

**ITEM 6. DEVELOPMENT APPLICATION: 19 CARILLON AVENUE  
CAMPERDOWN****FILE NO: D/2013/1973****DEVELOPMENT APPLICATION NO: D/2013/1973****SUMMARY****Date of Submission:** 18 December 2013. Amended plans received on 17 September 2014.**Applicant:** St Andrew's College**Architect:** TKD Architects**Developer:** St Andrew's College**Owner:** The Council of St Andrew's College**Cost of Works:** \$97,845,000**Proposal Summary:** Consent is sought for a Stage 1 campus masterplan proposal, including site layout and building envelopes for new and existing buildings, to create up to 600 student and resident fellow rooms, a total of 159 car parking spaces, demolition, tree removal, landscaping and other site works. Works are proposed to be completed in stages over a period of 5 to 10 years. Stage 2 development applications will be submitted for the detailed design of the buildings.

The application was notified and advertised for a period of 28 days from 8 January 2014 and 6 February 2014. Two submissions were received raising concerns relating to the following:

- permissibility of the Health Services Facility;
- Height, bulk and scale of the North building and impact on surrounding heritage items;
- traffic and access;
- visual privacy;
- construction impacts;
- overshadowing;
- height of buildings and potential impact on views;
- tree removal;
- impact of increased student numbers on existing infrastructure;
- noise impacts of increased student numbers.

**Proposal Summary:  
(continued)**

Amended plans have been submitted to address concerns of Council officers relating to the bulk and scale of the North building and impacts on adjoining heritage buildings and the Missenden Road streetscape. The amended plans did not require re-notification.

A number of concerns raised by Council officers have not been addressed, including the proposed Multi-Purpose Building envelope, realignment of the axial path and removal of significant trees. These concerns have been resolved by way of recommended conditions requiring design modifications to the proposed masterplan and landscape masterplan.

The proposal is considered to be consistent with the aims and objectives of the relevant planning controls. The proposal presents a suitable design outcome and is contextually appropriate within the Sydney University and Camperdown locality.

**Summary Recommendation:**

The development application is recommended for approval, subject to conditions.

**Development Controls:**

- (i) Sydney Local Environmental Plan 2012 (Gazetted 14 December 2012, as amended)
- (ii) Sydney Development Control Plan 2012 (in force on 14 December 2012, as amended)

**Attachments:**

- A - Architectural Drawings
- B - Landscape Masterplan and Tree Removal Staging Plans

**RECOMMENDATION**

It is resolved that consent be granted to Development Application No. D/2013/1973 subject to the following conditions.

**SCHEDULE 1A****Approved Development/Design Modifications/Covenants and Contributions/Use and Operation**

**Note:** Some conditions in Schedule 1A are to be satisfied prior to issue of a Construction Certificate and some are to be satisfied prior to issue of Occupation Certificate, where indicated.

**(1) APPROVED DEVELOPMENT**

- (a) Development must be in accordance with Development Application No. D/2013/1973 dated 18 December 2013 and the following drawings:

| <b>Drawing Number</b>                    | <b>Architect</b> | <b>Date</b> |
|--|------------------|-------------|
| AR.DA.2002<br>Site Plan                  | TKD Architects   | 16.09.14    |
| AR.DA.2003<br>Envelope Diagrams          | TKD Architects   | 16.09.14    |
| AR.DA.2004<br>Envelope Elevations        | TKD Architects   | 16.09.14    |
| AR.DA.2005<br>Envelope Sections          | TKD Architects   | 16.09.14    |
| AR.DA.2008<br>Envelope Area Calculations | TKD Architects   | 16.09.14    |
| AR.DA.2009<br>Demolition Plan            | TKD Architects   | 16.09.14    |

and as amended by the conditions of this consent.

- (b) In the event of any inconsistency between the approved plans and supplementary documentation, the plans will prevail.

**(2) DESIGN MODIFICATIONS**

The design of the building must be modified as follows:

- (a) The removal of the existing stone path and associated trees is not approved. Trees along the path are to be retained in accordance with Condition 3.
- (b) The multi-purpose courts are to be finished with a green court surface, with fixed fences on the north and south sides only, and with retractable nets to the east and west sides. Details of the court finish, nets and any proposed lighting are to be submitted.

- (c) The submitted landscape masterplan, prepared by Taylor Brammer Landscape Architects, dated 21/05/2014 is not approved. A revised landscape masterplan showing retention of the stone path and trees outlined in Condition 2(a) and detailed of the multi-purpose courts outlined in Condition 2(b) is to be submitted.
- (d) The Multi-Purpose Building envelope is not approved at this time. The building envelope is to be deleted from the master plans and associated plans.

The modifications are to be submitted to and approved by Council's Director City Planning, Development and Transport prior to the lodgement of any Stage 2 Development Application.

### (3) TREES THAT MUST BE RETAINED

That the existing trees detailed in Table 2 below be retained and protected throughout the proposed development.

Table 2 – Tree Retention:

Approval is NOT granted for the removal of the following trees, which Council has determined to be prominent landscape elements.

| Tree No  | Botanical/Common Name  | Location  |
|--|--|---|
| 1-6, 8-9, 12-13                                | <i>Eucalyptus globulus</i> (Tasmanian Blue Gum),<br><i>Lophostemon confertus</i> (Brush Box),<br><i>Cinnamomum camphora</i> (Camphor Laurel),<br><i>Afrocarpus falcatus</i> (Outeniqua Yellowwood) | Stone/axial path  |
| 99   | <i>Cinnamomum camphora</i> (Camphor Laurel)  | Western Avenue site boundary                                      |
| 128  | <i>Ulmusprocera</i> (English Elm)  | Northern site boundary near grounds maintenance yard/storage area |
| 158, 168-169, 173, 201, 203, 206, 208, 210-211 | <i>Corymbia maculate</i> (Spotted Gum)   | South eastern corner of site                                      |

### (4) STAGE 2 BUILDINGS

- (a) Buildings the subject of Stage 2 Development Applications shall be wholly contained within the approved building envelopes.
- (b) The approved building envelopes are inclusive of balconies, shading devices, architectural features and the like and are subject to modification to comply with the relevant provisions of Sydney Development Control Plan 2012 and the Residential Flat Design Code.
- (c) All roof-top plant and associated equipment must be located within the approved building envelope.

- (d) The future Stage 2 Development Applications must address compliance with SEPP 65 - Design Quality of Residential Flat Development, and the provisions of the Residential Flat Design Code.

**(5) DETAILS TO BE PROVIDED WITH FUTURE DEVELOPMENT APPLICATION**

The future Stage 2 Development Applications must address compliance with:

- (a) Stage 1, as amended by consent conditions;
- (b) SEPP 65 - Design Quality of Residential Flat Development, and the provisions of the Residential Flat Design Code; and
- (c) Sydney Local Environmental Plan 2012 and Sydney Development Control Plan 2012, City Policy for Waste Minimisation in New Developments and any other relevant Council policies at the time of lodgement.
- (d) detailed assessment of heritage impacts, measured against the significance of the College and the policies of the existing Conservation Management Plan. These heritage impact statements are to be prepared by suitably qualified and experienced heritage consultants.

**(6) LANDSCAPE MASTERPLAN**

The submitted landscape masterplan, prepared by Taylor Brammer Landscape Architects, dated 21/05/2014, is not approved. A revised landscape masterplan, drawn to scale, by a qualified landscape architect or landscape designer, should be prepared and include:

- (a) Location of existing and proposed structures on the site including existing trees.
- (b) Details of earthworks including mounding and retaining walls and planter boxes (if applicable).
- (c) Location, numbers and type of plant species.
- (d) The design must provide a minimum 25% canopy cover across the site, provided by trees that will reach a minimum height of eight (8) metres and minimum canopy spread of six (6) metres. Palms, fruit trees and species recognised to have a short life span are not considered a suitable replacement. See details below of advanced tree planting requirements.
- (e) Details of planting procedure, drainage and watering systems.
- (f) A revised Plant Schedule that:
  - (i) Includes more locally-indigenous species, and other habitat features that encourage local fauna such as reptiles, small birds and other priority species of local conservation significance.
  - (ii) Omits hybridised species.

- (iii) Includes dense understorey locally indigenous vegetation i.e. low-medium shrubs, in addition to native grasses should be incorporated into landscaping plans throughout the grounds in areas identified to increase native plant diversity. Locally indigenous trees are also recommended as replacements.
- (iv) The plans for the existing eucalypt grove in western corner to plant native grasses only will support limited priority species. Review to include dense understorey shrubs as highlighted above.
- (v) In areas identified to cover with understorey groundcover where sites are shaded, locally indigenous plants suitable for shaded sites should be selected. Species found in Coastal Escarpment Littoral Rainforest may be more suitable.

NOTE: Refer to the City's draft Urban Ecology Strategic Action Plan for further detail.

The Applicant should engage an ecologist or wildlife rescue officer to check habitat features for the presence of fauna in trees that will be removed, and manage its relocation.

The revised landscape masterplan shall be submitted and approved by Council's Director City Planning, Development and Transport prior to the lodgement of any Stage 2 Development Application.

#### **(7) ADVANCED TREE PLANTING**

Tree planting within the site should be undertaken in accordance with the following:

- (a) The design should provide a minimum 25% canopy cover across the site, provided by trees that will reach a minimum height of eight (8) metres and minimum canopy spread of six (6) metres. Palms, fruit trees and species recognised to have a short life span are not considered a suitable replacement.
- (b) The trees must be grown to NATSPEC Guidelines for Specifying Trees to ensure quality trees and more successful establishment.
- (c) At the time of planting, the container size is to be a minimum of 100 litres and a minimum height of 2.0 metres.
- (d) The trees should be planted by a qualified Horticulturalist or Arborist of Level 2 under the Australian Qualifications Framework (AQF).
- (e) The replacement plantings should be planted in such a manner as to promote good health during the establishment period, and must be maintained, as far as practicable, to ensure tree growth into maturity.

**(8) TREE SUPPLY, INSTALLATION & MAINTENANCE PLAN**

A detailed supply, installation and maintenance specification should be prepared a qualified Consultant Arborist, who holds the Diploma in Horticulture (Arboriculture), Level 5 under the Australian Qualification Framework and consider the following:

- (a) Replacement trees should be contract grown to meet the requirements of the project.
- (b) The estimated time required to produce trees for replacement planting should meet the requirement of the proposed removal program.
- (c) To ensure the consistency of quality plant material at the time of supply, periodic inspection of the trees by a qualified arborist throughout the growing period should be undertaken to ensure compliance and quality control.
- (d) The newly planted trees on site should be appropriately maintained on an on-going basis.
- (e) Maintenance includes watering, weeding, removal of rubbish from tree bases, pruning (in accordance with AS4373-2007), fertilizing, pest and disease control and any other operations required to maintain a healthy robust tree.

**(9) TREE REMOVAL**

Tree removal should be delayed for as long as possible, with trees only removed when required to facilitate demolition or construction (except where trees are in poor health / condition).

