Randwick City Council
a sense of community

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Our Ref: F2012/00304

Contact Officer: David Ongkili

1 February 2013

Director General
NSW Department of Planning and Infrastructure
23-33 Bridge Street
SYDNEY NSW 2000

Attention: Ms Megan Fu

Dear Madam,

STATE SIGNIFICANT DEVELOPMENT APPLICATION: UNSW MECHANICAL AND MANUFACTURING ENGINEERING PRECINCT REF: (SSD12_5572)

I refer to the abovementioned application regarding the above mention project as advised in the Department of Planning's letter dated 12 December 2012.

Please find Council's comment in relation to the project. Council notes that the State Significant Development Application is for alterations and additions, refurbishment and fit out works to the Mechanical and Manufacturing Engineering Buildings (J17), Willis Annex (J18) and Willis Lane.

The following key issues are raised by Council.

1. UNSW Kensington Campus DCP - Campus 2020

While the requirements of the UNSW DCP may not hold strict applicability to State Significant Development given the provisions of the SEPP (State and Regional Development), the Director-General's Requirements in this case specifically move to adopt the provisions of the DCP within the 'Policies, Guidelines and Planning Agreements' requirements.

The most relevant guideline available in informing development suitability on the UNSW site remains the UNSW DCP. The DCP is recent and was prepared in association with the University. The DCP is a result of extensive community consultation and independent architectural and urban design investigation. The DCP remains in force and Council's Draft Comprehensive DCP, currently in the exhibition phase, proposes the continued application of the current controls.

Council is of the view that the aims and objectives outlined within the DCP hold strong relevance to informing appropriate development on the site and minimising consequent environmental impacts. As such, the DCP is a central matter for consideration within the assessment of this proposal.

a) Height:

Part 5.8 of the UNSW DCP outlines a maximum of 18 metres in wall height as being suitable for this location of the campus. The existing Building J17 already exceeds the 18m wall height control having a maximum height of approximately 21m.

The proposal seeks a building with wall height of approximately 27 metres. While this represents 6m of additional height above the existing building, 5.5m of this comprises a plant enclosure running the whole length of the southern wing of Building J17. This enclosure to the plant appears excessive and contributes significantly to the increase in height, bulk and scale over that of the existing building. Furthermore, as this height increase is generated entirely by an enclosure to unspecified plant equipment, with walls made of metallic louvres (and not masonry), Council considers that there are reasonable grounds for a reduction in height of this enclosure to reduce the overall visual bulk and scale of the proposed building.

On a merit basis, the building seeks to replicate and exceed the scale of the existing Mechanical and Manufacturing Engineering Building, the proposed height has potential to introduce loss of view impacts to adjoining properties on Willis Street, and a visually bulky built form precedent.

The DCP nominates this area of the campus to be *"campus building footprints existing and proposed at 2005"* which essentially means that the use of the subject site for the existing educational campus use being the Material Sciences and Engineering Building J17 should be retained. The proposed refurbishment and upgrade generally conforms to this principle and therefore considered consistent with the master plan and DCP (which is a requirement of Clause 40A of RLEP 1998) essentially by upgrading and maintaining facilities for the existing engineering research and development. However, the proposed development must have regard to all relevant aims, objectives and controls of the DCP and where inconsistencies occur, appropriate justification must be given.

b) Legibility:

Part 5.1 refers to the adjoining International Square and Engineering Road as significant campus structures that form *gathering and connective spaces* that must be reinforced in any redevelopment proposal for the subject premises. Additionally, the nearby University Mall is an *iconic campus space* that must be reinforced in any redevelopment of campus buildings The proposed development, generally, is considered acceptable on the basis that it maintains the envisaged educational campus use identified in the DCP whilst augmenting its connection with eth existing public domain spaces of the International Square and Engineering Road.

c) Landscape:

Part 5.6a refer to existing trees in the forecourt that are identified as of *"high retention priority" and* Part 5.6b refers to the existing fore court yard (the John Lions Gardens) as a *"contemplative space"*. While the trees identified as having high retention priority are outlined in relevant drawings, there is no definitive statement or plan notation that indicates that the trees will be retained. The existing trees in this garden add to the landscaped ambience of this open space as it integrates with the Material Sciences and Engineering Building J17. Additionally, the Landscape Plan (Dwg No. 12047_DA01 in Appendix F) does not show how the existing John Lions Gardens will be integrated with the new landscape elements in terms of design and plantings.

d) Building :

Part 5.7 refers to the requirement for regulating (new building) alignments along specific building outlines existing in 2005 (ie., the existing outline of the Engineering Building J17 as it currently stands and remains unchanged since that reference year) and street boundaries. Accordingly Section 5-5 refers to a potential building addition comprising of an "*atrium building type*";

The proposal broadly retains the inverted "L"-shape footprint of the Material Sciences and Engineering Building J17. However, the increase in height, bulk and scale caused by the proposed plant enclosure along the length of the southern wing of Building J17 negates the gains obtained in retaining the existing building alignment.

2. Urban design

In terms of integrating with the existing Engineering building, the proposed addition has adopted relevant design cues and themes from the existing building (especially the reinterpretation of the original buildings crenellated features and vertical masonry bays. This retains harmony in the builtform and a complementary relationship between the old and new elements.

The inclusion of a café use linked to the retained forecourt area is commended, not least for continuing the gathering and connective space and function of the existing building and surrounds.

In terms of the public domain, it is noted that the proposed addition will include weather protection and cover at critical access points to Building J18 on Willis Lane. While this weather protection is acceptable, it should not lead to any future closure of Willis Lane which is an important accessway and thoroughfare in this part of the Campus.

The proposed new southern wing will define the east elevation of the Engineering building and appropriate paving and landscaping should be maximise to enhance this adjoining eastern corridor formed by Willis Lane to accentuate the pedestrian experience along this public domain and complement the architectural design of the proposed addition. Council notes that that Landscape Plan (Dwg No. 12047_DA01) shows the proposed unit paving treatment along Willis Lane which will suitably define this connective space.

3. Impacts of the proposed development

The increase in height along the proposed new southern wing of Building J17 will potentially affect existing residential development in nearby Willis Street in terms of visual bulk and scale privacy and views. The EIS has provided some assessment of view loss from Willis Street (section 6.5) indicating that existing views are already screened by established landscaping to the western side of Willis Street. 6.5 must be assessed and addressed. While, on the face of it, this assessment appears reasonable, the view loss from living areas and balconies of specific properties cannot be adequately ascertained.

While it is noted that the proposed refurbishment will be contained wholly within the built-up area of the existing Campus grounds, the potential privacy impacts of the proposal on existing residential development in nearby Willis Street does not appear to be addressed in the EIS.

4. Car parking

The EIS indicates that there will be no increase in UNSW student/staff population and, therefore, no increase also in car parking demand, nor the relocation or modification of existing parking areas, in this development. However, future increases in student numbers, especially given the increase in overall GFA of 1930 sqm in the proposal, and the potential for the so-called *"warm shell"* space (that is, an operational area that is not occupied in the short term but available for future UNSW use) to be utilised on Level 5.

It is considered reasonable that should there be an increase in student/staff number, any additional car parking demand should be met on-site so as to off-set any additional on-street parking demand. However, any increase in car parking on-site will be at odds with the parking strategy in the DCP - UNSW Kensington Campus which has a clear policy of reducing car parking on-campus while increasing sustainable modes of travel. Appropriate assessment of the parking and traffic impact, having regard to the parking strategy of the DCP, must be made in any future increase in student numbers envisaged in the refurbished facility beyond this current DA. The provision of bicycle racks on the north elevation is noted, however, it is considered reasonable to require substantial bicycle riding facilities (that is, more bicycle racks and associated change rooms) as part of an overall sustainable transport approach.

5. Ecologically Sustainable Development

As a requirement of the DGRs, Council notes that an Environmentally Sustainable Design Report has been prepared by Arup identifying positive steps and a comprehensive range of measures to achieve sustainability. However, the report provides only minimal and light detail on energy efficiency measures in building design, recycled building material, and the use of renewable energy technologies and energy efficient products.

