

3.1	932 Pittwater Road, Dee Why - Dee Why RSL - Amendments to the Dee Why RSL Club Master Plan to include a New Development Stage 2.5
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DEVELOPMENT APPLICATION ASSESSMENT REPORT

Assessment Officer:	Alex Keller
Address / Property Description:	Lot 1, DP 706230 No. 932 Pittwater Road, Dee Why (Dee Why RSL Club)
Proposal:	Amendments to the Dee Why RSL Club Master Plan to include a new development stage – 'Stage 2.5'.
Development Application No:	DA2008/0997
Plans Reference:	MP 00 to MP 06 Stage 2.5 Amendments prepared by <i>Altis Architecture</i>
Applicant:	Dee Why RSL Club Ltd
Owner:	Andrew Bremner Alexander Holburn, Edward Walter Jackson, Noel Hall
Application Lodged:	11/07/2008
Amended Plans:	NO
Locality:	E16 Pittwater Road North
Category:	Category 2- Registered Clubs (existing club)
Clause 20 Variations:	NO
Land and Environment Court Action:	NO
Referred to WDAP:	YES - (Change to Master Plan referenced under DFC of LEP 2000)
Referred to ADP:	NO
SUMMARY	
Submissions:	No submissions were received specifically relating to the amendments to the Master Plan.
Submission Issues:	N/A
Assessment Issues:	Building profile, parking, noise and streetscape
Recommendation:	Adoption of amendments to the Dee Why RSL Club Master Plan to include a new development stage – 'Stage 2.5'

LOCALITY PLAN (not to scale)



Subject Site: Lot 1, DP 706230,
932 Pittwater Road, Dee Why (Dee Why RSL)

Notified Residences: Under the provisions of the *Warringah Development Control Plan* this application was advertised in the *Manly Daily* on 9 August 2008 and notified by letter dated 8 August 2008 to 234 adjoining property owners and occupiers.

SITE DESCRIPTION

The site is legally described as Lot 1, DP 706230, and is commonly known as No. 932 Pittwater Road, Dee Why. The site is irregular in shape with three street frontages:

- Northern Boundary (Hawkesbury Avenue frontage): 100.0 metres
- Eastern Boundary (Clarence Street frontage): 178 metres
- Western Boundary (Pittwater Road frontage): 110.0 metres
- Site Area: 14,830 square metres.

The site is currently occupied by the Dee Why RSL Club building that includes the AMF bowling centre and a multi-level carpark. The surrounding developments are generally characterised by residential flat buildings, and to the north, east and west. Some other commercial uses including a service station, bike shop and real estate agent exist near the northwest corner of the site fronting Pittwater Road.

RELEVANT BACKGROUND

Warringah Local Environmental Plan 2000 includes provisions under the desired future character statement of the E16 locality for the Dee Why RSL Club to provide a Master Plan for the long term development of the Club site.

DA 2001/0394 - for a Master Plan for the site and Stage 1 works was approved by Council on 17 July 2001. The Master Plan provides a five stage upgrade of the Club that broadly involves:

- refurbishment and additions to the club building
- a 130 room tourist accommodation facility associated with carparking
- a ten pin bowling alley at the lower level of the club
- a multi- level carpark consisting 539 spaces
- enhanced landscaping

DA 2005/0292 - for a revision to the Master Plan for the site and Stage 2 works was approved by Council on 13 September 2005. More specifically, the amendment was to facilitate compliance with the anti-smoking legislation.

The Stage 1 and 2 works have subsequently been completed.

PROPOSAL IN DETAIL

This application seeks consent for a second amendment to the Master Plan to insert a new development stage being "Stage 2.5". The amendment is to facilitate the provision of a new outdoor gaming area and an extension and enhancement of the existing terraced area at the north-west area of the club.

The amendments to the Master Plan must be adopted first if the Stage 2.5 works (alterations and additions to the building) are to be approved. The proposed alterations and additions to the building at the site are addressed in a separate report.

The Master Plan is proposed to be amended as follows:

Staging of Development

A new stage "Stage 2.5", which outlines the proposed works in the north east corner of the development, is to be included into the overall staged development works. The remaining stages proposed in the adopted Master Plan remain unchanged.

