

AGENDA

**INNER WEST
LOCAL PLANNING PANEL**

VOLUME 1

21 September 2021



PLANNING PROPOSAL REPORT

From Strategic Planning team

Planning proposal No.	PPAP_2021_0001
Site Address	122-130 Pyrmont Bridge Road and 206 Parramatta Road, Annandale
Proposal	<p>Planning proposal to amend the draft Inner West Local Environmental Plan (IWLEP) 2021 for the site to:</p> <ul style="list-style-type: none"> • rezone the site from IN2 Light Industrial to B5 Business Development. • provide incentive Floor Space Ratio (FSR) of 4:1 and incentive Height of Building (HOB) of 35m equivalent to 8 storeys for a development with at least 9,000 sqm of health service facility. • allow ancillary retail uses up to a maximum of 1000 sqm. • prohibit residential accommodation, tourist or visitor accommodation. • introduce new site-specific provisions to ensure that the development relying on FSR and HOB incentives: <ul style="list-style-type: none"> ○ achieves appropriate built form, setbacks and transition. ○ provides adequate setbacks and active frontages to key streets. ○ provides walking and cycling connections along Mathieson Street between Cahill Street and Parramatta Road and enhance safety through creation of a “Shared Zone”. ○ provides at least 600sqm of new public open space/ landscaped plaza along Mathieson Street. ○ contributes towards community infrastructure through public domain improvements along Cahill Street, Pyrmont Bridge Road, Parramatta Road and Mathieson Street including footpath widenings, traffic calming, landscaping and water sensitive urban design. ○ includes end of journey facilities to support walking and cycling. ○ ensures that development will not significantly increase the amount of traffic on the adjoining street network. ○ incorporates mechanisms to reduce urban heat including green infrastructure. ○ provides an environmentally sustainable 6-Star Green Star rated building.

	This proposal is consistent with State and Council endorsed policies including <i>Eastern City District Plan, Parramatta Road Corridor Urban Transformation Strategy, Camperdown-Ultimo Collaboration Area Place Strategy, Inner West Local Strategic Planning Statement and Employment and Retail Lands Strategy.</i>
Main issues	N/A - The proposal has sufficient strategic merit to proceed to NSW Department of Planning, Industry and Environment for a Gateway Determination. There are no significant issues that cannot be addressed at the post-Gateway or development application stage.
Recommendation	<p>That the Inner West Local Planning Panel advise Council:</p> <ol style="list-style-type: none"> 1. THAT it does not support the Planning Proposal prepared by FPD Pty Ltd dated June 2021. 2. THAT the Planning Proposal prepared by Council officers dated September 2021 to amend the draft Inner West Local Environmental Plan 2021 (IWLEP) for 122-130 Pyrmont Bridge Road and 206 Parramatta Road, Annandale has sufficient strategic merit to be submitted to Minister for Planning for a Gateway Determination in accordance with Section 3.33 of the Environmental Planning & Assessment Act 1979.

SUMMARY

Council received a Planning Proposal request from Mathieson Property on 30 June 2021 to rezone the site from Light Industrial (IN2) to Business Development (B5), increase the FSR to 4:1 and introduce a new building height control of 32m to facilitate an eight-storey health service facility.

The proposal was generally consistent with the State and Council endorsed strategic objectives of health and education precinct in Camperdown. Council's detailed assessment including an external independent peer review of the Planning Proposal's urban design scheme undertaken by DesignInc indicated that refinements would deliver better quality public domain outcomes and help protect the redevelopment potential of surrounding sites. Consequently, Council has prepared a revised Planning Proposal (Attachment 1) dated September 2021 in partnership with the applicant to facilitate redevelopment of the site and provide the following community benefits:

- Hospital/ medical uses to serve the Inner West and Greater Sydney community.
- An attractive built form and public domain which will deliver a gateway building aligned with the strategic objectives for the Camperdown precinct.
- A new landscaped public plaza and "Shared Zone" along Mathieson Street which will link with Council's proposed Shared Zones along Cahill Street and Cahill Lane and partially address PRCUTS requirements for an active transport connection along Mathieson Street to Johnston Creek.
- Footpath widening and associated land dedications along Cahill Street, Mathieson Street, Parramatta Road and Pyrmont Bridge Road to contribute to public domain improvements.
- Enhanced sustainability and building performance targets including a 6-Star Green Star Building to contribute towards Council's vision of a low carbon Net Zero Camperdown precinct.

