

Item No: R2 Recommendation to Council
Subject: **ROSE BAY CAR PARKS REDEVELOPMENT PROJECT**
Author: Zubin Marolia, Manager - Property & Projects
Approver: Tom O'Hanlon, Director - Technical Services
File No: 16/47652
Reason for Report: To report on the outcomes of the Property Assets Working Party meeting held on 23 March 2016 to recommend further actions to progress the Rose Bay car parks redevelopment project

Recommendation:

- A. That the minutes of the Property Assets Working Party meeting, held on 23 March 2016, be noted
- B. That a design team be engaged to further refine Option 3 Ian St with Option 1 Wilberforce Avenue, Rose Bay
- C. That ownership of the proposed retail and commercial office spaces be retained to ensure an on-going income stream for the Council
- D. That the proposed residential strata units be sold to reduce the financial exposure
- E. That ownership of proposed public parking and community space be retained by Council, to ensure service delivery is not compromised
- F. That Council commences the Planning Proposal Process to re-zone Ian Street and amend the height restrictions on Ian Street and Wilberforce Avenue sites
- G. That a further report be submitted to the Property Assets Working Party detailing options for the optimal procurement model and funding based on the preferred design.

1. Background:

The Property Assets Working Party has considered the redevelopment of the Rose Bay Car parks at Wilberforce Avenue and Ian Street. Councillors through the Corporate and Works Committee have been kept informed of the developments to date. These developments have included design reviews and financial feasibility of the various options. Most of the design reviews have been undertaken and presented to the Working Party by specialist consultants including Hill PDA and Allen Jack & Cottier Architects (AJ&C), with assistance from Altus Page Kirkland, Environmental Investigations Australia and Northrop Engineering. Internal Planning, Trees Management and Community Services advice has also been sought by the Working Party as required from time to time. This internal involvement has been deemed necessary to ensure compliance with Town Planning regulations, as well as ensuring that the community needs are satisfied and protected.

The purpose of this report is to provide the Corporate & Works Committee with the minutes of the Property Assets Working Party meetings held on 23 March 2016 and to obtain Council approval to proceed with the selected option for the Wilberforce and Ian Street car parks. The minutes provide the Committee with an update on the outcomes, following a financial feasibility presentation by Hill PDA on the following shortlisted redevelopment options for the Rose Bay public car parks at Wilberforce Avenue and Ian Street:

- *Wilberforce Avenue option 1 with Ian Street options 2/3*
- *Wilberforce Avenue option 3B with Ian Street options 2/3*
- *Wilberforce Avenue option 4 with Ian Street options 2/3*

The key points raised are listed in the copy of the minutes attached as confidential Annexure 1. Following the Working Party meeting Hill PDA revised their advice, clarifying the options and minor amendments.

Description of the sites

Ian Street and Wilberforce Avenue car park sites are owned by Council and are presently used for at grade car parking (Annexure 3).

Table 1: Characteristics of Existing Car Park Sites

	Ian Street	Wilberforce Avenue
Size (sqm)	1,132	2,360
Existing Car Parking	49 (53 are marked with 4 being sub-standard)	95
Zoning	SP 2 Infrastructure – Car Parking, with neighbouring residential uses	B2 Local Centre With neighbouring retail / commercial uses
Construction Constraints	Trees on site, topography, sandy soils, groundwater	Groundwater table, depth of sandy soils, proximity to neighbouring development

The Wilberforce Avenue site fronts Wilberforce Avenue and has a narrower frontage to Dover Road. It consists of five lots with a site area of 2,360sqm and accommodates 95 cars. It also serves as a significant, but compromised, pedestrian and vehicle connection on the southern side of the centre. There is a slight fall to Wilberforce Avenue.

The Ian Street site is on the eastern edge of the centre at the junction of Dover Road and Ian Street. It consists of two lots with a site area of 1,132sqm and accommodates 49 cars. The site rises significantly in the eastern corner and has approximately eight mature trees along its boundaries.

2. Proposal:

Rose Bay Centre is heavily dependent on customers who arrive in private vehicles. More convenient car parking and greater capacity will mean increased retail activity. The current car parks are poorly laid out and visually unattractive. The council owned car park sites detract from the image of Rose Bay Centre.

Developing these sites as mixed use development, will provide increased public parking, retail frontage, commercial spaces, public amenities and multi-purpose community centre. Defining the street edges of these sites will intensify the activity within the centre and produce a greater sense of place.

Council resolved to pursue the redevelopment of these two car park sites and commissioned Hill PDA to undertake a feasibility study.

This study included investigation into the community space requirements, additional public car parking, retail, commercial and residential opportunities, financial and other elements surrounding the feasibility of redevelopment of the two car parks at Wilberforce Avenue and Ian Street, Rose Bay.

The results of this financial study and a site massing design review concluded in the production of additional development scenarios, which were tested for the financial viability of development. These models provided new advantageous options for consideration by Council, which would achieve the development objectives of the Ian Street and Wilberforce Avenue Sites.

