

COUNCIL SUPPLEMENTARY ASSESSMENT REPORT

SYDNEY EASTERN CITY PLANNING PANEL

PANEL REFERENCE & DA NUMBER	PPSSEC-196 DA/199/2022
PROPOSAL	Alterations to existing educational establishment to expand educational facilities, introduce a new childcare centre and provide ancillary signage.
ADDRESS	Lot 1 DP1276754 509-511 Bunnerong Road, Matraville
APPLICANT	Sydney Catholic Schools Ltd
OWNER	Trustees for the Roman Catholic Church in the archdiocese in Sydney
DA LODGEMENT DATE	27 April 2022
APPLICATION TYPE	Development application – Educational Establishment
REGIONALLY SIGNIFICANT CRITERIA	Clause 5, Schedule 6 of <i>State Environmental Planning Policy (Planning Systems) 2021</i> : Private infrastructure and community facilities over \$5 million.
CIV	\$15,378,194.55 (excluding GST)
CLAUSE 4.6 REQUESTS	Nil
KEY SEPP/LEP	<ul style="list-style-type: none"> • State Environmental Planning Policy (Planning Systems) 2021 • SEPP (Transport and Infrastructure) 2021 • SEPP (Industry and Employment) 2021 • SEPP (Resilience and Hazards) 2021 • Randwick LEP 2012 • Randwick DCP 2013
TOTAL & UNIQUE SUBMISSIONS ISSUES SUBMISSIONS UNIQUE KEY IN	<p>Fifteen (15) Submissions</p> <ul style="list-style-type: none"> • Traffic generation • Obstruction to residential and commercial driveways, including two way and emergency vehicle access • Narrow lane width and constrained access • Parking loss • Traffic and pedestrian safety • Lack of green travel options and traffic management solutions • Sleep disturbance • CDC construction impacts

	<ul style="list-style-type: none"> • Maintenance of crown carpark • Accessibility of church forecourt
KEY DOCUMENTS SUBMITTED FOR CONSIDERATION	Statement of Environmental Effects Architectural Plan Set Traffic Impact Assessment Peer Review Traffic Impact Assessment Green Travel Plan Submission List
RECOMMENDATION	Approval, subject to consent conditions
DRAFT CONDITIONS TO APPLICANT	N/A
SCHEDULED MEETING DATE	19 October 2023
PLAN VERSION	Plan revision – Amendments received by Council 29/03/2023.
PREPARED BY	Ferdinando Macri
DATE OF REPORT	12 October 2023

EXECUTIVE SUMMARY

Council is in receipt of a development application seeking consent for alterations to an existing educational establishment to expand educational facilities, introduce a new childcare centre and provide ancillary signage, including:

- Construction of a three-storey building extension (Block B) with building comprising 42 at-grade parking spaces, three classrooms, art, science and technology rooms, a learning hub area and associated seminar spaces and a new Child Care Centre (60 children) with terrace outdoor space.
- Demolition and refurbishment of the church building (Block E) for the purpose of school administration functions and school-based childcare facilities.
- Construction of a two-storey classroom and learning hub addition to under construction Block A (approved under CDC), with attached covered outdoor space.
- Removal of 4 trees and provision of additional landscaping along southern Norfolk Lane boundary.
- Provision of a new kiss and ride area on Norfolk Lane.

The increase in student numbers from 210 (currently operating at 60% capacity or 125 students) to 420 students (plus 60 childcare placements) after the completion of Block B and to 630 students after the construction of the Block A extension.

The subject site currently comprises the St Agnes Primary School (recently renamed Sacred Heart Matraville) and is located at 509-511 Bunnerong Road, Matraville. The site is bounded by mixed use development to the north, low density residential development to the east, Bunnerong Road to the west and Norfolk Lane and the Matraville RSL to the south, and has a total site area of 9,629m². The Block B building is located within the south-western portion of the site and is orientated with a frontage to Bunnerong Road. The Block A building extension is to the eastern elevation of the under-construction classroom building (CDC approved) adjacent to the southern Norfolk Lane boundary. St Agnes is identified as a key site under the Randwick Local Environmental Plan 2012.