The proposed amendments would facilitate an eight-storey development with approximately 180 new jobs and 10,280 sqm of employment floorspace.

This revised Planning Proposal has been carefully devised by Council officers to achieve the strategic objectives of Camperdown precinct while delivering high quality public domain outcomes. The Planning Proposal seeks to amend the IWLEP 2021 by providing height and FSR incentives and creating new site-specific provisions to allow transition of the site to a health facility. Advice is sought from the Inner West Local Planning Panel on the merits of the proposal prior to it being reported to Council and Department of Planning, Industry and Environment (DPIE) in accordance with the section 9.1 of Environmental Planning and Assessment Act 1979.

1.0 SITE AND SURROUNDING CONTEXT

The triangular 2,570 sqm site is zoned IN2 Light Industrial in Leichhardt LEP 2013 and has a maximum permissible FSR of 1:1 with no height control. The site is currently occupied by three adjoining double storey commercial buildings which are largely built to their site boundaries, with the exception of a small at grade car park to the rear of 130 Pyrmont Bridge Road. The rest of the employment precinct is made up of light industrial buildings, including strata live-work units and terrace houses on industrial zoned sites.

The site is not directly affected by heritage or flooding. The site is likely to be contaminated and contain acid sulfate soils. It is also partially in the ANEF 20-25 contour. Detailed site planning controls are provided in the Planning Proposal (Attachment 1).



Figure 1 - - Location of site (in red) in the context of PRCUTS Camperdown precinct (in orange)

The site is strategically significant at the State and local levels, with a role to play in supporting the NSW health and education sectors as well as contributing to the revitalisation of Parramatta Road Corridor. The key strategic documents are:

- Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) (Urban Growth), a NSW Government endorsed strategy given statutory force via a Section 9.1 Ministerial Direction in November 2016.
- Eastern City District Plan 2018 by the Greater Sydney Commission (GSC).
- Camperdown-Ultimo Collaboration Area Place Strategy 2018 by the GSC.
- 'Our Place Inner West' - Inner West Council's (IWC) Local Strategic Planning Statement (LSPS), Employment and Retail Lands and Transport Strategies, which together endorse the vision of Camperdown as an innovation precinct.
- Camperdown Innovation Precinct Land Use and Employment Strategy developed by IWC with the Camperdown Alliance.
- PRCUTS Parramatta Road Urban Amenity Improvement Plan for Camperdown – Council's master plan design proposal.
- IWC Public Spaces Legacy Program submission for Camperdown

The myriad of strategic planning studies for the precinct highlight its current status as an area in transition, with aspirations for both transformation of land uses and a significant change in the urban form, including greater density on and around the subject site.

2.0 ASSESSMENT OF APPLICANT'S PLANNING PROPOSAL

Proponent's June 2021 Planning Proposal seeks to amend planning controls for the site as follows:

- Rezone the site from IN2 Light Industrial to B5 Business Development
- Apply a maximum height control of 32m
- Amend the floor space ratio control from 1:1 to 4:1
- Allow retail premises on the ground floor as an additional permitted use.

The proposal seeks to facilitate a redevelopment of the site for a health services facility of up to eight storeys comprising a total floor space of 10,264sqm with:

- Medical-related uses such as a physio and hydrotherapy pool and ancillary retail uses including a cafe and pharmacy at the ground level
- Private hospital and associated uses on levels 1 to 7
- Medical related consulting rooms on Level 8.

Whilst the applicant's Planning Proposal is consistent with the PRCUTS, it misses the opportunity to reinforce the site's status in the precinct at local and State level and does not provide an optimal built form response and sufficient public domain improvements which are critical to successful transition of this precinct into a world-class health and education precinct.