These options demonstrated that they would meet the development objectives of:

- Increasing the number of public car parking spaces across the two car parks by a minimum of 100 spaces to at least 244;
- Incorporating a community centre of 750sqm Gross Floor Area;
- Incorporating accessible public amenities; and
- Finding further income-generating opportunities for the Council and ownership structures with which to deliver the development.

These desirable outcomes will result in Council retaining land ownership of both of the sites, as well as achieving a positive cash outcome. As mentioned in previous reports, subject to the final approval of Council, funding and delivery options will be reviewed, with a strong preference towards passing any development risk on to an experienced private developer.

Financial Modelling:

The shortlisted options were analysed by AJ&C and site massing concept designs prepared. These designs provided floor areas for each option, which Hill PDA adopted to test the financial viability of each option. The redevelopment options tested were as follows:

Ian Street

Option 2- This option would assume that Council redevelop the site into a mixed use development. The development would comprise 25 apartments over four storeys, 153sqm of retail space. Two levels of basement levels car parking will be provided. The 37 car spaces on ground and basement 1 levels will be dedicated for general public and 32 spaces will be provided for residential users.

Option 3- This option is the same as Option 2 except that development is funded by a private developer that hands over the public car spaces to Council on building completion.

Wilberforce Avenue

Option 1- This option would assume that Council redevelop the site for a 4 storey building above, with a roof top car park and 2 basement car parking levels. The development would comprise 359sqm of retail space, 782 sqm of commercial use and 811sqm community uses (includes ground lobby and lift access). A total of 268 car spaces are provided including roof top. All options include provision of 76sqm of public amenities on ground level.

Option 3B- This option is the same as Option 1 except that additional 2 levels of parking are provided on top of the building, resulting in 6 storeys and increasing the total number of car spaces to 283.

Option 4- This option is similar to Option 1 except that the roof level car park would now be enclosed and converted for Commercial use ie 6 levels above ground. The development would comprise 359sqm of retail space and significantly increase to 1,574sqm of commercial use. The Community space remains the same. A total of 245 car spaces are provided in this option.

Each of the options for the Ian Street site and Wilberforce Avenue site were produced using software, which calculated the resulting Gross Development Profit/Loss at the completion of the development. The models were calculated based on utilising the retail and commercial premises as an annuity, with the rental income to be generated as revenue to council in perpetuity. The financial outcomes without this ongoing income stream have been provided.

Based on the financial modelling, Hill PDA has recommended Ian St Option 3 with Wilberforce Avenue Option 4. Ian St Option 3 is the same as Option 2, but with the developer taking the construction risk. However, this recommendation was reviewed by the Working Party in conjunction with the Planning advice and the Working Party concluded that the additional financial returns did not justify exceeding the Council's current planning controls at Wilberforce Avenue, to the extent represented. Accordingly, the Working Party felt that Wilberforce Option 1 provided the best outcome overall.

Planning considerations:

The shortlisted option designs prepared by Allen Jack and Cottier Architects were based on the Woollahra LEP 2014 commencing on 23 May 2015, but with incremental increased height limits. Council Planners reviewed the options and commented on the proposed heights of both car parks. They were comfortable with the heights proposed for Ian Street Options 2/3. However, they had significant concerns regarding the six (6) and seven (7) storey heights proposed in Wilberforce Avenue options 3B and 4.

They advised that under the current planning controls, Wilberforce Avenue Option 1 which is essentially a four (4) storey development with a roof-top car park would have a much more desired outcome in terms of bulk and scale in the current location. Hill PDA indicated that option 4 provides the highest financial benefit. Option 4 is a six (6) storey building with 2 levels of basement parking; four (4) levels for commercial use with areas for parking, one (1) complete level of parking and one (one) level for retail, some parking and public amenities on ground level, making it a six (6) storey option.

The following table illustrates how the two preferred options comply with the existing planning controls for the site.

Option	Current LEP	Proposed
Ian Street Options 3		
Zoning	SP2 Infrastructure – Car Park	Not permissible
Max Height	10.5m	12.6
Max FSR	No FSR	
Wilberforce Avenue Option 1		
Zoning	B2 Local Centre	Permissible
Max Height	14.1m	16.5
Max FSR	2:1	0.86:1

As the options selected for Wilberforce and Ian St sites do not meet the height development standards, a Planning Proposal will be required to be submitted to the Minister of Planning for approval. In addition, Ian Street car park needs to be rezoned as the current SP2 Infrastructure – Car Park zoning will need to be changed.

Preferred Option- Ian Street Option 3 & Wilberforce Avenue Option 1:

This option produces a Gross Development loss, whilst providing an annual cash flow for Council which results in a very respectable payback period. This option also produced a significant increase in car spaces, with 305 public car parking spaces, which will mean an additional 161 additional public parking spaces.

The minor non-compliance with building heights could be justified on the basis of broader public benefit i.e. by the provision of community centre, public amenities and a significant increase in public parking spaces.

However, the final design will have to be considered by Council's Planning staff on their merits, once a final design has been prepared and DA has been submitted.

