

(F2009/00257)

Contact: Karen Armstrong on 9399 0895

23 June 2010

The Panel Secretariat
Joint Regional Planning Panel
GPO Box 3415
Sydney NSW 2001

Dear Sir/Madam,

Re: DA 215/2010 - 261-275 Avoca Street Randwick: Demolition of existing structures and construction of a multi-unit housing development containing 132 units and basement parking

I refer to the above application which was considered by Randwick City Council at its meeting of 25 May 2010.

The Council supports the proposal in principle subject to detailed assessment of issues and resolution of the following matters prior to determination of the application:

1. In order to provide an active street front and flexibility in the use of the ground floor units fronting Avoca and Barker Streets for home business activities or health services facilities, the applicant is requested to consider:
 - o larger floor areas by combining adjoining units or those of the upper floor level;
 - o increasing the floor to ceiling heights of the ground floor units to a minimum 3.3m;
 - o providing primary access to the units from the Avoca and Barker street frontages;
 - o modifying the ground level facades to create active frontages with a lower street wall/fence to improve views to and from the units facing Avoca and Barker Streets.
2. The applicant commit to affordable housing provision, through dedication of 2 units, which would satisfactorily be the smaller, studio units to provide for local key worker/student affordable housing needs or alternatively dedication of 1 unit and affordable rental arrangement for 1 other unit.

