

Attachment C

Urban Design Analysis

APT Urban Design Report

Date	Description	Reason for Issue	Report Revision No.	Format
18/10/22	First issue - Crewe Place (A1019) and Cowper Wharf Road (A1020)	For review	00	A3
24/10/22	<ul style="list-style-type: none"> Second issue - Crewe Place (A1019) and Cowper Wharf Road (A1020) First issue - Erskineville Square (A1016), Boomerang Place (A1024), Dowling Street (A1028) and Castlereagh Street (A1027) 	<ul style="list-style-type: none"> For submission - Crewe Place adjacent heritage item annotated; Cowper Wharf Rd adjacent heritage item annotated, APT type changed to Double with 2 digital ad panels and one green wall as per QMS request For review - Erskineville Square, Boomerang Place, Dowling Street and Castlereagh Street 	01	A3
31/10/22	Third issue	Minor amendments and updates	02	A3
9/11/22	Fourth Issue	Minor amendments and updates	03	A3
16/11/22	Fifth Issue	Minor amendments and updates	04	A3
12/12/22	Sixth Issue	Minor amendments and updates	05	A3
07/06/23	Seventh Issue	Response to Planning Assessment	06	A3

07 June 2023

Dowling Street

APT no. A1028

Content

Dowling Street (A1028)

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Overview - Public Toilet Network Map

Dowling Street

APT Number A1028

→ Dowling Street and Stephen St, Woolloomoolo

Comments by City of Sydney Program Manager, Urban Design:

→ *Siting Options*

The proposed location is directly adjacent to well-used basketball courts, tennis court, community garden and children's playground. It is therefore considered a highly appropriate location for a public toilet. In addition, the local community have specifically requested a public toilet in this vicinity, as locals currently allow people into their own homes to use toilets. Community consultation has been undertaken by City Projects and by the City's Indigenous Leadership and Engagement Officer. The co-location of toilet facilities with community facilities is a well-established principle of good planning.


In addition, there are few public places wide enough within walking distance to accommodate a fully accessible APT, which is why this location has been selected.