**(10) SITE SUPERVISION AND REPORTING**

- (a) An Arborist with minimum qualifications in Arboriculture of Level 5 (under the Australian Qualification Framework) must oversee various stages of work within the Tree Protection Zone in accordance with Australian Standard 4970 Protection of Trees on Development Sites. The Arborist must certify compliance with each key milestone to Council's tree management officer as detailed below:
  - (i) Installation of the tree protection measures
  - (ii) During demolition of any structure within the TPZ of any tree to be retained.
  - (iii) During any excavation and trenching within the Tree Protection Zone.
- (b) A monthly report shall be submitted to Council's tree management officer which provides details on the health and structure of trees to be retained and protected and must include:

- (i) Certification of compliance with each key milestone.
- (ii) Details of any other works undertaken on any tree to be retained or within TPZ/s.
- (iii) Documentary evidence of compliance with tree protection and measures (including photographs and site notes).

#### **(11) HERITAGE INTERPRETATION PLAN**

- (a) A heritage interpretation plan for the College must be submitted to and approved by Council, prior to any works commencing in relation to development arising from the approved Masterplan.
- (b) The interpretation plan must detail how information on the history and significance of the College will be provided for the staff and students of the College and general public, and make recommendations regarding public accessibility, signage and lighting. Public art, details of the heritage design, the display of selected artefacts are some of the means that can be used.
- (c) The plan is to specifically address the historic functions of the buildings proposed to be demolished, including Angus Hall, the Gymnasium, Laboratory and Principal's Residence, as well as the multi-purpose courts.
- (d) The plan is to show the location, type, materials and contents of the interpretation proposed, and this is to be prepared by a suitably qualified and experienced heritage practitioner.
- (e) The plan is to indicate the staging of the implementation of the interpretation which is to relate to the order of the development of the approved masterplan.

#### **(12) PHOTOGRAPHIC ARCHIVAL DOCUMENTATION (MINOR WORKS)**

Prior to demolition, an archival photographic recording of the Angus Hall Gymnasium, Laboratory and Principal's Residence is to be prepared to Council's satisfaction. The recording may be in either digital or film-based form, or a combination of both, prepared in accordance with the NSW Heritage Division of the Department of Environment and Heritage guidelines titled "Photographic Recording of Heritage Items using Film or Digital Capture". One copy of the record is to be submitted to Council to be lodged with Council's Archives.

The form of the recording is to be as follows:

- (a) In A4 format, placed in archival plastic sleeves in an appropriate archival folder.
- (b) The Development Application number must be noted on the front of the folder and in the report.



- (c) Include a summary report detailing the project description, date and authorship of the photographic record, method of documentation and limitations of the photographic record.
- (d) Each negative, slide or digital image is to be cross referenced to a photographic catalogue and photographic base plans.
- (e) Include written confirmation, issued with the authority of both the applicant and the photographer that the City of Sydney is granted a perpetual non-exclusive licence to make use of the copyright in all images supplied, including the right to make copies available to third parties as though they were Council images. The signatures of both the applicant and the photographer must be included.

A digital based recording is to include:

- (f) CD or DVD containing the report in PDF format and the electronic images saved as JPEG, TIFF or PDF files and cross referenced to the digital catalogue sheets and base plans.

A film based recording is to include:

- (g) 35mm film images submitted as contact sheets with equivalent negatives, a selection of black and white prints 200 x 250mm, and 35mm colour transparencies, all labelled and cross-referenced to the catalogue sheets and base plans.

### **(13) LAND CONTAMINATION – DETAILED SITE ASSESSMENT**

A Detailed Environmental Site Assessment (DESA) must be carried out of the site in accordance with relevant NSW EPA Guidelines and the recommendation given in the Letter of Interim Advice, prepared by Michael Hayter, Dated 15th August 2014. The DESA must be submitted to the City's Area Planning/Health and Building Manager for written approval and confirm that the site is not subject to any level of contamination that would require remediation and that the site is suitable for the proposed development use.

The DESA must be submitted prior to the lodgement of any Stage 2 Development Application.

### **(14) LAND CONTAMINATION – REMEDIATION ACTION PLAN**

Where the Detailed Environmental Site Assessment concludes that the site requires remediation in order to make the site suitable for the proposed use, a Remediation Action Plan (RAP) must be obtained from a suitably qualified Environmental Consultant experienced in land contamination and New South Wales legislation including the Contaminated Land Management Act 1997 and EPA contaminated land guidelines. The RAP must be submitted to the City's Area Planning/Health and building Manager for approval.

The site must be remediated in accordance with the RAP approved in writing by the City's Area Planning/Health and Building Manager.

Any variations to the approved Remediation Action Plan must be approved in writing by the City prior to the commencement of such work.

Note: The City has the right to request that the RAP be peer reviewed by a NSW EPA accredited Site Auditor and include a statement certifying that the RAP is practical and the site will be suitable after remediation for the proposed use before approval of the submitted RAP is given. On completion of the remediation works and prior to Occupation Certificate a Site Audit Statement will be requested from the Site Auditor confirming that the site is suitable for the proposed use.

#### **(15) LAND CONTAMINATION - SITE VALIDATION**

A Site Validation Report is to be forwarded to City's Area Planning/Health and Building Manager for written approval prior to the lodgement of any Stage 2 Development Application.

The validation report is to be prepared by a suitably qualified environmental consultant with experience in land contamination and New South Wales EPA contaminated land legislation and guidelines including the Contaminated Land Management Act 1997. The report is to satisfactorily document the following:

- (a) The extent of validation sampling, and the results of the validation testing.
- (b) That the remediation and validation of the site has been undertaken in accordance with any approved Remedial Action Plan.'
- (c) That the site is suitable for the proposed use.

#### **(16) SITE AUDIT STATEMENT**

The City has the right to request that the Remediation Action Plan be peer reviewed by a NSW EPA accredited Site Auditor and include a statement certifying that the RAP is practical and the site will be suitable after remediation for the proposed use.

In such cases and on completion of the remediation works/prior to Occupation Certificate a Site Audit Statement must be obtained from the appointed NSW EPA accredited Site Auditor and be forwarded to City's Area Planning/Health and building Manager for written approval confirming that the site is suitable for the proposed use.

#### **(17) ASSOCIATED ROADWAY COSTS**

All costs associated with the construction of any new road works including kerb and gutter, road pavement, drainage system and footway shall be borne by the developer. The new road works must be designed and constructed in accordance with the City's "Development Specification for Civil Works Design and Construction".

#### **(18) VEHICLE FOOTWAY CROSSING**

A separate application is to be made to, and approved by, Council for the construction of any proposed vehicle footway crossing or for the removal of any existing crossing and replacement of the footpath formation where any such crossings are no longer required.

All disused or redundant vehicle crossings and laybacks must be removed and footway, kerb, gutter and road restoration reinstated in accordance with Council's standards, to suit the adjacent finished footway and edge treatment materials, levels and details, or as otherwise directed by Council officers. All construction and replacement works are to be completed in accordance with the approved plans prior to the issue of an Occupation Certificate.

Note: In all cases the construction materials should reinforce the priority of pedestrian movement over that of the crossing vehicle.

#### **(19) FOOTPATH DAMAGE BANK GUARANTEE**

A Footpath Damage Bank Guarantee calculated on the basis of the lineal metres of the site frontage will be required as part of any Stage 2 Development Applications. The Footpath Damage Bank Guarantee must be submitted as an unconditional bank guarantee in favour of Council as security for repairing any damage to the public domain in the vicinity of the site.

The guarantee must be lodged with Council prior to issue of a Construction Certificate for the relevant Stage 2 application.

The Bank Guarantee will be retained in full until the final Occupation Certificate has been issued and any rectification works to the footway and Public Domain are completed to Council's satisfaction. On satisfying the above requirements 90% of the total securities will be released, with the remaining 10% to be retained for the duration of the 12 months Defect Liability Period.

#### **(20) NOISE - GENERAL**

(a) The emission of noise associated with the use of the premises including the operation of any mechanical plant and equipment shall comply with the following:

- (i) The  $L_{Aeq, 15 \text{ minute}}$  noise level emitted from the use must not exceed the project specific noise level for that receiver as determined in accordance with the *NSW Industrial Noise Policy*. Noise must be measured in accordance with the Industrial Noise Policy and relevant requirements of Australian Standard AS 1055-1997 Acoustics – Description and measurement of environmental noise.
- (ii) Project specific noise levels shall be determined by establishing the existing environmental noise levels, in complete accordance with the assessment  $L_{A90, 15 \text{ minute}}$  / rating  $L_{A90, 15 \text{ minute}}$  process to be in accordance with the requirements for noise monitoring listed in the *NSW Industrial Noise Policy* and relevant requirements of Australian Standard AS1055-1997 Standard AS 1055-1997 Acoustics – Description and measurement of environmental noise.
- (iii) Modifying factors in Table 4.1 of the *NSW Industrial Noise Policy* are applicable.

- (b) An  $L_{Aeq,15 \text{ minute}}$  noise level emitted from the use must not exceed the  $L_{A90, 15 \text{ minute}}$  noise level by more than 3dB in any Octave Band Centre Frequency (31.5 Hz to 8 kHz inclusive) when assessed inside any habitable room of any affected residence or commercial premises provided that;
- (i) Where the  $L_{A90, 15 \text{ minute}}$  noise level is below the threshold of hearing,  $T_f$  at any Octave Band Centre Frequency as defined in Table 1 of International Standard ISO 226 : 2003- Normal Equal-Loudness-Level Contours then the value of  $T_f$  corresponding to that Octave Band Centre Frequency shall be used instead.
  - (ii) The  $L_{Aeq,15 \text{ minute}}$  noise level and the  $L_{A90,15 \text{ minute}}$  noise level shall both be measured with all external doors and windows of the affected residence closed;
  - (iii) The relevant background noise level ( $L_{A90, 15 \text{ minute}}$ ) is taken to mean the day, evening or night rating background noise level determined in complete accordance with the methodology outlined in the *NSW Industrial Noise Policy* and Australian Standard AS1055.1997 Acoustics – Description and measurement of environmental noise.
  - (iv) Background noise shall be established in the absence of all noise emitted from the use but with the ventilation equipment normally servicing the affected residence operating. Background noise measurements are to be representative of the environmental noise levels at the affected location.
  - (v) Modifying factors in Table 4.1 of the *NSW Industrial Noise Policy* are applicable. Internal Noise measurements are not to be corrected for duration.

## (21) SYDNEY WATER REQUIREMENTS

### Servicing Brief

- (a) The developer is required to submit a preliminary Water & Wastewater Requirements servicing Brief.
- (b) The servicing brief must describe the ultimate and any staged interim servicing strategy detailing the water and wastewater requirement of the existing Sydney Water infrastructure. These details will include the proposed connection points to the water/wastewater system and demand on the water and wastewater network. Where the developer is adopting alternate water sources the supplier of last resort must be nominated.
- (c) Water demands must be based on the Water Supply Code of Australia (Sydney Water Edition WSA 03-2002). Where the developer is adopting alternate water sources for non-potable use that will reduce the standard design demand rates, they must provide the adopted operational and design criteria. The designer must supply the calculations broken up by land-use type i.e. commercial, residential etc. and include any back-up to the proposed recycling/reuse on site.