Council's detailed assessment including an external independent peer review of the Planning Proposal's urban design scheme undertaken by DesignInc indicated that refinements to the design scheme would deliver better urban design and public domain outcomes and help protect the redevelopment potential of surrounding sites. The proposed refinement to building height will also flexibly accommodate eight storey non-residential development including lift-over runs and plant room/services which are to be accounted in the LEP HOB control.

Key issues with applicant's proposal are outlined below. Further details relating to urban design assessment can be found in DesignInc's urban design peer review (Appendix 1b to the Planning Proposal).

- The proposed planning controls are not strong enough to give certainty to Council that a health service facility will be genuinely delivered on the site. An unintended consequence of the proposed B5 zoning could be a purely commercial development for uses such as serviced apartments, hotel accommodation etc. which would be inconsistent with the vision and strategic objectives for Camperdown precinct.
- The proposed design applies a blanket height control of 32m with eight-storey building across the site without responding to the site's context and providing appropriate transition to neighbouring sites.
- Building envelope is based on a predominantly 'site-centric' analysis, rather than on the impacts and/or benefits for the context.
- Insufficient floor to floor height on the eighth floor (only 3.1m) to accommodate non-residential uses. It also does not consider lift-over runs and services in its proposed 32m height limit (see the below section). Although it is noted that BVN's design and

DesignInc's peer review have demonstrated that generally eight storey development on this site is acceptable in response to future desired character.

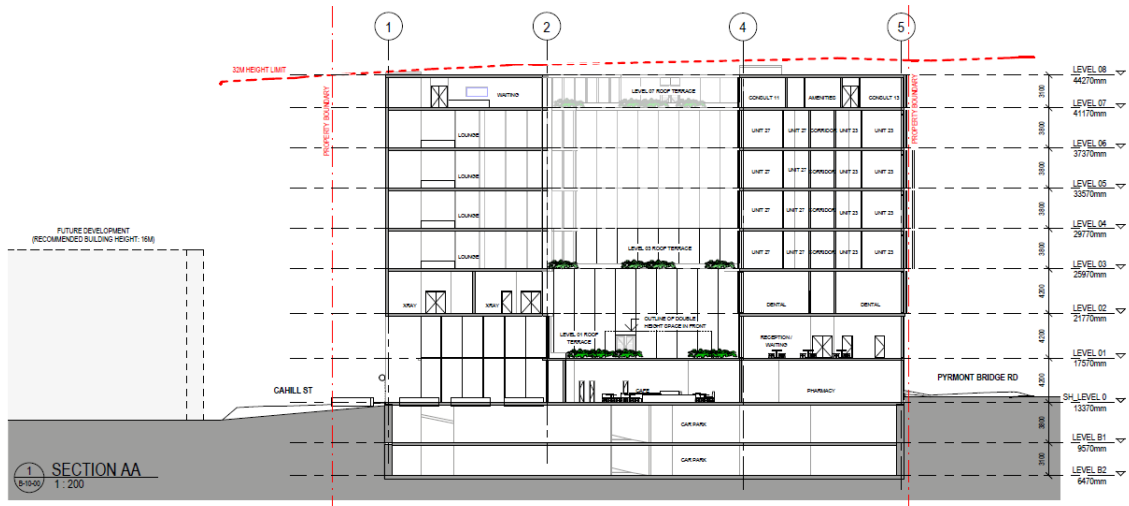


Figure 2 – Indicative Building Section from BVN's Urban Design Scheme

- Whilst the 6m setback to Mathieson Street is generous, the design does not adequately contribute towards 'substantive tree planting' and 'Green lungs' on Mathieson Street as it claims. Mathieson Street's width (even after the setback) is insufficient to implement PRCUTS requirement to provide a safe cycling route. See below plan which indicates PRCUTS active transport requirements for this precinct.