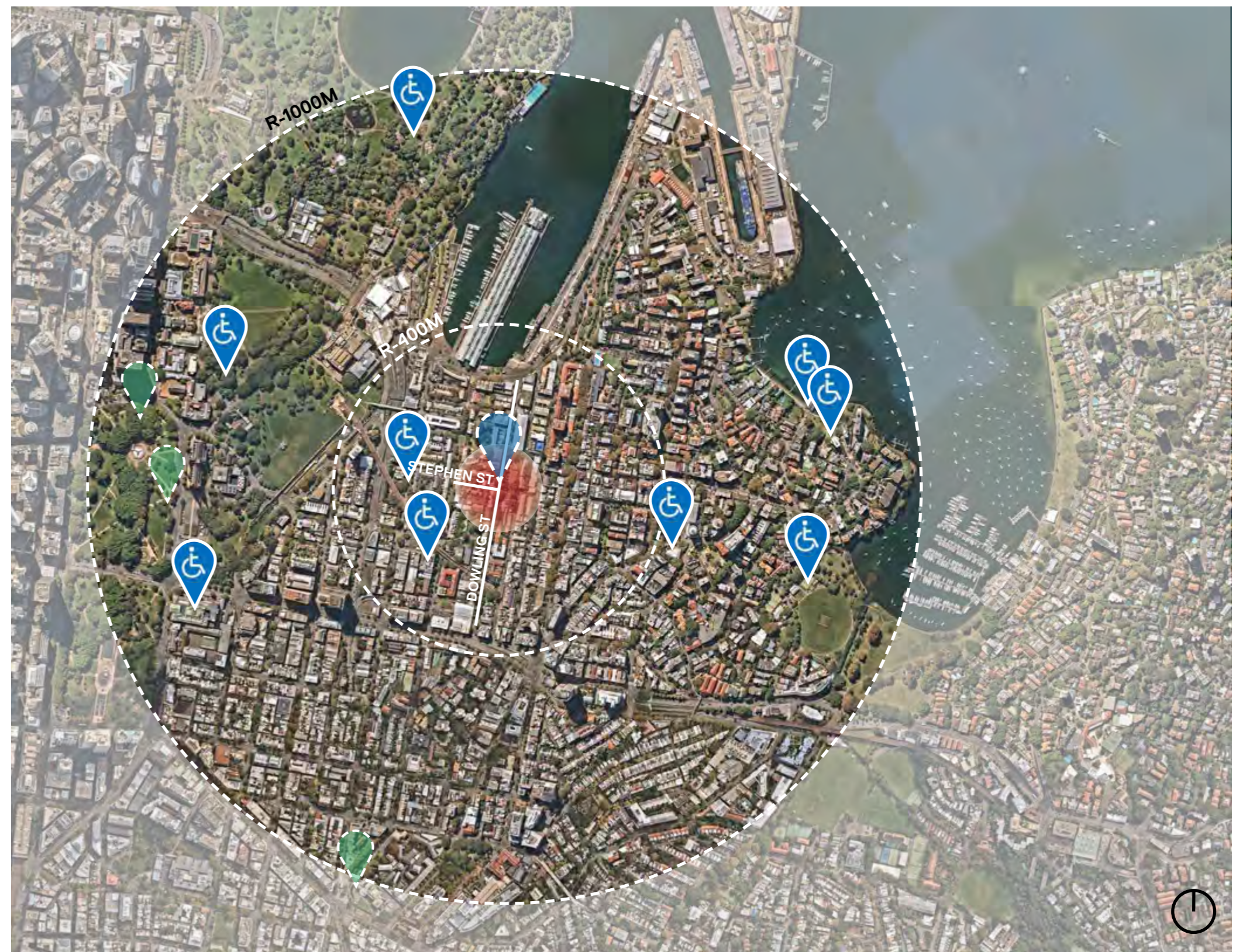
→ *Anti-social Behaviour*

The proposed location is on a well-used east/west pedestrian route (Kings Cross to the CBD via the Butler and Hill Stairs), as well as a north/south pedestrian route. The door of the proposed APT faces outwards, on to a public thoroughfare. In addition, the community facilities are regularly patrolled by local police and the Woolloomooloo Police Station is 300 metres away.

→ *Lighting Strategy and CCTV*

There is an existing CCTV installation 80 metres to the north at the intersection of Pring Street. Existing street lighting is supplemented by pole-top lighting in the road closures and the current lighting levels are compliant. Increasing light levels in a residential area is not considered necessary.

LEGEND :  PROPOSED APT LOCATION  APPROVED APT LOCATIONS  EXISTING PUBLIC TOILET LOCATIONS



Overview - Investigation/Explanation of Siting

Dowling Street

SLEP 2012 6.21C (2)(a), (b) and (d)(iii)
and Section 3.13.1 of SDCP 2012

Proposed APT characteristics

- Single (Accessible)
- Non-advertising
- 3 Green Wall panels



VIEW A



VIEW B



VIEW C



LEGEND









- RESIDENTIAL
- COMMUNITY
- INDUSTRIAL
- LEARNING
- HERITAGE
- APT
- CONSERVATION AREA

APT Site Plan

Dowling Street

SLEP 2012 6.21C (2)(b), (c) and (d)(x) and (xiii)

LEGEND :

