

Item No: C1018(2) Item 10**Subject:** PLANNING PROPOSAL ASSESSMENT REPORT - 1-5 CHESTER STREET, ANNANDALE**Prepared By:** Gunika Singh - Strategic Planner**Authorised By:** David Birds - Group Manager Strategic Planning**SUMMARY**

Council received a Planning Proposal from ae design partnership on 2 February 2018 for 1 - 5 Chester Street, Annandale, requesting an amendment to the Leichhardt Local Environmental Plan (LEP) 2013. The Proposal seeks to rezone the site from Light Industrial (IN2) to Medium Density Residential (R3), increase the floor space ratio to 2.6:1 and introduce a new height control of 17m. This would enable a six storey residential flat building development with approximately 44 apartment units. A site-specific development control plan is also proposed as part of the application. The site is located in the Camperdown Precinct of the Parramatta Road Corridor Urban Transformation Strategy (PRCUTS), but is not earmarked for redevelopment until after 2023.

This report recommends that Council should not refer the Proposal to the NSW Department of Planning and Environment for Gateway Determination in accordance with s3.33 of the *Environmental Planning and Assessment Act 1979* (the Act).

The report was presented to the Inner West Planning Panel for advice on 11 September 2018. This referral is required under the new s2.19 of the Act. The Panel supported the Council officer's conclusions not to support the subject Planning Proposal. The Panel's advice has been taken into consideration when making a recommendation to Council in this report.

A Strategic Merit assessment has been carried out against the Department of Planning and Environment's "A Guide to preparing Planning Proposals". The Planning Proposal fails to meet the requirements of this strategic merit test. It is also inconsistent with the key objectives of Greater Sydney Region Plan 2018, Eastern City District Plan 2018 and the recommendations of PRCUTS.

This Planning Proposal application has been submitted at a critical time in strategic and infrastructure planning for the broader Inner West Council area and the Parramatta Road Corridor. There are several relevant strategic planning projects currently underway at local and State level, most notably the new Inner West Local Environmental Plan (LEP) and Development Control Plan (DCP), Local Housing Strategy, Local Infrastructure Contributions Plan and the Camperdown Ultimo Collaboration Area Place Strategy.

These broad-scale strategic planning projects are the best means of reviewing the planning controls for the subject site and other sites in urban renewal areas such as Parramatta Road and the Sydenham to Bankstown Corridor particularly where ad hoc private planning proposals would undermine systematic forward planning. This is an additional reason that the Planning Proposal should not be supported.

For the same reason, this report also recommends that Council should take a policy position to decline to accept new private planning proposals in the urban renewal areas of Parramatta Road and Sydenham to Bankstown Corridor until the new Inner West LEP, DCP and Contributions Plan are completed. This recommendation is reinforced with another recommendation that the Minister for Planning be requested to suspend rezoning review requests in these corridors for the same period.

If the Minister for Planning does not accept this request and Council as Planning Proposal Authority does not accept such private planning proposals, it would have to address potential rezoning reviews by submissions to the Sydney Eastern City Planning Panel.

RECOMMENDATION**THAT:**

1. Council does not support the Planning Proposal for the reasons outlined in the report including that:

- a) It fails the Strategic Merit Test of "A guide to preparing planning proposals" as it is inconsistent with key objectives and priorities of the Greater Sydney Region Plan 2018; Eastern City District Plan 2018; and Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) 2016.

Specifically, the Planning Proposal is inconsistent with the following elements of PRCUTS:

- i. Policy context and the Strategy's vision for the Corridor and especially for the Camperdown precinct which is for residential development including affordable, student and key workers accommodation to support biotechnology and employment uses;
 - ii. Implementation Tool Kit including the Implementation Plan 2016-2023, Planning and Design Guidelines, Infrastructure Schedule and Urban Amenity Improvement Plan;
 - iii. Reference Reports including the Precinct Transport Report, Fine Grain Study and Sustainability Implementation Plan;
 - iv. Exceeds the Planning and Design Guidelines recommended density by 73.3% without satisfactorily demonstrating that the proposal would achieve better built form outcomes or design excellence; and
 - v. Does not meet the requirements of the Parramatta Road Implementation Plan 2016 - 2023 '*Out of Sequence Checklist*' criteria.
- b) It is inconsistent with the Ministerial Directions issued under Section 9.1 of the Environmental Planning and Assessment Act 1979 including Directions No. 1.1 - Business and Industrial Zones, 7.1 - Implementation of A Plan for Growing Sydney and 7.3 - Parramatta Road Corridor Urban Transformation Strategy;
- c) It is inconsistent with the Inner West Council Community Strategic Plan 2018;
- d) It is inconsistent with Leichhardt Employment and Economic Development Plan 2013 - 2023, Leichhardt Employment Lands Study 2014 and Leichhardt Industrial Precinct Planning Report 2016 and would result in loss of employment and urban services land;
- e) It is premature in the light of the prospective outcomes of strategic planning studies and projects underway at State and Local Government levels;
- f) It does not demonstrate that it will make an adequate contribution towards the provision of affordable housing which is inconsistent with the objectives of the Greater Sydney Region Plan 2018, Eastern City District Plan 2018 and Council's Affordable Housing Policy; and
- g) Support of this Planning Proposal would result in a premature and adverse development precedent in the Camperdown Precinct and for other sites in the
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Parramatta Road Corridor Strategy area.

2. **Should the proponent request a Rezoning Review by the NSW Department of Planning and Environment, delegation is given to the Group Manager of Strategic Planning to lodge a submission to the review process in accordance with this report and Council's related resolution.**
 4. **Council prioritise preparation of a Masterplan for the Camperdown Precinct in collaboration with health and education stakeholders to support the development of innovative and incubator biotechnology activities in the area.**
 5. **Council resolves as the planning proposal authority for the Inner West LGA to not accept any new private planning proposals in the urban renewal areas of Parramatta Road Corridor and Sydenham to Bankstown Corridor until the completion of the Inner West LEP, DCP and Infrastructure Contributions Plan.**
 6. **Council write to the Minister for Planning to request a similar arrangement to that provided for the City of Ryde Council whereby the rezoning review process is suspended for planning proposals in the Parramatta Road and Sydenham to Bankstown Corridors from 30 October 2018 to 1 November 2020.**
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1.0 OVERVIEW OF PROPOSAL

The Planning Proposal (Attachment 3) submitted to Council by ae design partnership seeks to amend LLEP 2013 to establish R3 Medium Density Residential controls to facilitate redevelopment of 1 - 5 Chester Street, Annandale. The Planning Proposal is accompanied by a proposed amendment to Leichhardt Development Control Plan (LDCP) 2013 (Attachment 6) which also includes site specific controls for the property.

The key components are:

- Rezoning the subject site from Light Industrial (IN2) to Medium Density Residential (R3).
- An uplift in Floor Space Ratio (FSR) from 1:1 to 2.6:1.
- Introduction of a new height control of 17m for the site resulting in a 5 storey building facing Chester Street and a 6 storey building facing Johnstons Creek.

2.0 APPLICATION HISTORY

- D/2002/292 - Development Application - Ancillary sale of motor vehicles from motor vehicle repair shop - Approved on 10 August 2002.
- Pre-Planning Proposal - Lodged on 24 July 2017 - Rezone the site from IN2 Light Industrial to R3 Medium Density Residential with a maximum Floor Space Ratio of 2.4:1 and a maximum building height of 17m - Advice provided on 26 October 2017.
- Planning Proposal (Current application) - Lodged on 2 February 2018 - Rezone the site from IN2 Light Industrial to R3 Medium Density Residential with a maximum Floor Space Ratio of 2.6:1 and a maximum building height of 17m - Reported to the Inner West Planning Panel on 11 September 2018.

3.0 SITE AND SURROUNDING CONTEXT

The site is a triangular shaped 1,307 sqm lot in the Camperdown precinct of LDCP (Figure 1). The site is located at the end of the Chester Street cul-de-sac, approximately 300m from Parramatta Road and 3.5 km from the Sydney CBD (Figure 2).

The site has a 44m frontage to Chester Street and 55m frontage to Johnstons Creek. The site slopes down by approximately 1m from the southern boundary to the northern and eastern boundaries.

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Figure 1- Location of site (shown in blue) in the context of Camperdown precinct (shown in red).



Figure 2 Aerial view of the site (shown in red) looking towards the CBD.



Figure 3 - Extract from the zoning map of LLEP 2013. Subject site shown in red.

The site currently accommodates a part one and part two storey industrial building, which provides car repair services (Figure 4). The northern boundary of the site adjoins Johnstons Creek. There are one and two storey single residential terrace dwellings to the north and east of the site and two or three storey industrial warehouse buildings to the south and west.

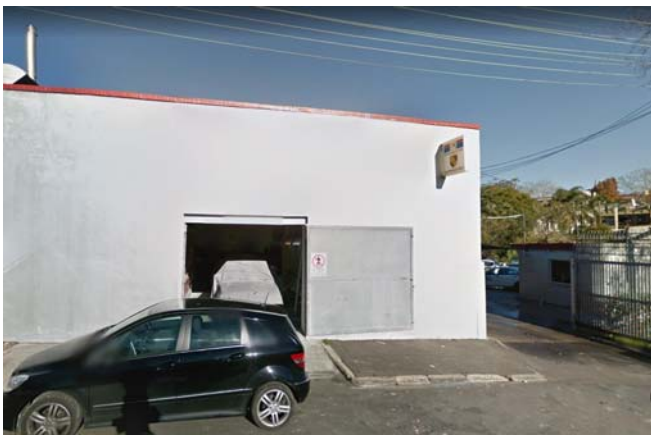


Figure 4 - Existing warehouse when viewed from Chester Street.



Figure 5 - Subject site when viewed from Douglas Grant Memorial Park.



Figure 6 - Surrounding residential buildings to the north of Johnstons Creek.



Figure 7 - Kennards Storage Warehouse at 1 - 19 Booth Street opposite the subject site

The site is in an IN2 Light Industrial zone under LLEP 2013 which states the following objectives for the zone:

- To provide a wide range of light industrial, warehouse and related land uses.
- To encourage employment opportunities and to support the viability of centres.
- To minimise any adverse effect of industry on other land uses.
- To enable other land uses that provide facilities or services to meet the day to day needs of workers in the area.
- To support and protect industrial land for industrial uses.
- To retain existing employment uses and foster a range of new industrial uses to meet the needs of the community.
- To ensure the provision of appropriate infrastructure that supports Leichhardt's employment opportunities.
- To retain and encourage waterfront industrial and maritime activities.
- To provide for certain business and office premises and light industries in the arts, technology, production and design sectors.

The site has a maximum permissible FSR of 1:1 and no height control in the LLEP 2013. The public reserve to the north of the site is zoned RE1 Public Recreation. The application proposes to rezone the site to R3 Medium Density Residential, increase the FSR of the site to 2.6:1 and introduce a height control of 17m.

The site is a Flood Planning Area and has a 100 year Flood Planning Level plus 500mm freeboard requirement, which indicates that the minimum freeboard floor level of the development including units/ dwellings should be a minimum of RL5.45.

The basement carpark needs to be protected up to the Probable Maximum Flood (PMF) level which is RL8.40. There is no minimum RL for the basement; however any part of the basement below the flood level will have to be flood proofed up to the PMF level.

The site does not contain heritage items and is not within any conservation area but is adjacent to the Draft Annandale Conservation Area extension.

3.0 BACKGROUND

The site is in the Camperdown precinct of Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) which is a State Government endorsed strategy for the revitalisation of Parramatta Road corridor given statutory force via a Section 9.1 Ministerial Direction in November 2016 (Figure 8).

PRCUTS is a plan to drive and inform land use planning and development decisions as well as long term infrastructure delivery programs in the Parramatta Road Corridor. The Strategy is supported by an Implementation Tool Kit and comprises the following documents:

- Parramatta Road Urban Transformation Strategy
- Implementation Tool Kit:
 - Implementation Plan 2016 - 2023
 - Planning and Design Guidelines
 - Infrastructure Schedule
 - Urban Amenity Improvement Plan

Delivery of the Strategy relies on the implementation of the principles in PRCUTS and will occur over 30 years in the following indicative timeframes:

- Short term - 2016 - 2023
- Medium term - 2023 - 2036
- Long term - 2036 - 2050

The site is outside the PRCUTS '2016 - 2023 Release Area' which means that the redevelopment of the site should ideally be in the medium to long term between 2024 and 2054.

