

PRE-DEVELOPMENT APPLICATION MEETING REPORT

REFERENCE No:	PRE0112/13		
SITE ADDRESS:	1 Bancroft Avenue and 3A Hill Street, ROSEVILLE NSW 2069		
PROPOSAL:	Demolition of church hall and dwelling house. Construction of new church hall, basement car park and two dwellings		
DATE OF MEETING:	9 October 2013		
PRESENT AT MEETING:	Council		
	Name	Title	
	Shaun Garland	Team Leader Development Assessment South	
	Jonathan Goodwill	Executive Assessment Officer	
	Geoff Bird	Senior Landscape Officer	
	Applicant's representatives		
	Name	Capacity	
	Matthew McNeil	Architect	
	Peter Ireland	Architect	
	Robert Gasparini	Architect / Heritage Consultant	
	Rodney Hills	Client representative	
	Phillip Bell	Client representative	
	Glynn Evans	Client representative	
	Michael Rowe	Planning Consultant	
PLAN REFERENCES:	Plan no.	Drawn by	Dated
	DA0002	AJ + C	23/07/13
	DA1001	AJ + C	12/09/13
	DA2101	AJ + C	12/09/13
	DA2102	AJ + C	12/09/13
	DA2103	AJ + C	12/09/13
	DA2104	AJ + C	12/09/13
	DA2105	AJ + C	12/09/13
	DA3100	AJ + C	12/09/13
	DA3101	AJ + C	12/09/13
	DA3102	AJ + C	12/09/13
	DA3201	AJ + C	12/09/13
	DA3202	AJ + C	12/09/13
	DA3203	AJ + C	12/09/13
	DA3204	AJ + C	12/09/13
	LA000	Site Image	10/09/13
	LA001	Site Image	10/09/13
	LA101	Site Image	10/09/13
	LA201	Site Image	10/09/13
	LA202	Site Image	10/09/13

	LA203	Site Image	10/09/13
	LA301	Site Image	10/09/13
	LA302	Site Image	10/09/13
KEY ISSUES:	<ul style="list-style-type: none"> • Excessive floor space ratio • Excessive building height • Inadequate setbacks • Inadequate landscaping • Privacy impacts • Heritage • Inadequate car parking 		

EXECUTIVE SUMMARY

Zoning: 1 Bancroft Avenue	R2 Low Density Residential Floor space ratio: 0.34:1 Height: 9.5m
Zoning: 3A Hill Street	R2 Low Density Residential Floor space ratio: 0.85:1 Height: 11.5m
Permissible Development:	The provision of an apartment and a rectory within a single building may not fit within the definition of dwelling-house. The reason for providing six offices and eleven workstations for nine staff members is unclear. Only office space associated with the use of the site as a community facility is permitted. The documentation submitted with the application should demonstrate that the proposed development is permissible.
Relevant Environmental Planning Instruments & Codes	Ku-ring-gai LEP (Local Centres) 2012 Local Centres DCP SEPP 55 – Remediation of land SEPP (Major Development) 2005 SEPP (Infrastructure) 2007
Type of development:	Local
Relevant external referrals:	Yes – Railcorp – SEPP (Infrastructure) 2007 – site located over Epping-Chatswood rail link
Bushfire Prone Land:	No
Riparian Zone:	No
Vegetation/Endangered Species:	No
In the vicinity of Urban Bushland:	No
Heritage Item:	No
In the vicinity of a Heritage Item	Yes – 3 Bancroft Avenue
Heritage Conservation Area:	Yes
Aboriginal heritage:	No
Visual Character Study Category:	1920-1945
Easement, covenants, reserves, road widening etc	No

SITE ANALYSIS/ENVIRONMENTAL CONSTRAINTS

DESCRIPTION OF THE SITE AND ITS LOCATION:	No. 3A Hill Street is comprised of two allotments situated on the south-west corner of Hill Street and Bancroft Avenue. The site has a frontage of 34.24m to Bancroft Avenue, corner splay of 6.79m and frontage to Hill Street of 44.785m. The site contains a church and a church hall. No 1 Bancroft Avenue is a rectangular allotment with a frontage of 22.86m, eastern boundary of 53.58m and western boundary of 52.425m. The site area is 1207m ² . The site contains a two storey dwelling-house.
Topography (slope) of the site:	No. 3A Hill Street falls from south to north and has a crossfall from west to east. No 1 Bancroft Avenue falls from south to north.
CONTEXT OF THE SITE AND SURROUNDING DEVELOPMENT:	The site is in a residential area situated to the north of the Roseville local centre. Significant traffic generators in the area include Roseville College and Roseville train station.