 LIGHT POLES	 SEATS	 PEDESTRIAN FLOW
 BOLLARDS	 PIT	 WALKING SPACE
 SEWER	 SIGNAGE	



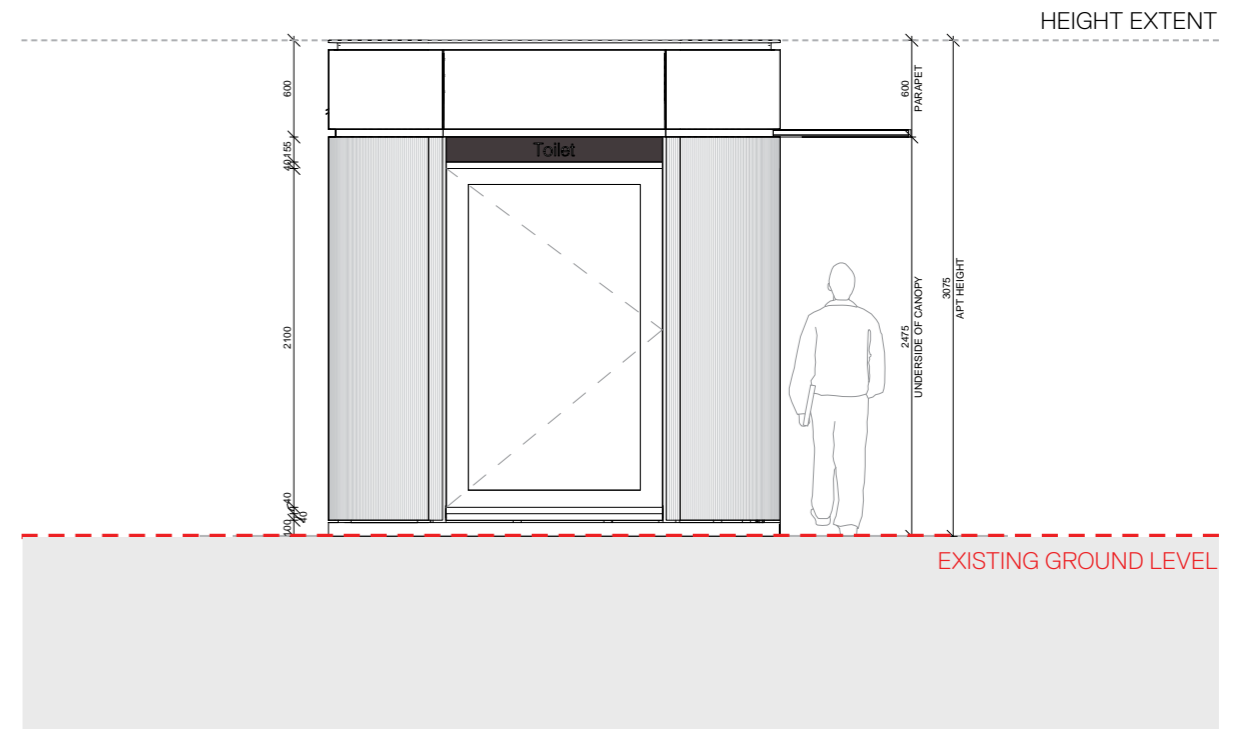
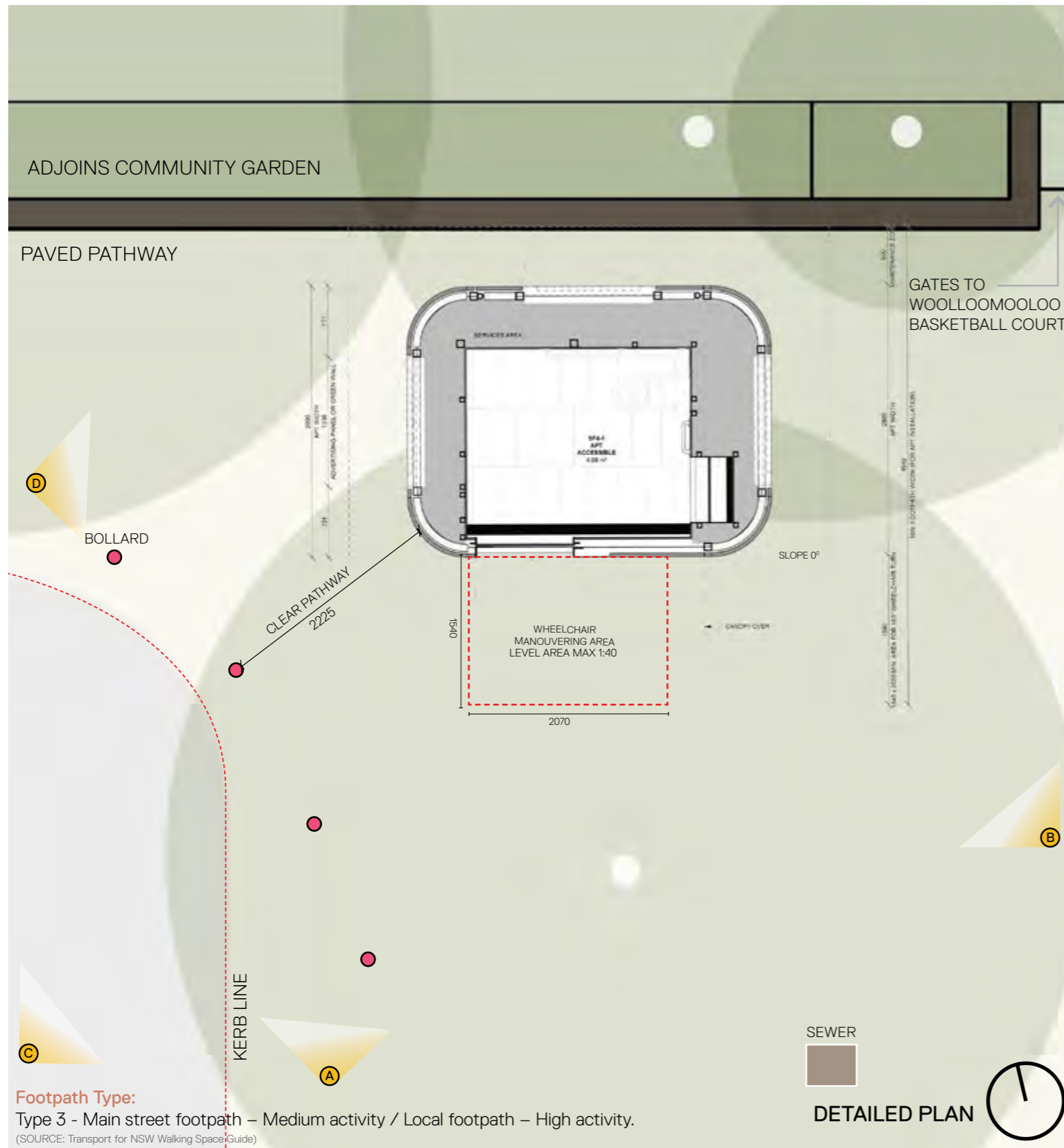
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SITE PLAN 1:200

APT Location setout

Dowling Street

SLEP 2012 6.21C (2)(d)(iii) and (ix)



APT SIDE ELEVATION



VIEW A



VIEW B



VIEW C



VIEW D

APT VIEWS AND VISTAS

Heritage

Dowling Street

→ Heritage

The APTs and other new street furniture items were designed in Sydney by Grimshaw. Their design development was overseen by The City. Consideration for heritage streetscapes and precincts was discussed with the City and the architects. The City endorsed the contemporary architectural expression and consider it complementary to heritage places and spaces.