The school has proposed to continue the operation of their kiss and ride area from Bunnerong Road to Norfolk Lane, in accordance with the existing arrangement adopted since the COVID outbreak in 2020. Norfolk Lane is currently a Crown land (State owned) road reserve that transitions into a Crown land carpark, which is licensed to the Matraville RSL. This adjoining carpark and the curtilage of the RSL is also identified under the Section D5 Matraville Centre Development Control Plan as a future mixed-use precinct that supports residential development, public open space and carparking, community uses and leisure facilities. Councils recently exhibited Matraville Public Domain masterplan also illustrates the site as a part of the southern gateway, with landscaping and infrastructure embellishments identified along the Bunnerong Road frontage and a potential redevelopment of the crown land carpark for community use.

The Sydney Eastern City Planning Panel (SECPP) is the consent authority for the Development Application (Panel reference PPSSEC-196) pursuant to Section 4.7 of the *Environmental Planning and Assessment Act 1979* and schedule 6 of the *State Environmental Planning Policy (Planning Systems) 2021* as the development is an Educational Establishment with a capital investment value of more than \$5 million and is defined as Regionally Significant Development.

A detailed assessment of the proposal and determination report was provided at the determination meeting on 29 June 2023, in which the application was recommended for refusal on the grounds of traffic impacts and the strategic masterplan for the Matraville Centre.

As a result, the Panel deferred the determination of the matter to enable the provision of a supplementary traffic impact assessment by the Applicant. The assessment was required to include the existing student population baseline, detailed modelling of future student intake along with the associated impacts to Norfolk Lane during Kiss and Ride and proposed green travel plan initiatives, as recommended by the Panel.

A briefing was held with the Panel on 7 September 2023, where the findings of the peer review traffic report and green travel plan were presented for consideration. The key matters discussed included the following items:

- The current and future extent of vehicle queuing on Norfolk Lane;
- The need for amendments to the Block B carpark circulation path;
- Ongoing performance reviews and traffic surveys, with the opportunity to review impacts in between the delivery of the new Block B and Block A extension;
- The potential level of service change to the intersection of Bunnerong Road/Franklin Street and Perry Street; and
- The ramifications associated with the Matraville DCP and Public Domain masterplan on the use of Norfolk Lane and the carpark.

Deliberations were also held in relation to potential green travel plan measures including designated staff parking areas, public transport maps, transport access guide, school transport coordinator, cycling/walking initiatives, end of trip facilities, periodical reviews of travel surveys and annual travel plans. At the conclusion of the September briefing, the panel recommended that the additional traffic and student data was reviewed in detail by Council's Integrated Transport team and school management.

This addendum report is supplementary to the original assessment report, dated 16 June 2023, and addresses the reasons for deferral through the assessment of the peer review traffic impact report and the potential green travel measures identified for implementation during kiss and ride operations.

It is considered that the additional information in support of the proposal has addressed and incorporated the requirements of the Panel, as detailed in the Record of Deferral, dated 29 June 2023.

In view of the above, following consideration of the matters under Section 4.15 of the *Environmental Planning and Assessment Act 1979*, the provisions of the relevant State environmental planning policies, RLEP 2012 and RDCP 2013, and the direction provided by the Panel, the proposal is considered suitable for the subject site. Accordingly, the proposal is recommended for approval subject to the draft consent conditions at **Attachment A** of this report.

1. THE PROPOSAL AND BACKGROUND

1.1 Background

A determination meeting was held with the Panel on 29 June 2023. At the determination meeting, the Panel resolved to defer the determination of the application to enable the preparation of additional information, including a peer review traffic impact assessment (TIA) and green travel plan by the Applicant. Noting that 'the panel was not able to determine this matter, given the conflicting information from both Council and the applicant in respect of the traffic impact of the development.' As a result, the Panel requested that a consultant was appointed by agreement of Council and the Applicant, at the cost of the Applicant to further consider potential traffic impacts under the subject proposal.

In response to the matters raised by the Panel, amended traffic information was provided by the Applicant. An assessment of the submitted information and compliance with the deferral matters is outlined in the Key Issues section below.