Staging Diagrams

The applicant has prepared an updated staging diagram detailing the new Stage 2.5. This overlay will update the Master Plan staging. It should be noted that the staging plan for 5 and 5 are likely to undergo replacement or changes due to business operations of the club. These possible changes however are not relevant to this new stage 2.5.

Proposed Floor Areas

The proposed works seek to increase the floor space within the existing Club and provide an additional 569 square metres, in the following manner:

Proposed Floor Areas	Additional areas (square metres)
Upper terrace	109
Mid terrace	67
Lower terrace	350
New terrace toilets	43
Total new floor space	569

In addition, it is proposed to replace the existing cafe (241 square metres) with a new outdoor gaming area (241 square metres).

Traffic Statement

This application includes an *Assessment of Traffic and Parking Implications* prepared by *Transport and Traffic Planning Associates* dated June 2008.

Subsequent Stages

The amendment of the Master Plan to accommodate the new proposed Stage 2.5 will not impact on the remaining stages of the Plan.

Master Plan Design Principles

The adopted Master Plan is premised on four (4) design principles that when satisfied will achieve a built form outcome in accordance with the stated Master Plan aims and objectives contained in Part 8 of the Master Plan. The proposed amendments to the Master Plan do not propose to alter any of the adopted design principles.

WARRINGAH LOCAL ENVIRONMENTAL PLAN 2000

Desired Future Character

The subject site is located in the E16 Pittwater Road North Locality under Warringah Local Environmental Plan 2000. The Desired Future Character Statement for this locality is as follows:

The Pittwater Road North locality will incorporate a mix of business, retail and community uses including housing, shops and offices. Housing will predominantly take the form of apartment buildings with some shop-top housing where business and retail uses occur.

Future apartment buildings will be of a high standard of design that addresses public streets and spaces, creates visual interest and enables the establishment of substantial landscaping in the spaces between buildings.

Development that adjoins residential land is not to reduce the amenity enjoyed by adjoining occupants. In this regard the built form of commercial development in the locality is to provide a transition to adjacent residential development, including reasonable setbacks from side and rear boundaries, particularly above the ground floor level.

The Dee Why RSL Club will continue to cater for the recreational and leisure needs of the community. Development involved in the further expansion of the existing approved building and carparking areas is to be assessed with regard to a masterplan for the site. This masterplan will address issues such as views, visual impact, management of traffic and impact upon the amenity of the locality.

The proposed development is identified as Category 2 development in this locality, being an existing registered club. It is consistent with the DFC Statement in the following manner:

- The proposal maintains the established recreational and leisure service of the club to the local community.
- The Master Plan is being amended to incorporate the proposed changes.
- Views, visual impact, traffic management and impact on the amenity of the locality are considered to not be unreasonably impacted upon by the development. This is due to the proposal complying with the objectives of the WLEP 2000, which are addressed in the Built Form Controls, General Principles of Development Control and amendments to the Master Plan.



The proposed development complies with the Master Plan for ongoing development of the Dee Why RSL Club, which is being reported concurrently. Should the Master Plan be adopted, the proposed development would be consistent with the Master Plan and also in keeping with the Desired Future Character of the locality.

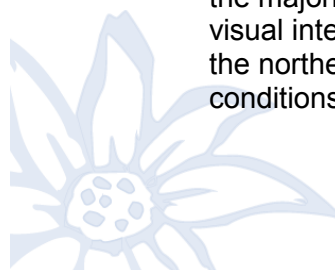
Master Plan Aims and Objectives

The aims and objectives of the adopted Master Plan are as follows:

- 1. To substantially upgrade the quality and quantity of services and amenities provided by the club for the benefit of members, visitors and the vast number of community groups supported by the club;*
- 2. To ensure the long term economic viability of the club and provide a variety of services that will achieve this objective;*
- 3. To improve the scenic quality of the site by providing an urban design solution that respects the topography of the site and the nature of surrounding development;*
- 4. To retain the existing views to, from and through the site and promote a high quality outlook for surrounding residential areas;*
- 5. To provide high quality landscaping throughout the site including dedication of land to the public domain;*
- 6. To provide appropriate and well considered traffic planning solutions to minimise the impact of the Club activities and the surrounding road network; and*
- 7. To provide adequate car parking facilities to accommodate the demand for off-street car parking, based on patronage and user surveys of the existing Club facilities and similar club developments.*