<p>English</p> <p>If you need help to understand this letter, please come to Council's Customer Service Centre and ask for assistance in your language or you can contact the Telephone Interpreter Service (TIS) on 131 450 and ask them to contact Council on 9399 0999.</p>	<p>Greek</p> <p>Αν χρειάζεστε βοήθεια για να καταλάβετε αυτή την επιστολή, παρακαλούμε να έρθετε στο Κέντρο Εξυπηρέτησης Πελάτων της Δημοτικής (Council Customer Service Centre) και να ζητήσετε βοήθεια στη γλώσσα σας ή τηλεφωνήστε στην Τηλεφωνική Υπηρεσία Απεριευγών (Telephone Interpreter Service – TIS) τηλ. 131 450 και να ζητήσετε να επικοινωνήσουν με τη Δημοτική τηλ. 9399 0999.</p>	<p>Italian</p> <p>Se avete bisogno di aiuto per capire il contenuto di questa lettera, recatevi presso il Customer Service Centre del Municipio dove potrete chiedere di essere assistiti nella vostra lingua; oppure mettetevi in contatto con il Servizio Telefonico Interpreti (TIS) al 131 450 e chiedete loro di mettersi in contatto col Municipio al 9399 0999.</p>
<p>Croatian</p> <p>Ako vam je potrebna pomoć da biste razumjeli ovo pismo, molimo dodite u Općinski službeni centar za klijente (Council's Customer Service Centre) i zatražite pomoć na svom jeziku, ili možete nazvati Telefonsku službu tumača (TIS) na 131 450 i zamoliti njih da nazovu Općinu na 9399 0999.</p>	<p>Spanish</p> <p>A la persona que necesite ayuda para entender esta carta se le ruega venir al Centro de Servicios para Clientes [Customer Service Centre] de la Municipalidad y pedir asistencia en su propio idioma, o bien ponerse en contacto con el Servicio Telefónico de Intérpretes [“TIS”], número 131 450, para pedir que le comuniquen con la Municipalidad, cuyo teléfono es 9399 0999.</p>	<p>Vietnamese</p> <p>Nếu quý vị không hiểu lá thư này và cần sự giúp đỡ, mời quý vị đến Trung Tâm Dịch Vụ Hướng Dẫn Khách Hàng của Hội Đồng Thành Phố (Council's Customer Service Centre) để có người nói ngôn ngữ của quý vị giúp hay quý vị có thể liên lạc Dịch Vụ Thông Dịch qua Điện Thoại (TIS) ở số 131 450 và yêu cầu họ liên lạc với Hội Đồng Thành Phố (Council) ở số 9399 0999.</p>
<p>Polish</p> <p>Jeśli potrzebujesz pomocy w zrozumieniu treści tego pisma, przyjdź do punktu obsługi klientów (Customer Service Centre) przy Radzie Miejskiej i poproś o pomoc w języku polskim, albo zadzwoń do Telefonicznego Biura Tłumaczy (Telephone Interpreter Service – TIS) pod numer 131 450 i poproś o skontaktowanie się z Radą Miejską (Council) pod numerem 9399 0999.</p>	<p>Indonesian</p> <p>Jika Anda memerlukan bantuan untuk memahami surat ini, silakan datang ke Pusat Pelayanan Pelanggan (Customer Service Centre) Pemerintah Kotamadya (Council) dan mintalah untuk bantuan dalam bahasa Anda, atau Anda dapat menghubungi Jasa Juru Bahasa Telepon (Telephone Interpreter Service - TIS) pada nomor 131 450 dan meminta supaya mereka menghubungi Pemerintah Kotamadya pada nomor 9399 0999.</p>	<p>Turkish</p> <p>Bu mektubu anlamak için yardıma ihtiyacınız varsa, lütfen Belediye'nin Müşteri Hizmetleri Merkezi'ne gelip kendi dilinizde yardım isteyiniz veya 131 450'den Telefonla Tercüme Servisi'ni (TIS) arayarak onlardan 9399 0999 numaradan Belediye ile ilişkiye geçmelerini isteyiniz.</p>
<p>Hungarian</p> <p>Amennyiben a levél tartalmát nem érti és segítségre van szüksége, kérjük látogassa meg a Tanácsház Ügyfél Szolgálatát (Customer Service Centre), ahol magyar nyelven kaphat felvilágosítást, vagy hívja a Telefon Tölmács Szolgálatot (TIS) a 131 450 telefonszámon és kérje, hogy kapcsolják a Tanácsházat a 9399 0999 telefonszámon.</p>	<p>Czech</p> <p>Jestliže potřebujete pomoc při porozumění tohoto dopisu, navštivte prosím naše Středisko služeb pro veřejnost (Council's Customer Service Centre) a požádejte o poskytnutí pomoci ve vaší řeči anebo zavolejte Telefonní tlumočnickou službu (TIS) na tel. čísle 131 450 a požádejte je, aby oni zavolali Městský úřad Randwick na tel. čísle 9399 0999.</p>	<p>Arabic</p> <p>إذا أردت مساعدة لفهم هذه الرسالة، نرجوكم الحضور إلى مركز خدمة عملاء المجلس واطلب المساعدة في لغتك، أو يمكنك الاتصال بخدمة الترجمة الهاتفية (TIS) على هاتف رقم ١٣١ ٤٥٠ واطلب منهم الاتصال بالمجلس على رقم ٩٣٩٩ ٠٩٩٩.</p>
<p>Chinese</p> <p>如果你需要人幫助你了解這封信的內容，請來市政會顧客服務中心要求翻譯服務，或者與電話傳譯服務 (TIS) 聯係，號碼是 131 450。請他們幫助你打電話給市政會，號碼是 9399 0999。</p>	<p>Russian</p> <p>Если Вам требуется помощь, чтобы разобраться в этом письме, то, пожалуйста, обратитесь в Муниципальный Центр Обслуживания Клиентов и попросите оказать Вам помощь на Вашем языке или же Вы можете позвонить в Телефонную Службу Переводчиков (TIS) по номеру 131 450 и попросить их связаться с Муниципалитетом по номеру 9399 0999.</p>	<p>Serbian</p> <p>Ako vam treba pomoć da razumete ovo pismo, možemo vas da dođete do Centra za usluge municipijama pri Opštini (Customer Service Centre) i zamolite ih da vam pomognu na vašem jeziku, ili možete nazvati Telefonsku prevoznicu službu (TIS) na 131 450 i zamolite ih da vas povežu sa Opštinom na 9399 0999.</p>

3. The proposal include more bicycle parking spaces equivalent to 1 space per unit, via a reduction in on site car parking to match the required standard.