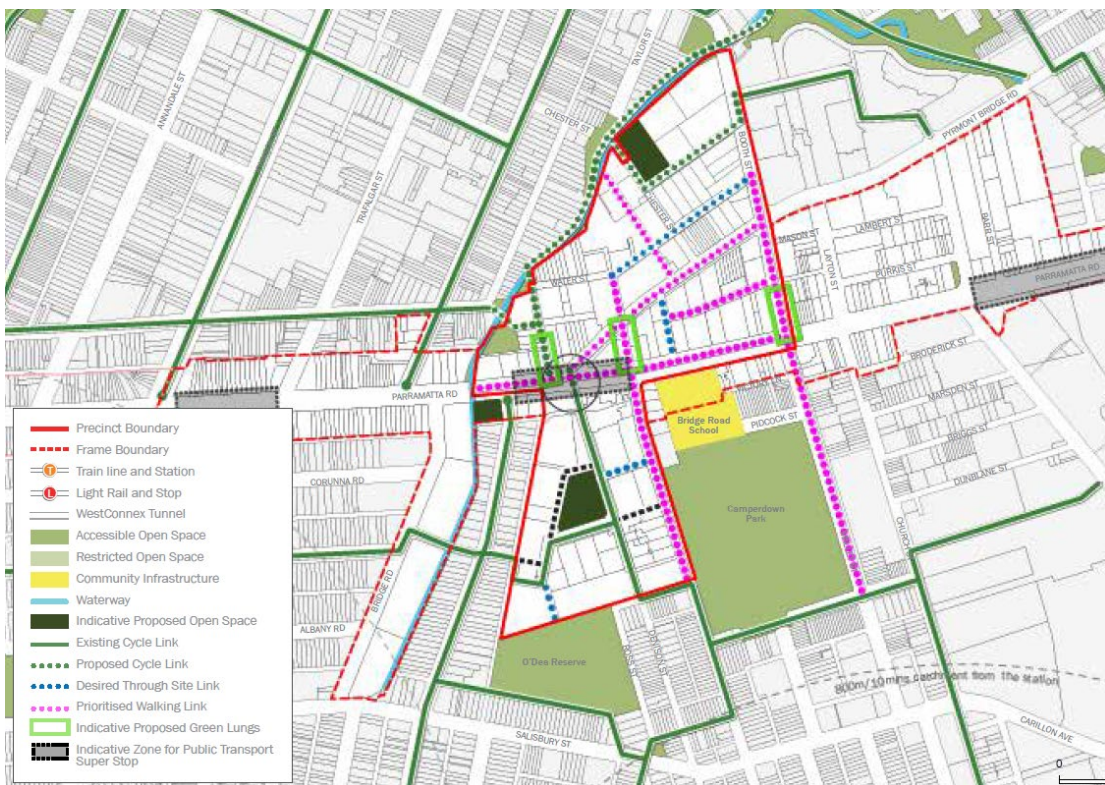


Figure 3 – PRCUTS Camperdown Open Space and Active Transport

- The concept plan misses the opportunity to reinforce the 'nodal gateway' importance of the site at the corner of Parramatta Road, Pyrmont Bridge Road and Mathieson Street

(see the below diagram from PRCUTS Fine Grain Study highlighting the importance of this as 'primary node').

