plane for the site and surrounding buildings is illustrated in Figure 4. These diagrams demonstrate the impact of the additional height does not have an unreasonable impact on the Novotel. Shadow diagrams have been amended based on the new building envelope and include key times for winter and summer solstice as well as autumn equinox.

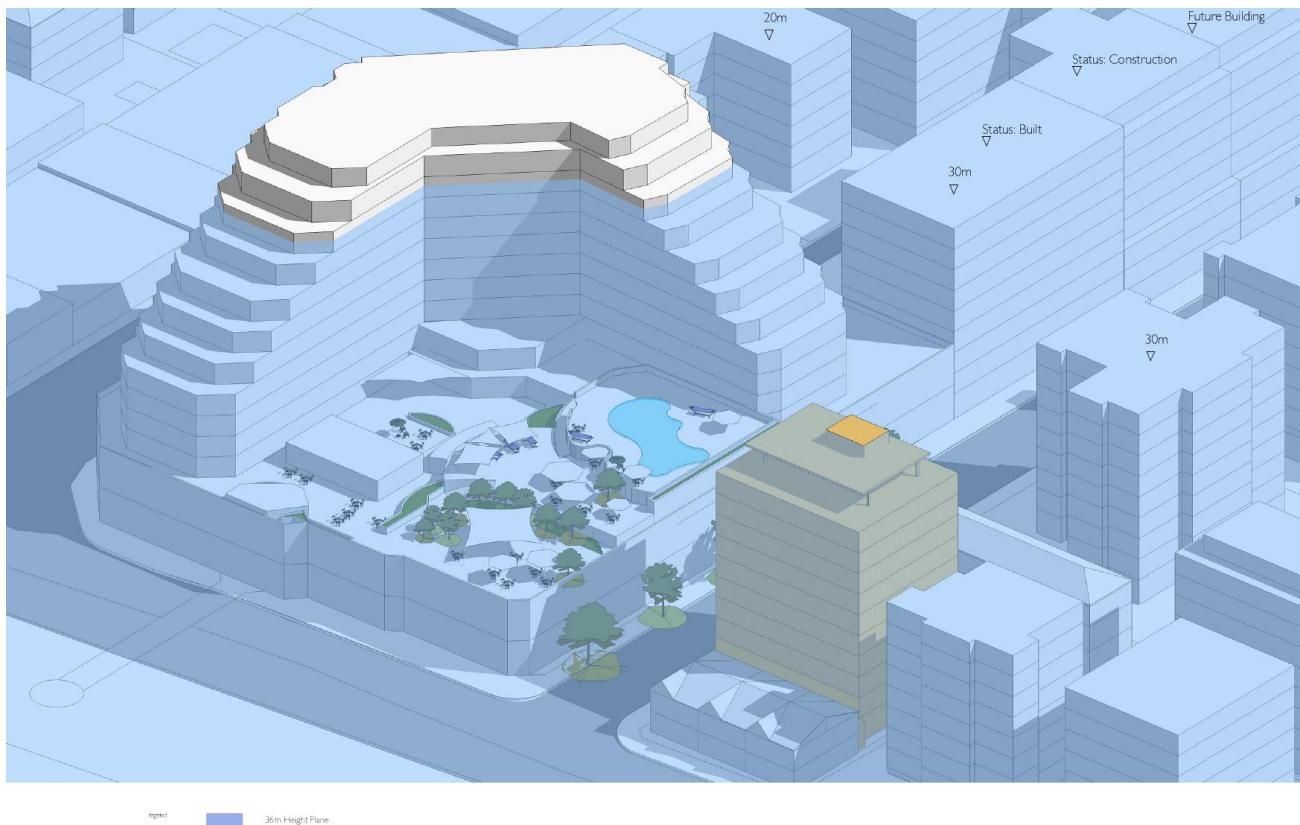


Figure 4: 36 metre height plane from bird's eye view.

Winter Solstice:

- Additional impact from height occurs between 9am and 12pm with the most impact occurring between 9am and 10am.
- 10am is the only time overshadowing partially covers the sun decks.
- Reasonable solar access is achieved for communal open space between 9am – 3pm.

Summer Solstice:

- Overshadowing does not fall on key outdoor spaces at any of the peak times of the day.
- Additional overshadowing caused by increased height falls onto Princess Street and The Grand Parade.
- Reasonable solar access is achieved for communal open space between 9am – 3pm.

Autumn Equinox:

- Additional impact from height occurs between 7am and 11am with the most impact occurring between 8am and 9am.
- Reasonable solar access is achieved for communal open space between 9am – 3pm.

The additional height does not have any unreasonable impact on the key outdoor spaces of the Novotel podium during mid-winter solstice and autumn equinox and minimal additional impact occurring on during the summer solstice.

The planning proposal proposes 4:I to follow the controls of the Novotel to the south. Council recommended an FSR this site of 3:I for Gateway. This is consistent with other rezoning where Council has recently rezoned sites on the southern portion of Princess Street at 28m and 3:I, as illustrated in Figure 2.

2.0 Context

2.1 Strategic Context

As illustrated in Figure 2, Brighton Le Sands is located in an area of strategic importance:

- On the Botany Bay Foreshore;
- Along a *Proposed Motorway Extension* (through the existing F6 Corridor); and
- Strong connections to:
 - Sydney's *Global Economic Corridor*, including the CBD and other *Major Centres* via The Grand Parade, General Holmes Drive and the M5 South Western Motorway (undergoing expansion as part of the WestConnex project);
 - Kogarah and Hurstville *Major Centres* on the Illawarra-Eastern Suburbs Railway Line, accessible via Bay Street and Railway Parade;
 - The Sydney International Airport *Transport Gateway*, highly visible to aircraft landing and taking off from its Main North-South Runway; and
 - The Port Botany Precinct *Transport Gateway* via The Grand Parade, General Holmes Drive, M5 and Foreshore Road.

Under the *Draft Central District Plan* (2016), Brighton Le Sands is classified as a *Local Centre*, having a 600 metre radius walking catchment with a strip of shops and surrounding residential area within a 5 to 10 minute walk. There are usually on a smaller scale than district centres and generally serve the local population. The priorities of the Central District outlined in the plan include:

- “Plan for demographic change”
- “Enrich unique places and connections”

Under *A Plan for Growing Sydney* (2015), Brighton Le Sands is located with Sydney's South Subregion. The priorities for the South Subregion include:

- “Accelerate housing supply, choice and affordability and build great places to live”
- “Identify suitable locations for housing intensification and urban renewal ... particularly around established and new centres” (p 13).

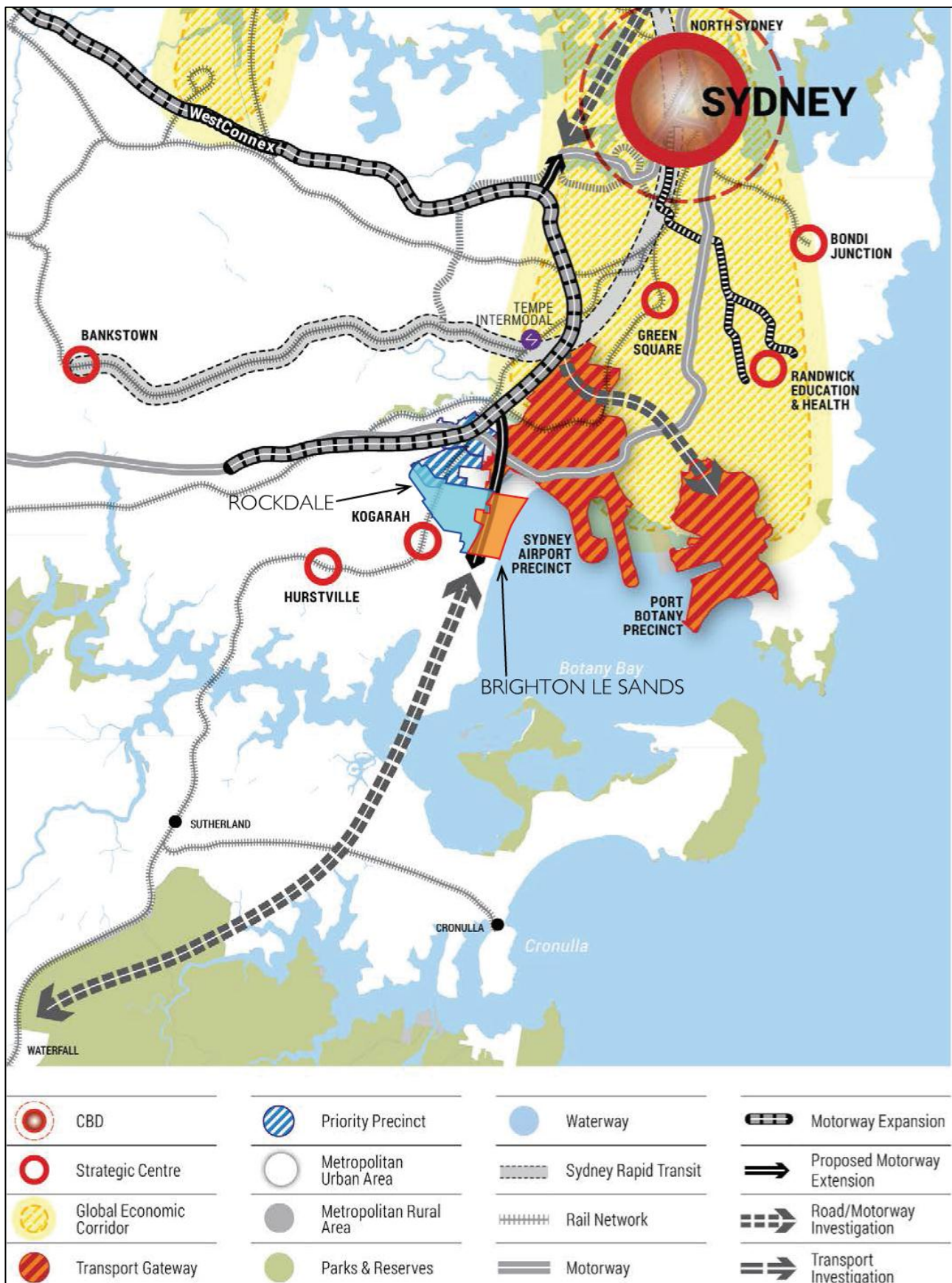


Figure 2: 'Southern Sydney – integrating employment with transport investment' (A Plan for Growing Sydney 2015, Fig. 20, p 58) with Brighton Le Sands and Rockdale overlayed

2.2 Sydney Airport-Botany Bay-Kogarah/Rockdale



Figure 3: Brighton Le Sands

The subject site is located within the Brighton Le Sands Village (as identified under the *Draft South Subregional Strategy*). It has a strategically important location, as seen in Figure 3:

- Located on the western side of The Grand Parade, towards the centre of the western foreshore of Botany Bay, highly visible to passengers on aircraft landing at Sydney Airport's Main North-South Runway, creating an opportunity for the development of an iconic, landmark tower.
- Well connected with Rockdale via Bay Street (bus routes 478 and 479), a *Town Centre* (as identified under the *Draft South Subregional Strategy*) incorporating a variety of retail and commercial services, as well as Rockdale Railway Station on the Illawarra-Eastern Suburbs Line.
- Well connected with Kogarah, a *Major Centre* (as identified under the *Draft South Subregional Strategy*) provides a number of health and education institutions that service the subregion including Kogarah High School, Kogarah Public School, St George Girls High School, James Cook Boys Technology High School, Moorefield Girls High School, St George TAFE, St George Public and Private Hospitals.
- Well connected with the Sydney CBD and other Major Centres north of Brighton Le Sands via The Grand Parade/General Holmes Drive/M5 South Western Motorway (bus route 303).
- Proximate an abundance of public open space:
 - Between the Cooks River (north) and Dolls Point (south) along the Botany Bay Foreshore.
 - West of the subject site, forming part of the *Proposed Motorway Extension/Road/Motorway Investigation*, as identified within *A Plan for Growing Sydney* (see Figure 2).

