

**ITEM 25 GEORGE STREET NORTH STRATHFIELD -
PLANNING PROPOSAL**

Department Planning and Environment

Author Initials: KL

EXECUTIVE SUMMARY

Council has received a Planning Proposal for 25 George Street, North Strathfield being one of seven (7) sites identified for renewal within the Concord West Precinct Master Plan.

The Planning Proposal seeks to rezone the subject site from IN1 General Industrial to R3 Medium Density Residential, increase the maximum building height from 12 metres to 16 metres over the western portion fronting George Street and 22 metres for the eastern portion adjoining the railway line and increase the floor space ratio (FSR) from 1:1 to 1.6:1.

The Planning Proposal aims to facilitate redevelopment of the subject site through demolition of the existing built form and construction of a residential flat building with a maximum of four (4) storeys fronting George Street to six (6) storeys adjacent to the railway. The site currently accommodates a strata titled industrial unit complex.

Council previously considered a Planning Proposal for a different site within the Concord West Master Plan area. The outcome of this consideration was for the application to be deferred until such time as a decision had been made in relation to the funding and construction of the George/Pomeroy/Beronga Street intersection.

Having regard to councils previous decision, it is recommended that the subject Planning Proposal be submitted to the Department of Planning and Environment only after the upgrade of the George/Pomoroy/Beronga Street intersection is resolved.

STRATEGIC CONNECTION

This report supports FuturesPlan20 Outcome area:

- *We will encourage and support the provision of a diverse range of housing stock which responds to changing needs*

This report also relates to the Canada Bay Local Planning Strategy 2010 – 2031 (LPS), Part 3 Housing.

REPORT

The subject site is located within the Concord West Precinct, is described as Lot D in DP 328947 and has been strata subdivided into 10 strata lots in SP 22302. The subject site has an area of approximately 7480m² (by title). The site is located on George Street, at the approximate mid-point between Concord West Railway Station (to the north) and North Strathfield Railway Station (to the south). The existing site contains an industrial estate known as Homebush Industrial Estate. The estate contains a number of smaller industrial tenancies across two linear buildings, located parallel to the northern and southern boundaries, with an at grade car park located between the two buildings.

The surrounding context of the site is predominantly residential, with the subject site being the last remaining industrially zoned site within the immediate area, reflecting an anomaly with respect to the typical land use within the immediate precinct. Development to the opposing side of George Street (west) reflects a mix of predominately single and two storey residential dwellings. Land to the north and south of the subject site is zoned R3 Medium Density Residential and development on the adjacent boundaries already exists in the form of residential flat buildings. Directly abutting the site to the east is the Northern Railway Line. The subject site is shown in Figure 1 below.

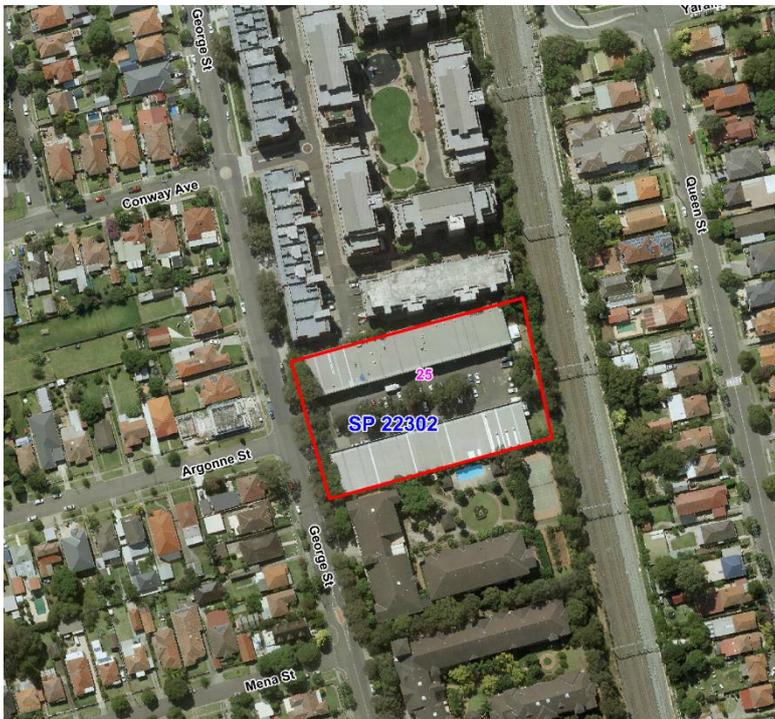


Figure 1: Subject Site

Background

During the preparation of the comprehensive Canada Bay Local Environmental Plan 2013 (Canada Bay LEP 2013), Council received submissions from two landowners with land zoned for industrial use within the subject Concord West

Precinct, seeking a rezoning of their existing industrial sites to medium density residential.

