



Urban Planning Committee

Annexures

Agenda: *Urban Planning Committee*

Date: *Monday 10 February 2014*

Time: *6.00pm*

Item: *Planning Proposal for 529 – 536
Glenmore Road, Edgecliff*

Annexures 1, 2 & 3

Email advice prepared by Allan Coker, Director of Planning (17 July 2012)

Meeting to discuss Glenmore Road Proposal
17/07/2012 04:01 PM
From: Allan Coker/Woollahra Council
To: cswan@jbaplanning.com.au
Cc: Chris Bluett/Woollahra Council@Woollahra Council

Dear Clare,

Grace Hawley passed on to me this morning your e-mail and accompanying documents for a development proposal at 27-32 Glenmore Road Edgecliff.

While the subject property is described with this address the documents depict another property at 531-537 Glenmore Road.

The documents put forward a case for a large scale redevelopment of the site which is within the Paddington Conservation Area. The plans show that it is proposed to excavate close to the boundaries of the site to accommodate 5 levels of underground parking, provide parking at ground level, retain the existing terraces and build a residential apartment building containing 10 storeys above the existing terraces. No where in the documentation is there any reference to, or understanding of, the conservation philosophy which is contained in the Paddington DCP.

On reviewing the file, I also found that there had been two meetings with yourself and our Manager Strategic Planning, Chris Bluett on 7/6/11 and 8/6/11. The advice Chris provided at those meetings was very clear:

- the properties are in a heritage conservation area
- the site has not been identified as an 'opportunity' site for increased development under the housing target requirements of our principal LEP
- the existing buildings are in an apparent good condition based on casual observation of available documents
- the demolition of the buildings would be contrary to the principles and philosophy of the Paddington DCP and heritage conservation provisions of the Woollahra LEP 1995
- notwithstanding the location of the site in a business zone, heritage conservation objectives prevail
- it is not Council's approach to demolish buildings in a heritage conservation area to achieve housing targets under the Draft Sub-Regional Strategy
- the properties can be used for residential purposes under the current business zone
- facadism is not supported
- based on the above points we would not support a proposal to demolish buildings and redevelop a multistorey building.

The current plans provide for the retention of the street terraces whereas the plans, the subject of the 2011 consultation, involved the demolition of the terraces.

I am surprised that this proposal has advanced so far because:

- it is out of context and scale with the surrounding development
- it completely overwhelms the diminutive terraces on Glenmore Road
- it is not consistent with the values and philosophies contained in the Paddington Heritage Conservation Area DCP
- it is not consistent with the planning controls for the site
- it would be likely to have substantial impacts on adjoining properties
- it would be likely to attract significant public objection (not dissimilar to what happened in Double Bay when Ashington put up an ill considered Part 3A proposal)
- no evidence has been submitted which suggests that the existing planning controls for the site are inappropriate.

Frankly, I think this proposal is misconceived and a meeting would be a waste of your time and mine.

Regards,

Allan Coker
Director Planning and Development
Woollahra Municipal Council

23 January 2014

Ms Anne White
Senior Strategic Planner
Woollahra Municipal Council
536 New South Head Road
DOUBLE BAY NSW 2028

Dear Anne,

529 - 539 Glenmore Road, Edgecliff - Addendum to the Planning Proposal

This letter has been prepared on behalf of Edgecliff Bistro Pty Ltd, and forms an Addendum to the Planning Proposal (November 2013) to amend *Woollahra Local Environmental Plan 1995* (WLEP 1995) as it applies to 529 – 539 Glenmore Road, Edgecliff (the site). As required by Council officers, this Addendum has been submitted to address issues identified by Alan Coker (Council, Director Planning and Development) in an email to Clare Swan of JBA Planning dated 17 July 2012 (Attachment 1).

It is our understanding that Mr Coker's July 2012 email, which was only recently forwarded to us by Council, considered a different scheme presented by JBA Planning. The meeting did not relate to any formal application and we are advised that our client never instructed JBA Planning to conduct such a meeting, or to make any other representations or applications to Council in relation to the site.

The indicative development scheme accompanying the November 2013 Planning Proposal is not that which we understand was considered by Mr Coker in July 2012 and our client objects to the current application being prejudiced in any way by reference to an earlier scheme presented by others without his authority.

Notwithstanding this, the seven issues raised in Mr Coker's email of 17 July 2012 are addressed in relation to the current scheme below. These comments are based upon our understanding of the scheme upon which Mr Coker's comments were made.