THE PROPOSAL:

Alterations and additions to the church building and the demolition of the existing hall and rectory to allow the development of a new hall, meeting spaces, two separate residences and carparking for the church.

RESPONSE TO ISSUES

PLANNING COMMENTS

Floor Space Ratio

The maximum gross floor area for development on 1 Bancroft Avenue is 412m², this represents a floor space ratio of 0.34:1. The floor space ratio of the proposed development is 0.67:1. The floor space ratio significantly exceeds the maximum floor space ratio for the site. No. 1 Bancroft Avenue is adjacent to a heritage listed dwelling house to the east and a residential flat building to the south. The context does not present an opportunity to significantly exceed the development standard for floor space ratio. The proposed carpark will have a significant visual impact on the adjoining sites and will have a detrimental impact on the amenity of the private open space of 3 Bancroft Avenue and the open vegetated outlook currently enjoyed by the apartments at 3 Hill Street and 8 Victoria Street. It is reasonable to expect that development on 1 Bancroft Avenue will reflect the characteristics of low density residential development. These characteristics include the main building being located towards the front a site, private open space and ancillary structures to the rear and a generous proportion of the site dedicated to landscaping with the bulk of the landscaped area located in the rear garden. The balance of landscaped area to built form relates to the controls for floor space ratio, setbacks, building height and landscaping. These controls encourage development in which landscaping, particularly in the form of canopy trees, is a dominant element in the character of the locality. The landscaped character of Ku-ring-gai cannot be achieved by planting in front setback areas

alone. A dense tree canopy relies on trees being able to be planted in front, side and rear setback areas.

The backyards of the dwellings in Bancroft Avenue contain significant areas of landscaping which form a green corridor which enhances the streetscape and views across the locality and from public areas such as the rail corridor. The construction of a car park, elevated courtyard, multi-purpose rooms and offices directly adjacent to the private open space of a single dwelling is unacceptable. The development presents limited opportunities for landscape screening and no opportunities for the planting of canopy trees that are an important element in the character of the area. Due to the minimal fenestration, parapet roof and limited landscaping the development is considered to present a commercial aesthetic to adjacent sites which is unacceptable having regards to the zoning of the site as R2 Low Density Residential and the significant non compliance with the development standard for floor space ratio. Having regards to the unacceptable planning outcomes that can be attributed to the non compliant floor space ratio it is highly unlikely that the variation to the development standard would be supported.

Building height

The height of the proposed building on 1 Bancroft Avenue does not comply with the development standard for building height. During the meeting justification for the variation to the development standard was offered in terms of it being a minor departure from the height control. An absence of environmental harm is not a sufficient reason to support a variation to a development standard. The non compliance is due to the proposal seeking approval for a 3 storey building in an area where the local character is defined by 1 and 2 storey buildings. The development standard for building height is not a non-discretionary development standard and a building height of less than 9.5m may be required to provide an appropriate setting for the adjacent heritage item. The site does not present any unique constraints that prevent compliance with the development standard for building height being achieved and the visual bulk of the proposed building significantly exceeds that of the adjacent heritage item.

During the meeting it was suggested that the height of the rectory represents a transition between the church and the heritage item at 3 Bancroft Avenue. It is not agreed that a transition between the height of the church and the height of the heritage item at 3 Bancroft Avenue is desirable or necessary.

Setbacks

Side setbacks should provide opportunities for screening vegetation that is in scale with the building and the rear setback should provide opportunities for canopy tree planting. The development does not provide sufficient opportunities for the type of landscaping that defines the character of the area.

Privacy

The proposed elevated courtyard between the rear of the rectory and the multi purposes rooms will have a significant impact on the visual and acoustic privacy

of 3 Bancroft Avenue. The courtyard has a setback of less than 2m from the side boundary and would provide views to the swimming pool and private open space at the rear of 3 Bancroft Avenue. The design of the development has not given due consideration to the amenity of the adjacent dwelling.

LANDSCAPE COMMENTS

Tree removal

To maintain streetscape and landscape character the retention of T33 & T34 Hinoki Cypress located within Hill St frontage is recommended. Trees are sufficiently setback from development works to facilitate retention. Retention of trees will reduce visual impact of new enlarged structure and provide amenity/shade from western sun.

Nominated tree removal can be supported, however tree replenishment will be required to maintain broader landscape character.