1.2 The Proposal

The proposal seeks consent for the alterations to existing educational establishment to expand educational facilities, introduce a new childcare centre and provide ancillary signage. In accordance with the following proposed staging:

Stage 1A

Construction of a 3 Storey building extension (Block B) building comprising:

- **Ground** - At-grade parking area (42 car spaces) accessed from Norfolk Lane.
- **Level 1** – Three new classrooms, art, science, and technology rooms, learning hub area and associated seminar spaces.
- **Level 2** – New Child Care Centre (60 children), including simulated outdoor space.

Stage 1B

Demolition and refurbishment of ground floor of church building (Block E) for the purpose of school administration functions and School-based childcare facilities

Stage 2

Construction of a two-storey classroom and learning hub addition to the under-construction Block A, with attached covered outdoor space. Removal of 4 trees and provision of additional landscaping along southern street boundary.

The proposal also includes the provision of eleven (11) educational identification signage emplacements in accordance with the following:

- (3x) Illuminated LED pylon identification signs on the Bunnerong Road (2) and Norfolk Lane (1) frontages.
- (2x) Flush wall building identification signs on Block A (1) and Block B (1) facing each street frontage.
- (5x) Flush wall street address, vehicular, pedestrian and OOSH entrance signs affixed to boundary fencing along both street frontages.
- (1x) LED flush wall sign affixed to carpark screen on Bunnerong Road.

Refer to **Figure 1** below for proposed site configuration.

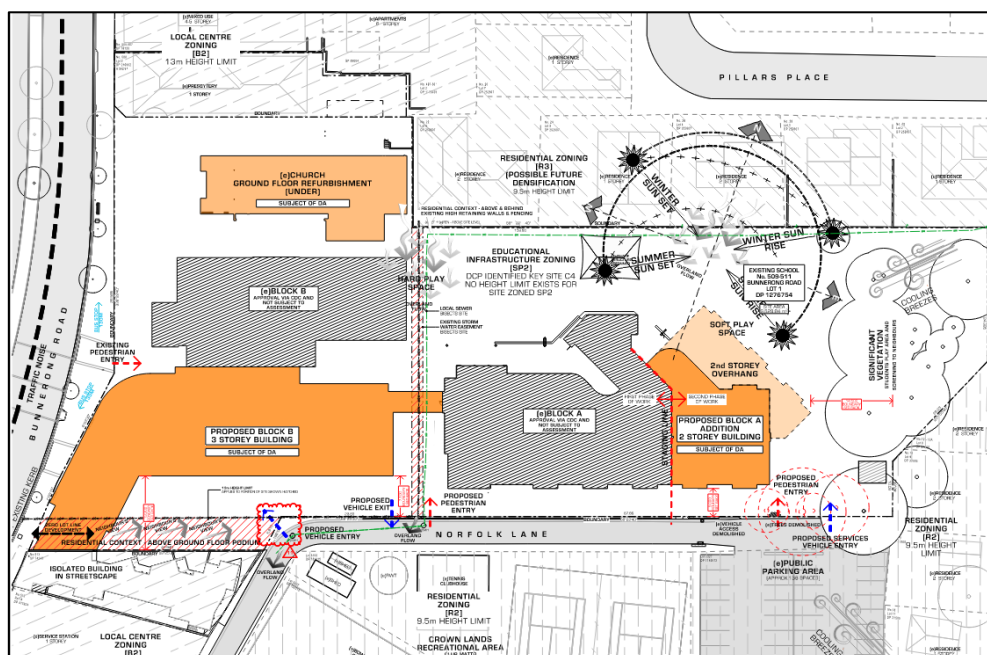


Figure 1: Proposed Site Plan (Source: QOH Architects)

The sole plan amendments relate to the minor reconfiguration of the Block B undercroft carpark to ensure compliance with required swept path access and Australian standard requirements. In addition, a condition will also be recommended to confirm the location / number of bicycle storage and end of trip facilities in accordance with the recommended strategies of the green travel plan and Part B7 of the Randwick DCP 2013.

