

STATEMENT OF ENVIRONMENTAL EFFECTS

Change of Use of the lower ground floor
of Soldier's Memorial Hall from
Registered Club to community facility with
fitout and minor building works

52 Raglan St, Manly

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Prepared by

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1. SUMMARY & BACKGROUND

This statement of Environmental Effects accompanies plans and details as follows:

- Plan 60457001A – Site Survey prepared by Hill & Blume
- Plan A00 A - Site Plan, Drawing List & Project Numbers
- Plan A01 A - Lower Ground Floor Plan – Existing
- Plan A02 A - Upper Ground Floor Plan – Existing
- Plan A03 A - Lower Ground Floor Plan – Demolition
- Plan A04 A – Upper Ground Floor Plan – Demolition
- Plan A05 A – Lower Ground Floor Plan – Proposed
- Plan A06 A – Upper Ground Floor Plan Proposed
- Plan A07 A – South Elevation
- Plan A08 A – West Elevation
- Plan A09 A – North Elevation
- Plan A10 A – East Elevation
- Plan A11 A – Lower Ground Floor Building Entry Details
- Heritage Report prepared by Extent Heritage Advisors dated September 2019
- Access Report prepared by Code Performance dated August 2019
- Building Code Audit Report by DPC dated August 2019
- Waste Management Plan prepared by Quinton Lloyd
- Memo from Northern Beaches Council Community Safety Coordinator

The proposal is for the change of use of the ground floor of Soldier's Memorial Hall Change of Use to a community facility and minor building works to facilitate this use.

The building is owned by the Department of Industry - Lands NSW and managed by Northern Beaches Council. It was gazetted as Reserve No. 1039011 for Public Purpose: Government purposes, community purposes on 8 September 2017.

2. RELEVANT PLANNING LEGISLATION

The following planning legislation is

- Environmental Planning & Assessment Act, 1979 (as amended)
- Environmental Planning & Assessment Regulations 2000
- Manly Local Environmental Plan 2013
- Manly Development Control Plan

3. PROPERTY DESCRIPTION

The subject site has a legal description of Lot 2077, DP 752038 and Lot 2810, DP 726668 and is known as the Soldier's Memorial Hall, 52 Raglan St, Manly. The community facility will be located on the lower ground floor of the building.

Under the Manly LEP 2013, the site is zoned Public Recreation RE1.

The site is listed as an Item of Environmental Heritage and is in the vicinity of a number of other items, as follows:

Manly	St Andrew's 54 Hall and manse Street	Raglan Lots 1 and 2, DP 1134642	Local	I217
Manly	St Andrew's 56 Presbyterian Church	Raglan Lot 1, 1045408	DP Local	I218
Manly	House	15–17 Pittwater Road	Lots 1–5, SP 64980	Local I197
Manly	Baby health 1 care centre building	Pittwater Lot 1, 933364	DP Local	I196
Manly	Ivanhoe Park	Ivanhoe Park (bounded by Sydney Road, 2424, 2661 and Belgrave Street and Raglan Street) 752038; 7379, 1164856	DP Local	I162
Manly	Natural escarpment	Kangaroo Reserve Park	Local	I164

It also adjoins the Pittwater Road Conservation Area.

4. PROPOSAL

The proposal is for the change of use and fitout of the lower ground floor of Soldier's Memorial Hall from a registered club to use as a community facility, which will provide general assistance and advice on a range of programs, counselling services, homeless outreach along with group meetings for groups for a variety of community groups. The proposal seeks alterations to the premises as follows:

- alteration to the front entrance to create an accessible entry;
- creation of an accessible toilet;
- installation of partitioning to create offices, meeting rooms, work area, print room, break out area and kitchenette;
- provide secure entry within the building;
- block off stairs to upper level.

The premises will be open from 8am – 10.30pm to facilitate both individual meetings and also community group meetings. The maximum number of staff will be 45, although in practice there will be no more than 30 staff members on the premises at any one time. The maximum number of clients expected will be group sessions of no more than 20 people, although in practice there will generally be fewer clients on site.

5. LOCATION

The site comprises two lots and is located on Raglan St, with frontages to Kangaroo Street and Kangaroo Lane. The lot fronting Raglan St comprises the Memorial Hall,

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which was commissioned in 1924, completed in 1927 with an addition constructed in 1953, and a carpark to the rear of this. The combined site area totals 1524m².