Tree removal at rear of site will impact landscape amenity to neighbouring properties and the site. Tree replenishment (in addition to screen planting) is required within setbacks to reduce visual bulk of new structures.

Substation

The location of the substation as proposed is unacceptable as it will have a significant visual impact to the streetscape character and the landscape setting of the existing traditional church architecture.

It is required for the substation to be relocated further east along Bancroft Ave to reduce its visual prominence. It is recommended it be located adjacent to proposed driveway perpendicular to the street boundary. Substation must be located outside of the tree protection zone (TPZ) of retained trees and accessible for energy providers.

Setbacks

Boundary setbacks shall be sufficient to accommodate appropriate screen planting and tree replenishment to maintain and enhance the landscape character. It is recommended that proposed setbacks be increased to allow sufficient deep soil landscape area for the establishment and growth of trees.

Landscape character

It is required that the proposed landscape works have a traditional 'north shore' landscape character to complement and enhance the existing streetscape and landscape character that is characteristic of the heritage conservation area (HCA). Plantings shall be predominantly exotic species providing seasonal colour and interest within formal garden beds. Plantings of Bamboo and modern hybrids utilised within a modern landscape setting is uncharacteristic, and not a desired

outcome. The site is identified by council's mapping as having a 1920-1945 visual character.

Access

Equitable access is required for the site and is supported. The location of access paths shall consider the existing topography and site constraints regarding existing significant trees. It is recommended the pedestrian access path as proposed be relocated so as not to conflict with the raised/exposed roots of the mature Eucalypt located within the Bancroft Ave street frontage. NOTE: If the pedestrian path is located over tree roots, path upheaval and damage will result. It is advised that a better outcome is to avoid the conflict.

Deep Soil

No specific deep soil landscape area requirements within the DCP. However there are DCP requirements for landscaped area within the residential controls. The development proposal is inconsistent with these requirements. It is therefore recommended that the objectives behind the controls e.g. retention and planting of canopy trees, is satisfied.

ENGINEER COMMENTS

The proposal is for alterations and additions to an existing church, including new rectory and hall as well as a new basement carpark.

The site has gravity drainage to Bancroft Avenue. The development is Type 9 under Volume C Part 4 of the Ku-ring-gai Local Centres DCP, which means that water management requirements are to be as determined by Council.

Retention and re-use of roofwater has been discussed with the designing engineer, who advises that the intermittent use of the premises would not result in sufficient drawdown of tanks to achieve much reduction in runoff from the site.

Instead, a below-ground on site detention tank is proposed, to reduce the peak flows to at or below the existing flows from the site. The location will most likely be under the driveway, with discharge to the street drainage pit outside the site.

With regard to water quality measures, a large proportion of increased built-upon area will be roof, therefore no additional measures are required for this proposal.

Using the parking rates given in Volume C Part 2R.2 of the Local Centres DCP, the proposal will require 74 parking spaces. The basement carpark will provide about 40 spaces. The DA must be accompanied by a traffic and parking report which contains parking surveys of other similar uses and justifies the shortfall. This area is subject to on-street commuter, school and shopping centre parking.

The traffic report is to confirm that the dimensions of the basement carpark comply with AS2890.1:2004 *Off street car parking*.

A geotechnical report is required due to the depth of excavation, which is also relatively close to the site boundary. Matters to be addressed include excavation methods and support, dilapidation reporting and vibration monitoring. The existing church building will need to be protected, as well as neighbouring structures.

HERITAGE COMMENTS

Background

St Andrews Church is located in a prominent position at the south-western entrance to Bancroft Avenue at its intersection with Hill Street at Roseville. The existing church building is a traditionally-styled early 20th Century brick church with sandstone detailing and its hall is of later (mid 20th Century) brick construction. The rectory is a two-storey house built in the latter part of the 20th Century. The site (which includes three lots) is bordered by mature exotic trees and a low wall constructed of sandstone slabs. The whole of the site is within C36 – Lord Street and Bancroft Avenue Heritage Conservation Area.

Nature of the proposed work

The proposed DA includes the demolition of the existing hall and rectory and the side (southern) wall of the church and the erection of a large extension to accommodate a larger worship space, hall, meeting rooms and spaces and two dwellings (the rectory and a smaller self-contained flat) all over a semi-excavated basement space that will provide parking for church vehicles and limited visitor parking.

Other site works include the removal of approximately 14 trees from around the perimeter of the site (including 8 in the south-eastern (rear) corner and alterations to the stone wall to facilitate access to the new building.

No signage was mentioned in the Pre-DA information.