Table 2: Ian Street Summary

	Building Height (Levels)	Basement Levels (no.)	Car Spaces (no.)	Public car park lift foyer (net sqm)	Retail Space (net sqm)	Commercial Office Space (net sqm)	Residential Space (net sqm)	Residential Apartments (no.)
Option 3 (Option 2 as Developer)	4	2	Public – 37 Residential – 32	70	153	-	2,376	25

Table 3: Wilberforce Avenue Summary

	Building Height including rooftop (Levels)	Basement Levels (no.)	Car Spaces (no.)	Community Centre including ground level lift entry foyer (net sqm)	Retail Space (net sqm)	Commercial Office Space (net sqm)	Residential Space (net sqm)	Residential Apartments (no.)
Option 1	5	2	Public – 268	811	359	782	0	0

3. Consultation:

As the project development occurs for this major initiative by Council, the community will have opportunities at various stages to comment on the proposals. The key stages will be during the Planning Proposal stage for both the sites and during the assessment of the Development Application.

4. Community Space

In addition to increasing the amount of available public parking spaces, an objective of this development is to incorporate accessible public amenities (including for use by the elderly and less mobile), and a facility for community uses, as identified in the Community Facilities Study 2011.

This Study found an undersupply of community facility floor space in the Rose Bay/Bellevue Hill area and recommended a staffed community facility of approximately 500-750m² with Council to conduct studies and investigations on potential sites including the Ian St and Wilberforce Ave carparks as an ideal location to provide an accessible community facility. The study found the centre would need to accommodate a variety of uses and age groups and that sites below 500m² are not suitable for multipurpose uses. It showcased single story multi-purpose community centres of between 700-760m² with flexible community spaces to satisfy a broad range of community uses

concurrently. The amount of space required for the proposed community centre would depend on the design, it's location within the building (including over how many floors) and the circulations space required. The space will be designed so that until the need arises, 250m² could initially be partitioned / separated, for commercial use. This would be determined as part of the design process.

5. Next steps:

If the recommendations of the Property Assets Working Party are adopted by Council, the next step will be to undertake detailed site investigations and prepare a procurement model.

Council will soon have to commence the Planning Proposal to re-zone Ian Street and amend the height development standards on both the Ian Street and Wilberforce Avenue sites to accommodate the chosen option. This is necessary, as Planning staff have advised us that the Planning Proposal process will take 6 to 9 months to complete.

Concurrent to this process, we will also be investigating if the project will be classified as a Public Private Partnership (PPP). This will depend on a number of factors including the final cost of the development. If the project is classified as a PPP we will need to notify the Department of Local Government and commence this process also.

6. Identification of Income & Expenditure:

The current capital budget for the financial year 2015/2016 has an allocation of \$500,000 and an additional \$750,000 has been included in the draft 2016/2017 budget to progress the project. The level of expenditure in 2016/17 will depend on the procurement model chosen. Any funds which are unspent in 2016/17 will be returned to reserves and allocated to the project in future years.

7. Conclusion:

The current project will provide important community facilities, public domain works, additional public car parking, residential and retail offerings. The new development will increase employment in the area during construction and full time positions on completion. On completion the new development will provide annual returns to Council.

The recommended options, Option 3 Ian St with Option 1 Wilberforce Avenue, Rose Bay, provides the best balance for the delivery of much needed Community facilities and economic return to Council, ensuring a good Planning outcome also.

Annexures

1. Meeting minutes of the Property Assets Working Party on 23 March 2016 (*circulated under separate cover*) - **Confidential**
2. Updated advice from Hill PDA following the Property Assets Working Party meeting on 23 March 2016 (*circulated under separate cover*) - **Confidential**
3. Rose Bay Car Parks Sites
4. Wilberforce Avenue - Option 1
5. Ian Street - Option 3



ARCHITECTURAL CONCEPTS

Wilberforce Ave Car Park - Option 1



15043 1500 m AS 14/02/2015

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15043 14/02/2015 Site Plan.dgn