Table 1: Development Data

Control	Proposal
Site area	9,629m ²
Cl. 4.6 Request	N/A
Max Height	13m height limit applicable to E1 portions along Bunnerong Road. Maximum height proposed 12.5m Block B building and 8m Block A building extension.
Landscaped area	Approximately 3,250m ² over the eastern site portion.
Car Parking spaces	42 spaces onsite below Block B to predominantly service ELC.
Setbacks	<u>Block B</u> : Nil – 13.3m setback to southern boundary / Nil – 300mm setback western boundary (Bunnerong Road) <u>Block A</u> : 5m setback to southern boundary (Norfolk Lane) / 18.2m eastern boundary setback.

* No change to development data resulting from supplementary traffic reporting.

2. KEY ISSUES

In addition to those identified in the original assessment report, the following Key Issues are relevant to the assessment of this application:

2.1 Traffic Generation - Randwick DCP 2013 - Section B7

Concerns were raised by the Panel at the determination meeting on the 29th of June 2023 in relation to unclear student population figures and traffic generation modelling. A detailed analysis has been submitted by the Applicant as a part of the Peer Review TIA report prepared by Bitzios Consulting dated 5th of September 2023. The report notes that current traffic queues do not reach Franklin Street, however this is anticipated to occur due to the proposed expansion of the student numbers as a part of the redevelopment. The report also anticipates that the Level of Service (LoS) currently afforded at the signalised intersection of Bunnerong Road / Franklin Street and Perry Street would be impacted by the proposed increase to student capacity.

In order to address potential congestion and LoS impacts, the report was accompanied by a draft Green Travel Plan (GTP) that recommends a number of strategies to mitigate traffic congestion related to private vehicle use of staff and parents/carers, including:

- Appointment of a School Transport Coordinator to manage the green travel process, travel surveys, and annual performance reviews.
- Preparation of a Transport Access Guide (TAG).
- Information being made available to staff, parents and carers regarding local School bus services.
- Provision of onsite bicycle storage and end of trip facilities.
- Annual green travel plan reviews.
- An updated travel mode survey at the interval of the Stage 3 (Block B) and Stage 4 (Block A extension).

The final matter that was identified in the Peer Review TIA related to minor amendments required to the Block B carpark circulation path, column locations and parking space dimensions that have been addressed through the submission of amended plans referenced in Condition 1 of the consent (Plan table).

The submitted information was reviewed by Council's Development Engineering and Integrated Transport Department in accordance with the recommendation of the Panel at the briefing held on the 7th of September 2023. The detailed referral comments of each department are outlined in **Section 2.4** below, with conditions included in the consent to manage traffic impacts during both the construction and operational phase of the development along with securing nominated green travel plan commitments.

2.2 Randwick DCP 2013 Section B4 – Landscaping and Biodiversity

Council's Landscaping Officer had raised initial concern regarding the lack of screen planting along the Bunnerong Road frontage, the limited integration of landscape features with site entrances and the adjoining public domain, the reduction of hardstand surfaces to maximise site permeability and tree planting schedule details. Each of these matters will be addressed via conditions included in the attached consent.

2.3 Randwick DCP Part D5 – Matraville Centre and the draft Matraville Public Domain Masterplan

In response to the subject development application, Council's Open Space Assets and Strategic Planning team have revised the location of the future east-west pedestrian connection to Bunnerong Road as a part of the recently exhibited Public Domain Masterplan. The previous position of the through site link under Part D5 of the RDCP 2013, which was accommodated along the southern boundary of the school site has now been relocated further to south and will enable the provision of a mid-block connection between Hunter Street and Bunnerong Road. The updated alignment has also been coordinated with a new Matraville RSL outdoor dining area, as illustrated in **Figure 2** below.



Figure 2: Public Domain Concept Plan (Source: Matraville Public Domain Masterplan)

Figure 2 displays the conceptual public domain improvements anticipated along the Bunnerong Road frontage to facilitate additional landscaping, a dedicated cycleway through footpath widening adjacent to the school and the embellishment of the church forecourt. The proposed amendments were generally supported by School representatives in a submission received by Council staff during the Masterplan exhibition on the 6th of February 2023. Minor concerns were raised in this submission regarding the placement of tree plantings within the church forecourt, which can be resolved through further refinement of the concept design at the detailed implementation planning stage.

