

A large background graphic featuring a dark blue diagonal band across the center. To the left of the band is a grey area with a pattern of white-outlined 3D cubes. To the right is a blurred image of a city skyline with tall buildings.

Site Compatibility Certificate




Application Report

Willoughby Legion Ex-Services Club
26 Crabbes Avenue, Willoughby

Submitted to Department of Planning, Industry and Environment
On Behalf of Hyecorp Property Group

December 2019

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Disclaimer

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| Appendix | Document | Prepared by |
|----------|---|--|
| 1. | Urban Design Report | GMU Urban Design and Architecture |
| 2. | Survey | CMS Surveyors Pty Ltd |
| 3. | Heritage Impact Statement | NBRS Architecture July 2019 |
| 4. | Traffic Statement | Colston Budd Rogers and Kafes July 2019 |
| 5. | Pre-Consultation Report | Urban Concepts July 2019 |
| 6. | Local Centre Studies | Willoughby City Council December 2019 |
| 7. | Site Compatibility Certificate granted 30 August 2018 | Department of Planning, Industry and Environment |

1. EXECUTIVE SUMMARY

This report has been prepared for Hyecorp Property Group by City Plan Strategy and Development Pty Ltd ("CPSD") to accompany an Application for a Site Compatibility Certificate ("SCC").

An SCC (approved on 30 August 2018), has previously been issued for this Site and is tied to the land. The SCC approved the following:

"Development for the purposes of seniors housing, consisting of a residential care facility, with approximately 36 to 72 beds, and approximately 99 to 125 self-contained dwellings as serviced self-care housing."

The lodgement of this SCC is specifically intended to preserve the validity period of the current SCC to allow for an active and valid SCC to be in existence at the time of determination of the Development Application (DA).

Pursuant to Clause 24 (2) of the State Environmental Planning Policy (Housing for Seniors and People with Disability) 2004 (SEPP HSPD):

"A consent authority must not consent to a development application to which this clause applies unless the consent authority is satisfied that the relevant panel has certified in a current site compatibility certificate that..."

Further, Clause 25(9) of SEPP HSPD provides:

"(9) A certificate remains current for a period of 24 months after the date on which it is issued by relevant panel."

As such, the current SCC will expire on 30 August 2020.

DA-2019/247 was lodged with Willoughby Council on 09/09/19 and will be in the final stages of assessment when the 24-month timeframe is due to expire. The reinstatement of the SCC will ensure a valid SCC is current at the time of determination.

The Club Willoughby site is used for the purposes of a registered club and is located at No. 26 Crabbes Avenue, Willoughby ("the site").

The application is to enable the development of 99-125 self-contained dwellings and 36-72 bed residential aged care facility under SEPP HSPD 2004 on the site, and to establish the maximum height and Floor Space Ratio (FSR) for such a development to provide certainty to the community. The proposed seniors housing forms part of the re-development of the site, which aims to enhance the Club's facilities and widen the services it provides to the local community. Details of the proposed development are provided at Section 3.2 of this report.

Three (3) meetings were held with Council to discuss the initial SCC and concept proposal, and Council were generally supportive of the proposal, subject to the inclusion of a public park to be situated on the site. Community consultation was also undertaken as part of the master planning of the site. The design of the proposed concept plan has been adapted to respond to the comments made by both Council and the community.

After the lodgement of the DA, a further meeting was held with Council to discuss the timing of the determination of the DA and the implications with the expiry date of the SCC being 30 August 2020. It was generally agreed that another application for the SCC be submitted, to ensure there is a valid SCC at the time of determination of the DA.

This report provides the information required to be submitted with the Application Form for the SCC and should be read in conjunction with the accompanying urban design package prepared by GMU Urban Design (**Appendix 1**).

The proposed development is consistent with the aims of the SEPP HSPD and meets the requirements of Clause 25 of the SEPP HSPD. The report demonstrates the merit in the Department issuing a SCC for the proposal. Accordingly, a Site Compatibility Certificate may again be issued for the site in order to preserve the assessment process that is currently occurring on the site.

2. DA HISTORY

A development application has been lodged with Willoughby Council, relying on the current Site Compatibility Certificate for the site. This DA includes demolition of existing structures and the construction of a new registered Club, Seniors Living consisting of self-contained dwellings and a residential Aged Care Facility, new shop top housing including basement carparking and a new park.

Below is a table summarising the chronology of the assessment of DA-2019/247 within Willoughby Council to date.

| Date | Comment |
|---------------------|--|
| 09.09.19 | DA lodged with Willoughby Council |
| 18.09.19 - 09.10.19 | DA placed on public exhibition |
| 15.10.19 | Meeting between applicant and Council to discuss timing of DA and any preliminary issues. At this meeting it was discussed that due to the expected timing of the DA, it is suggested the applicant apply for a new SCC to preserve the assessment process. |

The assessment of DA-2019/247 for the proposed development will continue to run concurrently with the revised Site Compatibility Certificate Application, as Council finalise their assessment and ultimate decision.

3. DEVELOPMENT PROPOSAL INFORMATION (C1)

3.1. Context

3.1.1. The Site

The subject site is located in the suburb of Willoughby approximately 1.5km east of the Central Business District (CBD) of Chatswood near the corner of Crabbes Avenue and Penshurst Street. The street address is No. 26 Crabbes Avenue, Willoughby.