The Strategy will be implemented through:

- State Environmental Planning Policies for priority precincts (in the corridor to the west of the IWC local government area)
- Planning proposals prepared by landowners or developers
- Comprehensive LEP reviews undertaken by councils

Section 117 Ministerial Direction

Gives the Parramatta Road Corridor Urban Transformation Strategy and Implementation Tool Kit statutory weight.

Policy Framework



Urban Transformation Strategy

- 30 year vision
- 56,000 additional people
- 27, 000 homes and 50,000 jobs
- integrated land use and transport plan
- eight Precincts in which growth will be focussed
- seven land use and transport principles
- Strategic Actions to implement the Strategy

Implementation Tool Kit



Implementation Plan 2016 - 2023

- staging/sequence strategy
- Precinct Plans including land uses and necessary infrastructure
- Out of Sequence Checklist



Planning and Design Guidelines

- suggested land use and built form controls for the entire Corridor
- land uses, heights, densities, open space, movement and circulation for each Precinct



Urban Amenity Improvement Plan

- \$198m program of local amenity works



Infrastructure Schedule

- costed and prioritised for local, regional and state infrastructure

Figure 8 - Structure of Parramatta Road Strategy Documents.

The key targets in the Strategy for the Camperdown area are:

- 1,400 new people by 2050
- 700 new homes by 2050
- 2,300 new jobs by 2050

Figure 9 illustrates the broad PRCUTS land use policy directions for the Precinct.

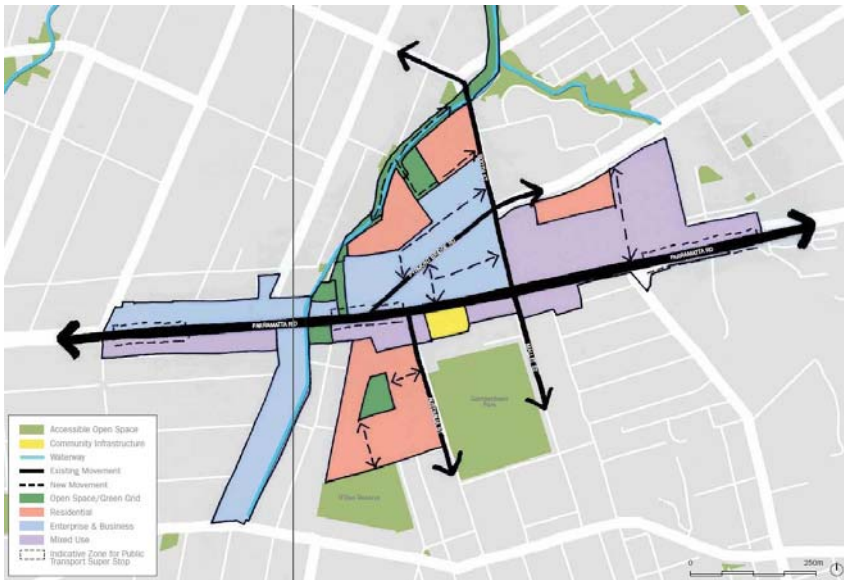


Figure 9 - Structure plan for the redevelopment of Camperdown precinct

PRCUTS sets out key actions associated with land uses; transport and movement; place-making; and open space, linkages and connections; and makes recommendations for future zoning, height and density controls to ensure a place-based approach for future development of the Corridor. Key actions related to the subject site and Camperdown precinct are considered in more detail later in this report.

The PRCUTS Implementation Plan 2016 - 2023 provides a methodological and sequential approach for growth and the alignment of infrastructure provision with that growth. As noted earlier, the site is outside the PRCUTS '2016 - 2023 Release Area' which means that the redevelopment of the site should ideally be in the medium to long term between 2024 and 2054. (Refer to the Figure 10 below).

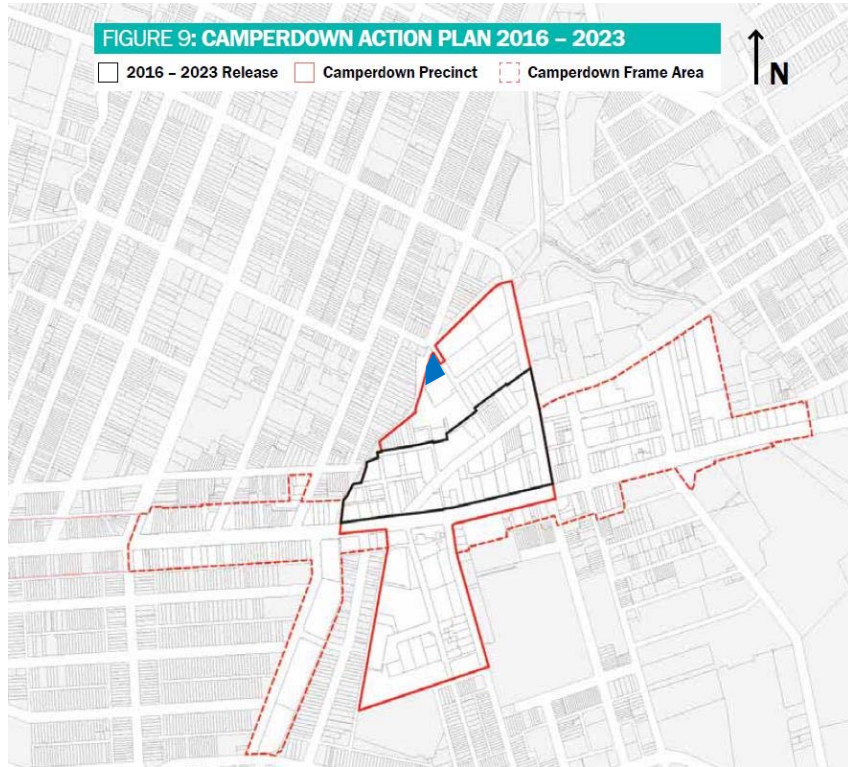


Figure 10 - Extract from the PRCUTS Implementation Plan - Camperdown Action Plan 2016 - 2023. Subject site out of the 2016 - 2023 release area shown in blue.

Proposals that depart from this staging need to be assessed on their merit against the PRCUTS 'Out of Sequence Checklist' criteria to ensure that changes to the land use zones and development controls are timely and can be justified against the Principles and Strategic Actions of the Strategy.

PRCUTS recommendations and requirements have been taken into consideration in the assessment of this Planning Proposal.

4.0 THE PLANNING PROPOSAL

The Planning Proposal seeks to amend the provisions of LLEP 2013 for land use, FSR and height of building as they apply to the site. The application is supported by information as follows:

- Urban Design Report by ae design partnership for a residential building of part 5 part 6 storeys and one level of basement;
- Site-specific LDCP 2013 amendment;
- Letter(s) of offer - Local and State contributions by ae design partnership;
- Traffic and Transport Assessment by Varga Traffic Planning;
- Economic Impact Assessment by AECOM;
- Environmental Assessment Report and Remedial Action Plan by Covas Pty Ltd;

- Heritage Impact Assessment by Architectural Projects Pty Ltd;
- Social Impact and Housing Affordability Assessment Report by Cred Consulting;
- Flooding and Stormwater Management Planning Report by Sparks and Partners;
- Acoustic Assessment by Corvas Pty Ltd;
- PRCUTS Out of Sequence documents:
 - Design Excellence Statement by ae design partnership and DKO Architecture;
 - Stakeholder Engagement Report by Ethos Urban; and
 - Integrated Infrastructure Delivery Plan by Northrop.

The application primarily relies on the land use and development controls recommended in the PRCUTS including zoning and height recommendations to justify the Planning Proposal. The Proposal heavily relies on the recommended height control (17m) in PRCUTS to justify the increased FSR of 2.6:1 which would breach the recommended PRCUTS FSR of 1.5:1. The proposal would result in a part 5/ part 6 storey development with 42 units and one level of basement car parking.

The following table provides a comparative analysis of the site's current controls, PRCUTS recommended controls and the proponent's proposed controls:

Criteria	Current LEP controls	PRCUTS recommendations	Proposed Controls
Zoning	IN2 Light Industrial	R3 Medium Density Residential - Focus residential development on student, key worker and affordable housing.	R3 Medium Density Residential - Market Housing.
FSR	1:1	1.5:1	2.6:1
Height	No control	17m (or 4 storeys)	17m (or 6 storeys)

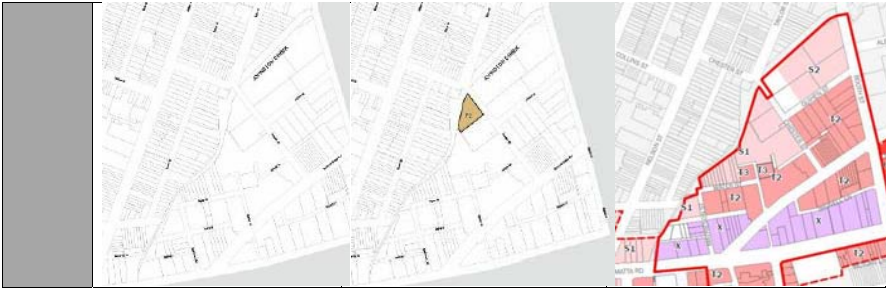


Table 1 - Comparison of the site's existing, recommended (PRCUTS) and proposed controls.

5.0 ASSESSMENT OF THE PLANNING PROPOSAL

The Planning Proposal application including the supporting documentation has been assessed with consideration given to current planning strategies and controls at State and local level, strategic planning projects currently underway and the Department of Planning's A Guide to Preparing Planning Proposals.

Overall, it is considered that the Planning Proposal provides adequate documentation for Council to determine whether the Planning Proposal has merit to proceed to the Gateway Stage. However, there are key issues with the Planning Proposal as discussed further in this report which indicate that the Planning Proposal should not be supported in its current form. A detailed assessment of the Planning Proposal is also provided in the Planning Proposal assessment checklist attached to this report (Attachment 1).

Without prejudicing the final conclusion of this assessment, the detailed level of information provided by ae design for the proposed medium density residential development is thorough and comprehensive. However, the proposal does not adequately pass the overall strategic test and should not be supported in its current form. The following discussion highlights the key issues.

The tabulated analysis below assesses the adequacy of the supporting information supplied with the Planning Proposal and whether it meets the aims and objectives of the strategic framework in DPE's 'Guide to preparing planning proposals.'

Part 1 Objectives and intended outcomes

Guideline Requirements	
2.1	Requires a concise statement setting out the objective or intended outcomes of the planning proposal.
	The proponent's stated objectives or intended outcomes are unsatisfactory because: <ul style="list-style-type: none"> 'A guide to preparing planning proposals' requires a concise statement setting out the objectives or intended outcomes of the planning proposal. The proponent's statement is not specific enough to reliably define the likely outcome of the proposal. In terms of overall strategic merit, it is agreed that the subject site has potential to accommodate residential uses, increased FSR and height controls. The site is located in Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) area which has a recommendation for rezoning from industrial to medium density residential. However, the Planning Proposal is inconsistent with a number of other key recommendations of PRCUTS as detailed later in

	<p>this report and consequently, should not be supported.</p> <ul style="list-style-type: none"> • The Proposal suggests it would provide affordable/ student housing in accordance with the development incentives available in State Environmental Planning Policy (SEPP) (Affordable Rental Housing) 2009, but only in the context of a future development application. The proponent's objective is misleading as affordable housing that might be provided at the development application stage subject to the bonus floor space provisions of the SEPP 2009 is not directly related to the intent of this Planning Proposal. • The Proposal also seeks to provide open space along the site's northern edge as part of an open space and movement corridor along Johnstons Creek between Booth Street and Parramatta Road. The proponent's objective is considered to be acceptable; but no clear provision has been made in the Proposal to make this useful public open space as explained later in this report.
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Part 2 Explanation of Provisions

Guideline Requirements	
2.2	Requires a more detailed statement of how the objectives or intended outcomes are to be achieved.
	The proponent has addressed this requirement but the Planning Proposal is not supported for the reasons expressed above and in other sections of this report.