2.3 Brighton Le Sands



Figure 4: Local Context Map

As seen in Figure 4:

- The core of Brighton Le Sands Village (as identified under the *Draft South Subregional Strategy*) is focussed around Bay Street towards its intersection with The Grand Parade. The centre is well established with:
 - A range of essential services such as a post office, bank, large supermarket, medical facilities, registered club, shopping plaza.
 - Novotel Hotel at the northern corner of the intersection of Bay Street and The Grand Parade.
 - Approximately 800 metres of continuous active street frontage (within which is an abundance of outdoor dining opportunities) on the northern and southern side of Bay Street between Crawford Road and The Grand Parade, as well as along The Grand Parade itself.
 - An abundance of public open space on the eastern side of The Grand Parade along the Botany Bay Foreshore (which includes a cycle route along the bay to the Cook River and through to the Airport, City and Inner West) which, despite the width of The Grand Parade (up to 6 lanes), is easily accessible via a number of crossings from The Grand Parade's western side.
 - Residential accommodation (including detached dwellings and residential flat buildings) surrounding the core area.
- There is minimal built form transition within the locality. However, a number of potential development sites listed within Council's *Capacity Analysis and Built Form Study* and *Residential Strategy* (see Section 2.1 of this report) are identified within the Figure.

2.4 Heritage Context

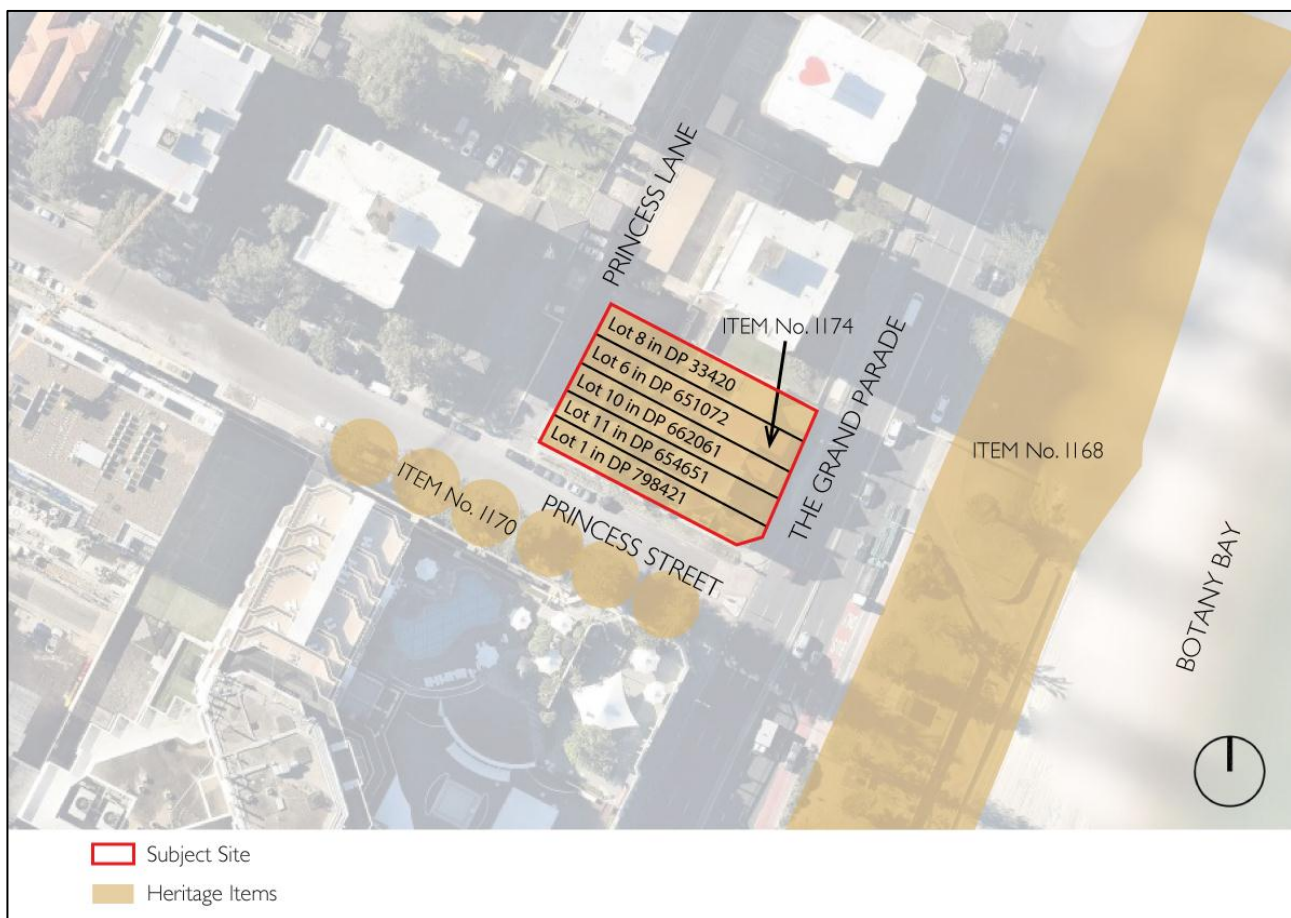


Figure 5: Heritage context

The site is currently occupied by a row of 5 heritage listed (Item No. 1174, RLEP 2011) 2 storey terraces known as the 'Saywell' terraces. While substantially intact, the existing condition of the terraces is varied. The terraces have undergone varying degrees of alteration to fabric and finishes as outlined in the *Heritage Impact Statement* forming part of this application (Weir Philips 2015).

Other heritage items proximate to the subject site include (see Figure 5):

- A row of street trees (Item No. 1170, RLEP 2011) south of subject site, on the southern side Princess Street;
- Cook Park (Item No. 1168), east of the subject site, forming part of the linear network of public open space along the Botany Bay Foreshore.

3.0 Character Assessment of Locality

3.1 Existing Character

3.1.1 Building Footprint



Figure 6: Land Zoning Map – Sheet LZN_004 and LZN_008 (RLEP 2011) with building footprints overlaid

The figure ground depicted in Figure 6 illustrates that development within the B4 Mixed Use and SP3 Tourist Zones has greater building footprint than that which is located within the residential zones due to:

- Development within the B4 Mixed Use/SP3 Tourist Zones incorporates minimal or nil street and side setbacks to maximise exposure of ground level retail and outdoor dining establishments; and
- Development within the residential zones incorporates substantial landscaped street and side setbacks.

3.1.2 Floor Space Ratio

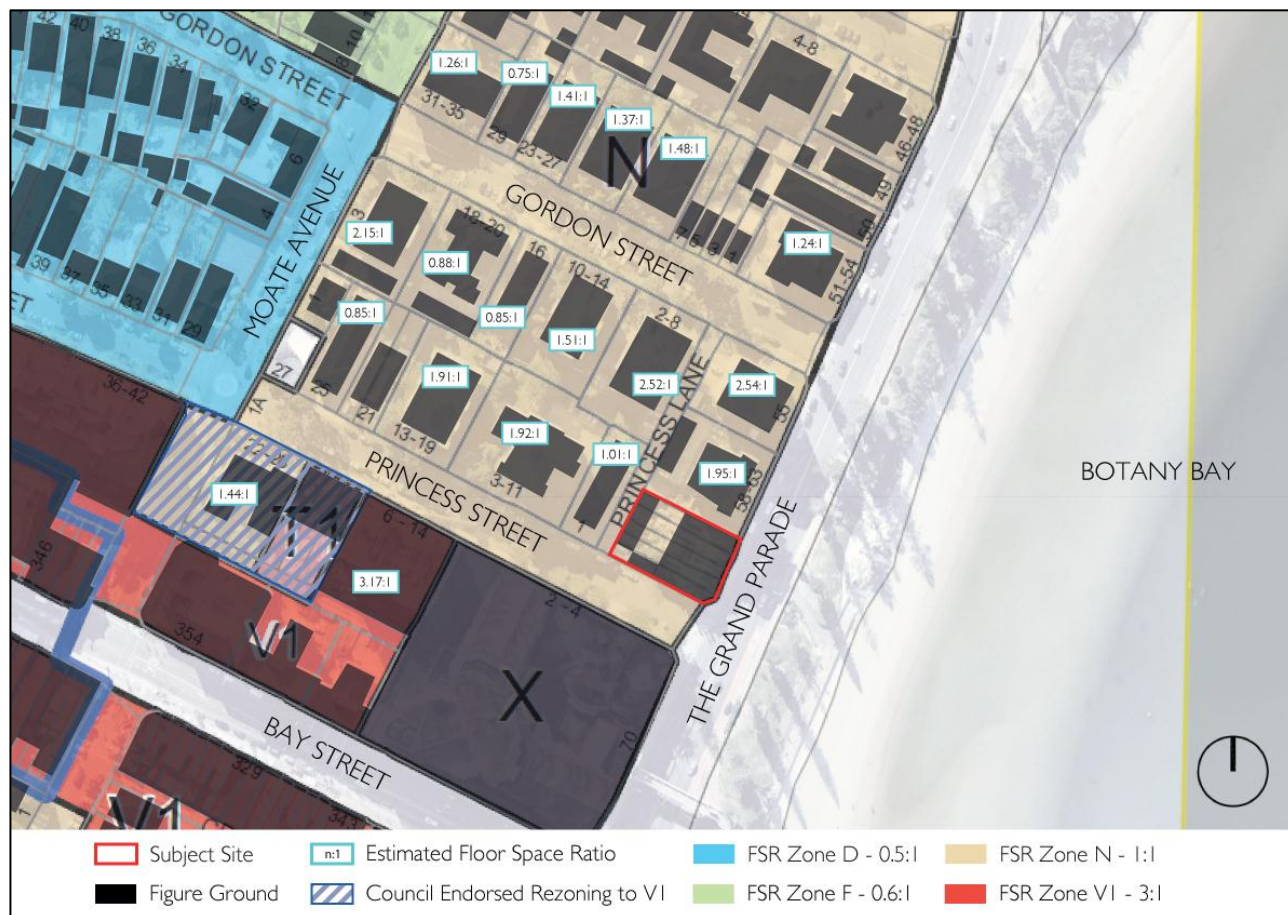


Figure 7: Floor Space Ratio Map – Sheet FSR_004 (RLEP 2011) with building footprints and estimated FSR's overlaid

Figure 7 depicts the estimated floor space ratio (floor space calculated at 85% efficiency of estimated building footprint) of buildings:

- Within the Moate Avenue/Gordon Street/Princess Street/The Grand Parade street block;
- On the northern side of Gordon Street between Moate Avenue and The Grand Parade; and
- On the southern side of Princess Street between Moate Avenue and The Grand Parade.