Rose Bay Car Parks
ROSE BAY CAR PARKS (OPT 1) _ SITE PLAN

ROSE BAY CAR PARKS URBAN DESIGN STUDY FURTHER OPTIONS PRESENTATION

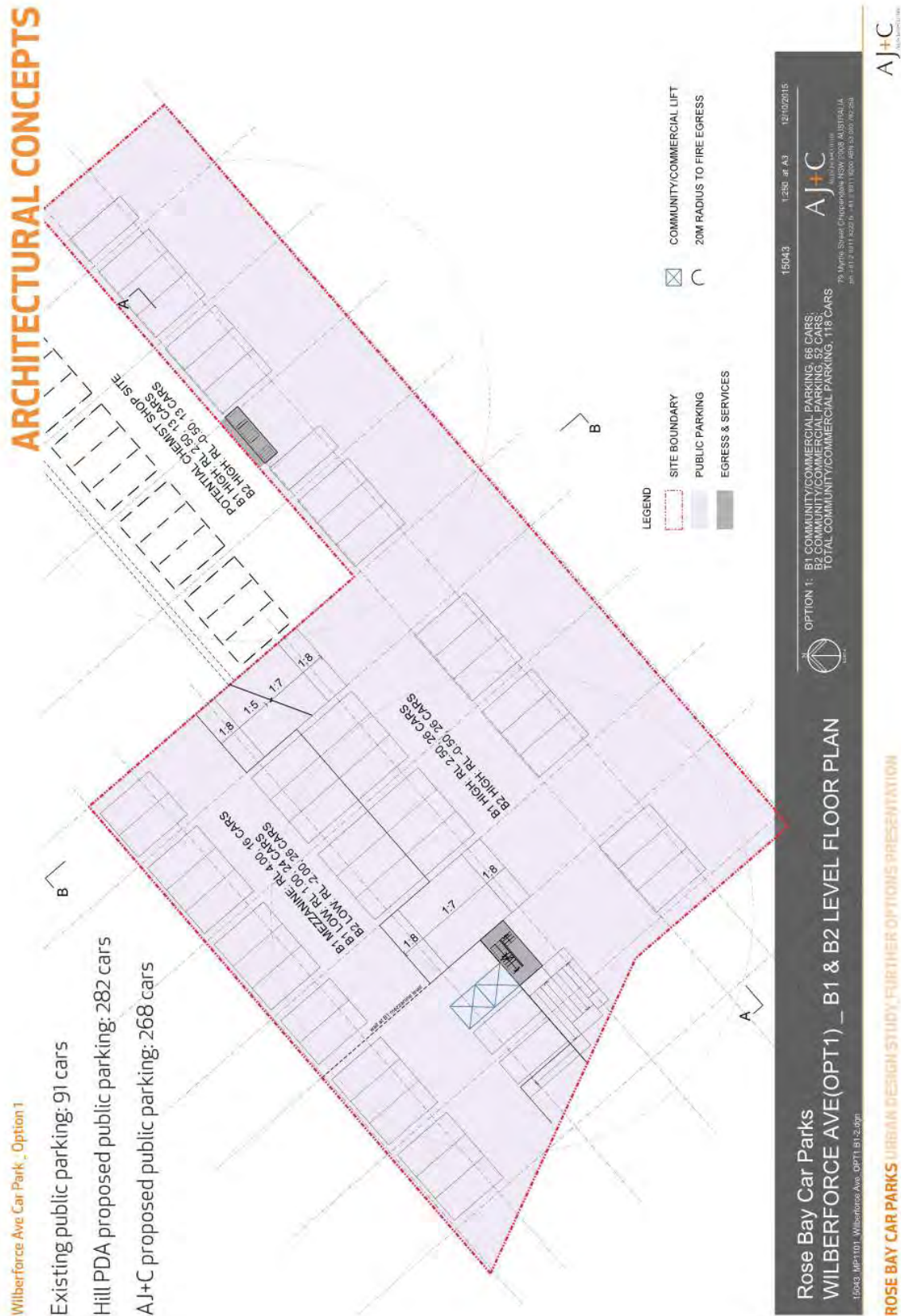
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ARCHITECTURAL CONCEPTS

