

IKEA TEMPE

Town Planning Report

MP07_0149

Section 75W Modification of Mixed Use Bulky
Goods Retail (IKEA) and commercial
development at Princes Highway (former
Tempe Tip).

April 2010

urbis

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1 Introduction

This planning report accompanies an application made under Section 75W of the Environmental Planning and Assessment Act 1979 with respect to a proposed modification to Major Project Approval MP07_0149 – Mixed Use bulky goods retail (IKEA) and commercial development at the Princes Highway, Tempe.

The site plan below indicates the location of the proposed mixed use bulky good retail with frontage to the Princes Highway, Tempe.

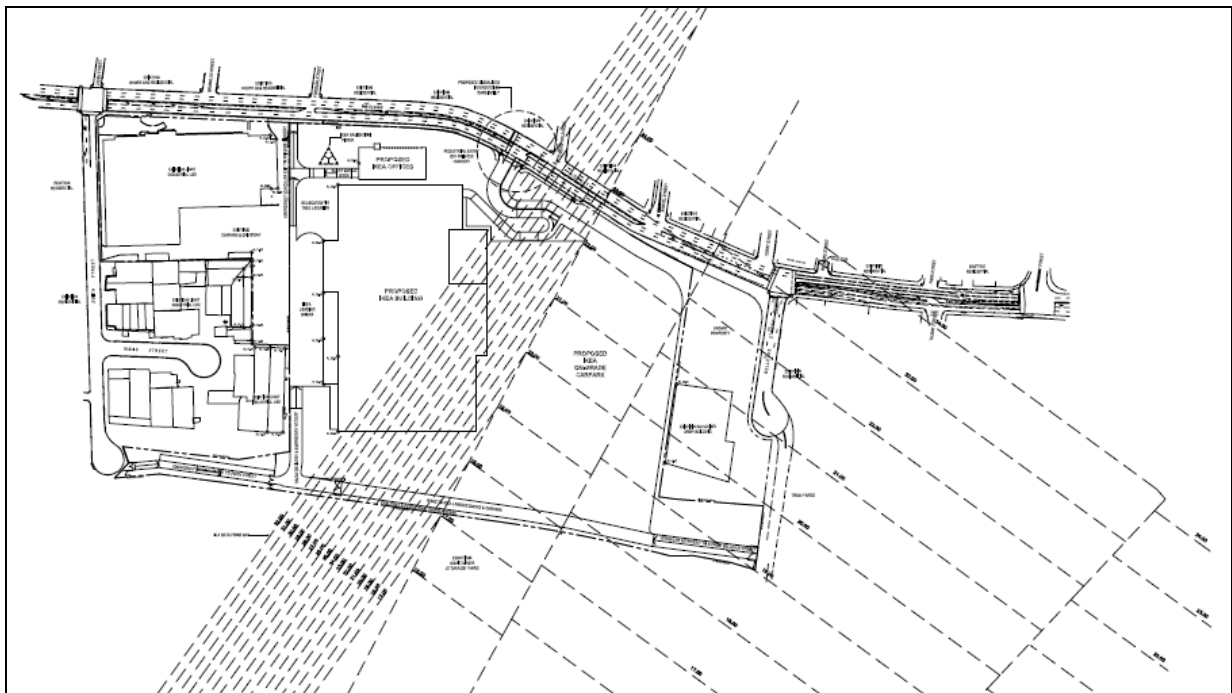


Figure 1 – Site Plan (as approved)

Refer to **Appendix A** for a copy of the Instrument of Approval.

1.1 Background

Subsequent to the approval of the Project Application, further in-depth analysis and consultation with IKEA has occurred. As a result of this process, re-arrangement to several aspects of the building and parking scheme has been identified to maximise the functionality of the site. Furthermore, several changes to the building have been made in response to the requirements of various utility authorities.

1.2 Approved Development Description

Development consent was granted to carrying out the development described below:

- Redevelopment of the site for the construction of a two storey rectangular shaped building to house the IKEA showroom and warehouse. The lower floor is to consist of a market –hall, self serve furniture area and warehousing. The showroom, café and staff amenities are located on the first floor and warehouse /bulky goods and light industrial use on the ground floor of the ATECO building.
- Retention and adaptive reuse of the facades of the heritage listed ATECO building and use for commercial floor space which will form the IKEA headquarters.

