

PLANNING PROPOSAL

9 Gloucester Road, Hurstville
(PP2015/0005)

24 October 2018

Amendment No.1

TRIM REF: D18/237855

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Attachments

Attachment 1:	Georges River Council Report and Minutes dated 27 August 2018 Item ENV022-18 – Planning Proposal - 9 Gloucester Road, Hurstville (includes as Attachment 1, Georges River Local Planning Panel Report and Minutes dated 21 June 2018)
Attachment 2:	Draft <i>Hurstville Local Environmental Plan 2012</i> Maps
Attachment 3:	SEPPs & S9.1 Directions Compliance Tables
Attachment 4:	Applicant's Planning Proposal request and supporting documentation



1. Introduction

Georges River Council considered a Planning Proposal (PP2015/0005) at its meeting on 27 August 2018 and resolved to support the amendment to the *Hurstville Local Environmental Plan 2012* (“HLEP 2012”) in relation to 9 Gloucester Road, Hurstville (Lot 30 DP785238) to:

- a) Amend the **Floor Space Ratio Map** to increase the floor space ratio from 3:1 to 4:1 (including a minimum non-residential FSR of 0.5:1); and
- b) Amend the **Height of Buildings Map** to increase the maximum building height applying to the site from 23m to a range of heights being 23m, 30m, 40m, 50m and 60m.

Background

A planning proposal request for 9 Gloucester Road, Hurstville, was lodged by GTB Hurstville Pty Ltd (“the applicant”) on 9 October 2015, and was subsequently amended a number of times with variations to the requested floor space ratio (“FSR”) and in particular the quantum of retail / commercial and residential gross floor area.

The applicant’s revised Planning Proposal request sought to amend the *HLEP 2012* in relation to the subject site as follows:

- Increase the FSR from 3:1 to 4:1 (including a minimum non-residential FSR of 0.3:1); and
- Increase the maximum building height applying to the site from 23m to a range of heights being 23m, 30m, 40m, 50m and 60m.

A copy of the applicant’s Planning Proposal request is included as **Attachment 4** and includes the following reports as Appendices:

- i) Planning Proposal Report (Dowling Urban, May 2018)
- ii) Architectural Concept (Turner, May 2018)
- iii) Urban Design Report (Austin McFarland, June 2018)
- iv) Tree Retention and Replacement Study (Sturt Noble, September 2016)
- v) Tree Canopy Study (Turner, April 2018)
- vi) Economic Impact Assessment (HillPDA, May 2018)
- vii) Transport Report (Henson Consulting, May 2018)
- viii) Survey Plan (SDG, August 2014)

The applicant’s Planning Proposal was considered and supported by the Georges River Local Planning Panel (“LPP”) at its meeting dated 21 June 2018. Refer to **Attachment 1** for a copy of the LPP meeting minutes including the Statement of Reasons for the Panel’s decision regarding this Planning Proposal.



However, Council at its meeting on 27 August 2018 resolved to support an amended Planning Proposal for 9 Gloucester Road, comprising of an increase in the minimum non-residential FSR requirement from 0.3:1 to 0.5:1.

Accordingly, this Planning Proposal includes a minimum non-residential FSR of 0.5:1 at 9 Gloucester Road, Hurstville and has been prepared in accordance with Council's resolution dated 27 August 2018. The application proposes:

- a) Building form with a variety of storeys ranging from 4 to 18 storeys:
 - i. Building A – 4 to 18 storeys (60m)
 - ii. Building B – 4 to 16 storeys (55m)
 - iii. Building C – 12 storeys (40m)
 - iv. Building D – 8 storeys (30m)
 - v. Building E – 4 to 6 storeys (23m)
- b) Mixed use development featuring:
 - i. Approx. 4,620sqm retail / commercial floor space (0.5:1 FSR)
 - ii. Approx. 32,340sqm residential floor space (3.5:1 FSR)
- c) Approx. 400 residential apartments
- d) Multi-level basement car parking
- e) At grade communal open space
- f) Rooftop communal open space on top of each building

It should be noted that the applicant's Planning Proposal request, including the report and supporting documentation, has not been amended in accordance with Council's resolution to increase the minimum non-residential FSR of 0.5:1. Accordingly, all reports and documentation provided in **Attachment 4** reflect a minimum non-residential FSR of 0.3:1.



Subject Site

The Planning Proposal applies to a parcel of land known as 9 Gloucester Road, Hurstville (refer to **Figure 1** below). The site has a legal description of Lot 30 DP785238 and is wholly in the ownership of GTB Hurstville Pty Ltd.

Figure 1 – Subject site at 9 Gloucester Road, Hurstville



The site is triangular in shape and is bound by Gloucester and Forest Roads to its north and south. These roads intersect at the eastern point in a splayed corner. The site is bound by private properties on its irregular western boundary and is located at the transition threshold between the central and western areas of the Hurstville City Centre.

The site has a total area of 9,240sqm. It excludes a 4x6m area on Gloucester Road (refer **Figure 1** above) which is used as an electrical substation. A detailed site survey is provided by the applicant (refer **Attachment 4**) and the overall frontage lengths are summarised in **Table 1** below:

Table 1 – Site Boundary Dimensions

Boundary	Overall Frontage
Gloucester Road	Approx. 148.7m
Forest Road	Approx. 158.3m
Western boundary (adjacent to 438-452 Forest Road and 15 Gloucester Road)	Approx. 108.5m

The ground surface along the Forest Road frontage slopes gently downwards to the east and surface levels vary between about RL65.4 and RL61.4 relative to the Australian Height Datum (“AHD”). The ground surface level at the Gloucester Road frontage is relatively level between RL60.9 and RL61.4.

The site is currently occupied by three commercial buildings between 2 to 4 storeys with a FSR of approximately 1:1. The existing built form represents a ‘suburban campus’ or ‘office park’ style configuration with a partially exposed basement car park. The remainder of the site comprises controlled access to the basement car park from Gloucester Road, an irregular through-site link and hardstand areas.

There are four existing tenants occupying the three commercial buildings, namely Centrelink, Austbrokers Pty Ltd, Stockdale Personnel Pty Ltd and the ORS Group Pty Ltd. The Economic Impact Assessment specifies that there is currently an estimated total of 82 staff with an estimated vacancy rate of 77% (or 7,691sqm).

The site is characterised by large trees with dense canopies lining the Forest Road and Gloucester Road street frontages, complemented by stretches of significant understorey planting which positively contribute to the area’s public domain. The highly landscaped appearance of the site, especially at the Forest and Gloucester Road corner, is particularly appreciated due to the relative lack of trees in the Hurstville City Centre. An assessment of existing tree specimens on site is provided by the applicant’s Tree Study (refer **Attachment 4**).

Views of the site are shown in **Figures 2-8** below.



