

JRPP No:	2011SYW028
Proposal:	<p>The proposal consists of the internal and external refurbishment of the St Johns Bowling Club to improve the operational characteristics of the facility. The proposal can be summarised as follows:</p> <ul style="list-style-type: none"> ▪ Remodelling of existing bar/bistro/lounge area on the ground level; ▪ Remodelling of the outside refreshment area; ▪ Extended, covered, outdoor gaming area and noodle bar; ▪ Replacement of existing chiller plant with quieter water cooled chiller adjoining existing multi-deck car park; ▪ Upgrade to facades and external treatments; ▪ New greenkeepers shed; and ▪ Additional landscaping
Location:	Lot 1 DP862020, Lots 1 & 2 DP869668, Lot 446 DP 824288, Lot 389 DP752060, No. 103 Edensor Road, St Johns Park
Owner:	St Johns Park Bowling Club Ltd
Proponent:	Cullinan Ivanov Partnership Pty. Ltd
Capital Investment Value:	\$25,163,600
File No:	DA 73.1/2011
Author:	Karl Berzins, Development Planner, Fairfield City Council

Assessment Report and Recommendation

RECOMMENDATION

That the application proposing the internal and external refurbishment of the St Johns Bowling Club be approved subject to conditions as outlined in Attachment B of this report.

SUPPORTING DOCUMENTS

AT-A	Development Plans
AT B	Statement of Environmental Effects
AT C	Traffic Report
AT D	Acoustic Assessment
AT-E	Draft Conditions of Consent

EXECUTIVE SUMMARY

The proposal is for the internal and external refurbishment of the St Johns Bowling Club to improve the functionality of the internal spaces within the existing building footprint and to improve the recreational experience of patrons at the club. It primarily involves remodelling of spaces within the existing building footprint.

The total additional floor space proposed is 1188m². This floorspace includes an extension to the building's northern elevation to accommodate a noodle bar, and an improved outdoor gaming area. The floor space of this extension is 932m².

No additional gaming machines are proposed but rather a reconfiguration of existing indoor and outdoor gaming area in response to the demands created by the Smoke-free Environment Regulations with portions of the gaming area designed to meet the definition of 'un-enclosed' in these regulations.

The re-configuration of the existing at grade car park and changes to traffic circulation in the ground level of the multi-deck car park will result in the total number of car parking spaces decreasing from 601 to 589.

There will be no addition to staff numbers which is approximately 200, however not all staff are working at the same time. Similarly there is no change proposed to the approved operating hours which are as follows:

Monday to Wednesday:	9.00am - 2.00am
Thursday to Saturday:	9.00am - 3.30am
Sunday:	9.00am - 3.00am

The subject site is zoned Recreation-Private 6(b) under Fairfield Local Environmental Plan 1994. The application for the internal and external refurbishment of the St Johns Bowling Club is a permissible use in the zone as either a club or a recreational facility.

The development application was advertised in accordance with the Fairfield City-Wide DCP 2006. No submissions were received.

The application was referred to the RTA and the Office of water. Both these government bodies raised no objection to the proposal.