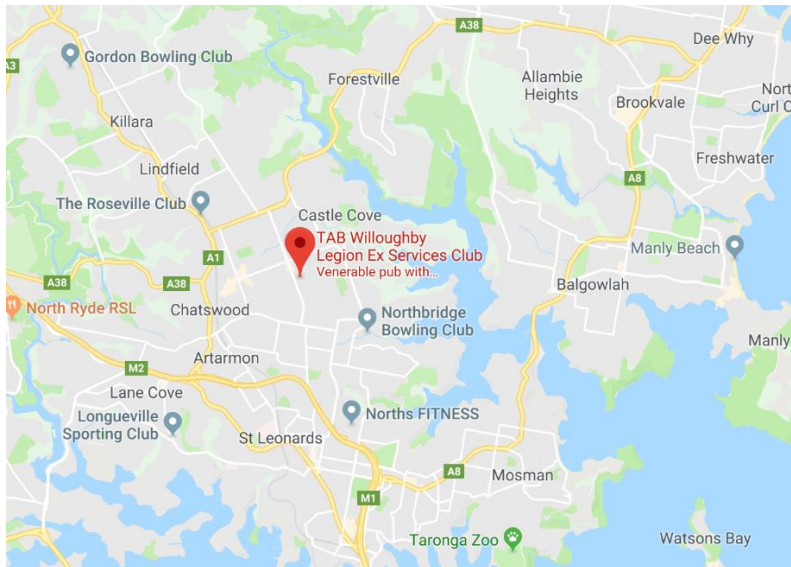


Figure 1: Location of the site in the broader context (Source: Google Maps)

The proposed seniors development will be located on the majority of the broader Willoughby Club site. The legal property description comprises fifteen (15) allotments as follows:

- Lots 4 to 11 Section C DP6291;
- Lot B DP364487;
- Lots A and B DP438684;
- Lot 1 DP950651; and
- Lots 1 and 2 DP950652;

The area of the site is approximately 1.38 hectares (ha) (i.e. 13,788m²), is irregular in shape, and has frontage to both Penshurst Street and Crabbes Avenue. Refer to **Figure 2** for further detail.

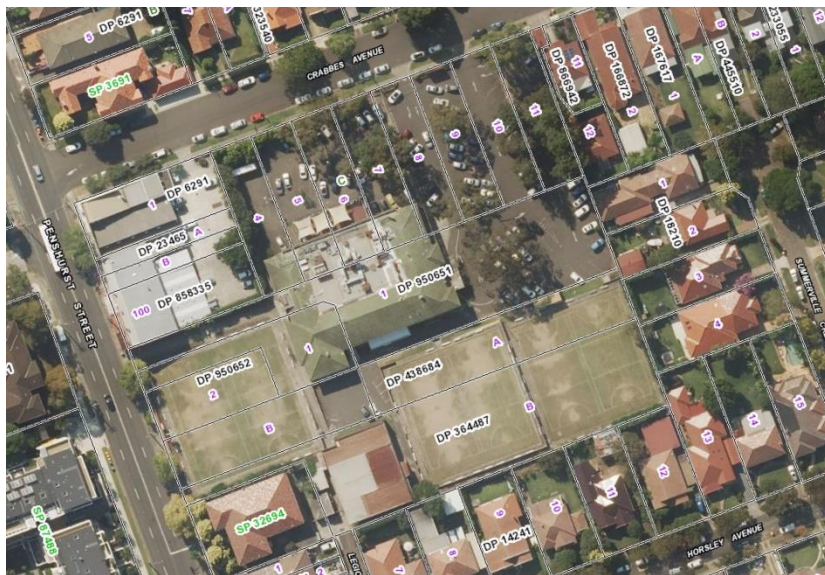


Figure 2: Aerial view of the site (site outlined in red) (Source: SIX Maps)

The majority of the site is currently zoned RE2 Private Recreation under Willoughby Local Environmental Plan 2012 (WLEP 2012), as shown in **Figure 3**. A minor portion of the site towards the south-western boundary and the north-eastern boundary is zoned R2 Low Density Residential. The development control table for the RE2 zoning is provided in **Table 1**.

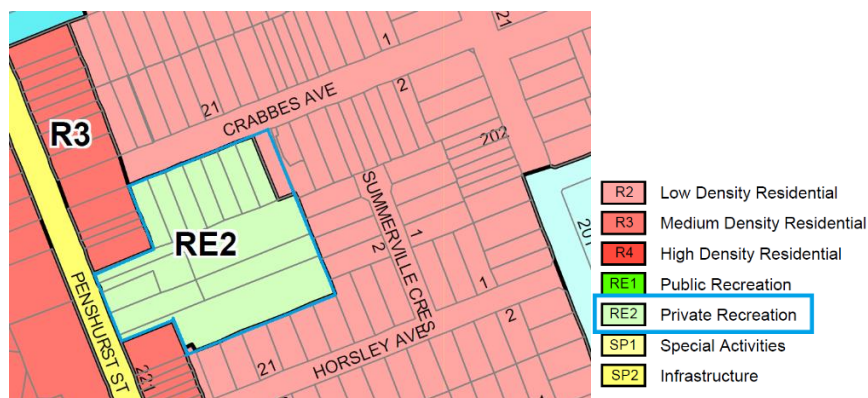


Figure 3: Current land use zoning of the site, outlined in blue (Source: WLEP Zoning Map)

Table 1: Zone RE2 Private Recreation development control table (WLEP 2013)

| | |
|------------------------------|---|
| 1. Objectives of zone | <ul style="list-style-type: none"> To enable land to be used for private open space or recreational purposes. To provide a range of recreational settings and activities and compatible land uses. To protect and enhance the natural environment for recreational purposes. To minimise the potential for adverse effects from new development on the amenity of the locality. |
| 2. Permitted without consent | Nil |
| 3. Permitted with consent | Centre-based child care facilities; Community facilities; Environmental facilities; Environmental protection works; Kiosks; Recreation areas; Recreation facilities (indoor); Recreation facilities (outdoor); Registered clubs; Respite day care centres; Roads |
| 4. Prohibited | Any development not specified in item 2 or 3 |

3.1.2. Existing improvements

The Willoughby Club site currently contains an existing operating registered club building, carpark, sporting greens, a War Memorial and other ancillary structures. The site has been used as a club since 1955. Vehicular access to the site is obtained from Crabbes Avenue, and a secondary pedestrian access is located off Penshurst Street. The Club building is two (2) storeys in height and is located centrally on the site. There is a secondary one (1) storey building located in the south-western corner of the site.