Assessment of potential heritage impacts - prepared by City Plan Heritage P/L on 18 May 2022

The subject site is situated within the Woolloomooloo Heritage Conservation Area (C71) and is protected under the Environmental Planning and Assessment Act 1979. The precinct is characterised by nineteenth century and late twentieth century residential development.

The assessment of potential heritage impacts has been extracted from the document and presented in an adjacent table.

→ Conclusions and recommendations

“(…) the works would not physically affect any identified heritage items in the immediate area of Sydney Place, or negatively impact significant views within the Woolloomooloo Heritage Conservation Area generally. The works would have a positive impact on the area by providing lavatory facilities near the public basketball court, tennis court, playground, and community garden.

In our opinion the works would have a negligible heritage impact for the following reasons:

1. The installation of APT16 would not materially affect the identified heritage significance of the Woolloomooloo Heritage Conservation Area, or of other heritage items in the immediate area. APT16 would be separated by various street widths from identified heritage items located nearby.
2. No heritage fabric would be altered or removed as part of the works contained in this application. The new structure would be located to retain the existing sandstone garden edging located at the northern side of Sydney Place and the existing mature trees located in the immediate area. APT16 would be located to maintain access to the existing gate providing access from Sydney Place to the public basketball and tennis courts and community garden.
3. The design, scale and materials would result in a neutral structure within the Woolloomooloo Heritage Conservation Area.
4. Significant north-south views along Dowling and McElhone Streets within the Woolloomooloo Heritage Conservation Area would be retained.
5. APT16 would be located to enable visitors to the area to continue to view Hills Stairs and its components (walls and fencing) in medium- and long-distance views looking eastwards from Sydney Place and Stephen Street.
6. The works would not diminish or alter the identified heritage significance of the Woolloomooloo Heritage Conservation Area.

We recommend the following measures are taken to mitigate potential impacts during the installation of the automatic public toilet (APT16):

(a) In the event any discoveries or relics are uncovered during the works, the heritage specialist and archaeologist are to be notified immediately and work in that area is to cease until the nature of the find can be confirmed. Works can recommence following written approval of the heritage specialist and archaeologist.”



Figure 4. General view of Sydney Place, looking eastwards from Dowling Street. (Source: CPH, May 2022)



Figure 5. View of the sandstone garden edging to be separated from the northern side of APT16 by 600mm. (Source: CPH, May 2022)



Figure 6. General view of the proposed location of APT16 looking southeast from Stephen Street to the mural located on the side of . (Source: CPH, May 2022)



Figure 7. Looking west to Sydney Place from McElhone Street. (Source: CPH, May 2022).

6.3. Sydney Development Control Plan. 2012

Sydney DCP 2012	How this proposal relates to these matters:
Clause 3.9.6 Heritage Conservation Areas	
<p>1. <i>Development within a heritage conservation area is to be compatible with the surrounding built form and urban pattern by addressing the heritage conservation area statement of significance and responding sympathetically to:</i></p> <p>(a) topography and landscape; (b) views to and from the site; (c) significant subdivision patterns and layout, and front and side setbacks; (d) the type, siting, form, height, bulk, roofscape, scale, materials and details of adjoining or nearby contributory buildings; (e) the interface between the public domain and building alignments and property boundaries; and (f) colour schemes that have a hue and tonal relationship with traditional colour schemes.</p>	<ul style="list-style-type: none"> APT16 has been designed as a free-standing structure and would not be attached to any buildings or other structures. The scale and bulk of surrounding structures, together with view corridors in the immediate area, were taken into consideration in determining the proposed location of the APT. The proposed site has been selected to maintain clear access to the gateway between Sydney Place and the public basketball courts. Works would not involve the demolition or alteration of any heritage items. No known significant heritage services would be affected by the works. Works would involve localised excavation for footings and adaptation of existing water, sewerage, and electrical services. The new structure would not impede drainage of paved surfaces. Paving affected by the works would be repaired to match the adjacent paving. Materials have been selected for the new APT based on appearance, durability, and maintenance, and to be complementary to the prevailing character of development in the surrounding area.
<p>2. <i>New infill buildings and alterations and additions to existing buildings in a heritage conservation area are not to be designed as a copy or replica of other buildings in the area, but are to complement the character of the heritage conservation area by sympathetically responding to the matters identified in (1)(a) to (e) above.</i></p>	<ul style="list-style-type: none"> The APT structure is designed as a freestanding element and is designed in a contemporary style to be readily distinguishable as new work within the Woolloomooloo HCA.
<p>3. <i>Infill development is not to include garages and car access to the front elevation of the development where these are not characteristic of the area.</i></p>	<ul style="list-style-type: none"> Not applicable. The works are limited to the installation of one new automatic public toilet unit within the Woolloomooloo Heritage Conservation Area.
<p>4. <i>Development within a heritage conservation area is to be consistent with policy guidelines contained in the Heritage Inventory Assessment Report for the individual conservation area.</i></p>	<ul style="list-style-type: none"> The design, materials, and siting of the APTs has taken into consideration the relevant heritage significance of the Woolloomooloo Heritage Conservation Area and heritage-listed buildings located nearby. The APTs have been designed in a contemporary architectural style as a recognisable, cohesive, suite of street furniture throughout Sydney LGA.

