



northern
beaches
council

PRELODGE MENT ADVICE

Application No: PLM2019/0106

Meeting Date: 11/06/2019

Property Address: 4-10 Inman Road CROMER

Proposal: Alterations and Additions Construction of an industrial development, landscaping and carparking

Attendees for Council: Daniel Milliken – Acting Manager Development Assessments
Ben Price – Planner
Dominic Chung – Senior Urban Designer
Janine Formica – Heritage Planner
Bob Moore – Heritage Advisor
Rob Barbuto – Principal Engineer – Major Developments
Patrick Bastawrous – Senior Engineer – Traffic
Anthony Foy – Environmental Health Officer

Attendees for applicant: David Workman – Divisional Director
Sean Fleming – Capital Transaction Director
Brian McDonald – Heritage Planner
Paul Rapport – Heritage Consultant
Andrew Cowan - Director

General Comments/Limitations of these Notes

These notes have been prepared by Council on the basis of information provided by the applicant and a consultation meeting with Council staff. Council provides this service for guidance purposes only. These notes are an account of the specific issues discussed and conclusions reached at the pre-lodgement meeting. These notes are not a complete set of planning and related comments for the proposed development. Matters discussed and comments offered by Council will in no way fetter Council's discretion as the Consent Authority. A determination can only be made following the lodgement and full assessment of the development application.

In addition to the comments made within these notes, it is a requirement of the applicant to address ALL relevant pieces of legislation including (but not limited to) any SEPP and any applicable clauses of the Warringah LEP 2011, Warringah LEP 2000 and Warringah DCP 2011 within the supporting documentation of a development application including the Statement of Environmental Effects.

You are advised to carefully review these notes. If there is an area of concern or non-compliance that cannot be supported by Council, you are strongly advised to review and reconsider the appropriateness of the design of your development for your site and the adverse impacts that may arise as a result of your development prior to the lodgement of any development application.



SPECIFIC ISSUES RAISED BY APPLICANT FOR DISCUSSION

Issue/s Raised	Council Response
Heritage	Councils Heritage team have provided detailed comments on the proposal. In summary, the proposal cannot be supported due to the impacts on the heritage item. The comments have been provided below under specialist advice.
Intended Land use	<p>The proposal is within the IN1 General Industrial Zone</p> <p>The use of the site as a <i>warehouse, distribution centre or storage premises</i> is permitted with consent under the Warringah LEP 2011</p> <p>The use as an <i>office</i> premises is a prohibited use. Any proposed office is to be ancillary to a permitted use. Alternatively you may investigate what existing use rights are applicable to the site.</p> <p>Adaptive re-use of the cottage as a <i>kiosk, restaurant or café</i> is prohibited within the zone. A <i>takeaway food and drink premises</i> is permitted with consent.</p>
Hours of operation	No hours of operation were provided. It is noted that generally the surrounding area includes hours of operation of 8am – 5pm Monday to Sunday.
Car parking	<p>The development is to comply with the minimum parking requirement under the Warringah DCP 2011. This is as follows:</p> <p><i>“1.3 spaces per 100 m2 GFA</i></p> <p><i>(including up to 20% of floor area as office premises space component. Office premises component above 20% determined at office premises rate).”</i></p> <p>Please note, in accordance with this definition, the parking rate for the office component will be calculated at 1.3 spaces per 100sqm GFA where it makes up no more than 20% of the floor area.</p>
Landscaping	Councils Development Engineering team have provided detailed comments on the proposal below under “Specialist Advice”.
Stormwater Management	Councils Development Engineering team have provided detailed comments on the proposal below under “Specialist Advice”.

WARRINGAH LOCAL ENVIRONMENTAL PLAN 2011 (WLEP 2011)

Note: WLEP 2011 can be viewed at Council’s website.



Zoning and Permissibility	
Definition of proposed development: (ref. WLEP 2011 Dictionary)	Warehouse and self-storage facility - Permissible Office Premises - Prohibited Kiosk/ restaurant or café - Prohibited Takeaway food and drink premises - Permissible
Zone:	IN1 General Industrial
Permitted with Consent or Prohibited:	Permitted with consent/Prohibited

