

19 January 2018

15623

George Bramis
General Manager
Shaping Waverley
55 Spring Street,
Bondi Junction NSW 2022

Attention - Tim Sneesby

Dear George

REQUEST FOR ADDITIONAL INFORMATION: WAR MEMORIAL HOSPITAL, 125 BIRRELL STREET, WAVERLEY

This response has been prepared by Ethos Urban on behalf of Uniting (the proponent) in response to correspondence received from Waverley Council (Council) (dated 17 August 2017). Council has requested clarification or additional information in relation to six (6) points. These points are addressed below.

Uniting apologies for the time it has taken to address the request for additional information as prepared by Council.

1.0 Summary

Uniting seek to reinforce their position as a social housing provider and commitment to providing and expanding new and existing infrastructure, to ensure the community is provided with contemporary standards of service.

Uniting recognise Council comments have derived from previous seemingly overzealous planning proposals within the Waverley Local Government Area. Uniting do not have the same intentions and seek to reinforce the positive community sentiment received to date. Engagement with the community is intended to be ongoing.

Uniting provide the following response to the comments raised by Council:

- Uniting is the owner of 119 Birrell Street and whilst it will continue to pursue the acquisition of 117 Birrell Street, it is of the view that 119 Birrell Street can be developed independent of 117 Birrell Street and as such, requests it remains part of the Planning Proposal.
- The *R3 Medium Density zone* (R3 zone) is Uniting's preferred zoning option for the site. Uniting believes it can be demonstrated that the R3 zone is most suitable for the site, is reflective of best planning practice, is consistent with the Departmental Practice Notes, and supportable on merit.
- The built form proposed is derived from a detailed design study which has considered heights of existing and adjoining development. Uniting welcomes the opportunity to discuss appropriate height controls with Council.
- Uniting are committed to providing affordable housing on the site in accordance with relevant State and Council policies. Uniting are open to an agreement with Council at the appropriate time to lock in this community benefit.
- Uniting are committed to providing the community benefit envisioned for the site under the Master Plan.
- Uniting are open to discussion with Council to establish a retail Gross Floor Area cap to ensure the existing retail patterns of Bondi Junction and Charring Cross are not adversely affected.
- Uniting believes that the proposal is consistent with State and Council car and bicycle parking policies, substantially improves pedestrian movements through the site and adequately caters for users of both public transport and private users.

2.0 Inclusion of 119 Birrell Street within the Planning Proposal

Council correspondence states:

We note that the planning proposal includes the property at 119 Birrell Street, Waverley. This address forms part of a semi-detached residence with 117 Birrell Street, which is not included in the planning proposal. Council officers would be unlikely to support the splitting of this semi-detached dwelling and recommend removing 119 Birrell Street from the planning proposal.

Uniting has acquired some of the residential properties adjoining its Waverley site and intends to continue to acquire others in accordance with the Site Acquisition Plan (**Appendix A**).

Should Uniting be unsuccessful in acquiring 117 Birrell Street, it is firmly of the view that it is reasonable to retain 119 Birrell Street within the Planning Proposal for the following reasons:

- 119 Birrell Street is currently zoned *R3 Medium Density Residential* which is consistent with the proposed zoning for the site as a whole. Its inclusion within the Planning Proposal is considered to have sufficient strategic planning merit.
- Retaining 119 Birrell Street within the Planning Proposal increases the frontage of Birrell Street, better accommodating the proposed building envelope while still affording adequate separation from the property at 117 Birrell Street, each of which are identified in the submitted Master Plan.
- 119 Birrell Street can be demolished within the area of the Planning Proposal site while maintaining the structural integrity of 117.

3.0 Clarification on the R3 Zone

Council correspondence states:

...Council retained the SP2 zone at this site and others across the LGA to protect community infrastructure. Despite the intentions of the current owner or future owners of the sites subject to the planning proposal, the zoning designation is Council's only lever to ensure that the site remains in – and potentially expands – its current role providing essential community infrastructure.

An alternative option is that the zoning at this stage remain as SP2 with changes to the schedule of uses for the site to allow for all of the uses proposed....

Uniting shares Council's desire to develop the site to ensure it continues to provide and enhance its role in providing essential community infrastructure. The R3 zone is considered by Uniting to be the most appropriate zoning for the site for the following reasons:

- It captures the majority of land uses proposed, reducing the number of uses to be prescribed under Schedule 1.
- The zoning proposed is consistent with the Department of Planning and Environment's (the Department) LEP Practice Note (PN11-001) which encourages the control of land use through LEP zoning and the Land Use Table. The R3 zoning is also consistent with Practice Note PN10-001 as it seeks to provide the site with a zoning which is consistent with that of surrounding land, facilitating development which is compatible with the surrounding area.
- The zoning proposed provides the greatest level of clarity and transparency for the community in respect to permissible land uses for the site. Retaining the SP2 zone and listing a full schedule of land uses under Schedule 1 does not clearly show the full development potential for the site.