3.9.11 Conservation of public domain features in heritage conservation areas	
<p>1. <i>The following elements of streets, lanes, parks and other areas of the public domain are to be retained if they contribute to the heritage significance of the heritage conservation area:</i></p> <p>(a) evidence of early road surfaces and associated features; (b) stone kerbing, guttering and paving; (c) sandstone steps and retaining walls; (d) street furniture; (e) cast iron letterboxes; (f) signposts; (g) light posts; (h) original pavement lights; (i) fences; (j) railings; (k) trachyte or sandstone; and (l) milestones and ward markers.</p>	<ul style="list-style-type: none"> The installation of APT16 would not require the removal of any heritage fabric or significant elements within the Woolloomooloo HCA. Sandstone edging located on the northern side of Sydney Place would be retained and where necessary protected during construction works. New concrete foundations would be hand excavated to minimise impacting the root systems of substantial trees in the immediate area. Where necessary excavation works would be modified to accommodate local underground obstructions. Paving affected by the proposed works would be repaired to match adjacent paving to minimise adverse visual impacts on the Woolloomooloo HCA, and views within Sydney LGA generally.
<p>2. <i>The removal of significant public domain features will only be considered if their retention in situ is not feasible and has been demonstrated in a Heritage Impact Statement.</i></p>	<ul style="list-style-type: none"> Not applicable. No public domain features would be removed as part of the proposed works.
<p>3. <i>If significant public domain features are to be removed, they are to be replaced in one of the following ways:</i></p> <p>(a) detailed and made of materials to match the period and character of the street or park in which they are located; or (b) a contemporary interpretation of traditional elements.</p>	<ul style="list-style-type: none"> Where changes to paving are required, repairs will be carried out to match the material, appearance, and dimensions of the existing paving finish. Works will not impede existing drainage across paved surfaces within or adjacent to the new APT.

6.4. NSW Heritage Guidelines

The following questions have been extracted from the Heritage NSW publication, *Statements of Heritage Impact*, 2002. Responses have been provided in relation to the proposed development.

The following table addresses the proposal in relation to relevant 'questions to be answered' relating to a new development adjacent to a heritage item (including additional buildings).

Questions to be answered	This proposal relates to these matters as follows:
<p><i>How is the impact of the new development on the heritage significance of the item or area to be minimised?</i></p>	<ul style="list-style-type: none"> APT 16 would be a freestanding unit, based on the minimum dimensions for an accessible lavatory, to minimise its bulk within views in the Woolloomooloo HCA. The scale and materials are compatible with the immediate area and are intended to provide a neutral structure within the Woolloomooloo Heritage Conservation Zone. The contemporary design of the APT would be recognisable as a new element within the heritage conservation area.
<p><i>Why is the new development required to be adjacent to a heritage item?</i></p>	<ul style="list-style-type: none"> The APT is required to provide accessible public facilities adjacent to the public basketball courts, tennis court, playground, and community garden, situated between Sydney Place and Pring Street, Woolloomooloo.