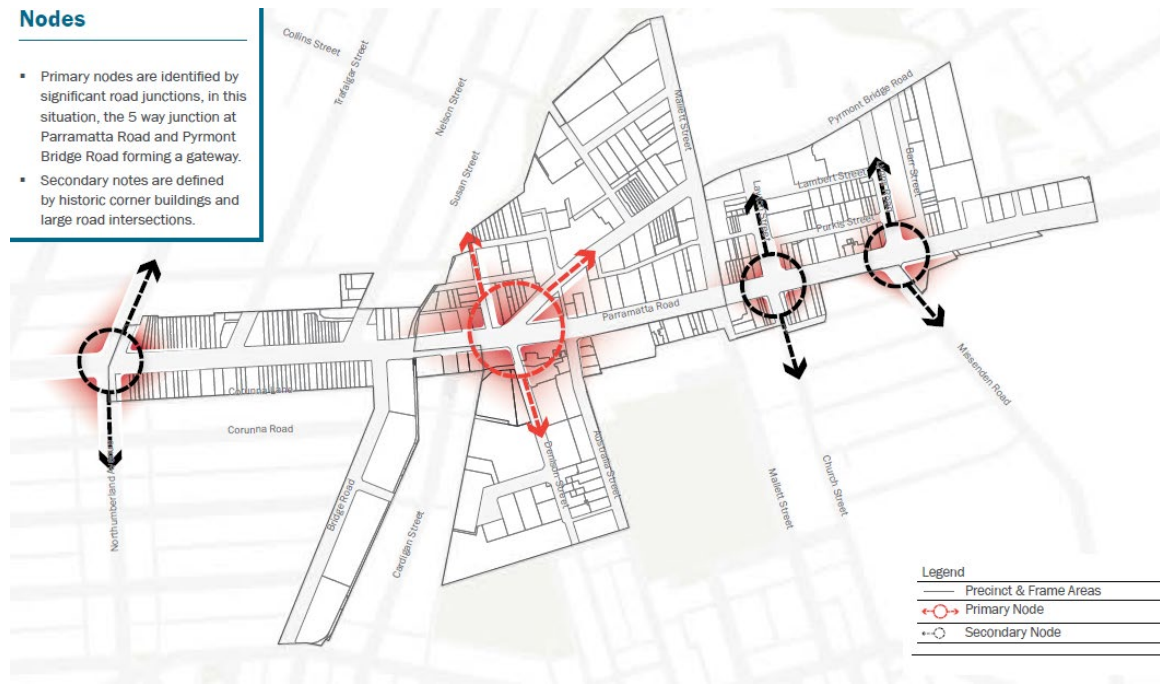


Figure 4 – Nodes in PRCUTS Fine Grain Study

- The proposed ground floor uses such as Physio-gym and hydrotherapy pool will not contribute towards truly activating the Pymont Bridge Road street frontage.
- Lack of landscaping and tree planting due to the proposed extent of the basement which extends past the above-ground building footprint and encroaches on the area designated for tree planting on Mathieson Street.
- The landform slopes away to the north towards Johnstons Creek. The review highlighted the need to provide Water Sensitive Urban Design at Mathieson Street, to improve water quality and control run off to Johnstons Creek which is not accommodated within the proponent’s Planning Proposal.
- The proposal is ‘light on’ in terms of both defining design excellence and sustainability, and in linking them. Given the status of Camperdown as proposed health and education precinct and the first building of its type in the precinct, the proposal should be much more aspirational to deliver an exemplar building.
- Proposed 100 car parking spaces are above the maximum 68 car parking spaces required under PRCUTS for commercial uses.
- Detailed traffic concerns relating to sightlines and proposed vehicle turntable, potential queueing along Mathieson Street etc. Although some of these concerns are related to detailed design and can be resolved at the Development Application (DA) Stage.

Consequently, the proposal requires refinements to address the above concerns. As the ‘first cab off the rank’, the proposed development’s use, built form scale, massing and public domain interface are critical to creating a ‘road map’ for future development in the precinct.

A successful scheme in this ‘gateway’ location would be one that improves the quality of the public domain and provides the best urban design and sustainable built form outcomes for the wider area. Council officers have worked in partnership with the proponent to refine the proposal to ensure that proposed development delivers quality public domain outcomes for the precinct and its future occupants.

3.0 COUNCIL'S PLANNING PROPOSAL

Council's below Planning Proposal provisions have been crafted to resolve the above design and infrastructure concerns and to ensure that the proposed development genuinely contributes towards health and community infrastructure.

