



STRATEGIC PLANNING AND DEVELOPMENT COMMITTEE MEETING

A meeting of the STRATEGIC PLANNING AND DEVELOPMENT COMMITTEE will be held at Waverley Council
Chambers,
Cnr Paul Street and Bondi Road, Bondi Junction at:

7.30 PM, TUESDAY 1 AUGUST 2023

A handwritten signature in black ink that reads 'Sharon Cassidy'.

Sharon Cassidy
Acting General Manager

Waverley Council
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Statement of Ethical Obligations

Councillors are reminded of their oath or affirmation of office made under section 233A of the Act and their obligations under Council's code of conduct to disclose and appropriately manage conflicts of interest.

Live Streaming of Meeting

This meeting is streamed live via the internet and an audio-visual recording of the meeting will be publicly available on Council's website.

By attending this meeting, you consent to your image and/or voice being live streamed and publicly available.

AGENDA

PRAYER AND ACKNOWLEDGEMENT OF INDIGENOUS HERITAGE

The Chair will read the following Opening Prayer and Acknowledgement of Indigenous Heritage:

God, we pray for wisdom to govern with justice and equity. That we may see clearly and speak the truth and that we work together in harmony and mutual respect. May our actions demonstrate courage and leadership so that in all our works thy will be done. Amen.

Waverley Council respectfully acknowledges our Indigenous heritage and recognises the ongoing Aboriginal traditional custodianship of the land which forms our Local Government Area.

1. Apologies

2. Declarations of Pecuniary and Non-Pecuniary Interests

3. Addresses by Members of the Public

4. Confirmation of Minutes

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5. Reports

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6. Urgent Business

7. Meeting Closure

CONFIRMATION OF MINUTES

PD/4.1/23.08



Subject: Confirmation of Minutes - Strategic Planning and Development Committee Meeting - 4 July 2023

TRIM No: SF23/18

Manager: Richard Coelho, Executive Manager, Governance

RECOMMENDATION:

That the minutes of the Strategic Planning and Development Committee meeting held on 4 July 2023 be received and noted, and that such minutes be confirmed as a true record of the proceedings of that meeting.

Introduction/Background

The minutes of committee meetings must be confirmed at a subsequent meeting of the committee, in accordance with clause 20.23 of the Code of Meeting Practice.

Attachments

1. Strategic Planning and Development Committee Meeting Minutes - 4 July 2023 .



**MINUTES OF THE STRATEGIC PLANNING AND DEVELOPMENT COMMITTEE MEETING
HELD AT WAVERLEY COUNCIL CHAMBERS, CNR PAUL STREET AND BONDI ROAD, BONDI JUNCTION ON
TUESDAY, 4 JULY 2023**

Present:

Councillor Steven Lewis (Chair)	Hunter Ward
Councillor Paula Masselos (Mayor)	Lawson Ward
Councillor Elaine Keenan (Deputy Mayor)	Lawson Ward
Councillor Sally Betts	Hunter Ward
Councillor Angela Burrill	Lawson Ward
Councillor Ludovico Fabiano	Waverley Ward
Councillor Leon Goltsman	Bondi Ward
Councillor Michelle Gray	Bondi Ward
Councillor Tony Kay	Waverley Ward
Councillor Tim Murray	Waverley Ward
Councillor Will Nemesh	Hunter Ward
Councillor Dominic Wy Kanak	Bondi Ward

Staff in attendance:

Emily Scott	General Manager
Sharon Cassidy	Director, Assets and Operations
Tara Czinner	Director, Corporate Services
Fletcher Rayner	Director, Planning, Sustainability and Compliance
Ben Thompson	Director, Community, Culture and Customer Experience

At the commencement of proceedings at 8.26 pm, those present were as listed above.

Crs Burrill, Goltsman, Keenan and Nemesh attended the meeting by audio-visual link.

PRAYER AND ACKNOWLEDGEMENT OF INDIGENOUS HERITAGE

The General Manager read the following Opening Prayer and Acknowledgement of Indigenous Heritage:

God, we pray for wisdom to govern with justice and equity. That we may see clearly and speak the truth and that we work together in harmony and mutual respect. May our actions demonstrate courage and leadership so that in all our works thy will be done. Amen.

Waverley Council respectfully acknowledges our Indigenous heritage and recognises the ongoing Aboriginal traditional custodianship of the land which forms our local government area.

1. Apologies

There were no apologies.

2. Declarations of Pecuniary and Non-Pecuniary Interests

The Chair called for declarations of interest and none were received.

3. Addresses by Members of the Public

There were no addresses by members of the public.

4. Confirmation of Minutes

PD/4.1/23.07 Confirmation of Minutes - Strategic Planning and Development Committee Meeting - 6 June 2023 (SF23/18)

MOTION / UNANIMOUS DECISION

Mover: Cr Lewis
Seconder: Cr Gray

That the minutes of the Strategic Planning and Development Committee meeting held on 6 June 2023 be received and noted, and that such minutes be confirmed as a true record of the proceedings of that meeting.

5. Reports

PD/5.1/23.07 5 Tamarama Street, Tamarama - Rezoning (PP-4/2022)

MOTION

Mover: Cr Murray
Seconder: Cr Fabiano

That Council:

1. Approves the following amendments to the *Waverley Local Environmental Plan 2012* in respect of 5 Tamarama Street, Tamarama, known as Lot 1 in DP 1188291:
 - (a) Amend the land use zone from R3 Medium Density Residential to R2 Low Density Residential.
 - (b) Amend the floor space ratio from 0.6:1 to 0.5:1.
 - (c) Amend the maximum building height from 9.5 m to 8.5 m.
2. Requests the Department of Planning and Environment to finalise the amendments.

AT THIS STAGE IN THE PROCEEDINGS, A PROCEDURAL MOTION, MOVED BY CR MASSELOS AND SECONDED BY CR KAY, TO LAY THE ITEM ON THE TABLE TO ALLOW OFFICERS TO DETERMINE WHETHER THE RESOLUTIONS IN A PROPOSED AMENDMENT WERE RELEVANT TO THE MOTION, WAS PUT AND DECLARED CARRIED.

LATER IN THE MEETING, A PROCEDURAL MOTION TO TAKE THE ITEM FROM THE TABLE, MOVED BY CR WY KANAK AND SECONDED BY CR MASSELOS, WAS PUT AND DECLARED CARRIED.

THE MOVER OF THE MOTION THEN ACCEPTED THE ADDITION OF A NEW CLAUSE 3.

THE MOTION AS AMENDED WAS THEN PUT AND DECLARED CARRIED UNANIMOUSLY.

UNANIMOUS DECISION

That Council:

1. Approves the following amendments to the *Waverley Local Environmental Plan 2012* in respect of 5 Tamarama Street, Tamarama, known as Lot 1 in DP 1188291:
 - (a) Amend the land use zone from R3 Medium Density Residential to R2 Low Density Residential.
 - (b) Amend the floor space ratio from 0.6:1 to 0.5:1.
 - (c) Amend the maximum building height from 9.5 m to 8.5 m.
2. Requests the Department of Planning and Environment to finalise the amendments.
3. Notes Council resolutions CM/8.3/22.02 and PD/5.5/22.04 on this matter.

Division

For the Motion: Crs Betts, Burrill, Fabiano, Goltsman, Gray, Kay, Keenan, Lewis, Masselos, Murray, Nemesh and Wy Kanak.

Against the Motion: Nil.

PD/5.2/23.07 Coastal Reserves Plan of Management - Round 1 Consultation Outcomes (A22/0322)**MOTION**

Mover: Cr Masselos
Second: Cr Keenan

That Council:

1. Notes the community feedback from Round 1 of the consultation on the Coastal Reserves Plan of Management, as set out in the attachment to the report.
2. Notes that officers will prepare a further report to Council seeking approval to commence Round 2 of the community consultation and engagement activities to test and receive feedback on key ideas to be included in the draft Plan of Management.

THE MOVER OF THE MOTION ACCEPTED THE ADDITION OF A NEW CLAUSE 3.

THE MOTION AS AMENDED WAS THEN PUT AND DECLARED CARRIED UNANIMOUSLY.

UNANIMOUS DECISION

That Council:

1. Notes the community feedback from Round 1 of the consultation on the Coastal Reserves Plan of Management, as set out in the attachment to the report.
2. Notes that officers will prepare a further report to Council seeking approval to commence Round 2 of the community consultation and engagement activities to test and receive feedback on key ideas to be included in the draft Plan of Management.
3. Investigates the legal and insurance implications of signage, access and wayfinding for rock climbing and slacklining.

Division

For the Motion: Crs Betts, Burrill, Fabiano, Goltsman, Gray, Kay, Keenan, Lewis, Masselos, Murray, and Wy Kanak.

Against the Motion: Nil.

Cr Nemesh was not present for the vote on this item.

PD/5.3/23.07 Sustainability Expert Advisory Panel Meeting - 15 March 2023 - Minutes (A22/0310)**MOTION / UNANIMOUS DECISION**

Mover: Cr Keenan
Second: Cr Masselos

That Council notes the minutes of the Sustainability Expert Advisory Panel meeting held on 15 March 2023 attached to the report.

6. Urgent Business

There was no urgent business.

7. Meeting Closure

THE MEETING CLOSED AT 8.42 PM.

.....
SIGNED AND CONFIRMED
CHAIR
1 AUGUST 2023

REPORT
PD/5.1/23.08

Subject: War Memorial Hospital (Edina Estate) - Development Control Plan - Adoption

TRIM No: SF21/655

Manager: George Bramis, Executive Manager, Urban Planning, Policy and Strategy

Director: Fletcher Rayner, Director, Planning, Sustainability and Compliance

RECOMMENDATION:

That Council:

1. Adopts the Waverley Development Control Plan 2022, Part E7 – Edina Estate, attached to the report, to commence when notified on Council's website.
2. Writes to all those who made submissions advising them of Council's decision.

This item was deferred from the Strategic Planning and Development Committee meeting on 2 May 2023. The report has been revised in response to engagement undertaken with Councillors and additional feedback provided by the community.

1. Executive Summary

Two planning proposals that relate to the site known as the War Memorial Hospital sites and 99-117 Birrell Street, Waverley, were finalised in October 2021 and October 2022, respectively. A draft Site Specific Development Control Plan (SSDCP) was developed during the planning proposal process to guide development on-site and ensure any development would incorporate design excellence, provide for adequate biodiversity and habitat outcomes and provide good amenity for residents.

This would be achieved through sustainable building design and high-quality open spaces, whilst respecting the significant built and cultural heritage spaces. The SSDCP was exhibited twice alongside the planning proposals, with the community and Council requesting that a number of matters be considered as part of a post-exhibition revision of the SSDCP.

The purpose of this report is to:

- Outline proposed post exhibition amendments to the draft SSDCP.
- Recap feedback provided during public exhibition, as previously reported to Council.
- Seek Council's support to endorse the amended SSDCP.

Finalisation would conclude a site-specific planning process which commenced six years ago in July 2017, when the initial proponent-led planning proposal was first submitted to Council.

2. Introduction/Background

The SSDCP has been prepared to provide design guidance to the subject site and to facilitate redevelopment in line the controls within the Waverley Local Environment Plan (WLEP). The subject site and application area for the SSDCP encompasses the entire urban block bound by Bronte Road, Birrell Street, Carrington Road and Church Street in Waverley, as illustrated in Figure 1.



Figure 1. Edina Estate.

The controls within the WLEP resulted from the two planning proposals previously finalised in 2021 and 2022, respectively. The finalisation of the planning proposals concluded a process that first commenced in 2017 when Uniting lodged a planning proposal.

As the process for proposed planning changes to the site has occurred over a long period of time, for an abundance of clarity, the history of the now finalised planning proposals is summarised as follows:

- The initial planning proposal proposed a range of additional permitted uses, building heights of 15m, 21m and 28m scattered across the site, a maximum FSR of 1.5:1 and to rezone the site from SP2 Infrastructure to R3 Medium Density Residential.
- The Uniting planning proposal was revised numerous times, but ultimately Council did not support this planning proposal to proceed to a Gateway Determination.
- Uniting appealed with a Rezoning Review to proceed with the proposal.
- Uniting lost the Rezoning Review and Council's refusal to proceed was upheld.
- Council prepared an alternative planning proposal in response to Uniting's proposal encompassing; alternative building heights of 15m to the periphery and 21m to the centre of the site, alternative maximum FSR of 1.2:1 and additional permitted uses of seniors housing, centre-based childcare facility and community facilities.
- The rationale for preparing an alternative planning proposal prepared by Council was to facilitate a redevelopment of the site for the purposes of delivering housing and residential care in response to

the demand shortage identified for Independent Living Units and Residential Aged Care in the adopted Waverley Local Housing Strategy.

- The proposed changes formed two separate planning proposals (the Campus sites under ownership of Uniting and the 99-117 Birrell Street sites not wholly under the ownership of Uniting), which were reported to the Waverley Local Planning Panel (WLPP) for advice and to Council to proceed to a Gateway Determination.
- Both of the Council-led planning proposals were supported by the WLPP and Council to proceed to a Gateway Determination and subsequent public exhibition.
- The two planning proposals were exhibited and attracted many submissions and much public interest and concern.
- Council was not the Local Plan Making Authority for the planning proposals however made submissions post exhibition to the DPE.
- In August 2021 Council supported the development standards and proposed additional uses in the Campus Proposal while also requesting that the DPE preclude any State Environmental Planning Policy Height or FSR bonuses which may apply.
- In April 2022, Council did not support the development standards for the Birrell Street Sites Proposal, instead supported maximum building heights of 12m and a maximum FSR of 1.1:1.
- The DPE finalised both planning proposals as were exhibited, contrary to the requests within the resolutions of Council and the outcomes are summarised in Table 1.

Table 1. Planning proposal outcomes amending the WLEP.

LEP	Birrell Street	Campus site
Zone	R3 Medium Density Residential	SP2 Infrastructure/R3 Medium Density Residential
Alternative Floor Space Ratio	1.2:1	1.2:1
Alternative Building Heights	15m and 21m	15m and 21m
Affordable Housing	10% of gross floor area	Nil.
Additional permitted uses	Nil.	<ul style="list-style-type: none"> • Seniors housing • Centre-based childcare • Community facilities
Other	<ul style="list-style-type: none"> • Clause 6.9 Design Excellence to apply • 30% Deep Soil to be provided • Energy and water targets <ul style="list-style-type: none"> ○ 4.5 NABERS water rating/5.5 NABERS energy for non-residential components ○ BASIX +5 water/+10 energy ○ NatHERS 7 stars 	<ul style="list-style-type: none"> • Clause 6.9 Design Excellence to apply • 30% Deep Soil to be provided • Energy and water targets <ul style="list-style-type: none"> ○ 4.5 NABERS water rating/5.5 NABERS energy for non-residential components ○ BASIX +5 water/+10 energy ○ NatHERS 7 stars

As the principal development standards for the Edina Estate are already detailed within the WLEP 2012, the role of the SSDCP is to only provide guidelines that support, and are not be inconsistent with, existing WLEP

2012 controls. The site-specific DCP must facilitate the standards in the WLEP and as per the requirements of the *Environmental Planning and Assessment Act 1979*, a DCP cannot be inconsistent with an LEP.

The abovementioned development standards are prescribed in clause 6.13 of the *Waverley Local Environmental Plan 2012* (WLEP 2012) and the availability of the Alternative Building Heights and Alternative Floor Space Ratio is subject to achieving the specific deep soil, sustainability criteria and affordable housing requirements detailed in Table 1. In addition, clause 6.13 also specifies that:

(3) Development consent must not be granted for development on land to which this clause applies unless a development control plan that provides for the following has been prepared for the land—

- (a) built form controls, including the maximum number of storeys and minimum setbacks for buildings,*
- (b) measures to ensure development of the land does not negatively impact on the character of surrounding land,*
- (c) pedestrian access, including by links through the site,*
- (d) landscaping of open space.*

The proposed planning controls for the Edina Estate have attracted strong interest from the community when placed on public exhibition and continue to attract interest since these exhibition periods occurred. A Summary of the exhibition process is provided as follows:

- The SSDCP was formally placed on public exhibition between 20 May 2021 and 4 July 2021, alongside the War Memorial Hospital - Campus Site planning proposal.
- The SSDCP was exhibited again when the planning proposal for 99-117 Birrell Street, Waverley (also known as the War Memorial Hospital - Birrell Street Sites planning proposal) was exhibited from 10 November 2021 to 19 January 2022.

Following the public exhibition, officers have conducted a review of the key issues raised and revised the SSDCP, as discussed in this report. Revisions to the SSDCP after the formal exhibition period are highlighted in the attachment as tracked changes. Red tracked changes relate to the version presented to the June SPDC and deferred, and changes made post-deferral are marked up in blue text.

3. Relevant Council Resolutions

Meeting and date	Item No.	Resolution
Strategic Planning and Development Committee 2 May 2023	PD/5.1/23.05	That Council defers this item until the Council meeting on 16 May 2023 to allow Councillors to properly review the Development Control Plan.
Council 12 April 2022	CM/7.10/22.04	That Council: <ol style="list-style-type: none"> 1. Does not support the planning proposal to amend the <i>Waverley Local Environmental Plan 2012</i> in respect of 99-117 Birrell Street, Waverley, as exhibited. 2. Notes that Uniting does not own all of the properties at 99-117 Birrell Street and that the residents who live in the area have lodged objections to the planning proposal. 3. Requests the Department of Planning and Environment

		<p>(DPE), as the Local Plan Making Authority, to consider the following matters if the DPE proceeds to support the planning proposal in the post-Gateway assessment:</p> <ul style="list-style-type: none"> (a) Floor space ratio (FSR) not to exceed 1:1. (b) Height of building (HOB) not to exceed 12 m. (c) The site is excluded from the Affordable Housing SEPP bonus provisions relating to FSR and HOB. <p>A mechanism is provided to achieve a minimum of 10% affordable housing on the site in line with Council's endorsed Affordable Housing Contribution Scheme.</p> <ul style="list-style-type: none"> (d) Existing residents are rehoused within the Eastern Suburbs region to ensure there is no dislocation from their local community. (e) Inclusion of social impact mitigation provisions as part of the process. <p>4. Notes that the Development Control Plan (DCP) continues to be reviewed and will be finalised by Council following the finalisation and gazettal of the planning proposal and will incorporate matters including:</p> <ul style="list-style-type: none"> (a) The Conservation Management Plan design principles, to provide guidance to ensure that the heritage significance of Edina and the gardens are respected in any future development. (b) A development standard or objective to ensure that the DCP protects, maintains or exceeds the existing mature tree canopy, including minimising the reduction in aggregate tree canopy and habitat corridor available on the site in any future development. (c) The main entry gates to the site and their curtilage at the corner of Birrell Street and Bronte Road are conserved and the site will be accessible to the public via these gates, and that pedestrian accessibility through the site will be improved. (d) Setbacks and proposed building footprints for future buildings consider the location of existing mature trees on the site and minimise the loss of mature landscaping where possible. (e) Minimise the potential adverse impacts of parking and traffic generation associated with the proposal on the surrounding street network.
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		<ol style="list-style-type: none"> 5. Forwards the submissions and exhibition report to the DPE. 6. Writes to all those who made submissions advising them of Council's decision.
Council 15 February 2022	CM/6.2/22.02	<p>That Council:</p> <ol style="list-style-type: none"> 1. Declares the setting of the Edina Estate bounded by Bronte Road, Birrell Street, Church Street and Carrington Road as a Heritage Conservation Area and includes it in schedule 5 of the Waverley Local Environmental Plan 2012. 2. Includes this amendment in Heritage Policy Implementation planning proposal to be put to Council in April. 3. Writes to Heritage NSW to ask that the State Heritage Listing be expedited.
Council 17 August 2021	CM/7.11/21.08	<p>That Council:</p> <ol style="list-style-type: none"> 1. Supports the planning proposal to amend the <i>Waverley Local Environmental Plan 2012</i> in respect of 125 Birrell Street, Waverley. 2. Officers review the following matters and update the draft Site Specific Development Control Plan (DCP) prior to it being adopted for exhibition: <ol style="list-style-type: none"> (a) The Conservation Management Plan design principles are used to provide guidance to ensure that the heritage significance of Edina and the gardens are respected in any future development. (b) Inclusion of a development standard or objective to ensure that the DCP maintains or exceeds the existing mature tree canopy and habitat corridor available on the site in any future development. (c) The main entry gates to the site at the corner of Birrell Street and Bronte Road are conserved and the site will be accessible to the public via these gates, and that pedestrian accessibility through the site will be improved. (d) Setbacks and proposed building footprints for future buildings consider the location of existing mature trees on the site and minimise the loss of mature landscaping where possible. (e) Minimise the potential adverse impacts of parking

		<p>and traffic generation associated with the proposal on the surrounding street network.</p> <ol style="list-style-type: none"> 3. Forwards the submissions and exhibition report to the Department of Planning, Industry and Environment (DPIE), and requests that the following matters be taken into consideration in the post-Gateway assessment: <ol style="list-style-type: none"> (a) The inclusion of a site-specific clause in the <i>Waverley Local Environmental Plan 2012</i> for the subject site to prohibit the application of the <i>State Environmental Planning Policy (Housing for Seniors and People with a Disability)</i> on the R3 Medium Residential portion of the land. (b) The inclusion of a site-specific clause in the <i>Waverley Local Environmental Plan 2012</i> that seeks to ensure the provision of a minimum amount of floor space for the purposes of a residential aged care facility. (c) A request for consideration of options for rehousing existing residents in a sensitive and considered way, including giving preference to existing residents in the future development. 4. Officers, in any future development application, give consideration to rehousing existing residents. 5. Officers discuss the potential inclusion of social impact mitigation provisions with the applicant to be included in the planning proposal, Site Specific DCP or any other planning instrument. 6. Requests the DPIE to exercise the delegations issued by the Minister under section 59 of the <i>Environmental Planning and Assessment Act 1979</i> in relation to the making of the amendment. 7. Writes to property owners to provide an update on the Conditional Gateway Determination. 8. Requests the Mayor to write to the Hon. Don Harwin, Minister for the Arts (and the minister responsible for heritage), to express Council's concern that Heritage NSW believes that the War Memorial Hospital site is not considered a priority for State Heritage Register listing and that the Minister reconsider Council's request for the site to be included in the State Heritage Register.
Strategic Planning and Development Committee	PD/5.1/21.03	That Council public exhibits the draft Site Specific Development Control Plan for the War Memorial Hospital attached to the report for a minimum period of 28 days, in accordance with

2 March 2021		<p>section 3.43 and clause 5 of schedule 1 of the <i>Environmental Planning and Assessment Act 1979</i>, subject to:</p> <ol style="list-style-type: none"> 1. Any minor amendment required in the case of an amended Gateway Determination for the relevant planning proposals. 2. Ensuring there is consistency between Figure 3 (site layout plan) and Figure 4 (open space site plan) in the draft DCP to ensure that there is appropriate setback between the Bronte Road/Birrell Street heritage-listed gateway and the five-storey building at the corner.
Strategic Planning and Development Committee 3 November 2020	PD/5.5/20.11	<p>That Council:</p> <ol style="list-style-type: none"> 1. Notes the submission of a planning proposal prepared by Ethos Urban on behalf of Uniting Care on 18 August 2020 to increase the maximum height of buildings and the maximum floor space ratio of the sites 99–117 Birrell Street, Waverley, under the Waverley Local Environmental Plan 2012. 2. Notes that the proposed increase in height and FSR is consistent with the Gateway Determination received for the adjacent War Memorial Hospital Campus site, and will enable improved conservation of the significant heritage fabric of the site and increase the amount of usable, public open space available on the site. 3. Authorises officers to forward the planning proposal to the Department of Planning, Industry and Environment (DPIE) for a Gateway Determination. 4. Places the planning proposal on public exhibition in accordance with any conditions of the Gateway Determination that may be issued by the DPIE. 5. Notes that a Site Specific DCP will be exhibited concurrently with the planning proposal and will include provisions for scale and interface with the surrounding land uses, heritage buildings and gardens within the site, pedestrian access and through-site links and provision of landscaped open space. 6. Requests the role of local plan-making authority from the DPIE to exercise the delegations issued by the Minister under section 3.36 of the <i>Environmental Planning and Assessment Act 1979</i> in relation to the making of the amendment.

4. Discussion

Consultation

Feedback was obtained on the SSDCP during the public exhibition of both planning proposals between 20 May 2021 and 4 July 2021 for the Campus Site and 10 November 2021 and 19 January 2022 for the Birrell Street Sites.

Public exhibition occurred through the following means:

- Notification to 403 unique addresses relating to owners and tenants of the properties surrounding the subject site.
- Notice in the *Wentworth Courier*.
- Social media posts on Council's Facebook page.
- Notification in Council's Waverley Weekly and Have Your Say e-newsletters.
- Notification to all of Council's Precinct Committees.
- A presentation to Queens Park, Bronte Beach and Charing Cross precincts.

Feedback received during the public exhibition was reported to Council at its meeting on 17 August 2022 and 12 April 2022, where the feedback related to the SSDCP was provided alongside the feedback provided for the planning proposals.

A combined summary of the feedback provided is detailed in Table 2. More detailed discussion on the matters raised was provided to Council in reports relating to the planning proposals at the abovementioned dates.

Table 2. Combined summary of submissions relating to SSDCP.

Supported	No. of submissions
Vision for the site	2
Retention and conservation of heritage	1
Did not support	
Removal of mature trees	51
Parking	4
Impact on habitat corridor	56
Building layouts	17
Proposed building setbacks	3
Not enough greenspace proposed	2

Following deferral of the matter at the SPDC meeting on 2 May 2023, submissions were received from 12 additional members of the community. Seven of those previously made a submission and five were new submissions. Any new matters raised have been responded to in further detail throughout this report.

Post-exhibition review

While the Edina Estate (War Memorial Hospital) is a place of key local significance and public interest, all relevant lots remain entirely under private ownership. To respond to the key concerns raised, throughout 2022 and 2023, Council officers met regularly with representatives from Uniting (the owner of all lots except 99 Birrell Street) and the associated project team consisting of heritage consultants, architects, landscape architects and town planners in an effort to constructively achieve improved outcomes for the site than would have resulted under the initial draft SSDCP.

A summary of the abovementioned key issues investigated throughout the post-exhibition review include:

- Ensuring the Conservation Management Plan is respected and embedded in the SSDCP.
- Improving outcomes relating to the protection of mature tree canopy on site and habitat corridor.
- Improving conservation of the gates in the corner of Birrell Street and Bronte Road, including public accessibility and the relationship of any new buildings presenting to the corner.
- Improving traffic and parking outcomes in the surrounding street network.

A discussion of the issues presented, and proposed responses is provided below, with a detailed summary of each post-exhibition change and associated explanatory notes in Attachment 2. Changes to the SSDCP in mark-up are set out in Attachment 1.

Deep soil areas, retention of mature trees and urban ecology

Most of the feedback received during the public exhibition periods related to the potential loss of tree canopy on site if development occurred in line with the exhibited draft SSDCP. Following the presentation of the report to Council at the May SPDC, concerns were also raised regarding the proposed deep soil areas within the DCP.

Deep soil areas

The WLEP 2012 contains a provision requiring 30% of the site as deep soil areas, to facilitate both the retention of existing mature trees, and the growth of mature trees into the future. The availability of both the additional building heights and floor space ratio is dependent on this requirement being met as per Clause 6.13 in the WLEP.

Submissions raise concerns that deep soil zones outlined in Figure 4 in the SSDCP do not amount to the 30% required in the WLEP 2012.

The initial exhibited draft DCP did not exactly illustrate 30% deep soil areas and neither does the proposed revised Figure 4 diagram, which is not meant to be an exact representation. The diagram within the SSDCP is provided to display the major deep soil areas specified as 'principal deep soil zones' as a design consideration for new built form to work around, particularly as these areas relate to areas where existing mature trees are proposed to be retained. The applicant as part of a future statutory application, is required to outline areas where deep soil areas will be provided around the site.

Notwithstanding this, Council officers have prepared an illustration showing areas where deep soil requirements may be achieved as illustrated in Figure 2. The diagram in Figure 2 is only for indicative purposes; with actual provision of deep soil areas subject to future detailed design undertaken as part of a statutory application. Identified opportunities for additional deep soil consider potential building separation, building setbacks and basement design.

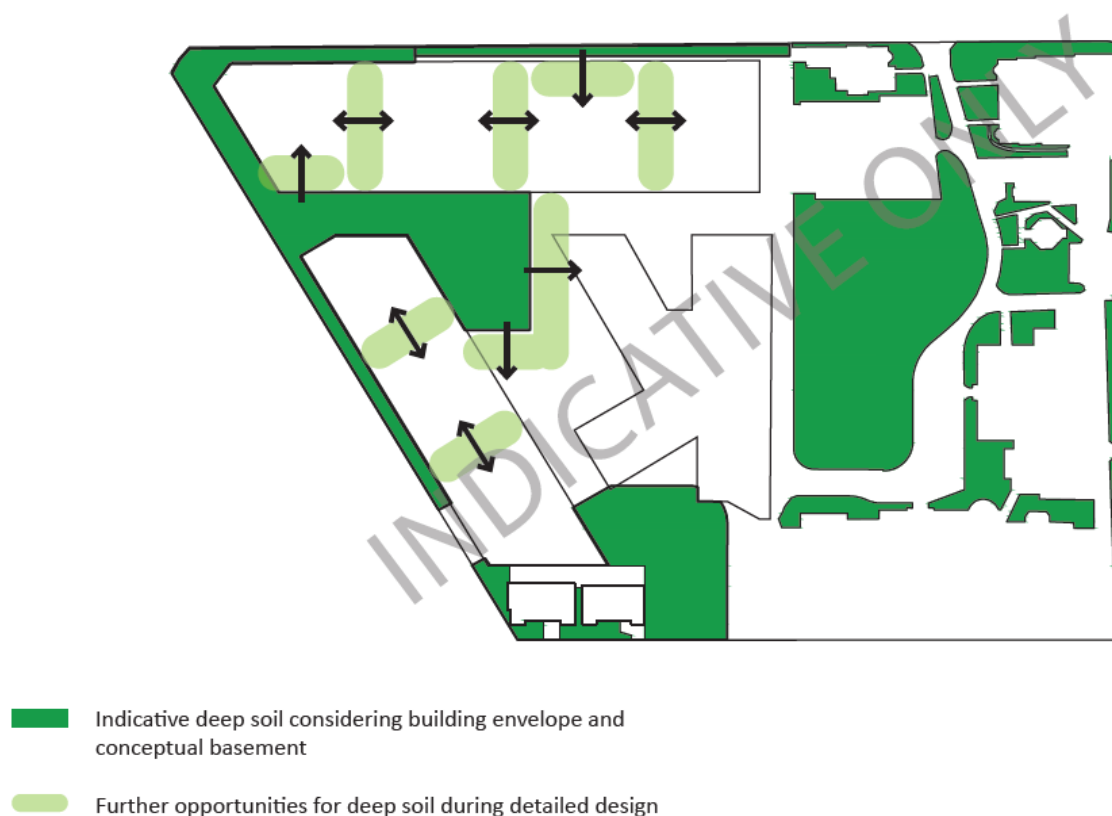


Figure 2. Deep soil zone opportunities.