<p><i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i></p>	<ul style="list-style-type: none"> APT16 would be located within an area of Sydney Place, Woolloomooloo. The affected street was approved for closure by the Traffic Authority of NSW and landscaping by the Council of the City of Sydney in 1978 as part of the Woolloomooloo Development Project Area (Govt Gazette of NSW, 3 Feb 1978, Issue No.15, p415). The freestanding APT would not encroach on the legal boundary curtilage of any heritage-listed structure in the immediate area The works would retain significant views to and from heritage buildings within the area.
<p><i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i></p>	<ul style="list-style-type: none"> APT 16 would be a freestanding unit, based on the minimum dimensions for an accessible lavatory, to minimise its bulk within views along Sydney Place. The unit would be located to maintain north-south views along Dowling and McElhone Streets Woolloomooloo.
<p><i>Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?</i></p>	<ul style="list-style-type: none"> The subject site is in an area of Woolloomooloo previously modified to accommodate vehicular and pedestrian circulation. No known archaeological deposits or services would be affected by the works. In the event archaeological deposits are uncovered, works would cease in the immediate area and an experienced archaeologist would assess the site. Works would recommence following written instructions from the archaeologist.
<p><i>Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?</i></p>	<ul style="list-style-type: none"> Yes. The new structure would be of contemporary design and recognisable as a neutral, introduced element within the Woolloomooloo Heritage Conservation Area. The scale and materials are compatible with the Victorian housing and late twentieth century residential housing development evident in the precinct.
<p><i>Will the additions visually dominate the heritage item? How has this been minimised?</i></p>	<ul style="list-style-type: none"> No. APT16 accommodates a single WC and facilities and has been designed to minimal external dimensions that allow ambulant and disabled access. The external dimensions of the APT are compatible with the surrounding two and three storey residential development.
<p><i>Will the public, and users of the item, still be able to view and appreciate its significance?</i></p>	<ul style="list-style-type: none"> APT16 would be freestanding and separated from heritage buildings and features by the width of Dowling Street, McElhone Street, Sydney Place, or the footpath. The works would not alter the streetscape presentation of the heritage buildings and/or features within the Woolloomooloo HCA.

Impact on Landscaping

Dowling Street

Arboricultural Impact Assessment Report - prepared by Moore Trees on 21 April 2022

→ Site observations

Based on the plan provided, the APT is proposed to be located under the canopies of large mature trees and within their TPZ (Tree Protection Zone) areas. The tree species were identified as being 'Tree 1' a mature Broad leaved paperbark, 'Tree 2' a large mature Kaffir plum and 'Tree 3' a mature Hackberry.

Trees 1 and 2 are likely to have been planted either before, or at the same time as, the adjacent sandstone garden edge was constructed. This may have had an impact on the direction of the root system of these trees and as such the trees may have a slightly reduced woody rootzone (...).

Tree 3 is in good health and condition however recent trenching has certainly breached the TPZ and SRZ (Structural Root Zone) on this tree. Canopy overhang with Tree 3 in conflict with the installation of the APT will need to be considered.

As this APT is a new installation there are currently no services available and new services will be required. This will require trenching that will be close or even breach the TPZ distances of these trees.

Council has specified (letter dated 22nd November 2021, Author Michael Soo) that non-destructive exploratory excavations are to occur to expose roots greater than forty (40) millimetres in diameter. This is an option for this site due to it being clear of any structures.

In conclusion, another site may be a better option (from a TPZ perspective) for this APT however further assessment of the service trenching locations in relation to TPZ areas of the three (3) trees and also the impacts to the canopy of Tree 3 may not be accepted by Council. If no other options are available a Tree Pruning Specification Report (TPSR) will be required so that excessive pruning is not undertaken on this tree. This TPSR will be required by Council.



Plate 1: Tree 1 (red arrow), Tree 2 (Blue arrow). P.Vezgoff



Plate 2: Tree 1 on slight lean to the south. P.Vezgoff



Plate 3: Image showing Tree 3 (Red arrow). P.Vezgoff



Plate 4: Image showing new trenching below Tree 3. P.Vezgoff

Arboricultural Impact Assessment Report - prepared by Moore Trees on 23 March 2022