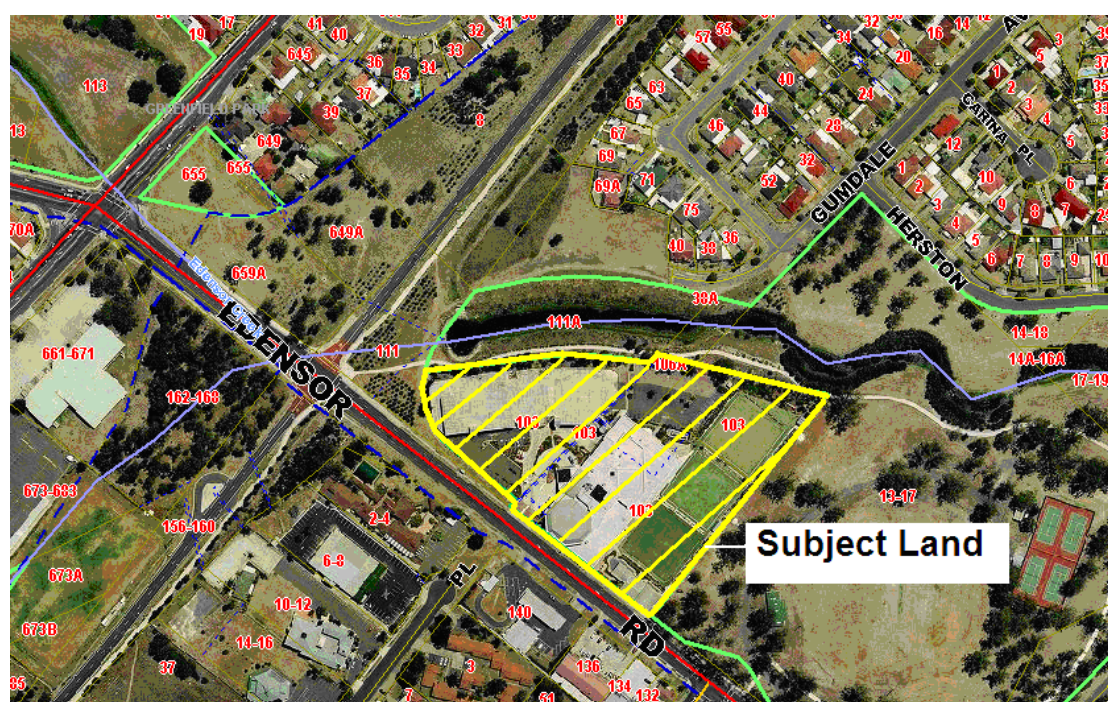
This report summarises the key issues associated with the development application and provides an assessment of the relevant matters of consideration in accordance with the Environmental Planning and Assessment Act 1979, the Fairfield Local Environmental Plan 1994 and the Fairfield City Wide Development Control Plan. The main issue concerns the adequacy of on-site car parking and non-compliance with Council's development controls in this regard. The applicant's arguments are supported with respect to the departure from the DCP and there is sufficient additional

car parking capacity on-site to accommodate normal business usage as well as special event usage.

It is considered that the proposed development is appropriate for the site and for the locality and will have minimal impact on the surrounding environment. Based on an assessment of the application, it is recommended that the application be approved subject to conditions.

SITE DESCRIPTION AND LOCALITY

The subject site is located on the eastern corner of Edensor Road and the Liverpool-Parramatta transit way as shown below.



The land is described as Lot 1 DP862020, Lots 1 & 2 DP869668, Lot 446 DP 824288, Lot 389 DP752060, No. 103 Edensor Road, St Johns Park. The subject land has approximately a 200 metre frontage to Edensor Road and an area of 24,314 m².

All access to the site is from Edensor Road. The site is relatively flat and adjoins Clear Paddock Creek to the north. The site has been developed as a bowling club and contains three greens, a two storey clubhouse that contains administration offices, restaurants, bars, function rooms and indoor and outdoor gaming areas. The site also contains an outdoor bar facility at the eastern end of the bowling greens and a four storey car parking area as well as at grade car parking to the west of the club building. There are 601 car parking spaces provided on the site.

In general terms, the land to the north of the site is residential, land to the east is used as open space, land to the south is the Bonnyrigg Redevelopment Area and land to the west is transport corridor and residential.