Council resolved to apply a residential zoning to the abovementioned industrially zoned land, however, the then Department of Planning and Infrastructure (DPI) raised concerns relating to the consistency of this proposal with broader strategic planning and the retention of employment land. The DPI advised that an overarching strategic review to underpin the future planning controls for these sites would be required.

Following this advice, on the 17th of July 2012, Council resolved the following:

1. *THAT the industrial land on George Street remain zoned IN1 General Industrial under the draft Canada Bay LEP.*
2. *THAT Council undertake a socio-economic impact study, a traffic and parking analysis and urban design testing for the land zoned IN1 General Industrial in Concord West and seek to complete the studies within 12 months.*
3. *THAT landowners be advised of Council's approach on this matter.*
4. *THAT Council seek to complete the recommended studies within twelve months subject to funding.*
5. *THAT the industrial land owners be approached to fund the independent studies administered by Council.*

Socio-Economic Study

Accordingly, Council invited the owners of industrial sites within the Concord West Precinct to participate in and contribute towards funding of a Socio-Economic Study. Hill PDA was engaged to prepare the Study, which recommended rezoning several sites from industrial to medium density residential.

The Socio-Economic Study was forwarded to the DPI for review. The DPI provided some comments on the findings and recommendations of the Socio-Economic Study and identified that detailed feedback and assessment of the Socio-Economic Study would be provided and a preferred approach determined when Council submits a planning proposal.

In considering the recommendations of the Socio-Economic Study, on the 6th of August 2013, Council resolved:

1. *THAT Council endorse the future rezoning of the following properties from IN1 General Industrial to R3 Medium Density Residential:*

- 7 Concord Avenue, Concord West;
 - 202-210 George Street, Concord West;
 - 172-184 George Street, Concord West; and
 - 2-10 Rothwell Avenue; Concord West
2. *THAT Council endorse the future rezoning of 1 King Street, Concord West from IN1 General Industrial to B7 Business Park.*
 3. *THAT Council review the rezoning of 25 George Street, Concord West in conjunction with the owners of 25 George Street.*
 4. *THAT the planning for the precinct occurs on the assumption that new development will prioritise pedestrians, bicycles and the use of public transport and it be noted that the Urban Design and Traffic studies are to include principles and opportunities that seek to minimise traffic and rates of private car parking.*
 5. *THAT Council proceed to administer independent studies to address urban design and traffic arising from the potential rezoning of the above sites subject to funding provided by all the property owners.*
 6. *THAT a scoping brief for the Urban Design and Traffic Studies be prepared, for discussion at a future Councillor Workshop, prior to the engagement of consultants to undertake these studies.*

Master Plan

Consultants JBA and GTA were engaged to prepare the draft Concord West Precinct Master Plan (Master Plan) and a Traffic, Transport, Accessibility and Parking Report.

For the preparation of the Master Plan, engagement with the local community and stakeholders was given high priority, ensuring all parties had the opportunity to be informed and involved. Engagement commenced in November 2013 and continued until April 2014 and included an extensive range of consultation.

As a result of the engagement work, the draft Master Plan outlines the following solutions:

- Green connections through sites to open spaces and public transport.
- A mix of building heights stepped back from neighbouring homes.
- Controls to ensure future buildings respond to the local area context.
- Initiatives to promote walking, cycling and public transport usage and discourage car use.
- Public domain initiatives and improvements including street trees, lighting and footpaths.

- Other matters for Council to investigate such as flooding issues and resident parking schemes.