- (d) Water demands for the ultimate and interim stages must be specified as:
  - (i) Average Demand
  - (ii) Maximum Demands
  - (iii) Peak Demand
  - (iv) Proposed usage patter
- (e) Wastewater discharge must be based on the Sewage Code of Australia (Sydney Water Edition WSA 02-2002). The designer shall estimate the equivalent population to be discharged from the development by land use and include any back-up to the proposed recycling/reuse facility onsite.
- (f) If the developer proposes to connect to Sydney Water's system via a private pump to sewer they must specify proposed discharge flow rates under the interim and ultimate conditions.

#### **Stormwater**

- (g) Reference is made to the Item 2.3 (Building Over Stormwater) and the Appendix B (Sydney Water Letter) of the report titled "DA Report for Hydraulic and Fire Service Infrastructure" dated 4 September 2013 by Donnelley Simpson Cleary Consulting Engineers. All the proposed work within the zone of influence of the Sydney Water stormwater channel is to be in accordance with the above documents.

### **(22) AUSGRID REQUIREMENTS**

Provision of multiple electrical substations may be required as part of Stage 2 development applications.

## **SCHEDULE 1B**

### **Prior to Construction Certification/Commencement of Work/Health and building**

**Note:** Prior to the issue of the Construction Certificate, sufficient information must be forwarded to the certifying authority (whether Council or a private accredited certifier) illustrating compliance with the relevant requirements of the building Code of Australia (and a copy forwarded to Council where Council is not the certifying authority). If Council is to be the certifying authority, please contact the building Unit to discuss the requirements prior to submission of the application for construction certificate.

### **(23) PHYSICAL MODELS**

- (a) Prior to works commencing, an accurate 1:500 scale model of the approved development must be submitted to Council for the City Model in Town Hall House; and

Note:

- (i) The models must be constructed in accordance with the Model Specifications available online at <http://www.cityofsydney.nsw.gov.au/development/application-guide/application-process/model-requirements> Council's modelers must be consulted prior to construction of the model.
- (ii) The models are to comply with all of the conditions of the Development Consent.
- (iii) The models must be amended to reflect any further modifications to the approval (under section 96 of the *Environmental Planning and Assessment Act*) that affect the external appearance of the building.

**(24) ELECTRONIC CAD MODEL**

- (a) Prior to works commencing an accurate 1:1 electronic CAD model of the approved development must be submitted to Council for the electronic Visualisation City Model.
- (b) The data required to be submitted within the surveyed location must include and identify:
  - (i) building design above and below ground in accordance with the development consent;
  - (ii) all underground services and utilities, underground structures and basements, known archaeological structures and artefacts;
  - (iii) a current two points on the site boundary clearly marked to show their Northing and Easting MGA (Map Grid of Australia) coordinates, which must be based on Established Marks registered in the Department of Lands and Property Information's SCIMS Database with a Horizontal Position Equal to or better than Class C.

The data is to be submitted as a DGN or DWG file on a Compact Disc. All modelling is to be referenced to the Map Grid of Australia (MGA) spatially located in the Initial Data Extraction file.

- (c) The electronic model must be constructed in accordance with the City's 3D CAD electronic model specification. The specification is available online at <http://www.cityofsydney.nsw.gov.au/development/application-guide/application-process/model-requirements>. Council's Modelling staff should be consulted prior to creation of the model. The data is to comply with all of the conditions of the Development Consent.

**(25) DEMOLITION, EXCAVATION AND CONSTRUCTION NOISE AND VIBRATION MANAGEMENT PLAN**

All works conducted on site that form part of this development must be carried out in accordance with the acoustic report prepared by Resonate Acoustics, Reference S13043RP1 dated 4th of November 2013.

**(26) CONSTRUCTION TRAFFIC MANAGEMENT PLAN**

A Construction Traffic Management Plan must be submitted to and approved by Council prior to any works commencing.

**(27) ALIGNMENT LEVELS – MINOR DEVELOPMENT**

- (a) Prior to a Construction Certificate being issued, footpath alignment levels for the building must be submitted to Council for approval. The submission must be prepared by a Registered Surveyor and must be in accordance with the City of Sydney's Public Domain Manual.
- (b) These alignment levels, as approved by Council, are then to be incorporated into the plans submitted with the application for a Construction Certificate, excluding a Construction Certificate for approved preparatory, demolition or shoring work.

**(28) PUBLIC DOMAIN PLAN**

Public Domain Plan must be prepared by an architect, urban designer or landscape architect and must be lodged with any Stage 2 development application which will have an impact on the public domain.

The Public Domain Plan must be prepared in accordance with the City of Sydney's Public Domain Manual. The works to the public domain are to be completed in accordance with the approved plan and the Public Domain Manual before any Occupation Certificate is issued in respect of the development or before the use commences, whichever is earlier.

Note: A Public Domain Works Guarantee deposit will be required for the public domain works, in accordance with the City of Sydney's adopted fees and charges and the Public Domain Manual. The Public Domain Works Guarantee must be submitted as an unconditional bank guarantee in favour of Council as security for completion of the obligations under this consent.

Council's Public Domain section must be contacted to determine the guarantee amount prior to lodgement of the guarantee. The guarantee must be lodged with Council prior to a Road Opening Permit for works on the public way being issued.

The Bank Guarantee will be retained in full until all Public Domain works are completed and the required certifications, warranties and works-as-executed documentation are submitted and approved by Council in writing. On satisfying the above requirements, 90% of the total securities will be released. The remaining 10% will be retained for the duration of the specified Defects Liability Period.

**(29) STORMWATER AND DRAINAGE - MAJOR DEVELOPMENT**

- (a) Prior to a Construction Certificate being issued, details of the proposed stormwater disposal and drainage from the development including a system of on-site stormwater detention in accordance with Council's standard requirements and details of the provision and maintenance of overland flow paths must be submitted to and approved by Council. All approved details for the disposal of stormwater and drainage are to be implemented in the development.
- (b) Any proposed connection to the Council's underground drainage system will require the owner to enter into a Deed of Agreement with the Council and obtain registration on Title of a Positive Covenant prior to Construction Certificate being issued and prior to the commencement of any work within the public way.
- (c) The requirements of Sydney Water with regard to the on site detention of stormwater must be ascertained and complied with. Evidence of the approval of Sydney Water to the on-site detention must be submitted prior to a Construction Certificate being issued.
- (d) An "Application for Approval of Stormwater Drainage Connections" must be submitted to the Council with the appropriate fee at the time of lodgement of the proposal for connection of stormwater to the Council's drainage system.
- (e) A Positive Covenant must be registered on the title for all drainage systems involving On-site Detention (OSD) to ensure maintenance of the approved OSD system regardless of the method of connection.

**(30) ASBESTOS REMOVAL WORKS**

- (a) All works removing asbestos containing materials must be carried out by a suitably licensed asbestos removalist duly licensed with WorkCover NSW, holding either a Friable (Class A) or a Non- Friable (Class B) Asbestos Removal Licence which ever applies.
- (b) Five days prior to the commencement of licensed asbestos removal, WorkCover must be formally notified of the works. All adjoining properties and those opposite the development must be notified in writing of the dates and times when asbestos removal is to be conducted. The notification is to identify the licensed asbestos removal contractor and include a contact person for the site together with telephone number and email address.
- (c) All works must be carried out in accordance with the *Work Health and Safety Regulation 2011* and the NSW Government and WorkCover document entitled *How to manage and control asbestos in the work place: Code of Practice (NSW WorkCover)* and the *City of Sydney Managing Asbestos Policy*.



- (d) The asbestos removalist must use signs and barricades to clearly indicate the area where the asbestos removal work is being performed. Signs must be placed in positions so that people are aware of where the asbestos removal work area is and should remain in place until removal is completed and clearance to reoccupy has been granted. Responsibilities for the security and safety of the asbestos removal site and removal work area should be specified in the asbestos removal control plan (where required). This includes inaccessible areas that are likely to contain asbestos.
- (e) Warning signs must be placed so they inform all people nearby that asbestos removal work is taking place in the area. Signs should be placed at all of the main entry points to the asbestos removal work area where asbestos is present. These signs should be weatherproof, constructed of light-weight material and adequately secured so they remain in prominent locations. The signs should be in accordance with AS 1319-1994 Safety signs for the occupational environment for size, illumination, location and maintenance.
- (f) Asbestos to be disposed of must only be transported to waste facilities licensed to accept asbestos. The names and location of these facilities are listed in Appendix F of the City of Sydney's Managing Asbestos Guidelines.
- (g) No asbestos products are to be reused on the site (i.e. packing pieces, spacers, formwork or fill etc).
- (h) No asbestos laden skips or bins are to be left in any public place without the approval of Council.
- (i) A site notice board must be located at the main entrance to the site in a prominent position and must have minimum dimensions of 841mm x 594mm (A1) with any text on the notice to be a minimum of 30 point type size.

The site notice board must include the following:

- (i) contact person for the site;
- (ii) telephone and facsimile numbers and email address; and
- (iii) site activities and time frames.

### **(31) HAZARDOUS AND INDUSTRIAL WASTE**

Hazardous and/or industrial waste arising from the demolition/operational activities must be removed and/or transported in accordance with the requirements of the NSW Work Cover Authority pursuant to the provisions of the following:

- (a) *Protection of the Environment Operations Act 1997.*
- (b) *Protection of the Environment Operations (Waste) Regulation 2005.*
- (c) *Waste Avoidance and Resource Recovery Act 2001.*

- (d) *Work Health and Safety Act 2011.*
- (e) *Work Health and Safety Regulation 2011.*

**(32) BARRICADE PERMIT**

Where construction/building works require the use of a public place including a road or footpath, approval under Section 138 of the Roads Act 1993 for a Barricade Permit is to be obtained from Council prior to the commencement of work. Details of the barricade construction, area of enclosure and period of work are required to be submitted to the satisfaction of Council.

**(33) ROAD OPENING PERMIT**

A separate Road Opening Permit under Section 138 of the Roads Act 1993 must be obtained from Council prior to the commencement of any:

- (a) Excavation in or disturbance of a public way, or
- (b) Excavation on land that, if shoring were not provided, may disturb the surface of a public road (including footpath).

**(34) APPLICATION FOR HOARDINGS AND SCAFFOLDING ON A PUBLIC PLACE**

- (a) A separate application under Section 138 of the *Roads Act 1993* is to be made to Council to erect a hoarding and/or scaffolding (temporary structures) in a public place.
- (b) Where a consent is granted allowing the placement of temporary structures in a public place the structures must comply fully with Council's *Policy for the Design of Construction Hoardings* and the conditions of any consent granted including:
  - (i) maintaining a current and valid consent for the full duration that the temporary structures are installed in the public place (Section 139, *Roads Act 1993*);
  - (ii) bill posters and graffiti being removed within 24 hours of their placement (Clause 3.1);
  - (iii) maintaining temporary structures in a clean and tidy condition including repainting where directed by an authorised officer of Council (Clause 3.1);
  - (iv) hoarding site fences complying with Clause 3.3 - Element 3;
  - (v) site sheds on decks of Type B hoardings being fully screened from the public place (Clause 3.3 - Element 5); and
  - (vi) providing and maintaining operational artificial lighting systems under Type B hoardings (Clause 3.3 – Element 9).