Part 3 Justification

Guideline Requirements	
2.3	Requires adequate justification documentation to be provided for the specific land use and development standards proposed to the LEP.
2.3.1	Questions to consider when demonstrating the justification
Section A - Need for Planning Proposal	
Q1	Is the planning proposal part of any strategic study or report?
	The subject site forms part of the PRCUTS which recommends future development controls for the site. However, as detailed later in this report, the Proposal is inconsistent with the requirements of PRCUTS including the Implementation Plan 2016 - 2023 Out of Sequence checklist and its Planning and Design Guidelines and should not be supported.
Q2	Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?
	<p>The PRCUTS includes the Parramatta Road Corridor Implementation Toolkit which recommends that one of the pathways to implement the recommended land uses and development controls identified within the Strategy is the LEP Gateway (Planning Proposal) process.</p> <p>However, this Planning Proposal departs from the staging identified under the Implementation Plan 2016 – 2023 and comes in advance of studies and strategies underway at local and State government to inform future development controls for the PRCUTS corridor, the Camperdown Ultimo Collaboration Area, and the new Inner West Council local area.</p> <p>The future of the Proposal site should be considered as part of the broader strategic planning framework rather than an ad hoc Planning Proposal. This would ensure that a systematic approach will be taken when determining the future development of the site and the surrounding area. It would be best, therefore, to</p>

	defer the Proposal until the finalisation of comprehensive IWC LEP, DCP and Infrastructure Contributions Plan which would also potentially align with the staging sequence recommended in PRCUTS Implementation Plan 2016 - 2023.
Section B - Relationship to strategic planning framework	
Q3a	Does the proposal have strategic merit? Is it:
i.	Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment.
	<p>The following regional/district/corridor plans apply to the site:</p> <ul style="list-style-type: none"> Greater Sydney Region Plan 2018 (GSRP) - A Metropolis of Three Cities Eastern City District Plan (ECDP) 2018 Parramatta Road Corridor Urban Transformation Strategy (2016) <p>The Planning Proposal is consistent with some of the objectives and actions of GSRP and ECDP but fails to achieve sufficient consistency with following key objectives of GSRP and priorities of ECDP. A detailed analysis of the Proposal against these directions, objectives and priorities is provided in Attachment 1.</p> <p>Direction 1: A city supported by infrastructure</p> <ul style="list-style-type: none"> <i>Objective 2: Infrastructure aligns with forecast growth - growth infrastructure compact.</i> <i>Strategy 2.1 - Align forecast growth with Infrastructure.</i> <i>Strategy 2.2 - Sequence infrastructure provision across Greater Sydney using a place-based approach.</i> <i>E1: Planning for a city supported by infrastructure.</i> <p>Direction 2: A collaborative city</p> <ul style="list-style-type: none"> <i>Objective 5: Benefits of growth realised by collaboration of governments, community and business.</i> <i>E2: Working through collaboration.</i> <ul style="list-style-type: none"> <i>Action 7: Identify, prioritise and deliver Collaboration Areas.</i> <p>Direction 3: A city for people</p> <ul style="list-style-type: none"> <i>Objective 6: Services and infrastructure meets communities' changing needs.</i> <i>Objective 9: Greater Sydney celebrates the arts and supports creative industries and innovation.</i> <i>E3: Providing services and social infrastructure to meet people's changing needs.</i> <p>Direction 4: Housing the city</p> <ul style="list-style-type: none"> <i>E5: Providing housing supply, choice and affordability with access to jobs and services.</i> <p>Direction 7: Jobs and skills for the city</p>

- *Objective 23: Industrial and urban services land is planned, retained and managed.*
- *Strategy 23.1: Retain, review and plan industrial and urban services land in accordance with the principles for managing industrial and urban services land.*
- *E11: Growing investment, business opportunities and jobs in strategic centres.*
- *E12: Retaining and managing industrial and urban services land.*

Direction 8: A city in its landscape

- *Objective 27: Biodiversity is protected, urban bushland and remnant vegetation is enhanced.*
 - *Strategy 27.1 - Protect and enhance by:*
 - *Managing urban bushland and remnant vegetation as green infrastructure*
 - *Managing urban development and urban bushland to reduce edge effect impacts.*
- *Objective 31: Public open space is accessible, protected and enhanced.*
- *Objective 32: The Green Grid links parks, open spaces, bushland and walking and cycling paths.*
- *E15: Protecting and enhancing bushland and biodiversity.*
- *E17: Increasing urban tree canopy cover and delivering Green Grid connections.*
- *E18: Delivering high quality open space.*

Direction 9: An efficient city

- *Objective 33: A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change.*
- *Objective 34: Energy and water flows are captured, used and re-used.*
- *Objective 35: More waste is re-used and recycled to support the development of a circular economy.*
- *E19: Reducing carbon emissions and managing energy, water and waste efficiently.*

The Planning Proposal is also inconsistent with Strategy documents in the following ways:

Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) 2016 Policy Framework:

The Planning Proposal does not adequately contribute towards achievement of the following Key Actions:

Land Uses

- *Prioritise Camperdown Precinct for **biotechnology and employment uses** that support the growth of the nearby institutions*
- *Focus residential development on **students, key workers, and affordable housing.***

Open space, linkages and connections:

- *Provide **new open spaces** in the Hordern Place Industrial Area, and in the north of the Precinct adjacent to Johnstons Creek.*
- *Prioritise works to **complete the Johnstons Creek green corridor**, connecting the Precinct to the Bicentennial Parklands and the harbour foreshore walks.*
- *Provide **new cycle routes** along Johnston's Creek, Mathieson Street, **Chester Street** and Guihen Street to improve connections with other cycleways.*

PRCUTS Implementation Plan 2016 - 2023:

The Planning Proposal departs from the staging identified under the Implementation Plan 2016 – 2023. It also does not meet the criteria of the Out of Sequence checklist as detailed in the Attachment 2 and therefore, should not be supported.

PRCUTS Planning and Design Guidelines:

The large bulk and scale of the proposed development in association with its approach to urban design and relationship to the surrounding area make the Planning Proposal inconsistent with the following sections of Camperdown Guidelines:

- 12.4 - Future Character and Identity
- 12.5 - Open Space, Linkages and Connections and Public Domain
- 12.8 - Green edge setbacks, Transitions and Activity and Commercial Zones
- Recommended Planning Controls
 - Land use (textual)
 - Building Heights (textual)
 - Densities (Map)

PRCUTS Infrastructure Schedule

The Planning Proposal is supported by an Integrated Infrastructure Delivery Plan (IIDP) prepared by Northrop (Attachment 15) which attempts to populate the Infrastructure Schedule for the Camperdown precinct.

Council officers are of the view that the PRCUTS's Infrastructure Schedule cannot be readily applied to determine accurate infrastructure contributions as the Council and State Government have not yet completed the infrastructure, transport and traffic studies necessary to update the 2016 cost estimates or capture the costs of infrastructure not covered by the Schedule.

In this context, the Schedule acknowledges that it is based on a high level analysis of population, dwelling and employment projections for the Corridor that will require

additional detailed investigation. There are also gaps in this Schedule which cannot adequately be addressed until such time as Council implements a new local Contributions Plan. Its preparation will require additional analysis including audits of existing facilities and preparation of needs studies for the wider local government area beyond the Corridor.

There are reservations about the methodology used; formulas applied and the conclusions of the IIDP. Overall, it is noted that the proponent has underestimated the level of construction rates for projects listed, but not quoted in the Infrastructure Schedule. The Council's Property Capital Projects team have provided the following detailed analysis of these proposed rates in the Infrastructure schedule (p. 55 of Attachment 15):

Active Transport Network

- **Items 1-13:** These works cannot be precisely estimated as the scope of works is broad and generic. Notwithstanding this the proposed base rate of \$225/m is very low and the recommended rate would be approximately \$350/m with some works such as site establishment being as high as \$950/week.

Community Infrastructure

- **Item 14 - Meeting Space:** Proponent's rate equates to \$2,500/ m² for a new building. This is very low and is anticipated to be approximately \$3,500/m² or \$1.5M.
- **Item 15 - Cultural space:** Proponent's rate equates to \$200K/ building refurbishment which is low. This is generic without knowing which buildings are chosen and the extent of the refurbishment. In Council's view the rates should be approximately \$350K-\$400K per building.
- **Item 16 - Childcare:** Council recently completed a 60 places childcare building at Leichhardt park for \$3.5M. Using this rate would mean 49 places equates \$2.86M. The rate quoted (\$2M) is poor and probably excludes landscaping, furniture, fixtures and equipment.
- **Item 17 - Outside of school hours:** Should be the same as above.

Road/ Intersection Upgrade

- **Item 18:** This rate cannot be adequately commented until Council has completed its precinct wide traffic modelling;

Open Space and Recreation

- **Item 19–24:** All the proposed rates are too generic and may apply to other areas of Sydney, however all IWC grounds usually have some form of contamination and the remediation costs are quite high. That rate should be more like \$400/m².

Camperdown Precinct Urban Amenity Improvements Program

- **Items 26-27 Proposed cycling link:** The proposed rates for design, lighting and a proper cycling path have been very poorly quoted. Based on Council's recent works or the upgrade of the path (2.5m to 3m asphalt footpath and new lights between Marion Street and Parramatta Road, the

rate ended up in the vicinity of \$1,600/ m). For new work this should be more like \$1,800- \$2,000/m instead of the proposed rate \$255/m.

Council is currently preparing its new developer contributions plan which will build financial capacity for provision of additional infrastructure in the Corridor and support future population growth in the Inner West LGA. In the absence of this critical information, Council officers are not in a position to reliably confirm the proponent's calculations and rates. Local infrastructure cannot be adequately levied for this type of proposed spot rezoning in the PRCUTS corridor until IWC adopts a new developer contributions plan.

Support of this Proposal could compromise the holistic and inclusive basis for achieving wider strategic planning objectives at local and State government level.

PRCUTS Urban Amenity Improvement Plan (UAIP)

UAIP identifies the following works for Camperdown precinct:

- *New north-south pedestrian and cycle connection along Johnstons Creek from Booth Street to Parramatta Road (Refer to the image below).*
- *Public domain improvements and cycle connection to Pyrmont Bridge Road between Parramatta Road and Mallett Street.*



Figure 11 - Extract from the UAIP (page 35) indicating the required infrastructure improvements for Camperdown precinct.

The identified works in point 1 above are the most relevant works for this Proposal site which adjoins Johnstons Creek but PRCUTS also identifies the following related projects:

- *Concrete shared path between Badu Park and Chester Street playground*
- *Lightweight cantilevered walkway over the existing channel between Chester Street playground and Mathieson Street.*

The proposed conceptual diagram in the above Figure 11 envisages a landscaped edge along both sides of the stormwater channel. The concept design for the Planning Proposal does not make an adequate contribution towards achieving this vision. The proposed basement setback (nil to 2m) cannot accommodate the modest to large scale trees that would be needed to create this 'landscaped edge'.

It is also envisaged that this landscaped edge would be a continuous link along the eastern side of Johnstons Creek. Support of this concept design without an adequate landscaped setback would set an adverse precedent for the landowners and developers of adjoining properties and compromise Council's vision to achieve a green corridor along the creek.

In addition, the original Planning Proposal sought to provide a new east-west pedestrian and cycling bridge at the south-western end of the site. This second bridge was considered unnecessary in light of Council's own current project to reinstate the existing bridge at the northern end of the site and would replicate its function. The proposed extra bridge also would not provide a link between any key points other than the site itself and would therefore, be superfluous. The revised Planning Proposal submitted in response to Council's preliminary comments deletes the proposed bridge and seeks to make contributions towards Council's replacement of the existing bridge.

A new north-south pedestrian and cycle link along Johnstons Creek corridor on the subject site and across the neighbouring sites is desirable as recommended in PRCUTS. Council officers are not in a position yet to confirm the finer details of the envisaged north-south Johnstons Creek link as no associated work or studies have been undertaken at this stage to identify the cost/ delivery mechanisms and design for these works.