The following series of photographs of the site illustrates existing improvements on the site. For more details, see **Section 2.1** of the accompanying Design Package (**Appendix 1**). Refer to **Figure 4** to **Figure 7** which demonstrates the existing site.



Figure 4: View of the site looking east from Penhurst Road (Source: Google Maps)



Figure 5: View of the existing car park and two (2) storey Club as viewed from Crabbes Avenue (Source: Google Maps)



Figure 6: View of the building and greens fronting Penhurst St (left) and view of existing building from the car park (right) (Source: Hyecorp)



Figure 7: Single storey bowling club (left) and view towards the southern boundary (right) (Source: NBRIS Partners)

3.1.3. Context and land uses

The site is located in a well-established urban area, in close proximity to the local district of Willoughby North. The surrounding area principally comprises detached residential housing, with higher density retail and residential building fronting Penshurst Street. A summary of the surrounding context is outlined as follows:

- Land adjoining the site to the east and south predominantly consists of single storey detached dwellings with pitched roofs. Multi-dwelling development is present in Crabbes Avenue. The zoning of the land is R2 low density residential.
- Residential development fronting Penshurst Street ranges up to four (4) storeys in height. Specifically, there are various four storeys RFBs on the western side of Penshurst Street opposite the site. The zoning of the land is R3 Medium Density Residential.

- Adjoining development to the north west consists of two (2) storey commercial premises-built boundary to boundary.
- Approximately 450m to the north west is a local shopping district (East Village Centre) which has an array of retail, commercial and community uses. Some uses include, but not limited to, pharmacy, cafes, restaurants, newsagency, post office, petrol station, supermarket, dentist, hairdressers, pub, and a bank. Development ranges between two and four storeys in height within the local centre.
- Approximately 250m to the south east is a further shopping district (High Street Centre) which have an array of services and facilities. This includes cafes, restaurant, liquor store, doctors surgery, newsagency, bakery, chemist, church, school, veterinary hospital, supermarket, real estate agency, and banking facilities.
- Approximately 550m to the south of the site is the Penshurst Street Centre, which has an array of services and facilities. This includes shops, cafes/restaurants, gymnasium, post office, liquor store, school, pharmacy, and medical practitioners.
- A Public Park (Bales Park) is situated approximately 400m walking distance from the site to the west.
- There are two bus stops that are situated immediately adjacent to the site on Penshurst Street. These bus stops have multiple buses that provide services to the surrounding area and beyond, including the Sydney City CBD, Chatswood, and Bondi Junction.
- There are two churches in close proximity (within 400m) of the site, located on Horsley Avenue (St Thomas Catholic Church) and Clanwilliam Street (Uniting Church of Australia).
- Penshurst Street is a busy road carrying heavy traffic throughout the day.

Refer to **Figure 8** and **Figure 13** which gives an understanding of the surrounding area:



Figure 8: Four (4) storey residential buildings adjacent the site on the western side of Penshurst Street (Source: Google maps)



Figure 9: Development fronting Penshurst Street (Source: Google Maps)



Figure 10: Development fronting Crabbes Avenue to the east of the site (Source: Google Maps)



Figure 11: Existing dwellings located within Horsley Avenue (Source: Google Maps)



Figure 12: Development along Penshurst Street in the local centre to the north of the site (Source: Google Maps)



Figure 13: Services and Facilities located at the High Street Shops (Source: Google Maps)

3.1.4. Access to services and facilities

The site is well located for access to a wide range of services and facilities. The site itself contains outdoor recreation area with existing (unused) bowling greens. It is anticipated that these bowling greens, which are currently unused, will be removed, and replaced with a public park that will have frontage to Crabbes Avenue. The park will be available to both members of the public, as well as the residents and visitors to the site.

Bus stops are located along Penshurst Street adjoining the site and on the northern side of the road. These stops are currently serviced by the following buses:

- Route M40: between Chatswood, Willoughby, Naremburn, City, Darlinghurst, Paddington, Woollahra and Bondi Junction. Services operate every 10 to 20 minutes in each direction, seven days per week;
- Route 257: between Chatswood, North Willoughby, Willoughby, Naremburn, Crows Nest, Neutral Bay and Cremorne. Services are at least every 30 minutes in each direction, seven days per week;
- Route 272: weekday peak hour service between North Willoughby, Willoughby, Naremburn and Wynyard; and
- Route 343: between Chatswood, North Willoughby, Willoughby, Naremburn, Crows Nest, North Sydney, City, Redfern, Waterloo, Zetland, Rosebery, Eastlakes, Kingsford, 7 days a week.

As demonstrated above, these bus services provide access to a wide variety of destinations that contain the necessary services and facilities reasonably anticipated for seniors. The bus stops are located within walking distance from the site and are accessible by a footpath that is level and is anticipated to be a 'suitable pathway'.

The site is also located approximately 250m-350m from the High Street Centre which provide a range of services and facilities that would reasonably cater for the needs of the future residents of the seniors development. Also located approximately 400m from the site is the Chatswood East Shops that contains a variety of services and facilities located along Penshurst Street (i.e. East Village Centre). A public park (Bales park) is approximately 400m to the west of the site.

The range of services and facilities currently accessible to the seniors housing precinct satisfy the accessibility criteria specified in Clause 26 of the Seniors Housing SEPP. The proposed development is expected to further improve this situation for future residents, as discussed in **Section 4.2** of this report.

3.1.5. Open space provisions

The site subject to the SCC is zoned RE2 Private Recreation under WLEP 2012. Section 4.4 of this report considers the implications for continuing open space provision and use on the site.

