

Site Compatibility Certificate Application

SEPP (Housing for Seniors and People with a Disability) 2004

St Joseph's Residential Aged Care

Proposed Expansion of RACF at 2 Kensington Road, Kensington

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2 INTRODUCTION

This application for a Site Compatibility Certificate (SCC) has been prepared by RPS on behalf of Payner Dixon and Trustees of the Daughters of Our Lady of the Sacred Heart to facilitate the redevelopment of the St Joseph's Residential Aged Care Facility (RACF) at 2 Kensington Road, Kensington (the site), as permitted under *State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004* (the Seniors Housing SEPP).

A Site Compatibility Certificate for the subject property was previously issued by the Department of Planning on 16 May 2014 (Ref 13/07332). At that time, redevelopment of the existing St Joseph's Residential Aged Care Facility (RACF) was proposed, comprising a new building complex with staged demolition of the existing facilities to ultimately provide for a total of 128 residential aged care beds. This Certificate was valid for a period of 24 months, and lapsed in May 2016. Accordingly, a fresh Site Compatibility Certificate is now required to support the currently proposed redevelopment of the existing facility. It is now proposed to construct a new building complex to provide 46 additional aged care beds, together with staged refurbishment of the existing facilities to provide for 92 aged care beds in total.

This report addresses the criteria specified under Clause 25(5)(b) of the Seniors Housing SEPP and supports the issue of a Site Compatibility Certificate by the Secretary of the Department of Planning and Environment for the currently proposed development.



3 THE SITE AND CONTEXT

3.1.1 Site Details

Composite landholdings of the Daughters of Our Lady of the Sacred Heart (DOLSH) at Kensington contains a number of contiguous land parcels, with frontages to both Kensington Road and Tunstall Avenue. These comprise:

Property Address	Suburb	Local Council	LOT	DP
2 Kensington Road	Kensington	Randwick City Council	1	562126
2 Kensington Road	Kensington	Randwick City Council	1	380326
2 Kensington Road	Kensington	Randwick City Council	112	3292
2 Kensington Road	Kensington	Randwick City Council	113	3292
2 Kensington Road	Kensington	Randwick City Council	102	3292
2 Kensington Road	Kensington	Randwick City Council	103	3292
2 Kensington Road	Kensington	Randwick City Council	1	923373

Together, the above land parcels form the composite DOLSH Campus, which accommodates the existing St Joseph's Residential Aged Care Facility. The subject site is located centrally in the suburb of Kensington approximately 5km to the south of the Sydney's CDB, within the current Randwick City Council Local Government Area. The site is currently used for the purposes of place of worship, education and residential aged care.



Figure 1 Site Location (Source: Department of Lands Spatial Information Exchange 2012)





Figure 2 Existing Title Parcels (Source: Department of Lands Spatial Information Exchange 2012)

3.1.2 Site Description

The site is currently used for religious, aged care and educational purposes. Existing improvements on the site include the following:

- Our Lady of the Sacred Heart College (educational establishment) on the northern portion of the site;
- Our Lady of the Sacred Heart Kensington Convent
- St Joseph's Aged Care Facility for Religious (RACF); and
- Administration and offices associated with the work of the OLSH Sisters, adjacent to Kensington Road.

The site is bordered by Kensington Road (east), Addison Street (north) and Tunstall Avenue (west) with the south site boundary abutting the grounds of St Paul's Monastery. The total area of the composite site comprises approximately 2.5 hectares. Within this, an area of approximately 1.4 ha accommodates the OLSH Convent and the existing and proposed new St Joseph's RAC facilities.



3.1.3 Land Use Zoning

The site is zoned SP2 Infrastructure (Place of Public Worship and Educational Establishment) under the provisions of *Randwick Local Environmental Plan 2012* (Randwick LEP 2012). The site adjoins land zoned R2 Low Density Residential, which is land zoned primarily for an urban purpose (see Figure 3).