DEVELOPMENT HISTORY

The site has an extensive development approval history which includes:

Description of Consent/Approval	Council Reference
Creation of Outdoor Gaming Area & Bowlers Lounge	0235/2008DA
Additions and Alterations to Multi-Level Car Park	1444/2006DA
Terraces added and relocation of rooms.	0267/2006MA
Deletion of Conditions 21, 31, 32 and 35.	0171/2006MA
Permanent Trading Hours for St Johns Pk Bowling Club	0490/2006DA
New External Terrace & Alterations/Upgrade to Foyer	0608/2005DA
Minor modifications to elevations	0205/2004MA
Alterations and Additions to Club Building	1155/2004DA
Greenkeeper's and Amenities Building	0211/2004DA
Pylon Identification Sign	0281/2003DA
Fence materials changed	0079/2000MA
Multi-Deck Car Park	D3201/99
Fence	N2152/99
Fence	D3036/99
External Club Identification Signage	D794/99
Greenkeepers Shed	J128/96
Alterations & Additions To St. Johns Park Bowling	B1300/96
240,000 Lt Water Storage Tanks	J70/96
Extend & Refurbish Existing Club	D279/96
New Bowling Green	D99/96
Restriction On Use & Positive Covenant	S2251/95
Alterations & Addition To St. Johns Park Bowling Club	D165/94
Extension & Alterations To St. Johns Park Bowling Club	B500/94

PROPOSAL

The proposal is for the internal and external refurbishment of the St Johns Bowling Club to improve the functionality of the internal spaces within the existing building footprint and to improve the recreational experience of patrons at the club. It primarily involves remodelling of spaces within the existing building footprint. The total additional floor space proposed is 1188m². The proposal does however include an extension to the building's northern elevation to accommodate a noodle bar, and an improved outdoor gaming area. The floor space of this extension is 932m².

No additional gaming machines are proposed but rather a reconfiguration of existing indoor and outdoor gaming area in response to the demands created by the Smoke-free Environment Regulations with portions of the gaming area designed to meet the definition of 'un-enclosed' in these regulations.

The proposal is summarised below:

- Remodelling of internal spaces within existing building footprint to create bar /bistro /lounge (ground level) involving; indentation of building to create additional outdoor lounge / dining area
- Extended outdoor gaming and new noodle bar (northern elevation - ground level)
- Refurbished alfresco bar and lounge – Edensor Road frontage (ground level)
- Refurbished existing indoor and outdoor gaming lounge
- Existing chiller plant will be replaced with a more efficient and quieter water cooled chiller. The chiller plant enclosure will be relocated adjacent to the existing multi-storey car park
- Refurbished entry foyer and restaurant (ground floor)
- Upgraded facade to entry side (west elevation)
- Function level refurbishment (level 1)
- New function terrace (level 1)
- Administration refurbishment (level 1)
- Facade upgraded to remaining elevations
- Relocated greenkeepers shed
- A new 120,000 litre rainwater tank to assist in the watering of the greens and on-site landscaping.
- Landscaping at the western end of the refurbished club building
- Re-configuration of existing at grade car parking and provision of new on-site storm water detention tank under the abovementioned car park.

The re-configuration of the existing at grade car park and changes to traffic circulation in the ground level of the multi-deck car park will result in the total number of car parking spaces decreasing from 601 to 589.

There will be no addition to staff numbers which is approximately 200, however not all staff are working at the same time. Similarly there is no change proposed to the approved operating hours which are as follows:

Monday to Wednesday:	9.00am - 2.00am
Thursday to Saturday:	9.00am - 3.30am

Sunday:

9.00am - 3.00am

The plans of the proposed development are shown in Attachment A.

STATUTORY REQUIREMENTS APPLICABLE TO THE SITE

1. State Environmental Planning Policy (Infrastructure) 2007

The proposal was referred to the RTA as it is defined as traffic generating development under the provisions of the Infrastructure SEPP. The RTA has responded that they have no objection to the proposal.

2. Integrated Development

The proposal was referred to the NSW Office of Water as the proposed chiller building and the greenkeepers shed are within 40 metres of the high bank of the adjoining watercourse to the north.

The Office of Water has responded that they have no objection to the proposal and have not issued any General Terms of Approval.

3. Fairfield Local Environmental Plan 1994

The subject site is zoned Recreation-Private 6(b) under Fairfield Local Environmental Plan 1994. The application for the internal and external refurbishment of the St Johns Bowling Club is a permissible use in the zone as either a club or a recreational facility.