→ *Tree impacts - the encroachment to the TPZ:*

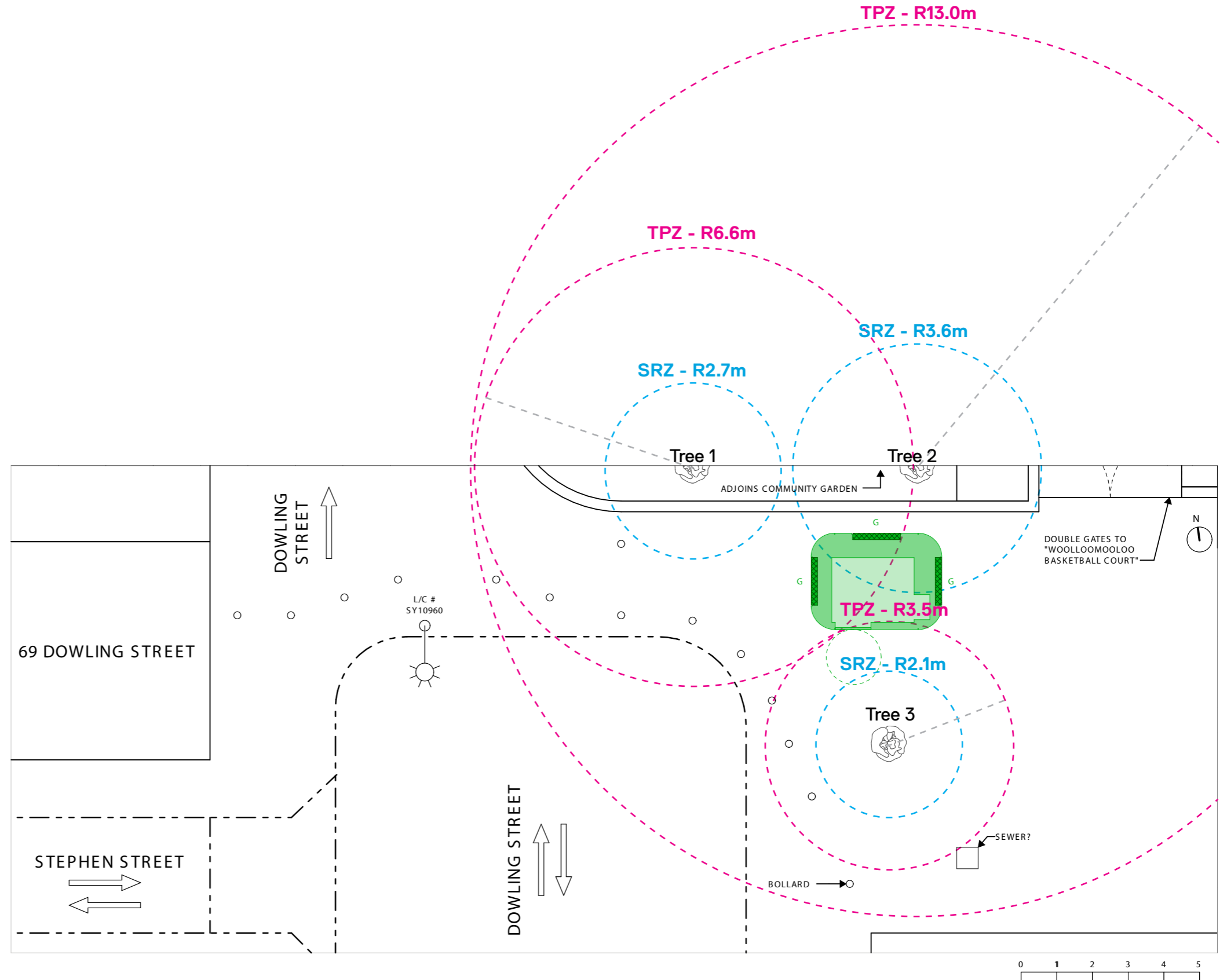
- Tree 1 is 5.7%
- Tree 2 is 2.4% incursion with a slight incursion to the SRZ area
- Tree 3 has a 2.6%.

Although the SRZ on Tree 2 is breached it is possible roots have been deflected downward by the stone retaining wall. These incursions are minimal however the locations of trenching for services have not been provided and these have the potential to be quite significant.

Based on the Australian Standard Protection of trees on development sites, (AS 4970) recommends no more than 10% encroachment unless the TPZ can be compensated elsewhere and contiguous with the TPZ. An encroachment of <10% is considered minimal. As such, all of the encroachments to Trees 1, 2 and 3, would be considered minimal.

→ *Tree impacts - Tree 3 canopy impact:*

Another potential impact to Tree 3 is to the canopy and its proximity to craning vehicles but also the final position of the APT. The choice of vehicle shall be confirmed prior to works commencing and shall ensure that the boom and slings will remain clear of all tree canopies. If this does not occur it is possible branches could tear from the subject trees, thus causing extensive detrimental damage that Council may request any bond on any tree be surrendered. The final location of the APT may also require reduction pruning of approximately 10-15% of the canopy of Tree 3.