Figure 2 – View of Gloucester / Forest Road corner



Figure 3 – View of 4 storey building from Gloucester Road



Figure 4 – View of car parking entrance on Gloucester Road



Figure 5 – View of recessed entrance to building on Forest Road



Figure 6 – View of 4 storey building from Forest Road



Figure 7 – View of pedestrian through-site link on Forest Road



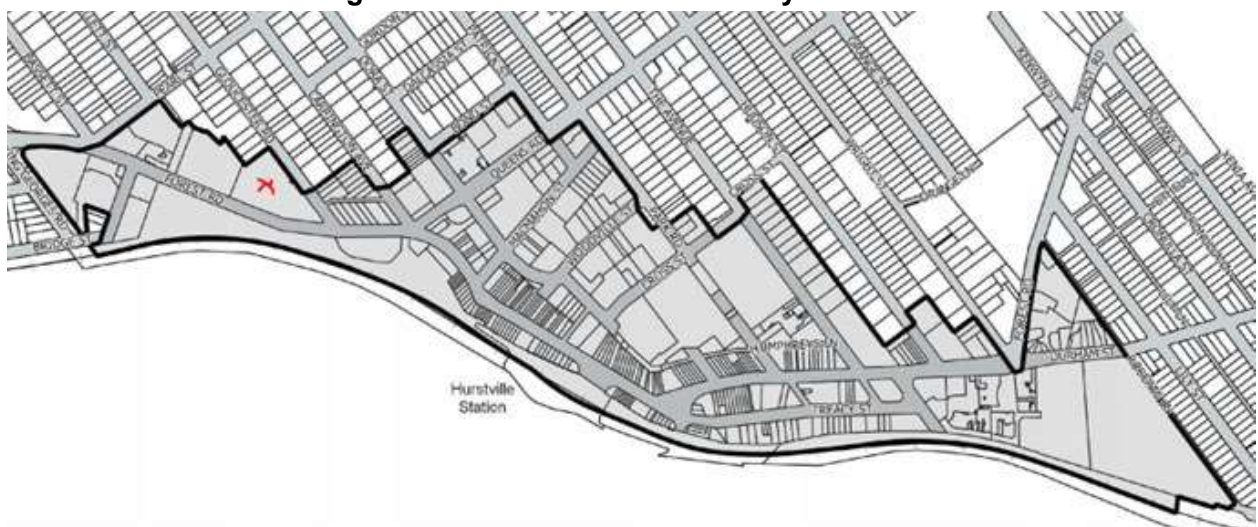
Figure 8 – View of driveway at western boundary on Forest Road



Surrounding Land

The site is located towards the western edge of the Hurstville City Centre; refer to **Figure 9** below for the location of the site (marked by **x**) in relation to the extent of the Hurstville City Centre.

Figure 9 – Extent of Hurstville City Centre



Its immediate context comprises of an array of underutilised sites including an at-grade public car park, service station, single storey factory outlet, other commercial premises and vacant railway land holdings. The site is isolated from other commercial use buildings. The primary interfaces of the site are described in **Table 2** below.

Table 2 – Surrounding Development

Aspect	Surrounding Development
North	<ul style="list-style-type: none"> • Gloucester Road – zone R3 Medium Density Residential • 3 to 5 storey walk-up style residential flat buildings
East	<ul style="list-style-type: none"> • Gloucester Road, Forest Road and Queens Road • Council owned car park on Gloucester Road • Coles service station • Various 2 storey commercial premises including Nara Lounge and Rivers
South	<ul style="list-style-type: none"> • Railway track and vacant railway land • Low-scale (2 storey) retail / commercial buildings with shop-top housing
West	<ul style="list-style-type: none"> • Adjoining 15 Gloucester Road – 4 storey walk-up style residential flat buildings • Adjoining 438-452 Forest Road – mixed use development with 2 storey podiums at street frontage and two towers (8 storeys and 16 storeys) towards the rear of the site • 454-456 Forest Road – low-scale (2 storey) retail / commercial building with shop-top housing • 458-460 Forest Road – ‘Toga’ mixed use development with tower forms of up to 60m

Views of the surrounding land are shown in **Figures 10-19** below.

Figure 10 – View of 2 storey premises on Forest Road



Figure 11 – View of Coles service station at corner of Gloucester and Forest Roads



Figure 12 – View of Council's car park on Gloucester Road



Figure 13 – View along Gloucester Road (northerly) from intersection with Forest Road



Figure 14 – View of walk-up flats on Gloucester Road



Figure 15 – View of side boundary adjacent to No.15 Gloucester Road



Figure 16 – View along Forest Road (westerly) from intersection with Gloucester Road



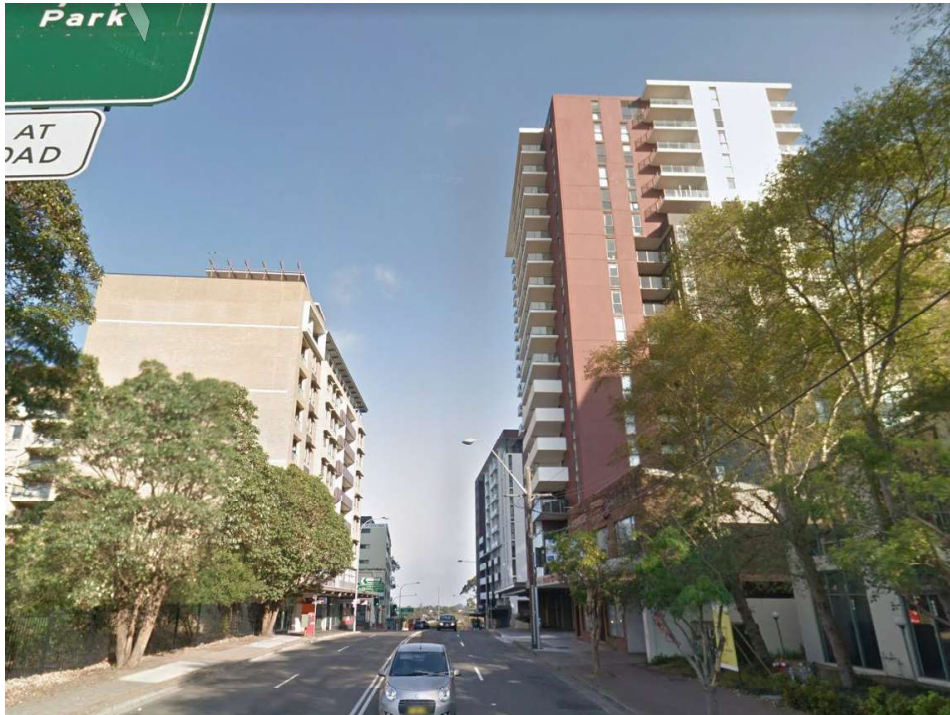
Figure 17 – View of side boundary adjacent to No.438-452 Forest Road



Figure 18 – View of development at No.438-452 Forest Road



**Figure 19 – View of mixed use residential development on Forest Road
(R: ‘Toga’ development)**



Three major parks are within walking distance, comprising the Hurstville Oval and Velodrome, Arrowsmith Park and Penshurst Park and Aquatic Centre that provide for a range of major recreational opportunities.

The site has direct access to Forest Road, which is a major road with local and regional bus services and a high level of accessibility for pedestrians. The site also enjoys good access to Hurstville and Penshurst Railway Stations, being located within approx. 600m and 1,000m walking distance respectively, refer to **Figure 20** below.

Figure 20 – Map of Accessibility to Railway Stations



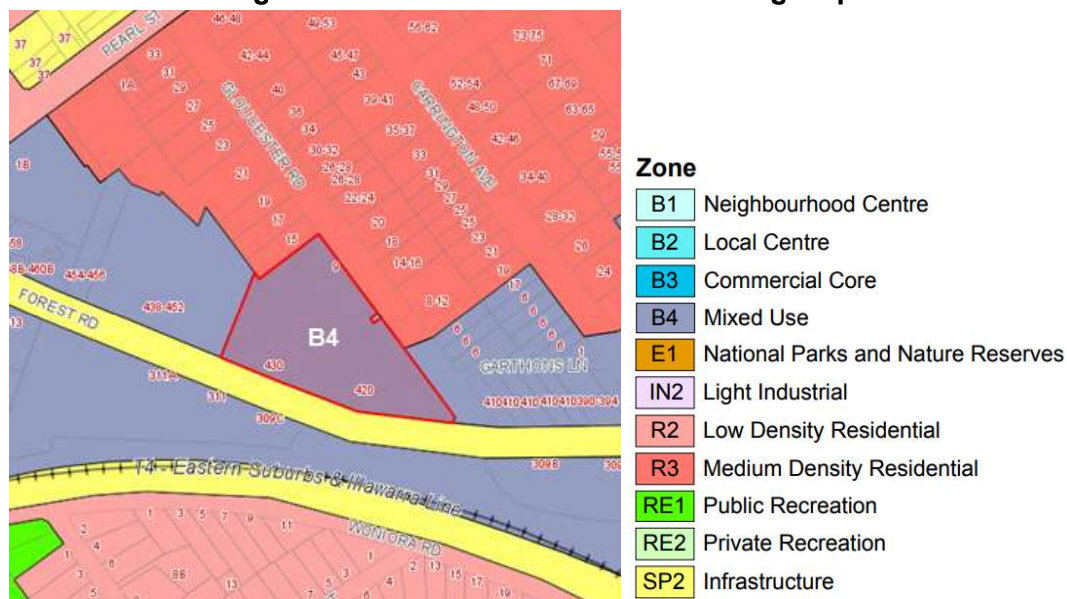
Existing Planning Controls

Hurstville Local Environmental Plan 2012

The *HLEP 2012* applies to the site and the following provisions are relevant to the Planning Proposal:

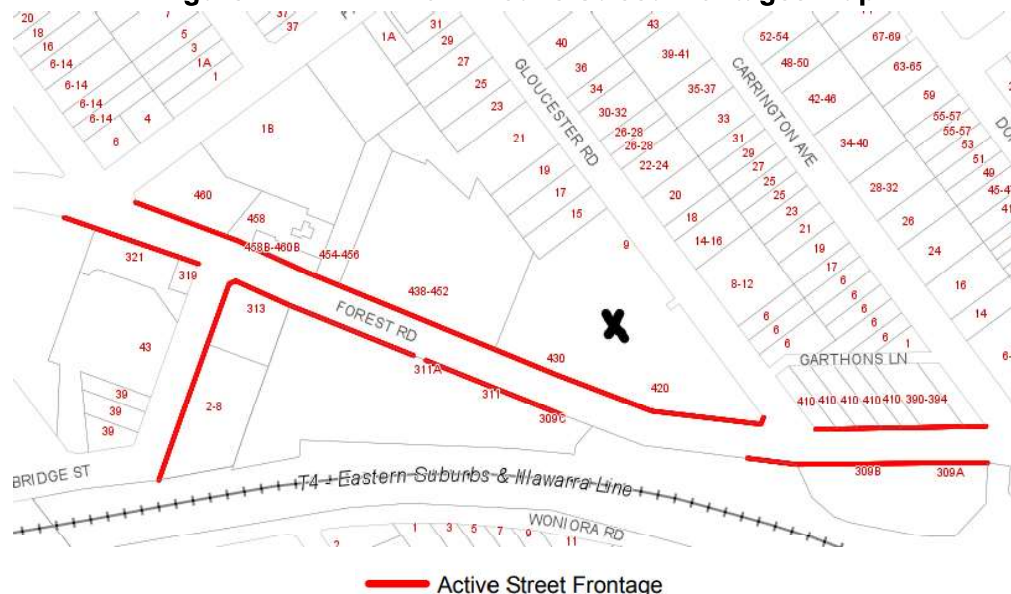
Land Zoning: the site is currently zoned B4 Mixed Use under the *HLEP 2012* (refer to **Figure 21** below).

Figure 21 – HLEP 2012 Land Use Zoning Map



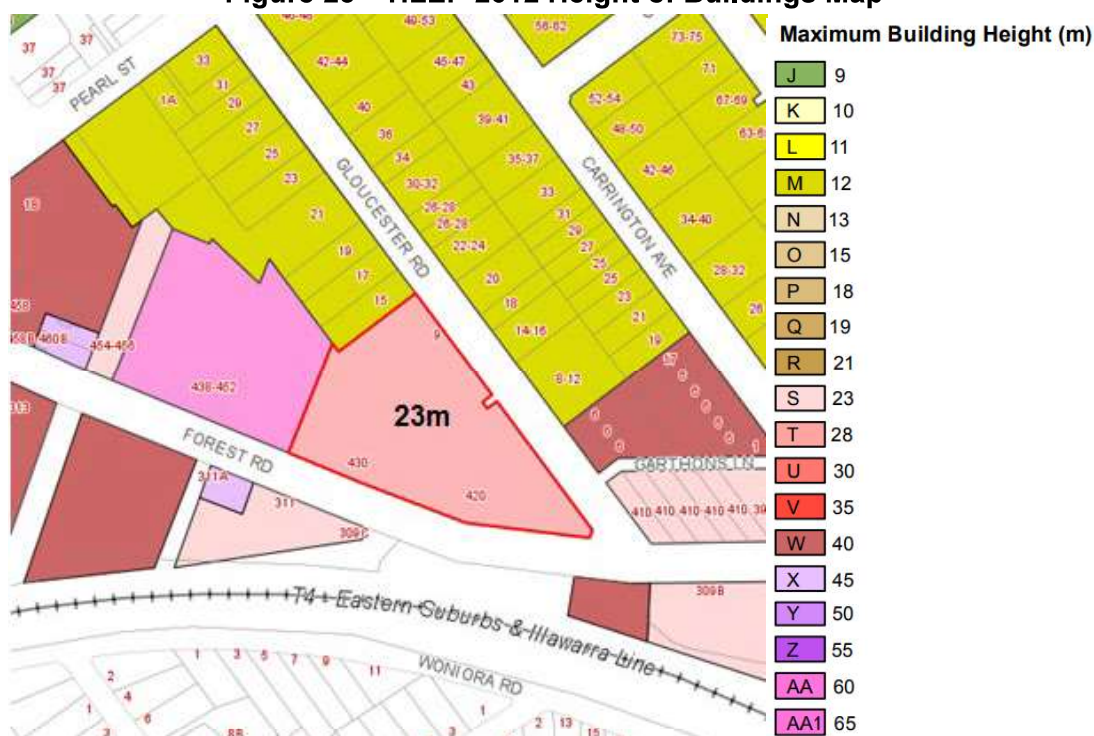
Active Street Frontages: The site is identified as being affected by Active Street Frontages ("ASF") under the *HLEP 2012*, refer to **Figure 22** below. The ASF is applied along the Forest Road frontage. Clause 6.6 Active street frontages applies to the site.

Figure 22 – HLEP 2012 Active Street Frontages Map



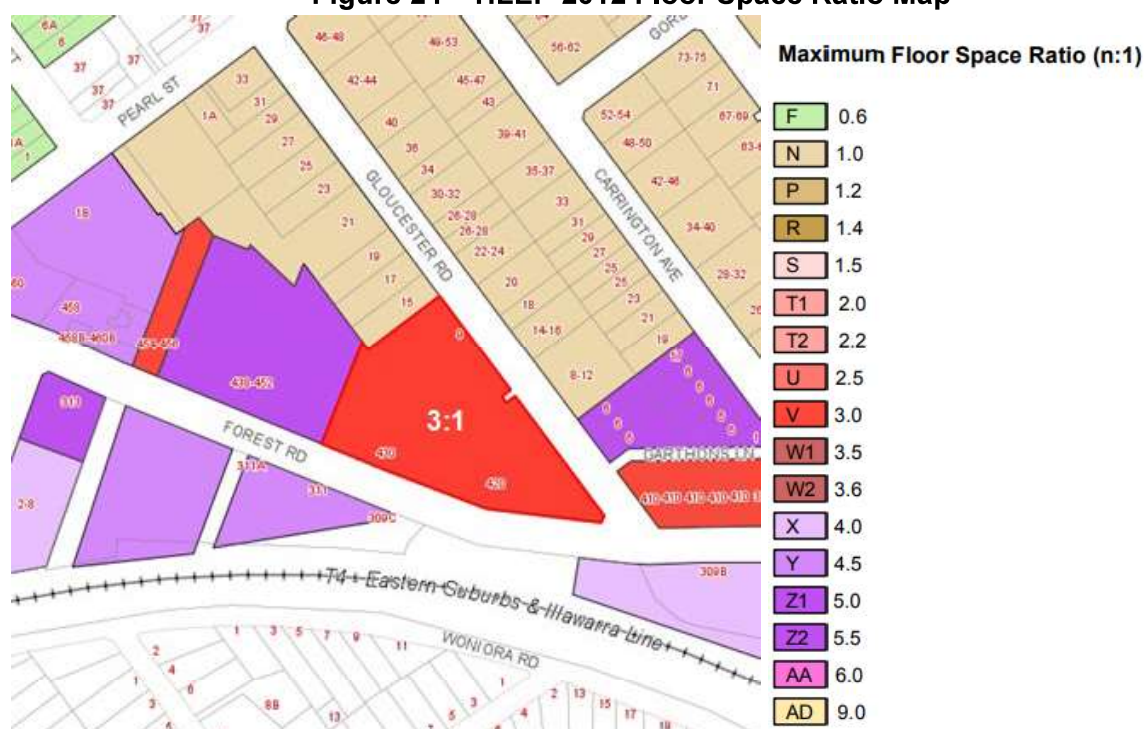
Height of Buildings: The site has a maximum building height of 23m under the *HLEP 2012*, refer to **Figure 23** below. Clause 4.3 Height of buildings is applicable to the site.