Figure 6 illustrates:

- Within the locality there is precedent for development with FSR greater than that which is permissible under existing controls locality, as evidenced by:
 - Gateway approval for rezoning of 16-28 Princess Street to V1 – 3:1;
 - Council approved Cl. 4.6 application for No. 6-14 Princess Street enabling development with FSR 3.17:1 where there is a maximum of 3:1 setback within the LEP.
- Estimated FSR of residential flat buildings within the locality generally exceed the maximum permissible FSR under the RLEP 2011, indicating that further built form transition is unlikely.

3.1.3 Height

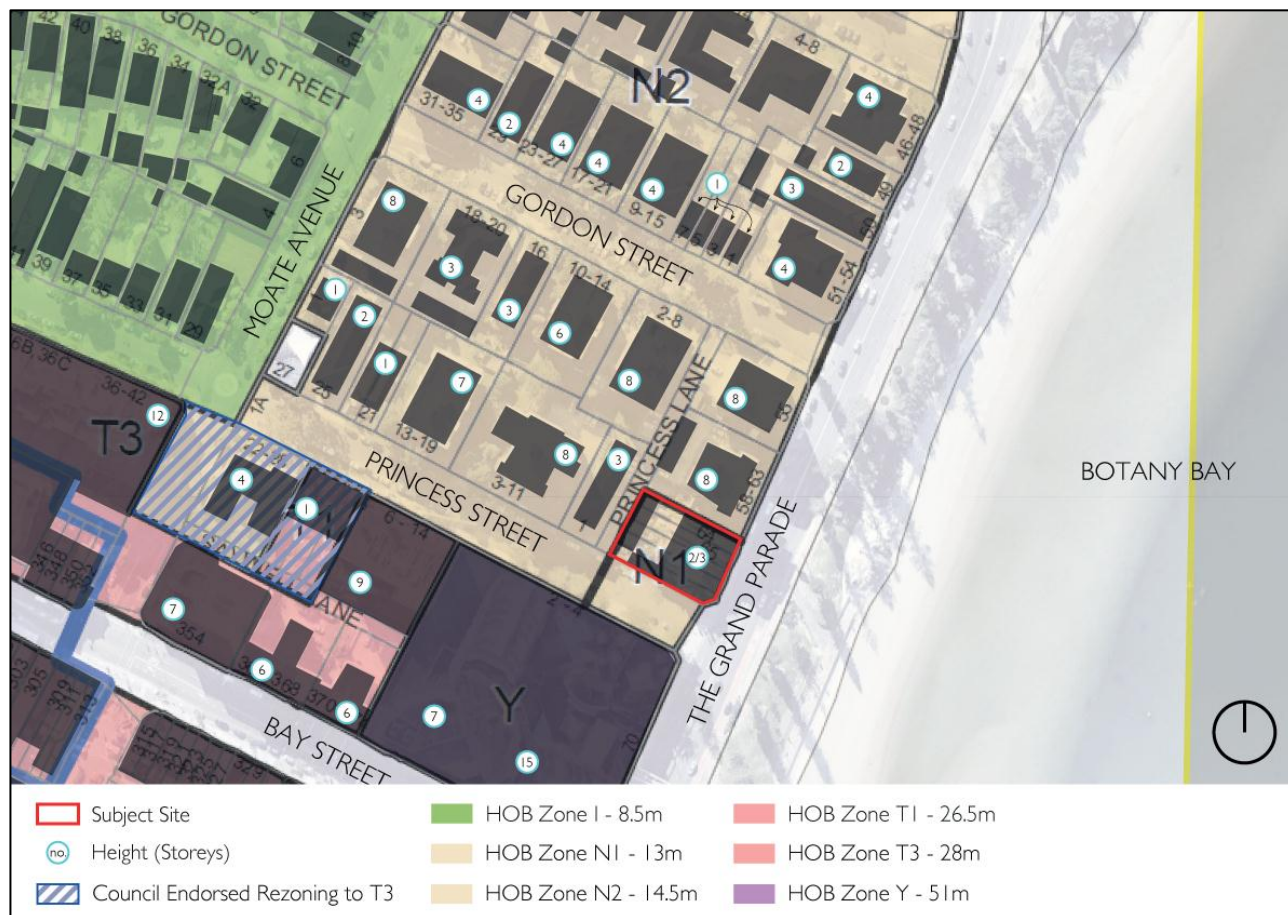


Figure 8: Height of Buildings Map – Sheet HOB_004 (RLEP 2011) with heights of existing buildings overlayed

Figure 8 depicts the height (in storeys) of buildings in the vicinity of the site:

- Significant built form transition within the locality is unlikely due to existing residential flat buildings generally having height exceeding that which is permissible under the Rockdale LEP 2011; and
- Development with greatest height and scale along The Grand Parade is located at the intersection of The Grand Parade with Bay Street. Development transitions to lower height and scale as distance from the intersection Bay Street with The Grand Parade increases.

3.1.4 Streetscape Character

Intersection Princess Street and The Grand Parade



Figure 9: View west to subject site (Saywell terraces highlighted red) and Novotel, as seen from The Grand Parade

- The Novotel building (illustrated in Figure 9) includes a commercial component (including ground floor retail with active street frontage) within the Bayside Plaza Shopping Centre and an upper level hotel component stepping back from The Grand Parade.
- Existing structures within the subject site include 5 terraces (highlighted red in Figure 9), known as the 'Saywell terraces', identified as having local heritage significance within the Rockdale LEP 2011.

As seen in Figure 9, there is a change in character of built form between the Novotel building and the Saywell terraces:

- Novotel building having substantial apparent bulk due to:
 - Nil street setback.
 - 3 storey street wall height.
 - Increased apparent height due to ground level being higher than street level.
- Saywell terraces:
 - Appearing poorly maintained and/or substantially altered (Weir Phillip 2015, Heritage Impact Statement).
 - Presenting predominantly blank façade at its Princess Street frontage.
 - Incorporating nil ground floor retail with active street frontage, despite being located within the B4 Mixed Use Zone.

Subject Site/58-63 The Grand Parade, Brighton Le Sands

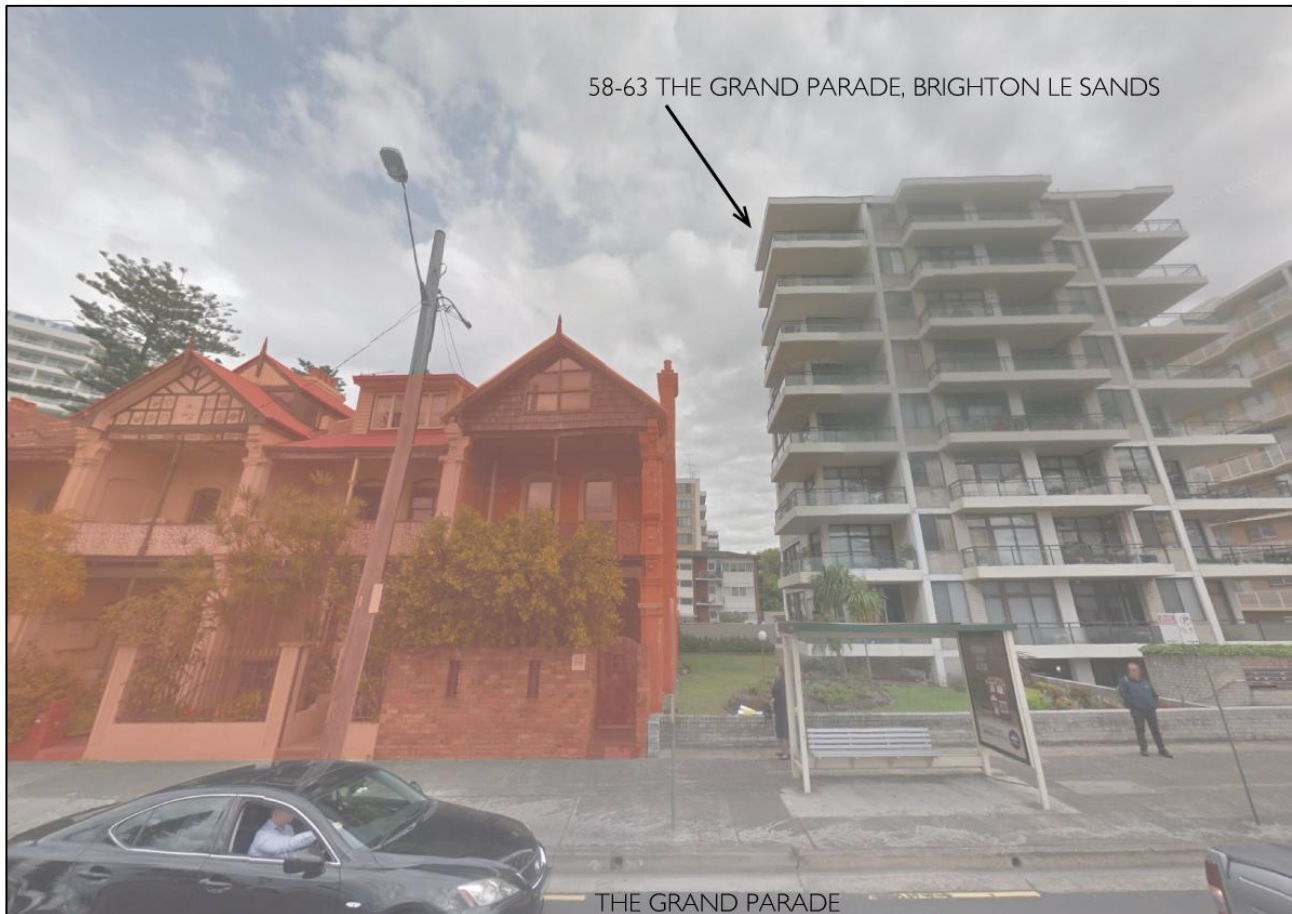


Figure 10: View west to subject site (Saywell terraces highlighted red) and 58-63 The Grand Parade, Brighton Le Sands, as seen from The Grand Parade