Any monetary contributions or potential land reservations required for the delivery of these works, therefore, cannot be accurately determined at this stage. The Planning Proposal should not be supported until such time as Council completes this piece of work and other broader strategic planning works which would assist in the making of an informed decision regarding the redevelopment of this site.

PRCUTS Precinct Transport Report

From a transport and traffic perspective with information currently available, the projected traffic volume levels (both the applicant's and Council's estimates) are generally acceptable for the adjacent street network. In addition, as the precinct develops public transport along Parramatta Road should be enhanced and mode share should increasingly move toward sustainable transport modes with a reduction in private vehicle use.

The proposed design concept indicates a mix of 1 and 2 bedroom apartment units with 15 one bedroom units and 27 two bedroom units. In accordance with the recommended maximum car parking rates in the PRCUTS Precinct Transport Report for Camperdown, the Proposal should provide a maximum of 23.4 car parking spaces (calculated @ 0.3 spaces for 1 bedroom and 0.7 spaces for 2 bedroom units).

In the proponent's letter to Council dated 29 May 2018, it was indicated that the proposal would provide 24 car parking bays 'less than the maximum requirement of PRCUTS'. This calculation is incorrect as the 23.4 car parking spaces would only be acceptable if the Proposal met the PRCUTS recommendations for provision of car sharing, unbundled or decoupled parking. The proponent has indicated that car share, unbundled or decoupled parking will not be considered until the future development application stage so the proposal fails to demonstrate how these measures could be achieved at the Planning Proposal stage.

It should also be acknowledged that until Council adopts new Development Control Plan parking controls, the Proposal's parking provision does not comply

	<p>with LDCP standards.</p> <p>The PRCUTS Precinct Transport Report also stipulates that <i>'prior to any rezoning commencing, a Precinct wide traffic study and supporting modelling be completed which will consider the proposed land uses and densities, as well as future WestConnex conditions, and identify the necessary road improvements and upgrades that are required to be delivered as part of any proposed renewal in the Camperdown precinct'</i>.</p> <p>This Planning Proposal comes in advance of any such work being completed and should not be supported.</p> <p>PRCUTS Fine Grain Study:</p> <p>The Proposal has been assessed in detail against the requirements of the Fine Grain Study in Attachments 1 and 2.</p> <p>The Planning Proposal does not adequately meet the Fine Grain planning and design guidelines and should not be supported.</p> <p>PRCUTS Sustainability Implementation Plan</p> <p>The Planning Proposal relies on a future Development Application to demonstrate consistency with the relevant Sustainability and Resilience Principles. This is inconsistent with the recommendations of the PRCUTS which require a 'Planning Proposal' to sufficiently demonstrate that it would achieve or exceed the sustainability targets as identified in the Strategy.</p> <p>Conclusion:</p> <p>The Planning Proposal fails to meet the Strategic Merit test as it is inconsistent with the GSRP, ECDP and PRCUTS and therefore, should not be supported.</p>
ii.	<p>Consistent with a relevant local council strategy that has been endorsed by the Department.</p>
	<p>At this stage, there are no relevant local strategies that have been endorsed by the Department that are applicable to the site.</p> <p>Inner West Council is currently preparing a wide range of broader strategic planning work including but not limited to:</p> <ul style="list-style-type: none"> • Local Housing Strategy • Local Strategic Planning Statement • Employment Lands Review • Local Infrastructure Contributions Plan • Integrated Transport Plan • Comprehensive IWC LEP and DCP • Affordable Housing Contribution Scheme • Camperdown Ultimo Collaboration area framework • PRCUTS precinct wide traffic modelling <p>This work is currently underway and will potentially be endorsed by the Department over the next 1 - 3 years. This work will be the key to making informed decisions in relation to the future development and rezoning of this site and other sites in the precinct.</p> <p>Given the significance and timing of this strategic planning work, it is</p>

	<p>recommended that this Planning Proposal be deferred until such time as Council adopts and publishes the IW LEP and DCP. This will allow Council to apply an integrated land use and infrastructure approach across the local government area to deliver coordinated outcomes for housing, jobs, transport infrastructure, social infrastructure, open spaces and urban services land.</p> <p>Support of this Proposal in its current form and timing would compromise the holistic and inclusive basis of this wider strategic planning exercise and weaken Council's decision making process.</p> <p>It is recommended that the Planning Proposal should not be supported.</p>																			
iii.	<p>Responding to a certain change in circumstances, such as investment in new infrastructure or changing demographic trends that have not been recognised by existing planning controls.</p> <p>PRCUTS identifies changing demographic trends for the Corridor and provides possible future land use and built form controls to respond to these trends.</p> <p>The Proposal is inconsistent with the projected demographic trends in Parramatta Road Corridor Strategy for Camperdown precinct. The Strategy forecasts that there would be 700 new dwellings in the precinct by 2050. However, there is no proposed indicative increase in residential Gross Floor Area until after 2023 as shown in the table below; in other words no new residential development is envisaged in the Camperdown precinct before 2023.</p> <p>Proposed Indicative Land Use Mix (additional)</p> <table border="1"> <thead> <tr> <th rowspan="2"></th> <th colspan="2">RESIDENTIAL GFA (M²)</th> <th colspan="2">EMPLOYMENT GFA (M²)</th> </tr> <tr> <th>SHORT TERM (2023)</th> <th>LONG TERM (2050)</th> <th>SHORT TERM (2023)</th> <th>LONG TERM (2050)</th> </tr> </thead> <tbody> <tr> <td>Precinct</td> <td>0</td> <td>62,000</td> <td>105,000</td> <td>108,000</td> </tr> <tr> <td>Frame Area</td> <td>0</td> <td>10,500</td> <td>0</td> <td>28,000</td> </tr> </tbody> </table> <p><i>Table 2 - Extract from PRC Planning and Design Guidelines (p. 256)</i></p> <p>The Planning Proposal also comes in advance of any infrastructure improvements in the area especially for public transport on Parramatta Road.</p> <p>This Proposal would result in additional dwellings in the short term without these improvements in infrastructure which would be key to realising the vision of this Strategy. The PRCUTS Implementation Plan provides an 'Out of Sequence' checklist which prescribes a merit assessment process to determine whether proposals that are not fully aligned with the Implementation Plan should proceed before 2023. As detailed in the Attachment 2, the Planning Proposal fails to meet this Out of Sequence test and should not be supported.</p>		RESIDENTIAL GFA (M ²)		EMPLOYMENT GFA (M ²)		SHORT TERM (2023)	LONG TERM (2050)	SHORT TERM (2023)	LONG TERM (2050)	Precinct	0	62,000	105,000	108,000	Frame Area	0	10,500	0	28,000
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Precinct	0	62,000	105,000	108,000																
Frame Area	0	10,500	0	28,000																
Q3	<p>Does the proposal have strategic merit with regard to the following:</p>																			
i.	<p>the natural environment (including known significant environmental values, resources or hazards)</p> <p>The Proposal is considered to be unsatisfactory in this regard. The site is affected by a significant flood risk along the Johnstons Creek boundary. The proponent's concept design provides a 5m setback on the lower ground level to the new dwellings along Johnstons Creek site boundary but the basement is only setback by nil to 2m from the creek boundary. This is insufficient to allow the planting of modest sized trees required to enhance the natural environment of Johnstons Creek.</p> <p>Should the Planning Proposal proceed, the basement would have to be setback in</p>																			

	line with the upper levels of the building to accommodate modest sized tree plantings.
ii.	the existing uses, approved uses, and likely future uses of land in the vicinity of the proposal
	<p>These would be same specifically PRCUTS strategic merit in rezoning the site from industrial to residential.</p> <p>However, the Proposal comes in advance of broader strategic planning work including preparation of the Local Housing Strategy, implementation of the Camperdown Ultimo Collaboration Area initiative and an Employment Lands Review. These studies should be completed to allow an informed decision in relation to the future uses of the site and its possible rezoning from industrial to residential.</p> <p>In the absence of this important work, the Proposal does not have adequate site-specific merit to support its rezoning.</p>
iii.	The services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for infrastructure provision.
	<p>The Planning Proposal would result in a small increase in population density which would place limited pressure on existing services and infrastructure. The Proposal is out of alignment with the proposed infrastructure delivery schedule for Parramatta Road corridor.</p> <p>The Proposal does offer to make financial agreements for infrastructure provision at local and State level but its suggested contributions and scope of works are inadequate as discussed previously.</p> <p>Council is currently preparing its new infrastructure contributions plan which will build financial capacity for provision of additional infrastructure in the Corridor and support future population growth in the Inner West LGA. Local infrastructure cannot be adequately levied for this type of proposed spot rezonings in the PRCUTS corridor until such time as IWC adopts a new Developer Contributions Plan.</p> <p>At this stage, Council cannot make an informed decision regarding the redevelopment of the site or any site along the PRCUTS corridor.</p> <p>It is recommended that the Proposal is not supported until such work has been completed by Council.</p>
Q4	Is the planning proposal consistent with a council's strategy or other local strategic plan?
	<p>The Planning Proposal is inconsistent with the following local council strategies and plans:</p> <p>Inner West Council Community Strategic Plan</p> <p>(See Attachment 1 for assessment)</p> <ul style="list-style-type: none"> • <i>Strategic Direction 1: An ecologically sustainable inner west</i> <ul style="list-style-type: none"> ○ 1.1 The people and infrastructure of Inner West contribute positively

to the environment and tackling climate change.

- 1.2 Inner West has a diverse and increasing urban forest that supports connected habitats for flora and fauna.

- *Strategic Direction 2: Unique, liveable, networked neighbourhoods*
 - 2.1 Development is designed for sustainability and makes life better.
 - 2.2 The unique character and heritage of neighbourhoods is retained and enhanced.
 - 2.3 Public spaces are high-quality, welcoming and enjoyable places, seamlessly connected with their surroundings.
 - 2.4 Everyone has a roof over their head and a suitable place to call home.
 - 2.6 People are walking, cycling and moving around Inner West with ease.

- *Strategic Direction 3: Creative communities and a strong economy*
 - 3.1 Creativity and culture are valued and celebrated.
 - 3.2 Inner West is the home of creative industries and services.
 - 3.3 The local economy is thriving.
 - 3.4 Employment is diverse and accessible.

- *Strategic Direction 5: Progressive local leadership*
 - 5.3 Government makes responsible decisions to manage finite resources in the best interest of current and future communities.

Leichhardt Integrated Transport Plan

The Planning Proposal comes in advance of the completion of traffic and transport studies to determine the cumulative traffic impacts of the Corridor transformation and what infrastructure provision is needed to accommodate these impacts.

Although the Proposal is too small to have significant detrimental impacts on adjacent road intersections, there are concerns regarding the area-wide implications of the cumulative effect of PRCUTS developments. Support of this Planning Proposal ahead of the current IWC Parramatta Road Corridor traffic modelling would set a premature and adverse precedent in the area and would be inconsistent with the requirements of Out of Sequence Checklist. Detailed comments are provided in Attachment 2.

Leichhardt Economic and Employment Development Plan (EEDP) - (Outcome 4 - Protect and Leverage Economic Assets)

There are currently a number of contradictory policies at State and local level regarding the protection of industrial land. These include the Leichhardt EEDP. The proponent gives precedence to PRCUTS and the associated Section 9.1 direction to make the case for rezoning from industrial to residential. The proponent also claims that the proposed development would incorporate 2 Small Office, Home Office (SOHO) units creating 8 professional services jobs.

It is acknowledged that the Planning Proposal for rezoning has some merit in the context of Section 9.1 Direction 7.3 *'Parramatta Road Corridor Urban Transformation Strategy'* and the broad policy direction of the Strategy. However, the former Leichhardt Council in its 2016 approval of its Industrial Precinct Planning report for exhibition indicated serious concerns about the loss of industrial land in the LGA in general and in each precinct including Camperdown.

In addition, the proponent's justification for loss of industrial land by providing SOHO units creating 8 jobs in the area is considered to be unsatisfactory. The industrial lands are required for economic and employment purposes and 2 live work units are not an adequate replacement.

Furthermore, the PRCUTS recommendation to rezone the site to residential is in itself somewhat at odds with the Camperdown precinct's future role as a specialised medical and health precinct. The biotechnology hub role for Camperdown also underpins the work that Council is currently undertaking in collaboration with the GSC to inform the vision and narrative for the Camperdown Ultimo Collaboration Area.