Wilberforce Ave Car Park - Option 1





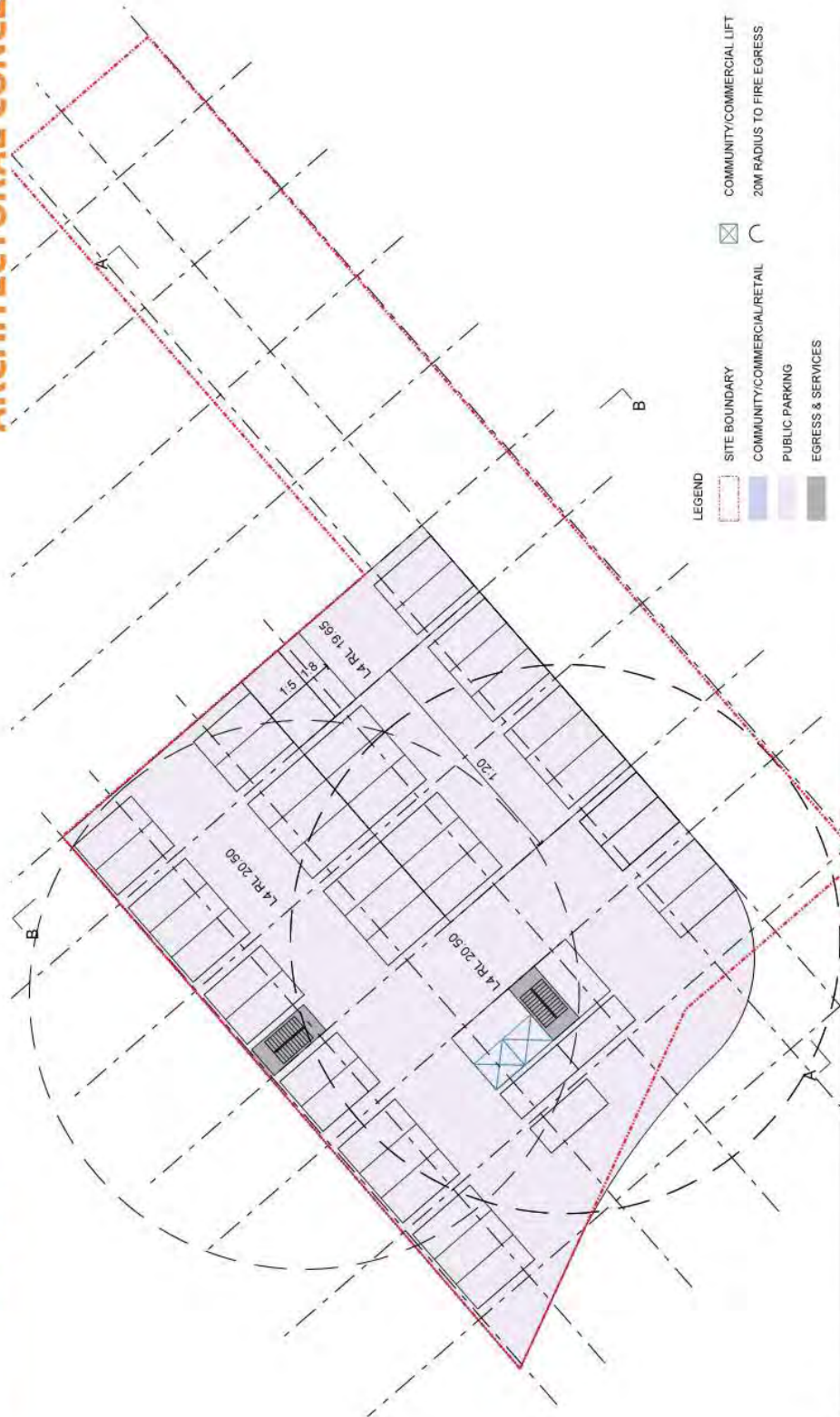
ARCHITECTURAL CONCEPTS

Wilberforce Ave Car Park - Option 1



ARCHITECTURAL CONCEPTS

Wilberforce Ave Car Park - Option 1



Rose Bay Car Parks
WILBERFORCE AVE (OPTION 1)_ LEVEL 4 FLOOR PLAN
15043_HRP1104_Wilberforce Ave_DP11_L4.dgn

OPTION 1: L4 (ROOF) COMMUNITY/COMMERCIAL PARKING-44 CARS

AJ+C
Architects
15043_HRP1104_Wilberforce Ave_DP11_L4.dgn

LEGEND
SITE BOUNDARY
COMMUNITY/COMMERCIAL RETAIL
PUBLIC PARKING
EGRESS & SERVICES
COMMUNITY/COMMERCIAL LIFT
20M RADIUS TO FIRE EGRESS

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ROSE BAY CAR PARKS URBAN DESIGN STUDY/ FURTHER OPTIONS PRESENTATION

AJ+C
Architects

Willberforce Ave Car Park _ Option 1



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WILBERFORCE AVE SITE OPTION I, SECTION A-A