This SCC seeks to enable the development of a seniors housing precinct on the site. In so doing, an indicative concept scheme has been prepared which has tested the development opportunities of the site. This was prepared and introduced to the community at consultation sessions in September and October 2017 as well as to the Council. This pre-lodgement consultation was undertaken to provide certainty to the members of the Club, as well as the Council and the Community of the likely future development. As such, this SCC also seeks to nominate maximum heights and an FSR to be part of the certificate. This application seeks the following components as part of the SCC:

- This SCC seeks the Department of Planning Industry and Environment to endorse the concept scheme for the site so that there is clarity and certainty for the future development on the land in terms of bulk and scale for the community and Council. The concept proposal involves 5 building elements that range between two (2) storeys (8.5m) and five (5) storeys (20.5m). The heights of the buildings that this SCC seeks to enable as noted above include height required for services and lift over-runs located on the roofs of the buildings. The concept proposal has a maximum FSR of 1.35:1 for the entire site. The FSR of the buildings associated with the Seniors Buildings, for which this SCC relates, has a maximum FSR of 1.1:1.

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The height associated with each of the indicative buildings are outlined below:

| Building | Height in Storeys | Height in Metres (m) |
|----------|-------------------|----------------------|
| A | 3 | 15.7m |
| B | 5 | 20.5m |
| C | Part 2 and part 3 | 8.5m-11.5m |
| D | Part 2 and part 3 | 8.5m-11.5m |
| E | Part 2 and part 5 | 14.5m-17.5m |

The height and FSR that is sought under the SCC is considered compatible for the land, having consideration of the surrounding development, and for the future development of the land as anticipated under the current and future planning controls. It is noted that the WLEP does not nominate an FSR or height limit for the site. However, it does identify height and FSR controls for adjacent sites. The Seniors SEPP does not identify a maximum FSR standard but identifies a non-refuse standard of 0.5:1 for ILUs and a non-refuse standard of 1:1 for RACFs. The Seniors SEPP does identify a maximum height standard of 8m for all seniors development under the SEPP. The height and FSR controls under the Seniors SEPP are considered to be incompatible across the entire site at this location for re-development. The proposed height (between 8.5mm and 20.5m) and FSR (1.1:1) is more appropriate with regard to the surrounding context, where taller and denser buildings are evident, whilst maintaining the lower scale character to the north, east and south.

The overall indicative concept has carefully positioned the buildings around the site, with regard given to the adjacent properties and heritage conservation zone. Lower scale buildings are to be located along the boundaries of the site that adjoin residential properties as well as to Crabbes Avenue. Greater height has been situated along Penshurst Street, where the Club will be re-located so that it has more presence and is more accessible from Penshurst Street. The development transitions up in height towards the centre of the site, where it is less visible to/from the surrounding area. A new park will be accessible from Crabbes Avenue, and will be available to the public, residents of the seniors development, and the Club (including Memorial Services).

Careful consideration has been given to isolating and separating the seniors housing from the new club and associated activities (consistent with Clause 23(1)(a) of the Seniors Housing SEPP). However, the proposed seniors housing is proximate enough for residents to enjoy the facilities provided by the registered club and the associated social and recreational facilities if they wish. This also includes the careful integration of the public park on Crabbes Avenue. The park is to be used and enjoyed by members of the public, residents of the seniors housing, and customers/members of the registered. Important to the design philosophy was the direct connection of the park from the club, so that the site can continue to be used for war memorial services (such as Anzac Day services).

Indicative shadow diagrams have also been prepared for the concept plan for the site. The shadow diagrams demonstrate that the site is likely to receive satisfactory solar access to private/communal open spaces and the park. GMU also anticipate that the future development is capable of satisfying the minimum requirements of SEPP 65 and the Apartment Design Guide (ADG) for both solar access and cross ventilation.

More details of the concept are contained in the accompanying Design Package prepared by GMU (Appendix 1).

3.3. Strategic justification

This part of the report assesses and responds to the legislative and policy requirements for the project in accordance with the *Environmental Planning and Assessment Act 1979* (EP&A Act). The key planning policies and legislation relevant to an assessment of the proposal are:

Regional Planning Context:

- The Greater Sydney Region Plan
- North District Plan
- Willoughby Local Environmental Plan 2012

Local Planning Context:

- Willoughby Development Control Plan 2016
- Willoughby City Council Draft Planning Strategy
- Willoughby Community Strategic Plan
- Draft Willoughby Housing Strategy to 2036
- Willoughby Local Centres Strategy 2036
- Draft Local Strategic Planning Statement

Greater Sydney Region Plan A Metropolis of Three Cities - the Greater Sydney Region Plan was released in March 2018 and is the first Region Plan by the Greater Sydney Commission. Now adopted, this Plan replaces A Plan for Growing Sydney. The Plan encompasses a global metropolis of three cities – the Western Parkland City, the Central River City and the Eastern Harbour City. It is envisioned that people of Greater Sydney will live within 30 minutes of their jobs, education and health facilities, services and great places.

Relevant sections of the Greater Sydney Region Plan are outlined in Table 2.

Table 2: Consistency with the Greater Sydney Region Plan

| Direction | Comment |
|---|--|
| Chapter 4 - Liveability A city for the people Housing for the city A city of great places | <p>Greater Sydney is forecast to grow from 4.7 million people to 8 million people by 2056. Housing targets include 750,000 additional homes over the next 20 years and 817,000 new jobs to meet the needs of a changing economy.</p> <p>This proposal provides an appropriate site specific response to meeting the intent of the liveability chapter.</p> |
| Chapter 5 - Productivity A well-connected city Jobs and skills for the city | <p>Integration of land use and transport will mean more people have access to jobs, education, health and other services by public transport within 30 minutes of their homes.</p> <p>This proposal provides an appropriate response on a site that is in close proximity to public transport, as well as social infrastructure and employment opportunities. The site is in good proximity to jobs, education facilities, health and other services in centres such as St Leonards,</p> |

| Direction | Comment |
|---|--|
| | Chatswood and Sydney CBD. The proposal improves the function of the existing club - a public benefit & local employment (club and neighbourhood shops). |
| Chapter 6 - Sustainability A city in its landscape An efficient city A resilient city | <p>The Plan looks to manage the effects of urban development on the natural environment, as well as to reduce costs, carbon emissions and environmental impacts and contribute to a target towards net-zero emissions by 2050.</p> <p>The proposed development has been appropriately designed to ensure that environmental impacts are minimised and incorporates a range of sustainability initiatives to ensure consistency with this chapter of the Plan. The proposal will result in a park available to the community and will provide through links from Crabbe's Avenue and Penshurst Street</p> |

North District Plan

The District Plans support the objectives of A Metropolis of Three Cities - the Greater Sydney Region Plan and inform local planning. The North District Plan provides a series of priorities and actions to guide development and accommodate the expected growth across the district. The District Plans have been prepared to give effect to the Greater Sydney Region Plan.