A copy of the Council report detailing the background to the above matters and resolution is attached for your information.

It is noted that subsequent to the Council's consideration, further negotiation with the applicant took place. The applicant has made an offer of three dwellings to be dedicated to the Council as a part of a Voluntary Planning Agreement. This has been reflected in the assessment report.

If you have any queries or would like to further discuss any matters raised here, please do not hesitate to contact Karen Armstrong, Manager, Strategic Planning, on 9399 0895.

Yours sincerely,



Sima Truuvert
Director, City Planning

Attach.

Director City Planning Report No. CP41/10



Subject: 261-275 Avoca Street Randwick (DA 215/2010) - Council Submission to the Joint Regional Planning Panel

Folder No: F2009/00257

Author: Stella Agagiotis, Co-ordinator, Strategic Planning

Introduction

A Development Application DA 215/2010 for demolition of the existing car showroom/yard (Nissan) and construction of a multi-unit housing development at 261-275 Avoca Street Randwick (corner with Baker Street) has been lodged by 4D Property Consulting Pty Ltd. As its value is greater than \$10M, the application will be determined by the Joint Regional Planning Panel (JRPP). While these regional scale DAs are determined by the JRPP, councils are able to prepare a submission directly to the JRPP for consideration in its determination.

This report recommends that a Council submission should be forwarded to the JRPP as shown in Attachment 1. It should be noted that this submission is an overview of the issues rather than a detailed assessment.

The Councillors were informed of the proposal during the briefing session on the Specialised Centre Discussion paper on Tuesday 4 May 2010.

The Proposal



Subject site: 265-271 Avoca Street, Randwick

The application proposes the construction of 132 apartments and basement parking in one continuous building wrapping the corner of Barker and Avoca Street with a curved façade at the intersection. Underground parking in two levels will

accommodate 178 vehicles and 40 bicycle spaces. The current application is for the whole site which has a site area of 4,910m². Construction costs are valued at \$12.1million. The height proposal is 4 storeys to Avoca and Barker Streets and 3 storeys to Dine Street. It is also proposed to have a 4 storey scale to the northern boundary with a transition down in height to the centre of the site. At the Centre of the site is a 12m wide landscaped courtyard over deep soil.

The proposed FSR for the development is 1.7:1 and the maximum overall height varies between 11.95m and 14.7m. SEPP 1 objections have been submitted for the FSR, height and landscaped area requirements under Randwick LEP 1998 (which are 0.65:1, 9.5m and min 50% respectively) for the 2B zone.

The development comprises:

58 studio and 1 bedroom apartments,
58 x 1 bedroom plus study and
16 x 2 bedroom apartments.

The DA was advertised for 30 days from the 14 April 2010 to the 14 May 2010.

Previous Approval:

A number of applications for various works to the car showroom use have been submitted for the site since the 1950s including building extensions, tree removal, and signage. DA 820/2004 approved by Council on 8 May 2005 was for construction of a mixed development up to 3-4 storeys (overall building height of 12.2m) containing a car showroom, 53 apartments and parking for 143 vehicles in two basement levels. That DA retained the car showroom on the ground floor of a building fronting Avoca Street, with residential dwellings above. The approved FSR for that proposal was 1.4:1 and the site benefitted from "existing use right provisions" (given that the car showroom is prohibited in the current 2B zone). A merit assessment of the application by Council officers concluded that the proposal was consistent with the character of the locality and met most of Council's design and amenity performance criteria. The proposed landscaped area was 61% and the mix of dwellings was also different to the current proposal, with the majority being 2 bedroom units- 16 x 1 bedroom and 37 x 2 bedroom apartments. Therefore the current application is different in that it is all residential and contains more studio one bedroom apartments.