Concern is also raised in regard to future protection of root zones associated with existing deep soil areas when future redevelopment occurs. A response was sought from Uniting and is provided for information purposes below:

How will it be ensured that the root zones are protected of these mature trees, in relation to the provision of any new basement carparking on site?

Specialist arborist advice has been obtained to inform the design of the proposed development and ensure the significant fig trees being retained on site are protected. The TPZ of these trees has been surveyed by the arborist, and the design team are following the advice & guidance of the specialist consultants to both limit and minimise impacts of any encroachment into their TPZ and ensure their protection.

The TPZ requirements are as per the Australian Standards and we have been considering the potential root zones in the design of the spaces adjacent, and have closely aligned our approach with the existing site levels and conditions. Where there are potential conflicts with roots, we're proposing a sensitive design / construction approach to minimise disturbance and excavation (eg. Pier footings / elevated boardwalks and stairs, permeable finishes etc).

Given the significance of these trees to not only the local ecologies, but also the site character, we have identified some further initiatives to ensure they flourish during and post-construction.

We have surveyed and established tree conditions as part of the early works already undertaken. We have identified an opportunity to undertake a more targeted health check of trees most impacted by the proposed works. Pre-emptive care / attention to improve general tree health and resilience will be implemented.

Where beneficial, there is potential to undertake some testing of pre-construction soil moisture levels and soil quality to align future conditions through irrigation and soil microbiology. We're conscious that provision of irrigation and monitoring for key specimens (especially where adjacent structure may interrupt subterranean water movement across the site) will be required.

We anticipate on-site supervision by the Arborist during any works (excavation or construction) within the proximity of key specimens.

The above response is consistent with the requirements of Part B3.4 of the Waverley DCP entitled 'Protecting trees on development sites', reference requiring Part B3.4 to be adhered to has also been included within the SSDCP.

Retention of matures trees and canopy

In addition to the WLEP 2012 requirement for deep soil areas, and to ensure long-term canopy cover the SSDCP contains the following controls:

- Canopy coverage is to be provided at a minimum of 30% of the site area.
- Consolidated basements between buildings are to be designed to maximise deep soil across the site.
- Canopy coverage is to provide an appropriate cover that respects the heritage values of the place while providing a recognised habitat corridor through the site. Details of how the canopy, particularly the habitat corridor, will be maintained and managed over time is to be provided via a Canopy Succession Plan.
- New trees are to be provided at 200 L to provide for increased habitat to the periphery of the site in the setbacks from the street frontage.
- Wildlife-friendly lighting is to be provided across the site.
- Pollinator-friendly species are to be provided on-site.

These controls were present in the first draft of the document and remain in the revised version. These controls were developed with guidance from Council's Urban Ecology team. The site also forms part of Council's Habitat Corridor in the Waverley DCP. Previously, the Habitat Corridor only covered part of the site, but the recently adopted Waverley DCP 2022 expanded this to cover the entirety of the site. Uniting provided a submission to the DCP and supported the proposed change.

In reviewing submission feedback, the greatest concern relates to the future loss of mature trees in proximity to the central building, which would predominantly be used for residential aged care.

The SSDCP in its previous form may have facilitated the removal of two of the five significant, mature fig trees, which the community has articulated as being highly valuable during the public exhibition periods. The potential impact of the proposed building zones on trees marked as high or exceptional significance in the 2017 Conservation Management Plan is of significant community interest.

Accordingly, the following design considerations were considered:

- Potential location of underground basement parking and servicing access.
- Requirements for the central building which will provide residential aged care, including floor layout and solar access requirements.
- Building heights and floor space ratio available under the WLEP.

The proposed updates to the SSDCP would facilitate the retention of four or five of the mature fig trees in the central part of the site. Trees in the upper garden of the site are protected as part of the landscape heritage listing in Schedule 5 of the WLEP.

Discussion in the planning proposal reports for the site considered further protection of trees could be provided through additional inclusions on Council's Significant Tree Register or in the SSDCP. The latter has been proposed and the SSDCP provides adequate controls relating to the retention of trees outlined within this report.

Provided below is a discussion of the potential impacts on Significant Trees, including trees identified in the CMP, trees listed in schedule 5 (Environmental Heritage) of the WLEP and trees on the Significant Tree Register. The below figures and discussion do not consider factors outside of Council's knowledge or control, rather consider the likely impact of the SSDCP and specifically the proposed building zones on significant trees across the site. The role of the SSDCP is to provide design guidance and the precise details of trees that would be removed as part of any proposed redevelopment would only be available when a statutory application is submitted.

Conservation Management Plan

The majority of the trees impacted by building zones are considered of low significance with the majority of the trees identified in the CMP of high or exceptional significance retained. The proposed building zones would impact one tree of high or exceptional significance and potentially five more located on the edge of future building zones.

In Figure 3, there are trees identified in the 2017 CMP which are no longer present. Two of the trees of exceptional significance on the border of the potential central building are no longer present and have since been removed with permission of Council due to poor health or the risk they posed. Another two exceptionally significant trees have also been removed since 2017 around the site for the same reasons as above, again with permission of Council.



Figure 3. Likely impact of SSDCP on trees identified in the 2017 CMP.



Figure 4. Likely impact of SSDCP on trees identified as 'High' or 'Exceptional' significance in the 2017 CMP.

WLEP Schedule 5

The WLEP contains a heritage listing for the item entitled 'War Memorial Hospital—landscape'. This listing relates to the trees located in the formal upper garden of the site. No trees within this listing are impacted by the proposed draft SSDCP. Listing under Schedule 5 provides the highest protection of any protection available.

Significant Tree Register

The site contains twenty trees listed on the Significant Tree Register (the Register). The listings of these trees on the Register date back to the early 1990s. Given the assessment of significance for the purposes of the Register occurred approximately 30 years ago, the 2017 Conservation Management Plan (CMP) may be a more relevant assessment of significance. The Significant Tree Register has not been updated since 2012, with a comprehensive review to commence in 2024.

Of the 20 trees listed on the Register, one magnolia grandiflora tree which is located on the boundary of the proposed building zone may be impacted. The potential impact on any trees identified on the Register is outlined in Figure 5. For ease of reference, the same diagram used in the CMP has been used for illustration purposes in Figure 5.

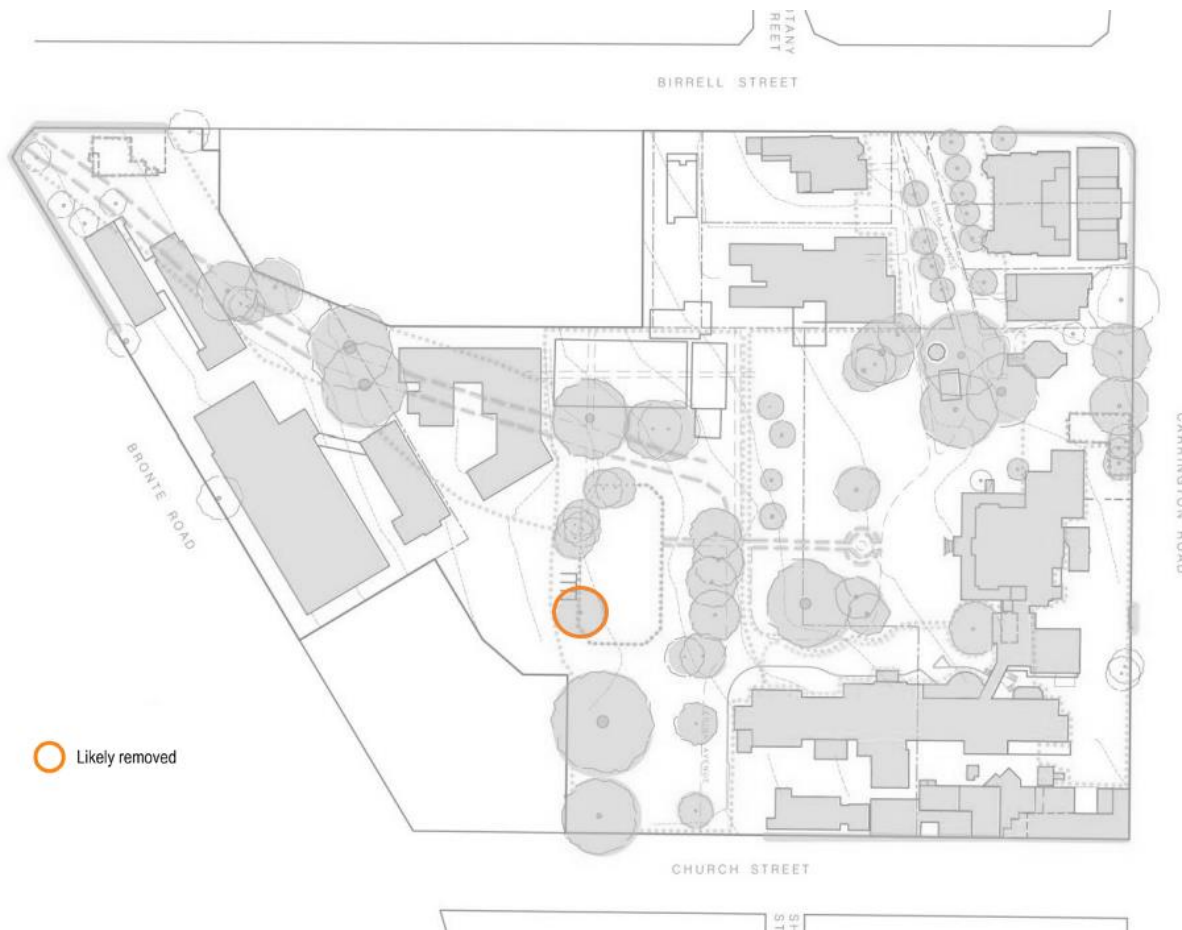


Figure 5. Likely impact of SSDCP on trees on Waverley Significant Tree Register.

While not desirable, the listing of a tree on the Register does not preclude the tree being removed, rather a development application is required to be submitted and assessed instead of Vegetation Clearance Permit. For an abundance of clarity, the SSDCP has been updated to include reference to the Register and the controls contained within Chapter B3 as relevant and applying to any trees on the Register on site.

The future redevelopment of the site provides opportunity, where trees are unable to be retained, for new trees to be planted, where they can grow to maturity.

The removal of some trees due to the abovementioned reasons, including some marked as high or exceptionally significant in the 2017 CMP highlights the need for succession planning as many of the trees are approaching the end of their typical lifespan. A search of Council's records show that since 2011 multiple Vegetation Clearance Permits, formerly known as Tree Preservation Orders (TPOs), have been submitted with Council.

Upon Council's arborist undertaking an independent assessment, four separate applications in this period of time resulted in the removal of 27 trees across the site due to poor health or associated risk of damage to property or people. TPO references for removals include TPO-37/2013, TPO-298/2013, TPO-262/2019 and TPO-246/2022. Replacement trees were planted in new, more suitable locations with evidence provided where required as a condition of approval from Council.

Protection of tree canopy to be retained and new building zones

Concern is also raised in relation to how canopy will be managed where they overlap with proposed building zones. A response was sought from Uniting and is provided as follows:

Given there is some overlap with the proposed new building zones (areas in which new built form can go) and the canopy of the mature figs, how will it be ensured that the canopy is protected and integrated with any new buildings?

The building forms will be developed within these diagrammatic new building zones and respond to a range of factors including solar access, setback requirements, significant trees, sight lines, ADG requirements, design principles etc. that influence the shape, scale and extent of built form.

The canopy of the significant trees has been surveyed by the arborist, and the design team are following the advice & guidance of the specialist consultants to both limit and minimise impacts of the proposed building forms on these tree canopies.

A detailed and accurate pruning schedule (minimising impacts on the trees) will be developed as the building forms develop. This will be a two-way strategy that may influence setbacks where necessary. Maintaining the character and form of these canopies will be a priority of this process.

Sensitive demolition and construction methodologies will also be established as the process proceeds, again to minimise any impacts to the tree crowns/canopies.

Service vehicle and parking access

In response to concerns raised by residents on Church Street, as well as other residents who provided submissions on the matter, consideration has been given to the main service vehicle access point.

Under the initial SSDCP, service vehicles would enter from the existing Church Street entrance. This would create an increase of vehicle movements on Church Street and potentially more conflict with surrounding uses, inclusive of student movements associated with the surrounding schools. In addition, service vehicle access via Church Street would likely result in a poor urban design outcomes than if it was located elsewhere.

Alternative options considered the sloping topography of the site, particularly in relation to basement car parking, with the existing access point located at south-east corner of the site toward Bronte Road being the most likely suitable access point. Consultation was undertaken with Council's Traffic Team who advised that given there was an existing access point on Bronte Road, situating service vehicle entry from this location would be suitable, so long as there was no conflict with the 'keep clear' zone in front of Waverley Police station.

As a result, the relevant diagram within the SSDCP has been updated to reflect this change which, as well as reducing movements on Church Street, would also provide:

- Improved urban design outcomes for Church Street.
- Improved sight lines to the heritage items on the upper half of the site.
- The enabling of the proposed publicly accessible park with the retained two fig trees.
- Safer pedestrian accessibility through the north-south through site link.

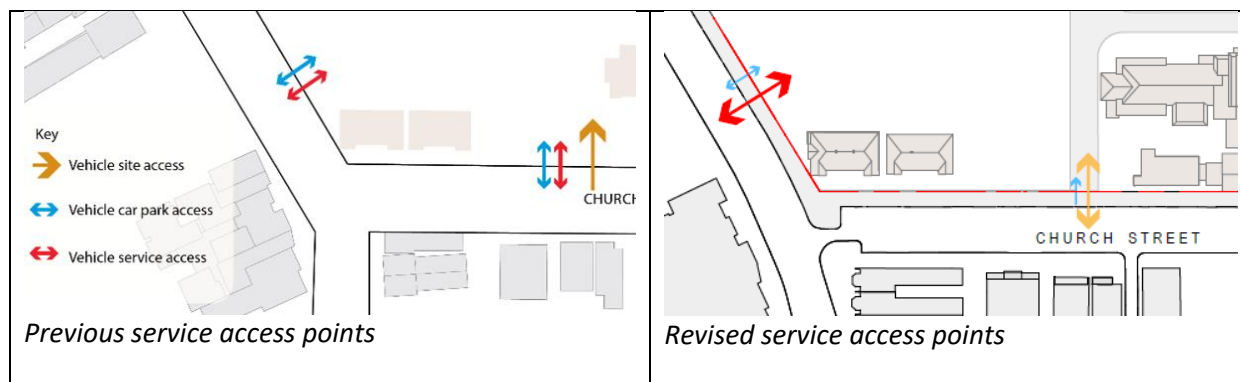


Figure 6. Proposed changes to service access points.

Public access through the site

Continued public access through the site was considered a key part of the public benefit associated with the planning proposals and proposed SSDCP.

During the public exhibition period and following the report presented and deferred in May, concern was raised with regard to the lack of open pedestrian access through the gates on the corner of Birrell Street and Bronte Road, as well as the relationship of the corner gates with any new buildings in the north-west corner.

In response to feedback from Councillors during consultation which occurred after the report was deferred, the SSDCP has been amended to include a requirement for a public accessible pathway to be provided from the corner gates through the site toward the upper garden. This revision has amended the proposed diagrams relating to public/private areas and through site links and the associated controls within the SSDCP.

To complement improved outcomes for the corner gates, setbacks have also been refined and increased for future buildings located near the corner of Bronte Road and Birrell Street. Additional controls have been added to the draft SSDCP to ensure the gates are celebrated and any new built form respects both the curtilage of the gates and their significance and prominence in the local area.

In addition to the proposed changes to public access through the corner gates, the reshaping of the central building zone (along with changes to service access points) and the retention of two mature fig trees to the south of the site, near Church Street has resulted in an additional area of publicly accessible open space, not previously present in the initial draft SSDCP as outlined in Figure 7.

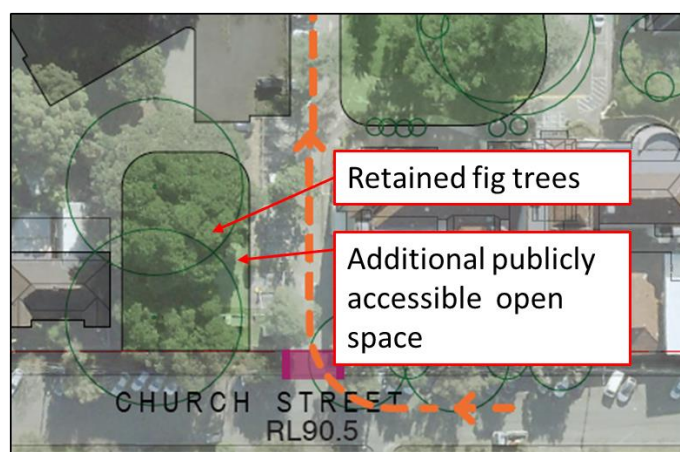


Figure 7. Indicative additional publicly accessible open space and retained trees.

Concerns raised in post-deferral submissions query how the proposed central building zone (Residential Aged Care component) is consistent with the Conservation Management Plan.

The construction of a building here is not excluded but Policy 10 in the CMP states:

The proposed built form of the central building is proposed to be built over the existing Carpark area of the lower garden. It also includes an Articulation Zone on the upper garden side which is intended to provide the opportunity to reflect the axial relationship of the entry to the new building with the entrance and Tower of Edina. The proposed new central building zone would facilitate a lower garden area that is discernible in nature, as well as the creation of a new discernible garden space on Church Street. This is illustrated previously in Figure 8 which also includes a potential concept building within the proposed central building zone.

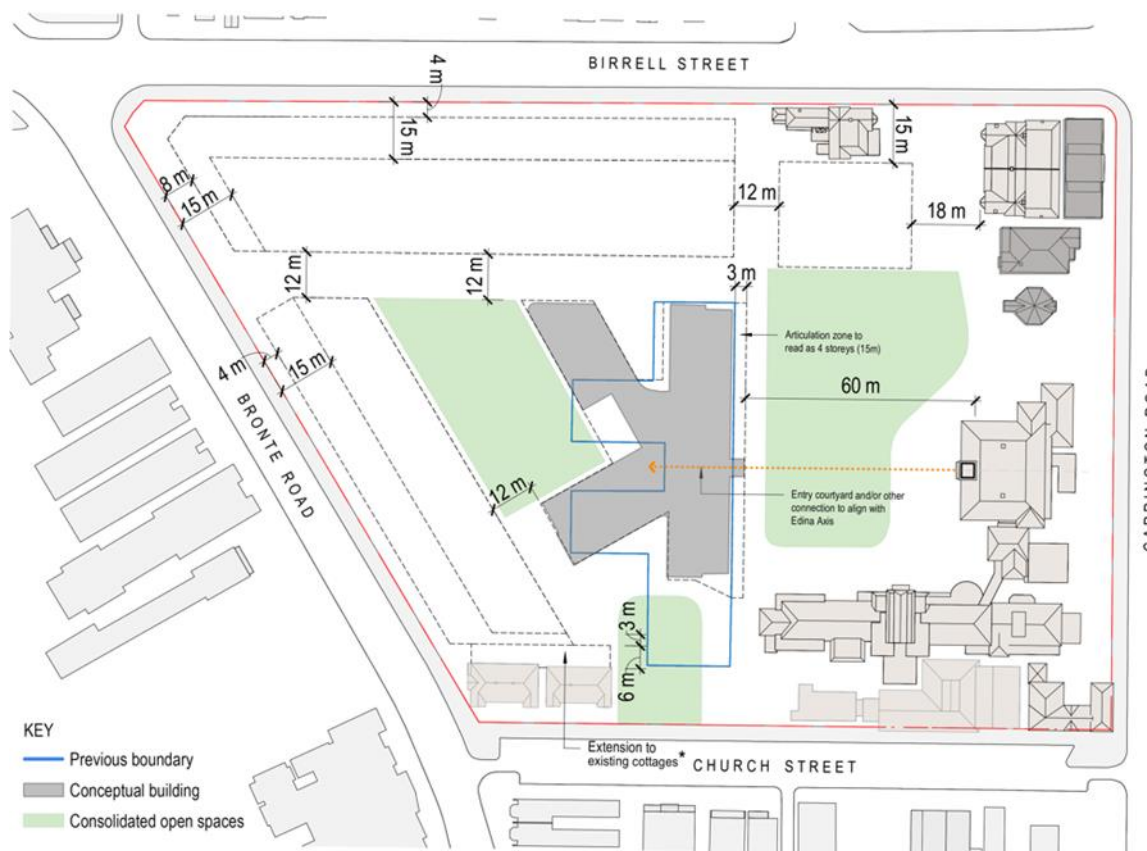


Figure 8. Proposed changes to central building zone.

Corner of Church Street and Bronte Road

Uniting advises that the cottages at the corner of Church and Bronte Road would possibly be converted into residential facilities, connected to any new built form on Bronte Road. As such, setbacks, and height in storeys have been revised to reflect what would be an appropriate built form based on a connection being constructed, rather than a standalone extension as previously proposed. Two different controls have been prepared to allow for the possible different scenarios which may eventuate once the detailed design process has been completed by Uniting.

Maximum number of storeys

The maximum number of storeys has been revised, in line with the revised building zone areas, areas on the site where buildings may be constructed. The previous iteration of the SSDCP had some components of the site with varying number of storeys. For example, four storeys set back to seven storeys on Bronte Road and five storeys on the corner of Birrell Street and Bronte Road. The figure has been updated to apply a consistent four-storey and six-storey built form across the site (except for the Church Street and Bronte Road corner).

This amendment is informed by assumptions such as increasing the floor-to-floor height from 3.1 to 3.2 m. Therefore, to comply with WLEP 2012 15 m/21 m height limits, four and six storeys is considered appropriate. Due to the sloping nature of the site, there may be some instances where an exceedance to the number of storeys may occur. Given the WLEP 2012 prevails over the Waverley DCP 2022, a control has been included in the SSDCP which speaks to this matter.

Statutory pathway

Following the introduction of the Housing State Environmental Planning Policy (SEPP) in late 2021, seniors housing developments with capital works costs in excess of \$30 million qualify to undertake the State Significant Development (SSD) pathway.

Therefore, any future development application that meets this requirement would be determined by the Department of Planning and Environment or in some circumstances the Independent Planning Commission if:

- 50 or more 'unique' public objections have been made to the Department of Planning and Environment at the time that it exhibited the proposed development, or
- A reportable political donation has been made by the applicant, or
- An objection to the proposed development has been made to the Department of Planning and Environment by the relevant local Council.

Council's role would be to provide submissions on the process.

The SSD pathway also has implications on the SSDCP. Development Control Plans are not prescribed as applying to SSD applications. The Department of Planning and Environment provides the following advice:

Development Control Plans do not generally apply to State Significant Development (SSD). However, the development control plan may be considered to inform the design specifications proposed, for example a comparison of what is proposed versus what is in the development control plan. This information could then be taken into account as part of the assessment of the project.

Specifications that may be otherwise outlined in a Development Control Plan (but for SSD) may be addressed in the SSD Environmental Impact Statement, assessment and engagement process, including post determination conditions as may be relevant.

The relevance of the SSDCP to any site-specific assessment would be addressed at the time when a SSD is lodged and Council is invited to provide comment.

Social impact mitigation

At the Council meeting on August 2021, Council requested that social impact mitigation measures be included in the planning proposal, SSDCP or any other planning instrument. As the Local Plan Making Authority, the Department of Planning and Environment (DPE) did not include any measures in the finalisation of both planning proposals, other than the inclusion of the requirement for 10% Affordable Housing to be provided on the Birrell Street Sites.

At the Strategic Planning and Development Committee meeting on 6 September 2022, Council resolved to adopt Social Impact Assessment Guidelines and include the Guidelines and associated controls into the Waverley Development Control Plan which relate to a project of this nature and size. In addition, under the State Significant Development (SSD) pathway, a social impact assessment is required to be undertaken.

99 Birrell Street, Waverley

All lots within the area subject to the SSDCP are under ownership of Uniting except 99 Birrell Street. Although planning has assumed the site would be developed as a consolidated urban block, it is possible that 99 Birrell Street could be excluded from any future development application. Should this occur, the applicant would be required to address relevant Land and Environment Court planning principles relating to isolated sites.

Proposed Heritage Conservation Area

At the Council meeting on 15 February 2022, Council resolved to establish the entire urban block of the subject site discussed in this report as a Heritage Conservation Area (HCA) in Schedule 5 in the WLEP. This resolution resulted in the proposed HCA being included in Council's Heritage Policy Implementation planning proposal which was submitted to the DPE in May 2022. Following an initial review of the planning proposal, the DPE provided Council with a request for a substantial amount of additional work to be completed. Officers are still in the process of completing this additional work, with a view to resubmitting the planning proposal for Gateway determination.

State Heritage Listing

Council resolved in 2020 to nominate for the site to be added to the State Heritage Register. At the time in response to the nomination, it was advised that the nomination met the relevant criteria but that the listing was not considered as a priority at the time. Since this response, the Mayor has written to the relevant Ministers three times, requesting the nomination be reconsidered and expedited. To date this has not occurred. It should be noted that Heritage NSW were consulted on the planning proposals for the site in the context of the nomination for state listing. Heritage NSW did not object and noted the Council-led planning proposals represented much better outcomes for heritage on the site and in the surrounding areas than the previous proposal submitted by Uniting. These responses from Heritage NSW were included as part of the submissions attachments when the planning proposals were reported to Council.

Submission from Uniting

A submission was provided by Uniting to the Council Meeting and circulated to Councillors prior regarding to a number of objections. This was reviewed by officers and only one of the issues raised has been accepted as a proposed change. This relates to the design response of any new building adjacent to the Ellerslie building. The wording for the control put forth by Uniting is deemed to be more appropriate to reflect its intent than was initially drafted. The SSDCP has been subsequently amended to reflect this change.

5. Financial impact statement/Time frame/Consultation

Financial impact statement

No additional financial impacts have resulted from the project.

Time frame

If adopted, the amendment to the Waverley Development Control Plan 2022 would be finalised and published on Council's website. The amendment will become effective when notified on Council's website.

Consultation

A summary of the consultation is addressed in section 4 of this report above.

6. Conclusion

As detailed in the report, there is substantial community interest in ensuring any redevelopment of the War Memorial Hospital site is undertaken in a way that respects the significant heritage of the site and the surrounding character of the local area.

In response to the issues raised during the multiple public exhibition periods, a revised SSDCP has been prepared and is recommended for adoption.

7. Attachments

1. Part E7 - Edina Estate [↓](#)
2. Detailed summary of changes [↓](#) .

Site Specific Development E

PART E7 SITE SPECIFIC DEVELOPMENT

Part **E75** Edina Estate

E76 WAR MEMORIAL HOSPITAL

Where there are discrepancies between this Part and other Parts of this DCP, the controls in this Part take precedence.

The following objectives and provisions apply to the site known as the Edina Estate, identified in Figure 1. For clarity, the Edina Estate is the entirety of the urban block bound by Birrell Street, Carrington Road, Church Street, and Bronte Road, Waverley.



Figure 1 Edina Estate

Part E75 Edina Estate

6.1 GENERAL

The vision for the site is to maintain and grow a health and seniors housing precinct that celebrates the outstanding heritage significance of the site and supports healthy living. This precinct will support, renew and expand community services and residential living within Waverley, which is at the heart of the vision for the site.

Objectives

- (a) To conserve and interpret the significant European heritage of the site.
- (b) To understand and interpret the Aboriginal cultural heritage of the site.
- (c) To ensure the precinct can adapt to the projected localised impacts of climate change.
- (d) To ensure the developed precinct is designed to facilitate healthy and active living and encourage social connectivity within the precinct and within the community.
- (e) To ensure that **invited** publicly accessible high-quality open spaces are provided that interpret, reinstate or conserve the heritage features of the Edina Estate.
- (f) To minimise vehicle movements within and to the site, and to manage service vehicle movements effectively.
- (g) To provide for clear wayfinding and integrated public artworks that interpret the heritage significance of the site.
- (h) To allow for the continuation, renewal and expansion of community services and residential living.
- (i) To acknowledge and respond to the urban context in terms of form and scale.

Principles

This Site Specific DCP has been developed based on the following principles, which are to be addressed in any masterplan or development on the site:

1. Unify the Estate and enhance its ongoing legacy of care as a community service and health care precinct.
2. Develop a clear masterplan based on the historic evolution of site, its evolving context and community requirements.
3. Retain and restore existing heritage fabric, enhance public access to the heritage garden and reinterpret the former carriageway to heritage gates.
4. Allow for the continuity and expansion of existing hospital uses on the site.
5. Establish a new centrally located residential aged care and community hub as an active “heart” for residents, patients and the broader community.
6. Provide new seniors living; optimise direct street address, residential amenity, streetscape character and landscape.
7. Consolidate new built form to create large continuous gardens for a range of public, private and community uses.
8. Optimise site ecology by maximising deep soil zones and implementing a long-term tree plan (ie. a plan to retain and protect existing healthy trees, replace old or damaged trees and increase the number of large trees on the site).
9. Implement a clear vehicular strategy to prioritise pedestrian comfort and safety while recognising the operational needs and diversity of uses of the estate.
10. Achieve all required operational requirements while achieving compliance with all urban design, environmental and amenity design standards.

Part ~~E7~~ Edina Estate

11. Provide architectural modulation and articulation that reflects the cadastre and built form of the adjacent heritage conservation areas.

