

(Contact Officer: David Ongkili - 9399 0793.)
Your Ref: MP09_0188 and MP10_044

7 December 2010

The Director – Metropolitan Projects
Department of Planning
23-33 Bridge Street
Sydney 2000

Attention : Mr Ben Lusher

Dear Sir,

SUBJECT LAND: 100-120 King Street and 30-36 Dangar Street, RANDWICK NSW 2031.
APPLICATION NO: MP09_0188 and MP10_044
PROPOSAL: Expansion of the existing Aged Care Facility at Sir Moses Montefiore Jewish Home

I refer to the above applications relating to the Concept Plan and Stage 1 Project Application for the expansion of the existing Aged Care Facility at Sir Moses Montefiore Jewish Home. At the Council meeting on 19 October 2010, Council resolved that, whilst Council supports the proposed works for the aged care facility in principle, Council raises a number of issues as contained in a report to the Council meeting (the Director City Planning Report CP85/10 which is attached) for the consideration of the Department prior to determination of the subject major concept proposal and project application.

Council also resolved that a submission received specifically from ABC Planning on behalf of the Randwick North Residents Action Group and presented at the Council meeting be forwarded to the Department for consideration. A copy is attached with this letter.

Additionally, Council resolved that the following additional issues be read in conjunction with the other issues raised in the Director City Planning Report CP85/10, being Council's main submission as mentioned above, for the Department's consideration:

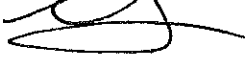
- the impact of large number of aged care beds on hospital emergency services in the event of an evacuation;
- lack of consultation with emergency services to gain their feedback;
- lack of emergency plans in place;
- the large number of childcare places proposed;
- the impacts of 89 extra staff;
- the extra shifts that would be required;
- insufficient parking;
- late night transportation for female workers,
- lightspill on to adjoining properties
- view loss to adjoining properties,

- the proposal is a gross overdevelopment of the site.

Lastly, all submissions to Council received to date from concerned local residents will be forwarded to the Department separately as scanned pdf copies today.

Should you have any queries, please do not hesitate to contact Council's officer, David Ongkill, on 9399 0793.

Yours faithfully,

A handwritten signature in black ink, appearing to be 'Kerry Kyriacou', written over a horizontal line.

Kerry Kyriacou
Manager - Development Assessment

Director City Planning Report No. CP85/10



Subject: Part 3A Major Project Application for
the Montefiore Aged-care Home at
100-120 King Street and 30-36 Dangar
Street, Randwick

Folder No: F2009/00460

Author: David Ongkili, Coordinator Major Assessment

1. Introduction

The Department of Planning is currently assessing a Part 3A Major Project Application for expansion of the existing Aged Care Facility at the Sir Moses Montefiore Jewish Home at 100-120 King Street and 30-36 Dangar Street, Randwick.

As part of the assessment process, Council has received a copy of the Environmental Assessment Report (EAR) for the project which is on public exhibition in Council's offices from Wednesday 22 September 2010 to Friday 22 October 2010.

An assessment of the proposal has been undertaken which is detailed in this report and which will form the contents of a submission to the Department of Planning on the proposed development.

1.1 The Proposal

The subject application primarily comprises the following:

A Concept Plan application for:

- three new building envelopes having a total 19,370m² of gross floor area and ranging from 4 to 6 storeys in height with lower level/basement carparking
- use of the building envelopes for residential aged care accommodation
- redevelopment of the existing child care centre on-site
- public square accessible on Dangar Street
- retail space at ground level accessible from the proposed public square
- landscaping throughout the site totalling 14,739sqm
- stormwater drainage infrastructure including on-site detention

A Project Application for Stage 1 of the Concept Plan for

- Construction of new Building D with 5-6 storeys including lower level/basement carparking for aged care accommodation, retail space and support services
- Alterations and additions and facade upgrade of existing Building C
- Construction and embellishment of a proposed public square of 1080sqm at the intersection of King and Dangar Street
- Construction of a temporary carpark within the footprint of proposed building envelope E and vehicular access works to existing childcare centre on the site

Issues

The following issues have been identified in the assessment of the proposal and will be submitted to the Department of Planning for consideration in its assessment and determination of the application:

1 Statutory matters

It is noted that various justifications have been provided in the EAR for the increase in density (FSR) and building height beyond the provisions of the Randwick LEP 1998. While these justifications may be appropriate for the purposes of the Concept Plan and Project Application at hand, they should not be viewed as precedence for any future breaches in density and height that may occur as part of a further expansion of the facility in the future. In this regard, concern is raised at the comments made in Section 5.5.2 of the EAR under the section entitled *Compatibility with Desired Future Character* which implicitly refers to possible further expansion of the Montefiore facility in the future accompanied by a broad-brush claim of "still achieving compliance with the relevant amenity and privacy standards". In particular, the EAR states that *"The granting of FSR bonus for vertical village on the site under the SEPP Housing for Seniors or people with a disability (HSDP) makes it implicit that greater building heights than those permitted under the RLEP 1998 are envisaged in future development of the land where it is for new or expanded aged care facilities, especially where the SEPP seeks to promote such facilities in urban areas where land or opportunity is scarce"*. Council raises concerns at the suggestion that further future expansion of the aged care facility on the subject site may be appropriate because higher density seniors housing potentially is allowable in the adjoining residential zones because SEPP HSDP allows for it. However, the existing planning controls in the area surrounding the subject site are predominantly Residential 2C to the south and Residential 2A to the north so that the bulk and scale intended by the planning control under the RLEP is that of low to medium density residential. Accordingly, any further future increase in density and height on the subject site, beyond that currently proposed in the Part 3A application, potentially will be inconsistent with this character and may well not satisfy the second question posed in the planning principles established Veloshin V Randwick City Council [2007] NSWLEC 428. Council would point out that the breaches in density and height proposed under the current proposal are at the upper limit that the subject site can tolerate relative to the existing and future character of surrounding development under the established Residential 2C and Residential 2A zonings.

2 Built form

The southern side of King Street between Church and Prince Streets are predominantly characterised by 2-storey dwellings. The larger scaled institutional buildings of the STA depot and the UNSW and TAFE teaching facilities are located on the western section of King Street, separated from the subject site by the multi-unit residential complex at No. 90-98 King Street.

The southern side of King Street and the south-western section of the site are zoned Residential 2C, which under RLEP 1998 are subject to maximum height and wall height limits of 12m and 10m respectively. The eastern section of the site is zoned Residential 2B, which under the LEP is subject to maximum height and wall height limits of 9.5m and 7m respectively.

The proposal would exceed the abovementioned maximum height limits stipulated in the LEP. The proposed buildings would also have a greater height and scale than the existing facility on the site.

According to the submitted sections, the proposed new buildings (C, D and E) will have a height ranging from 4 to 5 storeys above a basement or semi-basement level, with the uppermost floor being setback to varying degrees. Whilst these buildings generally will reach up to a maximum ridge level of RL58.53, the topography of King Street (which slopes down from east to west) is such that the proposed development will tend to appear higher at the south-western corner of the subject site with maximum heights of 17.23m for Building F (relative to the King Street RL of 41.30) and 15.53m for Building E (relative to the King Street RL of 43.00).

These proposed new heights represent a significant increase when compared to the heights approved under the previous amended Master Plan 2002 which proposed a pitch of roof RL53.7 and maximum 3 storeys above street level on King Street.

In comparison, the existing buildings on the southern side of King Street, to the west of Church Street, are predominantly a maximum 2 storeys so that the increase in height of the proposed development would further contrast with these existing low density residences.

The proposed building height towards the western part of the site, Building F, will be higher than the maximum 3 storey adjoining development at No. 90-98 King Street with an existing height of RL55.4 (parapet) to RL56.7 (lift overrun).

In view of the overall increase in height proposed under the current part 3A proposal as detailed above, it is considered appropriate that the proposed development provides a high degree of design and planning at the interface of the proposed development along King Street and appropriate amendments may be necessary to achieve the following:

- King Street shall be reinforced with appropriate public domain and landscape treatment that interfaces with the development in an interactive and positive way
- Increased facade treatment to Buildings C, D and E that not only breaks the visual bulk and scale of these buildings but also provide high quality finishes that will respect the existing and future residential character of the King Street as well as Dangar Street streetscapes.
- The provision of more well defined landscaped view corridors through the site to soften any intrusive built wall-effect along the King Street and Dangar Street fronts and to break the perception of visual bulk and scale.
- The provision of increased pedestrian permeability through the subject site to soften the perception of a wall/gated effect along King Street and Dangar Street given the long linear massing on these streets.
- The provision of a more integrated typology of open spaces in the subject site that addresses the principal function (e.g. entry forecourt, circulation corridors, walking, sitting, buffer and etc.) and landscape character (e.g. dense vegetation buffer area, open lawn, informal gardens and etc.). Additionally, the application has not addressed clearly the pedestrian circulation and linkages between various open areas which should be demonstrated in a schematic form.