Council's support for this Proposal would be a departure from a consistently held strategic planning position to resist rezoning industrial lands for residential or mixed use purposes in former Leichhardt Council LGA. Any form of residential development within the precinct may set a precedent for further development resulting in loss of biotechnology employment generating land.

Council will be reviewing all its employment lands as part of the wider LEP integration work. The Planning Proposal is considered to be premature in this respect and should not be supported. The site and its future uses should be planned holistically in the context of the Camperdown Collaboration Area and the Camperdown precinct's contribution to the revitalisation of Parramatta Road Corridor rather than in an ad hoc piecemeal manner.

Inner West Council Affordable Housing Policy

There are discrepancies throughout the Planning Proposal in relation to Affordable Housing. The proponent mentions that 7.5% of new GFA would be provided as affordable housing but no definite provisions have been made in the Planning Proposal report or supporting letter of offer to demonstrate how this affordable housing would be provided.

Part 1 Objectives or Intended Outcomes of the Planning Proposal refers to affordable/ student housing being provided in accordance with the floor space incentives of the Affordable Housing SEPP 2009. This indicates that affordable housing would only be provided over and above the maximum sought FSR of 2.6:1 resulting in a maximum FSR of 2.67:1 (@3% bonus FSR) which would result in a bulkier built form with unreasonable amenity impacts on the surrounding area.

This creates an ambiguity in relation to whether the provision of any affordable housing would be through the Planning Proposal process or a future DA. It also creates the possibility that additional FSR could be sought if the PP proceeded to the DA stage.

	<p>The proponent's letter to Council dated 31 May 2018 in response to the additional information request from Council states that the <i>'Affordable Housing Contribution is provided in addition to the infrastructure contribution'</i>. However, the revised letter of offer to Council dated 28 May 2018 only relates to infrastructure contributions and does not make any offer to provide affordable housing.</p> <p>In addition, it is noted that the PP documentation refers to the dedication of affordable housing through a covenant on title with dwellings to be operated by a Registered Community Housing Provider. This is inconsistent with Council's Affordable Housing Policy and would not be supported. The Proposal is also premature in light of Council's recent inclusion in the SEPP 70 application area which requires Council to prepare affordable housing contribution schemes for relevant proposed developments.</p> <p>In relation to the suggestion in the Planning Proposal that 7.5% of the additional GFA could be provided as affordable housing, there is no certainty that this would actually materialise in a manner that would meet the requirements of Council's Affordable Housing Policy, Greater Sydney Region Plan 2018 and Eastern City District Plan 2018.</p> <p>The Planning Proposal is therefore inconsistent with Council's affordable housing policy and requirements.</p>
Q5	<p>Is the planning proposal consistent with applicable State Environmental Planning Policies?</p>
	<p>A detailed analysis of the Planning Proposal against the SEPPs has been provided in Attachment 1. The Planning Proposal fails to demonstrate consistency with the following:</p> <p>SEPP 65 - Design Quality of Residential Apartment Development The Planning Proposal is not adequately consistent with the following design qualities principles of SEPP 65:</p> <ul style="list-style-type: none"> • <i>Principle 1: Context and neighbourhood character</i> • <i>Principle 2: Built form and scale</i> • <i>Principle 3: Density</i> <p>The Proposal is also inconsistent with elements of the planning and design criteria required by the Apartment Design Guide (ADG). The proposal raises concerns regarding potential amenity impacts on the surrounding properties as it provides inadequate building setbacks and transitions. A detailed analysis of the proposed design scheme is provided under Q8 further in this report.</p> <p>SEPP 70 - Affordable Housing (Revised Schemes) IWC has recently been included in the SEPP 70 application area to secure affordable housing in accordance with the Policy. To apply IWC's Affordable Housing Policy under SEPP 70, Council will need to prepare an affordable housing contribution scheme to support each new Planning Proposal where contributions for affordable housing are required. This work has not yet been completed.</p> <p>Support of this Planning Proposal in advance of Council's broader affordable housing strategic planning work would compromise Council's ability to achieve integrated planning and provide affordable housing.</p>
Q6	<p>Is the planning proposal consistent with applicable Ministerial Directions (s. 9.1 Direction previously s117)?</p>
	<p>A detailed analysis of the Planning Proposal against the Section 9.1 Directions has</p>

been provided in Attachment 1. The Planning Proposal fails to demonstrate consistency with the following Section 9.1 Directions:

1.1 Business and Industrial Zones

This s9.1 direction intends to retain the business and industrial zones but it contradicts s9.1 direction No. 7.3 in relation to implementation of Parramatta Road Corridor Urban Transformation Strategy which recommends rezoning of the site from industrial to residential.

Former Leichhardt Council's policies and draft strategies oppose loss of existing industrial land because of the high demand for such land and its critical function in supporting a growing population and economy. Recently completed employment lands peer reviews for industrial land rezoning proposals in IWC confirmed that there is now an even higher demand for, and a shortfall of, available industrial land in South Sydney and North Shore industrial markets (Inner West is in the South Sydney industrial submarket). This is reflected by current high rents and market prices of industrial land in the area.

In the context of this shortfall of employment land at a sub-regional level, as acknowledged in the GSRP and ECDP, and the s9.1 Direction No. 1.1 in relation to protection of employment land in business and industrial zones; it is recommended that the Planning Proposal is not supported.

7.3 Parramatta Road Corridor Urban Transformation Strategy

As discussed previously under Q1, the proposal does not fully comply with PRCUTS in the following ways:

- It does not adequately address the Strategic Key Actions relating to Land uses and Open spaces, linkages and connections for Camperdown precinct.
- It departs from the Staging identified in the PRCUTS Implementation Plan 2016 – 2023
- It does not adequately meet the Out of Sequence Checklist merit test as:
 - It fails to demonstrate that it can **significantly** contribute towards the Strategy's corridor wide and Precinct specific vision;
 - It is inconsistent with elements of all seven land use and transport planning principles of the Strategy and does not **and cannot** fulfil all the relevant Strategic Actions for each Principle.
 - It fails to demonstrate any **significant** net community, economic and environmental benefits for the Corridor and the Camperdown precinct area.
 - It is inconsistent with the land uses and building height recommendations in the text of the PRCUTS Planning and Design Guidelines plus others for density, open space, active transport and built form plans for Camperdown precinct area.
 - It fails to demonstrate that it can achieve outcomes aligned with the desired future character and growth projections for the area identified in the Strategy.
 - It does not achieve satisfactory design excellence in relation to its proposed built form, density and sustainability outcomes.
 - It cannot make an appropriate contribution towards the provision of local and state infrastructure as it comes in advance of the Council's new local contributions plan and the State Government's State Infrastructure Contribution levy.
 - It does not demonstrate that it can achieve the sustainability targets of PRCUTS. In fact as an Out of Sequence Proposal, it should exceed the targets stipulated in the Strategy considering it's out of

	<p>sequence nature.</p> <ul style="list-style-type: none"> ○ It does not provide a thorough land use and development scenario to demonstrate economic feasibility with regard to the likely costs of infrastructure and the proposed funding arrangements for its delivery in the Camperdown Precinct area. ○ It does not demonstrate a land use and development scenario that aligns with and responds to the market conditions for the delivery of housing and employment. Unfortunately, in the absence of this information, viability appears to be the only justification driving the redevelopment of the site. <ul style="list-style-type: none"> ● It is inconsistent with the built form envisaged in the Planning and Design Guidelines for both the Corridor as a whole and the Camperdown Precinct Guidelines. ● It is inconsistent with the type of residential uses recommended in the PRCUTS which should be for key workers, affordable housing and student housing. ● It exceeds the recommended density in the Planning and Design Guidelines by 73.3%. <p>This Planning Proposal relies on the PRCUTS for its justification but fails to satisfactorily address all the requirements of the Strategy as outlined before. PRCUTS requires a <u>substantial</u> contribution towards the Strategy's wider vision for proposals outside the 2016 - 2023 Implementation area. This is particularly difficult to achieve for small sites like Chester Street.</p> <p>The most appropriate way to facilitate redevelopment of the site and review its land use and development controls will be as part of the broader strategic planning work for Council's new LEP and DCP.</p> <p>The Planning Proposal is inconsistent with this policy direction and should not be supported at this stage.</p>
Q7	Is there any likelihood that critical habitat or threatened species, populations or ecological communities or their habitats will be adversely affected as a result of the proposal?
	<p>There are no critical known habitat, threatened species, populations or ecological communities or their habitats on the subject site.</p> <p>There are several trees and other vegetation on the boundary of the subject property with Johnstons Creek which contribute to this green corridor.</p> <p>The proponent's concept design provides a 5m setback on the ground level to the creek boundary. However, the basement is only setback by 0 - 2m which is insufficient to accommodate medium to large size trees.</p> <p>Should the Planning Proposal proceed, the proposed design would have to be revised to provide adequate basement and ground level setbacks which would contribute to the green corridor along the creek and enhance the environmental value of the area.</p>
Q8	Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?
	<p>A detailed analysis of the Proposal's environmental effects is provided below:</p> <p>Urban Design and Built form</p> <p>The proposed siting strategy is acceptable in view of the irregular shape of the lot as the building form provides an opportunity to address primary and secondary</p>

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street frontages (Chester Street and Johnstons Creek) (Figure 12). However, the design raises concerns regarding the proposed setbacks, building heights, landscaping, overshadowing of the adjoining properties and self-overshadowing of communal open space and the building itself.

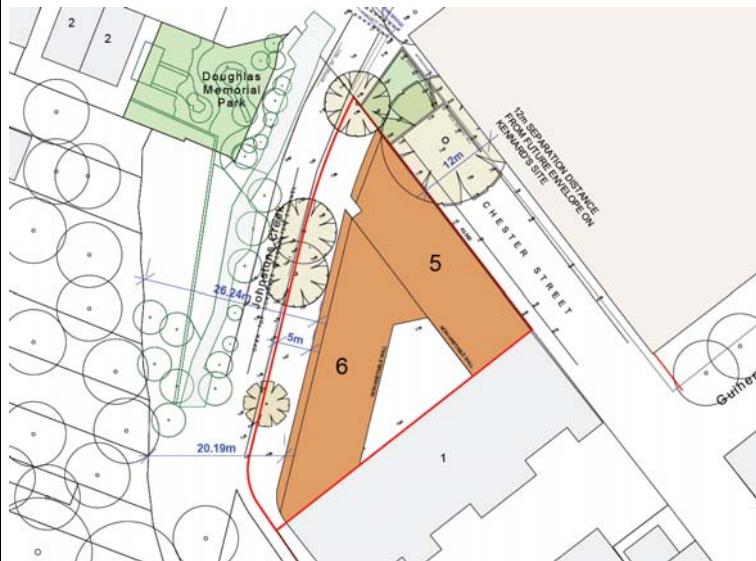


Figure 12 - Extract from the proponent's design scheme with a 5 storey building facing Chester street, 6 storey building facing Johnstons Creek communal open space on the ground level and roof top level.

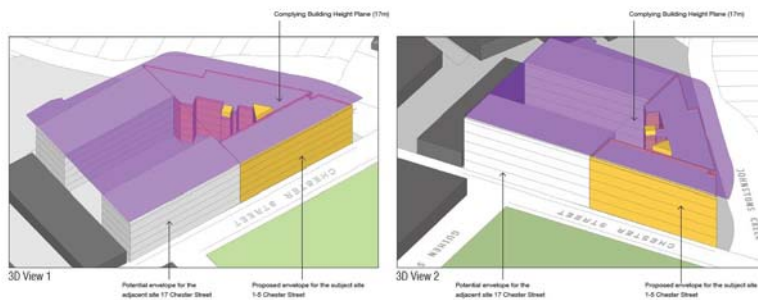


Figure 13 - Building envelope views including subject site and potential redevelopment of adjoining property.

The key concerns in relation to the proposed concept design are detailed below:

- **Overshadowing:** The proposed communal open space on the ground level of the development is completely overshadowed in mid-winter between 9 am to 3pm as shown in the image below. This would adversely impact the amenity of the future residents of the development.