**SCHEDULE 1C****During Construction/Prior to Occupation/Completion****(35) HOURS OF WORK AND NOISE – OUTSIDE CBD**

The hours of construction and work on the development must be as follows:

- (a) All work, including building/demolition and excavation work, and activities in the vicinity of the site generating noise associated with preparation for the commencement of work (eg. loading and unloading of goods, transferring of tools etc) in connection with the proposed development must only be carried out between the hours of 7.30am and 5.30pm on Mondays to Fridays, inclusive, and 7.30am and 3.30pm on Saturdays, with safety inspections being permitted at 7.00am on work days, and no work must be carried out on Sundays or public holidays.
- (b) All work, including demolition, excavation and building work must comply with the *City of Sydney Code of Practice for Construction Hours/Noise 1992* and Australian Standard 2436 - 1981 *Guide to Noise Control on Construction, Maintenance and Demolition Sites*.

Note: The *City of Sydney Code of Practice for Construction Hours/Noise 1992* allows extended working hours subject to the approval of an application in accordance with the Code and under Section 96 of the *Environmental Planning and Assessment Act 1979*.

**(36) NOTIFICATION OF EXCAVATION WORKS OR USE OF HIGH NOISE EMISSION APPLIANCES/PLANT**

The immediately adjoining neighbours must be given a minimum of 48 hours notice that excavation, shoring or underpinning works or use of high noise emission appliances / plant are about to commence.

**(37) USE OF HIGH NOISE EMISSION APPLIANCES / PLANT**

- (a) The operation of high noise emission appliances, plant and/or machinery such as pile – drivers, rock breakers and hydraulic hammers and those which are not listed in Groups B, C, D, E or F of Schedule 1 of the *City of Sydney Code of Practice for Construction Hours/Noise 1992* and Australian Standard 2436-2010 *Guide to Noise Control on Construction, Maintenance and Demolition Sites* is restricted to the hours of (EHO to specify hours)
- (b) All reasonable and feasible steps must be undertaken to ensure that the work, including demolition, excavation and building complies with the *City of Sydney Code of Practice for Construction Hours/Noise 1992* and Australian Standard 2436- 2010 *Guide to Noise Control on Construction, Maintenance and Demolition Sites*.

**(38) COVERING OF LOADS**

All vehicles involved in the excavation and/or demolition process and departing the property with demolition materials, spoil or loose matter must have their loads fully covered before entering the public roadway.

**(39) EROSION AND SEDIMENT CONTROL**

The Soil and Water Management Plan (SWMP) or Erosion and Sediment Control Plan (ESCP) which has been approved by the Principal Certifying Authority must be implemented in full during the construction period.

During the construction period;

- (a) erosion and sediment controls must be regularly inspected, repaired and maintained in working order sufficient for a 10 year Average Recurrence Interval (ARI) rainfall event;
- (b) erosion and sediment control signage available from Council must be completed and attached to the most prominent structure visible at all times when entering the site for the duration of construction; and
- (c) building operations and stockpiles must not be located on the public footway or any other locations which could lead to the discharge of materials into the stormwater system.

**(40) VEHICLE CLEANSING**

Prior to the commencement of work, suitable measures are to be implemented to ensure that sediment and other materials are not tracked onto the roadway by vehicles leaving the site. It is an offence to allow, permit or cause materials to pollute or be placed in a position from which they may pollute waters.

**(41) LOADING AND UNLOADING DURING CONSTRUCTION**

The following requirements apply:

- (a) All loading and unloading associated with construction activity must be accommodated on site.
- (b) If, during excavation, it is not feasible for loading and unloading to take place on site, a Works Zone on the street may be considered by Council.
- (c) A Works Zone may be required if loading and unloading is not possible on site. If a Works Zone is warranted an application must be made to Council at least 8 weeks prior to commencement of work on the site. An approval for a Works Zone may be given for a specific period and certain hours of the days to meet the particular need for the site for such facilities at various stages of construction. The approval will be reviewed periodically for any adjustment necessitated by the progress of the construction activities.

- (d) In addition to any approved construction zone, provision must be made for loading and unloading to be accommodated on site once the development has reached ground level.
- (e) The structural design of the building must allow the basement and/or the ground floor to be used as a loading and unloading area for the construction of the remainder of the development.
- (f) Where hoisting activity over the public place is proposed to be undertaken including hoisting from a Works Zone, a separate approval under Section 68 of the Local Government Act 1993 must be obtained.

**(42) NO OBSTRUCTION OF PUBLIC WAY**

The public way must not be obstructed by any materials, vehicles, refuse, skips or the like, under any circumstances. Non-compliance with this requirement will result in the issue of a notice by Council to stop all work on site.

**SCHEDULE 2**

**The prescribed conditions in accordance with Clause 98 of the Environmental Planning and Assessment Regulation 2000 apply to the development.**

## BACKGROUND

### The Site and Surrounding Development

1. St Andrew's College (the College) is a heritage listed residential college established in 1867 and currently accommodates 285 students. The site is irregular in shape, with area of approximately 40,400m<sup>2</sup> and is bound by Carillon Avenue to the south, Missenden Road to the west, Royal Prince Alfred Hospital (RPAH) and Cadigal Lane to the north and Western Avenue to the east.
2. The College is located in the south-west corner of the Camperdown campus of the University of Sydney, however it occupies its own independent of university ownership. The site is legally described as Lot 1 in DP 137172.
3. The principal building onsite is the Main building, a three storey sandstone building with tower, elaborate roofscape and two minor towers with fleches. The Main building is a fine example of a 19th Century Institutional Gothic Revival style building and is a landmark of the University grounds and the local area. Wing additions executed in stone are located to the side and rear of the building, and a large dining hall addition with a rendered finish fronts Missenden Road.
4. This main building fronts a raised terrace that overlooks the College grounds. Leading from the Main building is a stone path that terminates at the north western corner of the oval. Two multi-purpose courts are located to the north of the stone path.
5. The oval is located in the centre of the site, which is the low point of its topography. Falling grassed embankments lead from the Main building to the oval. Two modern buildings are located on these embankments, the Reid building (1953) and Thyne building (1964), three and five storeys respectively. The Thyne building, along with the southern additions to the Main building, including the Carillon building completed in 2006, loosely recreate an eastern courtyard, which is accessed from the main entrance on Carillon Avenue.
6. On the opposite side of the oval from the Main building is a two storey Edwardian Principal's Lodge, now called the Harper building (1904) with a theological hall addition, Gillespie Hall, a single storey red brick building with terracotta tiled roof (1931). Two other buildings were added to this area in the 1960s. A modernised single storey lodge for the Principal, and a theological teaching room, called Angus Hall.
7. The site also contains a small Edwardian Laboratory (1914) and gymnasium building (1919) located between the oval and the multi-purpose courts. At the south eastern corner of the site is a small 1920s gate lodge, known as the Groundsman's Cottage. It is a Georgian Revival style single storey red brick building with a hipped terracotta tiled roof.
8. At grade parking for 113 cars is located on site, accessed from Western Avenue, Carillon Avenue and Missenden Road. An underground parking area located below the oval and accessed via Cadigal Avenue is used by the University of Sydney.
9. Approximately 223 trees exist on the site, a number of which are listed on the Significant Tree Register.

10. The site is a locally listed heritage item under SLEP 2012 (I46, St Andrew's College, University of Sydney including main building and interior, quadrangle and grounds). The site is also located within the University of Sydney Conservation Area (C5).
11. Surrounding land uses are educational, health, residential and commercial. The RPAH is located directly north of the site. A driveway to RPAH, Gloucester Drive, runs along the northern boundary of the site. Surrounding land uses to the south include the RPAH Medical Centre, Sydney University Student Village and Newtown North Public School. The Women's College, Wesley College and St Paul's College (all within the University of Sydney) are to the east, beyond Western Avenue. The Chris O'Brien Lifehouse is to the west of the site, beyond Missenden Road. Residential uses not affiliated with the University also surround the site in the form of residential flat buildings and single dwellings.
12. The College is located close to public transport, with bus services operating along Missenden Road, Parramatta Road and King Street, as well as trains services from the Macdonaldtown, Newtown and Redfern train stations.
13. Photos of the site and surrounds are provided below:



Figure 1: Aerial image of subject site and surrounding area



Figure 2: Existing buildings



Figure 3: Main building viewed from the oval looking west





**Figure 4:** View east looking from the Main building forecourt towards the oval



**Figure 5:** Looking south along the Main building forecourt



**Figure 6:** Northern elevation of Main building viewed from the north eastern corner of the site



**Figure 7:** Western elevation of Main building dining hall, from Missenden Road looking south



**Figure 8:** View of Main building Sulman and Vaucluse Wings from Missenden Road looking east



**Figure 9:** View towards Sulman Wing of Main building from Missenden Road looking north. The Chris O'Brien Lifehouse building is located on the western side of Missenden Road.



**Figure 10:** View of Carillon building from Carillon Avenue looking east



**Figure 11:** Reid (L) and Thyne (R) buildings looking south west



**Figure 12:** Multi-purpose courts and gymnasium building looking north, with RPAH campus buildings in the background



**Figure 13:** Multi-purpose courts looking north towards Main building and Chris O'Brien Lifehouse building in the background



**Figure 14:** View of Harper building (L) and Angus Hall (R) looking north



**Figure 15:** Existing Principals residence looking south east



**Figure 16:** View looking west from the northern edge of the oval with existing Sydney University buildings and Cadigal Lane to the north



**Figure 17:** Gatehouse and Western Avenue entry located in the south eastern corner of the site

**PROPOSAL**

14. The application seeks consent for the Stage 1 campus masterplan proposal including site layout and building envelopes for new and existing buildings, demolition, tree removal, landscaping and other site works. The application proposes the following:
- (a) up to 600 student and resident fellow rooms, comprising up to 327 new and 273 existing rooms;
  - (b) a total gross floor area of 29,862m<sup>2</sup> (an increase of 18,860m<sup>2</sup> above the existing 11,002m<sup>2</sup>);
  - (c) a total of 159 car parking spaces comprising 154 basement spaces and 5 at grade spaces (a net increase of 46 spaces); and
  - (d) landscape masterplan works including:
    - (i) removal and replacement of 118 existing trees with 123 newly planted trees, resulting in a net increase of 5 trees over the site;
    - (ii) removal of the existing stone path and replacement with a new treed pedestrian path to reinstate the axial path from the Main building to the University of Sydney Quadrangle;
    - (iii) extension of the Main building forecourt, including relocation of the existing stone stairs;
    - (iv) relocation of the existing multi-purpose courts (including associated fencing and lighting) to The Glen; and
    - (v) new planting and other landscaping throughout the site including improved entry and courtyard spaces, improvements to the Missenden Road streetscape, green walls and a green roof to the East building, oval upgrade and external lighting to pathways and the public domain.
15. Proposed building envelopes accommodate the following new buildings and additions:
- (a) a new 6/7 storey East building located in the south eastern corner of the site;
  - (b) a new 3/7 storey North building, incorporating a 5,193m<sup>2</sup> Health Services Facility, located in the north western corner of the site;
  - (c) a new 3 storey Multi-Purpose building located in the south western corner of the site;
  - (d) a new 3 storey Principals Residence in the same location as the existing residence;
  - (e) alterations and additions to the existing Reid building to add an additional 3 storeys above the existing 3 storeys;
  - (f) a new 6 storey Reid Thyne Link building;



- (g) adaption and use of the existing Gillespie Hall as a café and/or teaching space; and
  - (h) alterations to the Main building, including reconstruction of the central tower.
16. Works are proposed to be completed in stages over a period of 5 to 10 years. Stage 2 Development Applications will be submitted for the detailed design of the buildings.
17. The proposal was amended to address concerns of Council officers relating to the bulk and scale of the North building and relocation of the multi-purpose courts. A number of concerns raised by Council officers have not been addressed, including realignment of the axis path and associated removal of significant trees. These concerns have been resolved by way of recommended conditions requiring design modifications to the proposed landscape masterplan.
18. Architectural plans and landscape plans are provided in Attachment A and B respectively. The proposed Stage 1 Masterplan is shown below.