- Car parking at grade for a maximum of 1775 vehicles to service the bulky goods showroom and warehouse and commercial building.
- Public domain improvements, infrastructure works and associated landscaping.
- Demolition of all buildings and structures on the site comprising of the KAS Auto, Kennard's and former Council tip sites and excavation.
- Signage consisting of signage on each of the warehouse buildings elevations, and a circular configuration of 8 x 12 metre high flag poles with 'IKEA' flags adjacent to the main vehicles entry on the Princes Highway Frontage.

The proposed modifications are considered to be minor in nature and will not significantly move away from the approved concept plan detailed above.

2 Proposal

2.1 Proposed Modifications

The proposed modifications primarily relate to the design and layout of the building and car park and include the following main elements:

1. The deletion of the two balconies from the north elevation of the building.
2. Changes to the car park layout and entrance to the subject site.
3. Fire sprinkler tanks to be externally located.
4. Extension of the building for essential services area.
5. The deletion of the proposed glass canopy between the heritage building and the store.
6. Revised design of the canopy over the front entrance.
7. Change in the roof design.
8. Deletion of the lift at the southern end of the Ateco building.
9. The addition of the open mechanical platforms at roof level.
10. The addition of stair access up to roof level.
11. The relocation of the Fig Tree.
12. The addition of lower ground floor car park exhaust towers.
13. Addition of carpark exhaust plenum at lower ground level and drain water storage tanks under the loading dock slab.
14. Revised IKEA signage layout and dimensions
15. Addition of IKEA wordmark at roof level in roof membrane material.
16. Revised Landscaping Design
17. Addition of mechanical equipment in the lower ground floor of the ATECO Building.
18. Addition of louvers in the external wall of the first floor mechanical plant room.

Reduced copies of the plans prepared by Leffler Simes Architects, dated February 2010 clearly identifying the proposed modifications are provided at **Appendix B**.

An assessment of the modifications is provided in Section 4 of this report.

3 Modifications to Concept Plan Conditions

In order to facilitate the proposed design changes, this Section 75W application seeks to modify the following Recommended Conditions of Approval as documented in Schedule 2 of the Approval of Major Project No 07_0149 outlined below.

Reduced copies of these plans are prepared by Leffler Simes Architects, dated February 2010 are provided at **Appendix B**.

3.1 A2 Development in Accordance with Plans

The Section 75W application seeks to modify Condition A2 in Schedule 2 to include the revised drawing references, as shown in the table below, to be read in conjunction with the references to the previously approved drawings (DA-101, DA-102, DA-103, DA104, DA-111, DA-201, DA-202, DA-203, DA-204 and DA-402 prepared by Krikis Tayler Retail).

Drawing No.	Revision	Prepared By	Name of Plan	Date
DA121 1	1	Leffler Simes Architects	Stage 1 Master Floorplan Lower Ground Floor	February 2010
DA122 1	1	Leffler Simes Architects	Stage 1 Master Floorplan Ground Floor	February 2010
DA123 1	1	Leffler Simes Architects	Stage 1 Master Floorplan First Floor	February 2010
DA124 1	1	Leffler Simes Architects	Stage 1 Master Floorplan Roof	February 2010
DA301 1	1	Leffler Simes Architects	Stage 1 Elevations	February 2010
DA302 1	1	Leffler Simes Architects	Stage 1 Elevations	February 2010

3.2 B1 Design Modifications (d)

Condition B1(d) currently reads:

The at-grade car park layout shall be amended to provide for the planting of a total of 270 super-advanced trees (species as nominated on the approved landscape plan) to be planted at even spacing across the carpark at intervals of 1 tree per 4 carpaking spaces.

The proposal seeks to modify Condition B1 of Schedule 2 to read:

*The at-grade car park layout shall be amended to provide for the planting of a total of **198 25 Litre sized trees** (species as nominated on the approved landscape plan) to be planted at even spacing across the carpark at intervals of 1 tree per 4 carpaking spaces.*

The amendment to the number of trees and the level of maturity is further discussed in Section 4 and 5 of this report.

3.3 B28 Relocation of Moreton Bay Fig Tree

Condition B28 currently reads:

The existing Ficus macrophylla (Moreton Bay Fig) is to be transplanted to the staff courtyard to the immediate northwest of the loading dock. A qualified arborist's report including a plan of

management for the transplantation and confirming the health of the species must be submitted and approved by the Certifying Authority prior to issue of a Construction Certificate.

If the Arborist's report indicated that the tree is in a state of decline, details of appropriate replacement planting shall be provided to the Department for approval.