The proposed amendment is considered consistent with the Master Plan for the following reasons:

1. The proposed works will upgrade the Dee Why RSL Club to provide additional floor areas to benefit the members and visitors to the Club. The new garden terrace bar is designed to be a high quality outdoor area constructed in a contemporary Balinese style. The area will support casual seating, bar service and light meals in an alfresco environment. In addition the outdoor gaming area is required to upgrade the existing poker machine area to provide a larger area for smoking in accordance with changes to legislation regarding smoking in clubs.
2. The amendment for new facilities ensures the economic viability of the Club by providing new semi-open areas to cater for smokers and non-smokers and additional facilities for patrons. The club regards the investment in providing quality leisure facilities for casual social activity assists in the long term viability of the club by offering a choice of comfortable attractive venue facilities to meet community demands.
3. The scenic quality of the building, views and outlook is maintained through a design that does not exceed the existing building lines, and includes a range of quality finishes that integrates with the existing club building, including the provision of landscaping along the exterior walls planes.
4. The new works proposed in Stage 2.5 do not interrupt views over or through the site due to the adjacent height of the main club building and car park. External finishes are consistent with the existing architecture of the building and will add a contemporary structure around the majority of the northern garden terrace. A variety of materials have been used to provide visual interest to the appearance of the building and with the addition of landscaping along the northern boundary the new additions will retain a high quality outlook (subject to conditions).



5. The proposal will maintain the overall landscaped open space of the site and does not compromise any spaces dedicated to the public domain. Some minor embellishment of landscaping is proposed along the northern and north-western side of the site.
6. Council's Traffic Engineers have reviewed the *Assessment of Traffic and Parking Implications Report* prepared for the proposal and advised no objection. The report concludes that the proposed parking provision will be adequate and appropriate, and that the increased traffic generation will be minimal. All car parking can be readily accommodated on the road system without any adverse implications.
7. Car parking for the club will remain generally on par with the existing demand since the new seating layout of the club within the cafe and terrace areas is to be reduced. The intent is to provide a more spacious lounge seating with less of a "table and chair" format. In addition to this the new bar areas are embellished with feature ornaments, water features and open areas at different levels to separate and disperse patrons and provide better crowd control in a relaxed semi-open environment. The club has applied its own observations of patronage to ensure there is a balance between parking and user capacity. In this regard it should also be noted that the club has good access to public transport and taxi services and the use of these transport options are encouraged to reduce the potential incidence of drink driving with private car use to/from the site.

Clause 19: When is a Masterplan required?

The provisions of Warringah Local Environmental Plan, 2000 set the requirements for the development of a Master Plan. Clause 19 (8) and (9) states:

"(8) A masterplan may be amended by a subsequent masterplan.

(9) An amendment to a masterplan may be dealt with concurrently with a development application."

The application seeks to amend the existing adopted Master Plan to accommodate the proposed Stage 2.5 works.

The provisions of Clause 19 (5) of Warringah Local Environmental Plan, 2000 are assessed as follows;

"(a) design principles drawn from an analysis of the site and its context,"

Comment: A site analysis has been prepared as part of the submitted documentation including comments addressing the existing Master Plan Design Principles.

"(b) phasing of development,"

Comment: The existing Master Plan provided for the development of the site to be undertaken over four (4) separate stages with a Development Application to be submitted for each stage. Stage 1 and 2 works were granted consent on 17 July 2001 and 13 September 2005 respectively, and have subsequently been completed.

"(c) distribution of land uses, including foreshore public access and open space,"

Comment: The amended Master Plan provides additional Club facilities and maintains certain portions of the site for public open space including part of the Memorial Garden in the north western corner of the site.

"(d) subdivision pattern,"

Comment: No subdivision is proposed as part of the amended Master Plan and the subdivision pattern of the surrounding area is not affected.

“(e) building envelopes and built form controls,”

Comment: The built form controls of Warringah Local Environmental Plan 2000 for the site are addressed in the concurrent report assessing the physical alterations and additions to the building (Stage 2.5 works).