Part E75 Edina Estate

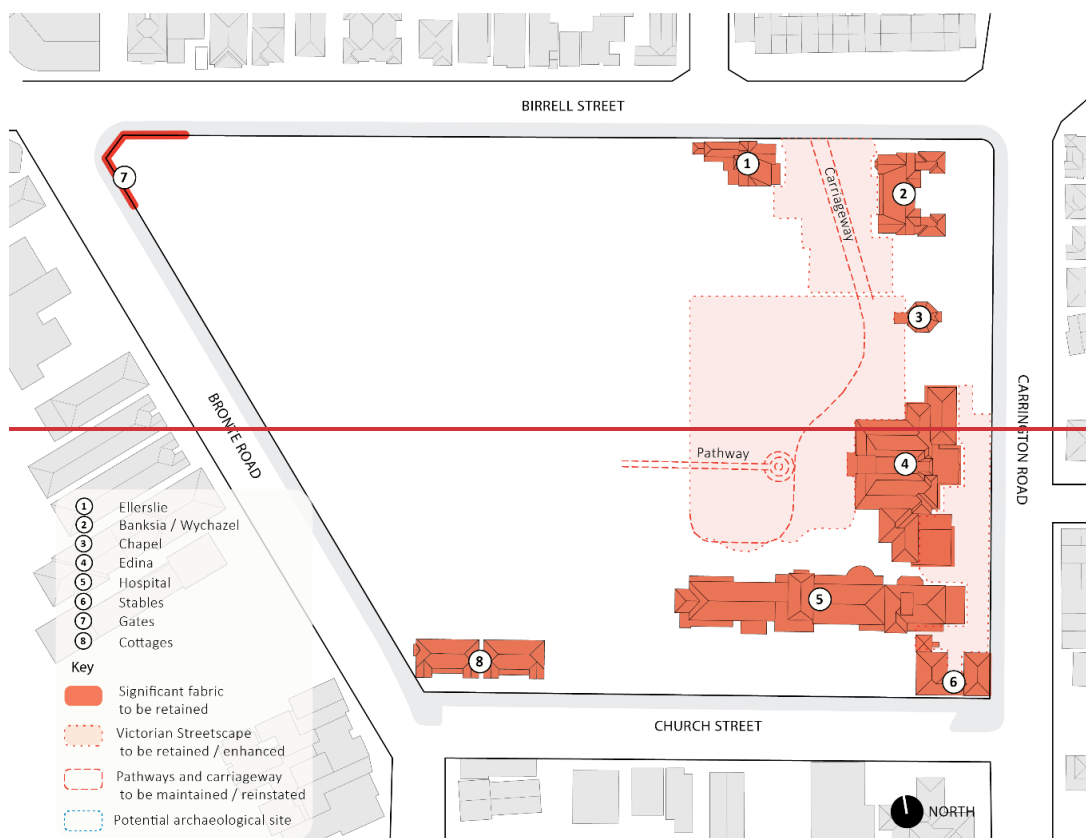
6.2 SITE LAYOUT

Objectives

- (a) To provide invited public access to and enjoyment of the setting of the heritage buildings and their heritage landscape.
- (b) To identify developable portions of the site.
- (c) To reinstate the experience for the public of exceptional Victorian buildings set in a Victorian-style landscape for its users.

Controls

- (a) The site layout is to interpret the original arrival experience via the historic pathway from the gates at Bronte Road and Birrell Street as a key entrance point to the site predominately for residents.
- (b) Maintain the buildings identified in Figure 2 as Significant.
- (c) There is to be a series of open spaces and layouts ~~out~~ within the site.
- (d) The eastern portion of the site is to be retained as an invited, publicly accessible area as identified in Figure 4 and a public access pathway is also to be provided from the north-west of the site via the heritage gates as identified in Figures 4 and 5.
- (e) The scale of new buildings must not challenge or overwhelm the heritage buildings, Victorian streetscape, or landscape.
- (f) Where possible, provide vistas throughout the site to the western façade of the Vickery (Edina) Building and tower.



Part E75 Edina Estate

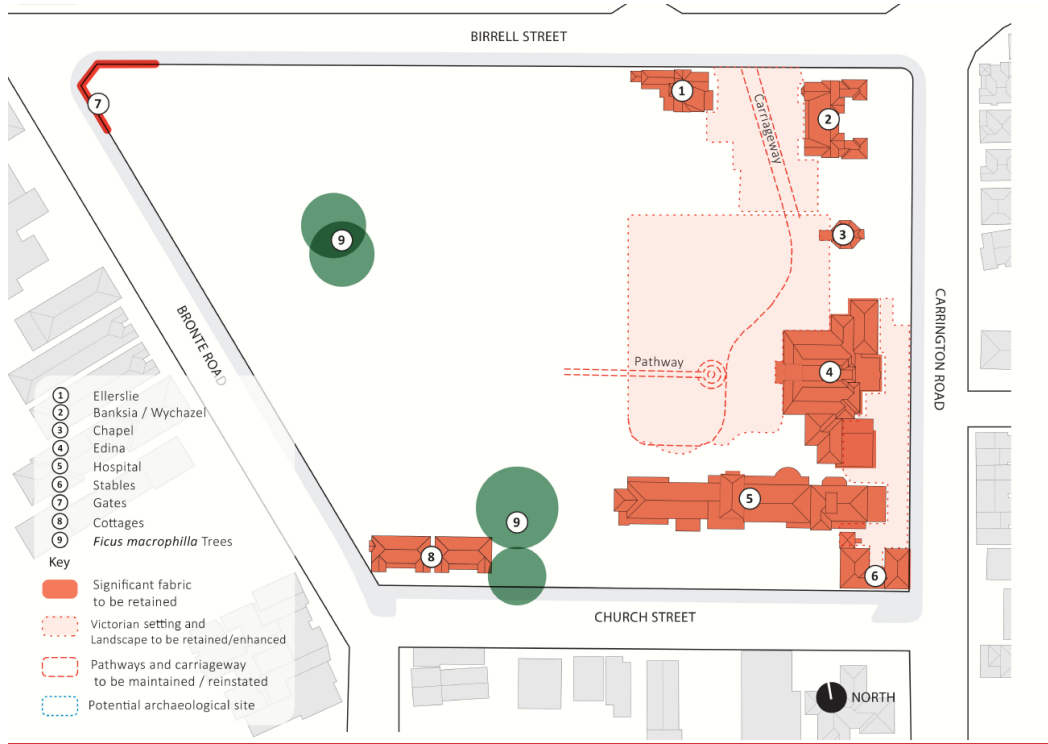


Figure 2: Site Plan identifying significant fabric and spaces to be retained

Part E75 Edina Estate

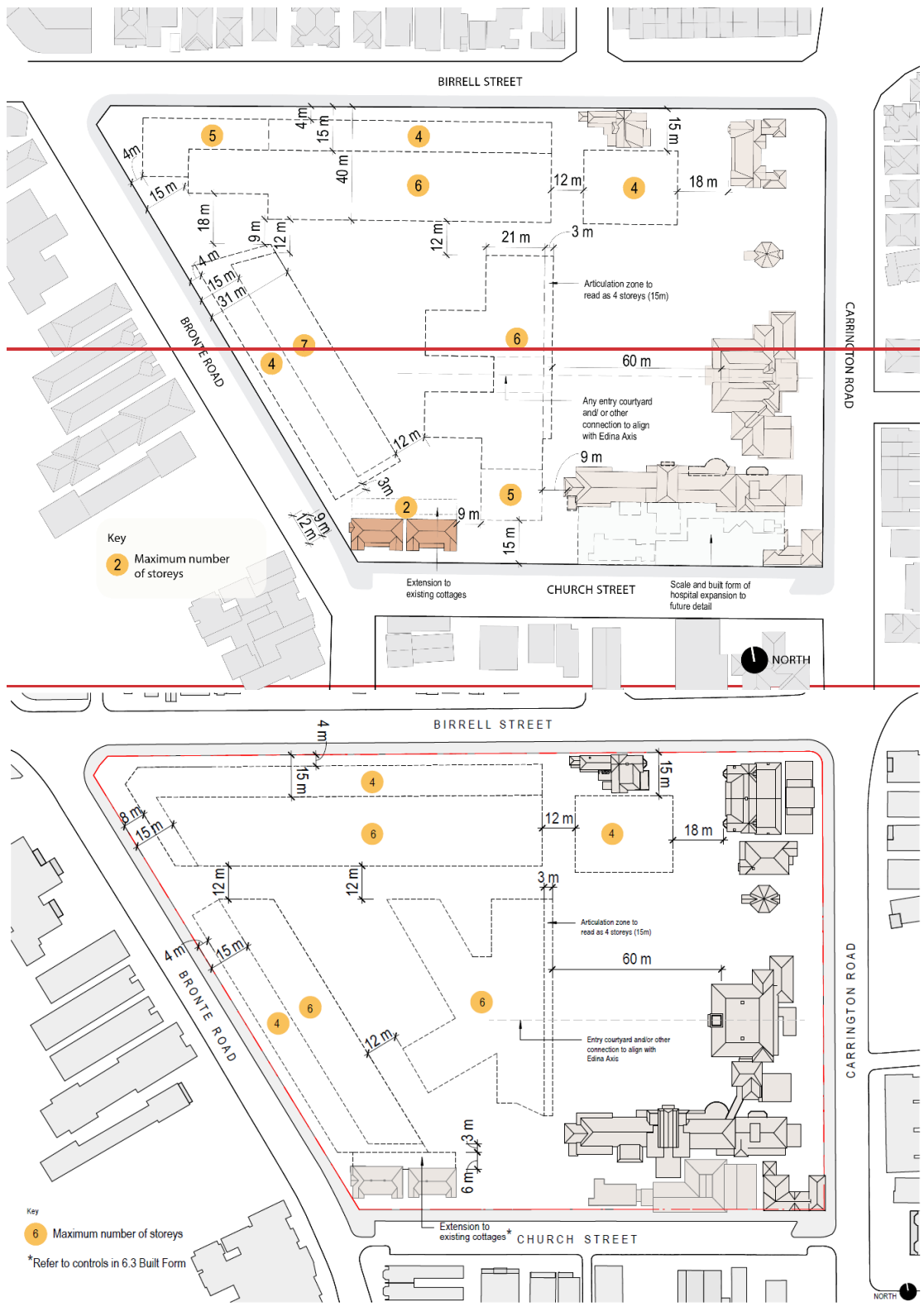


Figure 3: Site Layout and New Building Zones

Part ~~E7~~ Edina Estate

6.3 BUILT FORM

Objectives

- (a) To ensure an appropriate scale of new development on the site.
- (b) To provide guidance for the location of buildings.
- (c) To ensure new development responds to the heritage characteristics of the site.
- (d) To generate a campus-style arrangement of development.
- (e) To support sufficient landscaping to enhance visual quality, streetscape character and provide privacy.
- (f) To integrate building form with the sloping topography of site.

Controls

- (a) The location of buildings is to comply with the Principles in 6.1 General and the layout shown in Figure 3.
- (b) The number of storeys is to comply with Figure 3. ~~However, due to the sloping nature of the site, it may be possible to achieve a greater number of storeys than the maximum number of storeys specified in Figure 3 to enable optimised building layout, so long as the built form does not exceed the alternative height of buildings of 15m and 21m specified in the WLEP unless in line with control (k) and not in contradiction with (e).~~
- (c) The redevelopment of the site is to read as a campus-style development, having consistent style and architectural qualities across the site.
- (d) Despite the ~~alternative maximum~~ building height of 15m and 21m permitted in the WLEP, ~~the following controls apply to~~ any building located adjacent to the Ellerslie building:
 - i. ~~is to have a maximum height that does not exceed the parapet height of the Edina building, and~~
 - ii. ~~Any storey above the gutter line of the principal built form of the Ellerslie building is to reflect the steep slope of the roof of the Ellerslie building.~~
 - iii. ~~Any storey above the upper gutter line of the principal-built form of the Ellerslie building is to provide a contemporary and complementary design response so as to avoid any adjacent building overbearing its heritage setting.~~
 - iv. is not to overwhelm the Ellerslie building, and is to provide sufficient distance between the buildings to maintain the curtilage of the Ellerslie building.
- ~~(e)~~ ~~Despite the alternative building height permitted in the WLEP, any new built form extension to the cottages on the corner of Bronte Road and Church Street:~~
 - i. ~~is not to overwhelm the cottages, and~~
 - ii. ~~if connected to any new building fronting Bronte Road is to have a maximum of one storey, with a maximum height that is beneath the underside of the gutter line of the cottages or;~~
 - iii. ~~if not connected to any new building fronting Bronte Road, a maximum of two storeys.~~
- ~~(e)~~(f) New buildings fronting Bronte Road and Birrell Street are to be modulated and articulated to break up long facades to the streetscape.

Part E75 Edina Estate

- ~~(f)~~(g) Buildings are to be setback from the street frontage to provide privacy and opportunities for landscaping, including where appropriate, mature tree planting.
- ~~(g)~~(h) New buildings are to provide appropriate architectural modulation and articulation that reflects the cadastre and built form of the adjacent heritage conservation areas.
- (i) Any new building to the corner of Bronte Road and Birrell Street is to provide a bulk and scale that relates to the development on the remaining corners of the intersection.
- (j) Any new building to the corner of Bronte Road and Birrell Street is to be designed in a way that respects and does not overwhelm the heritage gates on the corner of Bronte Road and Birrell Street.
- ~~(h)~~(k) Due to the sloping nature of the site, it may be necessary to exceed the alternative building heights specified in the WLEP, for minimal areas of a roof envelope to enable optimised building layout
- (l) Due to the sloping nature of the site, it may be necessary to exceed the maximum height of building specified in the WLEP, for minimal areas of a roof envelope to enable optimised building layout. Refer to Appendix 2 for illustrations.
- (m) No habitable room is to be more than 1.2m underground at finished floor level.

Part ~~E7~~5 Edina Estate**6.4 HERITAGE**

The curtilage of the Edina Estate is bounded by Bronte Road, Birrell Street, Church Street, and Carrington Road.

Objectives

- (d) To conserve and interpret the cultural significance of the site.
- (e) To provide invited public access to and enjoyment of the setting of the heritage buildings and their heritage landscape.
- (f) To celebrate the heritage significance of the site by interpreting, retaining and conserving key historical features of the site.
- (g) To share the history of the site through informative, accessible and well-designed interpretation, artworks and wayfinding.
- (h) To reinstate the experience for the site users ~~public~~ of exceptional Victorian buildings set in a Victorian-style landscape.

Controls

- (a) A Conservation Management Plan is to be provided for the site that responds to the Statement of Significance of the heritage item.
- (b) The existing hospital use is a historic use that should be continued, and should be broadly defined to include uses related to health, aged care, and health related training.
- (c) The following historic spatial uses relating to the Victorian period are to continue or be re-instated / interpreted:
 - i. early entrances and driveway as identified in Figure 2;
 - ii. Victorian garden areas as garden/passive recreation as identified in Figure 2.

6.4.1 Significant Fabric, Views, Spaces and Spatial Relationships

- (a) The significant fabric and spatial relationships as identified in Figure 2 are to be conserved and enhanced. They are:
 - i. Victorian buildings and estate planning, including: topography, plantings, fences, statuary and spatial order (including the private street, and distinction of service areas such as original stable and kitchen buildings from formal areas);
 - ii. War Memorial Hospital buildings of aesthetic importance: main building, chapel;
 - iii. 1920s landscape items including: palm trees, cast iron bollards, reconfigured gates to Birrell Street / Bronte Road and new gates to Carrington Road;
 - iv. The Victorian landscape and landscape elements both existing and reinstated based on documentary evidence.
 - v. External views from Centennial Park of the Norfolk Island Pines;
 - vi. Existing views of the Ellerslie, Banksia and Wychazel houses along Birrell Street, and Vickery tower from Carrington Road. The Carrington Road wrought iron gates from c1920.

Part E75 Edina Estate

- (b) The Victorian garden space adjacent to the Edina building identified is to be treated to reflect its significance and historical appearance.
- (c) A lower garden space is to be created that interprets the pond featured in the original central garden space through landscaping layout, inclusion of a water feature, or signage interpretation. The original height difference between the upper lawn and carriageway is to be maintained and linked by existing stone stairs.
- ~~(c)~~(d) The lower garden space described in (c) should at a minimum, retain the trees identified in Figure 2 and seek to retain as many existing mature trees as possible across the site.
- ~~(d)~~(e) Any trees present considered as having 'High Significance' or 'Exceptional Significance' in APPENDIX 1 – CONSERVATION MANAGEMENT PLAN, which are not displayed in Figure 2 and not contained within the new building zones displayed in Figure 3, should be retained.
- ~~(e)~~(f) Any trees identified on the Waverley Significant Tree Register are subject to the relevant provisions in Part B3 - Landscaping, Biodiversity and Vegetation Preservation.
- ~~(f)~~(g) The original estate gates at the corner of Bronte Road and Birrell Street are to be retained and maintained and celebrated as the traditional formal entry point to the site. This may include the use of the gates as a pedestrian access to the site. A pathway is to be provided from the gates leading into the site. This pathway is to on occasion be publicly accessible and must align with the controls specified in 6.5 Public Domain and open space. (for example on site open days). Details around the occasional access is to be specified in a Plan of Management for the site.
- ~~(g)~~(h) The eastern Birrell Street entrance is to be preserved, through the retention of the avenue of Canary Palms and the experience of a late Victorian streetscape.
- ~~(h)~~(i) Ensure that the appropriate standard of professional and craft expertise corresponds to the grade of significance through involvement of a qualified heritage consultant.

6.4.2 New buildings and landscape

- (a) New buildings adjacent to the Victorian private road or a building of significant fabric as identified in Figure 2 are to read as contributing or harmonising to the heritage buildings.
- (b) The scale of new buildings should be of a scale consistent with the controls outlined in the WLEP. New buildings should respect the landmark qualities of the Edina tower or the Norfolk Island pines.
- (c) Site lines that link open spaces are to be created and framed through the site.
- (d) Should demolition or excavation works involve areas of potential archaeological deposits, plan for proper investigation and interpretation of those deposits.
- (e) Fabric of new buildings must be sympathetic to the palette and colour of historic materials used in the original estate.

6.4.3 Heritage Interpretation and Reconstruction

- (a) The place is to be interpreted as the whole estate developed by the Vickery Family as a residence, and then as the War Memorial Hospital.

Part E75 Edina Estate

- (b) The original carriageway on the corner of Bronte/Birrell St is to be interpreted via the site layout and wayfinding throughout the site.
- (c) Any additions to heritage buildings are to present as distinguishable, at least on close inspection, in accordance with Burra Charter principles. Their design should also be sympathetic and not detract from the appreciation of the heritage buildings and their significance.
- (d) Creatively interpreting aspects of the history of the place should be considered as opportunities arise, including:
 - i. Develop the site with an appreciation of its identity as a single planned estate;
 - ii. Develop the site with an appreciation of the spatial order of the estate, which is contiguous over the course of its history as an estate and hospital.
 - iii. Develop and creatively interpret Aboriginal connection to place in combination with European heritage, through an understanding of native landscapes and planting of Sydney's Eastern Beaches.
- (e) The reconstructions, removals and plantings should be considered in accordance with the policies set out in the *Conservation Management Plan 2017* provided in Appendix 1.

6.4.4 Landscaping

- ~~(a)~~ A minimum of 40% of the site is to be provided as landscaped area.
- ~~(b)~~ Notwithstanding the principal deep soil zones displayed in Figure 5, a A minimum of 30% of the site is to be provided as deep soil area, as specified in the WLEP.
- ~~(a)(c)~~ Retain, replace or reinstate trees and other species to support the habitat corridor which affects the entire site through the centre of the site.
- ~~(b)(d)~~ Provide a Landscaping Plan that identifies the trees and plants that contribute to the habitat corridor, including a Succession Plan that identifies how these plants will be managed over time.
- ~~(c)(e)~~ Provide indigenous species throughout the site with sensitivity to European landscaping.

6.4.5 Public Art Heritage Interpretation Plan

- (a) A public art and heritage interpretation plan is required to be submitted with any Development Application to demonstrate how the heritage of the site has been interpreted through landscape design, species choice, wayfinding and digital interpretation on the site.
- (b) The public art and heritage interpretation plan is to provide clear and engaging interpretation that acknowledges the periods of ownership: indigenous custodianship, 50 years with the Vickery family, and 100 years as a hospital.
- (c) Public artwork is to be provided in accordance with Part B11 Public Art of this DCP.

Part ~~E7~~5 Edina Estate

6.5 PUBLIC DOMAIN AND OPEN SPACE

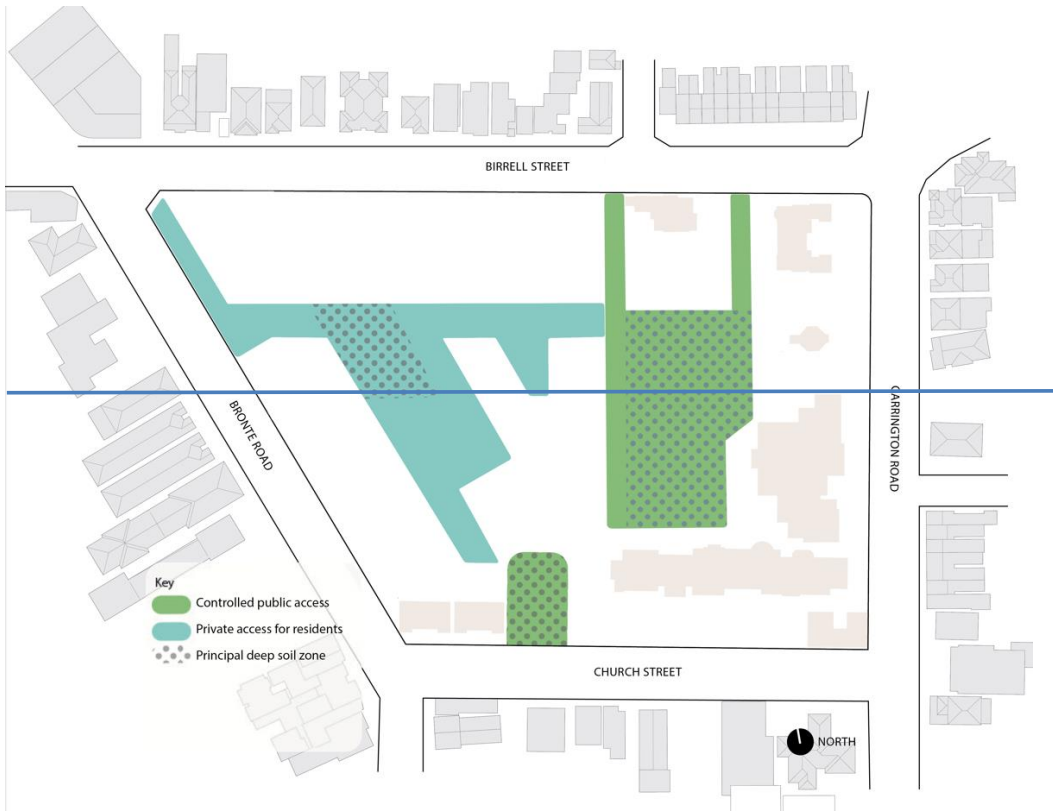
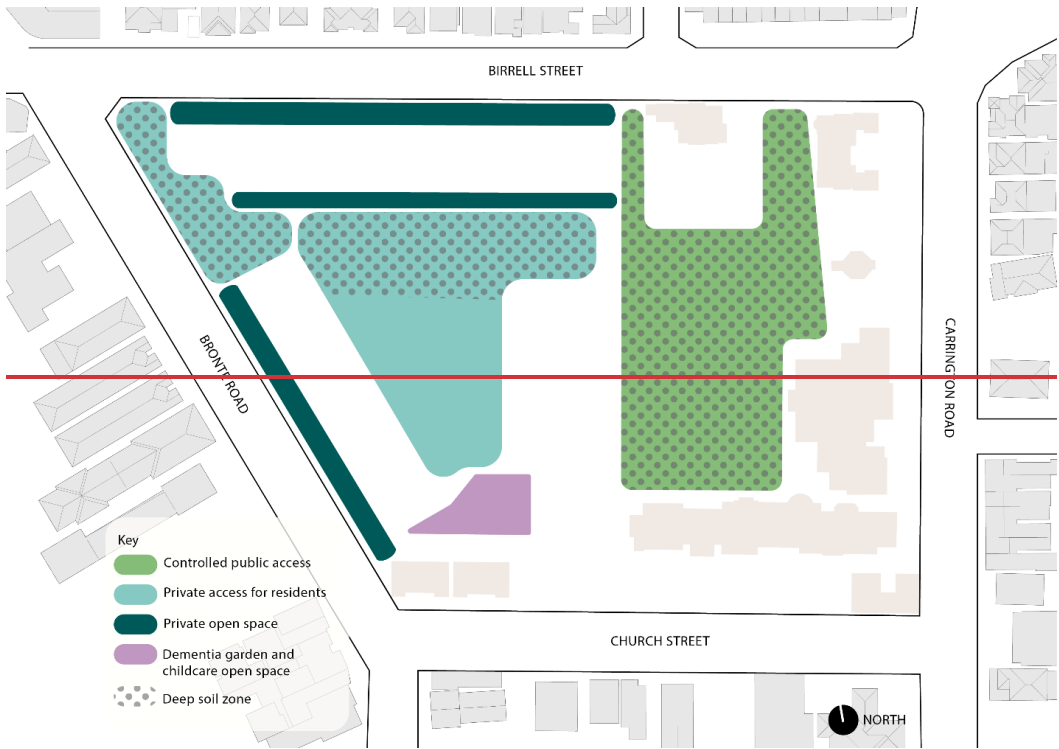
Objectives

- (a) To encourage a cool microclimate within the precinct.
- (b) To encourage public access and engagement with the heritage of the site.
- (c) To cultivate spaces that encourage mental and physical wellbeing.
- (d) To promote social cohesion and connectedness.
- (e) To contribute to the key environmental targets in Council's strategic plans.

Controls

- (a) ~~Invited p~~Publicly accessible open space is to be provided as identified in Figure 4.
- ~~(b)~~ Where open space is to be publicly accessible, these spaces should be open to ~~the public at a minimum to the public of 9 daylight hours from 7am – 5pm.~~ Where fences or gates are to be included, these are to be arranged in an 'open' fashion between ~~open these~~ hours to encourage movement through the site.
- ~~(c)~~ The management around the operation of any fences or gates surrounding publicly accessibility, including any exceptional circumstances in which opening hours may need to be altered, should be included in a Plan of Management for the site.
- ~~(b)~~(d) Provide primary and secondary through site links for pedestrians to increase permeability across the site, as identified in Figure 5.
- ~~(c)~~(e) The ~~invited~~ publicly accessible outdoor areas ~~are domain is~~ to be accessible and designed with a mix of shade and direct sun throughout the year.
- ~~(d)~~(f) Consider the provision of accessible vegetable garden beds and facilities (e.g. tools, composting) for collective activities.

Part E75 Edina Estate

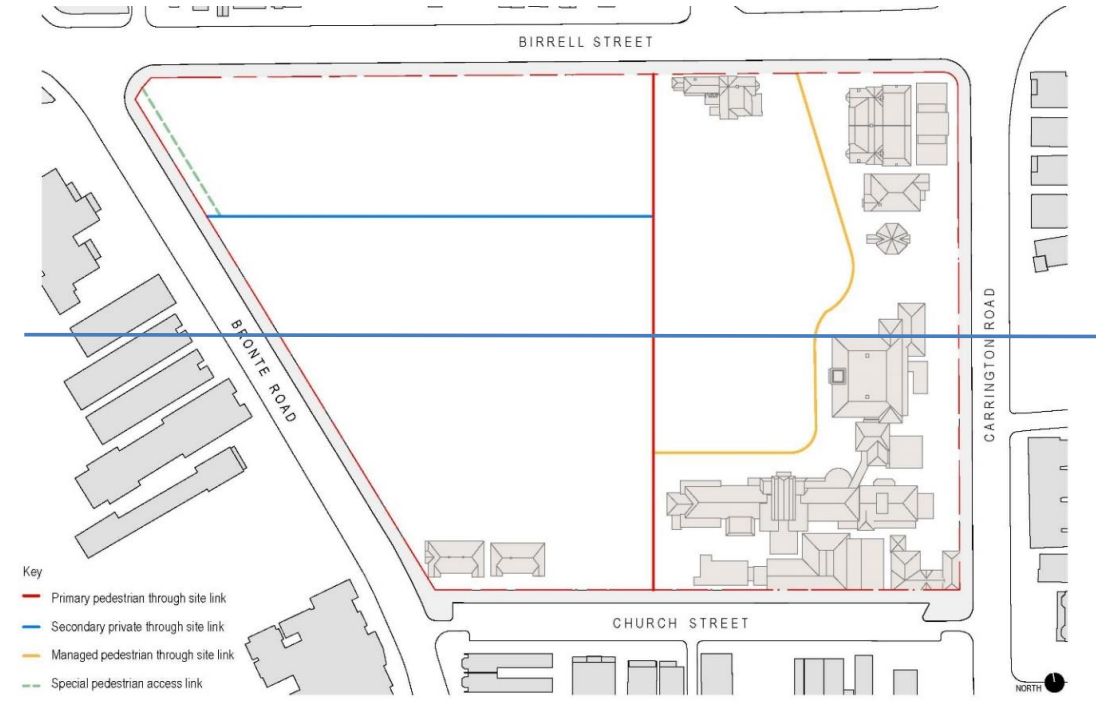
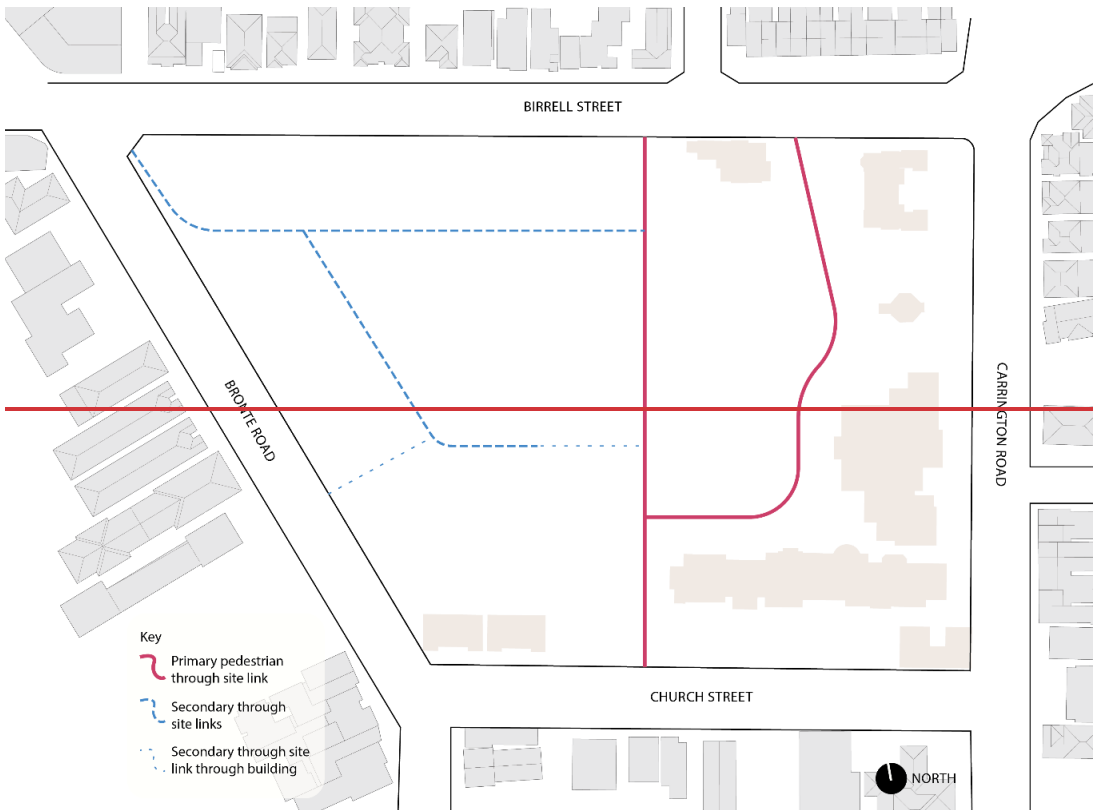


Part **E75** Edina Estate



Figure 4: Site plan identifying general hierarchy of open spaces [and principal deep soil zones.](#)

Part E75 Edina Estate



Part **E75** Edina Estate

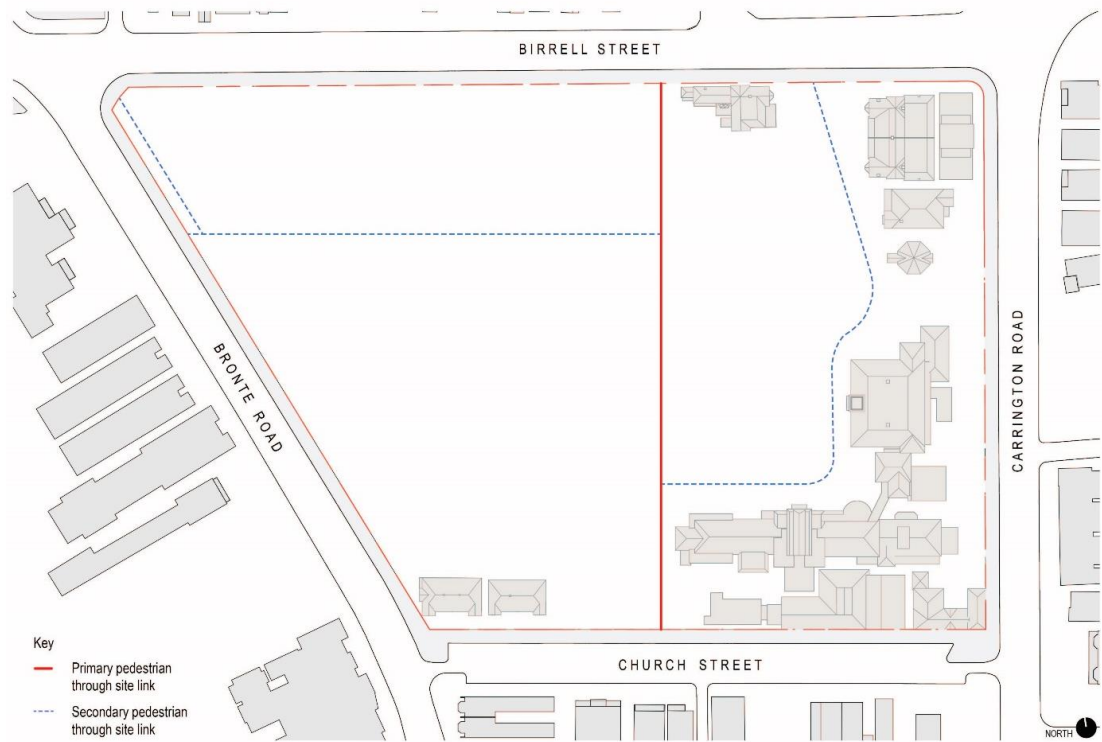


Figure 5: Site plan identifying through site links

Part ~~E7~~5 Edina Estate**6.6 URBAN ECOLOGY****Objectives**

- (a) To protect and enhance the natural habitat for a range of species as part of the heritage values of the site.
- (b) To encourage the creation of a cool micro-climate on the site.
- (c) To provide a resilient and biodiverse outdoor space.
- (d) To maintain and enhance the biodiversity corridor connectivity from Waverley Park to Queens Park.
- (e) To contribute to key environmental targets in Council's strategic plans.