A land use zoning transition occurs between the subject site (B4 Mixed Use) and the development to the north, No. 58-63 The Grand Parade (R4 High Density Residential). As seen in Figure 10, there is a change in character of built form between 58-63 The Grand Parade and the Saywell terraces (identified in red):

- 58-63 The Grand Parade having:
 - Height 8 storeys.
 - Substantial landscaped street and side setbacks, inconsistent with the nil street and side setbacks of the heritage terraces.
 - Nil address of the heritage character of the existing terraces within the subject site.
- Saywell terraces:
 - Appear poorly maintained and/or substantially altered (Weir Phillips 2015, Heritage Impact Statement).
 - Incorporate nil publically accessible ground floor retail, despite the requirements of Cl. 6.11 of the Rockdale LEP 2011.
 - Present blank façade to 58-63 The Grand Parade, highly visible to southbound pedestrian and vehicular traffic along The Grand Parade.

As seen in Figures 9 and 10, the Novotel building and No. 58-63 The Grand Parade are more closely related (in terms of built form character) than either is to the heritage terraces. An opportunity exists to redevelop the subject site such that a tower is developed at its rear, creating a transition in built form character between the Novotel and No. 58-63 The Grand Parade.

Intersection Princess Lane and Princess Street



Figure 11: View north to intersection of Princess Lane and Princess Street (Saywell terraces identified in red), as seen from Princess Street

As seen in Figure 11:

- The streetscape at the intersection of Princess Lane and Princess Street, as seen from Princess Street, is predominantly residential flat buildings. Each residential flat building has street address of Princess Lane as well as to its primary street frontage (Princess Street or Gordon Street).
- The heritage terraces (identified in red):
 - Present a blank façade to Princess Street.
 - Present vehicular access, garages and storage to Princess Lane, constructed as part of substantial alterations to the terraces' original form.

3.2 Desired Future Character

3.2.1 A Plan for Growing Sydney

Under *A Plan for Growing Sydney* (2015), Brighton Le Sands is located with Sydney's South Subregion. The priorities for the South Subregion include:

- *"Accelerate housing supply, choice and affordability and build great places to live"*
- *"Identify suitable locations for housing intensification and urban renewal ... particularly around established and new centres"* (p 13).

3.2.2 Draft Central District Plan

Plan for demographic change

With housing populations expected to rise within the district, it is important to provide options within local centres to allow for accommodation close to employment opportunities within the local centre and strategic centres in close proximity. These new housing options should also provide a high level of amenity for residents and be of a high standard of design excellence.

Enrich unique places and connections

Provides a development which will be assessed under a high level of design excellence within the established local centre of Brighton-le-sands providing increased housing stock in area with strong pedestrian and bicycle connections along the promenade, beach and parks. The site will create an identifiable building along a key road within the centre.

3.2.3 Rockdale LEP 2011

Cl. 2.3 Zone objectives and Land Use Table – Zone B4 Mixed Use

Under the Rockdale LEP 2011, the subject site is zoned B4 Mixed Use. The objectives of the B4 Mixed Use Zone are set out within Cl. 2.3 Zone objectives and Land Use Table – Zone B4 Mixed Use:

- *To provide a mixture of compatible land uses.*
- *To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.*

Cl. 6.11 Active street frontages

Cl. 6.11 applies to the entire length of the site's Grand Parade frontage:

- (1) *The objective of the clause is to promote uses that attract pedestrian traffic along certain ground floor street frontages in Zone B4 Mixed Use.*
- (2) *This clause applies to land identified as "Active street frontages" on the Active Street Frontages Map (refer to Figure 12 below).*

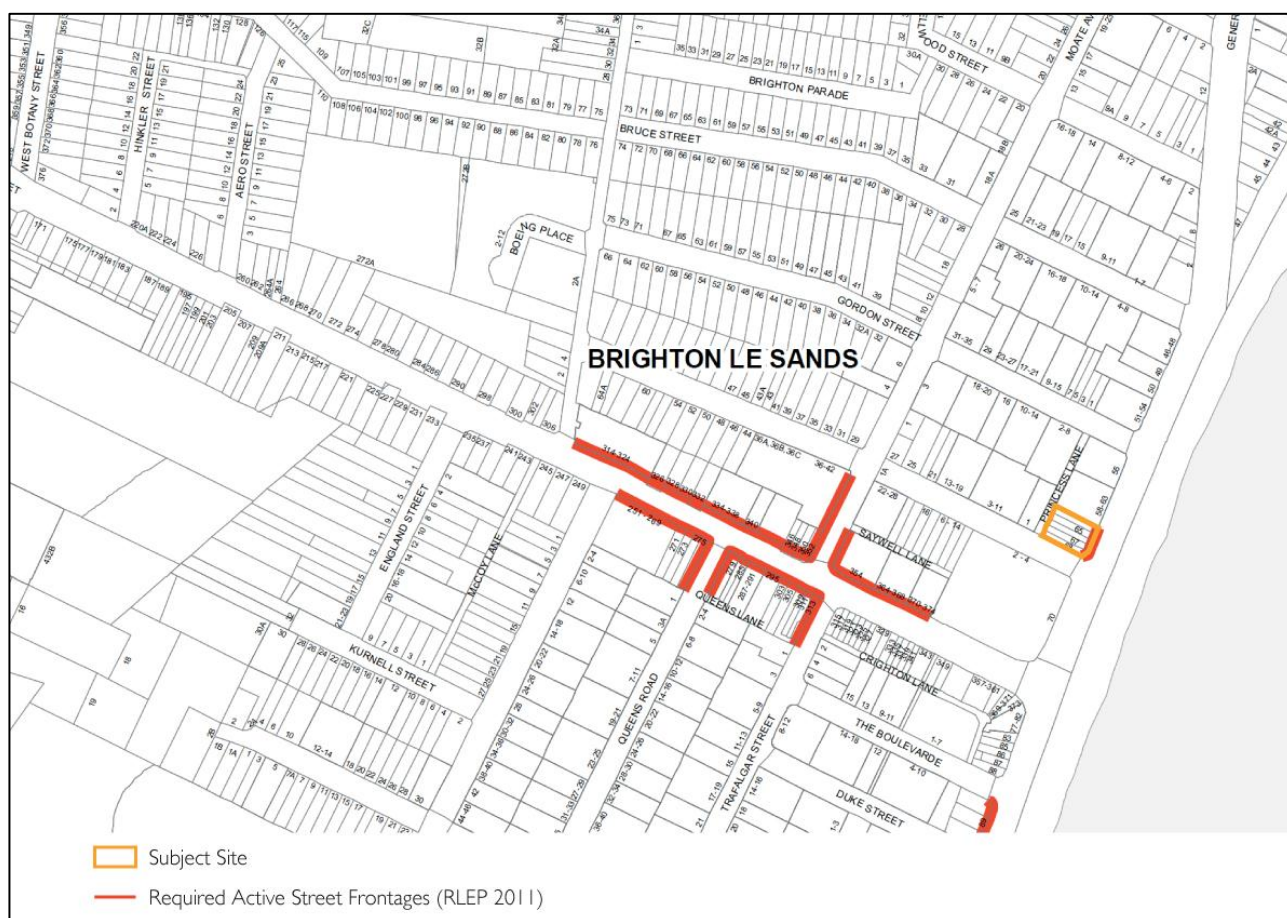


Figure 12: Active Street Frontages Map – ASF_004 (RLEP 2011)

3.2.4 Council Strategic Documents

Brighton Le Sands Parking Strategy (RobertsDay & GTA Consultants 2014)

The Brighton Le Sands Parking Strategy forms Stage I of the master planning process for the Brighton Le Sands Village. The strategy encourages appropriate parking solutions in response to severe parking congestion “particularly on weekends when visitor, worker and resident parking needs conflict” (p 8). A significant contributing factor to the congestion arises from there being “many apartments which do not have off-street parking” due to “geotechnical conditions result[ing] in very costly basement parking ... resulting in a high proportion of residents parking on the street” (p 14).

The high water table is noted in the *Preliminary Contamination & Groundwater Assessment* prepared by C.S.T.S., however it is stated that basement construction is possible in a tanked arrangement for the required parking.

Furthermore parking can be provided on site at a higher rate than currently provided (4 single garages and 1 car space for 5 terrace houses)

Community Strategic Plan 2013-2025 (Rockdale City Council 2013)

In 2009, the Local Government Amendment (Planning and Reporting) Bill was introduced to parliament by the Minister for Local Government, requiring all councils within NSW to develop a long term *Community Strategic Plan*. Rockdale's *Community Strategic Plan* forms part of this obligation to the NSW Government.

Under the *Community Strategic Plan*, Council envisions the future as such: *"Future growth is likely to occur in the centres of Rockdale, Wolli Creek, Brighton Le Sands, Bexley and Bexley North, which have the most significant opportunities for redevelopment"* (p 11).

Capacity Analysis and Built Form Study (Rockdale City Council 2010)

The *Capacity Analysis and Built Form Study* was prepared by Rockdale City Council to assess the capability of the Rockdale LGA to accommodate its dwelling and employment targets, as set out within the *Draft Subregional Strategy*. As part of the assessment, *"each centre was analysed to create likely development sites from parcels that shared similar opportunities and/or constraints. The factors that determined a development site were: size of individual parcels, consistent in ownership patterns, presence of strata units within a building, vehicular accessibility"* (p 3).