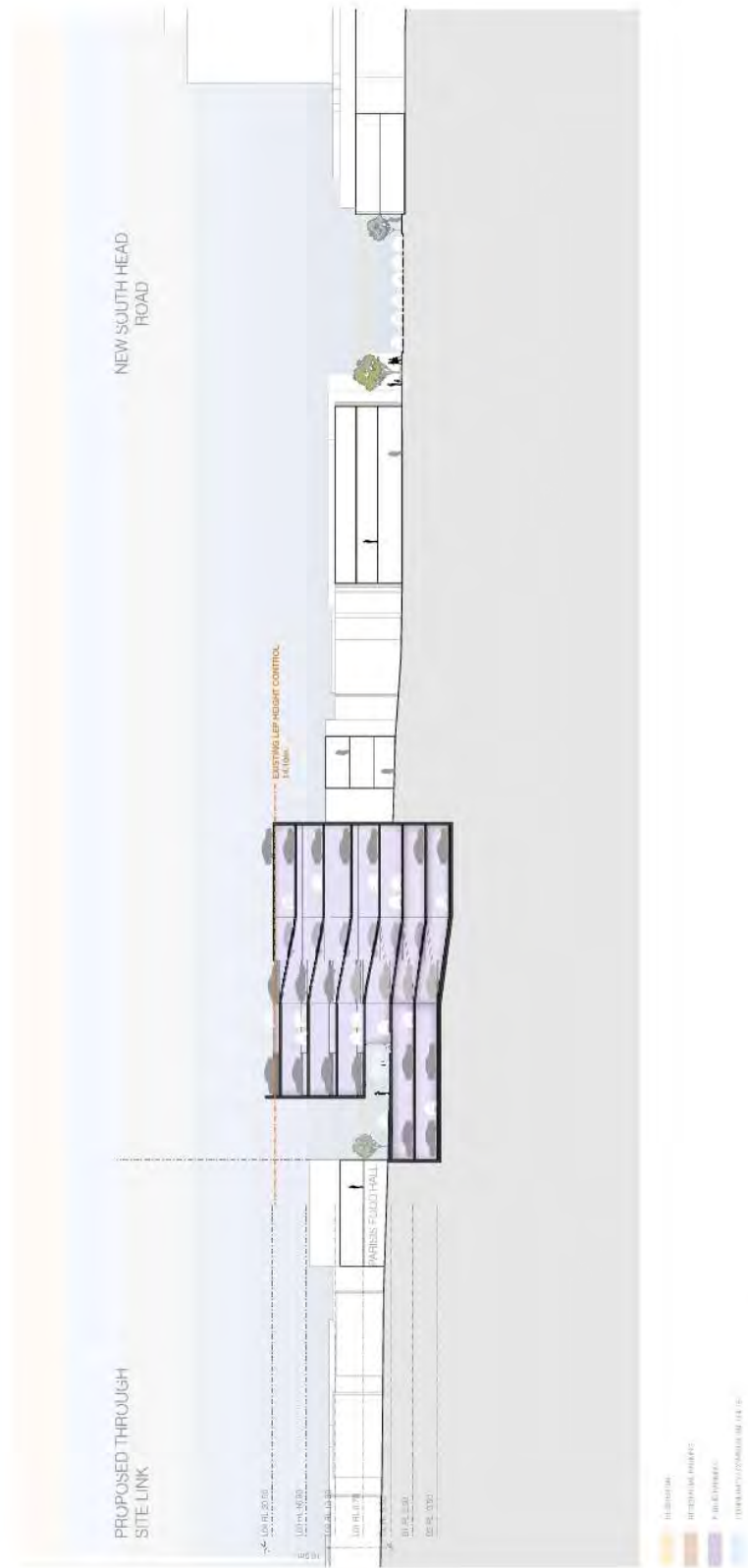
ROSE BAY CAR PARKS URBAN DESIGN STUDY_FURTHER OPTIONS PRESENTATION

100% (2/2)

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Audiobooks & Ebooks

ARCHITECTURAL CONCEPTS

Wilberforce Ave Car Park - Option 1



WILBERFORCE AVE SITE OPTION 1, SECTION B-B

ROSE BAY CAR PARKS URBAN DESIGN STUDY, FURTHER OPTIONS PRESENTATION

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ARCHITECTURAL CONCEPTS

Ian Street Car Park - Option 2 & 3



Rose Bay Car Parks
IAN ST CAR PARK (OPT 2 & 3) - GROUND LEVEL FLOOR PLAN

15043 1:250 w/ A3 7/10/2015

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ROSE BAY CAR PARKS LIFTWAY DESIGN STUDY - FURTHER OPTIONS PRESENTATION

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AJ+C

ARCHITECTURAL CONCEPTS

Ian Street Car Park - Option 2 & 3

Existing public parking: 53 cars

Hill PDA proposed public parking: 49 cars

AJ+C proposed public parking: 37 cars



LEGEND

[Red dashed line]	SITE BOUNDARY	[Green dashed line]	COMMUNITY/COMMERCIAL LIFT
[Blue hatched area]	COMMUNITY/COMMERCIAL/RETAIL	[Red hatched area]	RESIDENTIAL LIFT
[Pink hatched area]	PUBLIC PARKING	[Grey hatched area]	20M RADIUS TO FIRE EGRESS
[Grey hatched area]	EGRESS & SERVICES		

Rose Bay Car Parks
IAN ST CAR PARK (OPT2 & 3) - B1 LEVEL FLOOR PLAN

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OPTION 2 & 3: B1 COMMUNITY PARKING, 30 CARS

ARCHITECTURAL CONCEPTS

Ian Street Car Park - Option 2 & 3

Hill PDA proposed residential parking: 27 cars

AJ+C proposed residential parking: 32 cars



LEGEND	
[Red dashed line]	SITE BOUNDARY
[Blue hatched area]	COMMUNITY/COMMERCIAL RETAIL
[Orange hatched area]	RESIDENTIAL PARKING
[Grey hatched area]	EGRESS & SERVICES
[Green hatched area]	COMMUNITY/COMMERCIAL LIFT
[Red hatched area]	RESIDENTIAL LIFT
[Circle with cross]	20M RADIUS TO FIRE EGRESS

Rose Bay Car Parks
IAN ST CAR PARK (OPT2 & 3) _ B2 LEVEL FLOOR PLAN

15043 MP2100_Lan SL B2.dgn

OPTION 2 & 3: B2 RESIDENTIAL PARKING, 32 CARS

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15043 1:250 at A3 7/9/2015

ROSE BAY CAR PARKS IAN STREET CAR PARK (OPTION 2 & 3) PRESENTATION

19 November 2015 P:\2015\2015_RoseBayCarParks\05_Signage\WP\IAN ST CAR PARK_B2.dwg, Valueday\@marrickville, 20151015.dwg

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ARCHITECTURAL CONCEPTS

Ian Street Car Park - Option 2 & 3



Rose Bay Car Parks
IAN ST CAR PARK (OPT2 & 3) _ GROUND LEVEL FLOOR PLAN
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15043 1:200 A3 7/10/2015
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ROSE BAY CAR PARKS URBAN DESIGN STUDY - FURTHER OPTIONS PRESENTATION

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AJ+C
Architects

lan Street Car Park _ Option 2 & 3



Rose Bay Car Parks
JAN ST CAR PARK (OPT2 & 3) _ LEVEL 1 FLOOR PLAN

15043 1-250 W. A3 709/2015

OPTION 2 & 3: 1-3 RESIDENTIAL TOTAL 25 A.T.P.s, 18 x 11'; 2B x 7'; 3B x 7'