Figure 23 – HLEP 2012 Height of Buildings Map



Floor Space Ratio: The site has a maximum floor space ratio of 3:1 under the *HLEP 2012*, refer to **Figure 24** below. Clause 4.4 Floor space ratio is applicable to the site.

Figure 24 – HLEP 2012 Floor Space Ratio Map



Hurstville Development Control Plans (DCPs)

The *Hurstville Development Control Plan No.2 (Hurstville City Centre)* currently applies to the site.

A site specific amendment to the *Hurstville DCP No.2* is proposed to accompany the draft amendment to the *HLEP 2012* (if the Planning Proposal is supported). The amendment will include urban design considerations for any future development of the site including the provision of public access, built form, boundary setbacks, deep soil areas, tree retention, vehicular access and any other relevant issues.

Georges River Council Policy on Planning Agreements

A Voluntary Planning Agreement (“VPA”) is a mechanism which allows for negotiation and agreement between planning authorities and developers to extract public benefits from the planning process and ensure that development produces targeted public benefits over and above measures to address the impact of development on the public domain.

Council considered a report on the Heads of Agreement (“HoA”) to enter into a VPA in relation to the Planning Proposal (PP2015/0005) at its meeting of 27 August 2018 and resolved to accept a total monetary contribution of \$4,287,000. The HoA outlines the terms of the VPA Offer, which delivers additional public benefits over and above the usual S7.11 contributions applicable to the development. The Offer to enter into a Planning Agreement applies to the subject site at 9 Gloucester Road, Hurstville (Lot 30 DP785238) and will be executed in accordance with the *Georges River Council Policy on Planning Agreements* (August 2016).



2. The Planning Proposal

This Planning Proposal has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979* and *Regulation 2000* and the following advisory documents prepared by the Department of Planning and Environment:

- “A guide to preparing planning proposals” (August, 2016); and
- “A guide to preparing local environmental plans” (August, 2016)

The assessment includes a review of the strategic planning framework and a site-specific assessment as listed below:

- *Hurstville Local Environmental Plan 2012*;
- State Environmental Planning Policies;
- Ministerial Section 9.1 Directions;
- *Greater Sydney Region Plan – A Metropolis of Three Cities*;
- *South District Plan*;
- Environmental, Social and Economic Impacts; and
- Services and Infrastructure.

Section 3.33 of the *Environmental Planning & Assessment Act 1979* outlines that a planning proposal must explain the intended effect and the justification for making the proposed instrument and must include the following components:

- Part 1: A statement of the objectives and intended outcomes of the proposed instrument;
- Part 2: An explanation of the provisions that are to be included in the proposed instrument;
- Part 3: The justification for those objectives, outcomes and the process for their implementation (including whether the proposed instrument will comply with relevant directions under Section 9.1);
- Part 4: Maps, where relevant, to identify the intent of the planning proposal and the area to which it applies; and
- Part 5: Details of community consultation that is to be undertaken before consideration is given to the making of the proposed instrument.

Parts 1 – 5 below address the information requirements for planning proposals.

Part 6 outlines the project timeline of the Planning Proposal.



Part 1: Objectives or Intended Outcomes

The objective of the Planning Proposal is to provide development standards that would facilitate the feasible redevelopment of the subject site in accordance with its B4 Mixed Use zoning and its strategic and physical context.

The intended outcomes of the Planning Proposal are to:

- Increase the FSR from 3:1 to 4:1;
- Increase the maximum building height from 23m to a range of heights being 23m, 30m, 40m, 50m and 60m; and
- Ensure employment generating land uses will continue to be developed on the site in accordance with the B4 Mixed Use zoning by requiring a minimum non-residential land use FSR of 0.5:1 applicable to the whole site.

Part 2: Explanation of Provisions

The proposed intended outcome (refer Part 1) will be achieved by amending the HLEP 2012 as follows:

- a) Amend the **Floor Space Ratio Map** (Sheet FSR_008A) to increase the floor space ratio from 3:1 to 4:1 (as per **Figure 25** below), including a minimum non-residential FSR of 0.5:1 via an amendment to Clause 4.4A. The proposed clause wording is as follows:

4.4A Non-residential floor space ratios

(1B) Despite clause 4.4, development consent must not be granted for development on the following land unless the non-residential floor space ratio is at least 0.5:1:

(a) 29 MacMahon Street, Hurstville, being SP 12396,

(b) 31 MacMahon Street, Hurstville, being Lot 10, Section A, DP 1297 and Lot 11, DP 455603,

(c) 9 Gloucester Road, Hurstville, being Lot 30, DP785238.

and

- b) Amend the **Height of Buildings Map** (Sheet HOB_008A) to increase the maximum building height applying to the site from 23m to a range of heights being 23m, 30m, 40m, 50m and 60m (as per **Figure 26** below).

The Planning Proposal does not seek to alter the land zoning and active street frontage provisions of the *HLEP 2012*.



Figure 25 – Proposed Floor Space Ratio Map (HLEP 2012)