The assessment of Brighton Le Sands is found within page 9 of the report:

- The following opportunities were identified:
 - *Well serviced by local and cross regional buses*
 - *High amenity provided by beachside location*
 - *Emergence of café culture along Bay Street*
 - *Full range of retail/commercial services*
 - *Direct vehicular access to Sydney CBD*
 - *Potential benefits to pedestrian amenity provided by enhancements to Bay Street*
 - *Large residential catchment within close proximity to the centre*
 - *Minimal impact on the development capacity due to the operation of Sydney Airport*
- The following constraints were identified:
 - *Volume of vehicular traffic on The Grand Parade*
 - *Disconnect of the beach from the centre due to The Grand Parade*
 - *Limited ability to expand the land area of the centre due to adjoining strata buildings*
 - *Fragmented ownership and proliferation of strata apartment buildings*
- The following potential development sites were identified:
 - The Boulevard car park (Council owned).
 - 89 The Grand Parade (owned by Department of Housing).
 - Boeing Place (owned by Department of Housing).
 - 6-20 Princess Street.

3.2.5 Susceptibility to Change

Further built form transition within the locality is limited to a few sites north of Bay Street due to:

- A high proportion of existing residential accommodation comprises residential flat buildings which are *"constrained by laws such as Strata legislation"* (Rockdale City Council 2007, Residential Strategy).
- As discussed in Section 3.1, existing built form within the locality has:
 - Density exceeding permissible FSR under the Rockdale LEP 2011.
 - Height exceeding that permissible building heights under the Rockdale LEP 2011.

Therefore the locality has a low susceptibility to change. Future development should respond to the existing desirable characteristics, the scale of development in the locality and desired outcomes for the locality.

3.2.6 Summary

Though there is a low susceptibility to change, a desired future character for the site can be derived from the above-listed adopted policies and the elements of existing character worthy of retention:

- Increased housing supply and choice within existing centres.
- Appropriate parking solutions.
- Improve the vitality and vibrancy of Brighton Le Sands, as well as its status as a tourist destination, by maximising the efficiency of mixed use zones with development incorporating retail/commercial uses and serviced apartments.
- New, landmark, iconic buildings to improve the visibility of Rockdale from aircraft landing/taking off from Sydney Airport's Main North-South Runway and improve Rockdale's status as a tourist destination.
- Adaptive reuse and restoration of the Saywell terraces.
- Building footprint occupying the entirety of lots in B4 Mixed Use/SP3 Tourist Zones.
- Transition in building height and character along the western side of the Grand Parade.
- Improved address of all street frontages and the adjoining development to the north.
- Responds to the heritage character of the locality.

3.3 Urban Design Principles

3.3.1 SEPP 65 Principles

Context

- Located within the Brighton Le Sands Village in Sydney's South Subregion.
 - o Easily accessible from the Sydney CBD via bus and a well-connected road network.
 - o Essential services located within the village: supermarket, post office, bank and medical facilities.
 - o Botany Bay foreshore provides public open space along The Grand Parade.
- Housing supply in the South Subregion to be accelerated (A Plan for Growing Sydney 2015).
 - o Focus on more choices and affordability for residents.
- Site zoned as B4 Mixed Use (Rockdale LEP 2011).
 - o Maximise public transport patronage and encourage walking and cycling.
- Increasing café culture and enhancements to Bay St have increased pedestrian amenity (Capacity Analysis and Built Form Study – Rockdale City Council 2010).
- Site is undergoing a transition as a part of the Sydney Airport Precinct (A Plan for Growing Sydney 2015).
 - o Development must work for current and future residents.
 - o Compatible with future development to occur in the area.

Scale

- There is a change in character between the Novotel building and the Saywell Terraces.
 - o New development will act as a transition zone between the Novotel and 58-63 The Grand Parade.
 - o Allows Saywell Terraces to remain as the street frontage and the new development to follow the built form of The Grand Parade.
- Removal of the cantilever allows Saywell Heritage listed terraces to remain the major street focus on The Grand Parade.
 - o Keeps heritage form as the focal point of The Grand Parade street frontage.
 - o Creates a setback between the two buildings on the site.
 - o The larger building does not dominate the site.

Built Form

- The Rockdale LEP 2011 promotes active street frontages on The Grand Avenue (see Figure 12).
 - o New development will replace blank façades on Princess St and Princess Lane further activating surrounding street frontages.
- Creative integration of design between heritage buildings and new development.
 - o Creates a relationship between the Saywell Terraces and the new development.
- Terraces follow the nil setback of The Grand Parade.
- Building envelope is consistent with Rockdale DCP 2011 and surrounding area.
 - o Nil street setbacks on The Grand Parade, Princess St and Princess Lane (Part 5.3 Rockdale DCP 2011).
 - o Setback to 58-63 The Grand Parade to allow for further articulation and better building separation.
 - o Boundary kept on the Grand Parade by Saywell Terraces.
 - o Follows proposed and existing developments in the area.

Density

- Density of development is considered sustainable for site based on regional and local context.
 - o Precinct is undergoing transition.
 - o Close proximity to public transport and public open space.
 - o Similar to existing use of adjacent site (58-63 The Grand Parade).
- Mixed types of residential accommodation allowing for adaptability for future uses and occupants.
 - o Provides a mix of apartment sizes for the providing for the existing and future social mix.
- Parking will be provided at a higher rate than the current site.
 - o Underground parking will be available in the basement.
 - o Parking in the area is limited due to lack of off-street parking (Brighton Le Sands Parking Strategy 2014).

3.3.2 Examples of Development Involving Heritage Items

66-68 Phillip St, Parramatta

66-68 Phillip St, Parramatta has an approved development application which involves building a tower on a site featuring a heritage item by Jones Sonter Architects. The heritage listed hut, shown in the red rectangle, is located on the front street frontage with the new tower to be built behind it.



Figures 13 & 14: Renders of south street frontage for 66-68 Phillip St showing the interaction between the heritage and new development

Iconic, 830-838 Elizabeth Street, Waterloo

The former Chubb Pty Ltd building located at 830-838 Elizabeth Street, Waterloo is heritage listed under the City of Sydney LGA. The site has been granted approval for a mixed use development with five levels of residential apartments and commercial space on the ground floor. The original façade, outlined in red, will be kept intact with the new development to be built within the original building envelope. Renders were created by THIRDi and Milligan Group.



Figure 15: Render of the Iconic, Waterloo by the THIRDi Group and the Milligan Group

In summary the proposal should ensure that the heritage terraces remain a focal point of the Grand Parade. Providing a separation between the buildings even minor will ensure that the heritage component of the building remain an important component of the streetscape.

4.0 The Proposal

The Planning Proposal seeks the amendment of planning controls pertaining to the subject site as follows:

- Floor Space Ratio: from N – 1:1 to X – 4:1.
- Height of Buildings: from NI – 13 metres to V – 36 metres.

No further changes to the Rockdale LEP are proposed.

The following sections of this report (Section 3.1 and 3.2) illustrate the existing and proposed amendments to the Rockdale LEP Floor Space Ratio and Height of Buildings Maps:

- Figure 16: Existing Floor Space Ratio Map (Floor Space Ratio Map – Sheet FSR_004).
- Figure 17: Existing Floor Space Ratio Map with proposed amendments.
- Figure 18: Existing Height of Buildings Map (Height of Buildings – Sheet HOB_004).
- Figure 19: Existing Height of Buildings Map with proposed amendments.

4.1 Floor Space Ratio

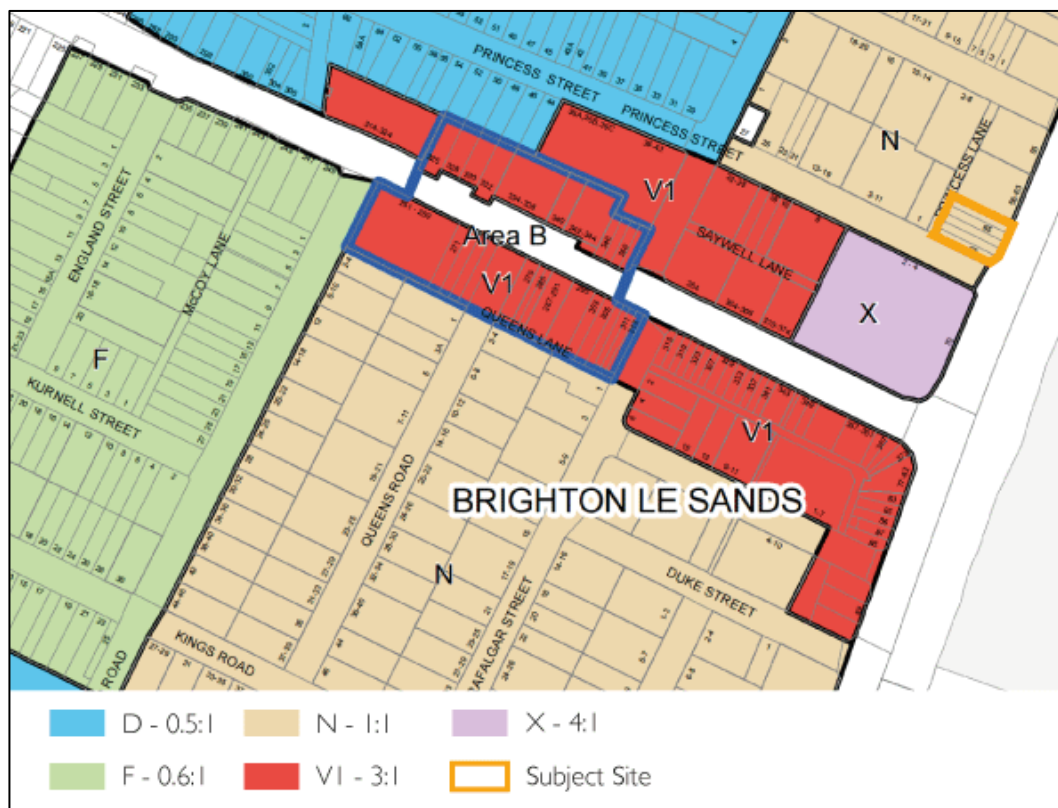


Figure 16: Floor Space Ratio Map – Sheet FSR_004 (RLEP 2011)