Visual Impact and Clutter

Dowling Street



VIEW A



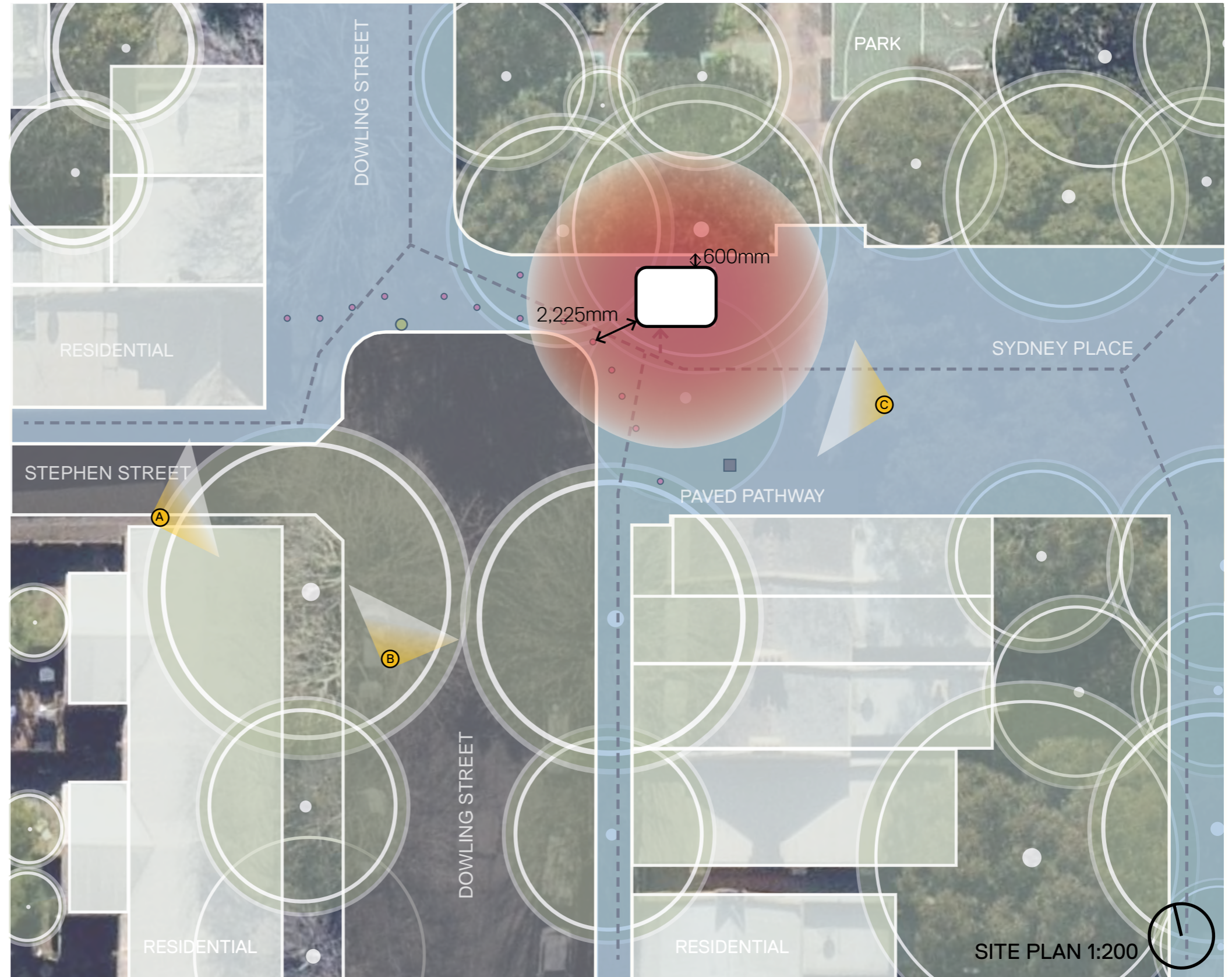
VIEW B



VIEW C

LEGEND

- | | |
|-------------------------|-------------|
| Indicative APT location | Light poles |
| Existing trees | Bollards |
| Landscaping | Pit |
| Footpath - Type 3 | Seats |
| Proposed APT location | Drain |
| | Signage |



Key Views

Dowling Street

SLEP 2012 6.21C (2)(b), (c) and (d)(x) and (xiii)

VIEW LOOKING NORTH FROM DOWLING STREET



VIEW LOOKING EAST FROM STEPHEN STREET



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Response to Planning Assessment

Dowling Street

As part of the City of Sydney Planning Assessment observations were made to consider other location options and assess why the selected proposed location is preferential.

The following alternative locations were investigated:

1. On Dowling Street, close to Woolloomooloo playground:

This location is well away from the main pedestrian route of Sydney Place and would have poor passive surveillance at night. It would also have less demand as it is remote from the main pedestrian route. Close to Woolloomooloo playground, it is also very close to a residential unit. Dowling Street is very narrow at this point.

2. On the corner of Dowling Street and Best Street:

This small elevated square is not easily accessible due to its stairs access. It is not visible from the main thoroughfare, and as such there are CPTED issues with surveillance.

3. Proposed location, on the Eastern side of Sydney Place:

It is located on a main pedestrian thoroughfare between the CBD and Kings Cross and is close to the playground entry. It is not too close to most of the residences located on Brougham Street. It faces a blank wall without windows, so it doesn't impact on the residents. Its exposure improves passive surveillance and is less likely to be impacted by anti social behavior. It is therefore considered as the best option.

4. On Sydney Place, between the trees:

There is good clearances to all sides of the APT and there is no obstruction to passing pedestrian traffic. It is marginally closer to residences along Brougham Street.



5. On Sydney Place, close to McElhone Street:

Leaning on the edge of the Park, it is located North of Sydney Place, close to McElhone Street. There are many residential buildings on this side of the Place. A site located in close proximity to a residential or commercial building is discounted as unsuitable due to the potential impact on residents

or business owners' amenities, for example; noise impacts, or increased anti-social behaviour.

KEY:

- Alternative considered location
- Proposed Location



1. On Dowling Street, close to Woolloomooloo playground



2. On the corner of Dowling Street and Best Street



3. Proposed location, on the Eastern side of Sydney Place



3. Proposed location, on the Eastern side of Sydney Place



4. On Sydney Place, between the trees



5. On Sydney Place, close to McElhone Street