SEPT 65 CHECKING: 70% SOLAR ACCESS: 68% NATURAL VENTILATION: 68% COMPLYING

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ROSE BAY CAR PARKS URRAN DESIGN STUDY_FURTHER OPTIONS PRESENTATION

10 November 2013
P.2013/2940: RealSenseCamera05: GraphicsAPI01/1940: RealSenseCamera05: ValidationZincScript: 2013/05/04/

A|+C

ARCHITECTURAL CONCEPTS

Ian Street Car Park - Option 2 & 3



Rose Bay Car Parks
IAN ST CAR PARK (OPT 2 & 3) _ LEVEL 2 FLOOR PLAN

OPTION 2 & 3: L1+3 RESIDENTIAL TOTAL: 25 ATPS, 16 x 11, 2B x 7, 3B x 7
SEPP 65 CHECKING: CAREFUL DESIGN TO ACHIEVE 70%
SOLAR ACCESS: 88%
NATURAL VENTILATION: 66%, COMPLYING

15043 1:250 at A3 1/8/2015

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ROSE BAY CAR PARKS URBAN/RESIDENTIAL/RETAIL/COMMERCIAL
18 November 2015 P:\2015\IAN - Rose Bay Car Parks\05_Ian St\Level 2_Floor Plan.dwg, User: aj+c\michael.j.20151026m

AJ+C
Architects

ARCHITECTURAL CONCEPTS

Ian Street Car Park - Option 2 & 3



Rose Bay Car Parks
IAN ST CAR PARK (OPT 2 & 3) - LEVEL 3 FLOOR PLAN

OPTION 2 & 3: L1+3 RESIDENTIAL TOTAL: 25 ATPS, 16 x 11, 2B x 7, 3B x 7
SEPP 65 CHECKING: CAREFUL DESIGN TO ACHIEVE 70%
SOLAR ACCESS: 88%
NATURAL VENTILATION: 66%, COMPLYING

15043 1:200 at A3 1/8/2015

AJ+C
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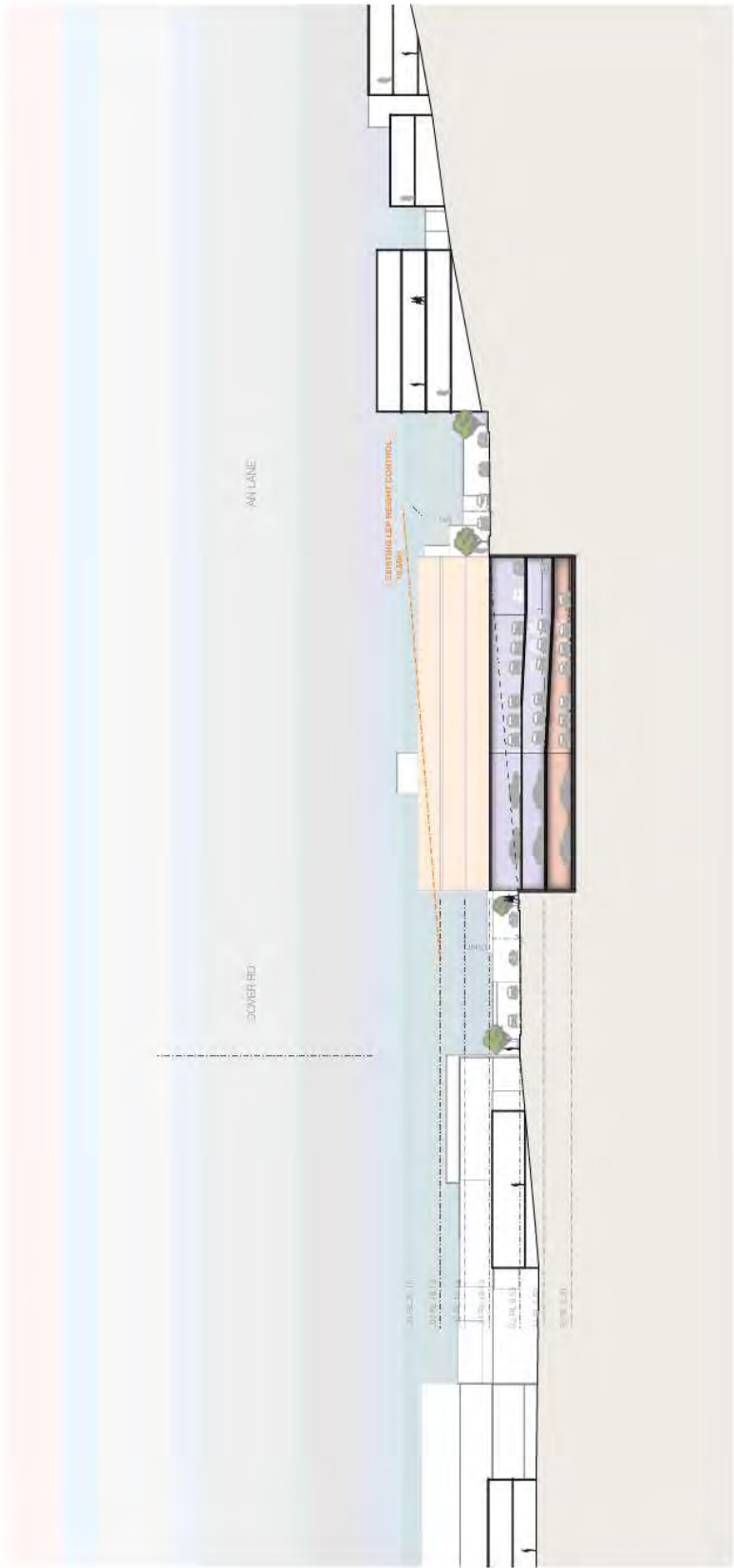
ROSE BAY CAR PARKS **ULTIMATE DESIGN SUBMISSION** **PLANES OF TOWN** **FINAL**