Furthermore, Council notes that the Applicant has been consulted in relation to the public domain masterplan and did not raise concern in relation to the future redevelopment of the Crown Land carpark as a 'potential community use' under the Matraville Public Domain Masterplan. The school will be afforded with further opportunity to comment on any detailed redevelopment options as an adjoining stakeholder along with surrounding residents and businesses in Norfolk Lane to ensure that any future works are coordinated to maintain vehicular access. Accordingly, it is not considered that the proposed school expansion works would be prohibitive to the infrastructure enhancements identified for the Matraville Centre.

2.4 Council Officer Referrals

The development application was referred to numerous Council Officers for technical review as a part of the original assessment. The amended proposal relates solely to traffic generation modelling and the associated green travel plan mitigation measures. As such, the application was re-referred to Council's Development Engineer and Integrated Transport team for assessment in accordance with the recommendation of the Panel at the September briefing meeting. The revised Engineering and Transport comments in response to the additional information are provided as follows:

Development Engineering

GENERAL COMMENTS

The application is not supported from a parking and traffic perspective. The application is likely to lead to significant traffic and parking impacts in the immediate vicinity of the development which were deemed to be unacceptable by Council's Integrated Transport Department.

As the Regional Planning Panel intends to approve the application recommended conditions have been included in this report. This will include provision of a traffic management plan as a part of the Plan of Management, which shall attempt to mitigate some of the traffic impacts.

PARKING COMMENTS

Existing Situation

When adopting the DCP Parking rates for schools of 0.7 spaces per staff member the existing school (125 students + 18 staff) would generate a parking demand of around 13 spaces. It should be noted however that the stated existing staff numbers of 18 appears to be inconsistent with the school's website which lists 28 staff with a few of those part-time.

The existing parking demand is therefore likely to be approximately 20 spaces minimum.

Proposed Development

The stage 3 upgrade aims to increase student numbers to a maximum of 420 students and 25 staff generating while the Stage 4 upgrade will increase numbers again to 630 students and 35 staff. In addition, an early learning childcare centre is proposed with 15 staff and 60 child places.

For the completed Stage 4 development the school will generate a parking demand of **25 spaces** (for 35 staff)

The childcare centre will generate a parking demand of **15 spaces** (for 15 staff & 60 children) with approximately 7-8 of those spaces for pickup and drop-off & 7-8 for staff

A total of 40 spaces (25 + 15) will therefore require for the completed Stage 4 development based on the specified school staff and childcare numbers. As 41 spaces have been provided the proposed development will comply with the off-street parking requirements of the DCP.

Concerns are raised however that the stated proposed staff numbers of 35 which appear to be low when compared to the existing 28 staff as indicated on the website (for 125 students).

There is therefore potential for final staff numbers to be greater than the 35 specified for 630 students and as a result parking demand may exceed the on-site parking provision thereby impacting the surrounding availability of on street and public parking.

TRAFFIC GENERATION

It is understood Council's Department of Integrated Transport has already provided feedback on the acceptability of the development from a traffic and parking perspective with traffic generation expecting to be significant and likely to lead to significant delays in the adjacent laneway and carpark and is therefore recommending refusal of the application. Based on this advice, the application is not supported on traffic grounds.

A well-managed and signposted "kiss and drop" or other similar school drop-off/pick-up scheme will need to be provided on the north side of Norfolk Lane adjacent to the school with any signage to be approved by Randwick Traffic Committee. The sheer scale of the increase in student numbers would necessitate careful management of this zone in an attempt to manage the expected significant increases in parking demand and traffic generation.

FLOODING COMMENTS

The subject development site is located adjacent to a localised low point/flow path and the Council commissioned & adopted Birds Gully Flood Study LGA Flood study indicates the property will be subject to minor flooding during major storm events.

It should be noted that Part B8 of Council's DCP currently specifies the following controls relevant for this development:

- Schools & educational establishments are considered as critical facilities and therefore any floor levels must be provided at or above the level of the PMF (Probable Maximum Flood).
- Open hardstand car spaces are to be provided at or above the level of the 5% AEP (1 in 20yr) flood.

The flood model predicts minor flooding on the site with flood depths generally less than 0.16m for the PMF event.