Controls

- (a) Canopy coverage is to be provided at a minimum of 30% of the site area. This is to be demonstrated on the Landscape Plan and inclusive of landscape on slab.
- (b) Canopy coverage is to provide an appropriate cover that respects the heritage values of the place while providing a recognised habitat corridor through the site. Details of how the canopy, particularly the habitat corridor, will be maintained and managed over time is to be provided (via a Canopy Succession Plan).
- (c) Preserve and maintain the existing mature trees on the site. Where a tree cannot be maintained due to the location of a new building, this tree is to be relocated or replaced with a comparable size and species in a more suitable location on the site to support the habitat corridor.
- (d) [Protection of trees on site that are to be retained is to be conducted in accordance with the provisions in Part B3.4 Protecting Trees on Development Sites in the WDCP.](#)
- (e) Buildings are to be located to support the Habitat Corridor which runs ~~NE to~~ **SW** through the site. The Habitat Corridor is to be clearly marked on the Landscape Plan with details of the proposed species and the arrangement and structure of the habitat.
- (f) In addition to the Habitat Corridor through the site, habitat species are to be planted along the periphery of the site, in the setbacks from the street frontage. This habitat is also to be clearly marked on the Landscape Plan.
- (g) At-grade car parking and roads are to be minimised within the habitat corridor to encourage a safe environment for fauna within the limitations of the site and heritage values.
- (h) A diversity of plant species is to be provided across the site.
- (i) Landscaping is to be designed and completed in a way that provides adequate fauna habitat, i.e. taking vertical space into consideration as well as horizontal space, and providing several layers of plantings. It is expected that a shrub layer 0.5 to 2.0 m will be included in at least some sections of the habitat corridor, and that some shrubs and grasses are planted in thickets to provide safe habitat for smaller fauna species. In addition, new trees are to be provided at 200L to provide for increased habitat to the periphery of the site.
- (j) Refer to the species outlined in Table 1 that are encouraged or discouraged for this site. The planting palette should include a range of species. Additional or alternate species to this list can be discussed with Council's Urban Ecology Team. Proposed species are to be detailed in the Landscaping Plan.

Part E75 Edina Estate

- (k) Where appropriate, deciduous trees such as *Melia azedarach* var. *austrasica* are to be planted near windows, particularly on the north and west aspects, to provide shading in summer and filtered sunlight in winter.
- (l) Wildlife-friendly lighting is to be provided across the site to enable fauna movements, particularly at nighttime. Design responses that include soft (lower wattage), low-placed lights facing downwards with a warm colour temperature (less than 2500K), are preferable to up-lighting, lighting from high on poles (even if facing downwards), bright lighting (higher wattage) or lighting with a cool or blue cast.
- (m) Pollinator-friendly species are to be provided on-site with details in the Landscaping Plan. Pollinator species typically have small, white cream, yellow, blue, or purple flowers.

Table 1 – Preferred and discouraged species			
Preferred Species			Discouraged Species
Shrub Layer	Trees	Ferns	
<i>Goodenia ovata</i>	<i>Eucalyptus haemastoma</i>	<i>Asplenium</i>	Liorpe
<i>Cordyline stricta</i>	<i>Pittosporum revolutum</i>	<i>australasicum</i>	Purple Corydine
<i>Doryanthes excelsa</i>	<i>Leptospermum laeigatum</i>		<i>Rapheolepis</i>
<i>Baeckea linifolia</i>	<i>Leptospermum</i>		
<i>Banksia spinulosa</i>	<i>squarrosus</i>		
<i>Austromyrtus dulcis</i>	<i>Backhousia citriodora</i>		
<i>Ozothamnus</i>	<i>Elaeocarpus reticulatus</i>		
<i>diosmifolius</i>	<i>Podocarpus elatus</i>		
<i>Conospermum</i>	<i>Macadamia integrifolia</i>		
<i>taxifolium</i>	<i>Backhousia citriodora</i>		
<i>Eristoemon australasius</i>	<i>Melia azedarach</i>		
<i>Isopogon anemonifolius</i>	<i>Brachychiton acerifolius</i>		
<i>Boronia parvifolia</i>	<i>Brachychiton populneus</i>		
	<i>Grevillea robusta</i>		
	<i>Casuarina equisetifolium</i>		
	<i>Tristanopsis laurina</i>		
	<i>Davidsonia jerseyana</i>		
	<i>Tristanopsis laurina</i>		
	Citrus trees such as lemons and limes		

Part **E75** Edina Estate**6.7 HIGH-PERFORMANCE BUILDINGS AND SITE RESILIENCE****Objectives**

- (a) To ensure a high level of sustainability across all elements of the estate.
- (b) To optimize opportunities for environmentally sustainable design to minimise carbon emissions, energy use, potable water use and waste.
- (c) To encourage a low-carbon, high-performance precinct to help Waverley work towards its target of net-zero emissions.
- (d) To ensure buildings are well-designed to minimise energy consumption as well as maximise the thermal comfort for the occupants.
- (e) To promote the use of on-site energy generation and storage.
- (f) To ensure the site and buildings are designed to reduce potable water consumption.
- (g) To protect water quality and promote appropriate water harvesting and on-site storage and use of harvested/recycled water.
- (h) To minimise the impacts of the urban heat island effect.
- (i) To minimise the impacts of drought or water shortages.
- (j) To minimise impacts from severe storms or flooding events.
- (k) To support key environmental targets in Council's strategic plans.

Controls**6.7.1 Energy use and production**

- (a) Building location and façade design is to maximise access to direct sunlight to reduce reliance on mechanical heating.
- (b) Adequate external shading or performance glass is to be provided on the western and north-western building facades to minimise the cooling load required in mid-summer.
- (c) Any on-site renewable energy sources are to be coupled with battery storage.
- (d) The residential component of a building is expected to exceed BASIX Energy, Water and Thermal Comfort targets as specified in the WLEP.
- (e) Commercial buildings shall achieve a Green Star Certified Rating of six (6) stars; and/or a NABERS 5.5-star energy rating and 4.5-star water rating as specified in the WLEP.

6.7.2 Urban Heat Island

- (a) To mitigate the accumulation of urban heat, buildings are to utilise light coloured and reflective materials, and where possible provide vegetative surfaces such as green roofs.
- (b) Buildings and roof materials are to be a light coloured material to reduce solar absorption.
- (c) Pavements are to mitigate heat accumulation where possible through materials which consider end users and that maximize permeability and/or reflectivity.

Part E75 Edina Estate

- (d) Provide one building in the precinct able to function as an accessible refuge for on-site residents from the heat in the case of emergency, with access to a back-up power supply available on the site.

6.7.3 Water

- (a) Principles of Water Sensitive Urban Design (WSUD) are to be applied across all aspects of the development to minimise stormwater discharged from the site and ensure any stormwater has minimal impact on local waterways and drainage infrastructure.
- (b) Provide fit for purpose water harvesting, re-use, and on-site storage.
- (c) Maximise indoor and outdoor water efficiency in order to reduce potable water consumption.
- (d) Design to increase resilience to flooding and drought and integrate with stormwater quality, quantity and urban canopy/greening requirements.
- (e) Maximise permeable areas and materials across the site to reduce runoff and better manage stormwater capacity.
- (f) Minimise infrastructure and utility conflicts to prevent damage in storms.

Part ~~E7~~5 Edina Estate**6.8 TRANSPORT AND SITE ACCESS****Objectives**

- (a) To reduce the reliance on private vehicle usage.
- (b) To minimise conflicts between pedestrians and vehicles.
- (c) To ensure the provision of an appropriate number of vehicular spaces having regard to the proposed operating activities on the land. The intensity of these uses should aim to minimise traffic congestion and waiting time at intersections.
- (d) To promote bicycle usage to and from the site.

Controls**6.8.1 Loading Facilities**

- (a) Loading for RAC, commercial and hospital facilities should be accessed from ~~Church Street~~Bronte Road.
- (b) Loading for residential facilities should be located to ensure easy access for residents, removalists and waste collection services while ensuring adequate amenity and safety for surrounding uses.
- (c) Loading facilities should be visually concealed where possible within building envelopes.

6.8.2 Driveways and Vehicle Access

- (a) Vehicle access to the site is to be provided in accordance with Figure 6.
- (b) Vehicle access through the site is to be designed to ensure the safety of visitors and residents, whilst encouraging pedestrian movements across the site.
- (c) Any vehicle access that may be provided via Bronte Road, must be designed to minimise vehicle, cyclist and pedestrian conflicts, and must not create unreasonable service disruption to the intersections surrounding the site.
- (d) Traffic modelling is to take into account busy traffic periods during school zone times.
- (e) Service vehicle movements across the site should be managed to minimise vehicle and pedestrian conflicts, and to maximise pedestrian amenity.

Part E75 Edina Estate

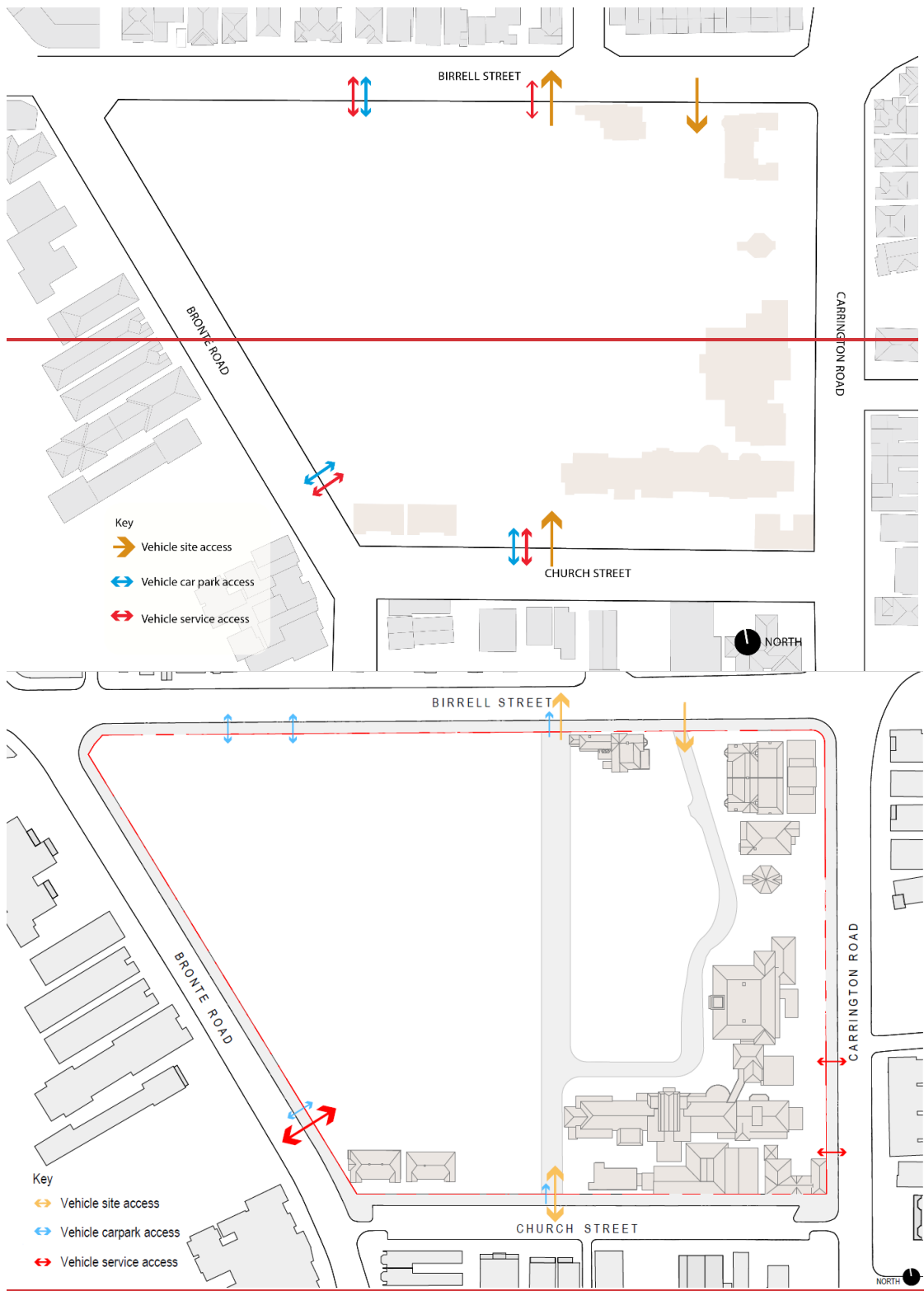


Figure 6: Vehicle access

Part E75 Edina Estate**6.8.3 Parking**

- (a) On-site staff car parking is to be minimised to the extent that it does not affect the operation of the site and its facilities.
- (b) Car parking must not be sub-leased out to external users.
- (c) Car parking is predominantly to be provided in basements underneath the buildings on site.
- (d) Consolidated basements between buildings are to be designed to maximise deep soil across the site.
- (e) The ~~maximum~~ car parking rate for independent living units and residential aged care is to be in accordance with the provisions of any relevant Environmental Planning Instrument that governs the provision of Seniors Housing.
- (f) Bicycle parking, lockers and changerooms are to be provided at the rates specified in Part B General Provisions of this DCP. These facilities should be accessible and attractive. Where provided in a basement the facilities are not to contribute to the calculation of gross floor area.

6.8.4 Electric Vehicles

- (a) Provision for electric vehicle charging stations is to be provided in accordance with Part B78.8 Electric Vehicle Charging Points of the WDCP.
- (b) A dedicated space and charging point for electric bicycles and mobility scooters to be charged must be provided.
- (c) Car share is to be provided at the rates specified in Part B78.7 Car Share of the WDCP.

Part **E75** Edina Estate**6.9 WASTE****Objectives**

- (a) To minimise conflicts between pedestrians, traffic and waste collection.
- (b) To ensure a pleasant campus environment.
- (c) To minimize impacts of large vehicles on new and proposed open spaces.
- (d) To provide for the efficient and safe collection of waste across the site.
- (e) To ensure buildings are designed to enable the safe and concealed storage of waste on-site.
- (f) To provide for adequate waste storage for the proposed use of each building.

Controls

- (a) Development is to comply with the requirements of B1 Waste of this DCP.
- (b) Bins are not to be presented on street for collection.
- (c) On-site collection is to be provided for, and where possible to be collected from within a building footprint.
- (d) Residential waste and recycling are to be clearly separated from RAC, hospital and commercial waste and recycling.

Part **E75** Edina Estate

APPENDIX 1 – CONSERVATION MANAGEMENT PLAN

Uniting (NSW) Waverley War Memorial Hospital Site

Conservation Management Plan

Version 2.2

April 2017



Prepared for Uniting (NSW)
by
HECTOR ABRAHAMS ARCHITECTS

*Conservation Management Plan
Uniting Waverley War Memorial Hospital Site, 2017*

Version Control

Version	Authors	Date
Version 2.2	Hector Abrahams Architects	April 2017
Version 2.1	Hector Abrahams Architects	February 2017
Version 2 (DRAFT)	Hector Abrahams Architects	May 2016
Version 1	John Oultram Heritage & Design	March 2005

Uniting (NSW) Waverley War Memorial Hospital Site
Conservation Management Plan (April 2017)
Prepared for Uniting (NSW)
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Cover Photo and other recent photographs in this document: Hector Abrahams Architects

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1. Executive Summary

This report is about the heritage significance of the War Memorial Hospital site in Waverley.

In Sections Three, Four and Five, a detailed examination of the site and its history is presented, and conclusions drawn to define the heritage significance of the site in this way-

Donated to the Methodists by the Vickery family as a memorial to Ebenezer Vickery Jr, the place is an outstanding representative example of private philanthropy and the 20th century conversion of Victorian estates to institutional uses.

The War Memorial Hospital, established in 1922 by the Methodist Church as a memorial to the First World War, occupies the buildings and grounds of the former Edina estate, which is aesthetically and historically significant as a suburban Victorian estate that retains its spatial order, scale and planning, as well as four very good Victorian houses, three of which form a significant streetscape along a rare private streetscape. The Victorian landscape planning is overlaid by a 1920s landscape of significance in its own right, as are the 1930s hospital chapel and main wing.

The site's mansion tower and Norfolk Island pines have landscape urban significance as landmarks within the broader surrounding area.

After an examination in Section Six of the opportunities and constraints that arise from this significance, and the needs of the owners, policies for conserving that significance are presented in Section seven. The policies address

- Conserving the single estate character and its main landscape spaces and landmark trees;
- Preserving the Victorian Buildings, Main Hospital Building and Chapel and the important garden spaces;
- Reconstruction of the main driveway sequence, or approximation thereof;
- Developing parts of the site to extend its historic use as a unified place of care.

*Conservation Management Plan
Uniting Waverley War Memorial Hospital Site 2017*

1. Executive Summary



2. Introduction

2.1. Outline of tasks

This plan provides a detailed analysis of the place and an assessment of the sites as a whole and its major significant elements. It also identifies the built elements, site features and landscape features on the site.

The history of the site is investigated from documentary sources. Then the cultural significance of the site is assessed and a statement of significance defined.

The implications of its significance, its statutory listings, and the owners' requirements are analysed, and in light of this, policies are developed for the conservation of that significance.

This report is a revision of the Conservation Management Plan and Development Strategy for the Waverley War Memorial Hospital prepared by John Oultram Heritage & Design in March 2005 (2005 CMP). For this revision

- The detailed historical account prepared for the 2005 CMP is reproduced in the Appendix. Additional photographic research has been undertaken for this revision, and four additional photographs are reproduced in the report;
- A new survey of the site has been done, to present current configurations, along with new diagrams to demonstrate site development that includes spaces between the buildings on the estate;
- A new Assessment and Statement of Significance has been prepared;
- Diagrams have been prepared to indicate in detail levels of Significance across the whole site;
- Formal policies have been formed based partly on a new statement of owner's needs.

2.2. Definition of the study area

The site is that of the Uniting Waverley War Memorial Hospital Site in Bronte Street Waverley, as shown in Figure 1. The real property descriptions are also shown on the plan.

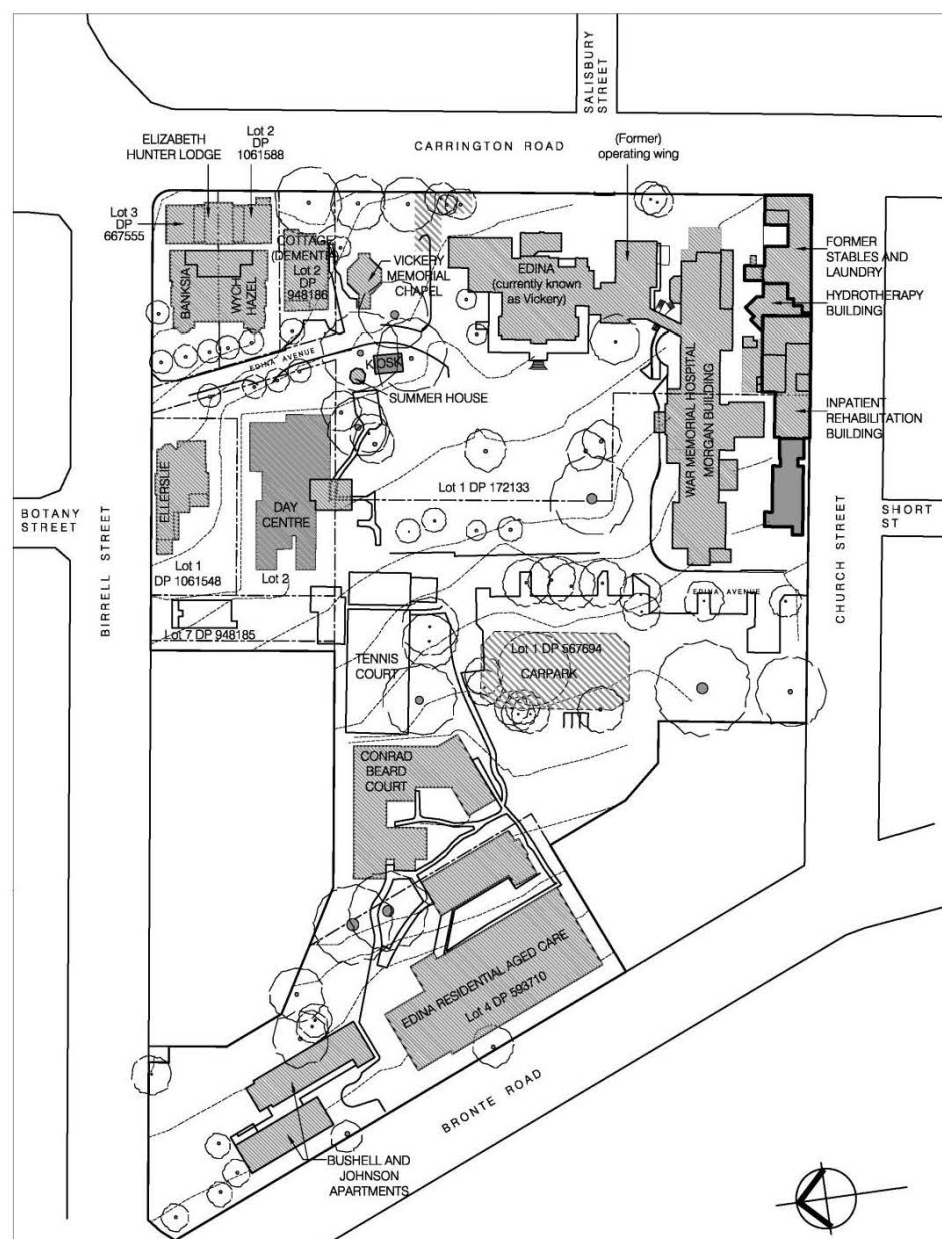


Figure 1: Site Location Plan for Uniting Waverley War Memorial Hospital Site. (Source: Hector Abrahams Architects.)

2.3. Methodology

The form and methodology of this report follows the general guidelines for conservation management plans outlined in J S Kerr, *The Conservation Plan*, The National Trust of Australia (NSW), sixth edition, 2004, the guidelines to the Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter), and the NSW Heritage Branch and Planning NSW's publication *Heritage Manual* (November 1996, as amended July 2002).

2.4. Limitations

This report addresses only the European cultural significance of the place.

This report does not address indigenous heritage significance, which can take the following forms:

- archaeology of indigenous pre-history
- post-contact history
- Present-day associations or spiritual attachments.

The report does not include analysis of the interiors of buildings, or their individual developmental history.

2.5. Identification of authors

The 2005 report was prepared by John Oultram and Susan O'Neill. The historic research was undertaken by Nicholas Jackson. Colleen Morris assessed the landscape, and Dominic Steel the archaeology of the site.

The history component (Section 3.1: History) of this revised report has been summarised from the 2005 report by the historian Meg Quinlisk. She also contributed to the assessment of significance and policy development. Hector Abrahams and Tonia Reed Abrahams prepared this report (Revised Version 2017), indicating where relevant text from the 2005 report has been used.

2.6. Acknowledgements

The authors acknowledge with thanks the assistance provided by

- Trent Wiggins and Fiona Logge at Uniting (NSW)
- Dr Alex Byrne, NSW State Librarian
- Michael Grave, architect, Cox Richardson Architects and Planners

3. Documentary Evidence/History

3.1. History

This history was written by Meg Quinlisk. The 2005 CMP contains a detailed account of the development of the estate, which can be found at Appendix 1

The Waverley War Memorial Hospital is the result of the philanthropic benefaction of the Edina estate, made by the descendants of Ebenezer Vickery (1827-1906), who was a successful and influential Sydney merchant during the second half of the 19th century.

Vickery purchased the majority of the estate at Waverley in 1859. The property already contained a house known as Rockhampton, built about 1853. In 1874 and 1875, Vickery purchased two additional allotments of land contiguous with the Edina estate, thus returning the property to its originally-granted form of 1840: an 8-acre portion bounded by Birrell Street, Church Street, Carrington Road and Bronte Road. The mansion at the heart of the estate was constructed in 1884 by the builder William Leggoe of Paddington¹, probably to the design of Thomas Rowe. Rowe (1829-1899) was one of the most prominent architects in New South Wales in the later 19th century. He was a Methodist, and his offices were in Vickery's Chambers on Pitt Street. Rowe had previously designed business premises for Vickery, as well as a number of Methodist churches which were financed by Vickery.

Other buildings on the estate completed by 1888 include the stables and coach house and a gate lodge. A private drive extended off Birrell Street and passed between a semi-detached pair of villas known as Wytchazel and Banksia (built c.1882 to accommodate Vickery's sons²), and the house known as Ellerslie (housing a Vickery son-in-law; built c.1882; possibly contains remnants of the 1853 house Rockhampton). Photographs from this period show that the estate was planned along the lines of the picturesque aesthetic: the principle houses sat on grassed terraces raised above a formal lawn and pleasure garden laid out with paths and decorated with statuary and a pond. Thick plantings of trees and bushes created a backdrop 'wilderness' setting in views of the house obtained as a visitor approached via the formal driveway from the northwestern corner of the estate (at the intersection of Birrell Street and Bronte Road).

¹ 'Advertising', *Sydney Morning Herald*, 17 January 1884, p. 13.

² Thomas Rowe called for tenders for the erection of two semi-detached villas at Waverley in November 1881; 'Advertising', *Sydney Morning Herald* 24 November 1881, p. 11.



Figure 2: View towards Edina showing formalised pathway and pond surrounded by camellias and roses, c.1894. The integrated landscape can be clearly seen, with the pond being the vehicular "drop-off" point for the house. (Source: Vickery Album, SLNSW, PXA 1742)



Figure 3: The open character of the landscape close to the house with tennis lawn in front of Edina, c.1894. (Source: Vickery Album, SLNSW, PXA 1742)



Figure 4: View towards Edina from the service paddocks, now the site of the current War Memorial Hospital building. Note the already mature Norfolk Island Pines. (Source: Vickery Album, SLNSW, PXA 1742)



Figure 5: Banksia and Wytchazel behind an original iron palisade fence, reinforcing the “private street” nature of this entry to the site. (Source: Vickery Album, SLNSW, PXA 1742)

Following Ebenezer Vickery's death in 1906, his son Ebenezer Vickery Junior inherited the estate. He subdivided it between various family members, but retained the bulk of the estate himself. He lived at Edina until his death in 1915. He was survived by his wife, Ella Jane Vickery, who remained at Edina. A diagram showing the features of the estate at the end of this period is shown at Figure 6.