Statutory context

The site is within the Ku-ring-gai LEP (Local Centres) 2012. It is within the c36 (Lord Street/Bancroft Avenue) Heritage Conservation Area but none of the three lots are listed as individual heritage items. The Rectory (1 Bancroft Avenue) however is adjacent to a heritage item at 3 Bancroft Avenue, and the whole site is within the vicinity of this item. The heritage provisions of the LEP will apply to the proposed works (5.10).

Under the provisions of the LEP, Council may require a Heritage Impact Assessment to be submitted. No draft statement was submitted with the PreDA documentation. It is considered that a HIS should be submitted with any development application of this scale and potential impact. This HIS will

need to be prepared by a suitably experienced heritage professional (in the case of the proposed development, a heritage architect or conservation planner).

The purpose of the HIS can be summarised as being to identify the impacts of the proposed work on the heritage significance of the site as part of the c36 heritage conservation area, to explain how any harm to the building/s and their contribution to the streetscape will be minimised by the detailed design, materials, finishes etc of the proposed development; and also how the proposed development will allow the historic use of the property as a church for the local community to continue. Particular attention will need to be given to the proposed demolition of the southern wall of the church and introduction of a large contemporary building, the streetscape impacts of this on views within and over the heritage conservation area and the relationship between the proposed Rectory and the adjoining heritage item.

Preliminary comments about the proposed development

The church is sited at one of the most prominent parts of the heritage conservation area, being at the south-western corner and overlooked from the railway line. Notwithstanding that the hall and rectory are of later 20th Century construction the group forms an integral part of the early 20th Century significance of the heritage conservation area.

The proposed demolition of the southern wall of the church, the hall and the Rectory in order to erect a large (approximately triple the existing volume) addition will have a significant impact on the original fabric and the presentation of the property to Hill Street, and the way that the group is read as the entrance to the Lord Street/Bancroft Avenue heritage conservation area.

The following concerns and comments are made about the design as proposed in the Pre-DA:

- The substantial commitment to the ongoing use of the building as a church (the essence of its heritage significance) is supported.
- The substantial demolition of the church building and its reconfiguration and extension to create a new, larger space. The form of the proposed development is not a common solution to the need for additional worship space. A more traditional option would be to extend to the rear (east) of the existing building and provide space for more pews. The proposed solution will be a visually distinctive alteration that is taking a loose interpretation of the principles of the Burra Charter. It will read clearly as new work, with even the most casual viewer being likely to be able to distinguish easily between old and new fabric. Great care will need to be taken however to ensure that the relationship and juxtaposition of the old and new spaces and fabric is detailed very carefully to prevent a crudely designed and detailed interface.

- The reconfiguration of the internal spaces is a matter for the church to determine and no comment about this aspect is made.
- The external scale, bulk and footprint of the new worship/hall building will need to be sited and detailed with great care. The scale of the building, although it is noted that much will be lower than the existing hall, will be visually more prominent than at present due to the small space between the two being lost and the two buildings joined under a single roof.
- Careful consideration should be given to the new fabric being set slightly further back from the street than the existing church building.
- Although lower than the existing hall building, the proposed elevation to the adjoining unit block (not in the heritage conservation area) is abrupt and commercial in its character. The removal of screen planting along this boundary will exacerbate the impact of the new building on the adjacent residents.
- The inclusion of the second dwelling (the flat on the Hill St elevation) adds considerable bulk to the street elevation and the reason for its inclusion is not made clear. The accompanying information suggests that the flat may be leased separately. If this is the case it should not be included in the development given its implications for the scale and form.
- The area of greatest concern is the Rectory area. This part of the site is an important part of the streetscape of the heritage conservation area and also is adjacent to a significant, individually listed heritage item (3 Bancroft Avenue). The natural fall of land and inclusion of lower-level car parking under the whole of the new building with two levels above means that the street elevation to Bancroft Avenue will read as an uncomfortable mix of commercial and residential forms and does not show the necessary respect for the scale and siting of the adjacent heritage item. The commercial scale and form of the lower level (with its double-driveway entrance to the carpark) reads akin to the entrance to a shopping centre or office building and contrasts with the residential character of the middle level. The scale and form of the roof to this part of the development, with the large gables and 'attic' windows does not sit comfortably with the horizontality of the residence (which is emphasised by the carpark level below).
- The effective three-storey height of the proposed development means also that it will be significantly over-scaled when viewed from Bancroft Avenue, and particularly in terms of its relationship with the adjacent heritage item.
- Providing that the work to the sandstone wall is done carefully re-using the existing stone slabs and with lime mortar (not cement) jointing it should be acceptable in terms of its impact on the fabric and the streetscape values of the church.
- The site at present is marked by trees around its perimeter and a small group in the south-eastern corner. The eight trees/shrubs in this corner and 6 of the trees along the street boundaries are to be removed. The details of this, including the reasons for their removal and any proposed replacement planting plan have not been provided. This will need to be addressed as part of the DA submission.