Principal Development Standards:	
4.3 Height of Buildings	
Standard	Proposed
11m	The submitted plans indicated partial non-compliance. The plans provided at the meeting indicated a substantial non-compliance.
<p>Comment</p> <p>The extent of the non-compliance proposed represents a significant departure from the development standard. The non-compliance is not compatible with the height and scale of nearby development and will result in an unreasonable visual impact as viewed from public places and community facilities. Furthermore, the visual impact of a non-compliant building height on the retained heritage listed building is considered to be unreasonable.</p> <p>The justification of the height due to the existing non-compliance is inadequate particularly as the existing non-compliant building is being demolished.</p> <p>To justify the building height non-compliance, a clause 4.6 written request to vary the development standard demonstrating that compliance is unreasonable and unnecessary and that there are sufficient environmental planning grounds to justify the non-compliance. Significant concern is raised that such a justification is possible.</p> <p>The current height of the proposal will not be supported and it is strongly recommended that the design be amended to better comply with the 11m height limit.</p> <p>Note: Building heights are measured from existing ground level.</p>	

WARRINGAH DEVELOPMENT CONTROL PLAN 2011 (WDCP 2011)

Note: The WDCP can be viewed at Council's website.

Part B: Built Form Controls



B5. Side Boundary Setbacks	
Control/Requirement	Proposed
Merit Assessment	12m
Comment The proposed side boundary setbacks provide adequate physical separation to the nearby development. The proposal is satisfactory subject to suitable hours of operation and the submission of an acoustic report demonstrating that no unreasonable impacts on the neighbouring properties.	
B7. Front Boundary Setbacks	
Control/Requirement	Proposed
4.5m	Inman Road 13m – 15m South Creek Road 10m Orlando 72m
Comment The proposal complies.	
C3 Parking Facilities	
Control/Requirement	Proposed
Office 1 space per 40sqm - 3000sqm = 75 spaces Warehouse or distribution centre 1.3 spaces per 100sqm 18741sqm = 244 spaces Warehouse or distribution centre (self-storage facility) 1.3 spaces per 100sqm – 3385sqm = 45 spaces Drive-in take-away food outlet with on-site seating: 12 spaces per 100 m ² GFA or greater of: · 1 space per 5 seats (internal and external), or · 1 space per 2 seats (internal) 140sqm = 17 spaces Total 381 spaces	Visitor adjacent to office and takeaway - 10 Hardstand for warehouses - 84 Carpark - 191 Total 285 spaces
Comment The development is to comply with the minimum parking requirement. The calculations above have found that the development includes a significant non-compliance with the parking requirement. The proposal does not provide adequate parking to meet the demands of the development. The non-compliance is not supported by Council.	

SPECIALIST ADVICE

Heritage



1. *The excess height is not helpful to retaining the 'pre-eminence' of the offices and tower in the new context. The 'wall' created by the new building behind the retained offices will be pretty formidable and dominate the buildings we wish to read as the important elements on the site.*
2. *There seems to be a real lack of articulation in the 'wall' behind the offices, from where the entry driveway is placed. It is effectively unrelieved and planar, and this means the tower is diminished in its presence on the site as well.*
3. *The manner in which the tower was shown to be incorporated within the new range of tenancies behind the offices keeps none of the sophisticated massing and form of the tower and its attached structures. By comparison with the original arrangement it is such that it makes the retention of the tower a less satisfactory gesture.*
4. *While the retention and adaptive use of the cottage at the front of the property appears to offer a special note to the new presentation of the site, it is not as important as the matters above, and does not outweigh or balance them.*
5. *The treatment of the corner building was discussed at some length, with suggestions of establishing a base which incorporates the open entrance 'mouth'. This could play down the disruptive effect of this opening and further break down the effect of height currently apparent in this element. If there was, in Brian's words, "a base a middle and a top", this might help break down the currently massive impact and impression that the scheme presents. The manipulation of materials and surface finishes also has a crucial role to play in this.*

Therefore, there are significant concerns with the proposed design from a heritage point of view. These concerns are largely around the bulk, scale and design of the complex, as it is considered that the current proposal does not respect the architectural significance of the integral components of the Roche complex (in particular the view of the complex from the internal driveway, being the view on the cover of the Statement of Heritage Significance).

The other areas of concern are the view from Inman Road and the view on the corner of Inman Road and South Creek Road, and how these structures relate to and respect the horizontal design of the original Roche buildings which are being retained. These issues were all discussed at the PLM, and we would be interested in reviewing amended plans addressing these design issues, from a heritage perspective, should they be submitted.

We are very happy that the applicants have prepared a Conservation Management Plan for the site, which forms a sound basis for future heritage management decisions on the site. We are also happy that they are retaining parts of the original Roche complex, however, it is considered that with a re-design, a better heritage outcome is possible.