The North District is the northern part of the Eastern Harbour City, being well-served, highly accessible and well-established. The vision is to improve the District's lifestyle and environmental assets and includes:

- Enhancing the role of the Eastern Economic corridor, including North Sydney as part of the Harbour CBD;
- Improving walking and safe cycling ways;
- Enhancing foreshore access to Sydney Harbour and the District's waterways;
- Creating and renewing great places while protecting heritage and local character and improving places for people; and
- Protecting and enhancing the District's unique natural assets including waterways, coastlines and bushland.

It is expected the North District will continue to grow over the next 20 years with demand for an additional 92,000 dwellings. This will be provided through urban renewal, around new and existing infrastructure, land release and infill developments. The focus will be on well-connected walkable places that build on local strengths and deliver quality places.

Liveability is about people's quality of life. Maintaining and improving liveability requires housing, infrastructure and services that meet people's needs, and the provision of a range of housing types in the right locations with measures to improve affordability. This enables people to stay in their neighbourhoods and communities as they transition through life. Liveability Priorities include:

- N4 – Fostering healthy, creative, culturally rich and socially connected communities,
- N5 – providing housing supply, choice and affordability, with access to jobs, services and public housing,
- N6 – Creating and renewing great places and local centres and respecting the District's heritage.

Improving sustainability will include incorporating natural landscape features into the urban environment. The Greater Sydney Green Grid will provide cool green links through the District. This is the regional network of high-quality green spaces and tree-lined streets that support walking, cycling and community access to open spaces. Sustainability Priorities include:

- N17 – Protecting and enhancing scenic and cultural landscapes,
- N19 – Increasing urban tree canopy cover and delivering green grid connections.

The proposed development is consistent with the relevant objectives and actions of this plan. The proposal will provide a mixed-use development inclusive of seniors living units of a high standard of design and inclusive of fully adaptable units. As such the proposal represents an opportunity to provide greater housing supply and diversity within an accessible area in the North District and will contribute to supporting the needs of an aging population by providing specialised housing that is close to public transport, services and shops. Additionally, the proposed Landscaping will include a number of trees and shrubs to be provided, in particular for the new public space off Crabbes Avenue. This landscaping will benefit the community, being seen from the street as well as neighbouring properties and this is in accordance with the priorities N17 and N19 above. The proposed new registered club will improve and revitalise the club offering at the site and provide community benefits and provide local employment within the shops, RACF and the club in particular, as will the proposed neighbourhood shops fronting Penshurst Street.

Willoughby Local Environmental Plan 2012

The Willoughby Local Environmental Plan 2012 (WLEP) is the primary local environmental planning instrument that applies to the site. The majority of the site is zoned RE2 Private Recreation with a minor portion of the site towards the north-eastern boundary zoned R2 Low Density Residential.

Seniors Housing and residential aged care facilities are prohibited within the RE2 Zone. However, on 30 August 2018 a Site Compatibility Certificate (SCC) was granted approval for seniors housing, stating that the site is suitable for more intensive development and the development is compatible with the surrounding environment having regard to the criteria specified in clause 25(5)(b). (Refer to Appendix 7)

There are no height provisions within the RE2 Zoned land, and the minor R2 Low Density Residential has a maximum height of 8.5m. As the site is primarily located on land that is not zoned for residential purposes, the maximum building height control under the SEPP HSPD is not applicable for the RE2 Zoned Land.

There are no floor space ratio provisions within the RE2 Zoned land and the R2 Low Density Residential has a maximum floor space ratio of 0.4:1

The proposed development is considered suitable for the subject site and compatible to the surrounding land uses. Built form has been configured to minimise the visual impact of the proposed development on adjoining properties. The bulk is restricted to the centre of the site, with the height stepping down closer to the adjoining residential boundaries so as to be consistent with the surrounding development. The scale and proposed landuse are considered appropriate and will serve the needs of the community, whilst being located in an accessible location.

Willoughby Development Control Plan 2016

The Willoughby Development Control Plan 2016 (WDCP) provides guidelines and controls for specific types of development. Although it is relevant to the proposed development, for the purpose of this application an assessment has not been carried out. The primary legislation driving the subject application is the SEPP HSPD.

A comprehensive assessment against the relevant controls in the WDCP will form part of any future development application.

Willoughby Community Strategic Plan

Willoughby has a Community Strategic Plan - "Our Future Willoughby 2028", which identifies the vision for the future of Willoughby City. The vision is supported by five strategic outcomes being:

- City that is green,
- City that is connected and inclusive,
- City that is liveable,
- City that is prosperous and vibrant, and
- City that is effective and accountable.

The proposed development is consistent with these five strategic outcomes, providing a variety of uses on the site including seniors housing and the inclusion of a park and extensive landscaping. The proposal will be vibrant providing pedestrian through-links and revitalising the club on the site.

Draft Willoughby Housing Strategy to 2036

Willoughby City Council is in the process of preparing a Housing Strategy. A 'Position Statement' was prepared in relation to the housing demands, which, amongst other things identified that the Willoughby LGA will need to accommodate 13,200 persons and 6,450 dwellings by 2036.