- The R3 zone is classified as a prescribed zone under *State Environmental Planning Policy (Infrastructure) 2007*. The ongoing use of health service facilities can continue to be carried out with consent in line with the objectives of the current zoning, ensuring future development on the site is compatible with existing surrounding uses.

4.0 Built Form

Council correspondence states:

The initial urban design assessment is yet to be finalised, but our preliminary assessment raises questions about the appropriateness of the Q2 height of 21 metres along the street front of Birrell and Church Streets. The extension of the O1 height along these boundaries (as per Bronte Rd) might be more appropriate.

In developing the Master Plan Uniting adopted the various height intervals within the WLEP 2012. Uniting however, would welcome the opportunity to discuss with Council potentially more appropriate heights along these boundaries.

5.0 Affordable Housing

Council correspondence states:

The planning proposal refers to the provision of affordable housing on site in the future...

...Please provide further details on these intentions in terms of the likely amount, ownership, management, tenants, tenure and any other relevant details. Council may request a Voluntary Planning Agreement or another relevant mechanism to lock-in these benefits.

Uniting is a philanthropic, church-based organisation and is one of the leading not-for-profit aged care and affordable housing providers in NSW/ACT. This Planning Proposal affords a significant opportunity for Uniting to honour its commitment to meet the need for community services including affordable housing in the eastern suburbs.

Uniting would appreciate the opportunity to discuss with Council at the appropriate time the various mechanisms available to achieve the benefits of affordable housing, once the detailed quantity, typology and operational aspects are better understood.

6.0 Public Benefit

Council correspondence states:

...Council will explore options to ensure that public benefits, such as the proposed plaza and community uses, are 'locked-in' for the community. This may include a Planning Agreement, Deed of Agreement or other appropriate mechanism.

Uniting is committed to providing the community uses and public benefits outlined in the Planning Proposal and as detailed below, and looks forward to discussing with Council how these are best delivered and maintained.

The numerous elements of significant public benefit associated with the Planning Proposal include:

- The increased provision of a range of aged care accommodation styles including affordable housing, concessional places (beds) in the Residential Aged Care (RAC) facility, additional hospital places, and related health facilities.

- Retention and dedication of existing buildings to be used for community uses.
- The central lawn space, referred to as 'The Green', has been specifically designed to facilitate community uses.
- The introduction of new public pedestrian connections, improving the site's porosity and connection to surrounding areas, revitalising the site's various heritage items which have been obscured from public view in many years.
- The reintroduction of significant elements of heritage landscaping throughout the site.
- Maintaining and embellishing the various existing health care services currently operating from the site.

7.0 Retail Capping

Council correspondence states:

We note that 450 square metres of 'village shops' are proposed as a part of the proposed scheme. Please provide further details regarding:

- The likely impacts of 450sqm of retail floor space on the adjacent Bondi Junction and Charing Cross retail centres.*
- How would any impact on neighbouring centres be mitigated?*
- Advice on whether a retail floor space cap might be a potential mechanism to manage the intensity of that use and reduce any potential impacts on surrounding retail.*

Uniting's vision for the site, as outlined in the Planning Proposal, is to meet the ongoing and changing community needs through the restoration of an allied health centre, open and accessible with an increased connection to the local community. This involves the integration of the site into the community and the provision of contemporary residential aged care accommodation, independent living units, hospital and health facilities, as well as community, retail and commercial uses.

The vision is that these retail uses will have a symbiotic relationship with other uses on the site, and will be there to meet the immediate, day-to-day needs of future residents, in line with the campus style, holistic health precinct envisioned for the site. It is intended that they will always be subservient to the dominant allied health care uses.

There are currently a range of commercial and retail uses on site and Uniting is open to discussing with Council the idea of imposing a cap on the retail floor space permissible on site, to address any concerns regarding any future possible impact on the surrounding retail centres.

Notwithstanding, 450m² of village shops proposed, approximately 1.4% of the site, is not considered to significantly shift the existing retail patterns at Bondi Junction and Charing Cross. No mitigation measures are deemed necessary at this stage.

Bondi Junction is commercial in nature with a high intensity 'Black Label' (upper class) Westfield Shopping Centre. Charing Cross provides a bespoke, low intensity village style retail precinct. Both provide significantly different service offerings to that envisaged for the site, nor is it achievable under the R3 zoning proposed.