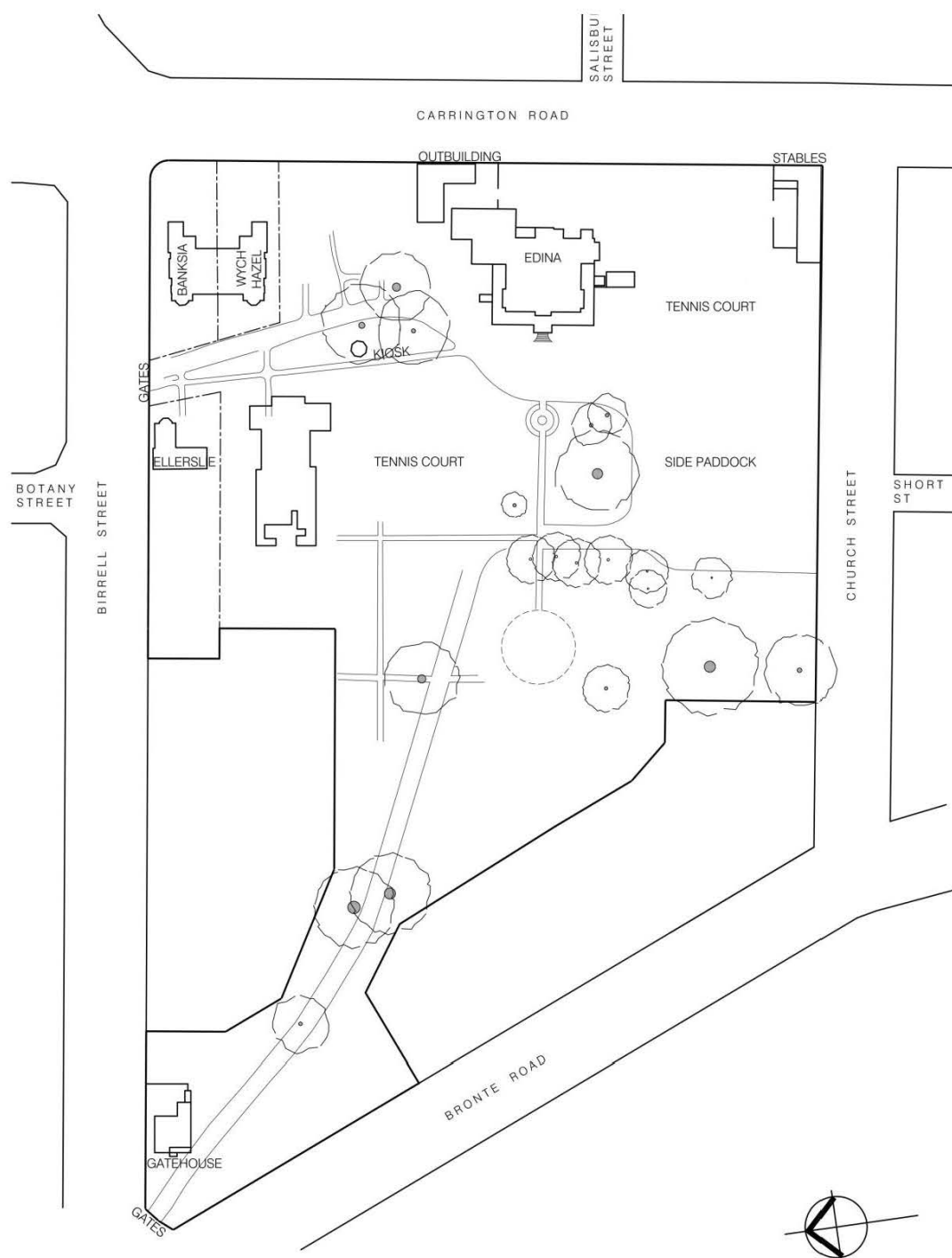


Figure 6: Features of the Edina estate. (Source: Hector Abrahams Architects)

At the end of the First World War, the Methodist Conference for NSW agreed to found a hospital as a war memorial. On Anzac Day 1919, Ellen Jane Vickery offered Edina – including the main house, front lawn, top tennis court, glass house, stables and men's quarters – to the Methodist Church for use as a hospital, in memory of her late husband Ebenezer Vickery, Jr. The terms of her gift required the Methodists to purchase the adjoining 3 acres of land containing the houses Wytchazel, Banksia and Ellerslie, and six cottages.

The Church accepted the terms of the offer in June 1919. Ellerslie was converted for use as an isolation ward for 19 patients, and became the first part of the hospital to be opened, in February 1921. The formal handover of the title deeds took place at the official opening of the War Memorial Hospital by the Governor Sir W. Davidson on Remembrance Day, 1922. The hospital operated under the *Private Hospitals Act* 1908 and was overseen by a board which included representatives of the Vickery family.

Upon opening, the hospital contained 92 beds in Edina and Ellerslie. Banksia and Wytchazel provided accommodation for nurses. From its opening, the hospital was accredited as a training hospital for general nurses. Over the ensuing years, developments in medical practice saw the following changes and additions to the former Edina estate:

- 1923 New wing added to Edina for operating theatre
- 1933 Vickery Memorial Chapel was built with a bequest by the Vickery family as a memorial to Ellen Jane Vickery, who died in 1932.
- 1933 Coach house and stables converted to laundry.
- 1935 New hospital block, designed by Noel W. McPherson was opened by the NSW Premier. It functioned as a maternity block.
- 1952 Elizabeth Hunter Nurses Home was purpose-built for nurses' accommodation.
- 1963 Construction of Eastern Suburbs Senior Citizens Welfare Centre on Bronte Road.

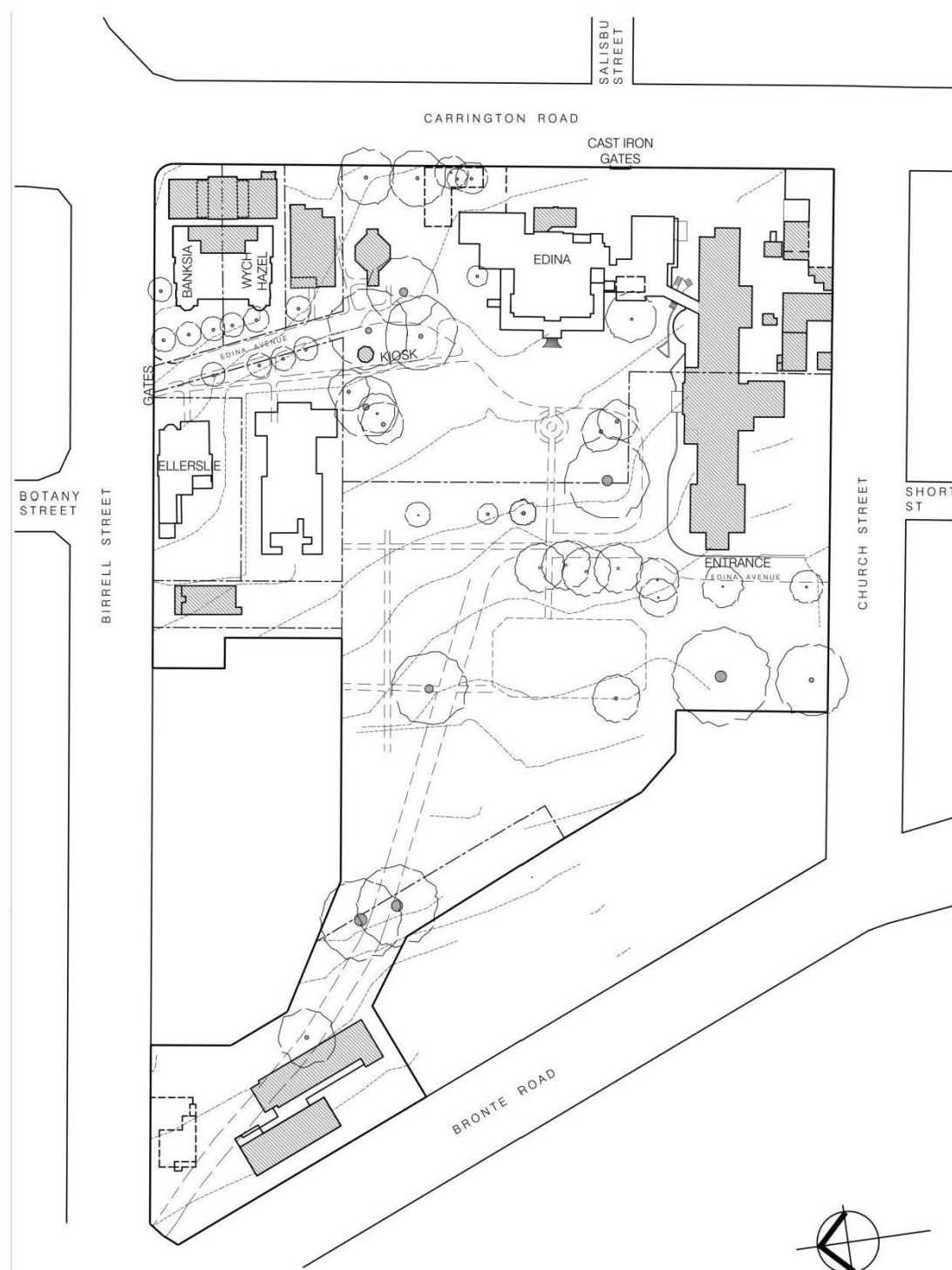


Figure 7: Major features of the hospital period, 1919-1963. (Source: Hector Abrahams Architects)

From 1969, the hospital became part of the public hospital system. This brought in public funding, but over time it changed the nature of services provided. The nurses' training ceased. Maternity services at the hospital closed in 1979. Since 1982, the hospital's focus has been geriatric rehabilitation and assessment services. Between 1988 and 1991, additional land was

purchased and the aged self-care complex was completed. Aged care continues to be the War Memorial Hospital's primary area of practice, as well as a range of outpatient services.

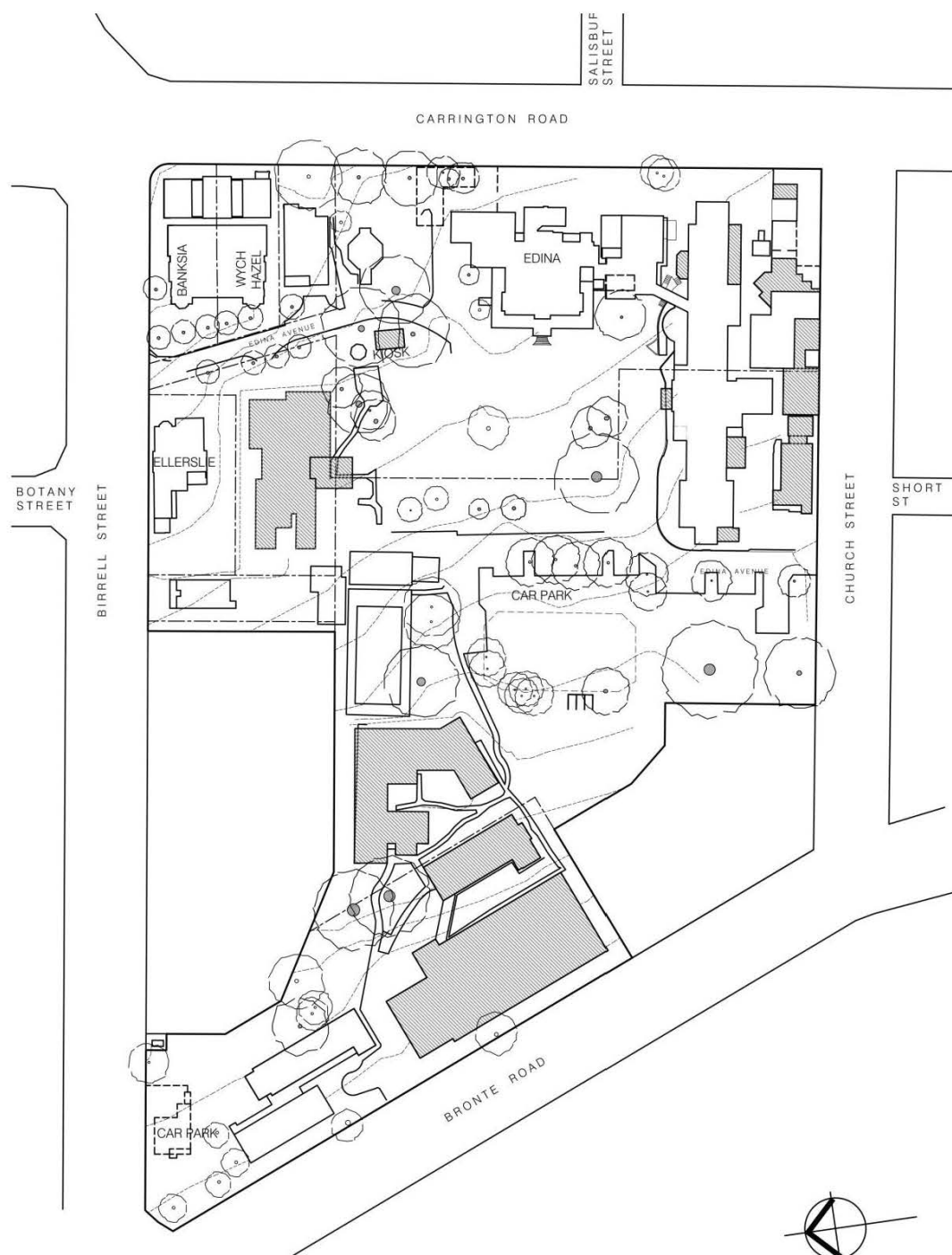


Figure 8: Major features of the hospital 1969 to present. (Source: Hector Abrahams Architects)

4. Physical Evidence

4.1. Description of the site.

This description is from the 2005 CMP. References to figures have been brought up to date.

The War Memorial Hospital is situated on a ridge of the highest point in the eastern suburbs. The site is bounded by Birrell Street, Carrington Road, Church Street and Bronte Road. Portions of this block, including a strip along Birrell Street and the corner site on Bronte Road and Church Street are privately owned. A number of the semi-detached houses along Birrell Street have been purchased by the hospital over the years.

The site contains a very fine group of high Victorian buildings, of which the most elaborate house in the area is Edina (Vickery Building), a large two storey Victorian house with a tower. The house has an extant stable block to the south west corner of the site that has now been converted to workshops. The site contains extensive remains of the former Victorian garden and trees, particularly in the terraced lawns near Edina. It also retains pathways, steps and drives from that time.

There is also a group of three, two storey, boom period, Italianate/Gothic houses towards Birrell Street that flank an entry drive, Edina Avenue, leading from the street to the main house.

There are two smaller houses in the Federation/Inter war style along Edina Drive that have been converted for hospital use.

The grounds have been developed for hospital use, and latterly aged care and rehabilitation services and contain a large number of buildings built for these services. Most prominent is the Morgan Wing, a long, three storey Mediterranean style building to the east of Edina with a four storey tower flanked by a decorative terracotta tile roof.

The site slopes east to west. The lower portion of the site has been heavily redeveloped for aged care accommodation. There are a number of temporary modern sheds and portacabins around the site and a network of drive and parking areas.

Two sections of ornate, original gates and fence sections survive on Carrington Road behind the Vickery Building and on the corner of Birrell Street and Bronte Road. There is a small section of low sandstone fence to Bronte Road and a higher section along church road that is in part a retaining wall and is incorporated into some of the buildings along this boundary. The site contains extensive landscaping and planting. This has been identified in Figure 9 below.

The site has much of its earlier Victoria garden layout and plantings, though this has been overlaid with plantings from each era of development. The upper portion of the site at Edina is laid out with terraced lawns to the front of the house with a turning circle and paths on the central axis of the house. The lawns are planted with mature Figs, two very tall Norfolk Island Pines and later Phoenix Palms. The Norfolk Island Pines are visible from many aspects around the site and beyond.

There are some interesting specimen trees indigenous to Queensland that may have been selected plantings in the lower garden (Queensland Firewheel tree. *Podocarpus* sp.)(no.14 in figure 9).

To the north is a drive and pathway that form the main entrance from Birrell Street that are lined with Phoenix palms and later, low planting.

There are boundary tree plantings to the rear of Edina along Carrington Street but this area is largely hardstanding.

The lower portion of the site has been redeveloped for buildings and pathways though there are remnant Victorian plantings along the lower terrace bank and in the section of the site toward the ornate entry gates to Bronte Road. There is a large area of lawn towards the rear of the houses along Bronte Road.

4.1.1. Site Features

The site contains extensive remains of the original development of the site and many later site features.

The upper portion of the site contains many elements from the Victorian garden including a set of statues on pedestals that appear to represent the arts and industry. The form of the original turning circle is in place, though resurfaced, and the original paths and planters have rolled and roped edges in places.

4.2. Analysis of Existing Fabric

The physical fabric of the estate, its principle views and spaces have been surveyed and recorded on the plan Figure 9.

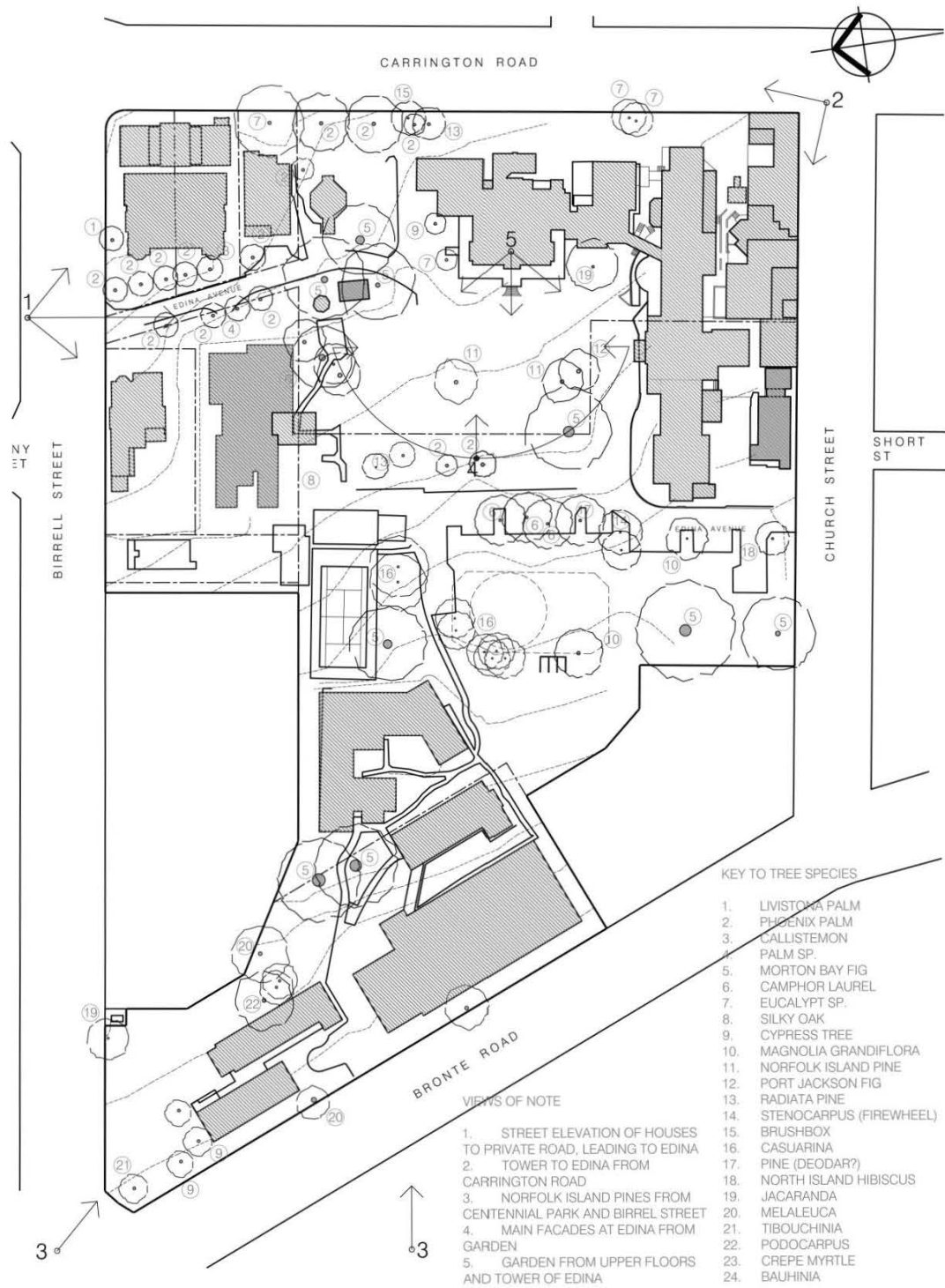


Figure 9: Principle views and spaces of the site. (Source: Hector Abrahams Architects)

5. Assessment of Cultural Significance

5.1. Comparative Analysis

The War Memorial Hospital is one of a set of Victorian suburban estates in Sydney that survive to the present day with their Victorian-period spatial integrity intact. Several of these have become institutions through philanthropic donations which, in some cases, ensured their survival. While some continue to be occupied as private residences (e.g., Swifts, Fairwater, Bronte House), many others have become schools, and several have become hospitals.

This group of surviving Victorian suburban estates includes the following major examples:

- Cardinal's Palace, Manly (now part of St Paul' Catholic College)
- Gorton, Ashfield (now The Infants Home)
- Yasmar, Haberfield (now a juvenile justice centre)
- Mount Royal, Strathfield (now a campus of the Australian Catholic University)
- Aston Lodge, Randwick (now the Emanuel School)
- Aeolia, Randwick (now Brigidine College)
- Graythwaite ,North Sydney (now part of Shore School)
- Greenoakes, Darling Point (recently ceased use as Residence of the Archbishop of Sydney)



5.2. Assessment of Significance

Having arrived at an understanding of the place through analysis of the relevant documentary records as well as the physical fabric of the place, the following assessment of the cultural significance of the site is made in accordance with the New South Wales State Heritage Criteria.

Criterion (a): An item is important in the course or pattern of NSW's (or the local area's) cultural or natural history.

The Waverley Memorial Hospital is historically significant as an example of planned benefaction, a form of philanthropy that saw 19th century suburban villas, mansions and estates donated in the early 20th century for use by social institutions for the public good.

The Methodist Church's establishment of a hospital as a memorial to the First World War is a prominent example of the expressions of commemoration which prevailed in Australian public and community building projects in the 1920s.

The site and 19th century residential buildings at the War Memorial Hospital reflect the history of subdivision and residential development of the area, in particular the construction of mansions within landscaped grounds by the wealthy merchant classes, buoyed by the stable economic conditions of the 1870s and 1880s.

The ongoing use since 1922 as a fully-equipped medical hospital offering nurses' training is of historical significance in the evolution of health care and services in suburban Sydney.

Criterion (b): An item has strong or special association with the life or works of a person, or a group of persons, of importance in NSW's (or the local area's) cultural or natural history.

The Edina estate is closely associated with the Vickery family, the prominent 19th century Sydney merchants and philanthropists who supported many works by the Methodist Church. The family's donation of the estate to the Methodist Church was made as a memorial to Ebenezer Vickery Jr.

As one of the most ambitious and substantial works ever carried out by the Methodist Church in NSW, the War Memorial Hospital has a strong and significant historical association with the Methodist and later with the Uniting Church.

Criterion (c): An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).

The War Memorial Hospital site is one of the largest remaining suburban Victorian spaces in eastern Sydney; its overall spatial order is still discernible through the site's topography, trees, scale and arrangement of buildings. It contains Edina, which is a very good and highly intact example of a Victorian mansion, which is a showpiece of Victorian architectural technology (vaulted and concreted verandah construction, cast ironwork, internal stairs). The three large Victorian houses (Ellerslie, Banksia, Wytchazel) built for family members, designed as a group and distinctively located along a private street, form a rare and very good example of a Victorian streetscape to two streets: the private street and Birrell Street.

The landscape design is significant as a highly representative example of Victorian estate planning, including the remnant statuary, tree species, fences and gates. The picturesque character of this Victorian landscape is overlaid by 1920s hospital-period landscaping which is of aesthetic and stylistic significance in its own right. The Norfolk Island pines within the lawn are aesthetically significant as landmark trees visible from as far away as Centennial Park. The tower of Edina, visible from the surrounding streets and along the length of Birrell Street, is of similar landmark value.

Some of the 20th century hospital buildings are of aesthetic significance in their own right. The 1935 wing is a stylistically rare example of European expressionism, and is sensitive to Edina in its siting and scale. The chapel is a fine and original work of chapel architecture and rare for its time.

Criterion (d): An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.

The War Memorial Hospital is of some social significance for the high esteem the local community have held for it over the 20th century. People who have had some contact with the hospital, including people who were born there during its time as a maternity hospital, and nurses who trained there, hold it in high regard. There are several expressions of gratitude to the hospital by local community groups located within the hospital, and it continues to be a place of memorial, with buildings, wings and rooms given names in honour of individuals.

Criterion (e): An item has potential to yield information that will contribute to an understanding of NSW's (or the local area's) cultural or natural history.

The site has low archaeological potential; but within the buildings there is some research potential to discover the earlier forms of the Victorian houses.

Criterion (f): An item possesses uncommon, rare or endangered aspects of NSW's (or the local area's) cultural or natural history.

As discussed above, the War Memorial Hospital contains a rare example of European expressionism (1935 main wing) and a 1930s chapel which is rare for its time. As well, the Victorian streetscape of the private street addressed by three Victorian houses built as a set is significant for its rarity. The estate is one of a very small number of Victorian Sydney suburban estates to survive with its spatial order and 19th century planning intact.

Criterion (g): An item is important in demonstrating the principal characteristics of a class of NSW's (or the local area's) cultural or natural places; or cultural or natural environments.

As discussed above, the War Memorial Hospital is an excellent representative example of the philanthropic conversion of a 19th century mansion estate to a community use. The mansion itself is a very good and highly intact example of its type. The establishment of the hospital as a memorial to the First World War is a very good and substantial example of commemorative projects undertaken by private and public organisations in the 1920s.

5.3. Statement of Significance

Donated to the Methodists by the Vickery family as a memorial to Ebenezer Vickery Jr, the place is an outstanding representative example of private philanthropy and the 20th century conversion of Victorian estates to institutional uses.

The War Memorial Hospital, established in 1922 by the Methodist Church as a memorial to the First World War, occupies the buildings and grounds of the former Edina estate, which is aesthetically and historically significant as a suburban Victorian estate that retains its spatial order, scale and planning, as well as four very good Victorian houses, three of which form a significant streetscape along a rare private streetscape. The Victorian landscape planning is overlaid by a 1920s landscape of significance in its own right, as are the 1930s hospital chapel and main wing.

The site's mansion tower and Norfolk Island pines have landscape urban significance as landmarks within the broader surrounding area.





Figure 10: Ranking of fabric, spaces and views. (Source: Hector Abrahams Architects)

6. Opportunities and Constraints

This section presents information and discussion of issues that bear on the development of policies to conserve the cultural significance of the site.

The section begins with the implications of cultural significance itself, then follows the requirements of Uniting (NSW) and, finally, external statutory requirements.

6.1. Cultural Significance should be preserved

- The form, spaces and uses of the site that demonstrate its historical significance as an outstanding example of private philanthropy and its conversion by the Methodist Church to a war memorial hospital should be preserved and not obscured.
- The aspects of the site that are of aesthetic significance should be preserved. These are its intact spatial order, scale and planning of the estate, its four very good Victorian houses and stables, private streetscape, Victorian and 1920s landscape planting and features, 1930s hospital and chapel.
- The mansion tower and Norfolk Island Pines should be preserved as landmarks in the surrounding areas.

6.2. Opportunities for further revealing of significance

Where the significance of the site is obscured it should be revealed should the opportunity arise. Not all opportunities will necessarily be achievable or desirable. The major opportunities are as follows

- Removal of glass portico to reveal front entrance of 1935 Hospital
- Replacement of concrete driveways with more sympathetic material
- Reconstruction of grass bank to western side of Edina

Further opportunities exist in regard to details of the exterior and interior of the four Victorian houses, stables, summerhouse, and War Memorial Hospital and Chapel. These structures should be studied in more detail.

6.3. Opportunities for demonstrating significance

Opportunities exist to demonstrate or interpret the cultural significance of the site.

- Recreation of the original driveway path, in a manner similar to the original path (this would require the removal of buildings);
- Reconstruction of lower garden area (currently a carpark) to a garden area;
- Planting of trees which are missing from north west corner of the upper garden;
- Construction of a built form to close north end of service space behind Edina (where a Victorian outbuilding formerly stood);

- Construction of some built or garden form on site of original gatehouse (to mark entrance);

and more generally, and perhaps importantly

- Develop the site with an appreciation of its identity as a single planned estate;
- Develop the site with an appreciation of the spatial order of the estate, which is contiguous over all of its history to date.

Again, further opportunities exist in regard to details of the exterior and interior of the four Victorian houses, stables, summerhouse, and War Memorial Hospital and Chapel. These structures should be studied in more detail.

6.4. Dissemination of knowledge

Opportunities exist to foster an appreciation of the significance of the site,

- Through composing written histories;
- By collecting historic information and material formally in an archive;
- By promoting more research into the site and its history.

6.5. The Requirements of Uniting (NSW)

Uniting (NSW) wishes to provide a long term planned framework for the site in line with its broader mission and vision. The vision for the campus is “to be a restorative place; a village that is accessible to the broader community”.

The intention is that the campus will be planned to include a residential aged care facility (RAC), a Third Schedule Hospital under the Health Services Act 1997, a range of community services, independent living accommodation, childcare and upgraded and augmented existing services.

6.6. Statutory Heritage Listings

6.6.1. Local Environment Plan (LEP)

The site is entered on the Waverley Local Environmental Plan 2012 - Schedule 5 Environmental heritage as follows:

Locality	Item name	Address	Property description	Significance	Item no
Waverley	War Memorial Hospital—landscape	Birrell and Church Street and Carrington Road	Lot 2, DP 1061588; Lot 1, DP 567694; Lot 7, DP 948185; Lot B, DP 317831; Lot 1, DP 172133; Lot 3, DP 667555; Lots 1 and 2, DP 1061548; Lot 1, DP 948186	State	1519
Waverley	War Memorial Hospital, Late Victorian buildings and former stables	125 Birrell Street	Lot 2, DP 1061588; Lot 1, DP 567694; Lot 7, DP 948185; Lot B, DP 317831; Lot 1, DP 172133; Lot 3, DP 667555; Lots 1 and 2, DP 1061548; Lot 1, DP 948186	Local	1449
Waverley	Federation style detached residences	2–8 Church Street	Lots 1 and 2, DP 630460; Lot 1, DP 167332; Lots 1, 2 and 3, DP 1098550	Local	1473

6.6.2. State Heritage Register, NSW Heritage Council

Neither the site nor any of its buildings are currently listed on the State Heritage Register. It is worth noting however that the LEP listing for the War Memorial Hospital Grounds notes the site is of State Significance.

6.6.3. Implications of Statutory Heritage Listings for the site

The listings provide recognition of the cultural significance of site in the planning system of New South Wales. The recognition means that retention of cultural significance is one of the criteria for assessment of any application for consent for works within the site and adjacent to the site. The planning system employs standard methodologies for assessing impact of developments on cultural significance.

6.7. Non-Statutory Heritage Listings

6.7.1. Australian Heritage Commission

The subject property is listed on the Register of the National Estate (002469) both as a group and the individual buildings including the main building Edina (Vickery Building) and the two houses, Banksia and Wytchazel.

6.7.2. National Trust of Australia (New South Wales)

The site is entered on the National Trust Register in the following way:

Locality	Item name	Address	Listing ID
Waverley	Two sets of gates	Birrell Street & Carrington Street (Part Of War Memorial Hospital Group)	S10594
Waverley	War Memorial Hospital Group:	Birrell Street Corner Carrington Street (War Memorial Hospital Group)	S10733
Waverley	Banksia and Wych Hazel	Birrell Street (Part Of War Memorial Hospital Group)	S6714
Waverley	Edina & Stables	Birrell Street (Part Of War Memorial Hospital Group)	S7379

6.7.3. Implications of non-statutory listing

The inclusion of the site on these prominent non- statutory lists provides recognition of the cultural significance of the site in a broad State and Commonwealth community level.