- **Land Use** - Rezone the site to B5 Business Development and permit retail premises as an additional permitted use.
- **Built Form** – Retain existing FSR and HOB controls. Introduce additional FSR and HOB controls known as 'Incentive FSR' and 'Incentive HOB'. The proposed Incentive FSR is 4:1 and the proposed incentive HOB is 35m. (Note: the incentive FSR and HOBs are absolute maximums and not to be used in addition to the base FSR).
- **Key Site** - Identify the Planning Proposal site on the Key Sites Map.
- **Additional Local Provision** - Introduce a new local provision to allow access to FSR and HOB incentives but only where the proposed development satisfies the following:
 - confirms the objective of the proposed amendments to encourage health, education and cultural sectors in the Camperdown-Ultimo Collaboration Area.
 - achieve the following mix of floorspace:
 - a minimum of 9,000 sqm of gross floor area for health services facilities; and
 - a maximum of 1000 sqm of gross floor area for retail uses.
 - does not include any residential accommodation, serviced apartments or tourist/visitor accommodation.
 - provides a maximum height of 8 storeys.
 - permits redevelopment of the lots as an amalgamated site.
 - achieves an appropriate built form in terms of bulk, massing, height, separation, setbacks, amenity and modulation.
 - achieves a high standard of architectural design, materials and detailing appropriate to the building type and location.
 - provides publicly accessible setbacks of at least 6m to Mathieson Street and 3m to Cahill Street.
 - provides active frontages to Mathieson Street, Parramatta Road and Pyrmont Bridge Road.
 - creates a new publicly accessible open space of minimum 600sqm at the entrance of the building and adjacent to Mathieson Street where it intersects with Parramatta Road and Pyrmont Bridge Road.
 - provides walking and cycling connections along Mathieson Street between Cahill Street and Parramatta Road and enhances safety through creation of a "Shared Zone".
 - ensures that development will not significantly increase the amount of traffic on the adjoining street network including but not limited to Parramatta Road, Mathieson Street, Pyrmont Bridge Road, Cahill Street, Cahill Lane, Water Street and Gordon Street.
 - incorporates minimum 6-star Green Star rating with achieving the climate positive pathway.
 - incorporates mechanisms to reduce urban heat including green infrastructure and features such as deep soil gardens, vegetation, green roofs and green walls.
 - includes end of journey facilities to support walking and cycling.
 - contributes towards community infrastructure through public domain improvements along Cahill Street, Pyrmont Bridge Road, Parramatta Road and Mathieson Street including footpath widenings, traffic calming, landscaping and water sensitive urban design.
 - require the Secretary's concurrence to be obtained prior to granting development consent for the purpose of assessing the need for contributions towards designated State public infrastructure in the Parramatta Road Corridor.

In addition, it is requested that DPIE impose a condition at the Gateway stage for the Planning Proposal to be reviewed following the outcomes of Parramatta Road Traffic and Transport Study.

Summary of changes proposed to existing planning controls

Table 1 - Existing and proposed planning controls

Area	Current zone	Proposed zone	Current FSR (n:1)	Proposed incentive FSR (n:1)	Current HOB	Proposed incentive HOB
122-130 Pymont Bridge Road and 206 Parramatta road Annandale	IN2 Light Industrial	B5 Business Development + retail premises	1.0	4:1	Not defined	35m (8 storeys + services/ lift over runs)

Summary of the proposal and its strategic merit

The Planning Proposal includes provisions to ensure that the new development positively contributes to the environmental and infrastructure considerations in the Camperdown precinct. In particular, the proposed amendments through FSR and HOB incentives mechanism will ensure that urban design, built form, amenity, stormwater management and environmental sustainability are given thorough consideration prior to granting consent to any additional development capacity above the existing LEP controls.

The proposal is fully consistent with the strategic objectives and priorities of *Parramatta Road Corridor Urban Transformation Strategy 2016*, *Eastern City District Plan 2018*, the *Camperdown-Ultimo Collaboration Area Place Strategy 2019*, *Inner West LSPS* and *Employment and Retail Lands Strategy 2020*. Detailed Strategic Merit assessment can be found in the Planning Proposal (Attachment 1).

Refinements are required to PRCUTS height control and site-specific design guidelines to enable an eight-storey development non-residential on the site as envisioned. This is justified by the urban design studies undertaken by the proponent and Council which demonstrate that:

- The primary building envelope will be within the 32m height plane as envisioned in PRCUTS with minor adjustments to allow rooftop elements such as lift-overruns and plant rooms which will not have significant visual amenity impacts. Refer to the below indicative sectional diagram.
- The proposed height arrangement will have better public domain and community outcomes as the bulk will be transferred from the ground level to make space for the new public plaza.
- Additional design measures including a height transition 'down the hill' towards Johnstons Creek will reduce the apparent bulk and scale of the proposed development