Across Raglan St to the south is Manly Oval. To the west, across Kangaroo St is the St Andrews Manse, with apartment buildings to the east across Kangaroo Lane. To the north of the site is the Kangaroo St Pre-School and Youth Centre. The upper level of the Soldiers Memorial Hall is currently used by Northern Beaches Council as a public administration building.

The locality can best be described as mixed with a variety of dwelling types located further up the hill and a combination of retail, community and residential uses.



Figure 1: Aerial Photograph of site and surrounding locality

6. PROJECT RATIONALE

Recently several community and not-for-profit organisations including Community Northern Beaches have approached Council to assist in the provision of subsidised accommodation to allow them to provide direct community services to the local population. In order to identify the best model for the provision of subsidised accommodation for these organisations, Council's Community Services Team undertook research to identify the most suitable locations for community services hubs which included Manly, Dee Why, Brookvale and Mona Vale and Frenchs Forest. These are existing identified regional town centres with good size populations, visibility, connectivity, transport and infrastructure such as shops and parking.

One of the main reasons behind this program for community service hubs include that the cost of procuring office/meeting room accommodation (either through purchase or lease) on the Northern Beaches is exceptionally high. This has led to many community and not-for-profit services moving their customer outlets to more affordable areas, such as industrial estates, which are often difficult to access, have poor public transport connectivity, are isolated from town centres and are distant from each other.

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Subsidised rental will allow services to be located in town centres with good connectivity and access to their clients while allowing services to spend their funding on needy community members. Moreover building a collaborative 'one stop shop' model of service delivery, is more efficient and effective.

An opportunity for the first Northern Beaches community services hub was identified during the development of the Community Centre Strategy and staff accommodation plan, with the lower ground floor of the Manly Soldiers Memorial Hall, Raglan St, Manly becoming available. This facility has the ability to meet the location and space requirements of a community services hub, with some modifications and improved access.

7. DEVELOPMENT HISTORY

Development Application 268/70 for internal alterations to the existing building was submitted to Manly Council, with approval granted on 21 May 1971.

Building Application BA0462/1983 was lodged with Manly Council which appears to have been a fitout to the dining room on the eastern side of the upper level.

Building Application BA0644/1994 for internal alterations to both levels of the building was approved on 8 February 1995, however it appears that only the alterations to the lower floor were completed.

Development Application 22/08 for the use of the ground floor as an educational establishment was granted consent on 28 April 2008, however this consent was never acted upon and has since lapsed.

Development Application DA2018/0951 for the use of the upper level of the building as a public administration building for Northern Beaches Council was granted consent on 5 September 2018.

8. MANLY LOCAL ENVIRONMENTAL PLAN 2013

Clause 2.3 Zone objectives and land use table

The site is zoned RE1 - Public Recreation, with the following uses are permitted with consent in the zoning:

Boat launching ramps; Boat sheds; Building identification signs; Business identification signs; Car parks; Centre-based child care facilities; Charter and tourism boating facilities; Community facilities; Depots; Emergency services facilities; Environmental facilities; Environmental protection works; Flood mitigation works; Information and education facilities; Jetties; Kiosks; Marinas; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Research stations; Respite day care centres; Restaurants or cafes; Roads; Take away food and drink premises; Water

*“community facility means a building or place:
(a) owned or controlled by a public authority or non-profit community organisation, and
(b) used for the physical, social, cultural or intellectual development or welfare of the community,
but does not include an educational establishment, hospital, retail premises, place of public worship or residential accommodation.”*

[illegible]

Clause 5.10 Heritage conservation

The proposal will require minor building works to ensure accessibility, including an accessible toilet, and for the internal fitout. All building works have been carefully designed to ensure sensitive fabric in this heritage listed building is not impacted. The

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impact of this has been addressed in the attached Heritage Impact Statement prepared by Extent heritage Advisors dated September 2019.

Part of the heritage significance of the building rests on its previous use as a 'registered club' and the fact that it was built as a club for returned servicemen in the 1920s. This was integral to its development and construction, as well its ongoing use over the decades, firstly by the Manly RSL Sub-Branch, and then the Manly Rugby Club and Manly Fishos Club before falling vacant for a number of years. The proposed change of use of the ground floor of the building from a 'registered club' to a 'community facility' has the potential to remove part of the social heritage value of the site.

