

Wollongong Design Review Panel Meeting minutes and recommendations

Date	24 November 2023
Meeting location	Wollongong City Council Administration Offices
Panel members	(Chair) David Jarvis (Member) Sue Hobley (Member) Tony Tribe
Apologies	None
Council staff	Pier Panozzo – City Centre & Major Development Manager Theresa Whittaker – Senior Development Project Officer April Wilkinson – Architect
Guests/ representatives of the applicant	Angelo Di Martino – ADM Architects Luke Rollinson – MMJ Wollongong Iain Brammer – Taylor Brammer Landscape Andrew Tesoriero – Jackson Teece Jessica Borgeaud – Jackson Teece Danny Ashbolt – Client
Declarations of Interest	None
Item number	1
DA number	DA-2023/767
Reason for consideration by DRP	DA Clause 7.18 WLEP – design excellence
Determination pathway	Southern Regional Planning Panel (construction cost exceeds \$30 million)
Property address	Wollongong Ex Service Club 82 Church Street, Wollongong David Jones Car Park - 80 Church Street, Wollongong David Jones – 163-171 Crown Street, Wollongong Globe Way Burelli Street, Wollongong
Proposal	The Globe - Demolition of existing structures (above and below ground), tree removal, consolidation of holdings, construction of registered club and motel; construction of commercial office building; construction of a hotel with retail/hospitality spaces; construction of basement across the site accommodating car parking, vehicular access, loading, storage, plant and the like; public domain works within Globe Lane, Globe Way, Church Street, Burelli Street and Crown Street
Applicant or applicant's representative address to the design review panel	The meeting was conducted in person at Council and by video link between the Panel and the applicants' team.
Background	<p>The site was previously reviewed by the Panel prior to lodgement under DE-2022/96 on 16 September and 12 December 2022. The site has been inspected by the Panel on several occasions, including more recently post lodgement for this meeting on 24th of November 2023</p> <p>The applicant confirmed that the development is to be under a single ownership. The Hotel, Office and Club/Motel will be long-term leasehold. Carparking allocation will retain some flexibility within lease and management agreements. A Voluntary Planning Agreement is in progress for public domain works.</p>
Design Quality Principles	
Context and Neighbourhood Character	<p>The proposal is located on a key site within Wollongong CBD, with frontages to Crown Street, Church Street, Burrelli Street, Globe Lane and Globe Way. The proposal will be viewed in the round and be intertwined with pedestrian circulation and the public domain of the city centre.</p> <p>Crown Street is the main retail pedestrian mall of the city centre. Buildings generally present a two-storey form to the street and</p>

	<p>provide active retail frontages. A vibrant, pedestrian-safe environment has been created by pedestrianizing a large portion of Crown Street (two city blocks spanning between Keira Street and Kembla Street).</p> <p>Burelli Street is a busy traffic and pedestrian street that connects the city centre to the railway station and fronts McCabe Park.</p> <p>Church Street provides a pedestrian connection between Burelli Street and Crown Street. It provides access to retail / commercial parking and servicing to retail tenancies.</p> <p>The site falls to the south: Burrelli St is approx. 2 commercial floor levels below Crown Street.</p> <p>Globe Lane contributes a more intimately scaled pedestrian-friendly space to the town centre. The western end of the lane has developed to provide lively entertainment venues that contribute to the nightlife of the city. The eastern end of the lane, adjoining the subject site, is devoid of activity and enclosed by a dark undercroft, created by the existing, vacant, department store that bridges above the lane. Prior to its closure, both pedestrian and vehicular activity were generated by the department store. However, the store's interface with the lane provided little contribution to the quality of public domain.</p> <p>Globe Way is a more generously proportioned pedestrian lane that provides a connection to Burelli Street and Mc Cabe Park. It is noted that this area was formerly part of a public park, as commemorated by several plaques on the walls.</p>
<p>Built Form and Scale</p>	<p>The proposal has been developed to maintain and improve several positive key initiatives that will potentially contribute to the viability, vitality and quality of the town centre:</p> <ul style="list-style-type: none"> - The removal of built form above the eastern end of Globe Lane creates the potential to complete an active, open-air lane that connects to Church Street. - The introduction of an arcade that connects Crown Street Mall to Globe Lane and Globe Way. Providing lines of sight and a clear pedestrian path between Crown Street and McCabe Park. - The removal of the redundant pedestrian bridge above Crown Street visually opens the mall to the sky and requires pedestrian circulation between the carpark and mall at street level, improving/increasing activation of the street. - The massing of building forms to minimize overshadowing of McCabe Park by limiting building height fronting Burelli Street. Which has driven an increased height on Crown Street. <p>The basic concept outlined by the applicant is supported by the Panel. However, if the development's potential is to be realised, further consideration of the following issues is recommended:</p> <p><u>Height of Hotel tower</u></p> <p>In response to the Panel's initial feedback the extent of the height breach was significantly reduced. Resulting in a building that was 7m in excess of the maximum permissible height (proposal reviewed by the Panel on 12th December 2022). The Panel acknowledged that this was a significant improvement and highlighted a list of criteria that should be addressed to justify the</p>