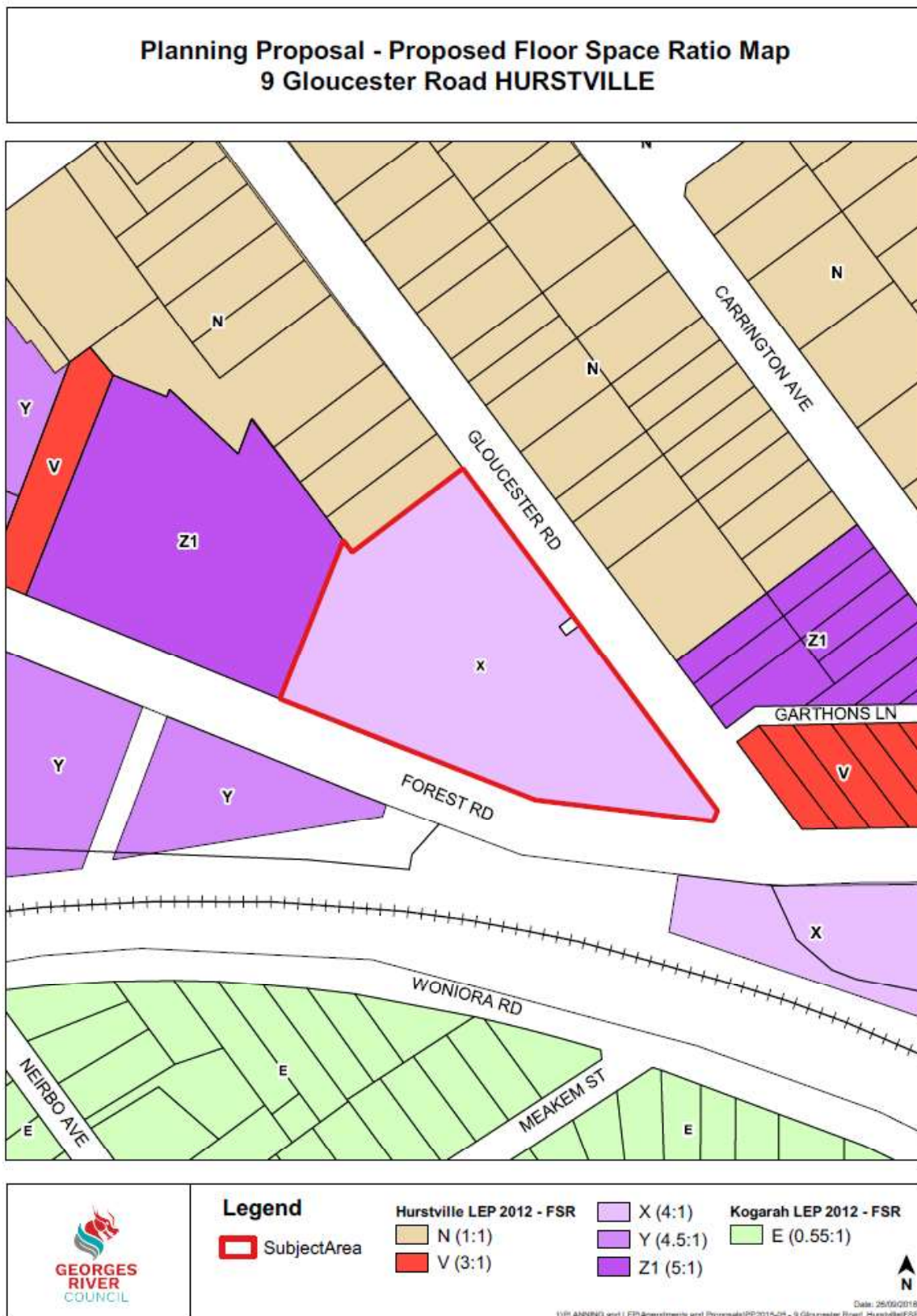
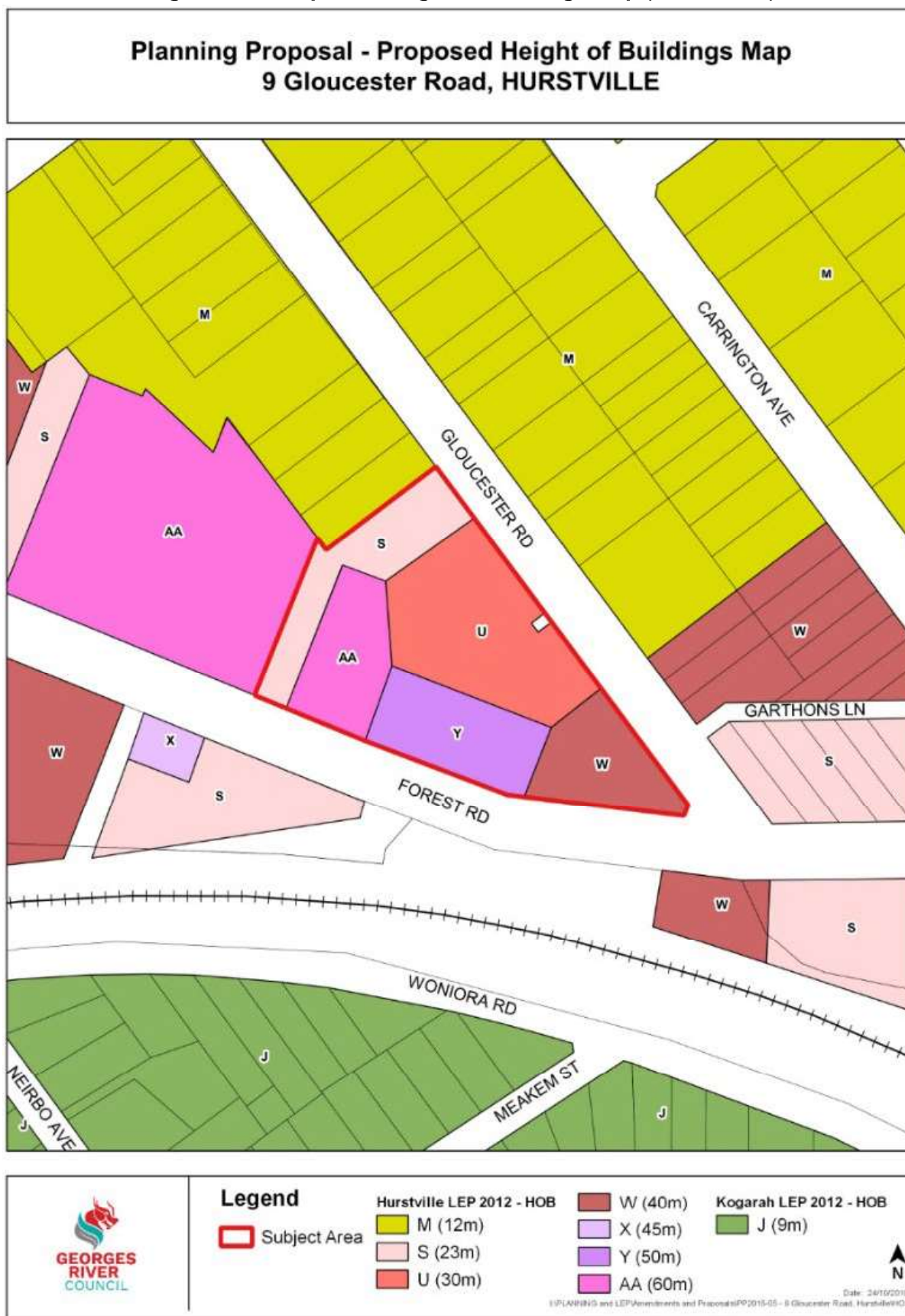


Figure 26 – Proposed Height of Buildings Map (HLEP 2012)



Part 3: Justification

Section A – Need for the planning proposal

Q1. Is the planning proposal a result of any strategic study or report?

No. The Planning Proposal is not a direct result of any strategic study or report. However, the Planning Proposal reflects the development standards (maximum height and FSR) in the *Hurstville City Centre Urban Design Strategy* as discussed below in **Section B**.

Q2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The Planning Proposal is the best means of achieving the objectives and intended outcomes as the uplift in development standards will enable the feasible redevelopment of the site whilst retaining the employment generating capacity of the site under the existing B4 Mixed Use zoning on a site with excellent access to facilities and services and public transport options available in the Hurstville City Centre.

In addition, as discussed above, the changes to the maximum height and FSR development standards are consistent with the recommendations of the *Hurstville City Centre Urban Design Strategy*.

Section B – Relationship to strategic planning framework

Q3. Is the planning proposal consistent with the objectives and actions of the applicable regional, sub-regional or district plan or strategy (including any exhibited draft plans or strategies)?

Consideration of the Planning Proposal request in relation to the *Greater Sydney Region Plan (A Metropolis of Three Cities)* and the *South District Plan* is provided below.

Greater Sydney Region Plan (A Metropolis of Three Cities)

The *Greater Sydney Region Plan* was finalised and released by the Greater Sydney Commission in March 2018 and establishes the aspirations for the region over the next 40 years. The Region Plan is framed around 10 Directions relating to infrastructure and collaboration, liveability, productivity and sustainability.

The Planning Proposal is considered to be consistent with the following Directions and Objectives of the *Greater Sydney Region Plan*:

Direction 4: Housing the city

Objective 10: Greater housing supply

Objective 11: Housing is more diverse and affordable



The Planning Proposal will provide approximately 400 new apartment dwellings. The site is suitable for this increase in dwellings as it is located within the Hurstville Strategic Centre, close to jobs and public transport (Hurstville Railway Station and bus interchange) with frequent services capable of moving large numbers of people. Housing choice to suit different needs and lifestyles will be provided with a range of apartment sizes to satisfy the apartment mix, objectives and design guidance of the *Apartment Design Guide* and the apartment size mix in the *HDCCP No.2*.