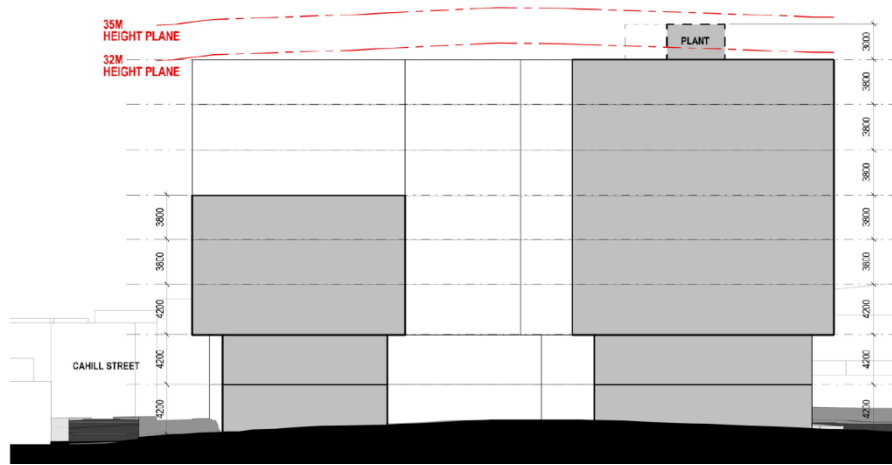


Figure 5 - DesignInc's indicative building section showing the potential transition of height towards Cahill Street and proposed new setback along Pymont Bridge Road and Cahill Street. The section also indicates refinement required to the proposed HOB control to allow plant/services within the building height.

Further amendments are required to applicant's urban design scheme and supporting site-specific DCP to reflect the Planning Proposal as follows:

- Eight-storey built form is supported, however, the proposed development should provide appropriate transition towards the north – in other words, the height across the whole building is preferred NOT to be uniform at the upper limit of the height control.
- Provide differentiation of parts of the building to create a height transition 'down the hill' towards Johnstons Creek and respond to the narrow width of Cahill Street.
- Definition of the base of the building to balance the height, and create a 'human scale' zone at the street
- *'Celebrate the corner'*: A public plaza wrapping around the corner of Parramatta/Pymont Bridge Roads into Mathieson Street (i.e. deliver at grade rather than as a separated, elevated private open space)
- Proposed development to be setback at the main entrance and adjacent to Mathieson Street, Parramatta Road and Pymont Bridge Road intersection to create a new public plaza of at least 600sqm and enhance the importance of the node as a 'public space' which would then link to Council's proposed public domain improvements along Pymont Bridge Road. Refer to the below indicative floor plan which identifies setbacks and location of this new plaza.



Figure 6 – Indicative revised site plan layout illustrating the proposed setbacks and public domain improvement works

- Proposed development to be setback by generally 6m along Mathieson Street with further increased setback up to 22m to create a new public plaza. The entire length of Mathieson Street between Cahill Street and Parramatta Road will be a “Shared Zone” operating as a public space integrated with this new plaza.

There are synergies between the shared zone and public domain improvements as part of this proposal and Council's proposed and funded Shared Zones along Cahill Street and Cahill Lane as part of NSW Government Public Space Legacy Program plus Council's Parramatta Road Urban Amenity Improvement Plan – Camperdown masterplan. The above design brings these elements together to ensure that public domain outcomes for the site and precinct can be coordinated and prioritised. The proposed infrastructure works are to be secured via a Planning Agreement.

- Proposed development to be setback by 1.5m on ground and first floor along Pymont Bridge Road with the rest of the building built to boundary and cantilevered on this setback. This setback is essential to allow footpath widening along Pymont Bridge Road to accommodate increased foot traffic in future and link with Council's masterplan proposal for Pymont Bridge Road.
- Achieve 6 Star Green Star rating to exemplify sustainability and innovation.
- Basement be set back from Mathieson Street to allow for the deep soil required to accommodate ‘substantial tree-planting’ to better support the vision for a ‘green lung’.
- Car parking to be reduced to reflect maximum car parking as required by PRCUTS for commercial uses.
- Building entrances be designed to prioritise active connections with Pymont Bridge Road, by ensuring that the ground floor entries are level with the footpath. Each tenancy is to have its own main pedestrian entry to the Parramatta Road or Pymont Bridge Road elevations to ensure the proposal complements the rhythm of traditional retail entries in the vicinity.
- Other public domain elements include:
 - Safety at all intersections for pedestrians and cyclists