7m exceedance of the height control. The revised proposal now being reviewed by the Panel has increased the height of the tower, resulting in a building that is now 13.85m in excess of the maximum permissible height (48m). The Panel does not support the reintroduction of excess height of the building fronting Crown Street. The extent of the height noncompliance **must be minimized** (maximum of 7m – or less - as previously proposed is suggested). If any height exceedance is to be considered it must be demonstrated that:

- the form and aesthetic of the tower meet Council's design excellence criteria.
- excessive floor to ceiling heights is not contributing to the height non-compliance. Detailed information will be required on revised sectional drawings.
- the tower contributes to a rational pattern of development for the precinct.

There may be a rationale to allowing an increased building height fronting Crown Street (to a maximum of 7m) within the remainder of the city block (between Keira Street and Church Street). Given that the western end of the block consists of a single site (Wollongong central, building 3) with a broad frontage to Burelli Street, overlooking MacCabe Park and a smaller frontage to Crown Street. A massing study showing potential future-built forms that realise permissible GFA on the remainder of the city block should be provided.

- The proposed height exceedance does not impact the amenity of the neighbours or the public domain (in particular MacCabe Park).

The extent of shadow impact resultant from the height noncompliance must be clearly identified.

Setback to Church Street

Council controls require the Church Street façade to provide a nil setback street wall that can vary in height (12 - 24m) and for building forms to be set back 4m from the street wall.

The proposed office building and Hotel do not comply with this control. Building bases have been articulated with material finishes and minimal setbacks provided to the towers above the street wall. The rationale for the alternative built form response must be clearly articulated by the applicant. How has the alternative distribution of mass resulted in a better contextual response for this site?

Wind tunneling

A report should be provided by a suitably qualified expert to ensure that the proposal does not result in any negative wind tunneling outcomes. Particular attention should be given to the wind impacts on Globe Lane that may affect its amenity for outdoor activities both during the day and at night. This report may impact the form and / or detail treatment of building forms.

Arcade connecting Crown Street to Globe Lane

The active edge proposed to the alley is commended, the applicant is encouraged to ensure that points of entry and a high level of activation is maintained, as more detailed fit-outs of the hospitality uses fronting the alley are developed. Strong consideration should be given to incorporating a lift into the western façade of the tower to accommodate an accessible path of travel between Crown Street and Globe Lane.

Globe Way

The applicant presented a contextual model (with fly-through imagery) that demonstrated that a direct visual (green) connection from Crown Street across Globe Way to MacCabe Park has been provided by the current design proposal. This is a commendable strategy that assists in connecting the town centre with its broader context.

The intersection of Globe Lane and Globe Way has been developed to provide a more clearly defined, modestly proportioned piazza extending under the office building. This is a positive development that provides a flexible area of public open space to contribute to the quality of the town centre's public domain.

The proposal previously reviewed by the Panel provided three paths of travel between Burelli Street and Globe Lane via Globe Way. The revised proposal provides two pedestrian paths, one containing steps, the other providing access to a freestanding lift. The Panel acknowledges that this development has assisted in rationalizing pedestrian circulation and allowed a better proportioned piazza to be created at the junction of Globe Way and Globe Lane. However, the Panel considers that the lift access should be moved to the eastern side of Globe Way and integrated into the form of the RSL building. This will allow more landscaping to be provided within Globe Way and contribute to the clarity of the pedestrian connection to Burelli Street.

The war memorial has been relocated from the corner of Church and Burelli Street to the southern end of Globe Way. The relocated memorial is now connected to a more spacious area of public open space and is fully accessible. The applicant is encouraged to liaise with the RSL to better establish the role of the memorial in the space and any design amendments this may require.

Globe Lane

The relocation of the vehicular drop-off point for the hotel from Globe Lane to the basement has provided a more clearly defined, better proportioned lane. The proposed configuration of hospitality and retail uses will potentially contribute to an active vibrant laneway. The applicant is encouraged to ensure that points of entry and a high level of activation is maintained, as more detailed fit outs of the hospitality uses fronting the way are developed. The anticipated extension of street activity at the eastern end should include delineation of passive (outdoor seating), pedestrian circulation and service vehicle uses.