The proposal seeks to modify Condition B28 of Schedule 2 to read,

*The existing *Ficus macrophylla* (Moreton Bay Fig) is to be transplanted to the **north eastern corner of the site adjoining the ATECO building and the Princes Highway**. A qualified arborist's report including a plan of management for the transplantation and confirming the health of the species must be submitted and approved by the Certifying Authority prior to issue of a Construction Certificate.*

If the Arborist's report indicated that the tree is in a state of decline, details of appropriate replacement planting shall be provided to the Department for approval.

Justification of the alternative location of the Moreton Bay Fig Tree can be found in Section 4 of this report.

4 Environmental Assessment

4.1 Substantially the Same Development

Although the test of 'substantially the same development' does not apply to Section 75W applications, it is still considered a relevant matter to address when determining the magnitude and impacts of the changes.

In this case, it is considered the proposed modifications are minor in nature and therefore will remain substantially the same development as the use, scale and nature of the development will not materially change from the approved development.

4.2 Assessment Criteria

Under Section 75W of the Act, the Minister may provide environmental assessment requirements to be addressed the proponent to any application under this Part being determined.

In this respect, and to assist the Department of Planning in the consideration of this matter, it is proposed that for the purposes of this assessment that those Director General Requirements, as they applied to the original Project Application and as relevant to the current proposal, be re-considered.

In this respect, the following relevant environmental assessment criteria have been adopted:

- Concept Plan, including any relevant Commitments, Terms of Approval and Conditions.
- Car park, Layout and Access Alterations
- External Building Alterations
- Internal Building Alterations
- Landscape and Public Domain

During pre-lodgement consultation between IKEA and the Department of Planning, it was requested that any future application give consideration to issues related to height (in regard to OLS Considerations), the scope of this assessment addressed this criteria.

4.3 Concept Plan

The proposed modified scheme will retain the use of the site for IKEA and its associated office space, as per the Concept Plan approval. The intent of the Concept Plan approval will still be served following these modifications.

As discussed in Section 3 of this report, this application proposed to modify Conditions of Approval A2 and B28 of Schedule 2 of the Approval of Major Project No 07_0149. these modifications have arisen through detailed design work and requirements of various agencies (such as fire and electricity authorities).

4.4 Car Park, Layout and Access Alterations

The proposal seeks the following modifications in relation to traffic and parking:

- Enhancement of the internal circulation and layout of the car parking area (which will not result in change to parking numbers as a result of the modification).
- Changes to the car park layout and entrance to the subject site.
- Changes to the carpark and entrance area from Bellevue Street as per SACL advice.

An assessment of the alterations to the traffic and parking scheme is discussed in Section 5.3 as well as the letter by *Transport and Traffic Planning Associates* in **Appendix C**.

4.5 External Building Alterations

The proposal will incorporate the following external building alterations:

- *Deletion of the two balconies from the northern elevation of the building*

The proposal calls for the removal of the two balconies along the northern elevation of the subject building. These balconies are not considered to serve a crucial function to the overall operation of the subject building. This minor amendment to proposal originally approved is considered to be justified as the café no longer intends to utilise these balconies within their day to day operation.

As they serve no functionality but are merely there for aesthetic purposes, we consider the proposal to remove the two balconies from the northern elevation is justified and will not detract from or greatly alter the external appearance of the building given its scale.

- *Change in roof design*

The proposal seeks a modification in the roof design moving away from the sore tooth effect originally proposed. As demonstrated in drawing DA-124, the roof level will continue to comply with the relevant OLS height restrictions within the area as further discussed in Section 5.2.

The design involves an alteration to the original roof design which potentially was not a structurally sound and cost prohibitive design. The amended roof will maintain the highest point of the original proposed parapet being 26.8 metres but has amended the design to reduce the number of peaks and troughs and reduce the overall bulk of the design and improve the structural integrity.

- *Revised IKEA signage layout/dimensions*

The proposal seeks the following amendments to the approved signage scheme which are considered to result in an improved outcome for the subject building.

- Drawings DA-301 and DA-302 read in conjunction with DA-201 prepared by Krikis Tayler Retail with the original application indicates that the proposal seeks to relocate the approved signage.
- At the western elevation the proposed modification seeks the removal of the approved IKEA sign.
- At the eastern elevation the proposed modification seeks the relocation of the existing approved IKEA sign. The proposed relocated sign is considered to be a reduction in scale.
- At the northern elevation, the proposed modification seeks to add an IKEA sign towards the splayed roof at the eastern end of the building.
- At the southern elevation the proposed modification seeks to add an IKEA sign towards the galvanized fire egress.