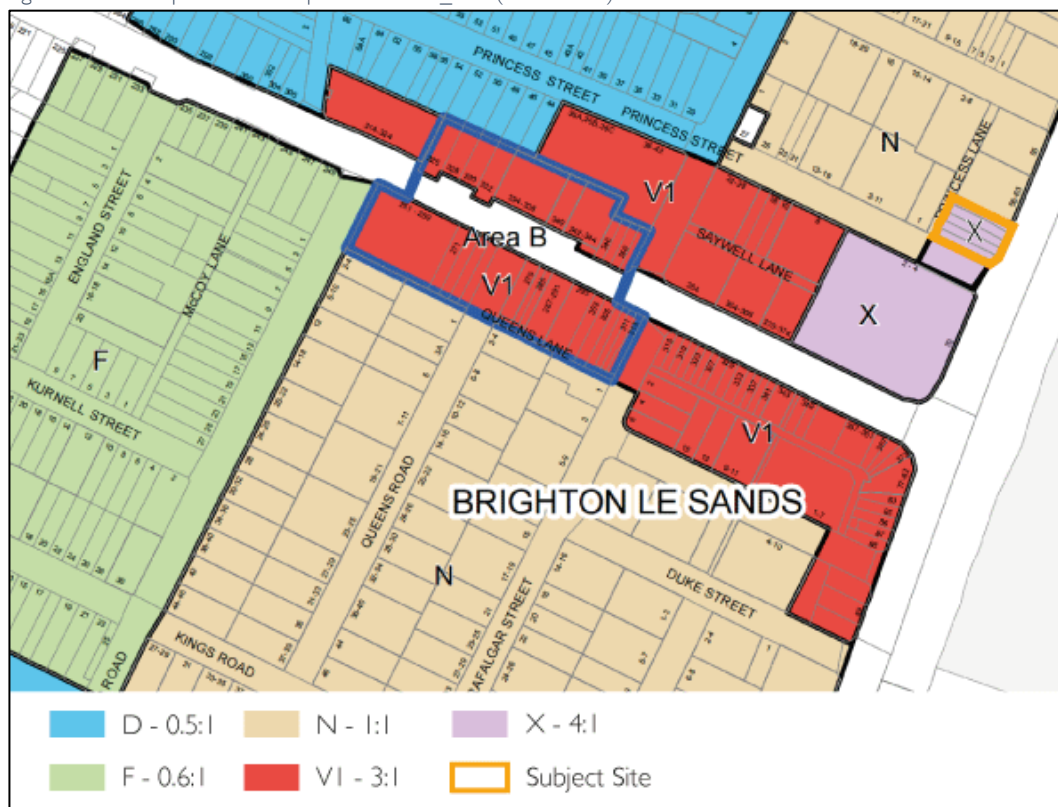


Figure 17: Floor Space Ratio Map – Sheet (RLEP 2011) with proposed amendment

4.2 Height of Buildings

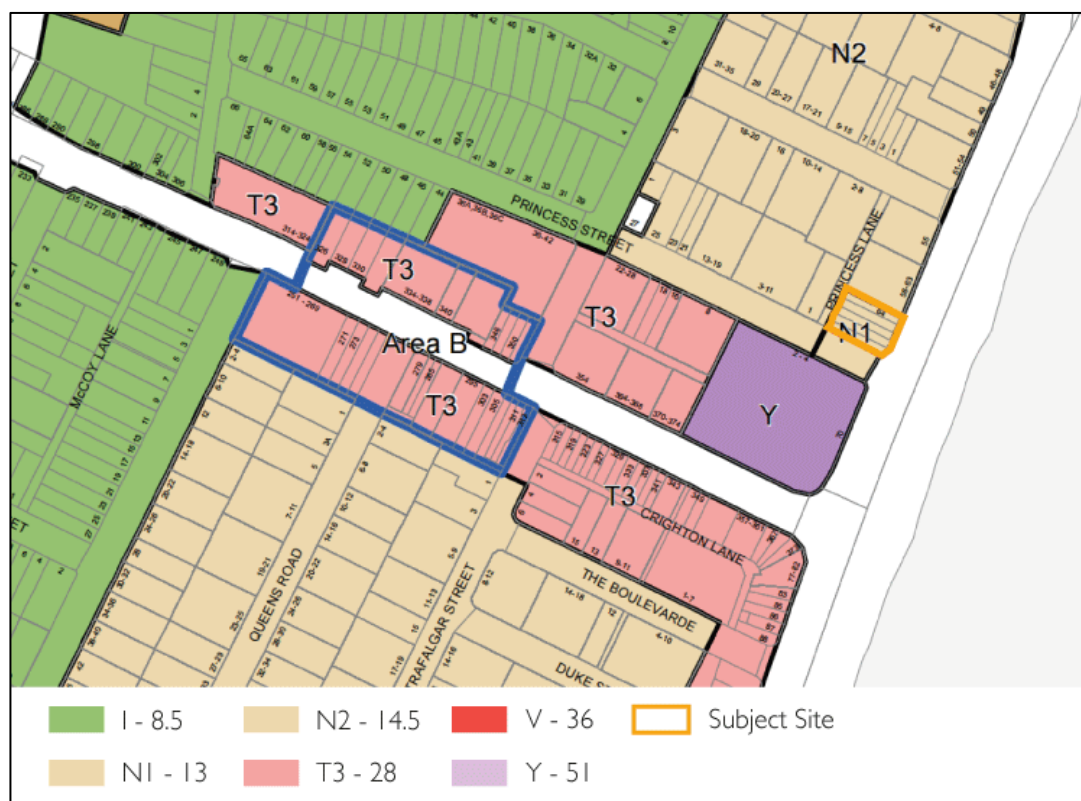


Figure 18: Height of Buildings Map – Sheet HOB_004 (RLEP 2011).

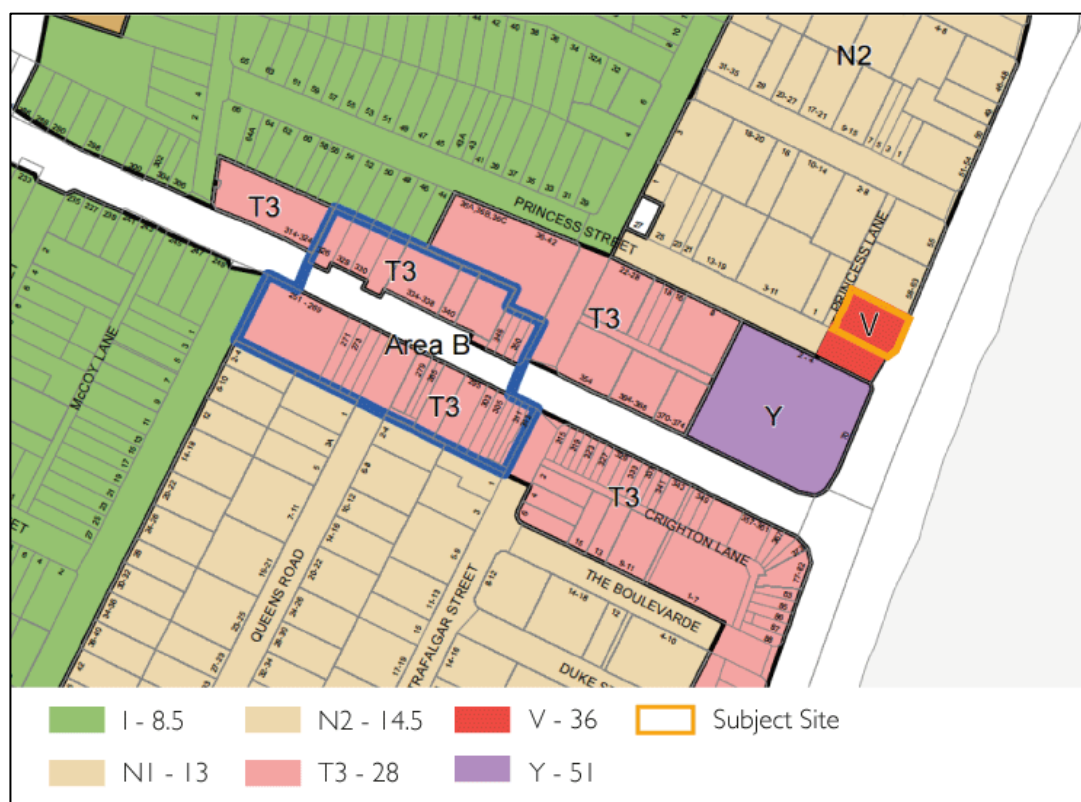


Figure 19: Height of Buildings Map – Sheet HOB_004 (RLEP 2011) with proposed amendment.

4.3 Proposed Building Envelope

An Indicative Layout Plan (Figure 20) and Building Envelope Study (Figures 21) compliant with the proposed height and FSR has been prepared by Architecture & Buildings Works.

The proposed built form envelope is described as:

- Retention of the principle building forms.
- A 10 storey tower within the portion of the site currently occupied by the substantially altered rear wings of the terraces, sufficiently separated from the restored heritage terraces.
- Accessible rooftop for the purpose of communal open space.
- 3 levels of basement parking to minimise the impact of the future development on local streets, already experiencing severe congestion (see Section 3.2.3).

The rationale for the proposed building envelope is consistent with the Apartment Design Guide's 'Primary Controls' (p 28) and 'Floor Space Ratio' (p 32):

- Corner block: *"corner, mid-block or wide shallow sites tend to have different floor space capacities"* (p 33).
- Small site with single building: *"small sites with a single building may have greater floor space capacity than larger sites with multiple buildings"* (p 33).
- Heritage Saywell terraces are retained through a reduction of the developable area to that which is currently occupied by terraces' substantially altered rear wings.
- Nil street setbacks to The Grand Parade, Princess Street and Princess Lane, consistent with 'Development Setback' controls contained within Part 5.3 of the Rockdale DCP 2011.
- Setback to 58-63 The Grand Parade to allow for further articulation and better building separation.
- Nil deep soil zones due to:
 - Nil street and side setbacks (see above);
 - Site being constrained by the heritage terraces; and
 - Abundance of public open space along the Botany Bay Foreshore.
- Building separation between the proposed built form envelope and surrounding development responding to the dense urban character of the area and the constrained nature of the subject site.
- Orientation of the built form envelope is restricted by the constrained nature of the subject site. Internal layouts, forming part of a future development application, will be designed to maximise solar access, cross ventilation and views to Botany Bay.
 - Floor plan has been changed to maximise these issues shown in the Indicative Floor Plan (see Figure 20).
 - 3 bedroom apartments now face the Princess St and Princess Lane street frontages and 2 bedroom apartments have undergone a slight change in shape facing the northern and eastern aspects.
- Removal of cantilever on the eastern aspect which overlooked the heritage properties.
 - Without this feature allows Saywell Terraces to remain the focal point of The Grand Parade.
 - New development is closer to the setback of similar developments including 58-63 The Grand Parade adjacent to the site.