6.7.4. Building Regulations and Access Legislation

The National Construction code (NCC), incorporating the Building Code of Australia (BCA) and the Commonwealth Disability Discrimination Act (DDA) 1992 establish mandatory standards for new work, and some obligatory requirements for compliance of existing buildings and landscape. Works undertaken must also comply with the current NSW Work Health and Safety Act and the current NSW Work Safety Regulation.

The obligatory requirements for upgrading to these standards generally apply to fire safety, essential services, equitable access and work safety and occupational health standards.

For new work and obligatory upgrade works, the compliance with the NCC is framed in terms of performance standards, in compliance of which 'deemed to satisfy' requirements are defined. It is common practice in buildings of complexity such as St John's, for specific solutions to be engineered to meet fire egress requirements.

Compliance with the BCA does not signify compliance with the DDA. The provisions of the DDA are entirely qualitative. In 2010 the Commonwealth published the Disability (Access to Premises – Buildings) Standards. These are intended to ensure that the requirements of the Act are met.

7. Conservation Policies

7.1. Conservation Approach

Conservation includes all of the processes of looking after a place so that its cultural significance is retained. It is one aspect of the overall management of a place. The Burra Charter is the key document setting out the principles behind conservation in Australia, and the policies below have been formulated in accordance with the Burra Charter.

Conservation policies outline the ideal outcome in heritage terms. It is acknowledged that other factors must come into play in the management of any complex site. In such cases, management decisions which allow the greatest number of conservation policies to be met are to be strived for.

The main tangible aspects of the significance of the Waverley War Memorial Hospital are its aesthetic and historical qualities as a substantially intact Victorian estate. Therefore the conservation approach adopted for these policies relies on the spatial integrity of the place and its aesthetic qualities.

The following policies apply to the site as a whole. Further detailed policies should be developed for the four Victorian houses, stables, summerhouse, and War Memorial Hospital and Chapel.



Figure 11: Site plan illustrating conservation policies. (Source: Hector Abrahams Architects)

7.2. Policies

7.2.1. Definition of Place, Curtilage and Setting

For planning purposes, it is useful to clearly define a place and its setting. In conservation terms, the setting of a place is the “*environment of a place that is part of or contributes to its significance and distinctive character.*” (Burra Charter Article 1.12)

Policy 1: The place and curtilage should be defined as that part of the Edina estate which became the War Memorial Hospital in 1922 (see Figure 11). The setting should be defined as the original Edina estate boundaries and the streets which surround those boundaries: Bronte Road, Birrell Street, Church Street, and Carrington Street.

Policy 2: The name of the place “*Waverley War Memorial Hospital*” should continue to refer to the nature of the original hospital’s establishment as a memorial to the First World War.

7.2.2. Significant Fabric, Views, Spaces and Spatial Relationships

Much of the significance of a place is derived from its fabric. The term fabric is intended to include broadly the landform, landscape, plantings and vegetation, buildings and other site features, as well as views and spatial relationships. Defining the significant fabric helps in making decisions about the conservation of a place and in making sensitive changes to the place.

Policy 3: The fabric, views and spatial relationships ranked Exceptional and High should be conserved. They are:

- Victorian buildings and estate planning: topography, plantings, fences, statuary and spatial order (including the private street, original drive and distinction of service areas (stables and kitchen) from formal areas;
- War Memorial Hospital buildings of aesthetic importance: main building, chapel;
- 1920s landscape items: palm trees, cast iron bollards, reconfigured gates to Birrell Street / Bronte Road and new gates to Carrington Road;
- External views from Centennial Park of the Norfolk Island Pines;
- Existing views of the houses along Birrell Street and tower from Carrington Street (views 1, 2, 3 in Figure 11).

7.2.3. Uses and Governance

Use can form part of the significance of a place, especially when it is a historic use which is continuing. Conservation is aided by selecting a use for each space which is able to be accommodated with only minimal change to the significant fabric.

The medical / health care use which took over the private residential use in 1922 is of such long standing and significance in its own right that the medical use may by now be considered a historic use.

Policy 4: The existing institutional governance and hospital use is a historic use that should be continued.

Policy 5: The historic use should be broadly defined to include uses related to health, aged care and training.

Policy 6: The following historic spatial uses relating to the Victorian period should continue or be re-instated:

- early entrances and driveway;
- upper garden areas as garden / passive recreation.

7.2.4. Interpretation and Reconstruction

The Burra Charter defines interpretation as “*all the ways of presenting the cultural significance of a place.*” (Article 1.17) Interpretation can include restoration and reconstruction (ways of returning a place to a known earlier configuration), signs, publications, artworks, lighting and access.

Policy 7: The place should be interpreted as the whole estate developed by the Vickery Family as a residence, and then as a result of a major gift, developed as a War Memorial Hospital.

Policy 8: Creatively interpreting aspects of the history of the place should be considered as opportunities arise, including

- Develop the site with an appreciation of its identity as a single planned estate;
- Develop the site with an appreciation of the spatial order of the estate, which is contiguous over all of its history to date.

Policy 9: The following reconstructions, removals and plantings should be considered:

- Removal of glass portico to reveal front entrance of 1935 Hospital;
- Replacement of concrete driveways with more sympathetic material;
- Reconstruction of grass bank to western side of Edina;
- Recreation of the original driveway path, in a manner similar to the original path (this would require the removal of buildings);
- Reconstruction of lower garden area (currently a carpark) to a garden area;
- Planting of trees which are missing from north west corner of the upper garden;
- Construction of a built form to close north end of service space behind Edina (where a Victorian outbuilding formerly stood);
- Construction of some built or garden form on site of original gatehouse (to mark entrance).

7.2.5. Alterations to the Site (new buildings and landscape)

In many instances, changes will need to be made to significant fabric for good reasons. For example, the removal of some fabric of lower significance may be necessary in order to maintain fabric of higher significance. Generally, fabric of higher significance should be treated more cautiously than fabric of lower significance.

In this case, the site has the potential to be developed further in order to accommodate the continuing historic health care use. However, it would be less preferable to develop the site for different new uses.

The estate design is fundamentally orthogonal, but the arrangement of the carriage drive and the 1920s drive were carried out in the picturesque mode.

Alterations to the site must be careful of the significant fabric of the place and its potential underground archaeological deposits, predominantly the site of the demolished wing to the east of Vickery and the central pond as shown in Figure 11.

Policy 10: The siting of new buildings must respect the integrity of estate, its orthogonal and picturesque layouts, and the historic sequence of spaces. New buildings may be placed in the historic lower garden and service court spaces provided those spaces remain discernible. They may replace buildings assessed as being of moderate or low significance. New buildings should not be placed in the upper garden space.

Policy 11: the scale of new buildings should be of a scale consistent with the estate. This allows for large buildings; however, new buildings should not challenge the landmark qualities of the Edina tower or the Norfolk Island pines.

Policy 12: the character of new buildings and new landscape features should appear to be a development of the estate as a whole, in a similar way that the 1935 War Memorial Hospital appears in relation to Edina.

Policy 12: Should works involve areas of potential archaeological deposits, plan for proper investigation and interpretation of those deposits.

7.2.6. Technical Oversight and Review of plan

Policy 13: Involve the standard of professional and craft expertise appropriate to each grade of significance in each area of the site.

Policy 14: Review this plan in step with the timing of review of the strategic plan of the Hospital and its masterplan, or when works are proposed to fabric or spaces of Exceptional or High Significance.



8. Appendix

Detailed Account of the Development of the Estate

The following pages have a reproduction of Section 2 – Historical Analysis written for the 2005 Conservation Management Plan by John Oultram Heritage and Design. The history covers

- 2.1 Suburban Context
- 2.2 The Edina Estate
- 2.2 (sic) The War Memorial Hospital
- 2.3 Site Development

Part ~~E7~~⁵ Edina Estate

~~APPENDIX 2 – ILLUSTRATIVE CONCEPT DESIGN~~

Note: APPENDIX 2 – ILLUSTRATIVE CONCEPT DESIGN removed.

Summary of amendments in Draft WDCP 2022 – E7 Edina Estate

The table below outlines proposed changes post-exhibition. Changes made post-deferral of the matter presented to the Strategic Planning and Development Committee in May 2023 are detailed in blue.

Table 1 – Exhibited Amendments

#	Issue	Proposed Outcome	Page #
6.1 GENERAL			
1.	Clarifications.	<ul style="list-style-type: none"> Minor amendments to the objectives to include the word ‘invited’ to the publicly accessible references to reflect the site is privately owned but will be made accessible to the public. 	3
6.2 SITE LAYOUT			
2.	Figure displaying building zones enables removal of mature trees.	<ul style="list-style-type: none"> 4 Mature fig trees included on Figure 2 to ensure they are marked as essential as being retained. Update upper legend in Figure 2 to better describe the heritage items and landscaped area on the eastern part of the site. Update Figure 3 Site Layout and New Building Zones to reflect amended possible building zones in line with retention of mature fig trees. Better visual connections between different parts of the site and improved site-lines to significant buildings by the reformulation of the central building zone. Revise control which references the eastern portion of the site being publicly accessible to include the requirement for public accessibility through the north-west of the site via the heritage gates. 	5,6 & 7
3.	Relationship of any new built form and the corner gates on Bronte Road and Birrell Street.	<ul style="list-style-type: none"> Revise setbacks and change building zone form to ensure built form that presents to the corner is appropriate for the heritage significance of the gates and the importance of the corner itself. 	7
4.	Clarifications.	<ul style="list-style-type: none"> Minor amendments to the objectives and controls to include the word ‘invited’ to the publicly accessible references to reflect the site is privately owned but will be made accessible to the public. 	5
6.3 BUILT FORM			
5.	Relationship of any new built form and the corner gates on Bronte Road and Birrell Street.	<ul style="list-style-type: none"> Insert clause to ensure any new built form to the corner of Bronte Road and Birrell Street is respectful to the heritage gates and prominence of the corner in the context of the Waverley local area. 	9

Summary of amendments in Draft WDCP 2022 – E7 Edina Estate

#	Issue	Proposed Outcome	Page #
4.	Relationship between existing and new built form adjacent to the Ellerslie Building.	<ul style="list-style-type: none"> Clarification around how any built form next to the Ellerslie Building should read. 	8
5.	Relationship between any new built form and existing cottages on the corner of Bronte Road and Church Street.	<ul style="list-style-type: none"> Include new clause regarding the number of storeys of any new built form to the rear of the cottages on the corner of Church Street to ensure the relationship is appropriate. 	8
6.	Housekeeping	<ul style="list-style-type: none"> Housekeeping around the 'alternative' building heights rather than 'maximum'. 	8
7.	Number of storeys and sloping nature of the site.	<ul style="list-style-type: none"> Include control with references the fact that due to the sloping nature of the site, a greater number of storeys may be able to achieved than specified in Figure 3, so long as the height limits in the WLEP are not exceeded. This is consistent with the drafted SSDCP placed on exhibition, which due to the sloping nature of the site, some parts of the site achieved greater than the 4 and 6 storeys specified in Figure 3. 	8
6.4 HERITAGE			
8.	Clarifications.	<ul style="list-style-type: none"> Minor amendments to the objectives and controls to include the word 'invited' to the publicly accessible references to reflect the site is privately owned but will be made accessible to the public. 	10
6.4.1 Significant Fabric, Views, Spaces and Spatial Relationships			
9.	Retention of mature trees	<ul style="list-style-type: none"> Insert control specifying 4/5 of the mature fig trees in the lower garden are to be retained and that as many mature trees within this part of the site should be retained as possible. Insert control relating to trees identified in the CMP as having high or exceptional significance not contained within the proposed building zones should be retained. Include reference to trees identified on the Waverley Significant Tree Register needing to address the relevant controls within B3 of the DCP. 	11
10.	Public accessibility of the corner gates on Bronte Road and Birrell Steet.	<ul style="list-style-type: none"> Update the control relating to the corner gates as a formal entry point to the site and included reference to the gates being openable, on occasion and for a pathway to be provided from the gates, into the site. Update control relating to the corner gates to specify that a pathway must be provided from the gates leading to the site which is publicly accessible. 	11

Summary of amendments in Draft WDCP 2022 – E7 Edina Estate

#	Issue	Proposed Outcome	Page #
6.4.4 Landscaping			
11.	Housekeeping	<ul style="list-style-type: none"> Include 30% deep soil requirement from WLEP amendment. Include text which speaks to the 30% WLEP requirement prevailing over the deep soil zones displayed on Figure 5 within the DCP. 	12
6.5 PUBLIC DOMAIN AND OPEN SPACE			
12.	Clarifications.	<ul style="list-style-type: none"> Include the word 'invited' to 'publicly accessible' to reflect the site is privately owned but will be made accessible to the public. 	13
13.	Clarifications.	<ul style="list-style-type: none"> It is not intended for public access to the site to be restricted, but in the instance it needs to be, a minimum period of 9 daylight hours is to be prescribed, rather than a set time, to allow more operational flexibility. 	13
14.	Management of public access to the upper portion of the site.	<ul style="list-style-type: none"> Insert new control to ensure management of public access is addressed in a plan of management. 	13
15.	Hierarchy of open spaces	<ul style="list-style-type: none"> Update Figure 4 in line with revised building layouts from Figure 2 and other housekeeping matters relating to the changes in the DCP which affect this diagram. Adjustment of legend to explain 'Indicative Deep Soil Zone' as deep soil zones will not be limited to these areas and are to be provided as a minimum of 30% in line with the WLEP. Revise 'private access space for residents' to be 'controlled public access' relating to access via the corner gates included post-deferral. 	14, 15
16.	Site plan identifying through site links	<ul style="list-style-type: none"> Update Figure 5 to facilitate the revised principles relating to the different hierarchy of open spaces and the access resulting. This also includes highlighting the 'special pedestrian access link' coming from the corner gates relating to the occasional public access described in 6.4.1. Update Figure 5 to reflect the changes made post-deferral with regards to pedestrian through site links. 	15-16, 17
6.6 URBAN ECOLOGY			
17.	Housekeeping, references to other parts of the DCP.	<ul style="list-style-type: none"> Update the reference to the Habitat Corridor which now takes up the entirety of the site. Include reference to Part B3.4 of the Waverley DCP entitled 'Protecting trees on development sites' for controls applicable for trees to be retained on the site. 	16-18
6.7 HIGH PERFORMANCE BUILDINGS AND SITE RESILIENCE			

Summary of amendments in Draft WDCP 2022 – E7 Edina Estate

#	Issue	Proposed Outcome	Page #
6.71 Energy use and production			
18.	Housekeeping	<ul style="list-style-type: none"> Update the reference to the WLEP targets in line with LEP amendment. 	18-20
6.8 TRANSPORT AND SITE ACCESS			
6.8.1 Loading Facilities			
19.	Service vehicle access	<ul style="list-style-type: none"> Update to reflect Bronte Road as now the main site access point, providing better outcomes for the residents of Church Street and urban design and heritage outcomes. 	20-22
6.8.2 Driveways and Vehicle Access			
20.	Service vehicle access	<ul style="list-style-type: none"> Update Figure 6 to reflect Bronte Road as now the main site access point, providing better outcomes for the residents of Church Street and urban design and heritage outcomes. 	21-22, 23
6.8.3 Parking			
21.	Housekeeping	<ul style="list-style-type: none"> Removal of the word 'maximum' as no maximums are prescribed in the State Environmental Planning Policy referenced. 	22-24
6.8.4 Electric Vehicles			
22.	Housekeeping	<ul style="list-style-type: none"> Update numbering for sections which have been revised in the recent adoption of the WDCP 2022. 	22-24
APPENDIX 2 – ILLUSTRATIVE CONCEPT DESIGN			
23.	Illustrations are based on original masterplan and SSDCP.	<ul style="list-style-type: none"> Removal of Appendix 2 as images are no longer relevant to the revised SSDCP as building zones have been revised. 	25-27

REPORT
PD/5.2/23.08

Subject: Draft Eastern Suburbs Electric Vehicle Infrastructure Strategy - Exhibition

TRIM No: A11/0853

Manager: Sam McGuinness, Executive Manager, Environmental Sustainability

Director: Fletcher Rayner, Director, Planning, Sustainability and Compliance

RECOMMENDATION:

That Council:

1. Publicly exhibits the draft Eastern Suburbs Electric Vehicle Infrastructure Strategy attached to the report for a minimum of 28 days.
2. Officers prepare a report to Council following the exhibition period.
3. Notes that Randwick City Council and Woollahra Municipal Council will also be exhibiting the strategy.

1. Executive Summary

This report proposes to exhibit the draft Eastern Suburbs Electric Vehicle Infrastructure Strategy 2023 for public consultation. This Strategy has been drafted by the Randwick, Waverley, Woollahra Regional Environment Program and outlines a pathway to actively support and accelerate the transition to electric vehicles (EVs) in the Eastern Suburbs. The Strategy has been drafted with extensive community consultation, analysis of the existing market and peer review by industry experts.

2. Introduction/Background

Through the Electric Vehicle Transportation Policy, adopted in February 2022, and the Environmental Action Plan 2022-2032, adopted in June 2022, Council actively supports the electrification of transport in the Waverley local government area (LGA) to enable Council to reach net zero by 2035. The Regional Environment Program has set up the Eastern Suburbs Charging Network consisting of 17 charging locations, with capacity for 35 cars to charge.

The draft Strategy provides an analysis of how many electric vehicles are expected, how many chargers will be needed, what type of chargers should be deployed and proposed locations across Waverley and the Eastern Suburbs.

The Strategy acknowledges that access to charging stations is a significant impediment to EV adoption, with over 60% of Eastern Suburbs residents living in apartments or townhouses, and more than 50% renting. While most EV charging occurs at home or work, a significant portion of dwellings lack off-street parking, and thus public charging stations will serve as their primary charging method. By 2025, the Strategy estimates that approximately 450 publicly accessible charging ports will be needed, with 230 in Randwick, 120 in Waverley and 100 in Woollahra.

3. Relevant Council Resolutions

Meeting and date	Item No.	Resolution
Council 21 June 2022	CM/8.2/22.06	<p>That Council:</p> <ol style="list-style-type: none"> 1. Notes that: <ol style="list-style-type: none"> (a) An Electric Vehicle Transportation Policy was approved in February 2022, which covers the installation of electric vehicle (EV) charging stations in Waverley. (b) There will be approximately 13 public EV charging stations by the end of 2022. (c) A Federal Labor Government was elected in May with a mandate to increase EV ownership and a policy for increasing public EV charging stations. (d) Work has already been undertaken in collaboration with Randwick and Woollahra councils to roll out EV charging stations. 2. Officers prepare a report that investigates: <ol style="list-style-type: none"> (a) The State and Federal government policy for EV charging stations and any schemes or subsidies available to Council to build or support the building of a network of EV charging stations. (b) How there was a successful roll-out of EV charging stations in countries with dense urban populations that face similar challenges as Council. (c) The siting of strategic locations for EV charging stations with a roll-out to 2030 that includes estimated numbers of charging stations, timeline and financing options.
Council 21 June 2022	CM/7.6/22.06	That Council adopts the Environmental Action Plan 2022-2032 attached to the report.
Council 15 February 2022	CM/7.14/22.02	That Council adopts the Electric Vehicle Transportation Policy attached to the report.
Operations and Community Services Committee 12 October 2021	OC/5.1/21.10	<p>That Council:</p> <ol style="list-style-type: none"> 1. Publicly exhibits the draft Electric Vehicle Transportation Policy attached to the report for 28 days. 2. Officers prepare a report to Council following the exhibition period.

4. Discussion

Modelling from the Resilient Sydney platform also shows that emission reductions from EVs is the largest council 'intervention' that can be taken to reduce community emissions (excluding emission reductions from grid renewables). The transition to EVs is predicted to reduce the emissions of the Eastern Suburbs by 33% by 2050. EV uptake in the Eastern Suburbs is rapidly growing with the number of EVs doubling year on year.

Although refuelling or charging of vehicles is a private matter, Council can play a crucial role in facilitating the market for kerbside/on-street charging around local and neighbourhood centres as well as high-density residential areas, where there is a shortage of private investment and space for larger EV charging hubs.

Based on the latest industry data both in Australia and overseas the user preference for charging may evolve in either of the following directions:

- Emulating current petrol station refuelling behaviour, where faster public charging is preferred.
- Prioritising on-street, slower residential-based charging, with some demand for faster charging and a slightly higher proportion of private, at-home charging.

The Strategy outlines the different types of charging available and importance to match the type of charger to the location. An ultra-fast charger can charge an EV in as little as 15 minutes while a slow wall-mounted charging may take 18 hours. The site selection for EV charging has been set up to consider a variety of factors, including capital cost of the charger, electricity cost, impact on the grid, parking needs and public domain requirements.

The Strategy proposes that the three councils continue to 'lead the charge' and trial a range of new and innovative implementation models and charging technologies. It aims to do this through:

- Direct deployment of Council owned chargers in the public domain.
- Facilitating the installation of privately owned charging stations on public and private land.
- Licensing of Council land/car parks to private charge station operators.
- Education and awareness for local residents, businesses, tourists and charge station providers.
- Developing plans and regulation to increase the availability and accessibility of electric vehicle charging infrastructure in the community.

Deployment is the area where Council can have a significant impact. The Strategy includes a map of where the chargers should be located, drilling down into the different charging types. The Strategy also outlines the guiding principles that should be followed when situating chargers. This included the principles of equity, accessibility, impact on streetscape, strategic placement, support for mode shift (active transport) and finally economic development benefits.

5. Financial impact statement/Time frame/Consultation

Council has a budget allocation of \$5.6 million in its Long Term Financial Plan to facilitate the provision of a public domain EV chargers. This Strategy will enable Council to seek external funding for the on-ground deployment of additional chargers. In July 2023, the NSW Government released a grant for up to \$800,000 for the provision of kerbside EV charging. Applications for this grant close on 17 November 2023 and Council is one of the LGAs eligible to apply.

Significant consultation has occurred in the preparation of this Strategy. A large community survey with over 1,150 respondents was undertaken in 2021 across the three Councils identifying demand and desired locations for charge points. Internal consultation occurred across the Randwick, Waverley and Woollahra Council staff, including traffic and transport staff, among others. Finally, in addition to international

research, officers consulted with a range of industry experts to ensure that the Strategy was up to date, relevant and can be implemented.

Many aspects of the draft Strategy have already commenced, including the provision of EV chargers on street, and the facilitation of EV fast chargers. As outlined in the Strategy, the Eastern Suburbs have one of the most progressed public EV charging networks.

6. Conclusion

This report proposes to exhibit the draft Eastern Suburbs Electric Vehicle Infrastructure Strategy 2023 for public consultation. This Strategy has been drafted by the Randwick, Waverley, Woollahra Regional Environment Program and outlines a pathway to actively support and accelerate the transition to electric vehicles in the Eastern Suburbs.

7. Attachments

1. Draft Leading the Charge - Draft Eastern Suburbs Vehicle Infrastructure Strategy [↓](#) .



Leading the Charge

Eastern Suburbs Electric Vehicle
Infrastructure Strategy 2023



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Version: 1 - DRAFT for Internal Consultation
Division: 3-Council Regional Environment Program
Authors: Anthony Weinberg and Sam Kelley
HPE CM Record Number: TBC

Executive Summary

The adoption of electric vehicles (EVs) will bring about significant societal, environmental, and economic benefits¹. Most importantly, the transition to EVs is the single largest change toward achieving net-zero emissions in the Eastern Suburbs, with the potential to decrease emissions by 33% by 2050 (excluding grid emission reductions)².

This strategy outlines our vision, evaluates the required infrastructure through to 2030, and determines where and how to implement such infrastructure. The proposal illustrates how Council, in partnership with the private sector, as well as Federal and State Governments, can spearhead the adoption of EVs by accelerating the rollout of public EV charging infrastructure. Although electrification is also taking place for other modes of transportation such as Council fleet, garbage trucks, buses, and e-bikes, the focus of this strategy is primarily on passenger vehicles.

EV uptake in the Eastern Suburbs is rapidly growing, with the number of vehicles doubling year on year. It is anticipated that this exponential growth will continue as more EV models become available and reach lifecycle cost parity. As of March 2023, there

were 702, 671, and 724 battery electric vehicles in Randwick, Waverley, and Woollahra LGAs, respectively, equating to a total of 2,097 across the three councils. By 2025, it is projected that there will be roughly 10,000 EVs on local roads, and more than 35,000 by 2030, excluding EV drivers visiting from other LGAs.

The Strategy acknowledges that access to charging stations is a significant impediment to EV adoption, with over 60% of Eastern Suburbs residents living in apartments or townhouses, and more than 50% renting. While most EV charging occurs at home or work, a significant portion of dwellings lack off-street parking, and thus public charging stations will be required as their primary charging method.

Based on international and Australian research, we evaluated various approaches to determining the number and types of public EV chargers required. By 2025, we estimated that approximately 450 public charging ports would be needed - 230 in Randwick, 120 in Waverley, and 100 in Woollahra LGAs. The Strategy advocates for a place-based approach to determine appropriate locations and the installation of different types of charging stations in regional centres, local centres, and neighborhood centres. The type of charging should match the average length of stay and surrounding urban form. Thus, rapid to ultra-fast charging should be the focus for regional centres, medium to fast charging at key



destinations where people stay for up to four hours, and slower charging near high-density areas to facilitate long-stay and overnight charging.

The demand for charging stations should be met through a combination of government, residential, and private sector investment. The use of public resources and spaces to support EV users must be balanced against the public benefit and other competing land uses. Councils should play a primary role in ensuring that the rollout of charging infrastructure is strategic, efficient, and equitable by identifying suitable sites and guiding investment from the private sector and funding from Federal and State government.

Although refuelling of vehicles is a private matter, the Council plays a crucial role in facilitating the deployment of kerbside/ on-street charging around local and neighbourhood centers as well as high-density residential areas, where there is a shortage

of private investment and space for larger EV charging hubs. In 2019, the 3-Councils were the first in New South Wales to establish Charging the East, a network of Council owned public charging stations, which currently consists of 12 chargers. The Charging the East network is currently operationally cost-neutral, but the strategy aims to achieve full cost recovery by 2024 within a 10-year period.

The Strategy proposes that the 3-Councils continue to 'lead the charge' and innovate and trial new implementation models and charging technologies, such as retrofitting EV chargers on wooden street poles, incorporating charging stations into multi-function poles during streetscape upgrades, and partnering with the private sector to set up charging hubs in Council carparks.

01

Our Vision



Vision

All residents and visitors of the Eastern Suburbs have access to electric vehicle charging infrastructure.

Our path to net zero

The 3-Councils are actively seeking to reduce community greenhouse gas emissions through a range of emissions reduction projects and activities. For the last 10 years, the 3-Councils have each set ambitious greenhouse gas emission targets for their communities and in 2019 each Council declared a state of climate emergency which aimed to accelerate action on climate change.

In the 3-Council region, transport is responsible for approximately 20% of all community emissions. Modelling from the Resilient Sydney platform² also shows that emission reductions from EVs is the largest council ‘intervention’ that can be taken to reduce community emissions, and that the transition to EVs is predicted to reduce the emissions of the Eastern Suburbs by 33% by 2050 (excluding emission reductions from grid renewables).

The 3-Councils’ approach continues to prioritise pedestrians first, followed by people riding bicycles, using public transport, service vehicles, shared mobility and private motor vehicles. However, as passenger vehicles are the most popular form of travel, representing 80% of all residential travel (in km per year), reducing the emissions intensity of this travel has a significant and direct impact on the region’s total emissions.

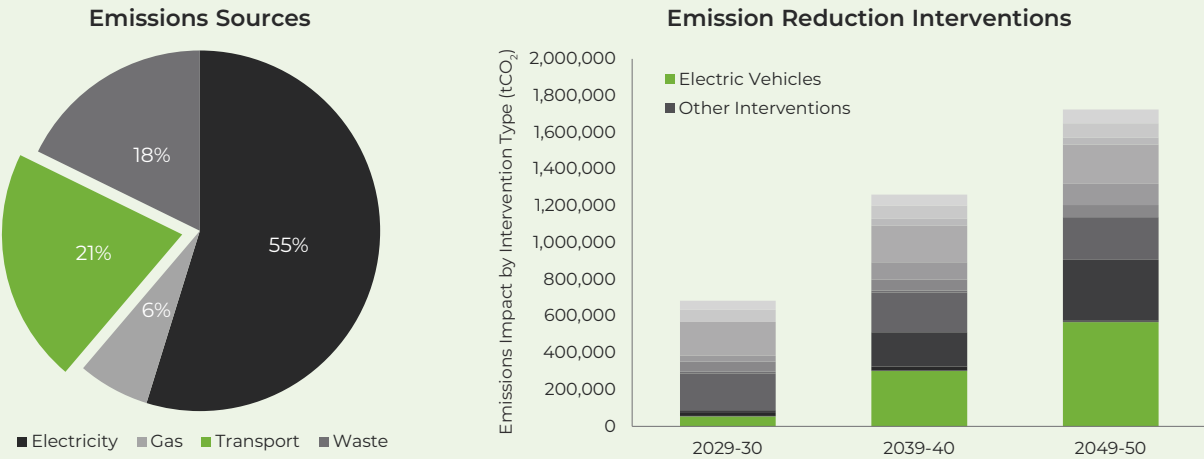



Figure 1: 3-Council Greenhouse Gas Emissions and Emissions Reduction Potential of EVs

Guiding principles


Increasing electric vehicle uptake leads to lower running costs, cleaner air and health benefits, quieter roads and lower greenhouse gas emissions¹.

Access to high quality EV charging infrastructure at home and in the community is essential for EV uptake. As the number of EVs continues to increase in the Eastern Suburbs, the following principles guide the 3-Councils' role and actions in the sector.




Equity

Electric chargers are accessible for all residents, particularly those living in apartments or townhouses. The installation of charging should be based on the principle of full cost recovery so that residents without EVs aren't subsidising those with EVs.




Accessibility

Electric vehicle chargers are safe, reliable, easy to use and readily available. Charging/parking restrictions are enforced, and good charging etiquette is encouraged.




Urban form

On-street chargers should complement the street environment and ensure streets are highly accessible/prioritised for pedestrians and cyclists.




Strategic

Strategic and data led decisions are made around the installation and management of charging locations and types.



Mode shift

Mode shift is prioritised over private vehicle transport. The provision of charging stations must not encourage traveling by car for non-essential trips.




Economic development



The provision of electric vehicle chargers encourages visitors and tourists to local popular destinations, including world renowned beaches and parks.



The challenges ahead

From recent consultation with stakeholders, we have identified a number of key challenges specific to the Eastern Suburbs which are outlined in the table below.