The objective of the Recreation-Private 6(b) zone is to identify land suitable for private recreation and leisure facilities.

The proposed development meets the objective in that it enhances the capacity of the site to provide for private recreation and leisure.

The part of the subject land near Clear Paddock Creek is identified as flood prone land. Clause 11(2) of Fairfield LEP states as follows:

(2) The Council may refuse consent to an application to carry out any development which in its opinion will:

- (a) adversely affect flood behaviour, including the flood peak at any point upstream or downstream of the proposed development and the flow of floodwater on adjoining lands,
- (b) increase the flood hazard or flood damage to property,
- (c) cause erosion, siltation or destruction of riverbank vegetation in the locality,
- (d) affect the water table on any adjoining land,
- (e) affect riverbank stability,

- (f) affect the safety of the proposed development in time of flood,
- (g) restrict the capacity of the floodway,
- (h) require the Council, the State Emergency Service or any other Government agency to increase its provision of emergency equipment, personnel, welfare facilities or other resources associated with an evacuation resulting from flooding, or
- (i) increase the risk to life and personal safety of emergency services and rescue personnel.

In the circumstances of this case only the chiller room and the greenkeepers shed are affected by the 1% ARI flooding event. Both these structures are non-habitable and can be designed to maximise staff safety during flood events. This aspect can be covered as a condition of development consent.

The proposal will not have a significant impact on the ecology of the watercourse nor will it result in instability to the creek bank.

4. **Fairfield City Wide Development Control Plan - Chapter 12 –Car parking, Vehicle access and management**

CRITERIA	STANDARD REQUIRED	PROPOSED	COMPLIES
Car Parking Provision	<p>Car parking for restaurants within clubs is calculated at a rate of 1 space per 7m² of gross leasable area. Floor space of new restaurant = 266 m² therefore restaurant component of proposal generates 38 car parking spaces</p> <p>Car parking for club and community facilities is calculated at a rate of 1 space per 5m² of gross leasable area. Floor space of club extensions = 924 m² therefore the club component of proposal generates 185 car parking spaces</p>	<p>Total spaces required under DCP = 223</p> <p>Total spaces provided = 0</p>	No
Design of car parking areas and access	The DCP adopts the parking requirements in the current Australian Standard 2890 - Parking Facilities, which allows various combinations of minimum bay length, bay width and access way width. Examples of layouts which comply with the standard.	The proposal adopts the design guidelines of Australian Standard 2890 - Parking Facilities,	Yes

The above compliance table shows that the proposed development does not achieve compliance with the numerical requirements of Chapter 12 of Council's City Wide Development Control Plan 2006.

The applicant's traffic consultant has argued that the development controls in the DCP are based on generic rates for clubs from outdated research and do not take into consideration the specific character of the existing club in its current context. The applicant's consultant, "Traffix", goes on to say that parking provision should be based upon surveys which is the recommended approach outlined in the RTA's Guide to Traffic Generating Developments.

"Traffix" surveyed parking demand on a typical peak Friday evening and found that the parking demand varies between 245 to 289 spaces between the hours of 7.00pm to 8.30pm. The following table summarises their findings:

Time	Parking Demand	Vacancy (%)	Number of Vacant Spaces
7.00 pm	253	58	348
7.30 pm	289	52	312
8.00 pm	248	59	353
7.30 pm	245	59	356

Traffix also obtained daily customer numbers for the club over a ten month period. The findings were that the number of patrons on the Friday that Traffix undertook their survey was representative of customer numbers on other Friday nights during the year. A correction factor of 1.09 was applied (85th percentile) to the above data to give the following results

Time	Parking Demand (Factored)	Vacancy (%)	Number of Vacant Spaces
7.00 pm	276	54	325
7.30 pm	315	48	286
8.00 pm	270	55	331
7.30 pm	267	56	334

Council's engineer also visited the site on a Saturday evening and confirmed an approximate vacancy rate of 55%.