“(f) pedestrian, cycle and road access and circulation network, with particular regard to public transport servicing,”

Comment: The Club is at present well serviced by public transport being located on the Pittwater road and within walking distance the Dee Why CBD. Frequent bus services pass the Club and private taxi services also serve the site. Pedestrian access is also provided for persons with limited mobility within all areas of the Club. Presently the Club has a multi-level car park that is accessed from Clarence Avenue.

“(g) parking provisions,”

Comment:

This application includes an *Assessment of Traffic and Parking Implications* of the proposal prepared by *Transport and Traffic Planning Associates* dated June 2008.

The Parking Report estimated the carparking demand with the rate:

Component	Required
Existing floor area 7,402 m2	1 space/ 18.3 square metres 405 car spaces
Extra Lounge/ bar area 569 m2	30 spaces
Total floor area 7971 m2	436 car spaces
Total parking currently available	478 car spaces (including taxi rank, disabled, staff, loading and shared spaces with RSL Daycare centre at 2 Clarence Ave)

The existing club has a total floor space of 7,402 m2 of net floor area and parking for 482 vehicles (as per the submitted traffic report). It was found however that there are now 478 car spaces due to new line-marking to accommodate the new RSL Daycare centre at 2 Clarence Avenue.

It is agreed that the figures used in the preparation of the Traffic Report are acceptable (despite minor variation) to reflect the car parking demand for the club. Schedule 17 does not specify any standards for 'Registered Clubs', rather that the base parking demands be based on comparison with similar facilities. The previously approved development application (DA 2001/394 and DA2005/0292) and adopted master plan, established a rate of 1 space per 18.3sqm floor space. This rate has been utilised in the traffic report and is supported having regard to the current application.

The proposal includes no new spaces but relies on the existing surplus (supported by survey data) and a reduction in seating capacity to support the proposal. The mathematical calculation above is based on actual spaces provided after the completion of DA2005/0292 (As is often the case minor variations in construction can 'pick-up' additional parking spaces).



With regard to the new garden lounge / bar component of the calculations, the applicant has also supplied data on normal peak usage level (recorded peak averaging 200 vehicles in the evening) and makes notation that for the majority of time the usage levels are lower (averaging around 100 vehicles). In addition it has been noted that Clubs' patrons move from one area of the club to another during the night and there is generally no concurrent maximum occupation of multiple areas at any one time. This justification is supported having regard to the nature of Club patronage. In summary, the assessment finds that the existing carparking provision generally exceeds the regular need, and is sufficient to accommodate the normal peak demand, with the exception of one off/ infrequent events such as concerts, conferences, Anzac day, and the like.

Council's Traffic Engineers have also reviewed the proposal and raised no particular concern relating to carparking provision or impact on the local road system and traffic safety considerations.

The proposal is satisfactory in addressing Clause 72, 73, 74, 75 and Schedule 17 of the WLEP 2000- Traffic access and carparking discussed in the report for alterations and additions to the building.

“(h) infrastructure provision,”

Comment: The existing Club building is located on established water, sewer and electricity grids and the future development of the site would be expected to utilise this infrastructure. The addition of development referred to in the amended Master Plan could be catered for with the existing infrastructure.

“(i) heritage conservation, including both Aboriginal and European heritage,”

Comment: There are no heritage items located on or adjacent to the subject site.

“(j) remediation of the site,”

Comment: The proposal refers to level 2 of the building and involves no earthwork.

“(k) provision of public facilities,”

Comment: The Club building is a public facility by virtue of it being a Registered Club, which is access by the general public. The proposed amendments do not alter this situation.

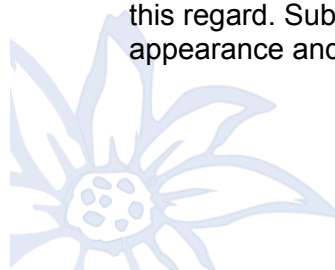
“(l) provision of open space, its function and landscaping,”

Comment: The existing Master Plan provides a publicly accessible open space area to the northern corner of the site – War memorial and Garden. This space, whilst on the Club land, is available to passers by and represents a focal point for remembrance services (such as Anzac Day and Remembrance Day).