 Land availability	
Limited access to offstreet parking	High land values, unfavourable lease arrangements and the limited availability of suitable sites in appropriate locations can be prohibitive to offstreet charger investment. With more than 60% of Eastern Suburbs residents living in apartments or townhouses and more than 50% renting, many residents are expected to rely on public charging infrastructure.
Ability to secure suitable charge station locations given competing demands and limited land availability	Space for private vehicles on streets is already in high demand and much of it is required for bus lanes, cycle lanes, parking facilities, loading/unloading or access. Many streets are unsuited to current charging equipment due to narrowness, traffic restrictions and the size of the charger and cables. Onstreet charging can increase conflict between drivers and pedestrians by adding to street clutter.
Installing new charge points can be a long and complex process	The installation of a new electric vehicle charger requires site suitability assessments, planning approval, Ausgrid approval and Traffic Committee approval (for kerbside chargers).
Cost of energy grid upgrades	The peak demand for many sites is already at capacity in many locations and upgrades to the electrical supply can be costly. Alternative solutions, including the role of smart charging in the longer term, will need to be considered.

<div>Investment uncertainty</div>	
Lack of confidence in the availability of convenient charge points	There is a fear that chargers would not be available, either through already being in use or being out of service (concerns raised particularly by taxi drivers). As coverage across the Eastern Suburbs is not currently consistent, drivers in some areas will have concerns over supply of infrastructure.
Drivers find the experience of charging confusing and complicated	Customers’ experience of using different charge stations (and operators) can vary considerably from poor to excellent. There is poor interoperability between charge points and charge point providers, creating confusion around which chargers drivers can use and how much they can expect to pay.
<div>Operational/Users</div>	
Uncertainty about what type of charge points are needed and concerns about obsolescence	Reluctance to invest until there is more confidence in the charging model. Ongoing advances in technology raise concerns that what is installed now will become quickly obsolete. Upfront capital costs and initial low numbers of users mean that it can take a number of years before charging is profitable, which is compounded if the type and location are not effective.







The ideal future charging network

Research conducted in countries with high adoption rates of electric vehicles, such as Norway and Austria, as well as in emerging markets in the United Kingdom, United States, and Canada⁵, reveals that approximately 80 to 90 percent of electric vehicle users choose to charge their vehicles at home. However, not all electric vehicle users have access to at-home

charging due to various factors such as limited off-street parking, space availability, and energy supply distribution.

The ideal charging network matches the types of chargers with the use case of the drivers. Slow chargers are in areas where cars park for long durations, and fast chargers are in locations where motorists stop for short periods of time. The table below summarises these types of scenarios.

	Description	Type	Parking Time	Use Case Example	Responsibility
<div>Home & Workplace</div> 	Chargers in home garages/driveways and in workplace carparks	Slow 7 – 22 kW AC	5+ hours	Local residents with off-street parking or employees who drive to work	Homeowner and businesses
<div>On-Street</div> 	Chargers on kerbside and street carparks	Slow 7 – 22 kW AC	2+ hours	Local residents without off-street parking	Council or private installers
<div>Destination</div> 	Chargers in destinations with carparks, e.g. shopping centres	Slow to Medium 7 – 22 kW AC or 25 – 50 kW DC	1 to 4 hours	Shoppers or gym members charging whilst parked	Council or private installers
<div>Hubs</div> 	Chargers on highways and service stations	Fast 50 – 350 kW DC	10 – 30 mins	Motorists recharging to get to a destination	Council, State/Federal Government, private installers



Based on the latest industry data and insights, as well as knowledge gathered from more developed markets such as the UK⁸, there remains a considerable amount of uncertainty surrounding the requirements for electric vehicle (EV) infrastructure.

It is possible that user preferences for charging may evolve in either of the following directions:

1. Emulating current petrol station refuelling behaviour, where faster public charging is preferred, with more on-the-go, top-up charging, and a mix of charging speeds, while still demanding slow chargers in residential areas.
2. Prioritizing on-street, slower residential-based charging, with some demand for faster charging and a slightly higher proportion of private, at-home charging on driveways.

Our preference is to prioritize faster charging as it is more efficient and convenient, whereas slower charging necessitates more infrastructure to be situated on the street, which required greater government funding and more competition for space. The Strategy proposes that the 3-Councils continue to 'lead the charge' and trial a range of new and innovative implementation models and charging technologies.

Our Current Situation



Where is the public charging in the Eastern Suburbs?

As of March 2023, there are a total of 45 individual charging ports located at 25 different locations across the Eastern Suburbs, which can deliver a total capacity of 457kW.

All of these chargers are classified as public chargers and are accessible to the public for a fee. Out of the 25 locations, 21 are AC chargers capable of delivering 50-150km of range per hour.

However, the current distribution of chargers is quite patchy, with existing chargers

concentrated in specific locations and significant gaps between major centres, particularly in the suburbs of Woollahra, Paddington, Waverley, Bronte and Maroubra. This uneven distribution can cause range anxiety for some EV drivers, leading to reluctance in adopting electric vehicles.

To address this issue, the 3-Councils Charging the East network has been expanded, accounting for 12 out of the 25 locations and making up approximately 50% of all publicly available charging facilities. This network is focused on filling in some of these gaps in the Eastern Suburbs to make it easier for EV drivers to find charging stations in more convenient locations. Usage of this network has grown exponentially since 2019 in line with greater EV uptake.

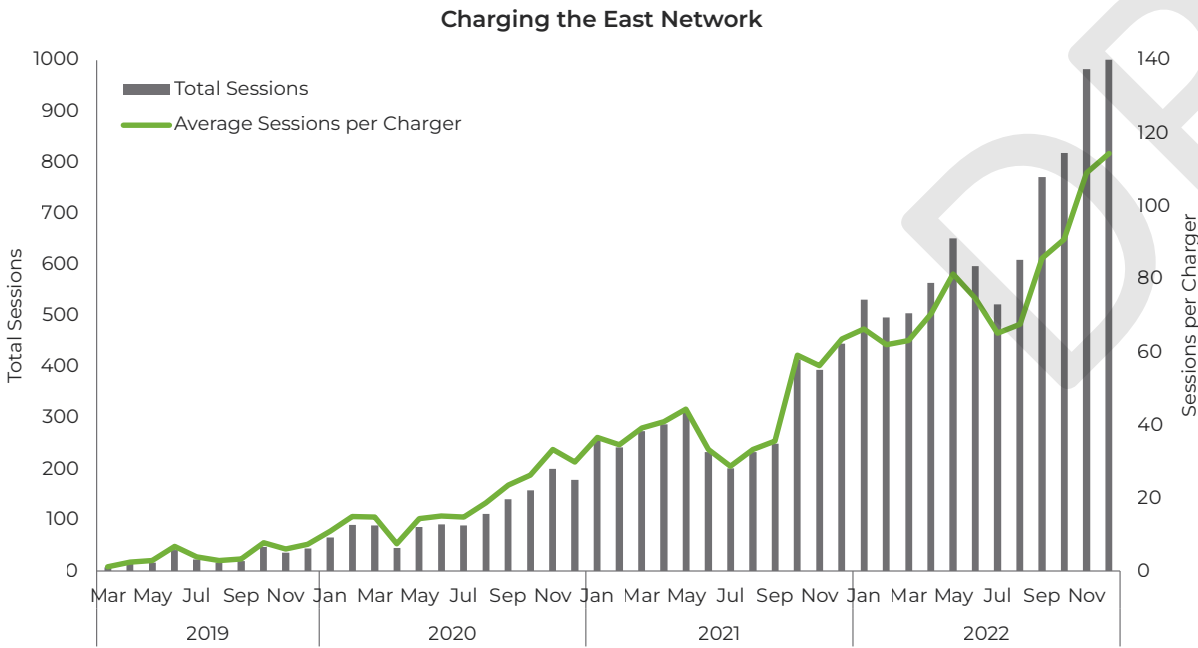


Figure 2: Monthly Charging Sessions

What new charging initiatives are coming?

A range of council owned and private electric vehicle charging networks are already operating across the region and are rapidly being expanded. In addition, there are a number of new charging initiative due to launch in 2023.

	Charging the East	Multi-Function Poles	EV Street Side Charging Trial	JOLT	Future Fuels Fund	Supercharging Hub
Type	Slow 7 – 22 kW AC	Slow 7 kW AC	Slow 22 kW AC	Medium 25 kW DC	Fast 50 kW DC	Ultra-Fast 250 kW DC
Summary	Destination charging net-work	Integrated EV chargers on new multi-function poles	Installation of chargers on wooden street poles	Electrical kiosks retrofitted with chargers and advertisement	Installation of chargers supported by the Federal Government	Installation of six or more chargers accessible to all vehicle types
Owner	3-Councils	3-Councils	ARENA / Intelli-hub (1 year trial)	JOLT	Evie Networks & other private operators	Tesla
Current Chargers (Mar 2023)	12	5 (Waverley)	-	2 (Randwick)	2 (Waverley) 2 (Randwick)	-
Planned Chargers (Dec 2023)	20	10	20-30	4 (Randwick)	2 (Woollahra)	6 (Waverley)
Image						

Table 3: Current and Future Charging Network Providers in the Eastern Suburbs

03

Our Role



Recognizing the importance of promoting sustainable transportation, it is essential to have adequate infrastructure in place to support the use of electric vehicles as the most environmentally friendly mode of transportation for making vehicle trips.

The recent NSW Electric Vehicle Strategy¹ and State of Electric Vehicles Report⁶ recognises 'local governments around Australia as having several important roles in the transition to EVs', namely:

- Direct deployment of local government owned regular EV charging infrastructure (below 24kW)
- Deployment of public charging infrastructure in partnership with charging station operators
- Community education
- Planning requirements

These findings, as well as the 3-Councils' ongoing work in this sector, have informed the roles outlined in the following tables.



Federal Government

The Australian Government through the National Electric Vehicle Strategy is responsible for:

- 1

Increasing the supply of affordable and accessible EVs by introducing a Fuel Efficiency Standard
- 2

Establishing the resources, systems and infrastructure to enable rapid EV uptake by building a National EV Charging Network
- 3

Encourage increase in EV Demand through the Electric Car Discount



State Government

The NSW Government through the NSW Electric Vehicle Strategy & Drive Electric EV Kerbside Charging Grants is responsible for:

- 1

Helping drivers buy an electric vehicle by removing stamp duty and offering rebates/incentives
- 2

Building a world-class electric vehicle charging network with funding for charging in commuter corridors, destinations and roadside locations
- 3

Making it easier to drive an EV by allowing drivers to use transit lanes
- 4

Creating jobs and growing the economy from growing EV uptake
- 5

Keeping road funding fair and sustainable by phasing out stamp duty

Local Government



1 Direct Deployment

Installation of Council owned charging stations in the public domain.

Direct Deployment allows councils to strategically select sites based on uptake and equality, co-ordinate and prioritise specific locations, and match the speed of the rollout of charging station with local EV uptake.

Existing local examples:

- Charging the East - Eastern Suburbs Public Electric Vehicle Charging Station Network
- Council owned multi-function street poles with integrated chargers

2 Facilitation

Facilitating the installation of privately owned charging stations on public and private land.

Identify suitable sites, facilitate and stimulate investment from the private sector and funding from Federal and State government for installation of EV charging in the public and private domain.

Assisting local facilities and clubs to install publicly accessible charging stations on their properties.

Existing local examples:

- ARENA funded EV Street Side Charging Project for chargers on existing green light/power poles
- Installation of JOLT chargers on Ausgrid green kiosk substations in Randwick LGA
- Supported Brigidine College (charger at Wilson's carpark at The Spot, Randwick)
- Assisting Australian Jockey Club with scoping

3 Land Access

Licensing of Council land/carparks to private charge station operators.

Where the private sector is active, in fast and super/ultra-fast market, the most appropriate role for Council is as a site host to license Council carparks and land. Council receives licensing revenue and sets terms and conditions.

Existing local examples:

- Australian Government Future Fuel Fund installation in Eastgate Bondi Junction and in Dorhauer Lane, Woollahra
- Tesla Supercharging Hub at Waverley Library

4 Education and Advocacy

Education and awareness for local residents, businesses, tourists and charge station providers.

Advocate for economic incentives, standards and partnerships with the State and Federal Governments and industry stakeholders.

Existing local examples:

- Webinars, case studies, events, and educational material on EVs and charging stations
- Advocating for changes to TfNSW signage and planning approvals pathways
- Collaboration with EV Council, NSW and Federal Government, SSROC and LG NSW
- Transitioning Council fleet vehicles to electric

5 Planning and Regulation

Developing plans and regulation to increase the availability and accessibility of electric vehicle charging infrastructure in the community.

Existing local examples:

- DCP requirements for electric vehicle charging infrastructure in new developments
- Enforcement of electric vehicle parking rules



Whilst, vehicle refuelling is a private undertaking, Council has a key role in enabling market facilitation of kerbside/on-street charging around local and neighbourhood centres and high-density residential areas where there is a lack of private investment and limited space for larger EV charging hubs.

Our Analysis





How many electric vehicles are we anticipating?

The number of EVs in the Eastern Suburbs is currently doubling year-on-year and the exponential growth is forecast to continue as more EV models become available and reach lifecycle cost parity.

As of March 2023, the number of battery electric vehicles garaged in Randwick, Waverley and Woollahra LGAs are 702, 671 and 724 respectively, or 2,097 across the 3 councils³.

Given the uncertainty in EV forecasts, three electric vehicle uptake scenarios have been modelled for the Eastern Suburbs:

1. Slow uptake (provided by CarLoop)
2. Fast uptake (provided by CarLoop)
3. CSIRO Rapid Decarbonisation pathway (provided by Institute for Sensible Transport)⁴

There is little variability in either of the scenarios up to 2025, with estimates that by 2025, there are expected to be around 10,000 EVs on the local roads.

Using the CSIRO Rapid Decarbonisation pathway, we estimate that there will be more than 35,000 EVs in the Eastern Suburbs by 2030⁴. This number excludes EV drivers visiting from other LGAs.

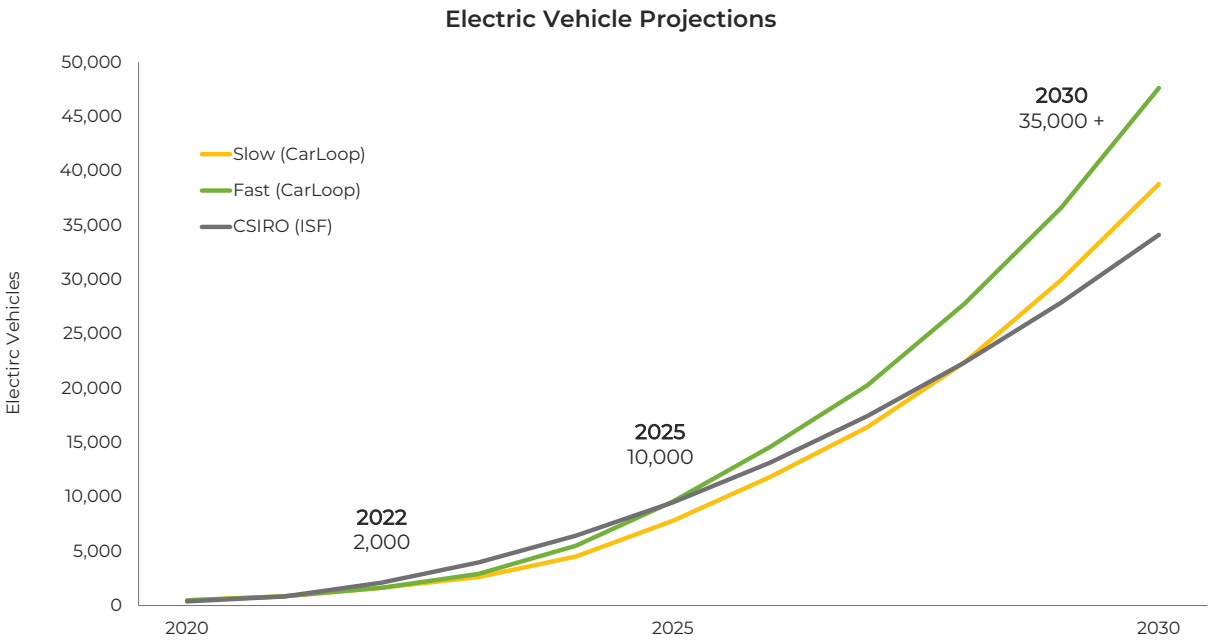


Figure 4: Electric Vehicle Projections Scenarios (CarLoop and CSIRO)

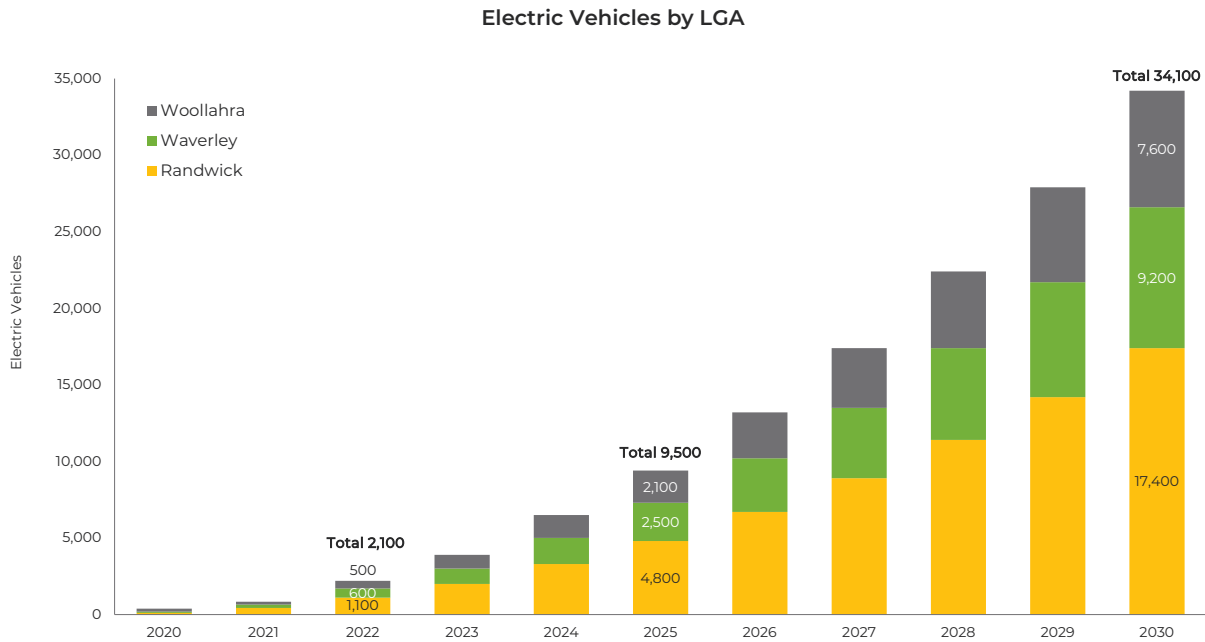


Figure 5: Electric Vehicle Projections (CSIRO)

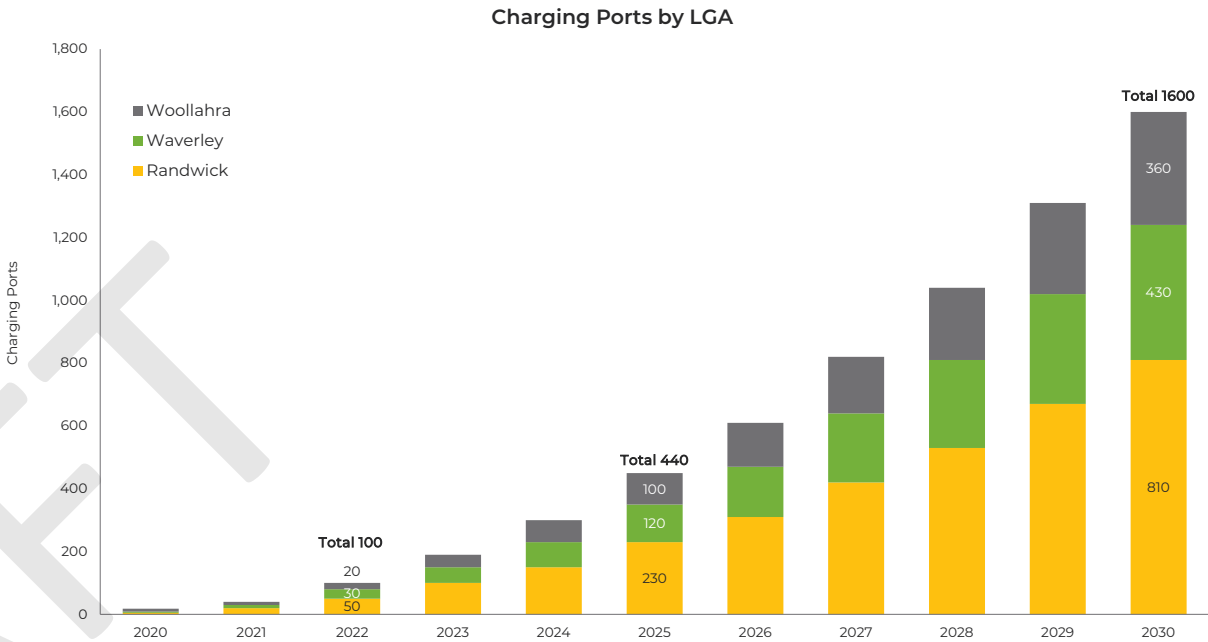


Figure 6: Charging Ports Projections (CSIRO)

How many chargers do we need?

Determining the number of public charging stations required to cater for the growing demand is a complex task dependent on several factors, such as: the number of EVs on the roads and their distance travelled; the power (kW) of the charging stations; the availability of off-street parking; and population density.

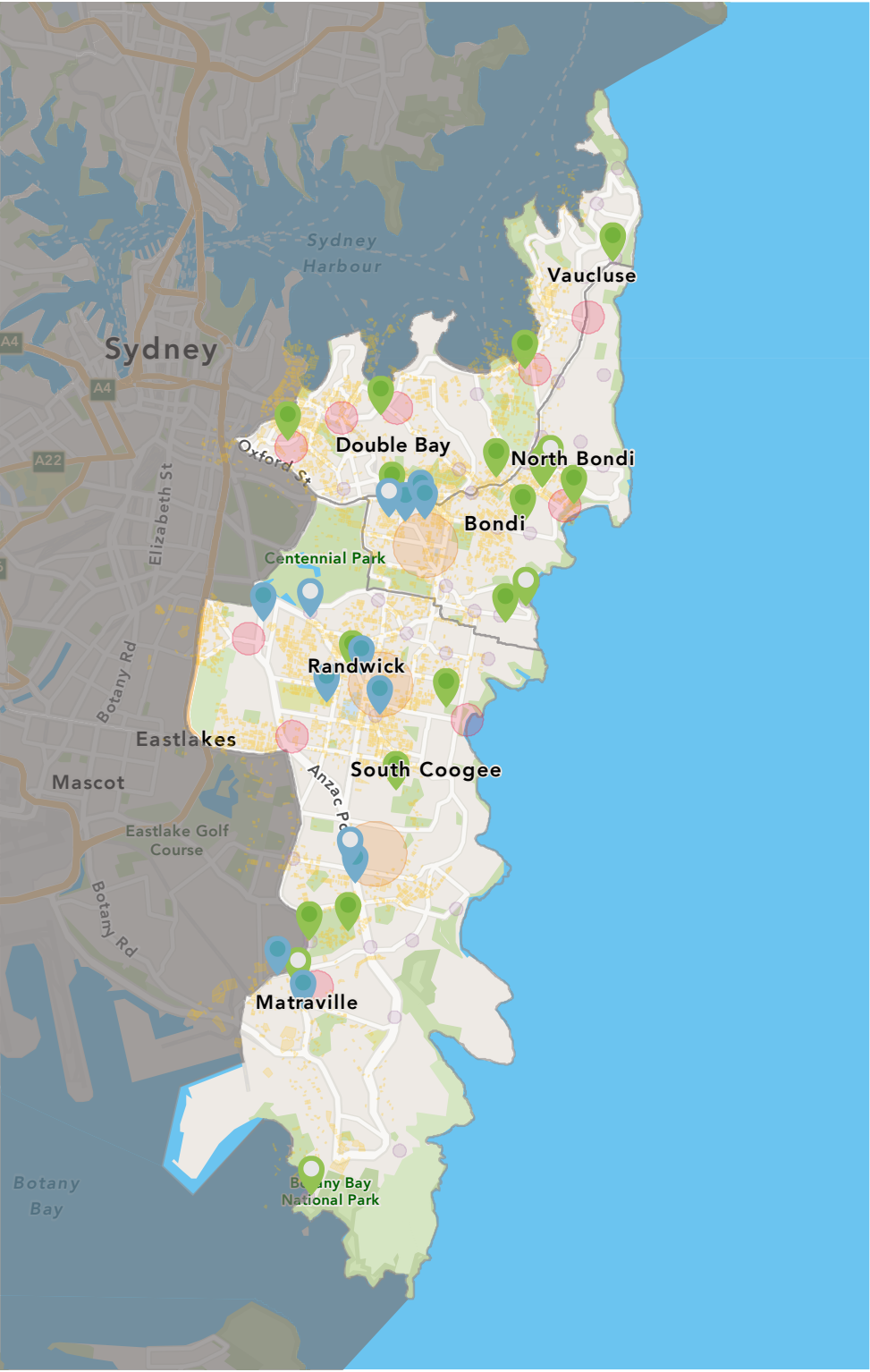
To calculate the chargers required we adopted the internationally recognised ‘kW-per-EV ratio’ of 1:1, meaning there is 1 kW of publicly accessible charging capacity (kW) per EV on

the road. For reference, the 3-Council region currently has around 0.65 kW of charging available per EV in the area, significantly below the target ratio of 1. To keep pace with the growing demand for EVs, significant investment is required from government and the private sector to install more charging stations.

This same international research⁷ suggests that around 1 in 3 public charging stations is a fast charger, hence a third of the projected chargers are assumed to be 50 kW DC charging ports, with two-thirds assumed to be 7 kW AC charging ports.

In 2025, the total number of charging ports required is around 450 comprising of 230 in Randwick, 120 in Waverley and 100 in Woollahra LGAs. By 2030, a total of 1,600 charging ports are required.

It is essential to monitor the exact number of public chargers needed by considering the overall increase or decrease in the number of vehicles in the Eastern Suburbs, user trends for charging speeds, improvements in charging technologies and the installation of chargers in residential areas, offices, and privately-owned destinations such as department stores and supermarkets.



Charging Station Locations – Eastern Suburbs

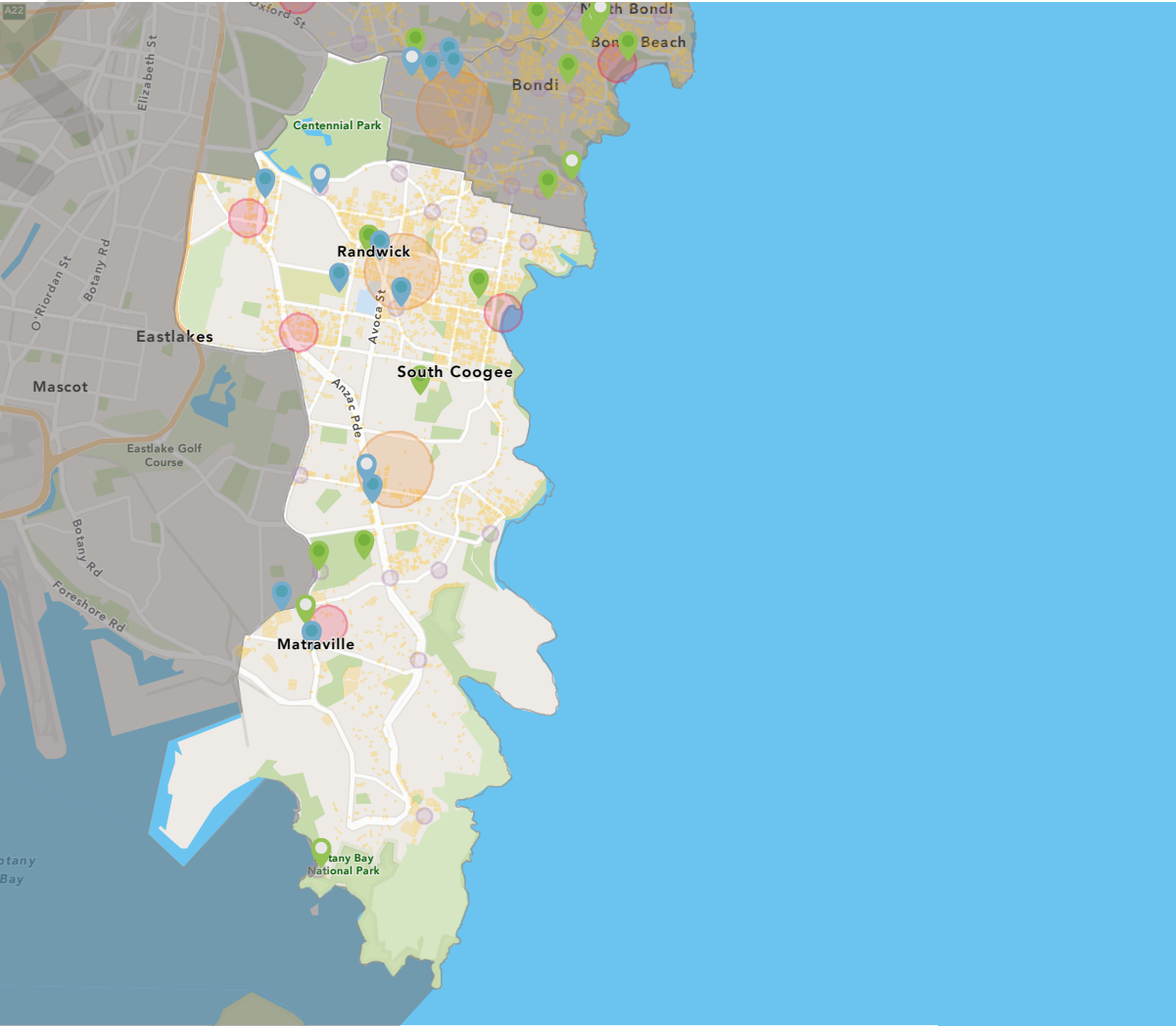
- Legends**
- Electric Vehicle Installations**
- Council – Installed
 - Council – Awaiting Install
 - Private – Installed
 - Private – Awaiting Install
- Centres**
- Neighbourhood Centre
2025 Target: minimum 1 slow charging port
 - Local Centre
2025 Target: minimum 4 slow charging ports or 2 fast charging ports
 - Regional Centre
2025 Target: minimum 4 fast charging ports
- Apartments**
- Apartment Blocks
2025 Target: minimum 1 slow charging port in high density areas

Where should the chargers be located?