Figure 18: Proposed Masterplan



**Figure 19:** Model of proposed Masterplan, view west



**Figure 20:** Model of proposed Masterplan, view north

### **HISTORY RELEVANT TO THE DEVELOPMENT APPLICATION**

19. On 18 May 2005 D/2004/603 approved the construction of a new five storey student accommodation wing containing 35 rooms connecting the Main building and the Thyne building, and associated landscaping works including removal of 9 trees. A number of subsequent modifications have been made to this approval.

**ECONOMIC/SOCIAL/ENVIRONMENTAL IMPACTS**

20. The application has been assessed under Section 79C of the Environmental Planning and Assessment Act 1979, including consideration of the following matters:

- (a) Environmental Planning Instruments and DCPs.

**State Environmental Planning Policy No 55—Remediation of Land**

21. The aim of SEPP 55 is to ensure that a change of land use will not increase the risk to health, particularly in circumstances where a more sensitive land use is proposed.
22. A Stage 1 Environmental Site Assessment, prepared by EIS Pty Ltd, dated 4 November 2013 and a Letter of Interim Advice prepared by NSW EPA accredited Site Auditor Michael Hayter, dated 15 August 2014 was submitted with the development application. The Letter of Interim Advice concluded that the site is capable of being made suitable for the proposed development, subject to carrying out a Stage 2 Environmental Site Assessment and remediation if required.
23. Council's Health Unit is satisfied that subject to conditions, the site can be made suitable for the proposed use. Appropriate contamination conditions have been recommended.

**State Environmental Planning Policy No 65—Design Quality of Residential Flat Development**

24. SEPP 65 provides that in determining an application for a residential flat development of three or more floors and containing four or more apartments, that the consent authority take into consideration a number of matters relating to design quality, including 10 design quality principles.
25. SEPP 65 applies to the subject development because the majority of the buildings are over 3 storeys in height and contain 4 or more self-contained dwellings. Notwithstanding this, many of the amenity measures within the SEPP and Residential Flat Design Code are designed in relation to residential apartments providing permanent accommodation. Student accommodation provides a short term form of residential accommodation and its characteristics differ somewhat from residential apartments. This has been taken into consideration in relation to the assessment of the proposal against the provisions of the SEPP.
26. Further, due to the conceptual nature of a Stage 1 application, a detailed assessment against SEPP 65 and the Residential Flat Design Code within the scope of student accommodation can only be made when the future Stage 2 DA is submitted. Notwithstanding, a limited assessment is provided below where it is concluded that the proposed building envelopes are acceptable when considered against the design quality principles.

- (a) **Principle 1, 2 and 3:** Context, Scale and Built Form

The proposed development, as amended, generally responds to the context of the area and the setting of the original college building.

The bulk and scale of the amended proposal is considered to be generally acceptable in the context of the streetscape and adjoining heritage buildings.

Amendments to the Health Services Facility portion of the North building have improved the building's appearance and provided a more sympathetic scale when viewed from Missenden Road. This building envelope has been amended to respond to the proportions, setbacks and architecture of the Main building and the adjoining Fairfax building located on the RPAH campus.

Some concern is raised with regard to the future building envelope of the Multi-Purpose Building located at the corner of Missenden Road and Carillion Avenue, however this is discussed in further detail at the Issues section. Refer to the Issues section of this report for a detailed discuss on height, bulk and scale of the proposed envelopes.

(b) **Principle 4: Density**

While FSR controls do not apply to the site, the overall development is able to be accommodated with the College grounds with acceptable impacts.

(c) **Principle 5: Resource, energy and water efficiency**

Stage 2 development applications for residential development (Principals Residence) will need to comply with BASIX requirements, and student housing will be subject to assessment under Section J of the BCA.

(d) **Principle 6: Landscape**

The proposed development has been accompanied by a landscape masterplan that comprises substantial alterations to the existing landscape. While aspects of the landscaped masterplan are supported, conditions are recommended relating to tree removal and realignment of the axial path. This issue is discussed in detail in the Issues section of this report.

(e) **Principle 7: Amenity**

Indicative floor plans indicate the building will be capable of complying with minimum room sizes for student accommodation, and building envelopes generally comply with the maximum building width of 18m. A detailed assessment of amenity issues, including visual and acoustic privacy, cross ventilation and solar access will be undertaken as part of the Stage 2 Development Applications for each building.

(f) **Principle 8: Safety and Security**

Details of passive surveillance, building/basement access and security and use and management of internal common areas will be fully considered as part of the future Stage 2 Development Applications, including the provision of comprehensive security plans for each of the buildings.

(g) **Principle 9: Social Dimensions**

Indicative floor plans show a range of accommodation will be provided, including dormitory style accommodation, self-contained studios and shared apartments. The range of accommodation types and sizes will increase the range of quantum of student accommodation at the university for undergraduate and postgraduate students, as well as academics and family members.

(h) **Principle 10: Aesthetics**

The design of the buildings will be subject to Stage 2 Development Application approvals. The Stage 2 development application for the North building will be subject to a competitive design process, pursuant to Clause 6.21(5) as the proposed building envelope exceeds 25m in height.

The applicant has advised that a competitive design process will be undertaken for the Multi-Purpose building in order to ensure that design excellence is met.

27. The development is considered generally acceptable when assessed against the above stated principles and the SEPP generally, which are replicated largely within Council's planning controls.

**State Environmental Planning Policy (Infrastructure) 2007**

28. The aims of the SEPP include providing greater flexibility in the location of infrastructure and service facilities, to identify matters for consideration in the assessment of developments adjacent to particular types of infrastructure development, and to require consultation with the relevant public authorities.

*Clause 57*

29. Clause 57(1) of the SEPP permits with consent the development of a health services facility (by any person) on land in a prescribed zone.

30. A health services facility is defined under Clause 56 of the SEPP as follows:

*“means a facility used to provide medical or other services relating to the maintenance or improvement of the health, or the restoration to health, of persons or the prevention of disease in or treatment of injury to persons...”*

31. The College has advised that they are currently in negotiation to secure a medical research/educational occupant for the facility. As the site is in Zone SP2 – Educational Establishment (a prescribed zone), the proposed Health Services Facility is permitted with consent under the SEPP.

*Clause 101*

32. The application was referred to the Roads and Maritime Service (RMS) as the site has frontage to Missenden Road, which is a classified road in some parts. RMS raised no objection to the proposal, as this section of Missenden Road is not a classified road. A number of advisory comments were provided by RMS, which have been included as conditions.

**Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (Deemed SEPP)**

33. The site is located within the designated hydrological catchment of Sydney Harbour and is subject to the provisions of the above SREP.
34. The Sydney Harbour Catchment Planning Principles must be considered in the carrying out of development within the catchment. The key relevant principles include:
  - (a) protect and improve hydrological, ecological and geomorphologic processes;
  - (b) consider cumulative impacts of development within the catchment;
  - (c) improve water quality of urban runoff and reduce quantity and frequency of urban run-off; and
  - (d) protect and rehabilitate riparian corridors and remnant vegetation.
35. The site is within the Sydney Harbour Catchment and eventually drains into the Harbour. However, the site is not located in the Foreshores Waterways Area or adjacent to a waterway and therefore, with the exception of the objective of improved water quality, the objectives of the SREP are not applicable to the proposed development. The development is consistent with the controls contained with the deemed SEPP.

**State Environmental Planning Policy (Affordable Rental Housing) 2009**

36. The Affordable Rental Housing aims to increase the supply and diversity of affordable rental and social housing in NSW and encourage new affordable rental housing that is compatible with its surroundings and in locations that are well served by public transport.
37. The SEPP does not apply to the proposed development. The provisions within the SEPP relating to boarding houses do not apply to this proposal as the site is located within a special uses zone.

**Sydney LEP 2012**

38. The site is located within the SP2 Educational Establishment zone. The proposed use is defined as student accommodation which is “ordinarily incidental or ancillary” to an educational establishment and is hence permissible.
39. As outlined above, the proposed Health Services Facility is permitted with consent under Clause 57(1) of the Infrastructure SEPP.
40. The relevant matters to be considered under Sydney Local Environmental Plan 2012 for the proposed development are outlined below.

| Compliance Table                        |                            |   |
|---|----------------------------|---|
| Development Control                     | Compliance                 | Comment   |
| 4.3 Height of buildings                 | N/A                        | <p>The site is not subject to a maximum height in metres under SLEP 2012 as it is located within the SP2 zone.</p> <p>A maximum RL of 58.20 is proposed for the North building, which equates to a maximum height of 26.86m above existing ground level in this location.</p> <p>See discussion under Issues heading.</p>   |
| 4.4 Floor Space Ratio                   | N/A                        | <p>The site is not subject to a maximum FSR control under the LEP 2012 as it is located within the SP2 zone.</p> <p>The proposed development, including existing buildings comprises a total gross floor area of 29,862m<sup>2</sup> (an increase of 18,860m<sup>2</sup> above the existing 11,002m<sup>2</sup>).</p> <p>The density of the proposal is compatible with surrounding development and is able to be accommodated on the site with acceptable impacts.</p> <p>See discussion under Issues heading.</p> |
| 5.9 Preservation of trees or vegetation | Yes, subject to conditions | <p>The proposal seeks to remove a total of 118 trees. A total of 123 trees are proposed to be planted, resulting in a net gain of 5 trees.</p> <p>Refer to discussion under the heading Issues.</p>   |
| 5.10 Heritage conservation              | Yes, subject to conditions | <p>The subject site is a locally listed heritage item and is located within a heritage conservation area.</p> <p>See discussion under the heading Issues.</p>   |

| <b>Compliance Table</b>  |                   |   |
|--|-------------------|---|
| <b>Development Control</b>   | <b>Compliance</b> | <b>Comment</b>  |
| Division 4 Design excellence   | Yes               | <p>The development application is for Stage 1 building envelopes. Design detail is to be considered at the Stage 2 detailed design application.</p> <p>The Stage 2 development application for the North building will be subject to a competitive design process, pursuant to Clause 6.21(5) as the proposed building envelope exceeds 25m in height.</p> <p>The applicant has advised that a competitive design process will be undertaken for the Multi-Purpose building in order to ensure that design excellence is met.</p> |
| <b>Part 7 Local provisions—general</b>                               |                   |   |
| Division 1 Car parking ancillary to other development                | Yes               | <p>A total of 159 car parking spaces are proposed for the new college buildings. The majority of the car parking is to be located at basement level, with only 5 spaces located at grade.</p> <p>See discussion under the heading Issues.</p>   |
| 7.16 Acid Sulphate Soils   | Yes               | The site is identified as containing class 5 Acid Sulphate Soil. No further assessment or conditions are required.  |
| 7.17 Flood planning  | Yes               | Council's Public Domain team have reviewed the submitted stormwater management report and raised no issues with flooding subject to appropriate conditions.   |
| 7.20 Development requiring preparation of a development control plan | Yes               | <p>A DCP is required under this clause as the site area is more than 5,000m<sup>2</sup>.</p> <p>As per Section 83C of the Environmental Planning and Assessment Act 1979, this requirement may be satisfied by a staged development application.</p>  |

### Sydney DCP 2012

41. The relevant matters to be considered under Sydney Development Control Plan 2012 for the proposed development are outlined below.