Figure 3 Zoning Map (Source: Randwick LEP 2012)

Land uses permitted with consent in the SP2 Infrastructure (Place of Public Worship and Educational Establishment) zone include the following:

Environmental protection works; Flood mitigation works; Roads; The purpose shown on the Land Zoning Map, including any development that is ordinarily incidental or ancillary to development for that purpose which is **Place of Public Worship and Educational Establishment**

Within the SP2 zone under Randwick LEP 2012, the development of churches and educational establishments is permissible with Development Consent. However, "seniors housing" is not a specifically nominated permissible use within this SP2 zone.

In addition, the site is not identified as the following under the Seniors Housing SEPP:

- Environmentally sensitive land (Schedule 1);
- Land that is zoned for industrial purposes (except Warringah LGA);
- Land in Warringah LGA located in localities identified in clause 4(6)(c) of the SEPP; and
- Land to which Sydney Regional Environmental Plan No. 17—Kurnell Peninsula (1989) applies.

Therefore, the Seniors Housing SEPP is applicable to the site as it adjoins land that is zoned primarily for an urban purpose and is not land excluded from the application of this SEPP.



3.1.4 Surrounding environment

The surrounding locality is predominantly residential in nature and is primarily zoned R2 Low Density Residential and R3 Medium Density Residential. The surrounding residential development comprises a mix of single storey dwelling houses, semi-detached dwellings and multi dwelling housing.

Our Lady of Rosary Primary School is directly opposite the site on Kensington Road (east) and the Sacred Heart Monastery is to the south. Both sites are identified as local heritage items within the Sacred Heart Heritage Conservation Area. In addition, the land to the north of the site is within the West Kensington Heritage Conservation Area.

The Australian Golf Club and Course lies to the west of the site and is zoned RE2 Private Recreation.

3.1.5 Public Transport and Accessible Pedestrian Routes

The subject site is located within 400 metres of regular bus services along Anzac Parade. Bus Stop No. 203346 (Anzac Parade near Addison Street and Bus Stop No 203324 (Anzac Parade near Darling Street) are serviced by a number of routes that connect Sydney CBD, East Gardens, Bondi Junction Coogee, all of which are within 400m of the required services and facilities.

The bus stops are accessible by a suitable pedestrian footpath via Addison Street with an average gradient of less than 1:14.

In addition to meeting the requirements of Clause 26(2), significant on-site facilities will also be provided for the St Joseph's RACF including a mini bus service which will be available on an as needed basis to provide transport for residents of the RACF.

A Location and Accessibility Statement is provided at Appendix C.

3.1.6 Utility Services

Connections to all relevant utility services are generally already available via either the Kennington Road or the Tunstall Avenue frontage. The proposed RACF site is also generally free-draining to Tunstall Avenue.

3.1.7 Available Retail, Community, Medical and Recreational Facilities

There are two main commercial hubs that are accessible from the site via public transport or walking. Each commercial hub provides a range of services that cater the needs of the community.

Kensington Town Centre

Kensington Town Centre is located along Anzac Parade, between Doncaster Avenue and Abbotsford Street, and is within 400m walking distance of the site. Kensington Town Centre provides a range of services including:

- Retail premises: Peter's of Kensington, supermarket, newsagent
- Commercial premises: Post office, hairdresser
- Food and drink premises: Restaurants and cafés, take-way shops
- Recreational facilities: Gym, yoga
- Medical facilities: GP East Medical Centre, pharmacies



Kingsford Town Centre

Kingsford Town Centre is 2 kilometres from the site and is also located along Anzac Parade. Residents are able to access this Centre via regular bus services along Anzac Parade and the services provided include:

- Retail premises: IGA, Sewing Centre, Vinnies, supermarket, newsagency
- Commercial premises: Post office, hairdresser, banks
- Food and drink premises: Restaurants and cafés, take-way shops, McDonalds, Oporto
- Medical facilities: Kingsford Family Medical Centre, Chemist, Podiatrist and Osteopath

East Village Centre, Zetland

The East Village Shopping Centre at Zetland is also less than 2 kilometres from the site, and continues to offer an expanded range of retail and other services, including:

- About Smiles Dental Centre
- Beaute' Haus
- Chemmart
- Coles Supermarket
- Colins Butchery
- Cut Plus Hair & Beauty
- MyHealth Medical Centre

3.1.8 Agricultural capability of the site and adjoining land if the proposal affects land not zoned primarily for urban purposes

The site does not have any agricultural capability and is located within an existing urban environment.