On the 3rd of June 2014, Council considered a report in relation to the draft Master Plan and Traffic Study. Council was also advised of the need to prepare a flood study for the precinct, which would determine appropriate infrastructure and planning controls required to be implemented as part of any future development. It would also address a number of resident concerns relating to flooding raised during the consultation phase. The flood study would be required prior to the preparation of a Planning Proposal. Council resolved the following:

1. *THAT the draft Concord West Urban Design and Traffic Study be received for information.*
2. *THAT Council agree to facilitate the preparation of a flood study for the Concord West Master Plan study area, where the costs of the study are funded by the stakeholders within the precinct.*
3. *THAT a further report be provided to Council following the completion of the Flood Study, recommending next steps to be taken.*

Flood Study

In accordance with Council's resolution, Jacobs was engaged to prepare the Concord West Flood Study (Flood Study).

Prior to receiving the draft Flood Study, the intent was for Council to prepare one Planning Proposal, seeking to amend the LEP for all of the identified redevelopment sites in the Concord West Precinct. However, when the draft Flood Study was delivered to Council, it identified that some of the redevelopment sites within the draft Master Plan are significantly constrained by potential flooding, whereas other sites are less constrained, and some not constrained at all.

The draft Flood Study also recommends that additional investigations and detailed flood mitigation design work needs to be undertaken in relation to certain redevelopment sites. On this basis, the progression of one planning proposal for all redevelopment sites would not be practicable or timely. Council therefore wrote to landowners and advised that the intended path forward is for landowners to prepare site specific planning proposals that are consistent with the draft Master Plan and background studies undertaken to date.

The Planning Proposal for 25 George Street, North Strathfield, the subject of this report to Council is consistent with this approach.

On the 1st of September 2015, Council considered a report in relation to the draft Concord West Flood Study and resolved as follows:

1. *THAT the Draft Flood Study be adopted for the purposes of public exhibition.*
2. *THAT the Draft Concord West Flood Study be placed on public exhibition for a period of 6 weeks, with an invitation for public comment.*
3. *THAT a communications strategy be put in place to advise residents and owners in the Concord West Masterplan Precinct of the existence and implications of the Draft Concord West Flood Study.*
4. *THAT on completion of the exhibition period, public submissions be considered, the Draft Concord West Flood Study be amended accordingly and a report be brought back to Council with a view to adoption of the Concord West Flood Study.*

The draft Flood Study has been exhibited and submissions are currently being reviewed and any amendments to the draft study being considered accordingly, prior to reporting the outcome to Council.

Description of Planning Proposal

The subject Planning Proposal (provided as *Attachment 1*) seeks to amend the Canada Bay LEP by rezoning the subject site from IN1 General Residential to R3 Medium Density Residential, increase the maximum height of building (HOB) from 12m to 16 metres (4 storeys) over the western portion fronting George Street and 22 metres (6 storeys) for the eastern portion and increase the floor space ratio (FSR) from 1:1 to 1.6:1.

The Planning Proposal aims to facilitate redevelopment of the subject site through demolition of all existing structures on site and construction of three residential flat buildings, with basement car parking and a central communal open space.

It is proposed that a maximum 126 dwellings will be delivered by the site under the draft Master Plan.

With respect to built form controls, the draft Master Plan applies an 'Interface Heights' area to the proposed building fronting George Street, which responds directly to addressing the interface between the subject development and the 1-2 storey dwellings located on the opposing side of George Street. A 'Transition Heights' control is applied to the two buildings located in the middle and rear of the site, responding to adjacent residential flat buildings and railway corridor abutting the development to the east (rear boundary).

The Planning Proposal seeks to deliver three (3) buildings in total across the site. The concept submitted with the Planning Proposal indicates a consistent building form to the draft Master Plan, with exception of the placement of the central building being five (5) storeys, which under the draft Master Plan is located

adjacent to the southern boundary. The subject Planning Proposal proposes the location of the central building adjacent to the northern boundary.

It is acknowledged that the siting of the central building on the southern boundary would result in the overshadowing of the common open space of the adjoining apartment complex to the south (23A George Street). Siting the central building on the northern boundary would reduce overshadowing impacts and enable the common open space of the subject site to adjoin the common open space of the adjoining property, thereby visually connecting the two spaces. This outcome would increase the amenity and outlook for the neighbouring apartments and the subject development.