- Safe connection along Mathieson Street and from Mathieson Street to Pymont Bridge cycleway, with space to avoid potential conflict with pedestrians and cars
- Visual cues within the shared zone to a) encourage slow speeds and/or dismount, to prioritise pedestrians and b) link Mathieson Street to the Pymont Bridge cycleway.
- Boulevard and verge planting as part of the Pymont Bridge Road upgrade to be accommodated by the built form
- Trees on east side of Mathieson Street as part of the shared zone should be ideally in ground not on structure, for optimum growing conditions (i.e. to achieve a good size at maturity)
- Low planting / planter beds on Mathieson Street and in plaza to support vegetation, define the public space and if possible double as casual seating
- Water Sensitive Urban Design / passive treatment of run-off down Mathieson Street.
- Safe access for service and delivery vehicles via Cahill Street.
- Minimise potential for conflict between parking / service access vehicles and active transport users.

These principles will be the basis of refinements to the proponent's urban design scheme and site-specific DCP. The Planning Proposal including its regime of FSR and height bonus incentives plus detailed guidelines in the revised site-specific DCP will ensure that the proposal's environmental and social effects are appropriately managed and mitigated.

Council's Planning Proposal has therefore demonstrated sufficient strategic merit and detailed design amendments to the site-specific DCP can be made following the Inner West Local Planning Panel meeting prior to the proposal being reported to Council.

4.0 CONCLUSION

Proponent's Planning Proposal on behalf of FPD Pty Ltd. has been refined by Council officers to address strategic planning concerns in relation to implementation of the PRCUTS and Council's wider planning and infrastructure works in Camperdown precinct.

The proposed redevelopment of 122-130 Pymont Bridge Road and 206 Parramatta Road Annandale with its mix of health-related employment and ancillary retail uses, will help implement strategic planning policies including PRCUTS, *Camperdown-Ultimo Collaboration Area Place Strategy* and IWC LSPS, all of which support the evolution of Camperdown into a health, education and biotechnology hub.

Overall, the proposal now has sufficient strategic merit to proceed to Gateway. Council officers will work with the applicant to revise the site-specific DCP so that the detailed design reflects the intentions of this Planning Proposal as outlined in this report.

It is recommended that the Inner West Local Planning Panel advise Council to forward the proposal to the Minister for Planning and Public Space for a Gateway Determination in accordance with Section 3.33 of the *Environmental Planning & Assessment Act 1979*. Subject to the requirements of a favourable Gateway Determination, the Planning Proposal, draft DCP and Planning Agreement should be exhibited for formal community consultation.

5.0 ATTACHMENTS

- Attachment 1 – Council's Planning Proposal dated September 2021
 - Appendix 1 – Urban Design Studies
 - 1a – Proponent's Urban Design Scheme by BVN
 - 1b – DesignInc's Urban Design Peer Review

- 1c – Proponent’s additional information by BVN September 2021
 - Appendix 2 – Heritage Impact Assessment
 - Appendix 3 – Traffic and Transport Assessment
 - Appendix 4 – Sustainability Plan
 - Appendix 5 – Acoustic Impact
 - Appendix 6 – Contamination
 - Appendix 7 – Acid Sulphate Soils
 - Appendix 8 – Air Quality Assessment
 - Appendix 9 – Economic Impact Assessment
 - Appendix 10 – Social Impact Assessment
 - Appendix 11 – Infrastructure Delivery Plan
 - Appendix 12 – Utilities Services Assessment
 - Appendix 13 – Proponent’s Draft Development Control Plan
 - Appendix 14 – Council’s Parramatta Road Urban Amenity Improvement Plan – Camperdown Masterplan proposal
 - Appendix 15 – Council’s Project Plan for Cahill Street Reserve, Annandale as part of NSW Public Spaces Legacy Program
- Attachment 2 – Proponent’s Planning Proposal June 2021
- Attachment 3 – Site Survey
- Attachment 4 – Pre-Planning Proposal outcome letters