Direction 6: A well-connected city

Objective 14: *A Metropolis of Three Cities* – integrated land use and transport creates walkable and 30-minute cities

Housing in close proximity to a range of regional public transport services will assist in meeting the 30-minute job access target. It is noted that the site is located well within the walkable catchments of the following transport hubs:

- 400m walking distance from the Hurstville bus interchange (Woodville Street);
- 600m walking distance from the Hurstville Railway Station; and
- 1,000m walking distance from the Penshurst Railway Station.

Furthermore, the proposal does not preclude the development of the Hurstville CBD commercial core. Instead, it intends to generate additional demand for local services through the introduction of 400 new dwellings and provides contemporary street-based economic activity on Forest Road.

Direction 7: Jobs and skills for the city

Objective 22: Investment and business activity in centres

While the proposed redevelopment reduces the amount of commercial floor space offered by the existing development, the current office facilities are redundant with poor economic prospects as demonstrated by the existing 77% vacancy rate. Health, education, knowledge and professional services as well as tourism are recognised sectors of future employment growth. The site is outside the commercial core of the Hurstville CBD and is therefore better suited for personal and professional services with different and more flexible accommodation needs.

The Planning Proposal will allow for the feasible redevelopment of redundant office facilities on a highly accessible but underutilised site for the purpose of a mixed use development.

South District Plan

The *South District Plan* was finalised and released by the Greater Sydney Commission in March 2018. The District Plan is a guide for implementing *A Metropolis of Three Cities* at the district level and proposes a 20-year vision by setting out aspirations and proposals for the South District.



The Planning Proposal is considered to be consistent with the following Planning Priorities of the *South District Plan*:

Direction 4: Housing the city

Planning Priority S5: Providing housing supply, choice and affordability, with access to jobs, services and public transport

The proposed development is intended to deliver additional housing in close proximity to local infrastructure and services to optimise and utilise existing infrastructure through urban renewal. The proposal will also assist in meeting the housing target of 4,800 new dwellings for the Georges River LGA for 2021.

Direction 6: A well-connected city

Planning Priority S12: Delivering integrated land use and transport planning and a 30-minute city

The subject site is located within the Hurstville Strategic Centre and is within close proximity to a range of regional public transport services, therefore enjoying existing access to the Sydney metropolitan centre by public transport within 30 minutes. The proposed delivery of approx. 400 new dwellings and the retention of a minimum 0.5:1 FSR of employment generating floor space within an existing strategic centre is consistent with the liveability and productivity targets of the *South District Plan*.

Direction 7: Jobs and skills for the city

Planning Priority S9: Growing investment, business opportunities and jobs in strategic centres

The Planning Proposal enables the co-location of a wide mix of activities within the Hurstville Strategic Centre. The proposal facilitates the attraction of a variety of commercial premises including both fine-grain shopfronts and large open commercial floor plates. The fine-grain shopfronts will contribute to a sense of economic vibrancy whilst the large open floor plates will provide opportunities for smart work hubs to be established in Hurstville.

The South District Plan also sets out Actions that would strengthen the Hurstville Strategic Centre. The applicant has identified that the Planning Proposal will assist in delivering the following Actions:

- “encourage new lifestyle and entertainment uses to activate streets and grow the night-time economy” and “recognise and support the role of Forest Road as a movement corridor and as an eat street” by providing contemporary commercial accommodation along the main Forest Road frontage suitable for a variety of purposes.
- “encourage activation of secondary streets” by providing retail uses on Gloucester Street, which is considered to be a secondary street to Forest Road.



Assessment Criteria:

a) Does the proposal have **strategic merit**? Is it:

- *Consistent with 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; or*

As detailed above in Q3, the Planning Proposal is consistent with the *Greater Sydney Region Plan* and the *South District Plan*.

- *Consistent with a relevant local council strategy that has been endorsed by the Department; or*

There is no relevant local Council strategy applying to the site that has been endorsed by the Department. As considered below in Q4, the Planning Proposal is consistent with the Council endorsed *Hurstville City Centre Urban Design Strategy*.

- *Responding to a change in circumstances, such as the investment in new infrastructure or changing demographic trends that have not been recognised by existing planning controls.*

There has been no change in circumstances, such as investment in new infrastructure or changing demographic trends in the Hurstville City Centre since the preparation of the planning controls introduced in the *HLEP 2012*.

The Planning Proposal is however consistent with the review and recommendations of the *Hurstville City Centre Urban Design Strategy* as considered in Q4 below.

b) Does the proposal have **site-specific merit**, having regard to the following:

- *The natural environment (including known significant environmental values, resources or hazards), and*

The site is within the existing urban area of the Hurstville City Centre and does not have any known significant environmental values, resources or hazards.

However, the site is characterised by large trees with dense canopies lining the Forest Road and Gloucester Road street frontages, complemented by stretches of significant understorey planting which positively contribute to the area's public domain.

The proposal aims to retain the distinctive landscaped character of the site through the retention of the Gloucester Road street trees and the existing clusters of mature trees on the Forest Road frontage.



- *The existing uses, approved uses, and likely future uses of land in the vicinity of the proposal, and*

The site is located within the existing Hurstville City Centre and is surrounded by mixed use (residential and commercial) and residential development as detailed in the description of the site above.

- *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.*

The site is located in the Hurstville Strategic Centre and benefits from its proximity to the commercial, retail and services within the Hurstville City Centre. The Planning Proposal is accompanied by a VPA which provides a monetary contribution to deliver upgrades to the existing local infrastructure and public domain.

Q4. Is the planning proposal consistent with a council's local strategy or other local strategic plan?

Consideration of the Planning Proposal request in relation to Council's local strategic plans is provided below.

Hurstville City Centre Urban Design Strategy (2018)

The *Hurstville City Centre Urban Design Strategy* was exhibited from 27 September to 10 November 2017, and was endorsed by Council at its meeting dated 25 June 2018 as a strategic planning document which informs the review and update of existing development standards within the Hurstville City Centre.

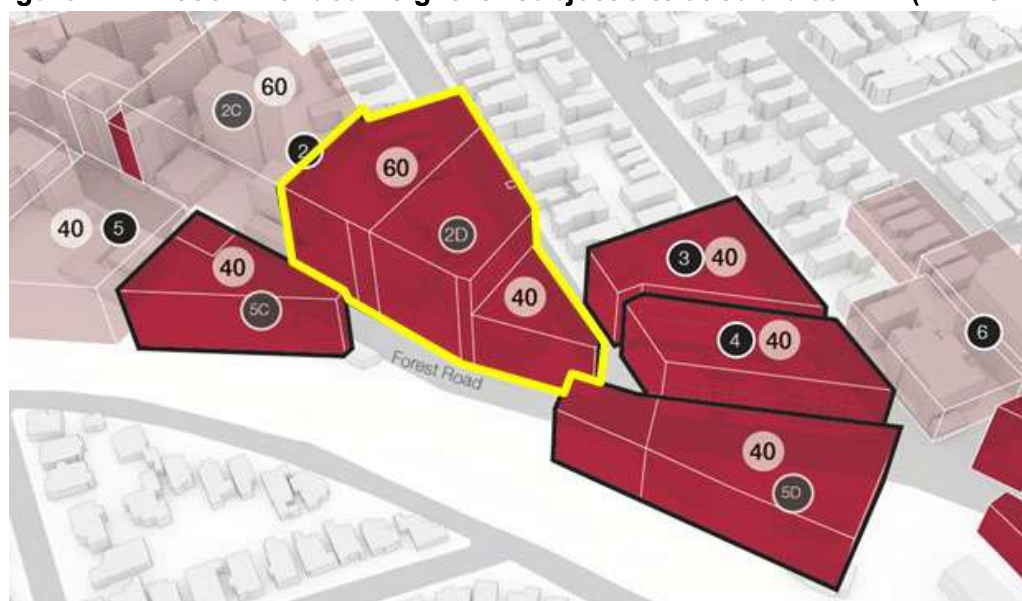
The site is located in the City West Transition Area character precinct. The Strategy identifies that the area is well planted with mature street trees and creates a green gateway to the Centre when entering from King Georges Road.