The proposed development will assist in meeting future housing needs in a market segment in which there is high demand due.

Willoughby Local Centres Strategy 2036

The Willoughby Local Centres Strategy was published in December 2019. The strategy nominates centres with the capacity to grow to meet future housing needs and identifies potential changes to planning controls and public domain improvements that will preserve local character and create strong future places. Of relevance to this SCC, the following local centres were identified:

- East Village Centre. This is situated approximately 450m from the site;
- High Street Centre. This is situated approximately 250m from the site; and
- Penshurst Street Centre This is located 550m from the site.

The proposed development will support the growth of those centres with future residents being customers for the services they offer. The neighbouring centres are unable to accommodate housing in the format and the type proposed, and as such the proposed development will not compete with those centres.

A copy of these local centre strategy has been attached at **Appendix 6**.

Draft Local Strategic Planning Statement (LSPS)

In July 2019, Council prepared a Draft LSPS for public consultation. This reflects the vision and strategies of "Our Future Willoughby 2028" and actions in Council's planning strategies and delivery and operational plans.

The vision is to create new liveable places and strong communities, with connected walkways to help minimise the impact of cars and the use of green corridors/landscaping. It is expected the share of the population aged 65 and over will increase to 17.3% by 2036.

The proposal is consistent with this Draft LSPS for the reasons stated above.

3.4. Pre-lodgement consultation

Council

A preliminary meeting was held with Council on 19 January 2017 to discuss the potential re-development of the site for a seniors housing and a registered club.

A second meeting was held with Willoughby Council Senior Staff on 16 October 2017 to discuss the master planning of the site, inclusive of the Seniors' Housing proposal. Council did not raise any concerns specific to the senior housing proposal, but required consideration to be given to providing and enhancing recreational opportunities on the site. Council indicated that they preferred an accessible open space from Crabbes Avenue that could be used by both residents/members of the development, as well as the general public.

A third meeting was held with Council on 14 December 2017 to discuss a revised Concept Plan for the site. Council were supportive of the increased and re-located public park. Council also commended the applicant on the scale of the concept plan that is proposed to the adjoining lower density residential properties of two (2) to three (3) storeys.

Public Consultation

The following pre-lodgement consultation has been undertaken to date:

- Stakeholder Round Table Breakfast held on 18 October 2017;
- Community Meet and Greet Briefing Session held on 18 October 2017;
- Club Member briefing 20 September 2017;
- Club Member Survey;
- Stakeholder and resident survey;
- Door-knocked 100 neighbours and provided each a copy of a newsletter with updates on 21 March 2019;
- Open Day newsletter distributed to 392 residents within a 200 metre radius of the site on 21 March 2019;
- 3 x Consultation Open Day Sessions onsite on 30 March 2019;
- Neighbour Briefing Sessions onsite on 1 April 2019;
- Stakeholder Roundtable Breakfast on 2 April 2019;
- Club Willoughby Member Briefing Sessions on 2 April 2019; and
- Stakeholder and Neighbour Survey between 30 March 2019 and 2 April 2019.

The above consultation was undertaken and managed by Urban Concepts, who specialise in community engagement. Full details of the consultation and feedback from those who participated is included at **Appendix 5**.

4. SITE COMPATILIBILITY CRITERIA STATEMENT (C2)

This section provides information demonstrating that the site is suitable for more intensive development and the proposed seniors housing is compatible with the surrounding environment, having regard to the matters for consideration outlined under clause 25(5)(b) of the Seniors Housing SEPP. It should be read in conjunction with the accompanying Design Package (**Appendix 1**).

4.1. Natural environment and existing uses of land, including conservation and management of native vegetation

The surrounding area is a well-established urban area, that comprises both residential development and commercial properties. The topography generally falls gently in a southerly direction along Penshurst Street, with vegetation limited along the streets as well as the rear yards of individual properties. The existing site is already developed and contains little undisturbed natural environment. In this respect, there are two buildings located on the site, with the remaining majority of the site comprising a hard stand car park and three bowling greens. There are various trees located in the car parking area that provide shade for vehicles. Due to the site sloping away from Penshurst Street, the bowling greens along the southern elevation are elevated above the ground level of the adjoining properties by up to 1.5m. The bowling greens are no longer used due to the upkeep costs, which require extensive watering and maintenance.

The future uses of the indicative proposal suggest various built forms on the site, that are surrounded by landscaped areas with soft plantings on the side boundaries. Various trees will be required to be removed from the site, however, a public park is indicated on the concept proposal which is to include a variety of plantings and landscaping elements to supplement the removed vegetation, and enhance the amenity of the site to encourage members of the public to use this space. Deep soil will be maximised to minimise overland flow from the site and replacement landscaping will include native advanced trees achieving mature heights between 5 to 25m as well as shrubs and grasses. More details of water management, in terms of quantity and quality would accompany any future DA for the proposal. This will include mitigation measures during demolition, construction, and ongoing use of the site.

To our knowledge, the site has not been used for any purpose that would result in contamination of the land. It is likely that the site is either already suitable in its current form or readily able to be remediated to a standard that makes it suitable for the proposed use, without impacting on surrounding land use. A contamination assessment will accompany any future DA for the proposal that addressed the requirements under SEPP 55.

As indicated above, the site is surrounded by detached residential housing on the north, east, and south boundaries. The existing development fronting Penshurst Street ranges in height, up to four storeys immediately opposite the site, and include both residential development (residential flat buildings (RFBs) and commercial properties. The area is in a state of transition, with recent buildings being constructed adjacent to the site. The proposal seeks to maintain a similar built form of the existing and recently approved and constructed buildings in the surrounding locality. The highest part of the development is situated centrally within the site, where it is least visually obtrusive.

It is considered that the proposed development will not be incompatible with the natural environment, or the existing and approved uses of the area.

The potential impacts of the proposal on this surrounding area are assessed in the following section.