JRPP process

The recently formed JRPPs were established in 2009 as part of the NSW Government planning reforms. Developments classified as regional development are to be referred to the relevant JRPP for determination, generally where development is greater than \$10M or over \$5M for public or private community infrastructure and ecotourism. The relevant JRPP is the Sydney Metro East Region. While the application has been referred to Randwick City Council for officers to undertake advertising, notification and assessment, the JRPP process is that the assessment report will be sent directly to the Panel. The JRPP procedures allow for councils to make a submission directly to the JRPP secretariat. It is not a matter however that must be addressed in the assessment report or recommendations by the relevant council assessment staff. Councillors may also individually make submissions to the JRPP.

Relevant Plans/Policies:

The proposal is subject to the following planning controls, as discussed in more detail below:

- State Environmental Planning Policy No. 55, Remediation of Land (SEPP 55);
- State Environmental Planning Policy No. 65, Design Quality of Residential Flat development (SEPP 65);

- State Environmental Planning Policy (Infrastructure) 2007;
- Randwick Local Environmental Plan 1998 (Consolidation);
- State Environmental Planning Policy (BASIX) 2004

The following development controls plans are also applicable:

Development Control Plan: Multi-unit Housing; and
Development Control Plan: Parking

1. SEPP 55

The site has not been remediated yet. Council's Environmental Health Officer has required details to be provided as to the nature and extent of remediation works at the site. Notwithstanding this, the information provided by the applicant demonstrates that the site is able to be remediated for residential use.

2. SEPP 65

At its meeting of 19 April 2010, the SEPP 65 Design Review Panel Meeting considered the proposal to be acceptable overall however has requested that the applicant make the following amendments to the scheme to improve the design:

- The deletion of the section of the proposed Northern building containing units Nos. G.06, 1.07, 2.07, and 3.09, to provide for an appropriate separation and significant opening between the Northern building and the Avoca building. This separation/opening is considered appropriate to improve the amenity of the overall development. The deletion of this floor area is appropriate and can be accommodated in the context of the proposal's current variation in gross floor area which significantly exceeds the maximum permitted.
- The creation of an opening on the southern end of the corridor/breezeway in the Avoca Building which may entail deletion/reconfiguration of bedrooms to units Nos. 1.01, 2.01 and 3.01.
- Improvements to the lift configuration and circulation in the south-east of the proposed development which currently does not allow for convenient access to units.
- Improvements to the west-facing units (looking into the central courtyard) in the Dine Street building which will have limited aspect and solar access
- Improvements to the amenity of internal windowless study rooms and small internal kitchens.
- Improvements to the privacy of walkways/balconies of units looking into the central courtyard.

Amended plans have been received addressing all the above design issues. Subject to these amendments being satisfactory the SEPP65 Design Review Panel would raise no objections to the design of the proposed development. These design details appear appropriate and are now being reviewed as part of the DA assessment report. Further design issues are raised in this report in relation to the activation of Avoca and Barker Streets and some modifications to these street elevations will be necessary.

3. State Environmental Planning Policy (Infrastructure) 2007

The proposal includes more than 75 dwellings with access within 90m of a classified main road i.e Avoca Street and therefore requires referral to the RTA. The proposal

has been accompanied by a traffic report which concludes that the proposal will have a minor impact on the operation of the signalised intersection of Avoca Street and Barker Street. This matter will be considered in detail in the assessment report. There are no issues raised in this paper in relation to this SEPP.

4. Randwick LEP 1998 (Consolidation)

The site is zoned Residential 2B under RLEP 1998. This Zone permits use of the site for medium density residential development as well as a range of non residential uses such as community facilities, educational establishments, health consulting rooms, serviced apartments and home activities. The proposal is consistent with this and permissible in the zone, and is consistent with the zone objectives.