Out of context and scale with the surrounding development

The floor plate of the indicative design submitted with the current Planning Proposal is significantly smaller than the scheme considered by Mr Coker in July 2012. Relative to that scheme:

- The Glenmore Road building line has been set back not less than 2 metres from the parapet line of the existing terrace houses to provide greater visual emphasis to the heritage facades and reduce the built form impact to the three storey residential dwellings opposite the site. The Heritage Impact Statement submitted with the Planning Proposal states that:

"In relation to the surrounding context the proposed building is considered to be appropriate as its immediate surrounds is a mix of development types including; contemporary high density apartments and office buildings behind and to the south, directly opposite 3-4 storey residential apartment and warehouse retail."

- The building envelope of the indicative design is considered to be compatible with the existing multi storey development located on New South Head Road immediately north-east, east and south-east of the site.
- There are numerous residential tower developments in the immediate vicinity of the site that are of considerably greater height, bulk and density than what is proposed. This is demonstrated under Section 2.2.1 of the Planning Proposal.

Overwhelms the diminutive terraces on Glenmore Road

The relationship between the indicative design and the terraces on Glenmore Road has been addressed in the following manner:

- The upper storey Glenmore Road building line has been set back not less than 2 metres from the parapet line of the existing terrace houses to provide greater visual emphasis to the heritage facades. The consequence being that the existing terraces will now read as distinct building elements.
- The reduction in the building envelope and increased upper storey setback will reduce the built form impact to Glenmore Road and three storey residential dwellings opposite the site.
- The relationship between the indicative design and the single storey terraces to the north is considered appropriate. The terraces are separated from site by a laneway which provides visual relief between the buildings. Further, the maintenance of the two storey terrace facade and the two metre upper storey setback will ensure the heritage streetscape character will be maintained and the single storey terraces will not become isolated or overwhelmed.

Inconsistent with the values and philosophies contained in the Paddington Heritage Conservation Area DCP

A Heritage Impact Statement (HIS) has been submitted with the Planning Proposal. The HIS contains an assessment of the indicative design against the relevant provisions of the DCP. The HIS concluded that:

“The site is unique within the heritage conservation area as it located on the northern boundary of the conservation area separated by the railway overpass outlined in picture 5 and closely surrounded by a combination of contemporary high rise commercial and residential development. Due to this unique location and the bulk and scale of the surrounding development and the railway overpass the area is viewed aesthetically as small precinct segregated by the overpass from the main conservation area. Therefore we have assessed the development as appropriate within the conservation area due to the particular uniqueness of the immediate surrounds and therefore lack of negative impact to the conservation area as a whole.”

Inconsistent with the planning controls for the site

The Planning Proposal has been submitted to amend the planning controls for the site. The Planning Proposal is supported by a strategic review Edgecliff Town Centre and the broader Woollahra Local Government Area. This strategic review concludes that the proposal is consistent with relevant State and Regional Planning policy, and is one of very few sites available to make a meaningful contribution to the attainment of Council's housing targets.

Likely to have substantial impacts on adjoining properties

As stated above, the building envelope of the indicative design submitted with the Planning Proposal is significantly smaller than the development scheme considered by Mr Coker in July 2012. This includes increased setbacks to surrounding properties and internal replanning such that principal living rooms have been oriented away from adjacent properties.

The Indicative Design Concept Analysis prepared by Rothe Lowman Architects contains analysis of potential overshadowing and view sharing impacts on surrounding properties. The analysis is summarised under Section 8.3 of the Planning Proposal. It concludes that the potential impacts are acceptable in the circumstances.

Likely to attract significant public objection

While public objections may be received by Council, this should not be assumed in advance. The application should be exhibited in accordance with the Act and Council's standard procedures, and any objections that are formally lodged in the proper manner considered on their merit in a holistic assessment of all relevant matters, including a balanced weighting of the local and broader strategic planning implications of the proposal.

No evidence has been submitted that suggests the existing planning controls for the site are inappropriate

While this may have been the case when the previous scheme was discussed between JBA Planning and Mr Coker, Section 3 of the current Planning Proposal has subsequently been prepared and contains a comprehensive strategic review of the existing planning controls, and provides considerable evidence that the existing controls are indeed inappropriate.

Conclusion

We trust this letter will assist the preparation of the report to the Council's Urban Planning Committee. However, we question the relevance of the above matters to the current proposal, and request that the current proposal be considered on its own merits. If you wish to discuss this matter further please feel free to contact the undersigned on 8233 9970.