The amendments to the Master Plan and Stage 2.5 works makes no substantial changes to the existing overall landscaped open space of the site.

“(m) impact on, and improvements to, the public domain,”

Comment: The proposed work on level 2 does not immediately address the public domain. However as provided in the assessment for the Stage 2.5 work, the north facing wall associated with the work is inappropriate in its visual impact and building bulk, and condition are included in this regard. Subject to the condition, the building will substantially maintain its existing general appearance and maintaining consistency with the general character of the public domain.



“(n) identification and conservation of native flora and fauna habitat on the site, including any threatened species, populations or ecological communities,”

Comment: The site does not contain any threatened species or threatened flora or fauna.

“(o) the principles of ecologically sustainable development,”

Comment: The amended Master Plan document states that the redevelopment extensions of the Dee Why RSL Club will incorporate energy and water saving devices where appropriate, and include no need for air conditioning since the area is open air. In addition, given that the proposal is minor in scale in relation to the existing building the works will have minimal implications on ecological sustainability.

“(p) stormwater drainage and water management,”

Comment: The Club is located within the water catchment of Dee Why Lagoon, approximately 300 metres from the lagoon. The existing site drains into Council's system in Hawkesbury Avenue and eventually to the lagoon.

Council's Development Engineers have reviewed the proposal and raised no additional concerns relating to stormwater drainage and water management. During the construction phases of development and stormwater run off from the site would be required to be passed through appropriately designed silt and sediment trap to maintain acceptable stormwater quality was passing into Dee Why Lagoon.

“(q) bushfire hazard management,”

Comment: The site is not within an area deemed to be a significant bushfire risk.

“(r) the relevant general principles of development control outlines in Part 4, and”

Comment: The General Principles of Development Control have been assessed in the concurrent report on the alterations and additions to the building (Stage 2.5 works). The report finds the proposal consistent with the General Principles of Development Control.

“(s) any other matter it is required to address by the relevant Locality Statement.”

Comment: There are no additional matters outlined in the locality statement that have not already been addressed in this report.

MASTER PLAN DESIGN PRINCIPLES

The adopted Master Plan is premised on four (4) design principles that when satisfied will achieve a built form outcome in accordance with the stated Master Plan aims and objectives. These aims and objectives and the design principles are contained in Part 8 of the Master Plan. The proposed amendments to the Master Plan do not propose to alter any of the adopted design principles which are as follows and each is commented below:

1. Building Profile and Streetscape

“To utilise the existing topography to provide a Club building of 3 storeys in height when viewed from Pittwater Road and to step down in height to provide a transition to the scale of residential development to the north and east. Built elements to the northern frontage should be set back to provide a wide landscaped strip to match residential development to the north. Built structures on the western and southern frontages should adopt the residential nature of surrounding development.”

Comment:

Considerations of Building Profile and Streetscape are given to the following:

- The proposal is for alterations and additions within the existing building line. It will continue the existing 3 storeys presentation to Pittwater Road and will not have a substantial impact on the approved building profile.



- The partial enclosure of the existing courtyard is minor in scale in relation to the existing building whilst the extension to the wall along the northern perimeter is a minor increase in height that will continue to provide a transition to the surrounding residential development.
- The proposed rendered northern wall is a large contiguous wall plane and is considered to detract from the building profile and streetscape. A condition is included so that the upper half is replaced with sandstone facing to enhance the visual presentation to the street. Together with the landscaping in front of the wall, the sandstone wall will provide a better building appearance and streetscape.
- The proposal will maintain the existing building setbacks and landscaping along the northern frontage to provide a positive visual outcome and streetscape to the residential development to the north (subject to condition for additional sandstone facing).
- The proposal does not relate to the southern and western part of the building and will maintain the established urban relationship with the surrounding residential development.

In summary, the proposal is satisfactory in addressing this Design Principle.

2. View Assessment

“To ensure that the existing views across the site are maintained by limiting the height of the development on the western frontage to the maximum height of the existing Club building as it presents to Pittwater Road. This does not preclude structures on the site exceeding the height limit under Council’s LEP, as a result of topography or by virtue of retaining the existing structures.”