Summary

In summary, although the proposed demolitions are considerable in scope, and the scale of the proposed addition is large, the importance of retaining an active church presence in a traditional residential community such as this is acknowledged, together with the changing nature of worship and outreach programs provided by local parish churches; which in turn leads to demand for ancillary facilities such as carparking.

The contemporary form of the addition (in particular as it presents to Hill Street) has the potential to read as a radical, yet successful addition providing that careful attention is given to the interface between old and new in terms of scale, form, detailing and materials.

The elevation to Bancroft Avenue is less successfully resolved, being over-scaled and containing disjointed design elements of commercial, pseudo-traditional residential and poorly scaled roof additions. This elevation needs to be re-worked and resolved in a much more sophisticated manner before it can be considered to be a positive contribution to the streetscape of Bancroft Avenue and the setting of the adjoining heritage item.

The form of the carparking level and the treatment of its entrance/facade however need to be resolved in more detail. Consideration should be given to excavating enough of the site to allow it to sit lower and the Rectory above have a more traditional relationship with the natural ground level of Bancroft Avenue.

The removal of site vegetation should be limited to an absolute minimum and replacement plantings provided to maintain the continuity of the landscape screen when viewed from the public domain. Thick planting will be necessary to screen the commercial scale and form from the streetscape of Bancroft Avenue in particular.

The preliminary information did not include details of any signage. If included in the proposed DA this will need to be considered very carefully and addressed in detail in the HIS, including their graphic design (modest and not to overwhelm or compete for attention with the architecture of the building etc), siting and method of fixing.

INFORMATION TO BE SUBMITTED

- Refer to Council's DA Guide

http://www.kmc.nsw.gov.au/resources/documents/DA_Guide.pdf

- All plans (survey plan, architectural plans, landscape plans, stormwater plans, compliance diagrams) must be at a consistent and workable scale (1:100 preferable or 1:200). All plans must show consistent detail.

- The plans must be clear and legible and sharp in detail. Poor photocopied plans will not be accepted.
- Ensure correct and complete owner's consent is provided with development application. Owners consent for adjoining properties also to be supplied where works impact adjoining trees.

CONCLUSION

The current proposal for requires re-design to address the following issues:

- Excessive floor space ratio
- Excessive building height
- Inadequate setbacks
- Inadequate landscaping
- Privacy impacts
- Heritage
- Inadequate car parking

In this regard, it is unlikely an application of this nature would be supported.

While the pre-lodgement meeting and these minutes attempt to identify significant issues during the initial phases of design, the assessment provided in these minutes does not have the benefit of a full planning assessment and should not be considered exhaustive.

We hope that this advice assists you. If you have any further enquires please contact Jonathan Goodwill on 9424 0740 during normal business hours.


JONATHAN GOODWILL
 EXECUTIVE ASSESSMENT OFFICER


SHAUN GARLAND
 TEAM LEADER – DEVELOPMENT ASSESSMENT

DATED: 17/12/13

DISCLAIMER

The aim of pre development application consultation is to provide a service to people who wish to obtain the views of Council staff about the various aspects of a preliminary proposal, prior to lodging a development application (DA). The advice can then be addressed or at least known, prior to lodging a DA. This has the following benefits: -

- Allowing a more informed decision about whether to proceed with a DA; and
- Allowing matters and issues to be addressed especially issues of concern, prior to lodging a DA. This could then save time and money once the DA is lodged.

All efforts are made to identify issues of relevance and likely concern with the preliminary proposal. However, the comments and views in this letter are based only on the plans and information submitted for preliminary assessment and discussion at the pre DA consultation. You are advised that: -

- The views expressed may vary once detailed plans and information are submitted and formally assessed in the development application process, or as a result of issues contained in submissions by interested parties;
- Given the complexity of issues often involved and the limited time for full assessment, no guarantee is given that every issue of relevance will be identified;
- Amending one aspect of the proposal could result in changes which would create a different set of impacts from the original plans and therefore require further assessment and advice;
- This Pre-DA advice does not bind Council officers, the elected Council members, or other bodies beyond Council in any way whatsoever.