To ensure the new vehicular drop off point (located at basement level 1) provides a positive experience for hotel patrons the applicant is encouraged to liaise with Council to ensure the basement can accommodate servicing requirements; adequate space must be provided for manoeuvring of service vehicles and the potential for conflicts between hotel patrons and service vehicles must be minimized. Consideration must also be given to the quality of finishes within areas of the car park that will form part of the arrival experience for hotel guests. The fit-out of this area should also accommodate hotel staff to supervise the arrival of guests.

The applicant advised that it intends to incorporate artworks into the public domain. It is recommended that the design team be expanded to include at least one artist early in the process to ensure the art elements are integral to the design, rather than

	<p>decorative additions at the end. Imagery presented by the applicant indicates that the boundary wall of the neighbouring building to the west is being incorporated into the public art initiative – consultation with the owner of this building needs to occur.</p> <p><u>Western courtyard</u></p> <p>A west-facing courtyard (separating the club/motel and office buildings) is proposed fronting Globe Way. In response to the Panel's previous comments the space has been developed to provide a densely planted garden area that is overlooked by the motel rooms. This is an appropriate strategy that will contribute to the amenity of motel guests. This area should be secured / made non-accessible to the public, to secure the motel and limit potential for anti-social behaviour (noting that the lift servicing Globe Way may determine the location of any security measures).</p> <p><u>Hotel entrance</u></p> <p>The 3-level entry approach: Crown St primary pedestrian, Globe Lane secondary pedestrian and Basement vehicle drop off entry is a rational response to the constraints and opportunities of the site that provides a functional entry process to the hotel and assists in the activation of Globe Lane and Crown Street.</p> <p><u>Street interfaces</u></p> <p>The proposal has numerous interfaces with streets and laneways, most of which propose active and well considered interfaces with the public domain. The achievement of an effective level of activation is contingent on the ultimate uses and internal design behind the frontages.</p> <p>Steep topography, the vehicular entry and the provision of a substation chamber create significant challenges in providing an active frontage to Church Street. Despite these challenges the Church Street frontage has been developed to provide a positive contribution to the public domain. However, the applicant is encouraged to closely examine the building interface with the street in all locations, to ensure that lines of sight between retail / hospitality uses and the street are provided. This may require some minor refinements to the height and scale of planters in some locations.</p>
<p>Density</p>	<p>The applicant has advised that the proposed GFA will comply with the WLEP.</p> <p>To manage shadow impacts a concept has been developed to step building mass, up to the north and away from McCabe Park. This strategy results in the proposed height at Burrelli St being lower than the LEP height standard and height at Crown St exceeding the LEP standard, whilst the office building at the center of the site sits within the maximum permissible height control. In principle this is a reasonable strategy to establish an appropriate response to the immediate context of the site.</p> <p>However, the current proposal is 13.85m above the maximum permissible height on Crown Street. This results in a building that is inconsistent with the future context of Crown Street and presents as an over development of the site. The extent of the current noncompliance is not acceptable. The proposed building must be reduced to be more consistent with future scale of Crown Street as outlined in Councils built form controls (refer to comments above for further detail, Built form).</p>

<p>Sustainability</p>	<p>Sustainability issues were not discussed in detail at the meeting. Further development of the proposal should seek to incorporate sustainability features including:</p> <ul style="list-style-type: none"> - A net zero carbon / carbon neutral development best practice plan - Opportunities to harvest rainwater for use in maintaining any plantings established on the building or the site should be explored. Other water minimisation measures (reuse of rainwater for toilet flushing and washing machines) should also be considered. - The use of solar power and solar water heating, as well as general electrification, is strongly encouraged, particularly to service communal circulation and parking areas. The resolution of the PV panel location/ roof overlooking/and south stepped buildings presents interesting design challenges. - Low embodied energy should be a consideration in material and finish selections. - Landscape plantings should address aims for biodiversity protection, weed minimisation and low water use. - The Panel recommends that electric vehicle charging stations be provided in the different carpark levels and that spaces for car-sharing vehicles be provided. The current proposal for EVC stations in the hotel parking only is undesirable. - Applicant's confirmation that openable windows, or other form of natural ventilation, will be provided in hotel / motel rooms, giving the occupants opportunities for enjoying natural ventilation and a stronger sense of being engaged with their environment is noted and commended. - To reduce dependance on artificial lighting it is recommended that windows are provided to all common circulation areas. - In developing facades, building envelopes and all material choices long term maintenance efficiencies are to be considered. Local sources / supplies of materials should be specified where possible.
<p>Landscape</p>	<p>The Applicant has developed a commendable new scheme for Globe Way that addresses most of the concerns previously raised by the Panel and integrates well into the proposed network of lanes and new buildings. The following concerns in relation to the new scheme are:</p> <ul style="list-style-type: none"> - The Panel commends the inclusion of design elements resulting from Aboriginal consultation but is concerned that plantings should include canopy trees to provide shade, visual amenity and an appropriate context for the proposed <i>Livistona australis</i> plantings. - A signage strategy needs to be developed to ensure way-finding, shared road usage, interpretation and locality identification (including street signs) are functional without cluttering or being intrusive; - It is recommended that a Circulation Plan that covers both the proposed development and the surrounding context be