## 2. Locality Statements – University of Sydney/Royal Prince Alfred Hospital

The subject site is located in the University of Sydney/Royal Prince Alfred Hospital locality. The amended proposal is considered to be in keeping with the unique character of the area and design principles in that it responds to the proportions, setbacks and architecture of the Main building and is appropriate in the context of the streetscape and adjoining RPAH and Sydney University buildings.

## 3. General Provisions

| Development Control            | Compliance | Comment  |
|--------------------------------|------------|--|
| 3.1 Public Domain Elements     | Yes        | <p>The proposed development will make a positive contribution to the public domain.</p> <p>The new covered walkway along the northern edge of the oval will provide a weather protected pedestrian walkway to the Sydney University campus for College residents.</p> <p>The proposed new pedestrian entry to the Eastern building via Carillon Avenue will ensure pedestrian connectivity for future residents.</p> <p>No additional vehicular crossovers are proposed that would impact pedestrian connectivity to the site.</p> |
| 3.2 Defining the Public Domain | Yes        | <p>The proposed development will enhance the public domain.</p> <p>The proposed improvements to the Missenden Road boundary in the form of a trellis or vine clad frame will improve the elevation of the existing Main building dining hall addition.</p> <p>The revised Health Services Facility building envelope to Missenden Road provides opportunities for views to the Main building from the public domain.</p>   |

| <b>3. General Provisions</b>                           |                            |  |
|--|----------------------------|--|
| <b>Development Control</b>                             | <b>Compliance</b>          | <b>Comment</b>   |
| 3.3 Design Excellence and Competitive Design Processes | Yes                        | <p>The development application is for Stage 1 building envelopes. Design detail is to be considered at the Stage 2 detailed design application.</p> <p>The Stage 2 development application for the North building may be subject to a competitive design process, pursuant to Clause 6.21(5) as the proposed building envelope exceeds 25m in height.</p> <p>The applicant has advised that a competitive design process will be undertaken for the Multi-Purpose building in order to ensure that design excellence is met.</p> |
| 3.5 Urban Ecology                                      | Yes, subject to conditions | The proposed development involves the removal of trees, however it comprises significant replanting on-site and will not adversely impact on the local urban ecology, subject to conditions.   |
| 3.6 Ecologically Sustainable Development               | Yes                        | The requirements of this provision are capable of being met through future Stage 2 development applications.   |
| 3.7 Water and Flood Management                         | Yes                        | The site is not identified as being on flood prone land. Council's Public Domain team has considered the proposal to be acceptable with regard to water and flood management, subject to conditions.   |
| 3.9 Heritage   | Yes, subject to conditions | <p>The subject site is a locally listed heritage item and is located within a heritage conservation area.</p> <p>See discussion under the heading Issues.</p>  |
| 3.10 Significant Architectural building Types          | Yes, subject to conditions | <p>The Main building is a significant architectural building type.</p> <p>See discussion under the heading Issues.</p>   |
| 3.11 Transport and Parking                             | Yes                        | <p>The applicant has submitted a parking and traffic report.</p> <p>See discussion under the heading Issues.</p>   |

| <b>3. General Provisions</b>                   |                   |   |
|--|-------------------|---|
| <b>Development Control</b>                     | <b>Compliance</b> | <b>Comment</b>  |
| 3.12 Accessible Design                         | Yes               | The requirements of this provision are capable of being met through future Stage 2 development applications.                                |
| 3.13 Social and Environmental Responsibilities | Yes               | The requirements of this provision are capable of being met through future Stage 2 development applications.                                |
| 3.14 Waste                                     | Yes               | Indicative plans indicate that the requirements of this provision are capable of being met through future Stage 2 development applications. |

## ISSUES

42. The issues identified in the above instruments/policies as requiring further discussion in the abovementioned tables are discussed in detail below.

### Heritage, Urban Design and Landscape Design

#### Main building, forecourt, axial path realignment and relocation of multi-purpose courts

43. The application proposes a number of modifications to the Main building and its surrounds as follows:
- (a) alterations and additions to the building including reinstatement of the metal fleche to the central tower, and internal works to upgrade the building to meet current standards;
  - (b) expansion of the forecourt area located immediately to the east of the Main building;
  - (c) removal of the existing stone path and replacement with a new treed pedestrian path to reinstate the axial path from the Main building to the University of Sydney Quadrangle; and
  - (d) relocation of the existing multi-purpose courts (including associated fencing and lighting) to 'The Glen'.

#### *Main building*

44. The reconstruction of the Main building fleche, which was removed in 1936 will be a positive outcome and assist in maintaining the primacy of the Main building. Alternations and additions to upgrade the building are also supported in principle, subject to the submission of appropriate details as part of a future development application.

*Forecourt*

45. The plans for the forecourt expansion have been amended to remove the use of hard retaining walls in favour of a grassed bank, which will soften the impact on the setting of the Main building and is supported. The plans have also been amended to retain and relocate the original stone steps, which is also supported.

*Axial path*

46. The proposal seeks to establish a realigned tree-lined pedestrian avenue on axis with the Main building to link the Main building with the oval and the University Campus Beyond.
47. The Main building was constructed with an orientation that directly faces the Quadrangle building on the Sydney University campus. At the time, the visual connection between the two buildings was strong due to the landform and the presence of open fields in between the two buildings (Figure 21). However, a direct axial path was never built, and the trees that form the current avenue were planted by Charles Moore in 1890, and were never oriented on a direct axis to the Quadrangle. The proposed realignment of the pathway seeks to formalise the axial vista acknowledged in the Wilkinson Masterplan of the University from 1910.



**Figure 21:** Photo taken in 1890 of newly planted avenue trees, positioned off the axis between university buildings.

48. Concerns were raised from Council's Heritage Specialist, Landscape Architect and Tree Management Unit with regard to the removal of the existing stone path and replacement with a new treed pedestrian path. The realignment of the path is not supported for the following reasons:
  - (a) the proposed axis leads from the steps of the College Main building down a slope to the corner of the oval. In order to install this path, 14 trees would be removed, 10 of which are on the City's Register of Significant Trees and all of which are mature specimens. Two of these trees have been recommended for removal by the arboricultural assessment (discussed in detail later in this report);

- (b) the proposed axis is based on an historic visual connection from the College building to the Sydney University Quadrangle. Subsequent development of the College grounds, Sydney University campus and adjoining RPA hospital campus has not respected this view, and it is blocked by a combination of buildings, landform and trees. When viewed from the steps of the College, no buildings within the university campus are visible (Figure 22). When viewed from both the first and second floor within the College Main building, the view is again blocked by trees both within the College grounds and within the University campus (Figures 23). Although difficult to test conclusively without removing existing trees, it is highly unlikely that any view connecting to the Quadrangle building exists along this axis due to the visual intrusion of buildings and trees;
  - (c) in addition, the University has recently submitted an application to the Department of Planning for a masterplan of campus improvements. One aspect of this is the Health Precinct, which proposes 5 new buildings, 3 of which would directly impede any remaining view from St Andrews College;
  - (d) regardless of views beyond the campus, the path itself terminates weakly in an oblique view of the end of an harbour, and the parapet of the car park; and
  - (e) as the axis to the College is more symbolic, than an actual physical and visual link beyond the grounds of the College, the existing path alignment should be retained and conserved. The removal of the 12 significant mature, healthy trees in order to realign the existing path is not adequately justified, as the reason for the axial path no longer exists in reality.
49. In light of the above, the proposed realignment of the path is not supported. Conditions have been recommended requiring the landscape masterplan be amended to show the retention of the existing path and trees.



**Figure 22:** View from Main building forecourt towards Sydney university campus



**Figure 23:** View from first floor of Main building towards Sydney university campus

*Multi-purpose courts*

50. Initial concerns were raised from Council's Heritage Specialist and Landscape Architect with regard to the proposed relocation of the multi-purpose courts to 'The Glen', the area immediately to the west of the oval and north of the Reid building. In addition to the removal of a number of Spotted Gums (discussed later in this report), it was considered that the courts with their coloured surfacing, fencing and flood lighting would obstruct some of the informal vistas and views of the Main building. It was recommended that the multi-purpose courts be retained in their existing location, or relocated elsewhere on the site.
51. Due to the proposed North building envelope, the retention of the courts in their current location is unfeasible with regard to the overall Masterplan for the College. The Applicant also advised that the relocation of the courts elsewhere i.e. east of the oval was not possible, due to the desire of the College to have two courts located in a central location.
52. In order to reduce the potential visual impact of the courts, the Applicant has advised that the courts will be finished in green surfacing, with fixed nets on the northern and southern sides only and retractable nets to the eastern and western sides to reduce potential visual impacts.
53. The need for a centrally located tennis court with adequate space around it is recognised, and the abovementioned measures will assist in reducing the visual impact of the courts. Initial concerns raised by Council's Heritage Specialist and Landscape Architect have been addressed and the relocation is supported, subject to detailed design of the courts. Appropriate conditions have been recommended.

North building and Health Services Facility

54. The proposal seeks approval for a 3/7 storey North building located along the northern property boundary in the north west of the site. The North building envelope incorporates a 5,193m<sup>2</sup> Health Services Facility, as well a student accommodation, administrative uses and a basement car park accommodating approximately 88 car with access via Missenden Road.
55. The Applicant has advised that negotiations are currently underway between the College and University of Sydney to secure a medical research/education occupant for the proposed Health Services Facility. The accommodation needs of the new occupant necessitate at least 5,000m<sup>2</sup> of GFA.
56. Initial concerns were raised from Council's Heritage Specialist and Urban Designer with regard to the height, bulk and scale of the Health Services Facility portion of the envelope. The original proposal included a 6 storey envelope with a zero setback to Missenden Road and minimal separation from the northern elevation of the Main building (Figure 24). The originally proposed building envelope did not maintain the primacy of the Main building, being substantially higher than the parapet ridge of the northern end of the Main building. The envelope also obstructed views of the northern fleche and north western bay windows of the Main building, as well as the College grounds from Missenden Road. The proposed zero setback did not respect the street alignment of the adjoining buildings and greatly exceeded the 3 storey scale of the adjoining heritage listed Fairfax building to the north.