6. Environmental Health and Building Services Comments

An acoustic report titled UNSW Mechanical and Manufacturing Engineering Precinct Development Acoustic Report dated 25 October 2012 prepared by Acoustic Studio was submitted as appendix M to the EIS Statement of Environmental Effects.

The potential noise issues associated with this development are considered to be noise from mechanical plant and service vehicles as well as operational noise in relation to the nearest residential noise sensitive locations and nearest educational receivers. The report confirms that the development will be capable of meeting the relevant noise criteria for these receivers subject to the implementation of the following acoustic noise control measures:

- Noise enclosures
- Noise barriers
- Acoustic louvres
- In-duct attenuation
- In-built attenuation
- Sound absoptive panels

It is recommended that details of compliance with the relevant criteria is to be included in the relevant Crown completion certificate application and written confirmation of compliance is to be provided to the Council prior to the issuing of a Crown Completion Certificate.

It is noted in the Waste Management Statement prepared by UNSW indicates that the proposed uses of the Mechanical and Manufacturing Engineering Buildings will result in the storage or handling of waste which constitutes dangerous goods in quantities above the screening thresholds set out in SEPP 33. Notwithstanding this, the EIS advises that the proposed generation of waste for the building has been considered against the provision of SEPP 33, and based on the definitions in the policy, the proposed uses are not considered to be potentially hazardous or offensive.

Cooling towers are proposed in the refurbished facility. Suitable measures and health conditions must be imposed to control any potential legionella outbreak.

A Contamination Investigation has been prepared by JBS Environmental (Appendix E of the EIS). The report indicates that while the presence of a number of volatile organics have been identified on site, *"the concentrations were below appropriate conservative EPA-endorsed health-based criteria, and do not represent an acceptable risk to workers during works or to future users if left on-site".* Accordingly, report recommends that *"the site in its current condition is considered suitable for the continued university/open space land use without further investigation or need for long term site management".* Notwithstanding this, Council would advise that, should unexpected site contamination be encountered during development, appropriate measures must be undertaken to address such finds in line with relevant and current unexpected finds protocol.

While the Contamination Investigation indicates that asbestos was not detected in the soil samples, the potential for asbestos in the existing building structures cannot be conclusively discounted. Accordingly, Council would caution that, the demolition, removal, storage, handling and disposal of any products and materials containing asbestos must be carried out in accordance with Randwick City Council's Asbestos Policy and the relevant requirements of WorkCover NSW and the NSW Department of Environment & Conservation (formerly the Environment Protection Authority), including:

- Occupational Health and Safety Act 2000
- Occupational Health and Safety (Hazardous Substances) Regulation 2001
- Occupational Health and Safety (Asbestos Removal Work) Regulation 2001
- WorkCover NSW Code of Practice for the Safe Removal of Asbestos
- Australian Standard 2601 (2001) – Demolition of Structures
- The Protection of the Environment Operations Act 1997 and Protection of the Environment Operations (Waste) Regulation 1996.
- Relevant Department of Environment & Climate Change / Environment Protection Authority (EPA) and WorkCover NSW Guidelines.

A copy of Council's Asbestos Policy is available on Council's web site at www.randwick.nsw.gov.au in the Building & Development section or a copy can be obtained from Council's Customer Service Centre.

The EIS has not provided any advice on Acid Sulphate Soils therefore further supplementary information should be provided to advise on this issue.

7. Drainage Comments

On site stormwater detention is not required for this development as the building

is to drain to the Village Green detention basin in accordance with the Stormwater strategy for the site. Notwithstanding this, Stormwater runoff from the proposed development site is to be managed in general accordance with the Stormwater Strategy prepared for UNSW by ANA Technical Services Pty Ltd dated 28/11/2005. Engineering calculations and plans with levels reduced to Australian Height Datum in relation to site drainage shall be submitted to and approved by the relevant certifying body prior to commencement of site construction works. The engineering calculations and plans must demonstrate compliance with the above referenced stormwater strategy. A copy of the engineering calculations and plans are to be forwarded to Council, prior to commencement of site works. The specific details and drawings required will be listed in Council's recommended conditions of consent which will be sent to you under separate cover.