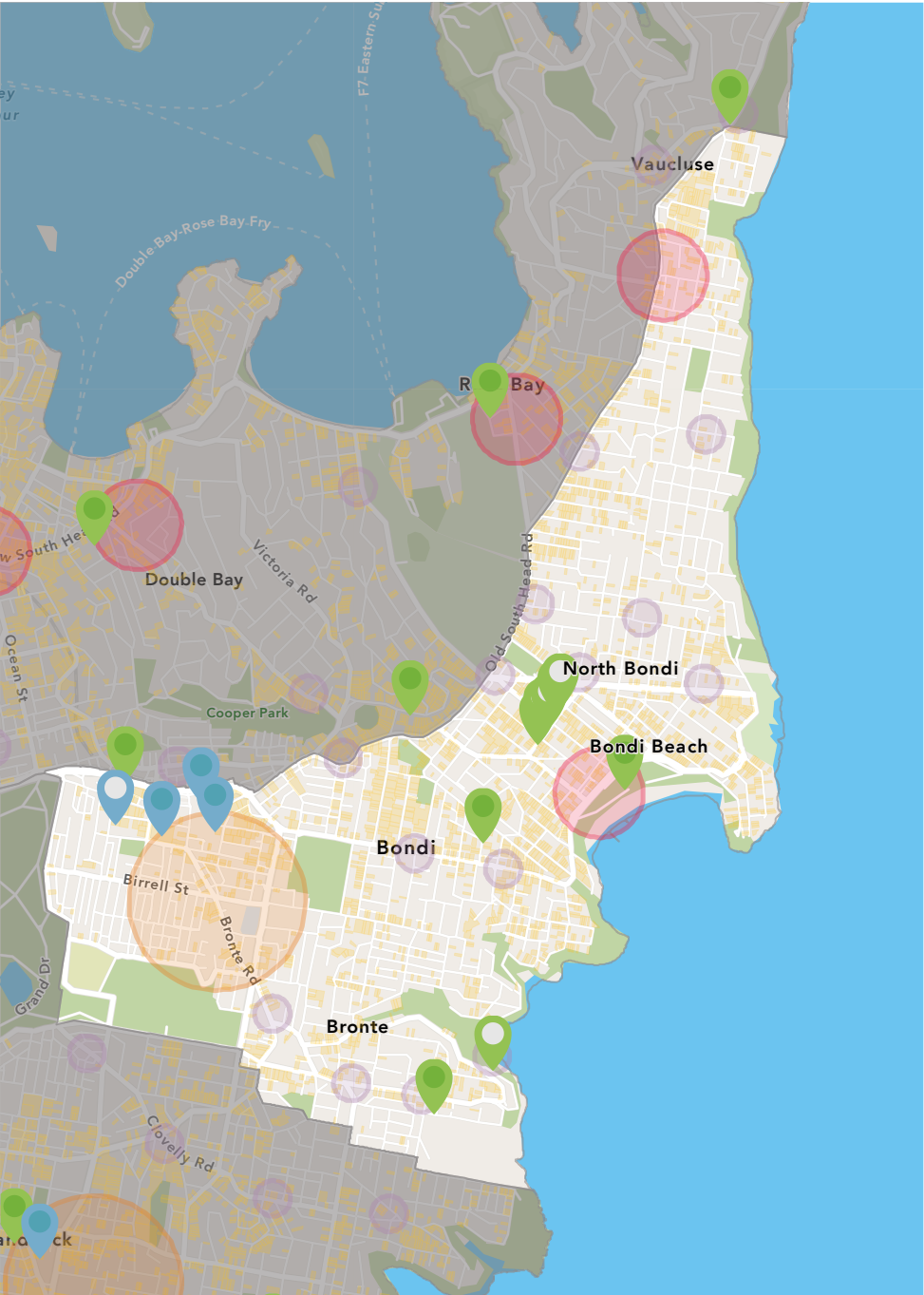
The Strategy proposes a place-based approach to selecting suitable locations with different types of charging stations installed in regional centres, local centres, and neighbourhood centres.

The type of charging is designed to match the average duration of stay and surrounding urban form. This means that fast to ultra-fast charging should be the focus for regional centres, medium to fast charging at key destinations where people stay for up to 4 hours and slower charging near high density areas to facilitate long-stay and overnight charging. The maps in this section summarise the suggested locations for various types of chargers, as well as targets for 2025.

Charging Stations Locations – Randwick LGA

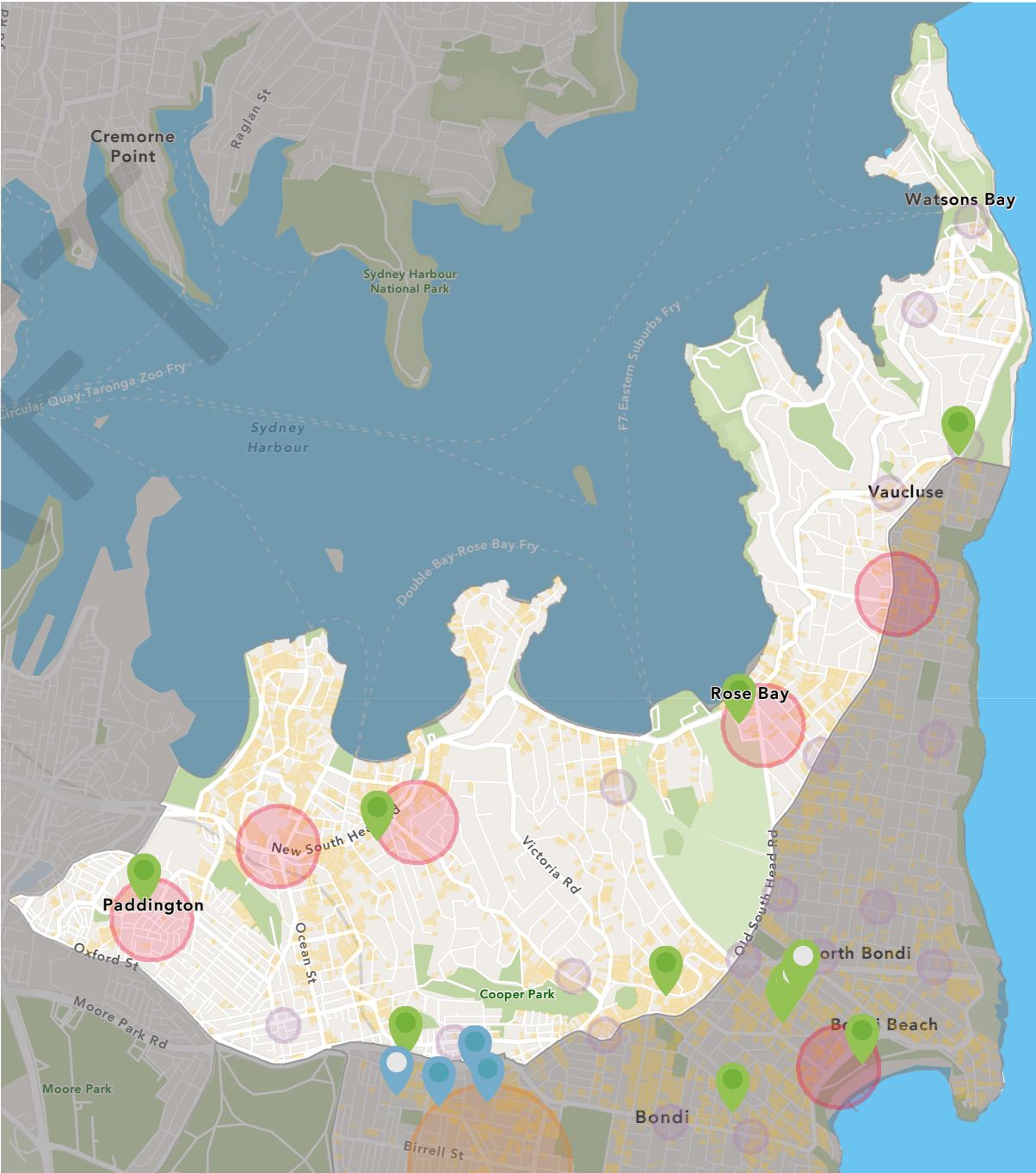


Charging Station Locations – Waverley LGA



- Legends**
- Electric Vehicle Installations**
- Council – Installed
 - Council – Awaiting Install
 - Private – Installed
 - Private – Awaiting Install
- Centres**
- Neighbourhood Centre
2025 Target: minimum 1 slow charging port
 - Local Centre
2025 Target: minimum 4 slow charging ports or 2 fast charging ports
 - Regional Centre
2025 Target: minimum 4 fast charging ports
- Apartments**
- Apartment Blocks
2025 Target: minimum 1 slow charging port in high density areas

Charging Station Locations – Woollahra LGA



05

Our Objectives and Actions



Our objectives

The following objectives are set for the Public Electric Vehicle Charging Strategy.

1



Reduce 3-Councils' transport sector community emissions year on year

Metric: tCO2
Source: Resilient Sydney Platform



2



Maintain 3-Councils' electric vehicle ownership above State and Federal average

Metric: % EV ownership
Source: Carloop & National Map


3



Maintain a minimum of 1 kW of public charging capacity per 1 EV registered in the 3-Councils' LGAs

Metric: Ratio of capacity (kW) to EVs
Source: Carloop and PlugShare

4




Ensure users are more than 80% satisfied with the experience of Council owned chargers via a yearly survey

Metric: % user satisfaction

Source: Annual Survey

5



Ensure Council charging stations is online for more than 99% of each year

Metric: % downtime

Source: ChargeFox



6



Install or facilitate the following installations by 2025:

- High Density Residential Areas: minimum 1 slow charging port
- Neighbourhood Centre: minimum 1 slow charging port
- Local Centre: minimum 4 slow charging ports or 2 fast charging ports
- Regional Centre: minimum 4 fast charging ports

Metric: Number and types of chargers

Source: Plugshare

Action plan

An action plan has been prepared to achieve the Vision and Principles outlined above. Approximate time frames have also been included as a guide.

Action	Description	Stakeholder(s)	Timeframe
Direct Deployment			
Expand the <i>Charging the East</i> network	Continue to expand the Charging the East Network in the Eastern Suburbs. Select sites using special analysis and the Site Selection Criteria (provided in Supporting Documentation). Use a consistent consultation and rollout process for installations. Develop a website showing uptake, numbers of chargers and frequently asked questions.	Regional Environment Program	Current
Seek funding for charging installations	Seek funding from Federal and State government (such as the NSW Government's Kerbside Charging Grants) for charging installations in carparks and kerbside.	NSW Treasury DCCEEW ARENA	0 – 12 months
Integrate charging infrastructure into redevelopments and streetscape upgrades	Where practicable, include charging stations in new developments of Council land and streetscape upgrades. Develop guidance documents as appropriate.	Major Project Teams Multi-function pole providers	0 – 12 months
Trial a Council owned DC charger	Trial at least one DC charger in the Charging the East network and assess its usage, performance and maintenance requirements.	Regional Environment Program	0 – 12 months
Develop tourism and economic opportunities	Undertake research on the impacts of EV chargers on tourism and economic development of neighbourhood, local and regional centres.	Economic Development Teams LGNSW	0 – 12 months
Optimise user experience	Investigate the potential to work with charge station operators to create an EV charging booking systems and/or overstay notifications and idling fees.	ChargeFox and other Charge Station Operators	0 – 12 months
Continue reporting	Report back to councils on Action Plan progress, EV uptake and EV charger usage on a quarterly basis. Review EV Strategy after 5 years.	Governance	0 – 12 months

Action	Description	Stakeholder(s)	Timeframe
Undertake surveys	Undertake a survey of residents and charger users to gauge their attitudes and knowledge about the charging stations to inform future installations.	Regional Environment Program	1 – 2 years
Pursue cost recovery	Council's Charging the East network, which is currently cost neutral operationally, should by 2024 aim to achieve full cost recovery within a 10-year period. Prices should be updated annually in line with market rates.	Regional Environment Program	1 – 2 years
Facilitation			
Facilitate EV chargers in apartments	Pilot a program to assist apartments to install EV chargers. Assess the feasibility of rebates or grants, information resources and project management assistance.	3-Councils	Current
Facilitate fast charging hubs on Council land	Identify Council owned sites that would be appropriate for fast charging and add them to the NSW Government's Fast Charging Grants website as a site host. Seek offers from private sector and charge station operators for licensing Council land. Run an EOI process to compare bids on a transparent basis.	NSW Treasury Private charging station operators	0 – 12 months
Pilot a facilitation model for private organisations to install public EV chargers	Organisations like Brigidine College who own Wilson's carpark in The Spot, and AJC in Randwick have sought the assistance of the 3-Councils on how best to install and procure charging stations. The 3-Councils to pilot a facilitation model to assist these organisations using a similar model to Solar my School (solarmyschool.org.au/how-it-works/).	Clubs and community organisations Shopping centres Private businesses	1 – 2 years
Land Access			
Develop a consistent approach to proposals from third-party charging providers (rental, licence fee, etc)	Council frequently receives unsolicited proposals from third-party charging providers. Some of these are backed by grant funding through the Federal and State government. There is a need to develop a transparent and consistent approach to dealing with these offers e.g. via an EOI process.	Third-party providers Governance team	0 – 12 months
Standardise internal financial processes	Develop an internal financial process to account for costs and revenue related to the operation and licensing of chargers.	Various council teams	1 – 2 years



Action	Description	Stakeholder(s)	Timeframe
Education and Advocacy			
Explore payment via a single app	Advocate for a single access and payment application across all charging stations.	Charge Station Operators NSW Treasury	0 – 12 months
Investigate smart charging software	Investigate the potential for charging software reporting and payment platform (currently ChargeFox for Charging the East) to stop sessions, charge an 'overstaying fee' and provide real-time status of charging session.	CSO	0 – 12 months
Optimise user experience	Investigate the potential to work with charge station operators to create an EV charging booking systems and/or overstay notifications and idling fees.	ChargeFox and other Charge Station Operators	2 – 4 years

Action	Description	Stakeholder(s)	Timeframe
Planning Requirements			
Adopt new signage and parking arrangements	New signage and parking restrictions have been issued by TfNSW and should be used except in specific circumstances (i.e. heritage areas).	Traffic and Transport Teams	Current
Align Eastern Suburbs EV Strategy with neighbouring Councils and SSROC	It is important to have a consistent approach across geographical boundaries. Implementation of the Strategy should occur with consultation with neighbouring Councils and SSROC to develop regional guidelines, policies and collateral.	Bayside, CoS, Inner West Council and SSROC	Current
Contribute to the NSW's technical guidance documents for charger installations in the public domain	Development of technical guidelines for on-street charging looking at site micro-alignment issues, cable runs, parking, and electrical.	Traffic and Transport Teams Asset teams	Current
Align DCP and planning approvals, NCC, performance standards across councils	Align Council's DCP conditions for new developments to ensure they are consistent with any guidance from the NCC and NSW Government.	Planning teams	0 – 12 months
Investigate EV parking permits	Investigate the potential to issue an EV parking permit which allows residents shared use of EV only parking spots.	Planning	1 – 2 years
Develop compliance guidance	Provide training and guidance for PPO on enforcing new EV signage rules.	Council's Parking Patrol Officers	1 – 2 years
Develop DA conditions for private electric vehicle charging on public land	The State Environmental Planning Policy (Transport and Infrastructure) allows for residents to submit a DA for residents to install a charger outside their residence. Develop DA conditions to ensure resident and pedestrian safety.	Planning	2 – 4 years

Abbreviations

Term	Definition
3-Councils	Randwick, Waverley, and Woollahra Councils
AC	Alternating Current
BEV	Battery Electric Vehicle
DC	Direct Current
EV	Electric Vehicle
kW	Kilowatt
kWh	Kilowatt-hours
PHEV	Plug-in Hybrid Electric Vehicle
REP	Regional Environment Program

References

¹ NSW Government, Electric Vehicle Strategy (2022)

² Resilient Sydney, Kinesis Platform (2023)

³ NSW Government, Registration Snapshot Report (2023)

⁴ CarLoop and Institute for Sensible Transport, Electric Vehicle Modelling for Eastern Suburbs (2023)

⁵ Electric Vehicle Charging: A review of consumer preferences and behaviours. University of Melbourne, 2020

⁶ Electric Vehicle Council, State of Electric Vehicles Report (2022)

⁷ IEA, Trends in Charging Infrastructure (2022)

⁸ London's 2030 electric vehicle infrastructure strategy Executive summary December 2021



DRAFT



REPORT
PD/5.3/23.08

Subject: Waverley Local Planning Panel - Community Membership

TRIM No: A13/0229

Manager: Fletcher Rayner, Director, Planning, Sustainability and Compliance

Director: Fletcher Rayner, Director, Planning, Sustainability and Compliance

RECOMMENDATION:

That Council appoints the following community representatives to the Waverley Local Planning Panel (WLPP) up to 30 July 2026:

1. Clare Edwards.
2. Sam Marshall.
3. Jesse Lockhart-Krause.
4. Geoffrey Lee Denman.

1. Executive Summary

At the meeting of the Strategic Planning and Development Committee on 6 June 2023, Council deferred the appointment of community representatives to the Waverley Local Planning Panel (WLPP) to further consider how all candidates have addressed the second selection criterion 'Have an understand of the local government area and issues of concern to the local community.' Council noted that, 'As these applicants are to be selected as community representatives, this criterion is to be ranked highly.'

2. Introduction/Background

An expression of interest for community representatives was advertised in the *Wentworth Courier* and *The Beast* for 28 days from 8 March 2023 and 5 April 2023. Nineteen expressions of interest were received.

The selection panel evaluated the applications against the following criteria:

- Are current residents within the local government area (LGA).
- Have an understanding of the LGA and issues of concern to the local community.
- Have the capacity to form independent views and to contribute constructively to the determination of applications.
- Are able to demonstrate a basic level of understanding of the planning system, i.e. knowledge of Council's Local Environmental Plan, Development Control Plan, Local Strategic Planning Statement or Community Strategic Plan.
- Are committed to:
 - Following the Code of Conduct for Local Planning Panel Members and the Local Planning Panels Operational Procedures.

- Attending local planning panel meetings and completing panel business in required timeframes.

From this evaluation, five shortlisted candidates were interviewed. From this process, the panel initially recommended three community representatives: Cindy Ch'ng, Priyanka Misra and Sam Marshall.

3. Relevant Council Resolutions

Meeting and date	Item No.	Resolution
Strategic Planning and Development Committee 6 June 2023	PD/5.4/23.06	<p>That Council:</p> <ol style="list-style-type: none"> 1. Appoints the following expert members to the Waverley Local Planning Panel (WLPP) up to 30 June 2026: <ul style="list-style-type: none"> (a) Sandra Robinson. (b) Julie Walsh. (c) Heather Warton. (d) Oliver Klein. (e) Elizabeth Kinkade. (f) Megan Jones. 2. Defers the appointment of the community representatives to further consider how all candidates have addressed the second selection criterion 'Have an understanding of the local government area and issues of concern to the local community.' As these applicants are to be selected as community representatives, this criterion is to be ranked highly. 3. Officers prepare a report to Committee or Council with new recommendations for approval.

4. Discussion

In accordance with Council's resolution, the panel re-evaluated the applications against the second selection criterion 'Have an understanding of the local government area and issues of concern to the local community' and increased the weighting of this measure.

A summary of the recommended members and their background is provided below:

Table 1. Recommended community representatives.

Clare Edwards	<ul style="list-style-type: none"> • Long-term Waverley resident • Former member of the Waverley Public Arts Committee • Excellent understanding of the local government area and issues of concern to the local community
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	<ul style="list-style-type: none"> Professional experience in place, cultural and urban research and practice
Sam Marshall	<ul style="list-style-type: none"> Long-term Waverley resident Excellent understanding of the local government area and issues of concern to the local community Professional experience in Architecture and teaching
Jesse Lockhart-Krause	<ul style="list-style-type: none"> Local resident Bondi Lifesaver and volunteer in the community Excellent understanding of the local government area and issues of concern to the local community Professional experience in Architecture and teaching
Geoffrey Lee Denham	<ul style="list-style-type: none"> Long-term Waverley Resident Excellent understanding of the local government area and issues of concern to the local community Professional experience in law and teaching

Upon appointment to the WLPP, the panel members are provided with the Local Planning Panels Code of Conduct and a Memorandum of Understanding. New panel members will also be invited to an induction and briefing where they will be provided with an overview of Council's aims and objectives, the Community Strategic Plan 2022-2032 and the Local Strategic Planning Statement.

Additional information about the recommended community representatives, as well as a summary of all applicants, has been distributed to Councillors separately from the agenda.

5. Financial impact statement/Time frame/Consultation

There are sufficient funds available in the 2023–24 operating budget to fund the Panel operations.

The Minister determines the remuneration rates for Panel members.

6. Conclusion

The community representatives for the WLPP are considered to be exceptionally high quality and would represent the community.

7. Attachments

Nil.

REPORT
PD/5.4/23.08

Subject: Clause 4.6 Variations to Development Standards - Quarterly Report - April-June 2023

TRIM No: A23/0244

Manager: Bridget McNamara, Acting Executive Manager, Development Assessment

Director: Fletcher Rayner, Director, Planning, Sustainability and Compliance

RECOMMENDATION:

That Council notes the clause 4.6 variations to development standards for the period 1 April 2023 to 30 June 2023 attached to the report.

1. Executive Summary

The Department of Planning and Environment (DPE) Planning Circular PS 20-002 requires a quarterly report to be tabled at a Council meeting for information only, outlining development applications where there was a variation to a development standard approved pursuant to clause 4.6 of *Waverley Local Environmental Plan 2012* (WLEP 2012). The determinations have been made by either the Sydney Eastern City Planning Panel, the Waverley Local Planning Panel or by planning officers under delegated authority.

The quarterly report is provided to DPE and is published on an ongoing basis on Council's website.

There were 22 development applications approved with a clause 4.6 variation in the last reporting quarter, for the period 1 April-30 June 2023.

Separately, in 2022 DPE undertook a periodic audit of several NSW councils, including Waverley, to ascertain Council's compliance with the procedural and reporting requirements associated with the use of clause 4.6. The audit found that Council has met all procedural and reporting requirements associated with the use of clause 4.6.

2. Introduction/Background

The NSW planning system provides flexibility in planning controls by providing the ability for a consent authority to vary development standards in certain circumstances. Development standards are contained in the LEP (a statutory planning instrument) and are a means to achieving an environmental planning objective and can be numerical or performance based. Common development standards sought to be varied in the Waverley local government area include height of building, minimum lot size and floor space ratio. The Development Control Plan (DCP) is a non-statutory planning instrument and does not contain development standards.

Some developments may achieve the objectives of development standards, despite non-compliance with the numerical development standard. The planning system provides flexibility to allow these objectives to be met by varying development standards in certain cases.

Clause 4.6 is common to all standard instrument LEPs across all NSW Councils. The objectives of the clause are:

- *To provide an appropriate degree of flexibility in applying certain Development Standards to development, and*
- *To achieve better outcomes for and from development by allowing flexibility in particular circumstances.*

If an applicant wishes to vary a development standard contained within an environmental planning instrument, such as the WLEP 2012, their development application needs to be supported by a written request for variation pursuant to clause 4.6 of WLEP 2012 outlining why compliance with the relevant development standard is unreasonable or unnecessary in the circumstances of the case.

There are a number of procedural and reporting requirements for councils to ensure transparency and integrity in the planning framework. This report details development applications which approved clause 4.6 variations during the reporting period.

3. Relevant Council Resolutions

Nil.

4. Discussion

Planning Circular PS20-002 contains information about reporting requirements. For example, Council is required to report its (or the Local or Regional Panels') use of clause 4.6 to the Department of Planning and Environment on a quarterly basis. To ensure transparency and integrity in the planning framework, and consistency with Planning Circular PS 20-002, quarterly reporting to a Council meeting is also required.

The Clause 4.6 Variation Register for the quarter between April to June 2023 is attached to this report.

5. Financial impact statement/Time frame/Consultation

There are no financial implications relating to this report.

6. Conclusion

This report satisfies the requirement to report to Council quarterly on clause 4.6 variations to development standards.

7. Attachments

1. Clause 4.6 Variation Register - April-June 2023 [📎](#) .

Register of Development Standard Variations Approved April 2023 to June 2023											
DA number	Street No	Street name	Suburb	Category of development	Environmental planning instrument	Zoning of land	Development standard to be varied	Justification of variation	Extent of variation	Consent authority	Date
DA-507/2022	44	Wiley Street	Waverley	Residential - Alterations & additions	WLEP 2012	R2	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> Variation limited to attic only. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 3.5% Control: 0.75:1 Proposal: 0.77:1	Council	21/4/23
DA-404/2022	60	Military Road	Dover Heights	Residential - Alterations & additions	WLEP 2012	R2	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 13.4% Control: 8.5m Proposal: 9.64m	WLPP	26/4/23
DA-404/2022	60	Military Road	Dover Heights	Residential - Alterations & additions	WLEP 2012	R2	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 37.7% Control: 0.54:1 Proposal: 0.75:1	WLPP	26/4/23
DA-371/2022	287	Birrell Street	Tamarama	Residential - Alterations & additions	WLEP 2012	R2	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> New works predominantly in subfloor / basement (below street level) levels. No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 13.17% Control: 8.5m Proposal: 9.62m	WLPP	26/4/23
DA-371/2022	287	Birrell Street	Tamarama	Residential - Alterations & additions	WLEP 2012	R2	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> New works predominantly in subfloor / basement (below street level) levels. No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 25.83% Control: 0.643:1 Proposal: 0.809:1	WLPP	26/4/23
DA-420/2022	27	Fletcher Street	Tamarama	Residential - Alterations & additions	WLEP 2012	R3	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> Height variance represents 400mm breach attributable to a privacy screen. No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 4.2% Control: 9.5m Proposal: 9.9m	WLPP	26/4/23
DA-420/2022	27	Fletcher Street	Tamarama	Residential - Alterations & additions	WLEP 2012	R3	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> Increase in GFA primarily at lower ground floor level and subsequently will not result in additional bulk. No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 22.5% Control: 0.86:1 Proposal: 1.14:1	WLPP	26/4/23
DA-506/2022	38	O'Donnell St	North Bondi	Subdivision only	WLEP 2012	R3	Clause 4.1 Minimum subdivision lot size	<ul style="list-style-type: none"> No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 0.77% Control: 232m ² Proposal: 230.1m ²	Council	19/5/23
DA-85/2023	21	Princess Street	Rose Bay	Residential - Alterations & additions	WLEP 2012	R2	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> The existing dwelling breaches the standard and the proposal includes rebuilding the existing roof structure and is consistent with the building height of the existing dwelling. Consistent with the objectives of the standard. 	Variation: 22% Control: 8.5m Proposal: 10.39m	WLPP	24/5/23
DA-85/2023	21	Princess Street	Rose Bay	Residential - Alterations & additions	WLEP 2012	R2	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> The proposal actually reduces the FSR of the dwelling which already exceeds the control. Consistent with the objectives of the standard. 	Variation: 4.8% Control: 0.55:1 Proposal: 0.57:1	WLPP	24/5/23
DA-18/2023	122	Brighton Boulevarde	North Bondi	Residential - Other	WLEP 2012	R3	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> No change to overall building height. No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds Consistent with the objectives of the standard. 	Variation: 3.2% Control: 9.5m Proposal: 9.8m	WLPP	24/5/23
DA-18/2023	122	Brighton Boulevarde	North Bondi	Residential - Other	WLEP 2012	R3	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> Pre-existing non-compliance. No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 51% Control: 0.737:1 Proposal: 0.92:1	WLPP	24/5/23
DA-6/2023	53	Read Street	Bronte	Residential - Single new dwelling	WLEP 2012	R2	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> Height variance represents up 700mm breach attributable to roof ventilation (in small section) on a sloped site (majority of dwelling complies). No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 8.2% Control: 8.5m Proposal: 9.2m	Council	26/6/23
DA-493/2022	7	Gaerloch Street	Bronte	Residential - New multi unit	WLEP 2012	R3	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> Height variance represents a reduction in height from existing dwelling. Improvement on views from replacement building No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 39.9% Control: 9.5m Proposal: 13.29m	WLPP	28/6/23

DA-493/2022	7	Gaerloch Street	Bronte	Residential - New multi unit	WLEP 2012	R3	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> New building represents reduction in building envelope (bulk/scale) from existing. No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 27.6% Control: 0.73:1 Proposal: 0.93:1	WLPP	28/6/23
DA-3/2023	27	Thompson Street	Tamarama	Residential - Single new dwelling	WLEP 2012	R2	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> Height variance represents a reduction in height from existing dwelling. Improvement on views and privacy from replacement building No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 34% Control: 8.5m Proposal: 11.385m	WLPP	28/6/23
DA-3/2023	27	Thompson Street	Tamarama	Residential - Single new dwelling	WLEP 2012	R2	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> New building represents reduction in building envelope (bulk/scale) from existing. No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 9.6% Control: 0.5:1 Proposal: 0.55:1	WLPP	28/6/23
DA-98/2023	91	Fletcher Street	Tamarama	Residential - Alterations & additions	WLEP 2012	R3	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> No additional height to existing building – height breach is associated to replacement of windows/door/balcony balustrade from existing (above height standard). Works represents rectification works to existing building. No unreasonable impacts on the amenity of adjoining properties or locality. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 23.4% Control: 9.5m Proposal: 11.72m	WLPP	28/6/23
DA-16/2023	25	Princess Street	Rose Bay	Residential - Alterations & additions	WLEP 2012	R3	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> The additional height relates to a roof terrace above the existing dwelling and the slope of the site. The neighbouring site at 27 Princess St had a similar roof terrace approved in LEC. The proposal is not considered to have unreasonable impacts on the amenity of adjoining properties or the streetscape. Consistent with the objectives of the standard. 	Variation: 4.5% Control: 8.5m Proposal: 8.89m	WLPP	28/6/23
DA-16/2023	25	Princess Street	Rose Bay	Residential - Alterations & additions	WLEP 2012	R3	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> The additional floorspace is within the existing building envelope and is a result of the stairs/void to new roof terrace. Consistent with the objectives of the standard. 	Variation: 11.4% Control: 0.75:1 Proposal: 0.83:1	WLPP	28/6/23
DA-501/2022	53-59	Hall Street	Bondi Beach	Residential - New multi unit	WLEP 2012	R3	Clause 4.3: Height of Buildings	<ul style="list-style-type: none"> The height exceedance is due to the slope of the site and is limited to the rear. No impact on the amenity of neighbouring properties or streetscape. Consistent with the objectives of the standard. 	Variation: 10.4% Control: 13m Proposal: 14.35m	WLPP	28/6/23
DA-242/2022	13	Dellview Street	Tamarama	Residential - Alterations & additions	WLEP 2012	R3	Clause 4.4: Floor Space Ratio	<ul style="list-style-type: none"> Addition represents upper level addition to semi-detached dwelling, recommended for refusal from Planning Officers, overturned (approved) by WLPP. Sufficient environmental planning grounds. Consistent with the objectives of the standard. 	Variation: 10% Control: 0.82:1 Proposal: 0.9:1	WLPP	29/6/23