The Strategy acknowledges that the site is subject to a current Planning Proposal and recommends that the *HLEP 2012* is amended to increase the height of the sub-block 2D (the subject site) from 23m to 60m at the western end of the site, stepping down to 40m at the eastern end, refer to **Figure 27** below.

The Planning Proposal is consistent with the overall maximum building height identified by the Strategy and retains the existing landscaped character of the City West Transition Area character precinct.



Figure 27 – Recommended height for subject site at sub-block 2D (HCCUDS)



00 DCP Blocks

00 Recommended Height Controls (m)

NOTE: The above diagram represents the recommended LEP Height of Building Control as an extrusion of the amalgamated lot boundary and not a reflection of the compliant building envelope.

Recommended Controls - Cluster 06

Block 2:

xxvii. Amend the LEP to increase the height of sub-block 2D from 23m to 60m at the western end of the site, stepping down to 40m at the eastern end.

Block 3:

xxviii. Retain the existing height of 40m for Block 3 but undertake further analysis to ensure an appropriate residential transition to future development to the north of the site.

Block 4:

xxix. Amend the LEP to increase the height of Block 4 from 23m to 40m to ensure consistency with the surrounding development. Retain existing FSR.

Block 5:

xxx. Amend the LEP to rationalise the overall height for sub block 5C from 23m – 45m to 40m to ensure consistency with development to the north of Forest Road and to ensure a more appropriate built form outcome.

Note: Any redevelopment of this site should ensure that access to the railway line is maintained.

xxxi. Amend the LEP to rationalise the overall height for sub block 5D from 23m – 40m to 40m to ensure consistency with development to the north of Forest Road, achieve the development yield (existing FSR) and to ensure a more appropriate built form outcome.

xxxii. For sub block 5D allow an adequate envelope to create an urban marker building and terminate the views along Forest Road and Queens Road.

Hurstville Transport Management and Accessibility Plan (TMAP, 2013)

During the development of planning controls for the Hurstville City Centre, Council was required to develop a Transport Management and Accessibility Plan (TMAP) in response to the amount of floor space (1,141,000sqm) contained in the draft City Centre LEP (*HLEP Amendment No.3*), the potential accessibility and infrastructure implications and inconsistency with S9.1 Direction 3.4 Integrating Land Use and Transport.

The purpose of the TMAP was to recommend the amount of additional GFA that can be accommodated in the Hurstville City Centre with consideration to potential accessibility and infrastructure implications.



The Hurstville City Centre TMAP is currently under review. The modelling and assessment undertaken as part of the review will consider the development potential (residential, retail, commercial and hotel floor space) in this Planning Proposal.

Georges River Community Strategic Plan

Council conducted a program of extensive community engagement to develop Georges River's first Community Strategic Plan. The *Community Strategic Plan* ("CSP") and associated documents were adopted by Council on 25 June 2018. The CSP was developed around six themes or pillars which were identified in the consultation process as important to the community:

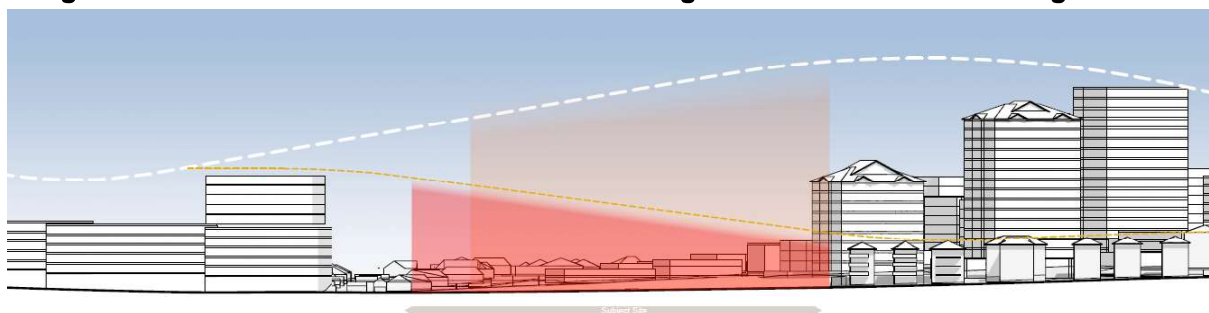
1. A protected environment and green open spaces
2. Quality, well planned development
3. Active and accessible places and spaces
4. A diverse and productive economy
5. A harmonious and proud community with strong social services and infrastructure
6. Leadership and transparency

Goal 2.1 *Sustainable development delivers better amenity and liveability for the community and the environment.*

The proposal has undergone a rigorous assessment process utilising Council's Design Review Panel and Local Planning Panel to provide independent and expert advice on the design quality. The Planning Proposal and the accompanying architectural concept scheme demonstrate an appropriate urban design response to its urban context and it also satisfies the relevant *SEPP 65* Design Quality Principles. **Figure 28** below illustrates the formal rhythm of the general adjoining built form as viewed from Gloucester Road. The darker red shading illustrates the heights required on the subject site to achieve an appropriate transition to the R3 zoned land on Gloucester Road, whilst the lighter pink shading represents the transitional form that responds to the higher density development on Forest Road to the rear.

In this regard, the proposed density is considered to be suitable as the increased height and FSR does not compromise the amenity and design of any future development on site and the surrounding private and public spaces.

Figure 28 – Gloucester Road Elevation showing Transition to Surrounding Context



Goal 4.3 *The ambitions for Hurstville and Kogarah as strategic centres are realised.*

The Planning Proposal enhances the marketability and investment opportunities in Hurstville by revitalising an under-utilised office complex through the proposed mixed use development. The co-location of a wide mix of activities is facilitated by the provision of a variety of commercial premises including both fine-grain shopfronts and large open commercial floor plates, as well as an additional 400 dwellings to contribute to the vibrancy of the Hurstville City Centre.

Q5. Is the planning proposal consistent with applicable State Environmental Planning Policies?

The Planning Proposal is consistent with the following relevant *State Environmental Planning Policies* (SEPPs) as assessed by the applicant below:

State Environmental Planning Policy No. 55 – Remediation of Land

SEPP 55 aims to promote the remediation of contaminated land for the purpose of reducing risk and harm to human health or any other aspects of the environment.

The Planning Proposal does not contain provisions that will contradict or hinder the application of this SEPP. The applicant advises that the site's historical use was for commercial purposes and the proposed use will comprise of retail / commercial purposes with residential above.

State Environmental Planning Policy No. 65 – Design Quality of Residential Apartment Development

The proposed development will be subject to the provisions of SEPP 65, which aims to improve the quality of residential apartment design in NSW.

The applicant has advised that the concept scheme has been designed in accordance with *SEPP 65* and the *Apartment Design Guide* and any future DA will demonstrate compliance with the standards contained in this SEPP.

State Environmental Planning Policy (Infrastructure) 2007

The traffic-generating development provisions of the *SEPP (Infrastructure)* (Clause 104 and Schedule 3) require developments of a certain size or capacity to be referred to the Roads and Maritime Services ("RMS").

If the Planning Proposal is granted a Gateway Determination, it is anticipated that RMS will be included as a public authority to be consulted.



Q6. Is the planning proposal consistent with applicable Ministerial Directions (S9.1 Directions)?

Yes. A checklist of the Planning Proposal's consistency with the full set of S9.1 Ministerial Directions is included in **Attachment 3**. The Directions that are relevant to the Planning Proposal are considered in **Table 3** below.