4.2. Future uses of land in the vicinity

Land to the east, south and north of the site is anticipated to continue to be used for lower scale residential uses. The WLEP zones this land as R2 lower density residential, with heights between 8m-8.5m, and FSRs of 0.4:1. Land to the west of the site that has frontage to Penshurst Street is anticipated to have a greater height and density than the adjacent R2 zoned land. Under the WLEP, land fronting Penshurst Street is zoned R3 Medium Density residential with heights between 9m-13.5m, and FSRs of 0.7:1 to 2:1. Future development along Penshurst Street is likely to continue to include higher density residential development as well as commercial uses. This land is currently in a state of transition, noting that not all of the properties have yet to be developed to the current planning controls. It is also noted that Council are in the process of reviewing the planning controls for the surrounding local centres, including the High Street Centre, East Village Centre, and Penshurst Street Centre which are within walking distance of the site. The preliminary studies indicate that these areas are identified for additional uplift in planning controls (height and FSR).

The indicative development will incorporate basement car parking that is accessed via Crabbes Avenue. The Seniors Housing subject to this SCC will provide sufficient parking and satisfy the requirements under the SEPP, and the site can readily accommodate the parking requirements generated from the proposal and will not require on-street parking. The Traffic and Parking Statement prepared by Colsten Budd Rogers and Kafes (**Appendix 4**) concludes that the proposal of this scale will have minor traffic generation and surrounding road networks will readily cater for the anticipated demand.

Noise generated from the proposed development is anticipated to be compatible with the surrounding future uses. This includes noise between the future club, as well as the seniors housing. The future DA will ensure that noise generating sources (e.g. deliveries and servicing of the club, patrons/visitors entering the site) are managed to minimise noise impacts to the adjoining properties. A detailed Acoustic Report will be prepared at DA stage to ensure there are no adverse noise impacts as a result of the development.

In conclusion, no identifiable impacts are likely to arise from the proposed seniors housing development to adversely affect surrounding land uses and vice versa. Rather, impacts are largely positive, due to synergies with existing and proposed site and surrounding uses. Therefore, it is considered that the proposed concept scheme for Seniors Housing is compatible with the anticipated future uses surrounding the site.

4.3. Available services and facilities

As described in section 3.1.4 of this report and in the accompanying Design Package (**Appendix 1**), the site satisfies Clause 26 accessibility criteria under the Seniors Housing SEPP. Specifically, the site is within 400 metres via an accessible travel path to bus stops located on Penshurst Street. These bus stops provide regular services and convenient access to several shopping centres, hospitals and medical services within the local area, and onward public transport connections servicing the rest of Sydney by rapid bus or train. In addition, the site is also within 400m walking distance to the East Village Centre, High Street Centre, and a public park. These shopping areas include an array of services and facilities that would reasonably cater for the needs of the future senior residents.

The site is also readily serviceable by existing utilities, including water, sewer, electricity, gas and telecommunication networks.

4.4. Provision of land for open space

The site is zoned RE2 Private Recreation. The long-term use of site has been for club premises and associated social and recreational facilities. There are existing bowling greens on the land, however, we are informed that these are no longer used for this purpose due to maintenance and watering costs. The seniors housing development is an integral and integrated component of the proposed enhancement of

the Club premises which will be re-developed and located along Penshurst Street improved presence from the public domain.

Whilst the proposal will see the removal of the un-used bowling greens, the development will include a park that has frontage to Crabbes Avenue. The proposed park is shown below in Error! Reference source not found..



Figure 15: Indicative Public Park, outlined in blue (Source: GMU)

The park will be available to the club members, residents of the seniors housing, and the general public for passive outdoor recreation. The park will include a variety of soft and hard landscaping elements to provide a space that provides amenity for various types of users. This includes a direct connection to/from the future Club for the purpose of undertaking memorial services and the like. The park will enhance the availability of public recreational opportunities to the surrounding opportunity and is considered an improvement to the existing site.

The removal of the unused bowling greens will not have an adverse impact to the overall supply of active recreational space within the Willoughby LGA. There are various other active Bowling Clubs in the surrounding area including the Willoughby Park Bowling Club, Northbridge Bowling Club, and the Artarmon Bowling Club (to be upgraded soon). The Willoughby Leisure Centre is situated approximately 2km to the south of the site, which provides an array of facilities including netball courts, indoor swimming pool and more. Further, it is noted that the greens have no approval to be used for an alternate use, and that the use of the greens, elevated relative to the neighbouring low density neighbouring properties, for more "active" sporting codes is not desirable due to the amenity impacts. The future Club is anticipated to include a gymnasium that will be available to the members of the Club and local residents. This will also contribute to the available private recreation opportunities within the area. Further, it is noted that the surrounding R3 zone permits 'recreational areas' within the zone.

Open Space is readily available in the surrounding area, with various public parks in close proximity (1km) of the site.

4.5. Bulk, scale, built form and character

The accompanying Design Package (Appendix 1) describes the bulk, scale and built form of the seniors housing proposal in the form of indicative building envelopes.