3.1.9 Type, values and significance of native vegetation on site, if land is not located in an urban LGA or urban zone listed under schedule 1 of the native vegetation act 2003

Randwick LGA is identified as an urban area under Schedule 1 of the *Native Vegetation Act 2003* (the Act). Therefore the site is excluded from the application of the Act.

Vegetation to be retained and further enhanced will be detailed in any development application for the site.



4 THE PROPOSAL

4.1.1 Background to the Current Proposal

In December 2011, an application was made to Randwick City Council for approval of a site master plan for the replacement and expansion of the existing St Joseph's RACF, noting the availability of existing use rights. DA/955/2011 was subsequently assessed by Council in relation to the provisions of the Seniors Housing SEPP, and consent was issued to the Stage 1 Master Plan on 12 June 2012.

Consent issued under DA /955/2011 encompasses approval for the following:

Stage 1 DA setting out the master plan construction of a new 6-level aged care RACF with a total of 128 beds, car parking for 44 vehicles, offices, administration, staff training area, services, wellness centre and landscaped gardens (Heritage Item and Conservation Area)

It is also noted that Condition 2 of DA/955/2011 provides that:

This consent is limited to approval for the building envelope and does not authorise the carrying out of development on the subject site unless consent is subsequently granted to carry out development on the site subject to further development applications including but not limited to demolition of the existing buildings on the site, restorative landscaping works and new buildings in accordance with section 83B (3) of the *Environmental Planning and Assessment Act 1979* (as amended).

Accordingly, while it is open for the proponent to make application for approval to carry out the proposed development as rebuilding, alteration and extension of a building used for an existing use (*Environmental Planning and Assessment Regulation 2000*, Clause 43 & 44), the proposal is also permissible with consent by virtue of the Seniors Housing SEPP.

The development comprises the construction of a new four storey addition to the existing RACF, providing 46 new beds together with street level car parking and staff facilities. Refurbishment of the existing facilities is to proceed following relocation of existing residents to the new facilities.

Vehicular access to and from the basement level car parking and servicing area is provided through the driveway along Tunstall Avenue. Pedestrian access to the RACF is also provided at ground level from both Tunstall Avenue and Kensington Road.

4.1.2 Proposed Works

The project involves an expansion of the St Josephs Aged Care Facility with the construction of a new 4 storey building providing 46 new bedrooms and associated facilities together with an undercover carpark and servicing from Tunstall Avenue. As part of this development a number of the existing bedrooms (16) in the existing facility will be reallocated for other ancillary uses. The development will allow for an increase in staff numbers working at the site. In total, it is planned to provide for a combined future total of 92 aged care beds across the new and existing facilities.

4.1.3 Staged development

It is intended that the construction of the RACF will proceed in two stages.

 Construction Stage 1 comprises the erection of the new component providing 46 beds over 4 levels. Once the Stage 1 development component is complete, the current residents of St Joseph's will be relocated into this new building leaving the older St Joseph's facilities vacant for refurbishment works to be undertaken. Refurbishment works will include the re-purposing of a number of existing bedrooms.

Details of the currently envisaged arrangements are indicated below:

EXISTING BEDS	PROPOSED NEW BEDS	BEDS RE-PURPOSED	BEDS DELETED	TOTAL BEDS
0	12	0	0	12
19	18	3	2	32
31	16	13	2	32
50	46	16	4	76
	0 19 31	0 12 19 18 31 16	0 12 0 19 18 3 31 16 13	0 12 0 0 19 18 3 2 31 16 13 2

TOTAL NEW BEDS	26
Total Beds for SCC	92
Total New Beds for SCC	42

• Future Stage 2 construction will involve demolition and replacement of the remainder of the existing former unsympathetic St Joseph's RAC building additions.



5 SITE COMPATIBILITY CRITERIA

5.1.1 The natural environment (including known significant environmental values, resources or hazards) and the existing uses and approved uses of land in the vicinity of the proposed development

In conjunction with development of the current proposal, a site analysis was prepared focussing on the proposed location of the new RACF, as falling within and adjacent to the footprint of the existing RACF. This location enjoys summer breezes and extensive district outlooks, with minimal potential for impact of the alternative replacement built form on adjoining properties.