3 Public Square

Council has previously raised with the applicant concerns that the proposed public square at the corner of Dangar and King Streets has (1) progressively reduced in size when compared with the previous master plan and development approvals for the site and (2) has a linear configuration that does not appear to function ideally as a place for passive recreational or spontaneous activities but rather merely as a generous setback to the proposed Building D to justify its breach of the height limit. This is evident in page 54 of the EAR where it states that *"The proposed setback of Building D from King Street is greater than that of the Master Plan, thereby reducing the prominence of the building in the streetscape and the impact of bulk and scale."* In previous submissions on this matter, Council has consistently advised that consideration should be given to increasing the depth of the plaza, improving the geometric configuration and creating a terminating vista of higher quality to Church Street. In particular, Council has indicated that the proposed elongated square will be treated as a designated setback area that is not useable as a public open space for

the community as intended for the proposed public square under the Master Plan and development consent. Council maintains that the function, form and performance of the proposed public square should be in the context of the existing Montefiore facility and the public streetscape and surrounding community that this facility is located in and is a part of.

4. Residential and environmental amenity

The application does not appear to address adequately the degree of intensification of the existing use and the impact on surrounding residential uses including the increased number of staff and the attendant increases in changes to work-shift and the potential disruption to residential amenity as a result of these activities (see also related issue of staff parking below). Concern has been raised by residents regarding the disruptive effects of on-street staff parking and work shift changes associated with the existing use. The increase in staff for the proposed expansion (amounting to an additional 53 day, 29 evening and 7 night staffs, giving a total of 89 staff) as envisaged under the Concept Plan for the proposed expansion of the facility would further exacerbate these effects.

5. Car parking and Traffic

The applicant states that the existing childcare centre caters for 20 children and that this application proposes an enlargement of the childcare centre to cater for 50 children. The existing childcare centre is approved for 60 children and licensed for 80 children. The car parking and traffic analysis provided with respect to existing and future needs of the childcare centre should be reviewed to ensure that the demands for car parking/traffic and drop off/pick up are based on the higher number of children.

The application states that the proposal will provide for an additional 212 carparking spaces which will be adequate to meet a projected overall demand of 207 carspaces for the expanded facility including all additional staff. However, the proponent's traffic report states that *"although measures implemented by centre management has reduced the demand for on-street parking generated by people associated with the Home, it is noted that some staff may continue to park on street as is their lawful right."* Given that, with the expanded facility, there will be staff who will still choose to park on residential streets as a matter of preference, an appropriate commitment should be made by the proponent to apply more stringent management initiatives to ensure that all staff driving to work parks their cars on site.

Additionally, the Traffic/Parking Report appears to omit assessment of the following activities which is considered significant in any assessment of the impacts of proposal on on-street parking:

- The parking assessment should assess the adequacy of the parking facilities in catering for overlapping staff shifts.
- The report should outline the proposed allocation of parking spaces between staff members, residents, family visitors and external services, including medical consultants, tradesmen and the like.
- The implications of any weekend peak traffic when family members are likely to pay visits. Given that the access driveways are gated, the report should indicate whether vehicles would queue and park on public roads as a result of the intensified operation.
- Existing parking restrictions relating to kerb side spaces in the vicinity to the site.
- Details of any short-term parking spaces within the site, including those adjacent to the main reception area.

- As referred to above, the application needs to consider the parking needs and traffic implications of the childcare centre based on the current and proposed children numbers.

6 Transport and accessibility

It is noted the following details are not included in the traffic study which would be critical to assessing the traffic impacts at a micro-level in the immediate vicinity of the subject site:

- Details on the direction of traffic and one-way / two-way movements of all internal roads.
- Details on the drop-off and pick-up zones for both the aged care facility and the child care centre.
- Access routes for service vehicles.
- Access facilities for people with disabilities.
- Details of on-street pedestrian safety related facilities such as pedestrian refuges.

7 Drainage

Whilst there are no obvious issues associated with the submitted stormwater assessment and plans it is recommended that detailed drainage related conditions of consent be referred to the Department of Planning for the Department's assessment and consideration. Compliance with the recommended conditions of consent will ensure that all habitable floor levels, storage areas and carpark areas are protected from stormwater inundation for up to the critical 1 in 100 year storm event and that Council's drainage infrastructure is protected and/or upgraded to council's satisfaction.

8 Landscape

Whilst there are no obvious issues associated with the submitted landscape proposal it is recommended that detailed landscape related conditions of consent be referred to the Department of Planning for the Department's assessment and consideration.

Relationship to City Plan

The relationship with the City Plan is as follows:

Outcome 5: Excellence in urban design and development.
Direction 5a: Improved design and sustainability across all development.

Financial Impact Statement

There is no direct financial impact for this matter.

Conclusion

Public submission to the EAR will end on 22 October 2010. The above-listed matters should be included in any submission to the Department of Planning for consideration prior to the deadline for public submissions.

Recommendation

That Council raise the above issues in a submission to the NSW Department of Planning for their consideration prior to determination of the major concept proposal and project application.

Attachment/s:

Nil