As the siting of the central building adjacent to the northern boundary is considered to result in a better planning outcome, it is recommended that this minor departure to the master plan be supported. The draft Development Control Plan will be updated prior to public exhibition to reflect this outcome.

Boundary setback controls have been established within the draft Master Plan for the site and propose a 4m setback to George Street (or consistent with 27 George Street), 6m setback to the northern and southern boundaries and 8m setback from the rear boundary, abutting the railway line. The Interface Heights and Boundary Setbacks are provided as an extract of the draft Master Plan and are provided as *Attachment 3*.

Matters for Consideration

Draft Concord West Precinct Master Plan

The changes sought through the Planning Proposal to the LEP for this site are consistent with the draft Master Plan with respect to built form.

The table below outlines LEP provisions identified for the site under the existing controls, Draft Precinct Master Plan and the Planning Proposal submitted for the subject site.

	Existing Canada Bay LEP Controls	Draft LEP Controls under Concord West Precinct Master Plan	Proposed LEP Controls sought under the subject Planning Proposal
Zone	IN1 General Industrial	R3 Medium Density Residential	R3 Medium Density Residential
FSR	1:1	1.6:1	1.6:1
Height	12m	16m (4 storeys) & 22m (6 storeys)	16m (4 storeys) & 22m (6 storeys)

The urban design approach to the preparation of the draft Master Plan consistently applied a set of built form principles to all seven (7) renewal sites identified

within the Precinct. The urban design principles seek to respect the existing established low scale residential context of the area, whilst also providing a reasonable level of development to facilitate renewal, given the close proximity of sites within the precinct to the northern rail line and services. A finite balance was also sought with respect to achieving acceptable traffic impacts given the “peninsula” nature of the study area, with only a single access into and out of the study area via the George & Pomeroy Street intersection.

The draft Master Plan identifies a maximum height of four (4) storeys to the subject site fronting George Street, a maximum height of five (5) storeys to the middle building proposed on the site, and a maximum of six (6) storeys to the building proposed to the rear of the site. This built form is consistent with that proposed by the Planning Proposal.

The concept provided by the subject Planning Proposal seeks to achieve an increase in the proposed floor space ratio (FSR) from the existing 1:1 to 1.6:1 reflecting the 4 – 6 storey development form over 3 buildings. These buildings transition in height away from George Street to the rear of the site adjacent to the railway line. This density is considered an appropriate response to the site.

It is recommended that the LEP provisions sought by the Planning Proposal be supported for lodgement to the Department of Planning & Environment.

Traffic and Access

To inform the draft Concord West Master Plan, a draft Traffic, Transport, Accessibility and Parking Report was prepared.

To facilitate the additional 785 dwellings proposed by the Master Plan, as well as the traffic generated by the Victoria Avenue Community Precinct, the draft Traffic Report notes that the George Street/Pomeroy Street intersection will need to be upgraded through the construction of a southbound left turn slip lane, and the lengthening of “no parking” restrictions on the northbound approach.

Construction of the southbound slip lane was a recommendation of a Traffic, Pedestrian and Parking Impact Assessment Report prepared for the Victoria Avenue Community Precinct, and imposed as a condition of development consent for the site.

At the Council meeting of 19 April 2016, a Planning Proposal for Site 3 within the Concord West Master Plan (being 3 King Street, Concord West) was deferred, pending resolution of the outstanding improvements to the intersection of George Street, Beronga Street and Pomeroy Street, North Strathfield.

Whilst the upgrade of this intersection was required as a development Condition of Consent, works have not yet been undertaken. Council officers are currently liaising with Roads and Maritime Services and the Department of Education and Communities in relation to delivery of the proposed intersection upgrade.

However, it is noted that as a result of the Council Resolution of 19 April 2016, the advancement of these Planning Proposals are contingent on the completion of these upgrade works and as such, will only be submitted to the Department of Planning and Environment for Gateway Determination when Council (i.e. the elected body) is satisfied that the intersection works have been progressed.

A variety of other DCP controls and mechanisms are proposed to address traffic and access in the Concord West Precinct given the site's access to a train station including:

- Maximum resident car parking and minimum bicycle parking rates being imposed on future residential development.
- No access for new owners to any existing residential parking scheme.
- The provision of car share services.
- Improvements to the amenity of existing and the provision of new pedestrian and cycling environments.