Table 3— Consistency with S9.1 Ministerial Directions

S9.1 Direction	Assessment
1.1 Business and Industrial Zones	The proposal is consistent with the Direction as it will give effect to the objectives of this Direction by facilitating the redevelopment of a redundant underutilised business zoned site which has a 77% vacancy rate. The proposal provides the opportunity to renew commercial activity on a site that is located outside the commercial core of the Hurstville CBD with more suitable contemporary facilities that support the viability of Hurstville as a Strategic Centre.
3.1 Residential Zones	The Planning Proposal encourages a variety and choice of housing types to provide for existing and future housing needs, whilst making efficient use of existing infrastructure and services. The proposal retains the landscaped character of the locality and demonstrates appropriate built form whilst minimising the impact on surrounding residential development.
3.4 Integrating Land Use and Transport	The Planning Proposal will enable retail and residential development in close proximity to jobs and services, thereby encouraging walking, cycling and use of public transport.
6.3 Site Specific Provisions	The Planning Proposal includes a minimum non-residential FSR requirement (Clause 4.4A). This is not intended as a restrictive provision as it ensures a meaningful amount of commercial floor space is provided by any future development to fulfil the objectives of the existing B4 Mixed Use zoning.
7.1 Implementation of A Plan for Growing Sydney	<i>A Plan for Growing Sydney</i> has been replaced by the Greater Sydney Commission's <i>Greater Sydney Region Plan (A Metropolis of Three Cities)</i> . The Planning Proposal is consistent with the Objectives of <i>A Metropolis of Three Cities</i> , as assessed above.
8. Local Planning Panels Directions – Planning Proposals	The Planning Proposal was considered by the Georges River Local Planning Panel at its meeting dated 21 June 2018, where the Planning Proposal was endorsed by the Panel to be forwarded for a Gateway Determination. Refer to Attachment 1 for the meeting minutes.



Section C – Environmental, social and economic impact

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?

No. The site is located within the established Hurstville City Centre and there is no likelihood that critical habitats or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal.

Q8. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The Planning Proposal does not have major identifiable environmental impacts. In relation to compliance with *SEPP 55*, the Planning Proposal notes that the site history indicates it is likely to be suitable for community, commercial and residential uses.

Q9. Has the planning proposal adequately addressed any social and economic effects?

The Planning Proposal will have a positive social effect in relation to the provision of approx. 400 residential apartments (with a range of sizes) within close proximity to the services, retail offerings and public transport options in the Hurstville City Centre.

With regards to economic impacts, the Economic Impact Assessment (“EIA”) submitted by the applicant (refer **Attachment 4**) concludes that although the Planning Proposal would lead to a net reduction in commercial floor space of approx. 7,230sqm if the minimum non-residential FSR is specified at 0.3:1. In this instance, the number of potential jobs provided on the site by the proposed development compared to the ‘do nothing’ scenario is expected to increase by over 130 to reflect the improved use of space and amenity provided.

Therefore, a minimum non-residential FSR of 0.5:1 will further increase the number of jobs provided on the site.

The existing campus style office park currently provides approx. 10,000sqm of commercial floor space. However, over 75% of the existing floor space is currently vacant. The EIA states that leasing this space is difficult in the current and foreseeable market of high supply and low demand, resulting in a high vacancy rate of 23% across the Hurstville City Centre. The prevalent market conditions support the proposal and it would be consistent with current development activity in Hurstville.

As discussed earlier in this report, the subject site is located in close proximity to major public multi-modal transport interchanges, essential amenities and services. The Planning Proposal will assist in meeting the strong housing demand in the area. The additional residential population would stimulate retail demand and employment within Hurstville City Centre.



The proposal is consistent with the objectives of the B4 Mixed Use zoning by allowing residential development in the Hurstville City Centre whilst maintaining active retail, business and other non-residential uses at street level, and integrating suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.

Section D – State and Commonwealth interests

Q10. Is there adequate public infrastructure for the planning proposal?

Public authorities will be consulted as part of any future public exhibition, including public transport and road authorities, education and service suppliers in accordance with the Gateway Determination.

Q11. What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway Determination?

State and Commonwealth public authorities will be consulted following the outcomes, and in accordance with any recommendations, of the Gateway Determination. Consultation with the Sydney Airport Authority will also be undertaken in relation to the proposed maximum building heights.



Part 4: Mapping

The maps included in **Attachment 2** have been prepared, consistent with the “Standard Technical Requirements for LEP Maps” and identify the site and the proposed development standards including:

Hurstville Local Environmental Plan 2012

- Floor Space Ratio Map – Sheet FSR_008A
- Height of Buildings Map – Sheet HOB_008A

Part 5: Community Consultation

It is anticipated that the Planning Proposal will be exhibited for a minimum period of twenty eight (28) days in accordance with the provisions of the *Environmental Planning and Assessment Act 1979* and *Regulation 2000* and any requirements of the Gateway Determination.

Exhibition material, including explanatory information and a copy of the Planning Proposal and relevant maps will be available for viewing during the exhibition period on Council’s website and hard copies available at Council offices and libraries.

Notification of the public exhibition will be through:

- Newspaper advertisement in The Leader
- Exhibition notice on Council’s website
- Notices in Council offices and libraries
- Letters to State and Commonwealth Government agencies identified in the Gateway Determination (if required)
- Letters to adjoining landowners (if required, in accordance with Council’s Notification Procedures)



Part 6: Project Timeline

The anticipated project timeline for completion of the Planning Proposal is shown below:

Task	Anticipated Timeframe
Council endorsed the preparation of Planning Proposal	9 October 2015
Referral to the Local Planning Panel	21 June 2018
Report to Environment and Planning Committee on Planning Proposal	13 August 2018
Report to Council on Planning Proposal	27 August 2018
Anticipated commencement date (date of Gateway Determination)	October 2018
Anticipated timeframe for the completion of required technical information	November 2018
Timeframe for government agency consultation (pre and post exhibition as required by Gateway Determination)	December 2018 - February 2019
Commencement and completion dates for public exhibition period	December 2018 - February 2019
Dates for public hearing (if required)	N/A
Timeframe for consideration of submissions	March 2019
Timeframe for the consideration by Council of a proposal post exhibition	April 2019
Date of submission to the Department to finalise the LEP	May 2019

It is noted that the anticipated project timeline may be amended by the Gateway Determination.



3. Conclusion

In summary, the Planning Proposal seeks to amend the *HLEP 2012* in relation to the site known as 9 Gloucester Road, Hurstville as follows:

- a) Amend the **Floor Space Ratio Map** to increase the floor space ratio from 3:1 to 4:1 (including a minimum non-residential FSR of 0.5:1); and
- b) Amend the **Height of Buildings Map** to increase the maximum building height applying to the site from 23m to a range of heights being 23m, 30m, 40m, 50m and 60m.

This Planning Proposal report has considered the objectives and intended outcomes of the proposed amendment to the *HLEP 2012* and provides an explanation of the provisions. The proposal is consistent with the relevant local, regional and State strategic plans, the relevant State Environmental Planning Policies and applicable S9.1 Ministerial Directions.

The key reasons for supporting the Planning Proposal include:

- The Planning Proposal and the accompanying architectural concept scheme demonstrate an appropriate urban design response to its context and it also satisfies the relevant *SEPP 65* Design Quality Principles;
- The proposed maximum building envelope demonstrates an appropriate urban design outcome through the formal transition to adjacent developments;
- The proposed density is considered to be consistent with the mixed use development typology of recent developments in the vicinity of the site;
- The proposal retains clusters of existing significant trees on the site and street trees along Gloucester Road;
- The proposal provides additional residential dwellings in an accessible location which is in close proximity to major public transport interchanges and other essential amenities and services; and
- The proposed commercial / retail floor space will generate a mixture of active and dynamic land uses.

For the reasons outlined above, Council requests the Minister to issue a Gateway Determination for this Planning Proposal.