Floor levels must therefore be provided at a minimum of 0.16m above surrounding ground surface. The submitted plans indicate a ground floor level of around RL 19.90 being approximately 300mm above surrounding ground surface of RL 19.6 and so demonstrate compliance with the flood controls.

There is no significant flooding on the site during the 5% AEP 1 in 20yr flood event hence the internal car spaces will be provided at or above the level of the 5% AEP (1 in 20yr) flood and are acceptable.

The proposed development will also not block any flow paths or divert floodwater onto adjoining sites where it has not gone previously.

The proposed development is therefore acceptable from a flood management perspective.

DRAINAGE COMMENTS

There are no objections on drainage grounds. Should the application be approved, Development Engineering has included a number of conditions that relate to drainage design requirements. This includes provision for an on-site detention (OSD) system for the redeveloped portion of the site.

It should also be noted that any discharge to Bunnerong Road would be subject to approval from Transport for NSW since they own the drainage infrastructure along the classified 'state' road reserve.

WASTE MANAGEMENT COMMENTS

The submitted 'Waste Minimisation and Management Plan' submitted with the application dated April 2022 should not be approved as part of the DA as it does not provide sufficient detail and is not supported.

Development Engineering has included a number of conditions that relate to waste management requirements. This includes a requirement for a new waste management plan to be provided prior to the commencement of any demolition work on the site and/or issuing of a construction certificate.

The Waste Management plan is required to be prepared in accordance with Council's Waste Management Guidelines for Proposed Development and must include the following details (as applicable):

- The use of the premises and the number and size of occupancies.
- The type and quantity of waste to be generated by the development.
- Demolition and construction waste, including materials to be re-used or recycled.
- Details of the proposed recycling and waste disposal contractors.
- Waste storage facilities and equipment.
- Access and traffic arrangements.
- The procedures and arrangements for on-going waste management including collection, storage and removal of waste and recycling of materials.
- Location of travel paths and presentation area for bin collection

Integrated Transport

Council's Manager of Integrated Transport recommended that the matters outlined below are addressed via plan amendments and consent conditions, should the application be supported for approval by the Panel.

1. *The minor issues identified within the Peer Review report be addressed.*
2. *The car space sizes and aisle width issues identified within the Peer Review report be addressed.*
3. *The school formally adopt the Green Travel Plan (GTP) and provide the Council with annual reports detailing the school's efforts in implementing the Plan. This would be in the form of copies of the communications provided to the school community (Parents, guardians and teachers) regarding the school's support of and commitment to the GTP.*
4. *The GTP should be reviewed annually, with a revised/customised Travel Survey. Progress towards Green Travel targets can be measured via feedback and responses and used to develop Plan objectives. The first review should be undertaken 12 months after commencement of the school's expansion.*
5. *Prior to the School considering implementation of The Stage 4 proposal, a detailed traffic flow and queuing analysis be undertaken. This analysis is to be provided to the Council so that Council can understand the traffic / queueing issues at that time and advise the school of any major issues which would need to be addressed prior to implementation of Stage 4.*

3. CONCLUSION

The Applicant has amended the proposal to address concerns raised by the Panel and has adequately addressed the reasons for deferral of the matter at the Panel meeting of 29 June 2023. It is considered that the outstanding key issues as outlined by the Panel in section 2 have been resolved satisfactorily through amendments to the proposal.

This development application has been considered in accordance with the requirements of the EP&A Act and the Regulations as outlined in the original assessment report and this report. Following a thorough assessment of the relevant planning controls, issues raised in submissions and the key issues identified in this report, it is considered that the application can be supported.

4. RECOMMENDATION

That the Development Application DA/199/2022 for alterations to existing educational establishment to expand educational facilities, introduce a new childcare centre and provide ancillary signage at 509-511 Bunnerong Road, Matraville be APPROVED pursuant to Section 4.16(1)(a) or (b) of the *Environmental Planning and Assessment Act 1979* subject to the draft conditions of consent attached to this report at **Attachment A**.

The following attachments are provided:

- **Attachment A:** Draft Conditions of Consent
- **Attachment B:** Peer Review TIA and Green Travel Plan