The development standards applicable to the site are:

Standard	Required	Proposed	Degree of non-compliance
clauses 20G(1) wall height	7m	Up to 14.7m	Over by 7.7m
Clause 20G(3) overall building height	9.5m	Up to 14.9m	Over by 5.4m
clause 20E(2) landscaped area	minimum 50%	46.52%	Short 3.48%
clause 20F floor space ratio	0.65:1	1.7:1	Over 5144m ²
clause 28 Tree Preservation	Approval for removal of trees covered by TPO	21 new trees to replace removed trees	NA
clause 40 earthworks	Consent for earthworks	Site is suitable for residential development	NA
clause 43 Heritage Conservation (The Spot Heritage Conservation Area)	Consent for development within heritage conservation areas	Heritage Impact Statement accompanies the DA-proposal acceptable	NA

Section 6.2 provides further information on the scale of the development.

5. Randwick DCPs

Development Control Plan: Multi-unit Housing; and
Development Control Plan: Parking

In relation to car parking the proposal is required to provide a total of 168 parking spaces, being 135 for residents and 33 for visitors in accordance with Councils DCP. The proposal provides a greater number of parking spaces than is required - 178 spaces. This is discussed in section 6.4.

6. Issues for consideration

6.1 Specialised Centre

The subject site and surrounding land including the UNSW and Randwick Hospitals Campus are located within the Metropolitan and draft East Sub-regional Strategies as a 'Specialised Centre' of education, health and research. As part of the comprehensive LEP preparation, a discussion/precinct paper is being prepared for this Centre. The visions and strategies being considered in the draft Specialised Centre Discussion Paper which are relevant to the proposal are considered below:

6.2 Identity and Character

The site is located on the border of The Spot Heritage Conservation Area characterised by groupings of 19th and 20th century residential and commercial buildings on variable lot sizes. There are also buildings of more recent periods including 1960s and 1970s walk up flats and dwellings. A number of significant trees on private property (particularly along the Hospitals frontage) and along the street overhang the road and provide an attractive "green corridor". This part of Avoca Street is also characterised by the heritage setting on the Hospitals campus. The residential development in this area is medium density overall with minimum street setbacks of buildings.

The subject site is a large parcel of land, located on a prominent corner of the Conservation area and offers an opportunity to address and contribute positively to the streetscape of Avoca Street. A Heritage Impact Statement accompanies the DA which concludes that the proposal is acceptable in terms of its impact on the Conservation Area. The proposal adopts a modern design with the use of metal roof sheeting, louvered laminated glass, painted render, brickwork, metal balustrade, aluminium framing for the glazing. The selection of materials is compatible with the character of the street. The Avoca and Barker Street frontages are broken down into a series of bays to reduce the bulk and be consistent with the modulation along these streets.

In terms of overall building height (between 6.75-14.7m) the proposal exceeds Council's standard of 9.5m and the application includes an objection under SEPP 1, justifying the inconsistency. Whilst this matter will be considered in detail in the JRPP assessment report, the proposal is generally considered appropriate given the higher scale of existing and proposed development in the locality e.g older 3-4 storey residential flat buildings along Dine Street and to the south on the opposite side of Barker Street, higher institutional buildings on the Hospitals campus on the opposite side of Avoca Street and 3 storey school buildings diagonally opposite the site. Also approved is a 6-12 storey development (Neuroscience Research Building) on the Hospital site further along Barker Street to the west. The height and design of the curved corner treatment is also a satisfactory visual element and contributes to the identity of the Centre.

The proposal includes street tree planting along the 3 street frontages. The proposed trees along Avoca Street are Eucalyptus (7) and along Barker Street are Tristaniopsis (9), species which are contained within Council's Street Tree Masterplan. The trees will enable the continuation of the leafy corridor along this section of Avoca Street.