The site is generally located on the ridge line which runs between Kensington Road and Tunstall Avenue, and lends itself to development of the multi-level RACF adjacent to the western boundary, as currently proposed. Details of site levels are indicated on the accompanying architectural drawings. Natural drainage of the site to the east and west will not be materially affected by the development. No contaminated soils or filled areas of concern have been identified to date.

Being located on the local ridge-line between Kensington Road and Tunstall Avenue, less than five kilometres from Randwick's eastern seaboard, the site enjoys favourable micro-climatic conditions, with cooling summer breezes and district outlooks to the east and west.

As noted above, the site of the proposed development is largely contiguous with the footprint of the existing St Joseph's RACF, which has been established for many years. Accordingly, its general context in relation to buildings and other structures, heritage features and pedestrian and vehicle access routes will remain similar to that currently existing.

The interface and orientation of the proposed new RACF in relation to the adjacent College multi-purpose hall has also been carefully considered and addressed within the architectural design.

Existing views available to and from the site have been considered in the site analysis, and will not be substantially altered by the proposed new RACF.

Potential overshadowing of the site by neighbouring structures, including the adjacent College multi-purpose hall have been considered in the site analysis and the architectural design. A full analysis is included within the accompanying architectural plans.

The location, use and proximity of neighbouring buildings are illustrated on the architectural site analysis drawing. There are no balconies on adjacent properties.

Pedestrian and vehicle access to adjacent properties has been considered in the site analysis, and will not be materially affected.

5.1.2 Bushfire Prone Land

The Randwick LEP 2012 does not identify the site as containing bushfire prone land.

5.1.3 Watercourses

The Randwick LEP 2012 does not identify the site as containing any watercourses.



5.1.4 Vegetation

Natural vegetation on the site was generally removed many years ago, with the current vegetation largely comprising formal garden areas and exotic tree species. Being located largely adjacent to the Tunstall Avenue frontage, the impact of the proposed new RACF on vistas to the existing garden areas and vegetation, as viewed from Kensington Road, will be minimal. An Arborist Report and Land Scape Plan are included at Appendix D.

5.1.5 Flood Prone Land

The Randwick LEP 2012 does not identify site as containing flood prone land.

5.1.6 Heritage

Under the Randwick LEP 2012, the site is located within the Sacred Heart Heritage Conservation Area and contains a local heritage item being Our Lady of the Sacred Heart Convent (I134).

Refer to the Heritage Impact Report at Appendix B.

5.1.7 Acid Sulfate Soil

The site is not identified as containing any acid sulfate soils.

5.1.8 The impact that the proposed development is likely to have on the uses that are likely to be the future uses of that land

The existing uses of the land in the vicinity of the RACF are primarily residential. The site is located in close proximity to the OLSH primary and high school, with low and medium density residential uses surrounding. The topography of the locality and the location of the RACF toward the western boundary of the site will result in the new wing of the RACF remaining largely hidden from the surrounding land uses to the east of Kensington Road.

Land to the west of the site is occupied by the Australian Golf Club. This use is considered unlikely to change in the short or long term future. The RACF is not considered to have an adverse impact on the use or amenity enjoyed within the golf course, as it will be largely obscured by the vegetation and mature trees located to the west of Tunstall Avenue.

5.1.9 The services and infrastructure that are or will be available to meet the demands arising from the proposed development (particularly, retail, community, medical and transport services having regard to the location and access requirements set out in clause 26) and any proposed financial arrangements for infrastructure provision

The site itself is well located in relation to surrounding services, transport links and community facilities. The site is currently used for the purpose of a RACF. Accordingly, the site is suitable for the continuation of this use as proposed.

5.1.10 In the case of applications in relation to land that is zoned open space or special uses—the impact that the proposed development is likely to have on the provision of land for open space and special uses in the vicinity of the development

The site is zoned SP2 Infrastructure and the proposed development will expand and improve an existing RACF that is outdated. The proposed development does not impact on the ability of the site to continue to operate as a "special uses" site.