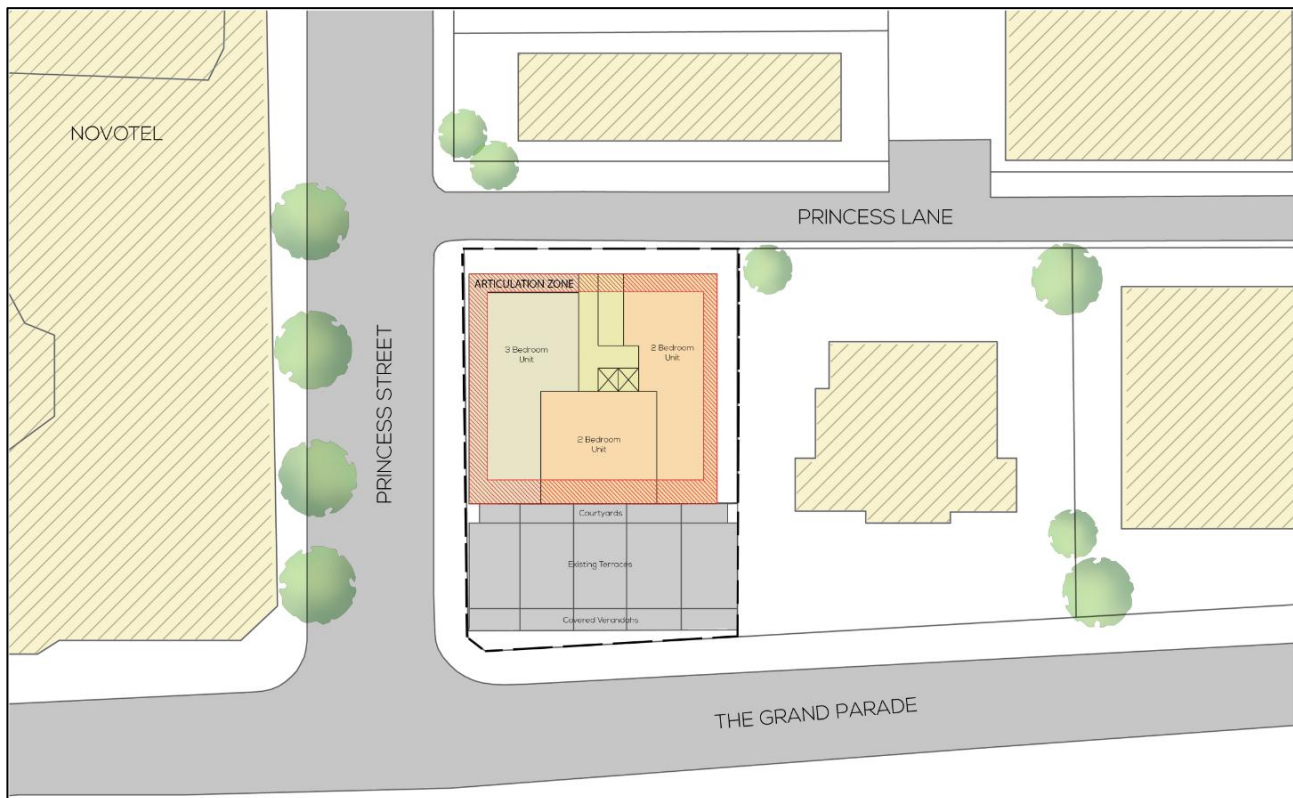


Figure 20: Indicative Plan Layout (Architecture & Building Works 2015)



Figure 21: Proposed Building Envelope (Architecture & Building Works 2015)

5.0 Assessment of Proposal

5.1 Desired Future Character

The proposed building envelope prepared by Architecture & Building Works, compliant with the proposed Planning Proposal, is consistent with the desired future character for the subject site (see Table 2).

Table 1: Assessment against desired future character

DESIRED FUTURE CHARACTER:	COMMENT:	COMPLIANCE:
Increased housing supply and choice within existing centres.	Under existing conditions, the subject site contains 5 two-bedroom terraces. Under existing planning controls, the maximum permissible height is 4 storeys, resulting in a marginal intensification of the subject site, unlikely to occur due to the limited uplift. The proposed amendment to planning controls enable the redevelopment of the subject site such that it has height and density greater than that which is permissible under current planning controls, allowing a greater dwelling yield within the Brighton Le Sands Village and the variety of existing services and opportunities it contains.	✓
Appropriate parking solutions.	The proposed amendments to planning controls enable development with greater height and scale to make feasible the excavation and dewatering of the site for the purpose of basement parking in the high groundwater environment (see Preliminary Groundwater & Geotechnical Assessment prepared by C.S.T.S.). Off-street parking can be provided in accordance with the <i>Traffic & Parking Assessment Report</i> prepared by Varga Traffic Planning (2015).	✓
Improve the vitality and vibrancy of Brighton Le Sands, as well as its status as a tourist destination, by maximising the efficiency of mixed use zones with development incorporating retail/commercial uses and serviced apartments.	The proposed amendments to planning controls improve the vitality and vibrancy of Brighton Le Sands by increasing the site's efficiency as a mixed use development location, increasing the potential floor space to be dedicated retail/commercial uses and serviced apartments. The proposed amendments to planning controls make feasible the restoration of the heritage Saywell terraces.	✓
New, landmark, iconic buildings to improve the visibility of Rockdale from aircraft landing/taking off from Sydney Airport's Main North-South	The maximum height of 13 metres (4 storeys) permitted by existing planning controls restricts the development of a new, landmark iconic development.	✓

Runway and improve Rockdale's status as a tourist destination.	The proposed amendment enables the development of a new, landmark, iconic building with height 10 storeys incorporating a mix of uses, generating a range of positive impacts throughout the Brighton Le Sands Village: – Sufficient height to make feasible the restoration and adaptive reuse of the heritage Saywell terraces, generating further visual interest. – Increased local worker base and residential population, facilitating increased day and night pedestrian activity surrounding the subject site and through the Village, improving the vitality and vibrancy of the Village whilst creating opportunities or casual surveillance.	
Adaptive reuse and restoration of the Saywell terraces.	The proposed amendment enables the adaptive reuse of the Saywell terraces such that they become an active part of the Grand Parade streetscape, incorporating ground floor retail with active street frontage. The proposed amendments to planning controls makes feasible the restoration of the existing heritage Saywell Terraces, including the provision of an appropriate colour scheme and reconstruction of the front yards and fences.	✓
Building footprint occupying the entirety of lots in B4 Mixed Use/SP3 Tourist Zones.	The proposed amendments to planning controls enables the redevelopment of the subject site such that it has building footprint consistent with the B4 Mixed Use/SP3 Tourist Zones (i.e. nil street and side setbacks), maximising exposure of ground floor retail.	✓
Transition in building height and character along the western side of the Grand Parade.	The proposed amendment enables development to a height of 10 storeys, enabling a transition in building height from the 15 storey Novotel building to the 8 storey residential developments to its north. By incorporating an appropriate design, development compliant with the proposed controls can create a transition in the built form character between the Novotel building and No. 58-63 The Grand Parade.	✓
Improved address of all street frontages and the adjoining development to the north.	Through the restoration and adaptive reuse of the heritage Saywell Terraces and development of a tower at the site's rear (in place of the altered rear wings of the terraces), enabled by the proposed amendments to planning controls, improved address of The Grand Parade, Princess	✓

	Street and Princess Lane can be created through the provision of active street frontage. The frontage to No. 58-63 The Grand Parade can be improved through articulation of the north-facing façade.	
Responds to the heritage character of the locality.	The proposed amendments to planning controls respond to the heritage character of the locality through the restoration and adaptive reuse of the substantially altered heritage Saywell terraces.	✓

5.2 Built Form & Scale

The built form envelope enabled by the amended planning controls is an acceptable outcome for the subject site in terms of its form and scale:

- Results in a building footprint occupying the entirety of the subject site, consistent with the site coverage of development within the B4 Mixed Use and SP3 Tourist Zones within the Brighton Le Sands Village.
- Consistent with the Apartment Design Guide's 'Floor Space Ratio' (p 32):
 - Corner block: *"corner, mid-block or wide shallow sites tend to have different floor space capacities"* (p 33).
 - Small site with single building: *"small sites with a single building may have greater floor space capacity than larger sites with multiple buildings"* (p 33).
- Has height of 10 storeys:
 - Enabling a transition in building height along the western side of The Grand Parade (see Figure 22).
 - Consistent with building height along Princess Street (see Figure 23).
 - Enabling the development of a new, landmark, iconic building highly visible from aircraft landing/taking off from Sydney International Airport's Main North-South Runway.
- Enables provision of communal open space within an accessible rooftop.
- Removal of cantilever creates a more consistent built form and allows a definition between the two buildings on the site (see Figure 22).

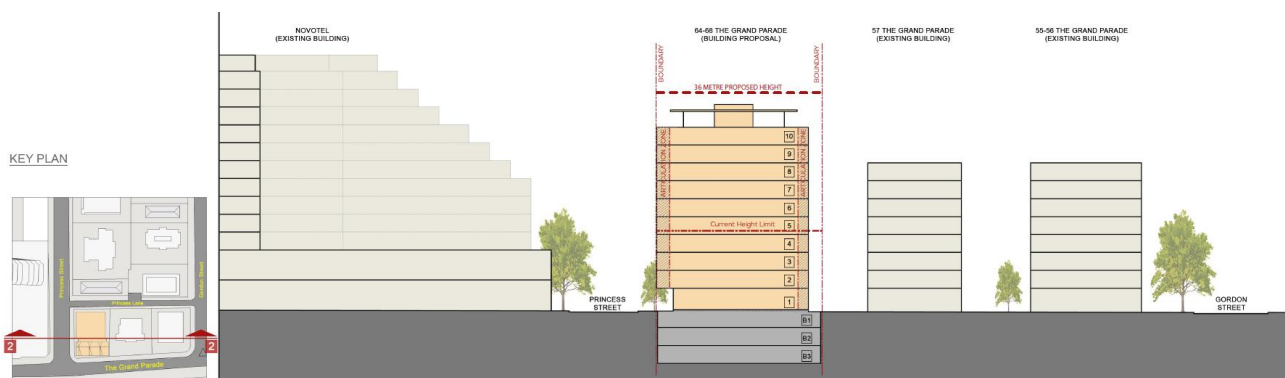


Figure 22: Built form envelope north-south section (Architecture & Building Works 2016).