Dividing the existing GLA of 2978m² with the maximum factored peak parking demand of 315 spaces equates to a parking rate of one car parking space per 9.45m² of GLA.

Applying this parking rate to the proposed extensions results in an increased parking demand of 126 car parking spaces.

Based on Traffix surveys the total number of car parking spaces required on site as a result of the proposed refurbishment is 315 + 126 = 441 spaces.

In summary, the development provides a total of 589 car parking spaces which is more than sufficient to accommodate the increased parking demand

associated with the proposed refurbishment. Traffix have demonstrated a design demand of 441 spaces for the current proposal. Therefore there is spare car parking capacity of 148 spaces on the site for special events and the like.

In the circumstances of the case, the non-compliance with the DCP with respect to parking provision is noted and the applicant's argument that the site has ample car parking to meet normal demand as well as containing sufficient capacity to cater for special events is supported.

Vehicular access arrangements for patrons and service vehicles is satisfactory.

INTERNAL REFERRALS

During the assessment process, comments were sought from a number of sections within Council, as detailed below:

Building Control Branch	No Objection, subject to standard conditions
Development Engineering	No Objection, subject to standard conditions
Environmental Management Branch	No Objection, subject to standard conditions

EXTERNAL REFERRALS

Pursuant to Clause 104 of State Environmental Planning Policy (Infrastructure) 2007 the proposal was referred to the Road and Traffic Authority as the development is defined as traffic generating. The RTA have responded that they have no objection to the proposal.

The proposal was also referred to the NSW Office of Water as the proposed chiller building and the greenkeepers shed are within 40 metres of the high bank of the adjoining watercourse to the north.

The Office of Water have responded that they have no objection to the proposal and have not issued any General Terms of Approval.

PUBLIC NOTIFICATION

In accordance with the Fairfield City-Wide Development Control Plan 2006, the application was notified to adjoining and surrounding owners and occupiers for a period of fourteen (14) days.

No submissions were received from the public notification process.

SECTION 79C CONSIDERATIONS

The proposed development has been assessed and considered having regard to the matters for consideration under Section 79C of the Environmental Planning and Assessment (EP&A) Act 1979 and no issues have arisen that would warrant the application being refused on planning grounds. The following is a brief assessment of the proposal with regard to Section 79C.

(1) **Matters for consideration—general**

In determining a development application, a consent authority is to take into consideration such of the following matters as are of relevance to the development the subject of the development application:

(a) the provisions of:

(i) Any environmental planning instrument

The proposed development is permissible within the Private Recreation 6(b) zone and is considered to be consistent with the objectives of that zone.

(ii) any proposed instrument that is or has been the subject of public consultation under this Act and that has been notified to the consent authority (unless the Director-General has notified the consent authority that the making of the proposed instrument has been deferred indefinitely or has not been approved), and

There are no draft environmental planning instruments that relate to the site.

(iii) any development control plan

The proposed development is justifiably inconsistent with the requirements of the Fairfield City Wide Development Control Plan - Chapter 12 –Car parking, Vehicle access and Management.

(iiia) any planning agreement that has been entered into under section 93F, or any draft planning agreement that a developer has offered to enter into under section 93F, and

Not applicable

(iv) the regulations (to the extent that they prescribe matters for the purposes of this paragraph),

There are no matters prescribed by the Regulations that apply to this development.

(b) the likely impacts of the development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality

Biodiversity

The proposed development will not result in the removal of any indigenous vegetation. There will be a re-configuration of landscaping on the western end of the building as a result of remodelling the existing at-grade car park. The proposal will have no impact on the biodiversity of the locality.

Traffic

The applicant's traffic consultant estimates that the proposal will result in an increase of 64 vehicle movements per hour. The existing entry and exit driveways onto Edensor Road are sufficiently sized to accommodate this increase. The additional traffic will have minimal impact on the performance of the surrounding road work.