6.3 Land use and Long Term Planning

The eastern end of Barker Street has been identified as an area surrounding the major institutional campuses most likely to respond to future demands of education, health and related uses and housing. Such areas are those that provide a mix of the following attributes;

- proximity to public transport

- ability to link in with associated uses, and provide a benefit from clustering of related activities
- ability to provide a transition from established town centres, education and health uses
- ability to contribute to the activation of the public domain
- ability to contribute to the desired future character of key streets in the Centre

Whilst the proposal is generally consistent with the State and regional directions for this precinct in terms of accommodating residential growth the units could incorporate a more flexible internal design/layout and larger size, particularly on the ground floor, to attract home based employment or health service facilities. Council's background studies and investigations to date have shown that a high proportion of Randwick residents work from home and many innovative and successful businesses start-up from home. Working from home also has advantages for sustainability (less commuting). The proposal includes 5 apartments at ground level fronting Avoca Street which are 1 bedroom or 1 bedroom plus study and 11 fronting Barker Street which have 2 bedrooms. However the Avoca Street units are only accessed from a common internal walkway at the rear and have small private paved courtyards on the Avoca Street frontage.

It is recommended that these units be modified to enable access from Avoca Street and a lower front fence to enable views into and from the building to improve activation of the street frontage (taking into account the sloping street).

A key element need for this locality is to encourage more affordable housing as a priority, to improve broad community access to the institutions and assist key workers to live and work locally. The proposal comprises a high proportion of smaller units: 44% studio and 1 bedroom (58 units) and 56% 1 bedroom plus study or 2 bedroom units (74 units). Smaller units will meet the needs of students and singles/couples within the local area and provide a degree of affordability due to their smaller size. Given that the development in the current form, is a substantial departure from the FSR controls, such a departure would benefit the landowner and it is considered reasonable to seek a further contribution to affordable housing supply given its location in one of the most unaffordable regions in Sydney. It is noted that this DA is also accompanied by a Voluntary Planning Agreement (VPA) in the form of a monetary contribution or the dedication of 1 or 2 units (there is an inconsistency in the report) to Council for the provision of affordable housing. Given the pressure for affordable accommodation for key workers and students in this locality, it is recommended that 2 units should be provided to contribute to housing affordability, which would satisfactorily be the smaller, studio units to ensure rental affordability. Alternatively the applicant could consider dedication of 1 unit and an affordable rental arrangement for at least 1 other unit.

6.4 Local Connectivity

A key message emerging from Council's work to date is to encourage, promote and facilitate walking and cycling to, from and within the Specialised Centre to build on the already high usage of this form of transport. This proposal provides for 40 bicycle parking spaces in the basement carpark. This equates to about 1 space for every 3 units. It is recommended that this number be increased to at least 1 space for every unit to allow for some units to accommodate more than 1 bike and encourage use by visitors.

A reduction in the number of car spaces is recommended (from 178 to the required 168) in order to reduce the demand for private vehicle use and this will enable reconfiguration of the basement level to accommodate more bicycle spaces.

Relationship to City Plan

The relationship with the City Plan is as follows:

Outcome: Excellence in urban design and development.

Direction: Achieve excellence in the design quality of new development.

Financial impact statement

There is no direct financial impact for this matter.

Conclusion

The proposal is supported in principle subject to detailed assessment of issues and that the following matters be resolved prior to any approval:

1. In order to provide an active street front and flexibility in the use of the ground floor units fronting Avoca and Barker Streets for home business activities or health services facilities, the applicant is requested to consider:
 - o larger floor areas by combining adjoining units or those of the upper floor level;
 - o increasing the floor to ceiling heights of the ground floor units to a minimum 3.3m;
 - o providing primary access to the units from the Avoca and Barker street frontages;
 - o modifying the ground level facades to create active frontages with a lower street wall/fence to improve views to and from the units facing Avoca and Barker Streets.
2. The applicant commit to affordable housing provision, through dedication of 2 units, which would satisfactorily be the smaller, studio units to provide for local key worker/student affordable housing needs or alternatively dedication of 1 unit and affordable rental arrangement for 1 other unit.
3. The proposal include more bicycle parking spaces equivalent to 1 space per unit, via a reduction in on site car parking to match the required standard.

Recommendation

That Council endorse the attached submission to the Joint Regional Planning Panel, in relation to DA 215/2010 (261-275 Avoca Street, Randwick).

Attachment/s:

1. Letter to JRPP re: DA215/2010