Comment:

The proposed wall along the northern and eastern perimeter of level 2 is a single storey increase in height and does not exceed the approved overall building height. Therefore, it will not have a substantial impact on the views across the site and is satisfactory in addressing this Design Principle.

3. Landscaping and Civic Improvements

“To provide appropriate landscaping that complements the design philosophy of the built structures on the site and provides for an appropriate transition to the surrounding residential areas, particularly those to the north and east. The northern portion of the site should be specifically set aside for open spaces and civic improvements such as a war memorial. Landscaping elements should be designed to contribute to the public domain and should consider the safety and security of both public and private spaces.”

Comment:

The proposal makes no substantial changes to the existing landscaping setbacks fronting Pittwater Road, Hawkesbury and Clarence Avenue that remains adequate to provide an appropriate transition to the surrounding residential areas.

Civic improvements in the form of the War Memorial Garden located adjacent to Hawkesbury Avenue were constructed as part of Stage 1 and the amendment for Stage 2.5 has no effect on this feature. The war memorial will remain in situ, and is isolated from the lounge bar by a glass panel wall.

In summary, the proposal is satisfactory in addressing this Design Principle.



4. Traffic Generation, Car parking and Vehicular Access

“The future development of the site should consider the rationale and recommendations of the separate Traffic and Parking Report prepared by Gary Shiels and Associates. Additional peak traffic generation should be assessed using the rates provided within the Master Plan. Similarly, car parking should be provided in accordance with the calculation methods with the Master Plan. Vehicular access should be restricted to Clarence Avenue and Pittwater Road and should comprise separate ingress and egress driveways.”

Comment

The existing club has a total floor space of 7,402 m² of net leasable area and parking for 482 vehicles (as per the submitted traffic report). It was found however that there are now 478 car spaces due to new line-marking to accommodate the new RSL Daycare centre at 2 Clarence Avenue.

It is agreed that the figures used in the preparation of the Traffic Report are acceptable (despite minor variation) to reflect the car parking demand for the club. Schedule 17 does not specify any standards for ‘Registered Clubs’, rather that the base parking demands be based on comparison with similar facilities. The previously approved development application (DA 2001/394 and DA2005/0292) and adopted master plan, established a rate of 1 space per 18.3sqm floorspace. This rate has been utilised in the traffic report and is supported having regard to the current application.

The proposal includes no new spaces but relies on the existing surplus (supported by survey data) and a reduction in seating capacity to support the proposal. The mathematical calculation above is based on actual spaces provided after the completion of DA2005/0292. As is often the case minor variations in construction can ‘pick-up’ additional parking spaces.

With regard to the new garden lounge / bar component of the calculations, the applicant has also supplied data on normal peak usage level (recorded peak averaging 200 vehicles in the evening) and makes notation that for the majority of time the usage levels are lower (averaging around 100 vehicles). In addition it has been noted that Clubs’ patrons move from one area of the club to another during the night and there is generally no concurrent maximum occupation of multiple areas at any one time. This justification is supported having regard to the nature of Club patronage. In summary, the assessment finds that the existing carparking provision generally exceeds the regular need, and is sufficient to accommodate the normal peak demand, with the exception of one off/ infrequent events such as concerts, conferences, Anzac day, and the like.

Council’s Traffic Engineers have also reviewed the proposal and raised no particular concern relating to carparking provision or impact on the local road system and traffic safety considerations.

CONCLUSION

The proposed amendment to the Dee Why RSL Club Master Plan is satisfactory in meeting the requirements set down by Clause 19 of WLEP 2000. The new Stage 2.5 component of the development is consistent with the aims, objectives and design principles of the adopted Master Plan and is therefore consistent with the Desired Future Character of the locality.

The proposed amended Master Plan as submitted has identified the demands of the community, minimised the environmental impacts on the site, considered the amenity of neighbours whilst satisfying the economic objectives of the Club. Accordingly it is recommended that the Master Plan be adopted.

Recommendation (Adoption of Amendments to Master Plan)

That the proposed amendments to the Dee Why RSL Club Master Plan to include Stage 2.5 at Lot 1, DP 706230, No. 932 Pittwater Road, Dee Why, be adopted.