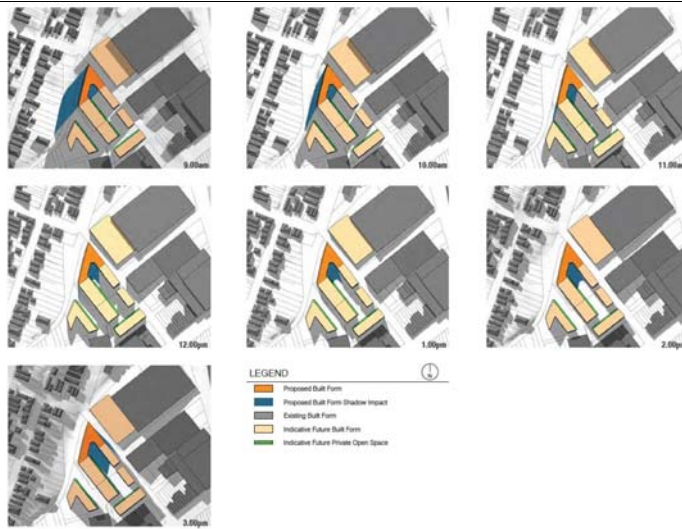


Figure 14 - Overshadowing analysis of the proposed development.

- **Setbacks:** The proposed building setbacks are insufficient. These do not meet the minimum requirements of the Apartment Design Guide (ADG) and could result in adverse impacts on the surrounding area.
 - **Setback to Chester Street:** The proposed 5 storey development provides a nil setback to Chester Street. This would result in a large portion of the site being built to the street boundary without adequate setbacks and transitions. The proponent's intention to reinstate the industrial character of the area through zero street setbacks is acceptable in principle; however it would result in a large bulky 5 storey building on Chester Street which is inconsistent with the existing and future desired character for the area. In particular, it is noted that the proposed schematic design relies on the adjacent site across the street (at No. 8 Guihen Street) to provide an additional setback to offset its own lack of setback (as shown in the section below Figure 15).

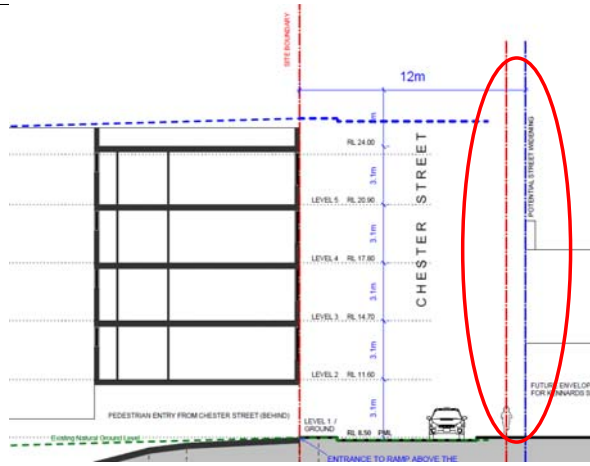


Figure 15 - Extract from proponent's Urban Design scheme indicating the relationship of the built form along Chester Street with the adjacent building at No. 8 Guihen Street. Red blurb indicating the potential street widening on the adjacent site.

The ADG requires a separation distance of 18m between habitable rooms/ balconies or 12m between habitable and non-habitable rooms for buildings between 5 to 8 storeys. In this regard, the proposal would provide an inadequate separation distance to 8 Guihen Street and restrict its development potential by assuming that this site in another ownership would accommodate any necessary widening of Chester Street. This approach is unacceptable and the proponent should work within the constraints of their own site without relying on the contribution of setbacks/ widenings from adjacent sites.

Notwithstanding this 5 storey street wall height along Chester Street is also inconsistent with the character of the surrounding area. In this regard, upper levels should be setback to reinforce the desired scale of buildings at the street frontage.

The proponent has also not demonstrated how the proposed development would maintain the visual privacy of future residents. The proposed units on the ground floor along Chester Street do not provide adequate visual/ acoustic privacy (as shown below in Figure 16).



Figure 16 - Indicative ground level of the proposed development.

In addition, a ground level setback to Chester Street would be desirable:

- to improve passive surveillance and ensure that a person on a balcony or at a window can easily see the street; and
- to create a prioritised walking link along Chester Street (as required by PRCUTS) through street and footpath widening.
- **Setback to Johnstons Creek:** The proposed development provides a 5m setback to the ground level units facing Johnstons Creek and a 0 - 2m setback to the basement along this frontage. It is noted that the proposed design does not contribute much towards the enhancement of Johnstons Creek corridor as it only provides the minimum setback required from the site boundary to mitigate flood impacts. The proposed basement setback is insufficient to provide deep soil planting for a landscaped edge which would enhance the environmental value of Johnstons Creek.

The site's interface with Johnstons Creek is highly significant as it forms part of the future green link between Parramatta Road and Booth Street leading to Bicentennial Park and the harbour foreshore. The Proposal has the potential to contribute towards the enhancement of this corridor by providing adequate setbacks and building transition but fails to do so adequately.

- **Bulk, form and scale** - The proposed building height of 5 storeys along Chester Street and 6 storeys along Johnstons Creek raises concerns regarding visual/ privacy impacts on the surrounding properties. The upper levels of the development should be appropriately setback to create a gradual transition towards the lower scale dwellings to the north of the creek and reduce any potential visual/ privacy impacts.

The proposed development would result in a bulky building block facing Johnstons Creek and Chester Street without adequate transitions and articulations. The proposed building elements splayed in triangular fashion result in a poor corner building urban design outcome.

The building form and scale should be redesigned to avoid hard edge environmental outcomes and to ensure that it is not overwhelming for the residential dwellings to the north and west; and for the users of Johnstons Creek public domain corridor.

- Deep soil planting - The proposed basement setback of 0 - 2m is insufficient to accommodate modest deep soil planting including medium and large sized trees. The basement must be adequately setback in line with the upper levels of the building to provide adequate deep soil planting; and potentially enhance and expand Johnstons Creek public domain corridor. Large trees would also soften the visual impact of the building and create a green link along the corridor to provide more open space for the future residents of the development and the surrounding area.
- Communal Open Space - The proponent's design to provide communal open space on the roof is acceptable subject to any visual/ acoustic privacy impacts on the adjoining sites. However, the proposal should not rely completely on roof top open space to meet the requirements of the Apartment Design Guide (ADG) that a minimum 25% of the site area be provided as communal open space. The communal open space should ideally be co-located with deep soil areas to provide an enhanced useable space.

In order to resolve the above design issues, the proposal would have to be revised to reduce the bulk and provide adequate setbacks, articulations and transitions. The recommended density of 1.5:1 and building height of 17m in PRCUTS are appropriate development controls for the site. These would adequately resolve the above issues and achieve a built form that is consistent with the existing and desired future character of the area.

Traffic and Transport

Prior to assessing the traffic and transport impacts in detail, the Planning Proposal must adequately demonstrate that it meets all the criteria of the PRCUTS Precinct Transport Report and Implementation Plan including the current IWC PRCUTS traffic and transport study to proceed to rezoning.

There are concerns regarding the potential area-wide implications of a cumulative rezoning/ up zoning of sites in the Parramatta Corridor in the absence of adequate public transport infrastructure.

In future as the precinct develops and Parramatta Road is enhanced and mode share moves towards sustainable transport modes; the proponent's projected traffic volumes would generally be at acceptable levels for the adjacent street network.

Should the proposal proceed, detailed design aspects, including driveway configuration and pedestrian access points will need to be addressed at the development application stage.

Streets in the area are frequented by a mix of traffic and many of the footpaths are narrow and/or in poor condition. This is likely to result in significantly increased pedestrian/vehicle conflict associated with pedestrian's using the carriageway rather than footpaths. Consequently, care should be taken to ensure pedestrian (and cyclist) safety in the neighbourhood, if this residential development were to proceed.

Heritage

Any proposed development on the subject site must respond appropriately to the adjoining Annandale Heritage Conservation Area (HCA) and its future extension.

In this regard, the proposed development would have to provide appropriate building setbacks and transitions to respect the values and character of the HCA.

Noise impact

The proposal would not generate any adverse noise impact; however the site is located adjacent to an existing pocket park. The use and enjoyment of the pocket park must be considered when designing the built form.

The proposed units on the ground floor along Chester Street do not provide adequate visual/ acoustic privacy for the future residents of the development and surrounding area as discussed previously. The future residents would be significantly affected by the imminent installation of a basketball hoop and concrete pad in the pocket park by Council. The proposed dwellings on the ground floor level are therefore a concern in terms of their relationship with the use and enjoyment of the pocket park. There are similar concerns in relation to the dwellings facing Johnstons Creek which will be close to the future shared path.

If the Planning Proposal proceeds to the DA stage, the proposed development consent must be conditioned to incorporate acoustic walls and measures to protect the visual and acoustic privacy of its future residents and ensure long term recreational use of the park and shared path along Johnstons Creek is not compromised by complaints from these residents.

Stormwater management and flooding

The subject site has significant flooding issues as it is located in a flood prone area and adjoins the Johnstons Creek Stormwater channel.

Any proposed development must not increase the risk of flooding of the subject site and other properties along the creek line and should also be designed to improve flood flows. All floor levels for the new development must be at or above the Flood Planning Level (100 year ARI flood level plus 500mm freeboard) or RL 5.45. The proposed basement carpark must be designed to ensure all entries/accesses are located above the Probable Maximum Flood level.

The proponent has revised the concept design in response to Council's preliminary concerns. The revised design is set back from the channel by 5 metres to retain the overbank flood flow capacity.

A detailed stormwater assessment would have to be provided at the development application stage to ensure that the proposed design meets DCP requirements relating to stormwater design and environmental initiatives.

Landscape

The site contains a number of existing trees. It is recommended that the proposal be amended to retain and protect the existing trees as per *Leichhardt DCP Park C Section 1 C1.14*. The lack of deep soil area in the proposal reduces the potential for increasing urban forest canopy. The zero setbacks at basement level would compromise existing trees on the property boundary with Johnstons Creek, despite the 5 metre setback at ground level.

Whilst no detailed landscape plan has been provided, the representations of shrubs shown in the ground floor courtyard, the rooftop and the green privacy buffer on the southern corner, and based on past experience of the size of plants used in such areas, an estimated canopy for the site is one percent. Combined with the possible loss of tree canopy along the boundary with Johnstons Creek the site would suffer net loss of canopy, which conflicts with the State's urban tree canopy goals and Council's urban forest policy objectives.

Should the Planning Proposal proceed to Gateway stage, the following design

amendments would have to be made:

- An urban forest canopy target for the site of 25% should be achieved.

This reflects the Draft Regional and District Plans goals of increasing urban forest canopy, and also those of the urban forest policies of Inner West Council. 25% is considered an appropriate target for inner city multi-storey residential development.

- A minimum of 10% of the site area should be required as deep soil area, with a minimum dimension of 4 metres (either length or width).

Based on the Apartment Design Guide, Section 3E, 12% of the site would be required as deep soil area to achieve a 25% tree canopy with two large trees. Twice that area would be required for nine medium size trees. A minimum of 4 metres setback for medium size trees and 6 metres for large trees is required for the trees to achieve the desired spread.

- The basement should be setback in line with the ground floor footprint to facilitate a deep soil area and potentially retain the existing trees along the boundary.
- An Arboricultural Impact Assessment (AIA) report incorporating a tree protection plan and specification would be required to be submitted with a DA.

Development planning issues in relation to the existing trees will need to be addressed in more detail with any DA.

- The ground level building on Chester Street should be setback to improve amenity. Tree and understorey planting should be provided along the Chester Street frontage to improve amenity, increase the quality of the streetscape, improve the pedestrian environment and contribute to land value.
- WSUD principles should be incorporated as per the *Leichhardt Environmental Sustainability Plan 2015 - 2025* to manage on-site overland water flows and minimise the risk of flooding on adjacent lots.

Contamination

The subject site has been associated with industrial uses. The proponent has provided a Remedial Action Plan prepared by EI Australia dated July 2017 which concludes that the site can be made suitable for the proposed residential use.

Should the Proceed to the Development Application stage, a detailed contamination report, site management plan and hazardous building survey must be provided prior to any demolition or redevelopment.