**Figure 24:** Originally proposed Health Services Facility envelope plan and elevation

57. The proposed building envelope has been modified to address the above concerns, while still maintaining a minimum of 5,000m<sup>2</sup> of GFA for the proposed Health Services Facility. The amended proposal includes a reduction in building height to 3/5 storeys fronting Missenden Road, increased setback to Missenden Road and maintenance of views to the northern elevation of the Main building from Missenden Road. The building envelope height has been increased in the middle section of the building by 1.6m to accommodate a plant level. The amended proposal is shown in Figure 25.



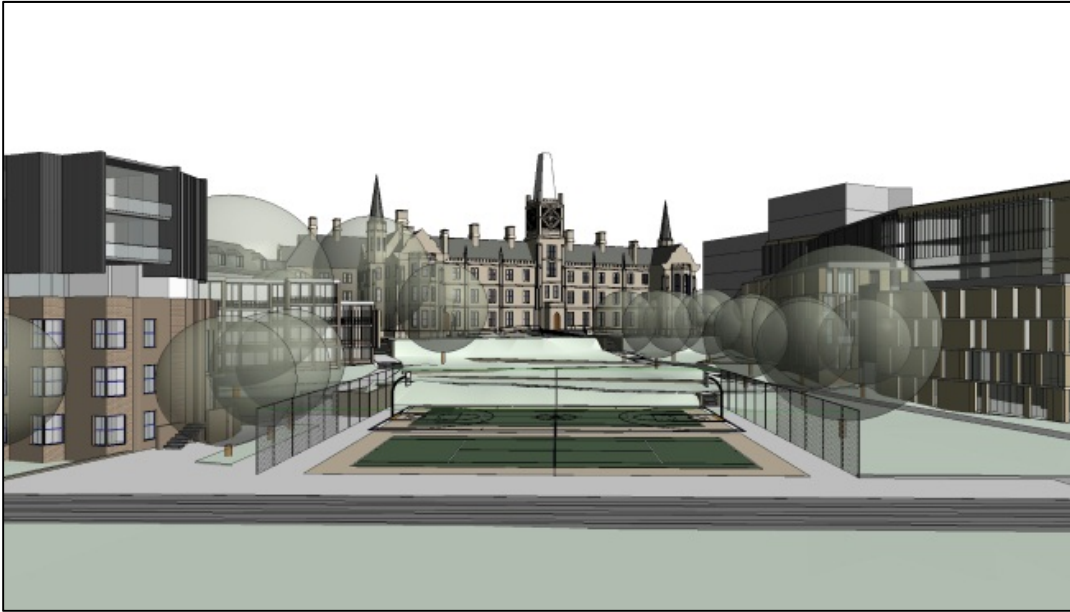
**Figure 25:** Amended Health Services Facility envelope plan and elevation

58. Council's Heritage Specialist and Urban Designer are supportive of the changes as they will allow for the maintenance of views to the north western façade of the Main building and College grounds and will result in a more sensitive approach to the corner, including stepping down the building towards the Fairfax Institute of Pathology wing at RPAH to the north.
59. However concerns still remain regarding increasing the height of envelope to accommodate the plant level will increase the visual impact on this significant building. Council's Heritage Specialist and Urban Designer recommended that the top most level and any plant on it be shifted further east to the section that is marked as being RL 50.90, which will lessen the visual impact on both the Main building and the grounds of the College.
60. The figures below show that the plant level is not visible from Missenden Road, and when viewed from the College ground looking north and west, the plant level will be viewed against the backdrop of existing taller buildings within the RPAH campus and the Chris O'Brien Lifehouse building.
61. The bulk and scale of the amended proposal is considered to be generally acceptable in the context of the streetscape and adjoining heritage buildings, and is supported, subject to appropriate conditions. In this regard, a condition has been recommended requiring buildings the subject of Stage 2 Development Applications shall be wholly contained within the approved building envelopes. Further, the Stage 2 Development Application for the North building will be subject to a competitive design process, pursuant to Clause 6.21(5) as the proposed building envelope exceeds 25m in height.



**Figure 26:** Amended Health Service Facility viewed from Missenden Road





**Figure 27:** Amended Health Service Facility viewed from the College oval looking west

#### Multi-Purpose building

62. The proposal seeks approval for a 3 storey Multi-Purpose building, located in the south western corner of the site. The building is proposed to be used by the College for learning and will be accessible to the public as a performance / exhibition space. A photomontage of the proposed building envelope is shown in Figure 29. Photographs of the proposed location, including existing views to the Main Building, are shown above in Figures 8 and 9.
63. Concerns were raised by Council's Heritage Specialist and the Heritage Council with regard to the location of the building and its potential to impede views to the site and adversely impact on the landscape setting of the Main building, particularly the Sulman Wing.
64. Due to the sensitivity of the location, any new building would need to be of a very high architectural quality. It is considered that the appropriateness of a development in this location would be better addressed by a future detailed development application in order to fully assess heritage and design issues. Approving a building envelope at this stage may commit to a new built form in the future that would not be cohesive with its heritage context, and it is considered that sufficient information has not been provided with the application to fully assess the impact on the significance of the site and the Main Building. A condition of consent stating that the building envelope is not approved has been included as recommended by Council's Heritage Officer and the Heritage Council.



**Figure 28:** View of Vaucluse and Sulman Wings from Missenden Road and Carillion Avenue looking east



**Figure 29:** View with photomontage of proposed Multi-Purpose building envelope

#### Reid building and Link building

65. The proposal seeks approval for a 3 storey addition to the existing 3 storey Reid building, and a new 6 storey link building addressing Carillion Avenue, that will connect the existing Reid and Thyne buildings. The new buildings will accommodate a total of approximately 88 new student rooms.

66. The additional 3 storeys to the Reid building are supported, as this envelope is consistent with the original design of the building, which was intended to be 6 storeys in height. The Link building envelope is also supported as it maintains the open spatial quality of the area between the Reid and Thyne buildings, and relates to the height of the Carillon buildings (that links the Thyne building to the Main building). Separate development applications will be submitted for the detailed design of these buildings.

#### East building and Principals residence

67. The proposal seeks approval for a new 6/7 storey East building located in the south eastern corner of the site, comprising approximately 150 new student rooms and up to 65 car parking spaces in a basement level car park. A new 3 storey Principals Residence to the north of the East building is also proposed.
68. The proposed East building requires the removal of a number of existing trees, which is discussed in detail below. No objection is raised to the new East building and Principals Residence building envelopes. Separate development applications will be submitted for the detailed design of these buildings.

#### **Tree removal**

69. The College site has an established tree population of 223 trees. To facilitate the development outlined in the masterplan, a total of 118 existing trees across the College grounds are to be removed for the following reasons:
- (a) trees in poor health proposed for removal in accordance with arborist recommendations;
  - (b) trees recommended for removal in accordance with the applicants Landscape Architect's guidelines; and
  - (c) trees that require removal as they sit within proposed building footprints.
70. Included in the above removal are a number of trees listed on the City's Register of Significant Trees (2013).
71. The Applicant's Landscape Architect's guidelines provides the following reasons to support tree removal:
- (a) existing planting on the site impedes sightlines to the Main building from within the site and other parts of the University of Sydney;
  - (b) existing planting on the site is haphazard in some areas and the proposal aims to unify the site's landscape strategy; and
  - (c) the entirety and clarity of the site's landscape concept has greater importance than any individual tree;
72. Replacement planting of approximately 123 new trees is included in the proposal. A tree removal/replacement staging strategy has been prepared that summarises the number of trees to be removed/replaced at each stage of the masterplan.

| Stage        | Removed trees | Proposed trees | Loss/gain | Total trees |
|--------------|---------------|----------------|-----------|-------------|
| Existing     |               |                |           | <b>223</b>  |
| Stage 1      | -56           | 109            | +53       | <b>276</b>  |
| Stage 2      | -10           | 3              | -7        | <b>269</b>  |
| Stage 3      | 0             | 0              | 0         | <b>269</b>  |
| Stage 4      | -44           | 3              | -41       | <b>228</b>  |
| Stage 5      | -8            | 8              | 0         | <b>228</b>  |
| <b>Total</b> |               |                | <b>+5</b> | <b>228</b>  |

73. The proposal has been reviewed by Council's Tree Management Unit, who has advised that overall, no objection is raised to the proposed staged removal of trees, due to their overall health, condition, age and location for the proposed building envelopes.
74. However exceptions apply to the removal of the avenue of significant trees to facilitate the realignment of the existing stone path, which is strongly opposed by the Tree Management Unit at this stage. However, when the trees reach the end of their life cycle and become senescent, removal of the trees may coincide with a potential redesign of the path followed by replacement tree planting.
75. In light of the above, the proposed removal of significant trees to allow the realignment of the path is not supported. Conditions have been recommended requiring the landscape masterplan be amended to show the retention of the existing path and trees and amended tree removal staging plans be submitted.

### **Overshadowing**

76. Shadow diagrams have been submitted to assess overshadowing impacts of the proposed building envelopes on adjoining and internal buildings and open space.
77. The overshadowing impact of the proposal on the 21 June is described below:
- shadows cast by the Reid/Thyne Link building envelope fall onto the site of the Sydney University Village (student accommodation) located on the southern side of Carillon Avenue. The affected area is densely covered with trees and is currently in shade throughout the day in winter;
  - the Link building envelope also casts additional shadow onto the front setback area of the Newtown North Public School, also on the southern side of Carillon Avenue at 9am and 3pm, however these shadows are small, fall within shadows cast by existing trees and do not affect the school's playing areas; and
  - internally, the North building envelope will overshadow the Main building forecourt, grassed embankment and relocated multi-purpose courts in the afternoon, however adequate solar access is received to these areas in the morning. No additional shadows are cast onto the oval.

78. Overshadowing impacts of the proposed building envelopes are considered acceptable and will have no adverse impacts for adjoining uses or residents of the College.