Potential Flooding

The draft Concord West Flood Study identifies the subject site as being free of potential flooding associated with Powell's Creek.

In this regard, the Planning Proposal is consistent with the findings and recommendations of the draft Concord West Precinct Flood Study.

With respect to drainage, Council's engineer provides the following recommendations:

- any proposed development will need to comply with Council's Draft Development Control Plan (DCP) with respect to Flooding Controls for setting finished habitable floors and basement levels, as well as engineering specification for development for all stormwater controls.
- whilst the site is not located in known flood affected land, there is an upstream localised low point near the existing stormwater pit, which is susceptible to stormwater ponding. Therefore it is recommended that the proposed basement entry driveway be relocated to the other side of the site to avoid inundation from the street water;
- it is preferable for the site discharge to drain into the stormwater system in George Street; and
- basement car parking - sub-soil drainage to George Street will need to be piped into the Council underground stormwater drainage system, direct discharge to the kerb would not be supported for any basement car parking.

Site Investigations

In accordance with the requirements of State Environmental Planning Policy No. 55 – Remediation of Land (SEPP 55), the applicant is required to prepare a Detailed Environmental Site Investigation (DESI) confirming that the site is suitable (or will be suitable, after remediation) for the proposed use.

This investigation will need to be included within an addendum to the Planning Proposal for submission to the Department of Planning and Environment for Gateway Determination.

Development Control Plan

An amendment to the Canada Bay DCP is required to facilitate and control the nature and scale of development envisaged for the subject site by the draft Master Plan. DCP provisions have been prepared and propose amendments to Part 7 of the Canada Bay DCP. The proposed controls address site specific matters including, but not limited to, the number of storeys of development, upper level setbacks, interfaces between buildings and the public realm, pedestrian connections, vehicular access and parking rates.

The concept design seeks to locate the ‘central’ building adjacent to the northern boundary of the site and provide the communal open space to the south to adjoin with the communal open space at 23A George Street. As discussed earlier in the report, this departure to the master plan is supported on the grounds that siting the building closer to the northern boundary would reduce overshadowing impacts upon the communal open space of the adjoining property and improve the amenity for existing and future residents. It is recommended that this outcome be reflected in the draft DCP that is placed on public exhibition.

The proposed DCP amendment will need to be exhibited and approved by Council in accordance with process set out in the *Environmental Planning and Assessment Regulation (2000)*. A draft Development Control Plan providing measures with respect to Concord West is provided as *Attachment 4*.

Public Domain Improvements and Development Contributions

Complete Urban has prepared a draft Concept Plan and cost estimates for certain public domain improvements identified in the draft Concord West Precinct Master Plan, including streetscape and road and path upgrades (provided as *Attachment 5*). The public domain improvements are estimated to cost in the order of \$2,000,000. It is considered that the cost of these public domain improvements could reasonably be funded by development contributions from the redevelopment of the existing industrial sites.

Once finalised, the Concept Plan and cost estimates will be used to inform an amendment of the works schedule in the Canada Bay Section 94 Development Contributions Plan. This will allow for the spending of development contributions on the public domain improvements.

The Section 94 Development Contributions Plan will need to be amended and the draft Contributions Plan exhibited and approved by Council in accordance with process set out in the Environmental Planning and Assessment Regulation (2000). The amendment can be exhibited in conjunction with the Planning Proposal.

It is recommended that an amendment to the works schedule of the Canada Bay Section 94 Development Contributions Plan be prepared.

New Parramatta Road Project

The New Parramatta Road Project, being led by Urban Growth, is a program to renew the corridor from the Sydney CBD to the City of Parramatta.

The draft Parramatta Road Urban Renewal Strategy generally identifies the subject site as being within the Homebush Precinct. The Homebush Precinct has been identified for significant future growth given its central location and good access to transport and employment opportunities in Sydney Olympic Park, Burwood, Parramatta CBD, Rhodes, Macquarie Park and the Sydney CBDs, to complement the adjoining Sydney Olympic Park.

Council is unable to assess the Planning Proposal against more detailed planning for the New Parramatta Road Project as it has not yet released a final strategy, which is expected to be provided late 2016.