Conclusion

The proposal in its current form is likely to result in unreasonable environmental impacts including setting an adverse built form precedent for the surrounding area. The proposal's built form would also be an impediment to achieving Council and UrbanGrowth's vision in relation to a new enhanced green corridor along Johnstons Creek from Parramatta Road to Booth Street.

Whilst it is acknowledged that some of these issues can be resolved by amending

	<p>the FSR in the Planning Proposal and the proposed built form envelope in the DCP; given the broader strategic planning issues relating to the land use, traffic studies and the inconsistency with the Out of Sequence Checklist requirements of PRCUTS, it would be inappropriate to investigate these issues further as part of this report.</p>
Q9	<p>Has the planning proposal adequately addressed any social and economic effects?</p> <p>Social impact</p> <p>As discussed previously, the Planning Proposal does not make adequate contributions towards the provision of affordable housing. There are also concerns regarding the availability of sufficient social and community infrastructure if the redevelopment of corridor occurs out of alignment with the recommended PRCUTS Implementation Plan.</p> <p>Economic Impact</p> <p>The proponent has provided an Economic Assessment Impact (EIA) report prepared by AECOM (Attachment 9) which concludes that the Proposal would have a net positive economic impact as it would contribute to the implementation of PRCUTS and assist in alleviating housing price pressure in the former Leichhardt LGA.</p> <p>Consideration has been given to the proponent's EIA and to the PRCUTS Economic Assessment Report which underline the importance of Camperdown Precinct as a mixed use enterprise area with diverse uses to support the education and research activities of the Royal Prince Alfred hospital and universities.</p> <p>As outlined in the preceding sections of this report, Council is currently preparing or participating in the formulation of wider strategic planning policies including a Local Housing Strategy, Employment Lands Review; and the Camperdown Ultimo Collaboration Area in collaboration with the Greater Sydney Commission. This core work is imperative in determining the future land use controls for the site. Whilst the change of zoning for the subject site is supported by PRCUTS, it is believed that an informed decision cannot be made until such time as Council completes this broader suite of strategic planning work.</p> <p>It is, therefore, recommended that the rezoning proposal should not be supported at this stage.</p>
Q10	<p>Is there adequate public infrastructure for the planning proposal?</p> <p>As outlined above, there are critical issues with the timing of this Planning Proposal as it comes in advance of any public infrastructure improvements along the corridor including provision of open space, schools, public transport, hospital beds etc. The Planning Proposal is considered to be inadequate in this regard and therefore, should not be supported.</p>
Q11	<p>What are the views of State and Commonwealth public authorities consulted in accordance with Gateway Determination?</p> <p>Should the Planning Proposal proceed further, a favourable Gateway determination would identify a full list of public authorities to be consulted as part of the exhibition process.</p>
2.4	<p>Mapping</p> <p>The Planning Proposal is supported with a request to amend the FSR and Height of Building Maps of the LLEP.</p>

	<p>Given the broader strategic issues and insufficient support for the Proposal, the proposed mapping amendment is not supported.</p> <p>In the case that Council decides to proceed with the Gateway process, it is recommended that the Planning Proposal be revised. The most appropriate way to facilitate the redevelopment of the site is through an additional site specific local provision clause in the LLEP in place of the proposed map amendments.</p>
2.5	Community Consultation
	<p>If the Planning Proposal was to be supported, given a Gateway Determination and Council was the Planning Proposal Authority; the Proposal would be formally exhibited in accordance with the requirements of the Gateway Determination and Council's Community Engagement Framework.</p>
2.6	Project timeline
	<p>The Planning Proposal provides the necessary timetable. However, this would have to be updated if Council decides to submit the Planning Proposal to the NSW Department of Planning for a Gateway Determination. The Gateway Determination, if granted, would determine the actual milestones and maximum timeline required to complete the LEP amendment.</p>

6.0 ASSESSMENT OF AMENDMENTS TO LEICHHARDT DEVELOPMENT CONTROL PLAN 2013

As discussed in the previous sections, there are significant concerns with the proposed building envelope, setbacks, separation distances and landscaped area. The high-level assessment of the proposed controls in the draft DCP is synonymous with the assessment of environmental impacts under Q8 of the merit assessment above in relation to the urban design, built form, landscaping noise, traffic and transport and flooding impacts.

The draft DCP amendment is not supported in its current form. It is considered that the most appropriate way to amend the development controls for the site would be to do so in conjunction with the Council's broader strategic planning work in relation to the Local Character Area statements, Local Housing Strategies and a Comprehensive IWC DCP to deliver coordinated outcomes for land use and infrastructure.

7.0 VOLUNTARY PLANNING AGREEMENT (VPA)

ae design partnership has submitted a Public Benefit Offer (Attachment 7) to enter into a VPA and make monetary contributions for the provision of local infrastructure.

The draft Planning Agreement suggests that the Developer would make a contribution to local infrastructure equivalent to \$25,113 per dwelling approved at the DA stage and offset by potential works in kind consisting of:

- Possible delivery of a pedestrian bridge over the adjoining Johnstons Creek on Council's behalf to form part of an open space and movement corridor along the creek between Parramatta Road and Booth Street; and
- Improvements to the adjoining existing pocket park at the terminus of Chester Street, south of Johnstons Creek, including:
 - Landscaped treatment to enhance the public domain;
 - Lighting (4 x pathway bollard lights) to enhance security at night ; and
 - Public art including graffiti wall to replace existing graffiti-covered wall within the subject site.

This contribution would be made to the Council in lieu of a Section 7.11 Contribution Plan and separately from any contributions payable to the Department of Planning for regional infrastructure.

The proponent's calculations for infrastructure contributions are based on its own Integrated Infrastructure Delivery Plan (IIDP) prepared by consultants. There are reservations about the methodology used; formulas applied and conclusions of the IIDP. As discussed previously, PRCUTS infrastructure schedule methodology cannot be readily deployed to determine accurate infrastructure contribution rates. The PRCUTS Schedule is based on a high level analysis of population, dwelling and employment projections for the Corridor and requires additional detailed investigation.

It is noted that the estimated costs included in the Schedule are out of date and haven't been reviewed since June 2016. There are also gaps in this Schedule which cannot be adequately determined until such time as Council implements a new local contributions plan. As a part of amending/ updating its local contributions plan, the Council will be required to undertake additional analysis including audits of existing facilities and the preparation of needs studies beyond the Corridor's boundaries.

In addition, it is noted that the Proposal does not intend to make any contributions towards affordable housing which is inconsistent with Council's Affordable Housing Policy and the objectives of the Sydney Region Plan and District Plan.

If Council were to enter into negotiations on a potential VPA, the negotiations should seek the provision of:

- An adequate affordable housing contribution;
- Public domain improvements along Chester Street and Johnstons Creek including the provision of shared path along the creek corridor; and
- Green Star 5 star rating for environmental performance.

Should the proposal proceed to Gateway determination stage and be approved for exhibition, the VPA would have to be negotiated by Council and exhibited concurrently with the Planning Proposal. Council can only negotiate a VPA relating to the Planning Proposal if it is the Planning Proposal Authority.

8.0 FINANCIAL IMPLICATIONS

The proponent has paid fees for the Council's consideration of a Planning Proposal and possible submission to the Gateway process in accordance with IWC's 2017/2018 Fee Structure. An additional Stage 2 fee would be payable to progress the Planning Proposal subsequent to a Gateway determination. The proponent would also have to cover any difference between Council's current 2018/2019 fees and the previous 2017/18 fees.

The proponent would also be responsible for meeting costs associated with revising documentation or studies prior to exhibition required by a Gateway determination and for the peer review of this material or additional studies should they be deemed necessary.

9.0 PUBLIC CONSULTATION

This single site Planning Proposal in the former Leichhardt LGA is inconsistent with Leichhardt Council policies and draft policies and in accordance with the former Leichhardt Council's practice has not been subject of preliminary community consultation.

The proponent has undertaken community consultation for the preliminary Planning Proposal to comply with the Out of Sequence Checklist criteria for stakeholder engagement. This has been documented as part of the Planning Proposal application.

As a part of his stakeholder engagement process, the proponent provided letters to the surrounding business owners, residents and landowners and invited them to a community information session on 12 December 2017. This event was attended by 35 people and a total of 18 written responses were received. 5 submissions (27.77%) were in support of the rezoning proposal and 13 submissions objected to the proposal and raised the following issues:

- Insufficient parking and need for additional off-street parking;
- Concerns regarding amenity, in terms of loss of privacy, inadequate solar access and attracting of anti-social behaviour;
- Inadequate open space and lack of connectivity to other open space precincts;
- Visual and acoustic privacy impacts on the surrounding residents;
- Need to enhance the connectivity of the precinct to the surrounding area and other developments;
- The proposed building height will set an inappropriate adverse precedent in the area;
- The development is not supported by adequate infrastructure, such as schools and public transport; and
- The rezoning not be supported and the FSR is inappropriate.

The above issues have been taken into consideration in the assessment of this Proposal.

Should the Planning Proposal proceed to the Gateway Determination Stage, any Council community consultation would be undertaken in accordance with the conditions of the Gateway Determination and Council's Community Engagement Framework.

10.0 INNER WEST PLANNING PANEL ADVICE

In accordance with the Local Planning Panel Direction issued under Section 9.1 of the Act which came into effect on 1 June 2018, a Planning Proposal is to be referred to the local planning panel before it is forwarded to the Minister. In accordance with the Section 2.19 of the Act, the function of local planning panel (in this instance - Inner West Planning Panel) is *'to advise the council on any planning proposal that has been prepared or is to be prepared by the council under section 3.33 and that is referred to the panel by the council'*.

The Planning Proposal for 1 - 5 Chester Street, Annandale was referred to the Inner West Planning Panel for advice on 11 September 2018. The Panel report and meeting minutes are provided in Attachment 18. The Panel members agreed with the Council officer's recommendations in principle and made some minor changes to the wording of the recommendation. The Panel's advice has been taken into consideration when making a recommendation to Council in this report.

11.0 ANALYSIS: 1 - 5 CHESTER STREET, ANNANDALE PLANNING PROPOSAL

The Planning Proposal for 1 - 5 Chester Street, Annandale has been reviewed taking into consideration:

- The Parramatta Road Corridor Urban Transformation Strategy endorsed by the State Government on November 2016 and then given statutory force through Section 9.1 Direction in December 2016;
- Principles of the NSW Department of Planning document 'A guide to preparing planning proposals' and 'A guide to preparing local environmental plans'; and
- Applicant's justification to support the Planning Proposal with an FSR and timing that varies from the recommendations of PRCUTS Planning and Design Guidelines and Implementation Plan 2016 - 2023.

Council officers acknowledge the overarching recommendations of PRCUTS for the site including:

- R3 Medium Density Residential Zone
- Maximum height of 17 metres; and
- Maximum FSR of 1.5:1.

It is noted that there are several discrepancies in the recommendations of PRCUTS as the proposed maps and corresponding text do not match up. In this regard, whilst the site has been recommended for rezoning to R3 Medium Density Residential; the Key Actions in the Strategy and Planning and Design Guidelines emphasise that these residential uses should focus on key workers, affordable housing and student housing.

The Strategy also envisages a four storey development with a 17m height control which would create a gradual transition in heights from the future high Gateway building at the Camperdown Triangle where Pyrmont Bridge Road meets Parramatta Road towards the low density residential dwellings along Johnstons Creek. There are also minor anomalies relating to the short-term growth projections for proposed dwellings in the Camperdown precinct and the proposed prioritised walking link for Chester Street in the Open Space and active Transport map.

Overall, it is recognised that the site has the potential to accommodate limited greater density and height than those currently by the LLEP 2013. However, the Planning Proposal fails the Strategic Merit Test as demonstrated in this Planning Report and is inconsistent with a number of key objectives, priorities and actions of the Greater Sydney Region Plan, Eastern Harbour City District Plan and PRCUTS.

Whilst the redevelopment of site could potentially contribute towards more housing and diversity in the local area, its rezoning at this point in time is not crucial to meet the short term housing supply for Inner West LGA.