5.1.11 Without limiting any other criteria, the impact that the bulk, scale, built form and character of the proposed development is likely to have on the existing uses, approved uses and future uses of land in the vicinity of the development

The bulk and form of a substantially larger proposed RACF was previously approved by Randwick City Council under DA 955/2011. This existing approval relates to Stage 1 of the proposed development that incorporates a building envelope which has been designed to guide the current application. The bulk and scale of the lower-key RACF, as now proposed, is considered to be wholly appropriate in the locality and will not adversely impact on the adjoining land uses. The character of the built form is considered modern with sympathetic elements that correspond to the adjoining heritage items. The character of the development is therefore considered appropriate in the locality.

5.1.12 If the development may involve the clearing of native vegetation that is subject to the requirements of section 12 of the native vegetation act 2003—the impact that the proposed development is likely to have on the conservation and management of native vegetation

The development does not involve the removal or clearing of vegetation that is subject to the requirements of Section 12 of the *Native Vegetation Act 2003*.



6 STRATEGIC JUSTIFICATION

6.1.1 Relationship with regional and local strategies

Following commencement of Randwick LEP 2012, the subject site is now located within land which is zoned SP2 Infrastructure under the provisions of this plan. As noted above, DA 955/2011 was approved under the provisions of the Seniors Housing SEPP in June 2012, at a time when *Randwick Local Environmental Plan 1998* (Consolidation) applied. Under this plan, the subject site was designated Zone No 5 (Special Uses Zone – High School and Monastery), within which "hospitals" were permitted at the date of this previous development approval. Accordingly, no requirement for a Site Compatibility Certificate was applicable at that time, and Randwick Council has approved in principle the continuation of the established use of the land for the purposes of a RACF.

In relation to the provisions of Seniors Housing SEPP, Clause 24, the NSW Department of Planning and Environment advised by email on 28 May 2013 that a site compatibility certificate is required for the 'Stage 2' application for the RACF on the OLSH Kensington site.

6.1.2 Public interest reasons for applying for seniors housing in this locality

Likely impacts of the proposed development have been considered within the context of this report. The proposed development comprises the construction of a new four storey residential care RACF within the grounds of the established Our Lady of the Sacred Heart site at Kensington, to enhance the existing St Joseph's RACF. The proposed development is considered to enhance the character of the Tunstall Avenue streetscape and wider locality through the construction of a well-designed building of a scale and location compatible with surrounding uses. No significant negative impacts on either the natural or local built environment have been identified.

The proposed development is considered to be in the public interest as it is providing additional facilities for an ageing population. The development will also generate employment opportunities both during the construction phase and once completed.

6.1.3 Adequacy of services and infrastructure to meet demand

Extensive services and facilities, including public transport services, are available within the Anzac Parade retail strip, which is located less than 400 metres from the site, and is accessible by means of a suitable access pathway with an average gradient of less than 1:14.

It is considered that the site is fully suitable for development of the new residential care RACF proposed in this application. This use continues to be permissible within the prevailing land use zone, and the site itself is well located in relation to surrounding services, transport links and community facilities. The site is currently used for this purpose. Accordingly, the site is suitable for the continuation of this use as proposed.



7 CONSULTATION WITH COUNCIL AND STATE AGENCIES

7.1.1 Consultation with Randwick Shire Council

A pre-lodgement meeting was held with Randwick City Council for the previous DA submission in 2013. The advice from that pre-lodgement meeting was received on 25 March 2013 (Appendix E). A subsequent meeting in relation to the revised proposal was also more recently held with Council Officers on 18 October 2016.

7.1.2 Consultation with State Agencies

To date, no requirement has been identified for consultation with state agencies.