The proposed alterations to signage have been reassessed against the provisions of Schedule 1 of SEPP 64 and are considered to continue to comply for the reasons outlined below.

Assessment Criteria	Proposed Signage
Character of the area	The proposed signage alterations are compatible with the design of the building and the nature of the surrounding business area within the Marrickville Local Government Area. The proposed signage is of a high quality finish and will complement the existing advertising signage located along Princes Highway at Tempe. Further, the proposed signage will provide visual interest along the building façade and break up the form of the building.

Assessment Criteria	Proposed Signage
Special areas	Given that the proposed alteration to the approved signage does not alter the scale, proportion and form of the existing building, it is considered that the proposal will have a positive impact on the facade of the building. The proposed signage is designed to form part of the building and not detract from the character of the area.
Views and Vistas	The amended signage will not obscure or compromise any important views or vistas from or to the site.
Streetscape, setting or landscape	The amended signage does not alter the scale, proportion and form of the existing building and is consistent with the nature of the premises as mixed use/bulky goods. The amended signage will be of a high quality design and appearance and is considered to enhance the overall streetscape along the Princes Highway. It will provide colour relief to the facades of the building.
Site and building	The amended signage is considered complementary in scale and proportion with the proposed building.
Associated devices and logos	The proposed signage directly relates to the IKEA and will not contain any offensive information.
Illumination	The proposed signage will comply with the necessary light emission criteria and has been designed and located to avoid any potential 'spill over' impacts on adjoining development.
Safety	The proposed signage has been designed to avoid any potential issues relating to the safety of pedestrian and vehicular traffic, and will not obstruct driver sightlines or pedestrian view lines. Further, the construction and installation of the structures will be structurally sound.

▪ *Addition of IKEA wordmark at roof level*

The proposal calls for the inclusion of an additional IKEA wordmark at roof level. This wordmark is not visible from the public domain and is not considered to detract from the external appearance of the building. Given that the originally proposed pylon structure has not been requested for re-consideration, therefore this additional is considered a reasonable addition as it will not have any streetscape impact.

▪ *Locating the fire sprinkler tanks externally*

The proposal seeks to relocate the fire sprinkler tanks from the approved location next to the rain water tank further to the west of the southern elevation.

The previously approved location underneath the loading dock is considered to be inappropriate in terms of size for the fire sprinkler tanks. The proposed siting of the fire sprinkler tanks have been relocated following discussions with the fire brigade, and are now considered to be a more appropriate and accessible location. The proposed location will allow for improved gravity flow from the tanks.

▪ *Deletion of the glass canopy between the heritage building and the store*

The modification seeks to remove the proposed glass canopy between the retained heritage portion of the Ateco building (IKEA office) and IKEA store. The covered bridging of the two buildings is now not required or considered necessary for the operation. This will not have any material impact on the heritage building as it cannot be seen from the Princes Highway façade of the retained heritage building.

▪ *Revised design of the canopy over the front entry*

The proposal seeks an amendment to the canopy over the front entrance to the store. This amendment will result in an improved external appearance for the entrance to the building. The revised design will improve the articulation of the building, providing a stronger presence at the northern elevation.

▪ *Addition of louvres in the external wall of first floor mechanical plant room*

This addition of louvers in the external wall of first floor mechanical plant room will result in improved screening of the mechanical plant and increased ventilation. The impact on the external appearance of the building at plant level is minimal and as the proposal is necessary to the function of the building, the proposed louvers are justified.

- *Addition of the open mechanical platforms at roof level*

The addition of the open mechanical platforms are not visible from the public domain and are a necessary inclusion to facilitate access to plant machinery at roof level.

4.6 Internal Building Alterations

- *Addition of mechanical equipment in the lower ground floor of the Ateco Building*

The proposal seeks to relocate necessary mechanical equipment to the lower ground floor of the Ateco Building. This relocation is considered to be an improved outcome for the function of the site and will not result in a negative impact on the use of the building.

- *Addition of the lower ground floor car park exhaust towers*

The addition of car park exhaust towers at the lower ground floor are considered to be a necessary addition that will improve the function and amenity of the car parking facility. The proposed exhaust tower will not result in a significant alteration to the external appearance of the building at the southern elevation.