Yours sincerely,



Ian Cady
Associate Director

CC: John Gdanski – Rockwell Olivier, Principal

529-539 Glenmore Road: Heritage response

**Prepared by Amelia Parkins, Strategic Heritage Officer
1 February 2014**

DOCUMENTATION

The following documentation provided by the applicant has been examined for this referral response:

- Drawing set by Rothe Lowman, dated 29.8.13, and numbered TP 1.02- TP1.06, TP 1.08, TP 1.09, TP 1.13, TP 2.01- TP 2.04
- Heritage Impact Statement by Urbis, dated October 2013

STATUTORY AND POLICY DOCUMENTS

The following statutory and policy documents are currently relevant to the application:

- Woollahra LEP 1995
- Paddington Heritage Conservation Area DCP

HERITAGE FRAMEWORK

- The subject building is not a heritage item in Woollahra Local Environment Plan 1995 'the LEP'.
- The subject building is not listed on the State Heritage Register.
- The subject building is within the Paddington Heritage Conservation Area, and is considered a contributory item and a significant item.

SIGNIFICANCE OF SUBJECT PROPERTY TO THE CONSERVATION AREA

The proposal spans six lots comprising a group of houses which are a Victorian terrace. The subject properties at 529 and 531 Glenmore Road are part of a group of significant two-storey Victorian buildings dating from a key period in the historical development of the conservation area.

The row of six dwellings, constructed c. 1890, display features typical of their Victorian style including decorative cast iron balustrade, palisade fences, moulded arched windows, moulded parapet and pediment. The terrace row retain their original form including the principal building and secondary, side sloping, skillion rear wings which create a consistency that makes an important contribution to the character of the Paddington Heritage Conservation Area.

The interiors of the buildings were not inspected for this assessment, however the most recent application for the property (DA 32/2011/1) involved a heritage response and inspection of the relevant properties. The heritage referral prepared by Sara Reilly dated 15 March 2011 makes reference to significant internal features including fireplaces, joinery and room layouts remaining extant.

The terrace is located in one of the oldest parts of Paddington and continues to make an important contribution to the significance of the heritage conservation area. The integrity of the group including existing original fabric, detailing, layout and form provides important evidence of the development of Victorian terraces in Paddington.

DESCRIPTION OF PROPOSAL

The following works are proposed:

- Demolition of a Victorian terrace group comprising six buildings
- Construction of a ten storey apartment building

ASSESSMENT OF HERITGE IMPACT

The heritage impact statement prepared by Urbis describes the significance of the subject property as relating only to the façades of the terrace row. As discussed above, without entering the property, it is clear that the heritage significance of the Victorian terrace group extends beyond the front façades. The overall built form including, but not limited to, the pairs of side sloping skillion rear wings and chimneys also contribute to the significance of the Paddington Heritage Conservation Area.

The predominant Victorian built form of the conservation area provides a highly intact representative example of the boom building period between 1870 and 1895. The Paddington Heritage Conservation Area has been identified as having significance at a local, state and national level for historic, aesthetic, technical and social values. Paddington terraces (including the subject group) embody these values through their unity, scale, character and architectural styles that reflect an Australian version of the English Georgian and Regency styles.

The Paddington Heritage Conservation Area is of national heritage significance. The character of the conservation area, derived from its historical development, is evident in the low scale built environment. The overwhelming majority of buildings within the conservation area are contributory, including the subject terrace group. The proposal has not presented any argument that the group is intrusive and subsequently no justification for its demolition.

The proposal to retain only the façades of the significant terraces and to place a ten storey contemporary building behind them ridicules the significance of groups of Victorian terraces and the importance of the conservation area. It also undermines years of community involvement and protection of the Paddington HCA. The proposal relies on the concept of ‘facadism’ as a heritage argument for the new development to be acceptable. This does not reflect heritage best practice nor is it in accordance with the philosophies set out in the Burra Charter.

The proposal does not respect the identified characteristics of the conservation area as a whole or the immediate surroundings. The proposal to substantially demolish the terrace group and retain only the façades is not a good heritage outcome. The façades retain only a very small aesthetic value to the conservation area, which is greatly reduced by the proposed ten storey development behind it. The argument that setting the new building back from the façade emphasises the heritage significance or ameliorates the impact of the new building on the conservation area is fallacious. The two metre setback of the proposed building does very little to relieve its impact on the heritage significance of the conservation area. The retention

of the facades only has a detrimental impact on the heritage significance of the group and its contribution to the conservation area.

The cumulative effect of demolishing a contributory group and constructing a building that does not contribute anything positive to the conservation area is not acceptable. The bulk, scale and character of the proposed development exceeds surrounding development. Existing views to and from the conservation area will be impacted on and dominated by the visual presence of the proposed ten storey building.

CONCLUSION

The proposal is unacceptable and would have an unsatisfactory impact on the subject properties on Glenmore Road and the Paddington Heritage Conservation Area.

Amelia Parkins
Strategic Heritage Officer