However, the rezoning of the site by Council, from RE2 – Private Recreation, which permitted registered clubs to RE1 Public Recreation, which generally doesn't, which was gazetted in November 2018 included a provision in the Manly LEP Schedule 1 – Additional permitted Uses that development for the purposes of registered clubs is permitted on the site with development consent.

As such, the ability for the premises to be reopened in the future as a registered club has been retained and this aspect of the heritage significance of the building will not be impacted.

Clause 6.1 Acid sulfate soils

The site is located partially in Class 4 and partially in Class 5 as shown in the Acid Sulphate Soil Map. No works below the natural ground surface are proposed as part of this application and as such the clause is not applicable.

9. MANLY DEVELOPMENT CONTROL PLAN

Council's Manly Development Control Plan provides a range of outcomes and controls which form the primary criteria control for development within the subject locality.

Part 3 – General Principles of Development

Section 3.2 Heritage Considerations

The site is not only listed as an Item of Environmental Heritage in the Manly LEP 2013, but is also surrounded by other listed items and is adjacent to the Pittwater Road Conservation Area.

Manly DCP sets a number of criteria to assess development on or near an item of heritage significance. The majority of these relate to new construction or alterations and additions to building that are, or are near, heritage items.

The proposal is for the use of the building and minor works to accommodate the fitout for the proposed use. No work is being contemplated that would alter the features of the building, external or internal, that make it worthy of heritage listing.

Section 3.3 Landscaping

No alteration to the existing landscaping on the site is proposed.

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Section 3.4 Amenity (View, Overshadowing, Overlooking/Privacy, Noise)

The proposal is not seeking to alter the external façade, with the exception of the front entrance onto Raglan St, and as such, any views and overshadowing to and from neighbouring buildings will remain as existing.

The proposed change of use to a community facility should not see an increase in the number of people accessing the site, when compared with the previous use of the building as a registered club, and the hours of operation will mostly be contained within standard business hours.

Section 3.5 Sustainability – (Greenhouse Energy Efficiency, Thermal Performance, and Water Sensitive Urban Design)

All lighting will use energy efficient globes, and new toilet facilities will be water saving. All other aspects of how the building functions from an energy efficiency perspective have not been altered.

Section 3.6 Accessibility

The building is a heritage listed structure and the lower ground floor is currently non-compliant with regards accessibility. Various modifications to ensure accessibility are proposed, as detailed in the attached Access Report.

Section 3.7 Stormwater Management

The proposal is for change of use only and no stormwater or drainage works are proposed.

Section 3.8 Waste Management

A Waste Management Plan detailing how demolition and construction waste will be managed and removed has been attached to this application.

Section 3.9 Mechanical Plant Equipment

The existing plant room is located at the rear of the building behind the lower ground floor level and is unobtrusive from a visual and aural perspective. It is not proposed to change this location.

Section 3.10 Safety & Security

Community Northern Beaches, who are a stakeholder, currently provides services from premises is Wentworth Street, Manly and is strongly supported by both Council and Northern Beaches Police. This application was discussed with the Northern Beaches Police Crime Prevention Officer and Council's Community Safety Coordinator

in order to ensure that the operation of the premises provides the appropriate levels of safety for staff, clients and the surrounding residents, as detailed in the attached memo from Council's Community Safety Coordinator dated 9 September 2019.

Part 4 Development Controls and Development Types

Section 4.4 Other Development (all LEP zones)

4.4.1 Demolition - No demolition is proposed as part of this application.

4.4.2 Alterations and Additions – The application proposes only minor alterations to the fabric of the building.

4.4.3 Signage – No signage is proposed as part of this application.

4.4.4 Awnings – No awnings are proposed as part of this application.

Part 5 – Special Character Areas and Sites

The site is not located within a heritage conservation area, however it is adjacent to the Pittwater Road Conservation area. No part of this proposal will adversely impact on this conservation area or the elements that make it worth of conservation value.

Schedules

Schedule 3 Part A1 - Parking & Access

Part A1 – Parking Rates & Requirements

Community Facilities are not listed in this schedule of the DCP and as such parking provision is required to be in accordance with the Roads and Maritime Services Design Reference Documents. The previous Assessment of Traffic and Parking Implications prepared by Transport and Traffic Planning Associates for DA2018/0951 provides evidence that the parking provision for the Manly Soldiers building is generally adequate for the proposed use, however there is a shortfall of two carparking spaces.