The scale of the proposed seniors housing is broken up by a series of detached buildings that are situated on the site. The proposed built form has responded to the context of the surrounding development, both existing and as anticipated under Council's planning controls. In this respect, lower scale buildings (2-3 storeys) are situated along the boundaries that adjoin the heritage conservation zone and have an interface with residential dwellings. To Penshurst Street, the future club is to be three (3) storeys in height (noting the Club floor to floor heights are greater than a residential building), consistent with the existing and future anticipated development that fronts Penshurst Street. The tallest part of the development has been centrally located on the site where it is less visible from the public domain and surrounding properties. Refer to Figure 16 which demonstrates the built form across the site

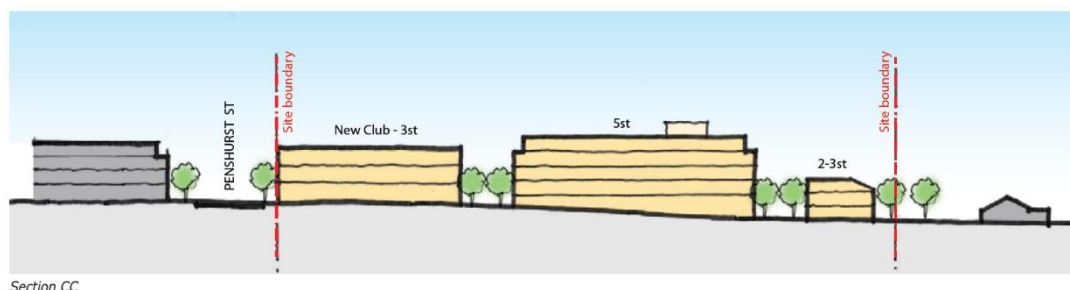


Figure 16: Indicative section through the site (Source: GMU)

Views from surrounding properties will not be largely affected as a consequence of the redevelopment of the site. Views in the surrounding area are generally limited to street level views, with taller buildings along Penshurst Street having general views of the surrounding district. The redevelopment of the site for seniors housing for the scale and height proposed will not result in any adverse view impacts to the surrounding properties.

A Heritage Impact Statement prepared by NBRS Architecture is provided at **Appendix 3**, which provides an assessment of the indicative scheme and its impacts to the Horsley Park Conservation Zone. The HIS concludes the following:

"The proposal incorporates new buildings for which consideration of siting and setbacks allowing for the retention of the heritage significance of the heritage conservation area has been given. The proposed redevelopment of the subjects' site is compatible with the requirements to retain the heritage significance of the adjacent Horsley Avenue Conservation Area and does not adversely affect the identified heritage significance of the contributing elements within the Conservation Area."

Detailed design of the buildings has not been undertaken; however, the design principle will be to maintain a domestic appearance, through a high degree of articulation, a material palette compatible with surrounding development and a high quality landscape setting.

A preliminary shadow analysis has been undertaken by GMU and is provided at **Appendix 1**. The shadow analysis demonstrates that the proposed concept Master Plan does not cause any adverse overshadowing to the residential properties adjoining the site, and they will receive in excess of 3hrs direct sunlight

between 9am and 3pm mid-winter. The majority of the shadows will fall on the site itself throughout the day.

With appropriate design, the proposal should be compatible with the character of the surrounding area.

4.6. Land next to proximate site land - sub-clause

Clause 25(2)(c) and Clause 25 (2A) state:

"25(2)(a) (iii) An application must be accompanied by such documents and information as the Planning Secretary may require, and

(c) for land that is next to proximate site land - must be accompanied by a cumulative impact study that has been prepared in accordance with any guidelines issued by the Planning Secretary from time to time.

(2A) Land is next to proximate site land for the purposes of this clause if the land (or any part of the land) is located within a one kilometre radius of 2 or more other parcels of land (the proximate site land) in respect of each of which either -

(a) there is a current site compatibility certificate, or

(b) an application for a site compatibility certificate has been made but not yet determined."

A check of the NSW Government SCCs Online Portal has not found reference to any site compatibility certificates of 2 or more parcels of land within 1 kilometre of the subject site. Therefore, this clause is not relevant.

4.7. Cumulative impact study - sub-clause 2 (C)

Given that the subject site is not located within 1 kilometre of 2 or more parcels of land where there is a current site compatibility certificate or an existing application for a site compatibility certificate, a cumulative impact study is not considered to be warranted in this instance.

5. CONCLUSION

The Site Compatibility Certificate application is submitted to the Department of Planning Industry and Environment in accordance with the provisions of Clause 25 of the State Environmental Planning Policy (Housing for Seniors and People with Disability) 2004. A current SCC has been provided for the subject site however, it expires on 30 August, 2020. The purpose of this SCC is to preserve and facilitate the current Development Application lodged with Willoughby Council on 9 August 2019, which is consistent with the current SCC.

This application seeks a site compatibility certificate to enable the development of seniors housing on the Club site, comprising:

- 99-125 self-contained dwellings;
- 36-72 RACF beds and associated facilities;
- 378-406 car parking spaces;
- Building envelopes ranging between 2 storeys (8.5m) and 5 storeys (20.5m) in height;
- Floor Space Ratio of 1.35:1 of the future development on the site; and
- Public Park.

The proposed development would afford future residents a high level of accessibility to a range of services and facilities located in and around the Club Willoughby and offers good public transport connections to services within the local area. Seniors living is compatible with the surrounding context and the proposal will provide housing diversity necessary to support the ageing population in the Willoughby Local Government Area. The proposed design is compatible with the surrounding built form and would not result in the loss of any actively used open space in the area. The proposal will have minimal impact on surrounding land uses and represents appropriate development for the site.

For these reasons the proposal is considered to be compliant with Clause 26(2) of the Seniors Housing SEPP, i.e.

- The site suitable for more intensive development, and
- Development for seniors housing which is compatible with the surrounding environment having regard to, at least, the criteria specified in Clause 25(5)(b).

Overall, the benefits provided by the proposed development outweigh any potential impacts and is therefore considered to be in the public interest. The proposed development is consistent with the aims of the Seniors SEPP and meets the requirements of Clause 25 of that SEPP. Accordingly, a Site Compatibility Certificate can be issued for approval.

APPENDIX 1

Design Package prepared by GMU Urban Design
and Architecture

APPENDIX 2

Survey prepared by CMS Surveyors Pty Ltd

APPENDIX 3

Heritage Impact Statement prepared by NBRS
Architecture

APPENDIX 4

Traffic Statement prepared by Colston Budd Rogers
and Kafes

APPENDIX 5

Pre-consultation Report prepared by Urban
Concepts

APPENDIX 6

Local Centre Strategy 2036 by Willoughby City
Council

APPENDIX 7

Current site Compatibility Certificate