As the applicant already knows, a Heritage Impact Statement must be submitted with any DA, which addresses the specific impact of the proposal on the identified heritage significance of the item.

Urban Design

The proposal cannot be supported for the following reasons:



1. The proposal exceeds the 11m building height control with the proposed 16.5 m high built form.
2. The proposed scale and design of building is not consistent with the scale and architectural characteristics of the heritage listed Roche building complex.
3. Council heritage officers have indicated the extent of the existing Roche building that should be retained. The applicant should demonstrate how that area can be readapted to the new usage of warehouse, ancillary offices, cafeteria, etc.
4. As a second option, the applicant should explore a more sympathetic design approach to emulate the look and feel of the main façade of the heritage Roche complex identified by the front cover photo of the heritage report. Elements of the heritage tower forms and horizontal massing of the lower structures can be replicated in the new building form design. The existing heritage building complex should be preserved as much as possible.

Environmental Health

1. Site contamination issues and remediation, current status and proposals.
2. An acoustic assessment in regard to the neighbouring residential premises particularly noting reversing trucks, forklifts, use of industrial premises and self-storage units and hours of use and management. Likewise, any proposed mechanical ventilation or plant.
3. Cafe fit out to comply Australian Standard AS 4674 – 2004 – ‘Design, Construction and fit-out of food premises’. NB Sydney Water may require a grease trap. Smoke and odour issues from mechanical ventilation for the café are not anticipated to be an issue in this location.

Environmental Officer

The proposal appears to show a design which avoids impacts to biodiversity values, namely existing native canopy trees, which appear to be able to be retained under the current design. An Arborist report prepared by a qualified Arborist with a minimum AQF 5 is required.

Indirect impacts to biodiversity, including threatened species and their habitat, must be considered within DA documentation, including potential increases artificial lighting from the proposed development into the adjoining vegetation to the east, and likely impacts during construction. Documentation detailing any proposed mitigation measures to minimise indirect and construction impacts is required.

Landscape Advisor

- The retention of trees and landscape elements around the perimeter of the site is supported.
- The use of existing driveway entries is supported.
- Any application will require submission of an Arborist's Report indicating trees to be removed (hopefully none) and retained and tree protection measures.
- Landscape plans prepared by a qualified landscape designer or landscape architect will be required to be submitted addressing planting to be retained and removed and new planting scheme, being mindful of the heritage listing of the site.
- Sites of Aboriginal significance are located in the northern portion of the site, though no works are indicated in this area. Referral to AHO will likely be required if a DA is lodged.



Engineer - Stormwater Assets

The development site is burdened by a 825mm drainage pipe and an open channel as shown on the Council stormwater map below.

All vertical and horizontal clearances to the existing stormwater assets/ related easements needs to be maintained to satisfy the council requirements.

Any changes to divert existing course of the stormwater drainage paths require prior approval of proposals in consultation with the Council's Stormwater & Flood Plain Engineering section.

Please find below our standard comments in relation to the above site (*not reviewed by team leader Dean McNatty*):

- Council's records indicate that 4-10Imnan Road Cromer is burdened by a 825 mm pipe and an open channel drainage path and associated infrastructure. This is shown on Council's stormwater map which is available on the webpage. (Please follow the relevant link below and select the 'Stormwater' map from the 'No Overlay Map' drop down menu. You can then search by address and use the zoom functionality to see pipe diameters and asset id numbers. i.e. 1200mm and SPP or SPI etc).

<https://services.northernbeaches.nsw.gov.au/icongis/index.html>

- To demonstrate compliance with Council's Development Control Plan – Northern Beaches Council's Water Management policy PL 850 Water (Section 6- Building Over or Adjacent to Council Drainage Systems and Easements. see links below), it is recommended that the following details are submitted with any application.
 - Accurately locate, confirm dimensions including depth and plot to scale Council's stormwater pipelines and associated infrastructure on the DA site plans that outline the proposal. This should be carried out by a service locating contractor and registered surveyor. (Evidence of methodology used for locating stormwater system should be provided)
 - If the applicant proposes to use a CCTV pipeline survey to confirm the location of the pipeline, it is recommended that the survey is carried out in accordance with Council's guideline attached.
 - All structures are to be located clear of any Council pipeline, pit or easement.
 - Footings of any structure adjacent to an easement or pipeline are to be designed in accordance with the above-mentioned Policy.
 - Structural details prepared by a suitably qualified Civil Engineer demonstrating compliance with Council's policy are to be submitted.