In this respect it should be noted that there is no possible way in which additional parking can be included on this site given the site's limitations. The building is well served by public transport, with Manly Ferry Terminal less than 500 metres walking distance away. Numerous bus routes, including Council's free "Hops Skip & Jump" service linking Manly to the lower and upper north shore and the northern beaches and it is anticipated that staff and clients of the community facilities will utilise public transport wherever possible. Where public transport usage is not an option, there is 2 hour street parking available in the streets surrounding the building.

Schedule 3 Part A2 – Parking Rates and Requirements for Bicycles

The site has 24 carparking spaces and as such requires eight (8) bicycle stands. Bicycle parking can be placed in front of the storage area should visitors to the building require bike parking.

Schedule 3 Part A3 – Minimum Dimensions of parking access and loading

All carparking spaces comply with the relevant Australian Standard. The driveway crossing is existing and is not proposed to be altered.

Schedule 4 – Trees

All existing landscaping to be retained and no additional proposed.

Schedule 5 – Accessibility

See discussion under Section 3.6

Schedule 6 – The Corso: Site Specific Controls

Not applicable

Schedule 7 – Specific Design Standards

Not applicable

Schedule 8 – recommended Building Timbers

Where timber is required as part of the building works, sustainable timber will be utilised where possible.

10. MATTERS FOR CONSIDERATION UNDER SECTION 4.15 OF THE ENVIRONMENTAL PLANNING AND ASSESSMENT ACT, 1979

The provisions of any environmental planning instrument

The proposal is subject to the provisions of the Manly Local Environmental Plan 2013 and the relevant supporting Council policies. It is considered that the provisions of this environmental planning instrument have been satisfactorily addressed within this report and that the proposal achieves compliance with its provisions.

There are no other environmental planning instruments applying to the site.

Any draft environmental planning instrument that is or has been placed on public exhibition and details of which have been notified to the consent authority

A Draft EPI has been prepared by Northern Beaches Council Strategic & Place Planning with respect to the site, which seeks to rezone the site from RE2 – Private

Recreation to RE1 – Public Recreation, to harmonise the zoning with surrounding sites and better reflect its existing and intended future land uses. Registered Clubs will be retained as an additional permitted use on the site to acknowledge this long established use and the importance of this use in the heritage status of the site.

Any development control plan

The application has been prepared having regard to the requirements of the Manly DCP.

It is considered that the proposed design respects the desired character objectives of the DCP in that it provides for the ongoing use of a heritage building in a sensitive manner that is compatible with the existing uses surrounding the site.

Any planning agreement that has been entered into under section 7.4, or any draft planning agreement that a developer has offered to enter into under section 7.4.

No matters of relevance are raised in regard to the proposed development.

Any matter prescribed by the regulations that apply to the land to which the development relates.

No matters of relevance are raised in regard to the proposed development.

Any coastal zone management plan (within the meaning of the Coastal Protection Act 1979).

No matters of relevance are raised in regard to the proposed development.

The likely impacts of that development, including environmental impacts on both the natural and built environments, and the social and economic impacts in the locality.

It is considered that the proposal, which seeks consent for the use of the Soldier's Memorial Hall as a public administration building will not impact upon the amenity of adjoining properties or upon the character of the surrounding area. The proposed use is compatible with and will complement the character of the area.

The proposed use is considered to be appropriate for the ongoing occupancy and care of this heritage building having regard to the relevant provisions of the Manly LEP 2013 and Manly DCP.

The suitability of the site for the development

The subject land is currently zoned RE1 & RE2 under the Manly Local Environmental Plan 2013 and is considered suitable for the proposed development.

Submissions made in accordance with this Act or the regulations

This is a matter for Council in the consideration of this proposal.

The Public Interest

The proposal will not impact upon the environment, the character of the locality or upon the amenity of adjoining properties and is therefore considered to be within the public interest.

11. CONCLUSION

The principal objective of this development is to provide for the use of the lower ground floor of the building as a community facility within the Northern Beaches locality which will satisfy the stated objectives of Council's Development Controls.

As the proposed development will not have any significant impact on the environment, scenic quality of the area or the amenity of the adjoining properties, the issue of Development Consent under the delegation of Council is requested.