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ARCHITECTURAL CONCEPTS

Ian Street Car Park - Option 2 & 3



- RESIDENTIAL
- RESIDENTIAL - HIGH RISE
- PUBLIC / COMMERCIAL
- COMMERCIAL / INDUSTRIAL / RETAIL

IAN STREET SITE OPTION 2 & 3 - SECTION A-A

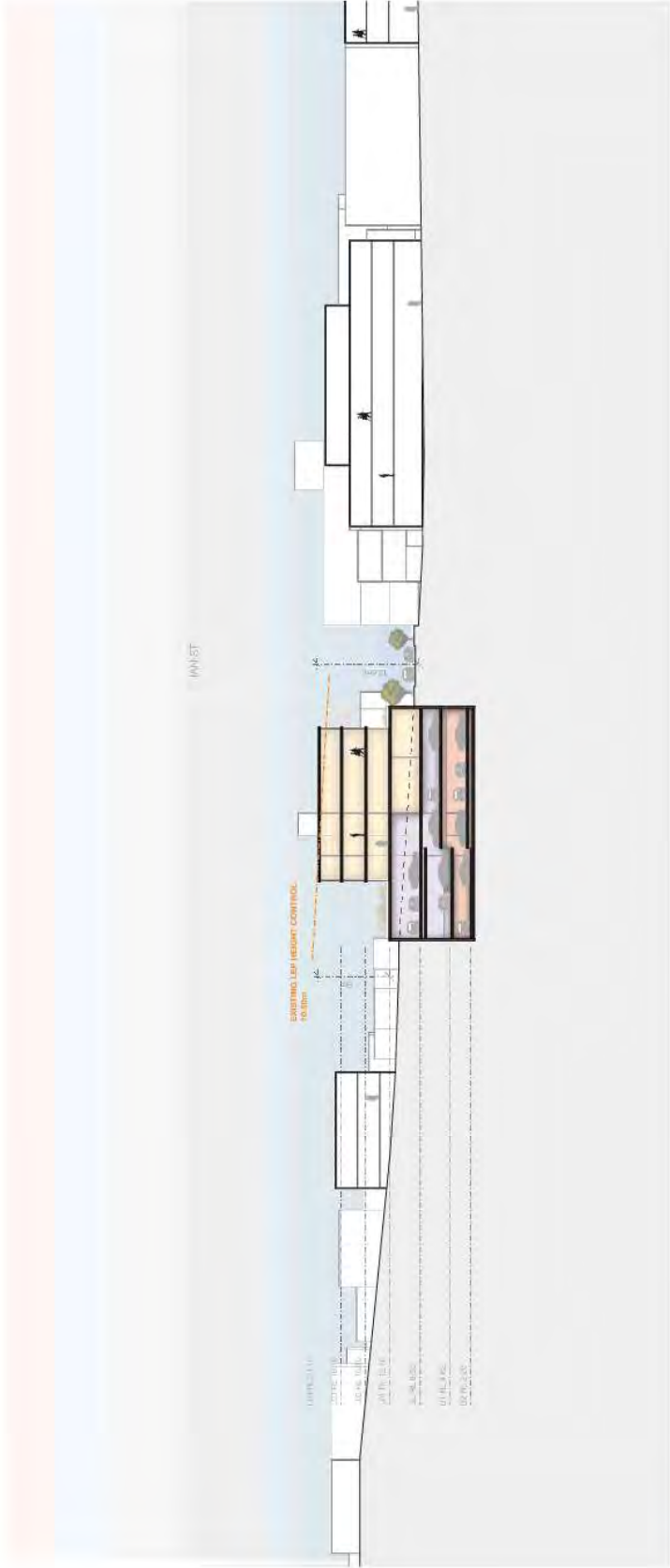
ROSE BAY CAR PARKS URBAN DESIGN STUDY PARTIAL OPTION PRESENTATION

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ARCHITECTURAL CONCEPTS

Ian Street Car Park - Option 2 & 3



RESIDENTIAL
RESIDENTIAL PARKING
PUBLIC OPENING
COMMERCIAL/INDUSTRIAL

ROSE BAY CAR PARKS URBAN DESIGN STUDY - FURTHER OPTIONS PRESENTATION

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