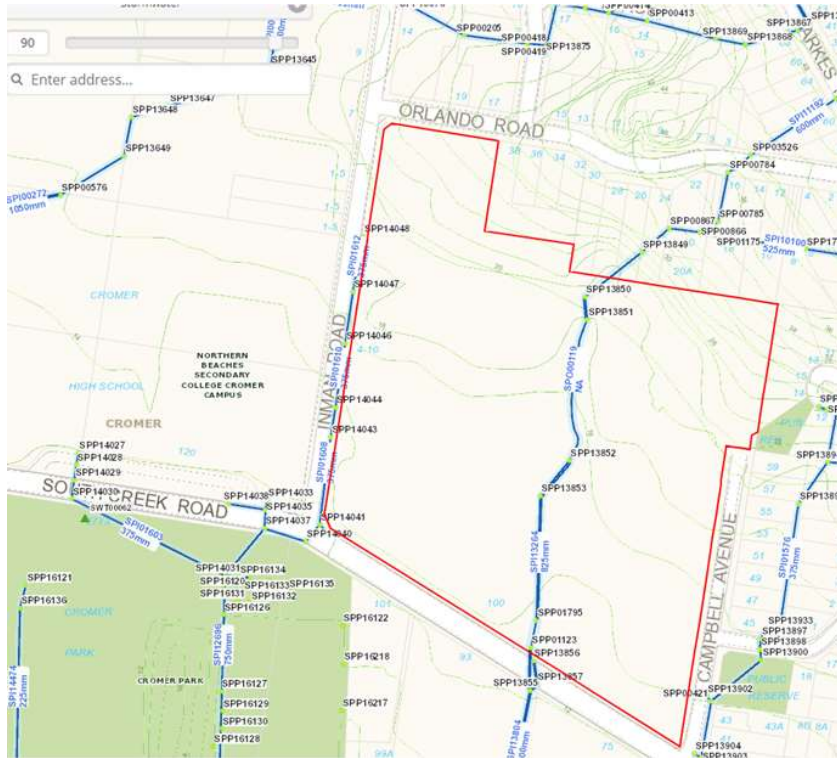
Water Management Policy PL850 :

<https://files.northernbeaches.nsw.gov.au/sites/default/files/documents/policies-register/water-management/water-management-policy/2017327805watermanagementpolicy.pdf>

Building Over or Adjacent to Constructed Council Drainage Systems and Easements technical specifications (Section6):

<https://files.northernbeaches.nsw.gov.au/sites/default/files/documents/general-information/engineering-specifications/building-over-or-adjacent-constructed-council-drainage-systems-and-easements-technical-specification.pdf>

Extract from Stormwater Map (showing indicative pipe locations):



You are advised of the following (but not limited to all) Council's policies available at [Council's website](#):

- ## Documentation to accompany the Development Application

- Electronic copies (USB)
- Statement of Environmental Effects
- Request to vary a development standard
- Cost of works estimate/ Quote
- Site Plan
- Floor Plan
- Elevations and sections
- A4 Notification Plans
- Survey Plan
- Site Analysis Plan
- Demolition Plan



- Excavation and fill Plan
- Waste Management Plan (Construction & Demolition)
- Waste Management Plan Ongoing
- Certified Shadow Diagrams
- Schedule of colours and materials
- Landscape Plan and Landscape Design Statement
- Arboricultural Impact Assessment Report
- Photo Montage
- Model
- Statement of Heritage Impact
- Erosion and Sediment Control Plan / Soil and Water Management Plan
- Stormwater Management Plan / Stormwater Plans and On-site Stormwater Detention (OSD) Checklist
- Stormwater Drainage Assets Plan
- Geotechnical Report
- Acoustic Report
- Construction Traffic Management Plan
- Construction Methodology Plan
- Access Report
- Integrated Development Fees (if required)

Please refer to Development Application Checklist for further detail.

Concluding Comments

These notes are in response to a pre-lodgement meeting held on 18 June 2019 to discuss Demolition/alterations for the construction of an industrial development, landscaping and carparking at 4-10 Inman Road Cromer. The notes reference preliminary plans prepared by SBA Architects dated 15/05/2019.

The proposal is not acceptable for the following reasons:

- The variation to the Height of Buildings development standard is not supported.
- The impact on the heritage building are deemed unacceptable
- The parking non-compliance is not supported.

Council will continue to work with the applicant to achieve a good outcome for this important site. When the scheme is redesigned, please send through draft plans and further feedback will be provided.

A further prelodgement meeting may be required as the design is refined and DA lodgement approaches.