7.1.3 Responses to Issues Raised

Reference	Summary/description of issue	Response
2	Randwick Local Environmental Plan 2012	
	 Refer to heritage comments Earth works require detailed cross sections Proposal is to address design excellence considerations 	 Noted. Details in DA plans will be prepared for submission to Randwick Council. Details in DA plans will be prepared for submission to Randwick Council.
3	State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004	
	 The SEE should provide details in relation to: Meals and cleaning services 	 Details in DA plans and SEE will be prepared for submission to Randwick Council.
	 Personal care or nursing care Staffing, furniture, furnishings and equipment 	
	 Proposal is to address design principles 	 Details in DA plans will be prepared for submission to Randwick Council.
	 Provide detailed calculations in the DA to demonstrate compliance. 	 Details in DA plans and SEE will be prepared for submission to Randwick Council
4	Randwick Development Control Plan	
	The DA needs to comprehensively address the relevant provisions of the DCP.	 Details in DA plans and SEE will be prepared for submission to Randwick Council.
5	Randwick Section 94A Development Contributions Plan	
	 A Cost Summary Report (attached to Council's standard Development Application Form) completed by a Registered Quantity Surveyor is required for the development application. 	 A Cost Summary Report completed by a Registered Quantity Surveyor will be prepared for submission to Randwick Council on conformation of a Site Compatibility Certificate.



6	State Environmental Planning Policy No. 65 Design Quality of Residential Flat Development	 Not relevant to this application
7	 Consistency with Stage 1 Approval The proposal must clearly and unambiguously identify all variations, quantify the extent of changes and provide justifications. 	 Details in DA plans and SEE will be prepared for submission to Randwick Council.
8	Built Form and Façade Articulation	
	 Various modification requests and details shown on plans 	 Details in DA plans to be provided for submission to Randwick Council.
9	 Landscape Various modification requests and details shown on plans 	 Details in DA plans to be provided for submission to Randwick Council.
10	 Energy Efficiency and Amenity Various modification requests and details shown on plans 	 Details in DA plans to be provided for submission to Randwick Council.
11	 Car Parking and Access Clarify staff numbers Various modification requests and details shown on plans 	 Details in DA plans to be provided for submission to Randwick Council.
12	Overshadowing Demonstrate hourly shadows 	 Details in DA plans to be prepared for submission to Randwick Council.
13	 Management Plan The Plan of Management must fully address the provisions of Chapter B9 of the Draft Randwick DCP. It needs to detail the specific facilities and equipment, management measures and staffing arrangement relating to the operation of the premises. 	 Details to be prepared for submission to Randwick Council.
14	 Heritage Comments Various modification requests and details shown on plans 	 Details to be included in DA plans for submission to Randwick Council. (Refer Appendix B).
15	 Engineering Comments Parking – demonstrate compliance with AS and DCP Stormwater – Various modification requests and details shown on plans Landscape – Various modification requests and details shown on plans 	 Details to be included in DA plans prepared for submission to Randwick Council. Details to be included in DA plans prepared for submission to Randwick Council. Details to be included in DA plans prepared for submission to Randwick Council. (Refer Appendix C)

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16	Documentation Matters	
	 Model requested 	 Noted – digital format to be agreed with Council
	 Further details on topography and 3D design including the adjoining buildings 	 Noted
	 1:200 scale drawings 	 Noted
	 Comprehensive plans including all site and building details. 	 Noted



8 CONCLUSION

The general bulk, form and use of the property for the purposes of operating a RACF has been approved by Randwick City Council under DA 955/2011. The existing approval relates to Stage 1 of the proposed development that incorporates a building envelope which has been designed to guide the current application. As such the proposed RACF is considered to be appropriate in the locality and will not adversely impact on the adjoining land uses.

The RACF is located on a site that provides appropriate access to facilities via both walking and public transport options. The site provides for a high amenity environment for residents, employees and visitors to the RACF.

The proposed RACF has been assessed against the *Randwick Local Environmental Plan 2013* and *State Environmental Planning Policy (Housing for Seniors and People with a Disability) 2004* and is considered to represent the form of development that is wholly appropriate in the locality. The proposed RACF remains consistent with Council's statutes and state wide policies while providing for additional alternative residential options for seniors within an established vibrant community.



Appendix A

Concept Plans



Appendix B

Heritage Impact Report



Appendix C

Location and Accessibility Statement



Appendix D

Arborist Report & Landscape Plan



Appendix E

Pre-DA Meeting Minutes

Appendix F

Correspondence with Department of Planning and Environment