Additional Information

As identified above, it is recommended that an addendum to the applicant's Planning Proposal be prepared and submitted to the Department of Planning and Environment to further inform the Gateway Determination process.

It is recommended that the following be provided as part of the addendum:

- The Socio-Economic Study prepared by Hill PDA.
- The draft Concord West Precinct Master Plan prepared by JBA.
- The draft Concord West Precinct Flood Study prepared by Jacobs.
- Detailed Environmental Site Investigation
- Information on proposed community consultation (a 28 day consultation period and a standard consultation process is proposed).
- A project timeline.

Conclusion

The Planning Proposal is seeking to amend the Canada Bay LEP 2013 to facilitate the redevelopment of the subject site previously used for industrial purposes to medium density residential development and is consistent with planning provisions identified within the Concord West Precinct Master Plan.

It is therefore recommended that the Planning Proposal be supported for submission to the Department of Planning & Environment for a Gateway Determination, pending progression of the intersection upgrade works.

FINANCIAL IMPACT

The Planning Proposal application fee has been paid by the applicant.

Additional residential dwellings envisaged by the Planning Proposal will result in the collection of additional development contributions for the provision of community infrastructure.

RECOMMENDATION

1. THAT the Planning Proposal for 25 George Street, North Strathfield, prepared by Urbis, be deferred pending the progression of the Council Resolution of 19 April 2016, with respect to *Improvements to intersection of George Street, Beronga Street and Pomeroy Street, North Strathfield* to the City of Canada Bay Council's (ie the elected body) satisfaction.
2. THAT subject to the recommendation 1 being satisfied, the Planning Proposal for 25 George Street, North Strathfield, prepared by Urbis, be recommended for submission to the Department of Planning and Environment for a Gateway Determination with an addendum including a preliminary site investigation, a copy of the Concord West Socio-Economic Study, a copy of the draft Concord West Precinct Master Plan, a copy of the draft Concord West Precinct Flood Study, draft LEP flood planning controls, a draft flood planning area map, information on proposed community consultation, and a project timeline.
3. THAT Council request delegation from the Department of Planning and Environment to manage the plan making process.
4. THAT authority be delegated to the General Manager to make any minor modifications to the Planning Proposal following receipt of a Gateway Determination.
5. THAT the Planning Proposal be approved for public authority consultation and public exhibition following receipt of a Gateway Determination.
6. THAT Council note that should the Planning Proposal proceed to exhibition, that following consideration of any submissions, the Planning Proposal will be reported back to Council.
7. THAT a draft amendment to the Canada Bay Development Control Plan be prepared for the subject site in accordance with the draft Concord West Precinct Master Plan and be placed on public exhibition.

8. THAT an amendment to the Canada Bay Development Contributions Plan be prepared to include Public Domain Works identified in the Concord West Precinct Master Plan

Attachments:

1. Planning Proposal (Circulated under separate cover)
2. Concord West Master Plan – Extract
3. Existing and Proposed LZN Map
4. Existing and Proposed HOB Map
5. Existing and Proposed FSR Map
6. Draft Development Control Plan (Part 6 - Circulated under separate cover)

**ITEM 25 GEORGE STREET NORTH STRATHFIELD -
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Mr P Strudwick, representing Urbis, addressed Council.

RESOLVED

(Crs Kenzler/Megna)

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2. THAT subject to the recommendation 1 being satisfied, the Planning Proposal for 25 George Street, North Strathfield, prepared by Urbis, be recommended for submission to the Department of Planning and Environment for a Gateway Determination with an addendum including a preliminary site investigation, a copy of the Concord West Socio-Economic Study, a copy of the draft Concord West Precinct Master Plan, a copy of the draft Concord West Precinct Flood Study, draft LEP flood planning controls, a draft flood planning area map, information on proposed community consultation, and a project timeline.
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8. THAT an amendment to the Canada Bay Development Contributions Plan be prepared to include Public Domain Works identified in the Concord West Precinct Master Plan

9. THAT the Mayor write to the Minister for Education and Member for Strathfield seeking confirmation of when the Department will comply with Condition 73 of the Development Consent No. 505/2012.

(FOR: Crs Ahmed, Cestar, Fasanella, Kenzler, McCaffrey, Megna,
Parnaby and Tyrrell)

(AGAINST: Nil)