Noise

Renzo Tonin & Associates (NSW) Pty Ltd have prepared an Acoustic Assessment report which assesses potential impacts of the proposal on nearby sensitive uses. The report concludes that:

- *Noise emission from internal areas can be readily satisfied through appropriate specification of the building envelope construction.*
- *Physical noise control and management measures have been recommended for the control of noise emission from internal and external areas.*
- *Outdoor areas are not to be used after midnight with the exception of the outdoor gaming areas and noodle bar along with the Sports Terrace and Lounge Deck for smoking only (limited patronage).*
- *No acoustic treatment is required for the specified chillers and cooling towers to be located in the Chiller Plant Room. This report has been included as a part of this application.*

Council's Environmental Management Branch have reviewed this report and additional information and have recommended approval subject to a number of conditions. One of these conditions requires the applicant to submit an acoustic report, within three months, once the chiller room and the outdoor restaurant and gaming area have been constructed. Another condition will be imposed which will restrict the use of the outdoor gaming and restaurant areas to cease operation at midnight.

Amenity

The club benefits from significant separation from the closest residential properties with No. 132 Edensor Road being the closest residential property located approximately 50m to the south of the outdoor entertainment area proposed in the south-eastern corner of

the site. The above dwelling house and adjoining shop-top housing is located on the opposite side of Edensor Road. The separation distance and traffic noise are likely to mask noise emanating from the proposed development.

No's 40 & 42 Gumdale Avenue, which are two-storey residential dwellings, are located approximately 90m to the north of the proposed western outdoor gaming on the opposite side of Clear Paddock Creek.

As the proposal does not involve any additional floors or significant changes to the building envelope it will not have any impacts on views, privacy, or overshadowing of residential development in the locality.

The visual amenity of the area will be improved by the external façade upgrades consisting of:

- Removal of blank boundary wall and replacement with well articulated fence treatment with extensive landscape which will further soften the interface with the public domain.
- Architectural embellishment of the façade and porte cochere provides a contemporary appearance for the building which is more appropriate for such a prominent sports/entertainment facility.
- Additional landscaping along the site's frontage to screen the multi-storey car park.

Stormwater

Harris Page & Associates Pty Ltd has prepared a Stormwater Design Statement and associated concept design drawings which assess the existing conditions of the site and set out the proposed measures to improve the stormwater management of the site through the development. Council engineers have raised no objection to the proposed stormwater treatment on the site. More specifically the proposal will result in an increased re-use of stormwater to water greens and landscaping.

Social and Economic Impacts

The proposed refurbishment will enhance the recreational and dining experience of patrons visiting the club and is considered to have a positive social impact. Notably the proposal does not seek to increase the number of gaming machines at the club.

The proposal will positively contribute to the local economy by ensuring a quality experience and ongoing membership and employment at the club and by providing job opportunities for the design and construction phases of the project.

(c) the suitability of the site for the development

The site is considered suitable for the proposed development. There are no known constraints which would render the site unsuitable for the proposed development.

(d) any submissions made

No submissions have been made.

(e) the public interest

It is considered that the proposed development is in the public interest.

CONCLUSION

Having regard to the above, the proposed development is considered to be satisfactory, has been designed in consideration of Council's planning controls and is unlikely to have a detrimental impact upon the residential amenity of neighbouring properties.

The main issue concerns the adequacy of on-site car parking. The applicant's arguments are supported and there is sufficient additional car parking capacity on-site to accommodate normal business usage as well as special event usage.

The development is considered to be suitable for the site and has been appropriately designed having regard to the orientation of the site and adjoining properties. Accordingly, it is recommended that the application be approved subject to the imposition of appropriate conditions.

RECOMMENDATION

1. That the application proposing the internal and external refurbishment of the St Johns Bowling Club be approved subject to conditions as outlined in Attachment E of this report.

ATTACHMENT A

ATTACHMENT B

ATTACHMENT C

ATTACHMENT D

ATTACHMENT E