	<p>included in the documentation (noting that the plan should include the changed access arrangements from the carpark currently serviced by the overhead walkway). This plan may demonstrate the necessity – or not – of providing a lift service to the new alley between Crown Street and Globe Way. It should also demonstrate how usage conflicts relating to service vehicles and shared pedestrian – vehicle use of Globe Lane will be resolved.</p> <ul style="list-style-type: none"> - The plans indicate the intended retention of the street trees on Burelli Street adjacent to the site. It may be that the alternative option would be to remove these trees (deciduous species on the southern side of the site) and replace them with local species more in character with the Eucalypts on the other side of the street. Council should be consulted with regard to this issue. - Species selection based on Aboriginal input is commendable, but this has only informed the plantings in Globe Way. The plantings throughout the development should be locally indigenous species that support local biodiversity, minimise weed risks and help create a 'sense of place' that relates to the site context in the Illawarra. - The Sky Pool, is discussed below. In developing an amended scheme, issues of privacy (from the bar patrons), shelter / shade, amenity plantings and outlook / views should be addressed. Consideration should be given to screening the entries to the toilets from directly interfacing with the pool area.
<p>Amenity</p>	<p><u>Sky Pool and Bar</u></p> <p>The Panel appreciate the resort ambiance the roof top pool contributes to the sky bar but seeks further clarification of the detail treatment of the pool terrace enclosure. This space now appears to be totally enclosed. The floor-floor height is excessive when overall height is an issue.</p> <p>Consideration must be given to how a comfortable environment is provided to the sky bar terrace and pool, given its elevated location and exposure to high winds. But the flexibility to provide an open space with an external quality is also an important factor in achieving the resort ambiance the applicant is seeking to achieve.</p> <p><u>Hotel</u></p> <p>Corridors servicing hotel/motel are now serviced by windows providing natural light and outlook. However, levels 10 and 11 (sky Suites) are serviced by internalised corridors that will be dependent upon artificial lighting 24 hours a day. Further development is recommended to provide natural light and outlook to levels 10 and 11.</p> <p>The applicant advised that hotel rooms are to be provided with openable vents to allow natural ventilation to be provided to each room. This is a positive initiative that should be clearly documented in the DA documentation package.</p> <p>The hotel tower is setback 6m from the western side boundary and windows of hotel rooms are orientated back towards the western neighbour. Consideration must be given to how a likely future development on the neighbouring site will impact the amenity of these rooms. Further refinement to façade treatment / room orientation should seek to minimise potential privacy issues.</p>