The site stormwater drainage system is to be provided in accordance with, among other things, internal pipelines must be capable of discharging a 1 in 20 year storm flow. However the minimum pipe size for pipes that accept stormwater from a surface inlet pit must be 150mm diameter. The site must be graded to direct any surplus run-off (i.e. above the 1 in 20 year storm) to the proposed drainage (detention/infiltration) system. Details of the required stormwater drainage system will be contained in Council's recommended conditions of consent which will be sent to you under separate cover.

8. Randwick Section 94A Development Contributions Plan 2012:

Under the provisions of Council's Section 94A Development Contributions Plan, effective 17 July 2012, the following monetary levy is required:

Category	Cost	Applicable Levy	S94A Levy
Development cost more than $200,000	$46,557,613	1.0%	$465,576.13

The Section 94A levy enables Council to provide quality public facilities to meet the expectations of the existing and future population. Section 94A development contributions are intended to address and meet expected increased demands that ongoing development will place upon the City's infrastructure.

UNSW is seeking exemption from Section 94A contributions for various development projects. Within the submitted documentation, the proponent acknowledges that the proposed development, while a Crown Development, is not automatically exempted from the application of Section 94A Contributions.

The applicant provides a number of factors in seeking to justify a perceived need for contributions to be waived, including:

- *The Kensington Campus and its buildings have a public character, and already provide a number of material public benefits consistent with wider strategic planning objectives;*
- *The proposal is predominantly replacing existing and redundant university floor space, and so will not generate any substantial additional staff or students on the site, or any additional demand in terms of traffic and transport infrastructure, or open space;*
- *UNSW is not a developer and is a not-for-profit public institution (and registered as such by the Australian Tax Office) and relies on significant grants, donations and external funding to provide new facilities for both the UNSW community and the wider local community;*
- *The payment of development contributions would consume resources which should be devoted to the University's core business of teaching and*

research and the strategic benefits that would result from such a development; and

- *UNSW provides a wide range of social, cultural and recreational public benefits and contributions to Randwick LGA and its resident and worker population.*

The Section 94A Development Contributions Plan provides exemptions for certain categories of development. The subject development does not fall into any of the exempt categories identified within the current Section 94A plan, and as such the above levy must be paid to Council as part of any consent granted.

Council has provided substantial benefits in the form of capital infrastructure important to the University without any rating base, such as roads, footpaths, street signage, street furniture, bus shelters, stormwater management, street trees, parks, community facilities (libraries and halls) and town centre public domain improvement.

Council would emphasise that the University's core business model is not possible in isolation and is made possible only with the ongoing support of Council infrastructure and ongoing upgrading of this infrastructure.

Council's Section 94A Plan recognises that expected employment growth in Randwick City will be focused on the University precinct. The University is therefore expected to continue to place substantial pressures on Council's local infrastructure. It is therefore considered that the imposition of Section 94A contribution requirement on the subject proposal is appropriate and reasonable.

The Department of Planning and Infrastructure is strongly urged to apply the provisions of Council's Section 94A Contributions Plan. UNSW does not benefit from any exemption under the current plan and with regard to the considerable strain University operations place upon Council infrastructure, it is entirely reasonable to require development contributions as normal.

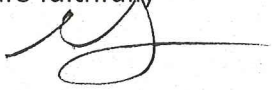
9. Conclusion

While the proposed development stands to provide UNSW and greater Randwick locality with economic and social benefits, the distinct environmental impacts of the development have relevance and should be addressed.

The above issues are pertinent to maintaining environmental amenity and providing a high quality design outcome to the prominent site, in the interest of both Council and the wider community.

If you have any queries or wish to further discuss any of the issues raised above, please contact David Ongkili in Council's City Planning Department, on 9399 0999.

Yours faithfully



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Kerry Kyriacou
MANAGER – DEVELOPMENT ASSESSMENT