This Planning Proposal has been prepared as a response to the PRCUTS but it fails to adequately address the Strategy's Vision and Key Actions. It departs from the staging identified under the PRCUTS Implementation Plan 2016 – 2023, fails to meet the Out of Sequence Test and is inconsistent with the recommended density in the Planning and Design Guidelines.

The Planning Proposal does not provide any **'significant net community, economic and environmental benefits for the Corridor Area'** nor contribute **'significantly towards the Strategy's Corridor wide and Precinct Specific vision'**. It would result in net loss of jobs and reduce the availability of employment lands and urban services as it would rezone a light industrial zoned site to residential. The Planning Proposal is also inconsistent with the PRCUTS - Principle 2. - Diversity and Economy which recommends the use of innovative mechanisms when rezoning sites to broaden the role of urban support service industries.

The Planning Proposal seeks to vary the maximum permissible FSR of 1.5:1 recommended in the PRCUTS by over 70% without making any adequate contribution towards the wider vision of the Strategy or the local area. PRCUTS recommends that development incentives could be provided if urban support services are incorporated in planning proposals. However, in this instance the Planning Proposal seeks FSR incentives without considering the retention or inclusion of these uses.

The Strategy in conjunction with the Greater Sydney Region Plan and the Eastern Harbour City District Plan underlines the importance of the Camperdown Precinct as part of the broader Camperdown Ultimo Collaboration Area with the potential to contribute towards the international competitiveness of Sydney in the biotechnology sector. In this regard, PRCUTS

recommends rezoning of a large part of the Camperdown precinct on the north side of the Parramatta Road for Business and Enterprise uses. However, a small section of the northernmost part of the precinct which includes the subject site has been recommended for rezoning from industrial to residential uses which is inconsistent with the wider objectives of GSRP, ECDP and Leichhardt Council's EEDP and Industrial Precincts Planning Report.

Whilst Council officers broadly accept PRCUTS and its recommendations in relation to rezoning, development controls and implementation; there are key concerns regarding rezoning any part of Camperdown Precinct to allow residential or non-industrial uses as encroachment of non-industrial uses which could result in potential land-use conflicts and have a knock on effect on other sites in the Camperdown Precinct and compromise Council's ability to realise the vision of the Camperdown Ultimo Collaboration Area.

Council intends to review all its employment lands as part of the wider LEP work. Council in collaboration with the State Government is also undertaking a range of broader Strategic planning work and studies including but not limited to:

- Local Housing Strategy
- Local Strategic Planning Statement
- Employment Lands Review
- Local Infrastructure Contributions Plan
- Integrated Transport Plan
- Comprehensive IWC LEP and DCP
- Affordable Housing Contribution Scheme
- Camperdown Ultimo Collaboration Area Framework and Masterplan
- PRCUTS precinct wide traffic modelling

The Planning Proposal is considered to be premature in relation to the completion of these strategic planning projects. These projects will provide comprehensive evidence based strategies and innovative visions to direct future strategic planning documents and design parameters for land uses, infrastructure, public domain works, urban design and place making community/social benefits; economic development and appropriate distribution of development uplift for long term sustainable changes throughout the IWC. The site and its future uses should be planned holistically in the context of the Camperdown Ultimo Collaboration Area and its contribution to the revitalisation of Parramatta Road Corridor rather than in an ad hoc piecemeal manner.

Support of this Planning Proposal in its current form and timing, in advance of this broader strategic planning work and specifically the Local Housing Strategy, Employment Lands Review and the Camperdown Ultimo Collaboration area framework would compromise Council's ability to exercise integrated land use and infrastructure planning for the delivery of coordinated outcomes for housing, jobs, transport infrastructure, social infrastructure, open spaces and urban services land.

The Parramatta Road Section 9.1 Ministerial Direction and Strategy explicitly states that *'Consent authorities must not approve planning proposals or development applications that are inconsistent with the Corridor Strategy or Implementation Tool Kit unless the consent authority considers that such a decision is justifiable in light of the circumstances of the case.'* This Planning Proposal is inconsistent with the Corridor Strategy and the Implementation Tool Kit; and it fails to adequately justify the variations from the Strategy that it proposes.

It is recommended that the Planning Proposal application for 1 - 5 Chester Street, Annandale should not be supported by Council.

12.0 ANALYSIS: IMPLICATIONS OF CHESTER STREET PLANNING PROPOSAL FOR PARRAMATTA ROAD CORRIDOR, SYDENHAM TO BANKSTOWN CORRIDOR AND NEW LEP

Council officers have serious concerns about implementing PRCUTS in advance of the comprehensive LEP as it results in the lodgement of site-specific proponent led planning proposals seeking incremental 'spot rezonings' along the Parramatta Road Corridor and elsewhere. These concerns are compounded by the multi-layered and multi-faceted strategic context that Council and applicants must consider planning proposals within. It is difficult to assess the strategic merit of planning proposals against the current array of State and Council planning strategies documents, policies and studies. These do not align easily; have different time scales and sometimes inconsistent if not contradictory status and comprise the following:

- Greater Sydney Region Plan 2018 (GSRP)
- Eastern City District Plan 2018 (ECDP)
- PRCUTS and its numerous constituent documents 2016
- S9.1 Ministerial Directions 2016
- Camperdown Ultimo Collaboration Area Place Strategy 2018
- Leichhardt LEP and DCP 2013
- Leichhardt Developer Contributions Plan 2000 and 2005
- Leichhardt Draft Industrial Land Studies 2016
- Inner West Community Strategic Plan 2018
- Preparatory studies of new Inner West LEP, DCP and Infrastructure Contributions Plan.

This shifting and evolving policy base requires a review, update and consolidation of all the relevant data to inform the new LEP, DCP and Contributions Plan. It is also likely to require the preparation of site specific masterplans for some key precincts along the corridor. Private planning proposals submitted on a site by site basis at this juncture could, if approved, result in unintended cumulative impacts of development and misalignment with infrastructure provision alongside being a highly resource intensive process for Council and staff.

This ad-hoc approach is the antithesis of good planning and places a major burden on Council staff resources that would otherwise be applied to the systematic reviews of the regeneration corridors and related inputs to the preparation of the LEP and DCP which will actively rezone the corridor using PRCUTS as a springboard.

For example, the PRCUTS Implementation Plan alone has 30 Strategic Actions which have to be integrated into the preparation of the new LEP, DCP and Developer Contributions Plan. These actions include the following:

- Preparing a new Local Housing Strategy (includes a residential development strategy, affordable housing strategy and exploration of incentives for value uplift sharing)
- Preparing Local Strategic Planning Statements
- Preparing a new comprehensive Local Environmental Plan and Development Control Plan

- Updating Developer Contribution Plans to account for the local infrastructure necessitated by the increase in growth and development envisaged in the LGA
- Preparation of a Voluntary Planning Agreement Strategy
- Preparation of a Design Excellence Strategy

These core pieces of Council strategic planning work are underpinned by a suite of substantial preparatory studies currently being undertaken by Council including:

- Local housing strategy covering issues such as affordable rental housing, housing supply, diverse housing, aged care and design innovation
- Traffic and transport precinct modelling and plans
- Affordable Housing Contribution Scheme
- Economic feasibility
- Employment Lands review
- Heritage
- Environmental and biodiversity analysis
- Public domain and urban design
- Recreation, social and cultural needs analysis

These studies in turn will be complimented by the preparation of the following site specific studies:

- A coordinated approach in the Sydenham to Bankstown Corridor to delivering new homes and jobs supported by public transport, infrastructure, community facilities and open space.
- Preparation of a masterplan to establish a biotechnology hub in the Camperdown precinct and safeguard its potential for innovative incubator and research activities from unrelated commercial land uses. This reflects both PRCUTS and the Camperdown Ultimo Collaboration Area Place Strategy Priority 8 to support the role and function of employment lands.

The completion of LEP and associated strategic planning work is essential to ensure that redevelopment of the urban renewal areas in the LGA occurs in a proactive, coordinated and integrated way. A landowner and developer piecemeal push for housing rezonings will undermine this systematic approach. Given the significance of current strategic planning work, it is recommended that Council agree a policy position for a moratorium for new private planning proposals in the urban renewal corridors along Parramatta Road and Sydenham to Bankstown Corridor until the new LEP, DCP and Developer Contributions Plan are completed. This approach would be consistent with the following key GSRP and ECDP objectives and priorities:

Direction 1: A city supported by infrastructure

- *Objective 2: Infrastructure aligns with forecast growth-growth infrastructure compact*
 - *Align forecast growth with Infrastructure*

- *Sequence infrastructure provision across Greater Sydney using a place-based approach.*

Direction 2: A collaborative city

- *Objective 5: Benefits of growth realised by collaboration of governments, community and business.*

Direction 3: A city for people

- *Objective 6: Services and infrastructure meets communities' changing needs.*

Direction 7: Jobs and skills for the city

- *Objective 23: Industrial and urban services land is planned, retained and managed.*

Direction 10: Implementation

- *Objective 39: A collaborative approach to city planning.*

This approach will also allow Council's Strategic Planning Group to effectively utilise its resources (staff, time and financial) by focusing on the Priority LEP and DCP project.

It is noted that a normal Planning Proposal and LEP Gateway process takes approximately 12 - 18 months to be completed with the process having recently been complicated with the addition of referrals to Local Planning Panels by the Section 9.1 Ministerial Direction. The LEP Gateway process for new Planning Proposals is now likely to align relatively closely with the anticipated timeline for Council's LEP/ DCP and infrastructure contributions plan. Therefore, the reality for most prospective new planning proposals is that they would take almost as long as the new LEP to complete. Realistically, private planning proposal proponents will find it less expensive to promote their sites through submissions to the new LEP.

In this regard, it is recommended that Council write to the Minister for Planning seeking an exemption for rezoning reviews in the urban renewal areas in the Inner West LGA along Parramatta Road and Sydenham to Bankstown Corridor area in respect of new private planning proposals until the completion of IWLEP / DCP and Infrastructure Contributions Plan.

If the Minister for Planning does not accept this request and Council as Planning Proposal Authority refuses to accept new private planning proposals, it would have to address potential rezoning reviews by submissions to the Sydney Eastern City Planning Panel.

11.0 CONCLUSION

The Planning Proposal fails the Strategic Merit test as indicated in this planning report and is inconsistent with a number of key objectives, priorities and actions of State, District and Council plans and policies. It is recommended that this Planning Proposal should not be supported.

It is recommended that Council prioritise preparation of the Camperdown Precinct Masterplan. It is also recommended that Council write to the Minister for Planning seeking an exemption for rezoning reviews in the urban renewal areas along Parramatta Road and Sydenham to Bankstown Corridor in respect of new private planning proposals until the completion of IWLEP, DCP and Infrastructure Contributions Plan.

LIST OF ATTACHMENTS

Please follow the link below to directly access the relevant attachment.

Available as hard copy in Council agenda:

1. [Council's planning proposal assessment checklist](#)
2. [Council out of sequence assessment checklist](#)
3. [Proponent's planning proposal](#)
4. [Original urban design report](#)
5. [Revised drawings and additional urban design information](#)
6. [Site specific draft DCP](#)

Available online as electronic attachments:

7. [Letters of offer for state and local contributions](#)
8. [Traffic and transport assessment](#)
9. [Economic impact assessment](#)
10. [Environmental assessment report and remedial action plan](#)
11. [Heritage impact assessment](#)
12. [Social impact and housing affordability assessment report](#)
13. [Flooding and stormwater management planning report](#)
14. [Acoustic assessment](#)
15. [Integrated infrastructure delivery plan](#)
16. [Design excellence statement](#)
17. [Stakeholder engagement report](#)
18. [Inner West Planning Panel report and minutes, 11 September 2018](#)

The attachments are also available on the following link on Council's website:
<http://www.innerwest.nsw.gov.au/develop/planning/planning-proposals/current-proposals/1-5-chester-street-annandale>

ATTACHMENTS

1. [1](#) Council's Planning Proposal assessment checklist
2. [2](#) Council's Out of Sequence assessment checklist
3. [3](#) Proponent's Planning Proposal - 1 - 5 Chester Street, Annandale
4. [4](#) Original Urban Design report
5. [5](#) Revised drawings and additional urban design information
6. [6](#) Proponent's site specific draft DCP amendment