	<p>It's noted that the fit outs of many of the hospitality and retail areas are still under development. The locations of toilets amenities servicing some hospitality areas appear to be unresolved at this stage.</p> <p>Windows servicing south-facing motel rooms appear to be relatively small, providing only a limited outlook. Consideration should be given to developing windows that take advantage of the outlook over the park available to these rooms. Perhaps by increasing the width of the windows. Consideration should also be given to fire separation requirements between motel windows. Is additional vertical separation required between windows that have been paired and framed within the façade. The input of a BCA consultant is recommended to verify the design approach.</p> <p><u>Public Street Amenity</u></p> <p>Maximum continuity of awnings/all-weather protection to Crown Street, Church St, and Burrelli St and one side of Globe Lane are shown and commended. Coordination is required with regard to proposed outdoor seating and potential conflicts in relation to projected service vehicle movement in Globe Lane.</p> <p><u>Motel</u></p> <p>Further information is required on the motel operation. There is no apparent kitchen facility for the provision of food/ motel breakfasts.</p>
Safety	<p>CPTED principles must be applied to the design of the buildings interface with the public domain. Surveillance of the lanes and streets must be maximised and potential areas of concealment must be minimised. The west facing courtyard servicing the motel must be secured and utilized for servicing and egress only.</p> <p>Safety aspects of the single access circa 500 carspace parking and circulation serving multiple uses need to be investigated and addressed.</p> <p>Outline ownership, management, and staging and construction management plans are a necessary part of any master-plan application for development of this scale and complexity.</p>
Housing Diversity and Social Interaction	<p>The proposed mix of uses are expected to provide a very positive contribution to the city centre.</p>
Aesthetics	<p>The perspectives provided by the applicant show a promising start to the development of a high-quality aesthetic. However, the expression of the hotel tower is least resolved.</p> <ul style="list-style-type: none"> - Further detail information should be provided to document the detail resolution of the glazed façade. Detail sections should show proposed shutter systems, proposed opening vents and the size and materiality of fins. - Each tower façade must respond to its context and orientation in terms of amenity and environmental sustainable performance. - The roofs of the commercial building and motel will be highly visible from surrounding buildings (particularly the hotel). These roofs should be treated as a fifth elevation. No plant should be visible on these roofs and the incorporation of green roofs is encouraged.

	<ul style="list-style-type: none"> - Consideration should be given to the use of natural / local materials within the building facades, particularly at street level. - Some incongruity between function, structure, amenity, environmental performance, and sustainability is apparent in the façade and street-wall choices in the three buildings. The design objectives and process of decision-making each element warrants inclusion in the application. The Panel is wary of the long-term sustainability of applied 'decorative/fashionable' façade elements. - The development will be the most prominent northern skyline element bounding MacCabe Park. (Dwg A-201) Consideration should be given to appropriate measures to visually treat/differentiate/fragment the built massing. <p>The unnecessary extra height to the bar and plant room, plus the added low-pitch skillion roof to the roof plant room cannot be supported when it involves exceeding the height standards excessively.</p> <p>To ensure the architect's design intent is realised, the applicant is encouraged to provide larger scale detail sections (minimum 1:20) to assist in providing a better understanding of the quality of finish being proposed. The sections should show the detail resolution of each façade. All materials finishes must be clearly documented.</p> <p>Servicing of the building must be considered at this stage of the design process. The location of service risers, car park exhausts, AC condensers, down pipes and fire hydrant boosters should be shown.</p>
Design Excellence WLEP2009	
Whether a high standard of architectural design, materials and detailing appropriate to the building type and location will be achieved	Further development / detail information is required. See also Aesthetics
Whether the form and external appearance of the proposed development will improve the quality and amenity of the public domain,	The building fronting Crown Street should be reduced in height
Whether the proposed development detrimentally impacts on view corridors,	Further information is required.
Whether the proposed development detrimentally overshadows an area shown distinctively coloured and numbered on the Sun Plane Protection Map,	A sound strategy has been developed to minimise the over shadowing of MacCabe Park.
How the development addresses the following:	
the suitability of the land for development,	The site is well located for the proposed mix of uses.
existing and proposed uses and use mix	The proposed mix of uses will provide a very positive contribution to the city center.

heritage issues and streetscape constraints,	Further development / analysis is required.
the location of any tower proposed, having regard to the need to achieve an acceptable relationship with other towers (existing or proposed) on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form,	<p>Further refinement / analysis of the hotel tower is required.</p> <ul style="list-style-type: none"> - Reduction in height - Refinement of western façade - Further analysis required to justify the proposed setback to Church Street.
bulk, massing and modulation of buildings	Further refinement / contextual analysis required.
street frontage heights	Appropriate
environmental impacts such as sustainable design, overshadowing, wind and reflectivity	Further development required.
the achievement of the principles of ecologically sustainable development	Further development required.
pedestrian, cycle, vehicular and service access, circulation and requirements	Further refinement required.
impact on, and any proposed improvements to, the public domain	<p>Further refinement required.</p> <p>Council's support for construction under Globe Lane, the implications to ownership, service infrastructure, staging and construction management also need to be resolved. A Draft VPA is to be included in the application.</p>
Key issues, further Comments & Recommendations	<p>The proposal provides several positive initiatives that contribute to the quality and potential economic vitality of the town center. A reasonable rationale has also been provided for the distribution of built form across the subject site.</p> <p>However, building height must be reduced to more closely align with Council's maximum height control and further detailed analysis is required to justify the proposed Church Street setback (above street wall height).</p> <p>Further detail refinements (as outlined in this report) are also recommended to improve the quality of public domain, user amenity, environmental sustainability and building aesthetics.</p>