### **Parking and access**

79. Two new basement car parks are proposed, one under the East building and the other under the North building. No additional vehicle crossovers are proposed.
80. The East building car park will accommodate up to 65 car spaces and is proposed to be accessed directly from the existing University basement car park located under the oval. It is noted that the College is currently seeking to finalise the access agreement with the University of Sydney.
81. The North building car park will accommodate up to 85 car spaces, garbage collection facilities and a maintenance workshop. Access is to be provided via the existing vehicular crossing from Missenden Road; however it is noted that the College may seek agreement from the RPAH for access via Gloucester Drive.
82. The critical intersection which may be affected by the proposal is Carillon Street and Missenden Road as a result of the basement car park located within the North building. It is noted that proposed car spaces have been divided into two basements with different entries, which seeks to reduce the impact on this intersection. Further, SIDRA analysis shows that the overall signal operation of the intersection remains the same during peak period.
83. Council's Transport Planner has reviewed the analysis and has advised that the indicative access arrangements and traffic generation are satisfactory. Access arrangements and traffic impacts will be further assessed as part of any Stage 2 application, as they are dependent upon agreements with RPAH and Sydney University.
84. The provision of 158 car parking spaces will result in a net increase of 45 on-site spaces. The traffic report calculates the maximum allowable parking rates based upon the current demand of residents, however this is not acceptable, as calculations should be made in accordance to SLEP 2012 rates for each purpose i.e. residential dwellings, and health care facilities. Allowable car spaces will be assessed and allocated as part of any Stage 2 Development Application.
85. Approximately 140 bicycle spaces are proposed to be provided as part of the redevelopment. Council's Transport Planner has advised that this rate is inadequate, and bicycle parking should be provided at a rate of 1 space every 2 bed.
86. Motorcycle parking, end of trip facilities and car share provision should be addressed as part of Stage 2 Development Applications.

### **Other Impacts of the Development**

87. The proposed development is capable of complying with the BCA. It is Class 3, 5, 7a and 9b.
88. It is considered that the proposal will have no significant detrimental effect relating to environmental, social or economic impacts on the locality, subject to appropriate conditions being imposed.

**Suitability of the site for the Development**

89. The proposal is of a nature in keeping with the overall function of the site. The premises are in an educational, health and residential surrounding and amongst similar uses to that proposed.

**INTERNAL REFERRALS**

90. The application was discussed with Councils Heritage and Urban Design Specialists, Landscape Architect and Tree Management Unit, who all raised concerns relating to the proposal. These issues have been discussed in the Issues section of this report.
91. The application was also discussed with the Building Services Unit, Environmental Health, Public Domain, Safe City, Surveyors, Transport and Access and Waste Management, who advised that the proposal is acceptable subject to the recommended conditions.

**EXTERNAL REFERRALS****NSW Heritage**

92. The proposal is not Integrated Development, however, the Heritage Council have previously advised Council of their intention to list the St Andrew's College Main building on the State Heritage Register and requested that future developments concerning this building be referred for comment. The Heritage Council was therefore notified of the proposed development and provided with an opportunity to comment on the scheme.
93. The Heritage Council acknowledged the positive contribution that the masterplan could deliver, provided that the character, domestic scale and grounds of the College are respected.
94. The Council noted that the proposed building envelopes for the North building, including Health Services Facility, the Multi-purpose building, and alterations to the landscape would likely affect the significance of the College and harm its heritage values.
95. The Council recommended the Health Services Facility be deleted from the proposal and the envelopes of the North building and Multi-Purpose building be reduced. The Council also recommended the stone stairs and grassed embankment adjacent to the Main building remain in situ.
96. These issues have been discussed in the relevant sections above.

**Design Advisory Panel**

97. The application was presented to the Design Advisory Panel (DAP) on 16 July 2013. While the DAP presentation was conducted prior to the submission of the application, the materials presented reflected the original proposal submitted as part of the development application. As such, the application was not referred to DAP for review following submission of the application. Comments received from DAP are outlined below.

98. The Panel agreed that the new buildings, providing supplementary, non-traditional college accommodation are important.
99. The issue of the original axis and view line through the site, and its treatment at the boundary was also important. It was noted that although recognised in the masterplan, the axis did not seem to inform its structure, or spatial hierarchy.
100. The Panel was concerned with the bulk and configuration of the North building envelope and its potential to meaningfully relate to the existing suite of buildings.
101. The Panel also noted the importance of the external spaces generally and suggested these were a critical determinant of the masterplan and that a fully developed landscape masterplan would help to better define and resolve these external spaces, especially those adjacent to the Main building.

### **Ausgrid**

102. Ausgrid was notified of the proposed development and have raised no objection, subject to the provision of multiple substations as required. This has been addressed by way of standard condition.

### **Sydney Water**

103. The application was referred to Sydney Water for comment. Sydney Water raised no objection to the proposal. A number of conditions have been included with regard to Sydney Water comments.

### **Roads and Maritime Service**

104. The application was referred to RMS for comment. RMS raised no objection to the proposal.

### **Police**

105. The application was referred to the Police for comment. No comments were received.

### **Notification, Advertising and Delegation (Submission(s) Received)**

106. In accordance with Schedule 1 of SDCP 2012, the proposed development is required to be notified and advertised. As such the application was notified and advertised for a period of 28 days between 8 January 2014 and 6 February 2014. As a result of this notification, there were two submissions received. The submissions received raised the following concerns:

- (a) ***Concern over the apparent commercial use of the Health Services Facility and whether such a use is permissible within the SP2 zone.***

**Response** – Clause 57(1) of the Infrastructure SEPP permits with consent the development of a health services facility on land within the SP2 zone.

- (b) ***Concern raised in response to the Applicant's desire to negotiate future access and basement car park entry from Gloucester Drive, which is a private road located to the north of the site serving RPAH.***

**Response** - The proposal does not include a new vehicle access point from Gloucester Drive, however the Statement of Environmental Effects does refer to potential future access to the basement of the North building via Gloucester Drive.

Gloucester Drive is a private road and as such, any proposed access will require agreement from the Sydney Local Area Health District. Access arrangements will be assessed in detail as part of the submission of Stage 2 development applications.

- (c) ***Concern over the proposed access from Missenden Road to the basement car park serving the North building/Health Services Facility, and potential for traffic congestion as a result, particularly on Gloucester Drive.***

**Response** - As outlined above, Council's Transport Planner has reviewed the submitted traffic analysis and advised that the indicative access arrangements and traffic generation are satisfactory. Access arrangements and traffic impacts will be further assessed as part of any Stage 2 application, as they are dependent upon agreements with RPAH and Sydney University.

- (d) ***Concern raised regarding potential use of the North building car park as a commercial car park for patients of the RPAH.***

The application does not suggest that the basement car park underneath the North building will be used for anything other than occupants of and visitors to the site. Further, development for the purpose of a commercial car park is not permissible within the SP2 zone.

- (e) ***Concern over impact of the proposed Health Service Facility on surrounding heritage buildings including the RPAH Albert and Victoria Pavilions, the Fairfax Wing as well as the Main building of the College.***

***Concern that the minimal setback of the North building/Health Services Facility will create an undesirable canyon-like passage down Gloucester Drive, and that the height and trees removal will present a large, confronting wall. Concern that the North building will overwhelm Gloucester House including its entrance and vista from Missenden Road.***

**Response** - The proposal has been amended to reduce the bulk and scale of the proposed North building envelope, including the Health Services Facility envelope. The amended proposal includes a reduction in building height to 3/5 storeys fronting Missenden Road, increased setback to Missenden Road and maintenance of views to the northern elevation of the Main building from Missenden Road. The proposal is considered to be acceptable with regard to heritage impacts.



- (f) ***Concern regarding potential overlooking from the proposed student accommodation within the North building to the outdoor patient area of RPAH.***

**Response** – A detailed assessment of privacy and overlooking will be undertaken as part of the Stage 2 development application for the North building.

- (g) ***Concern raised over the staged construction of the masterplan and the ongoing construction noise impacts.***

**Response** - In order to mitigate noise and impacts associated with the proposed works, only Council's standard hours for construction-type activities outside the CBD will be allowed, that is between 7.30am and 5.30pm Monday to Friday and between 7.30am and 3.30pm Saturday. In order to further reduce impacts as much as possible, hours that intrusive/very loud equipment will be used are restricted to between 9.00am and 3.30pm, Monday to Friday with a 1 hour respite period required to reduce noise impacts. On Saturdays, noisy equipment is only allowed to be used between 9am and 1pm. No work is allowed on Sundays or public holidays.

- (h) ***Concern over the height of the proposed buildings and their potential impact on overshadowing of surrounding streets.***

**Response** – As discussed in the issues section above, overshadowing impacts of the proposed building envelopes are considered acceptable and will have no adverse impacts for adjoining uses or residents of the College.

- (i) ***Concern over the height of the proposed buildings and potential to impact views from the top floors of the Chancellory building.***

**Response** - Elevations show that the proposal buildings are consistent with the heights of the surrounding buildings, and do not exceed the heights of existing and proposed buildings located within the RPAH campus and Sydney University to the north and north east of the site.

- (j) ***Concern over the removal of trees on the site.***

**Response** - As discussed previously in this report, the removal of trees is largely supported, with the exception of removal of significant trees to facilitate the axial path. Replacement planting of approximately 123 new trees is also included in the proposal. Appropriate conditions have been recommended regarding tree protection.

- (k) ***Concern that the increase in student numbers will result in increased noise from within the College, as well as increased pedestrian noise on the street, particularly at night.***

**Response** – Additional noise impacts resulting from increased student number will be required to be managed by the College as part of the operation of the student accommodation. A detailed assessment of the potential acoustic impacts will be undertaken as part of the Stage 2 development application for each of the proposed buildings, and appropriate conditions with regard to noise generation will be imposed if required.

- (I) ***Concern that the increase in student numbers will result in pressure on existing infrastructure including parking, public transport and rubbish removal.***

**Response** – The provision of student accommodation within such close proximity to the University of Sydney will reduce the need for students to travel, whether via public transport or private vehicle to the Sydney University campus.

For trips outside of the University campus, the College is located close to public transport, with bus services operating along Missenden Road, Parramatta Road and King Street, as well as train services from the Macdonaldtown (0.8km), Newtown (1km) and Redfern train stations (1.5km).

The application states that waste is to be collected by private contractor, which is acceptable for developments of this size.

## **PUBLIC INTEREST**

107. It is considered that the proposal will have no detrimental effect on the public interest, subject to appropriate conditions being proposed.

## **FINANCIAL IMPLICATIONS/S94 CONTRIBUTION**

### **Section 94 Contributions**

108. The development is not subject to a Section 94 Contribution as it is a Stage 1 Development Application.

## **RELEVANT LEGISLATION**

109. The Environmental Planning and Assessment Act 1979.

## **CONCLUSION**

110. The proposed development is considered satisfactory with regard to its design and contextual fit within the heritage context of the St Andrews College site and broader campus surrounds. The proposed new college buildings would not result in an adverse impact upon the surrounds.
111. The proposal will contribute to the supply of student housing in the Local Government Area and is consistent with the zone objectives contained in SLEP 2012 and the Sydney University/Royal Prince Alfred locality statement outlined in SDCP 2012.
112. The proposal has been amended to address preliminary concerns raised by Council officers with regard to the height, bulk and scale of the Health Services Facility building envelope.
113. With the exception of the removal of significant trees to facilitate a notional axial pathway, the overall landscaping scheme and removal of trees across the site would not detract from the existing landscaped setting of the College grounds and is supported.

114. On balance, the proposal is considered to be acceptable and is recommended for approval subject to conditions. It is noted that any future design competition and Stage 2 Development Application will need to address issues with regard to residential amenity, visual impacts and provide a fine grain detailed design.

**GRAHAM JAHN, AM**

Director City Planning, Development and Transport

(Natasha Ridler, Senior Planner)