It is noted that *shops, kiosks, restaurants or cafes or take away food and drink premises and accommodation for persons receiving health care or for their visitors* is permitted as ancillary to a hospital use under the WLEP 2012. This is not considered the most appropriate mechanism to provide ancillary services to support the range, and diversity of primary uses proposed for the site.

Business uses and certain forms of retail are not permissible as ancillary to a hospital, and visitor accommodation is limited to persons or their visitors receiving health care. The tourist and visitor accommodation and function centre as proposed under Schedule 1 of the Planning Proposal, seeks to improve the functional capacity of the site and provide accommodation to visitors not associated with the existing hospital.

Nonetheless, these uses proposed under Schedule 1 recognise the day-to-day needs of the site's future residents, not only hospital patients. The proposed uses are consistent with the intended nature of Schedule 1. The listing is minimal and the majority of uses proposed are controlled by the zone and Land Use Table.

Without additional permitted uses under Schedule 1, any use proposed to be ancillary to seniors housing, would be required to demonstrate how it remains ancillary to the existing hospital on site. This is considered ambiguous in nature as such uses in some circumstances, may not be considered by the consent authority to be ancillary to the hospital.

A retail cap does not discriminate on land use. It will provide additional uses suitable and specific to the site. It ensures such uses are contained without being large enough to attract non-residents and shift existing retail patterns from Bondi Junction and Charring Cross.

8.0 Traffic and Transport

Whilst no formal correspondence has been received from Council's Traffic Engineers, a number of matters were raised during the meeting held between Council and Uniting on 6 September 2017 which have been addressed as below:

- The car parking proposed for the site is in accordance with the rates under the *Waverley Development Control 2012* (DCP 2012) and *State Environment Planning Policy (Housing for Seniors or People with a Disability) 2004* (Seniors Housing SEPP).
- The proposal prioritises pedestrian movements by its through site links, improving connectivity to surrounding schools and transport stops. This is consistent with the transport hierarchy under the *Draft Waverley Movement and Places Transport Strategy* (the Strategy).
- Private vehicle use and the car parking proposed is a transport mode which has reduced priority under Councils hierarchy. Private vehicle use and the car parking proposed is considered appropriate with the suite of uses and future demographic for the site. The site is well located to public transport but is unlikely to require car sharing options identified in the hierarchy due to the demographic of the proposed residents.
- Bicycle parking is provided in accordance with the DCP 2012 provisions.
- The number of parking spaces for independent living units achieve the requirements under the Seniors Housing SEPP and SEPP 65. The Traffic Impact Assessment has determined only moderate traffic delays from the parking proposed. The largest delay on the largest intersection does not exceed 15 seconds, which is considered supportable on traffic grounds. Traffic will be discharged from various points around the site onto the surrounding public road network.
- The Strategy proposes a combined schools drop-off area and traffic management strategy to ensure the sufficiency of school travel around Church Street. The uses proposed are relatively low generators of traffic during school periods, in particular regarding the synergy between the residential and retail uses.

9.0 Conclusion

This response to Council's Request for Information (17 August 2017) has undertaken a detailed review of all matters raised by Council in relation to the Planning Proposal at the War Memorial Hospital at 125 Birrell Street, Waverley. We believe that the additional information and added justification sufficiently cover the matters raised by Council and can enable the completion of the assessment and allow the Planning Proposal to proceed to gateway.

Should you have any queries about this matter, please do not hesitate to contact me on 9956 6962 or by email at AAntoniazzi@ethosurban.com

Yours sincerely,



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Angus Halligan
Principle Planner
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Site Acquisition Plan

Uniting



ADDRESS	OWNERSHIP	DATE ACQUIRED BY UNITING
2 CHURCH STREET	UNITING	PRE 1980
4 CHURCH STREET	UNITING	MAY 2015
6 CHURCH STREET	UNITING	APR 2014
8 CHURCH STREET	UNITING	MAR 2011
162 BRONTE ROAD	UNITING	NOV 2009
164 BRONTE ROAD	UNITING	APR 2015

Uniting





ADDRESS	OWNERSHIP	DATE ACQUIRED BY UNITING
99 BIRRELL STREET	PRIVATE	
101 BIRRELL STREET	PRIVATE	
103 BIRRELL STREET	UNITING	NOV 2010
105 BIRRELL STREET	PRIVATE	
107 BIRRELL STREET	UNITING	AUG 2011
109 BIRRELL STREET	UNITING	PRE 1980
111 BIRRELL STREET	UNITING	JULY 2017
113 BIRRELL STREET	UNITING	MAY 1985
115 BIRRELL STREET	PRIVATE	
117 BIRRELL STREET	PRIVATE	
119 BIRRELL STREET	UNITING	PRE 1980
121 BIRRELL STREET	UNITING	DEC 2010

Uniting



Others