- *Addition of carpark exhaust plenum at lower ground floor level and drain water storage tanks under the loading dock slab*

The inclusion of an exhaust plenum is considered to be a minor amendment that is necessary for the future function of the lower ground level car park. This exhaust plenum will improve overall air quality within the car park and will result for an improved amenity for customers and staff.

- *Extension of the building for essential services at ground and lower ground level*

The proposal seeks a minor amendment to the building envelope at ground and lower ground level at the north eastern corner of the store. This additional area is sought for the purposes of housing essential services. It is not considered to result in an impact to the overall external appearance of the building and is considered to be a necessary modification to facilitate services.

- *Addition of stair access up to roof level*

The proposal seeks the addition of stair access to the roof level.

- *Deletion of lift at southern end of the Ateco building*

The proposal seeks to the deletion of the lift at the southern end of the Ateco Building. The existing building does not contain a lift and upon analysis of the intended use of the building, it is not considered to warrant the installation of a lift. The revised design will not incorporate a lift system.

4.7 Landscape and Public Domain

- *Revised Landscaping Design*

As mentioned in Section 3 of this report, the proposal seeks an amended landscaping scheme for the site. The amended landscaping plan is submitted with this report in **Appendix D**.

The amended car parking layout has triggered the need to reconsider the landscaping design.

The amended design is considered to give an improved green edge along the Princes Highway with an additional 21 new trees included to the Princes Highway frontage, which exceeds the conditional requirement for 16 trees.

In response to the requirement to screen the gabion rock walls – the amended landscape plan has removed the walls to enable the stronger green frontage to Princes Highway.

Whilst the overall number of trees intended for the site does not meet the condition requirement, we consider that the commitment to the planting of 198 native tree species will result in a high level of public amenity that meets the intent of the consent condition be softening the views to the car park as well as improve the amenity within the car park. The trees will be protected by a proper staking and 24 month plant establishment maintenance period to ensure their survival.

As further outlined within the landscape plan, the revised scheme proposes 25 Litre sized trees rather than the previous super advanced size. The less mature trees will respond in a faster timeframe and are better equipped to handle the level of capping over the former tip site given that they are natives. This will maximise the ability for the trees to establish and achieve the desired visual outcome.

Therefore on balance, we consider the amended landscape plan will achieve an improved presentation of the site from the current approved landscape plan.

- *The proposal calls for the relocation of the existing fig tree.*

The proposal seeks to amend the location of the Fig Tree from the original location at the staff courtyard to the immediate northwest of the loading dock to an alternative location at the north eastern corner of the site at the Ateco building and the Princes Highway. We consider that the alternative location will benefit the site in the long term as further discussed below in the comments from Stevens Landscape Architects, included within **Appendix E** of this report.

Due to Master Plan changes since the approved Development Application we address the changes to the position of the relocated Fig Tree and changes to the position of the associated seating area. Water tanks have now been located in the area previously designed for the relocated tree and associated seating area. These areas have been moved further west and closer to the Princes Highway

Mark Hartley from The Tree Doctor who will be responsible for transplanting the Fig Tree has been contacted and sent a copy of the new tree location and its surrounds. His comments are:

“New location is fine in terms of space and survival. Opening for the tree in the landscape is good.”

The landscape perspective on the new location of the Fig Tree and Seating Area is as follows:

- *The location of the tree will have a greater public benefit to the streetscape as it is more visible.*
- *The tree canopy will have a larger area in which to spread. The previous Concept Plan showed a canopy of 20metre spread but the tree currently has a canopy spread of 28-30metres.*
- *The paved seating area under the tree is slightly larger than the previous seating area proposed.*
- *The location of this seating area at a higher level on the site will provide better light for its users where previously it was located 4 metres below its proposed new location and behind the Ateco Building. Its proposed location provides easier access from the Ateco Building.*

Reposition of the existing fig tree is generally in accordance with the Statement of Commitments prepared for the original proposal. The proposed alternative location is considered to be a superior location and therefore we proposed to amend Condition B28 in Schedule 2 of the Approval of Major Project No 07_0149.

5 Other Considerations

5.1 BCA Capability

As demonstrated in the BCA Capability Statement prepared by Davis Langdon and submitted with this application in **Appendix F** of this report, a preliminary assessment of the architectural drawings submitted with the Part 3A application against the provisions of the Building Code of Australia 2009 has been undertaken.