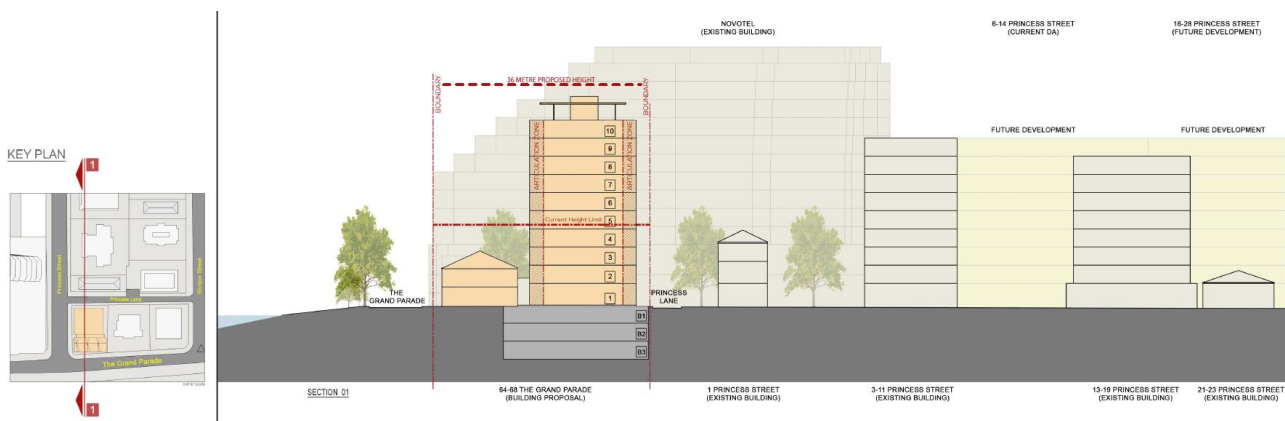


Figure 23: Built form envelope east-west section (Architecture & Building Works 2016).

5.3 Amenity



Figure 24: Drawing Pn.0399/004 showing overshadowing impacts of proposed development at June 21 with approximate locations of heritage Norfolk Island Pines denoted by red dots (Sydney Arbor Trees 2015, Arboricultural Assessment)

The building envelope established to reflect the amended planning controls results in a narrow, minimising the length of overshadowing impacts to the building's surroundings (see Figure 24):

- Overshadowing impacts to the Novotel building are acceptable as they are limited to the podium area in mid-winter.
 - Removal of cantilever reduces overshadowing impacts on the Novotel.
- The portion of public open on the eastern side of The Grand Parade overshadowed by the building envelope is minor.
- With regard to the heritage street trees on the southern side of Princess Street: *"The shadow diagrams provided suggest that there will be a slight alteration to light patterns throughout the winter months; this affect appears unlikely to pose any significant impacts upon the subject trees"* (Sydney Arbor Trees 2015, Arboricultural Assessment, p 17).

Development compliant with the proposed controls will not result in any public domain view loss. View impacts to private domain are to be assessed at DA stage.

5.4 Heritage

The Planning Proposal enables the provision a 10 storey tower on the site. To achieve the density proposed the portion of the site currently occupied by garages, rear yards, the rear wings of the 5 heritage listed terraces will be included in the proposed development (Item No. 1174, RLEP 2011). The proposal will be sufficiently separated from the principal form of the heritage listed terraces. This is an appropriate outcome as the rear wings are substantially altered and would require further alteration to meet DDA and BCA requirements to make suitable for commercial purposes.

Further assessment of the impact of the built form envelope enabled by the Planning Proposal is provided within the Heritage Impact Statement (Weir Phillips 2015) forming part of this application:

- *"The development provides the incentive and opportunity to restore the principal building forms. An appropriate colour scheme will be provided. The front yards and fences will also be reconstructed. The presentation of the row to the public domain will be greatly enhanced.*
- *The new building is set back and separated from the retained principal building forms. The two storey building form of the row of terrace houses thus remains dominant from street level"* (Weir Phillips Heritage 2015, p 55-56).

The Structural Design Statement prepared by Structural Design Solutions confirms that:

- *"the basement shoring retention system is outside the existing Heritage buildings and no part of the basement extends below the buildings".*
- *"The retention system will be designed to minimise vibrations during installation and movements in both temporary and permanent conditions".*

Other proximate heritage items include:

- A row of street trees (Item No. 1170, RLEP 2011) south of subject site, on the southern side Princess Street;
- Cook Park (Item No. 1168), east of the subject site, forming part of the linear network of public open space along the Botany Bay Foreshore.

Assessment of the impact of the built form envelope enabled by the Planning Proposal is provided within the Arborist's Report (Sydney Arbor Trees 2015) forming part of this application:

- *"The proposed construction site is outside the Tree Protection Zones (TPZ) and Structural Root Zones (SRZ).*
- *The construction should cause no impacts related to soil disturbance or root damage.*
- *It is unlikely that there will be any significant alteration of wind patterns which may be detrimental to the subject trees, although some effects of wind tunnelling may occur during certain conditions."*
- *"The impact upon the subject trees from the proposed development would appear to be low."* (Sydney Arbor Trees 2015, p 17).

5.5 Ground Conditions

The proposed building envelope incorporates 3 storeys of basement parking. The *Preliminary Contamination & Groundwater Assessment* prepared by C.S.T.S. (forming part of this application) has made the following findings:

- Based on the review of 4 groundwater bores “located approximately 60m North ..., 130m North-west ..., 280m West ... and 315m South-west” of the centre of the site, “groundwater within the site is expected to be encountered approximately 4-6m bgl”.
- “Based on the predicted groundwater levels, CSTS is of the opinion that dewatering of groundwater for excavation will be required”.

The implications of the report's findings are that the feasibility of the provision of basement parking as part of future development of the subject site is reduced. Alternative parking solutions are found to be not in the public interest:

- The provision of on-site, above ground parking is found to not be in the public interest as it creates “dead space” at a level immediately visible to pedestrian and vehicular traffic along The Grand Parade and Princess Street, a poor urban design outcome for the site.
- The provision of parking off-site in the form of street parking is found to not be in the public interest as it will contribute to the Brighton Le Sands Village's existing parking congestion issues arising from many existing residential flat buildings within the locality not having on-site parking due to “geotechnical conditions result[ing] in very costly basement parking” (p 14).

As a consequence, dewatering must form part of the excavation process to enable the provision of basement parking, requiring significant expense on the developer's behalf. In order for future development to remain feasible, planning controls must be amended to enable development to a maximum FSR of 4.0:1 and a maximum height of 36 metres.

5.6 Design Rationale for Potential Development

- Removal of cantilever creates building separation necessary for ADG.
 - o Allows more visual privacy for residents of the terrace.
 - o New building does not dominate over the smaller scale of the Saywell terraces.
- New height follows the context of the area.
 - o Sites to the north and south on The Grand Parade are already over the acceptable height in the Rockdale LEP 2011.
 - o Follows Clause 6.14 – Design Excellence, *new scale, character, form and siting complement surrounding urban qualities and likely future development.*
- As a strategic centre, Rockdale must focus on taller buildings which provide more facilities for the community.
 - o Keeping the heritage features allows the original context of the area to remain while creating a new iconic tower for the Rockdale centre.
 - o Provides more active street frontages for pedestrian activity.
- It is possible to use new materials and still create a cohesive site.
 - o The Iconic in Waterloo presents the original façade for the building with a new development using more modern materials.
- Underground parking provides for the community but also does not create dead space on street level.
- Building envelope is consistent with Rockdale DCP 2011 and surrounding area.
 - o Nil street and side setbacks on The Grand Parade, Princess St and Princess Lane (Part 5.3 Rockdale DCP 2011).
 - o Setback to 58-63 The Grand Parade to allow for further articulation and building separation.
 - o Boundary kept on the Grand Parade by Saywell terraces.
 - o Follows proposed and existing developments in the area.
- Allows for more innovative design to occur on The Grand Parade
 - o Provides a new landmark building to increase the visibility of Rockdale from aircraft landing/taking off from the airport runway.
 - o Improves Rockdale's status as a tourist destination.

6.0 Conclusion

This report has been prepared by ae design partnership on behalf of Brighton Australia P/L, to provide urban design and planning background for a Planning Proposal to amend development standards within the Rockdale Local Environmental Plan (2011) for 64-68 The Grand Parade, Brighton Le Sands (the site).

The Planning Proposal seeks the amendment of planning controls pertaining to the subject site as follows:

- Floor Space Ratio: from N – 1:1 to X – 4.0:1.
- Height of Buildings: from N1 – 13 metres to V – 36 metres.

The site is currently occupied by a row of 5 heritage listed (Item No. 1174, RLEP 2011) two storey terraces known as the 'Saywell' terraces. While substantially intact, the existing condition of the terraces is varied. The terraces have undergone varying degrees of alteration to fabric and finishes as outlined in the *Heritage Impact Statement* forming part of this application (Weir Philips 2015).

The existing height and FSR controls are unsuitable as:

- The height and scale of existing surrounding built form is generally exceeding that which is permissible under the controls.
- The development standards are insufficient to make feasible the restoration and adaptive reuse of the heritage Saywell terraces.
- The development standards are insufficient to make feasible the provision of basement parking due to the high groundwater.

Architecture & Building Works have prepared a built form envelope consistent with the Apartment Design Guide with respect to corner and small allotments warranting different FSR. The envelope would see the adaptive reuse of the subject site through the demolition of the altered rear wings and development of an adjoining 10 storey building.

The proposed built form envelope has urban design merit and is in the public interest for the following reasons:

- Consistent with the desired future character for the locality:
 - Provides an appropriate parking solution; off street parking to meet Rockdale DCP requirement.
 - Improves the vitality and vibrancy of Brighton Le Sands, as well as its status as a tourist destination, by maximising the efficiency of the mixed use zone through the provision of increased housing supply, retail/commercial floor space and potential serviced apartments.
 - Provides a new, landmark, iconic buildings to improve the visibility of Rockdale from aircraft landing/taking off from Sydney Airport's Main North-South Runway and improve Rockdale's status as a tourist destination.
 - Incorporates adaptive reuse and restoration of the Saywell terraces.
 - Has building footprint occupying the entirety of site area, consistent with development within the B4 Mixed Use and SP3 Zones within the locality.
 - Enables a consistent transition in building height and character along the western side of the Grand Parade.
 - Improves address of frontages to The Grand Parade and Princess Street through the provision of active street frontage.
 - Improves address of frontages to Princess Lane and the adjoining development north of the subject site through increased (compared to current conditions) articulation of both facades.

- Responds to the heritage character of the locality.
 - Follows the Design Excellent Criteria outlined for Clause 6.14 of Rockdale LEP 2011
- The built form and scale is an appropriate outcome for the subject site:
 - Consistent with Apartment Design Guide with respect to corner allotments and small allotments with a single building having different FSR to the remainder of the street block.
 - Conforms to the transition in building height along the western side of The Grand Parade.
 - Consistent with building height along Princess Street.
 - Enabling the development of a new, landmark, iconic building highly visible from aircraft landing/taking off from Sydney International Airport's Main North-South Runway.
 - Enables provision of communal open space within an accessible rooftop.
- Overshadowing impacts are minimal and therefore acceptable.
- Does not result in view loss from public domain.

The proposed amendment to development standards encourage redevelopment of the site which will provide an improved urban design outcome.