Davis Langdon's accredited certifier, confirmed that the changes proposed in the amended application; *achieve BCA compliance via a combination of Deemed to Satisfy and Performance compliance via alternative solutions that are to be prepared by a Grade C10 Accredited Fire Engineer from Defire.*

It should be noted that following discussions between the NSW fire brigade and David Langdon: *the NSW fire brigade prefer the amended location of the fire services equipment, water supply, pump rooms and fire control centre for the site in order to satisfy their operational requirements for the site.*

5.2 Obstacle Limitations Surfaces Height Considerations

Due to the proximity of the subject site from the Sydney Airport, regulations administered by the Civil Aviation Safety Authority (CASA) limit the height to which structures may be built above ground in accordance with Civil Aviation (Buildings Control) Regulation 1988.

We can confirm that the proposed modifications have taken these restrictions into consideration during the design phase and will continue to comply with the height restrictions as demonstrated on Drawing 2725 DA 124 Masterplan Roof submitted with this application.

5.3 Traffic and Carparking

The carpark layout and traffic flow have been amended as part of this application. The overall purpose for these changes was to improve customer convenience, pedestrian and vehicle safety and amenity within the site.

To recap the changes include:

- the addition of the roundabout as you enter the site from the Princes Highway
- Relocation of the access driveway through the carpark
- The reposition of the staff carpark on the main on grade carpark
- Addition of pedestrian access paths across the carpark
- Adjustment and enlargement of the basement access driveway from the Highway access.

The roundabout was introduced to help both control the flow of customers on to the site, as well as increase the queuing room both entering and leaving the site. The roundabout also served to enable access and egress directly to and from the basement level, up to the Highway This helps customer flow and efficiency for traffic movement.

The relocation of the main access driveway, which cuts through the main carpark, enabled the provision of a greater number of convenient customer car parking spaces, as well as provide suitable at grade parking for staff. Furthermore, by making this a dedicated access road, rather than a driveway with parking spaces, it reduces the possible conflict, which would have otherwise occurred when you have carparking directly on main driveways. This in turn reduces the queuing problem.

In addition, several extra pedestrian paths are provided across the carpark towards the store. Again this is to increase customer amenity as well as safety.

Within this new carpark layout, family parking along with accessible parking has been better located towards the front entry. We have also added a section for “green vehicles” only to promote green efficient access amongst the customer base.

In addition to changes in the main parking area, the entry from Bellevue Street has changed, based on advice from SACL. This has involved the shifting of the driveway accessing the site slightly further up Bellevue Street to move it out of the ground radar of the airport.

In summary, all these modifications made were to increase the efficiency and safety of the customer and staff carparking as well improve the overall amenity as you both enter and leave the site.

The proposed modification have been assessed by Ross Nettle of Transport and Traffic Planning Associates which is been submitted with this report in **Appendix C** of this report.

The assessment has found the following:

- *the design of the parking, loading and access elements comply with the AS 2890.1 and 2 criteria*
- *the design in relation to the access intersection on the Princes Highway maintain the requirements negotiated with the RTA for the development consent*
- *the design of the access road will ensure ready ingress and egress without conflict or delay*
- *the design will suitably provide for pedestrians and cyclists.*

The alternative parking design will not result in a reduction in car parking numbers and is considered to result in improved function and efficiency. With an amended internal configuration, vehicle movements within the car park vehicle will move in a more efficient manner than the current approved layout design.

6 Conclusion

The proposed modification stem from necessary alterations to the original concept plan developed during the detailed design phase. In addition, a number of amendments have required to satisfy the operational and access needs of various utility authorities. We are confident that the proposed modifications will result in an overall improvement to the site presentation and future operation of the bulky goods retail store.

In summary:

- The proposed modifications are considered to be by-in large minor matters as they will not result in an increase of the building scale (height or form) or an intensification of the approved use.
- The proposed modifications satisfy the matters for consideration as specified in the Director General's Requirements, therefore it does not necessitate the preparation of modified requirements.
- The proposed changes are entirely consistent with the Concept Plan approval, its conditions and its intended building outcomes.
- No additional environmental impacts will arise as a result of the proposed changes. In fact, the operational characteristics of the site will be enhanced through the changes to the parking design and layout. Furthermore, the street presentation will be improved through the new landscaping plan.
- The proposal is considered to be entirely within the public interest and is recommended that approval be granted to the proposed revisions.

Appendix A MP07_0149 Instrument of Approval

Appendix B Architectural Plans

Appendix C

Traffic and Parking Assessment

Appendix D

Landscape Plan

Appendix E

Arborist/Landscape Statement

Appendix F

BCA Statement

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