

Marsden Street Precinct Lidcombe Zoning Review

30 June 2014

Client: Auburn City Council
ABN: 63 914 691 587



Marsden Street Precinct, Lidcombe

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Executive Summary

On 20th November 2013, the Planning Committee of Auburn City Council resolved to undertake an urban design and planning study for the area known as the Marsden Street Precinct, Lidcombe.

This report addresses the requirements of the resolution by assessing the urban design and planning opportunities and constraints presented by the Precinct. A range of land use scenarios is tested in order to recommend a preferred set of land use, height and FSR controls for the Precinct. It goes further to explore opportunities for increasing the provision of open space, and analyse the economic impacts of the existing and proposed land use scenarios.

The preferred scenario recommends a combination of R4 High Density Residential, and B4 Mixed Use zoning, and is based on the following:

- > Encouraging development through re-zoning of IN2 Industrial land to R4 High Density Residential, where the loss of jobs will not be of detriment to the local economy.
- > Flexibility to allow for ground floor retail and commercial uses in appropriate areas
- > Retaining the town centre core to within easy walking distance of Lidcombe rail station
- > Providing the opportunity for a supermarket, or other large store in close proximity to Lidcombe rail station
- > Provision of new open spaces
- > Potential for extending Marsden Street as a full-width street to improve safety and circulation

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Preamble

Since the arrival of Lidcombe Train Station in 1858 (then called Haslams Creek) and Rookwood Cemetery soon after in 1861, the area referred to in this report as the Marsden Street Precinct (The Precinct) has been heavily influenced by these two land uses. Twenty years after its opening, the station was renamed Rookwood in reference to this significant local industry. There was also a branch rail line into the Cemetery itself. In 1913, the name of the suburb and station was changed to Lidcombe to remove associations with the Cemetery; however its significance still remains, with several land ownerships related to cemetery services.

Lidcombe Railway Station is between approximately 130m and 540m away following the footpath along Railway Street, Mark Street and James Street, making the Precinct highly accessible to Sydney Trains and associated interchange facilities.

Today the Precinct is in transition. As demand for floorspace for a variety of uses has increased across the Auburn Local Government Area, the Precinct presents the opportunity for urban renewal that is well connected to transport networks, open space, shops, services and employment opportunities close to Lidcombe Town Centre. On 20 November 2013, the Planning Committee of Council considered a Planning Proposal for a site at 21-23 James Street, 15 Raphael Street, and a Council owned laneway, known as Laneway 429.

The application sought approval to amend the Auburn LEP 2010 controls on the site to rezone part of the site from IN2 Light Industrial to R4 High Density Residential, and increase the height of building control to a maximum height of 16m and the floor space ratio (FSR) controls to a maximum of 1.6:1.



Figure 1 1943 Aerial photo of the study area

Source Spatial Information Exchange, LP&I, <https://six.nsw.gov.au/wps/portal/>



Figure 2 Aerial photo of the study area

Council deferred the consideration of the Planning Proposal until a more holistic urban design and planning study had been undertaken for the surrounding precinct. This report investigates the urban design and planning impacts of existing development controls, and recommends the preferred future land uses for the entire Precinct to enable Council to form a more complete view on the rezoning application. Through the testing of High Density Residential (R4), Mixed Use (B4) and Light Industrial (IN2) land uses, the impacts on scale and massing, streetscape, employment, economy, amenity and effects on adjoining land uses are explored to inform a preferred land use scenario.

Opportunities for increased provision of open space are also investigated to enable the development of an attractive precinct that will meet the needs of a growing population. Opportunities for the delivery of open space are also explored in this report.

Figure 1 shows an aerial photograph taken from 1943. There is a strong residential character with the presence of single dwelling houses and generous back yards. **Figure 2** is taken in the present day, and demonstrates how the block structure has largely remained the same. Many of the buildings however have been redeveloped into residential flat buildings and light industrial warehouses.

Project Background

The Marsden Street Precinct is bound by Railway Street and Lidcombe Station to the north, East Street and Rookwood Cemetery to the east, James Street to the south and Mark Street to the west. The Precinct is located to the east of the Lidcombe Town Centre, which is predominately zoned for mixed use development under the Auburn LEP 2010. Industrial land is located to the south of the Precinct along East and James Street, and low density residential development is located to the south-west of the Precinct.

The driver for this Study was a Planning Proposal for part of the Marsden Street Precinct (PP-7/2013) for land at 21-23 James Street, 15 Raphael Street and a Council owned laneway known as Laneway 429. This led Council to identify the need for an urban design and planning study of the broader precinct. The Planning Proposal was supported in the Assessment Report (November 2013), but the determination has been deferred to allow this more holistic study to be undertaken. The current controls, and those proposed by the planning proposal are summarised in the table below. A plan illustrating the location of the land affected by PP-7/2013 is provided in **Figure 3** on the following page.

Previous studies have identified dwelling and employment capacity within the Precinct, which have resulted in the current land zoning under Auburn LEP 2010 and built form controls under Auburn DCP 2010. These have been used to help inform this study, which seeks to explore opportunities to amend the zoning, height and FSR controls for the Precinct.

The Auburn City Urban Design Study undertaken by AECOM in 2012 reviewed existing built form controls for the R4 High Density Residential zoned land within the Precinct and made recommendations regarding indicative building heights, FSR and GFA based on high quality urban design outcomes. A similar approach, with the addition of economic analysis, is needed for the remainder of this Precinct.

Additional strategic and statutory planning documents include:

- > Metropolitan Plan for Sydney to 2036
- > Draft Metropolitan Strategy for Sydney to 2031
- > West Central Draft Subregional Strategy
- > State Environmental Planning Policy 55 – Remediation of land
- > State Environmental Planning Policy 65 – design quality of residential flat development
- > State Environmental Planning Policy (Major Development) 2005
- > Section 117 Ministerial Directions in Relation to Industrial Zones (No.16)
- > Interim Guidelines for Development Near Busy Road and Rail Corridors (Department of Planning, 2008)

Details of the Planning Proposal

The Planning Proposal PP-7/2013 for 21-23 James Street, 15 Raphael Street and Laneway 429, seeks to rezone part of the study area from IN2 Light Industrial to R4 High Density Residential. It also proposes to increase the height of building and floor space ratio controls, as shown in the tables below.

Existing Controls (ALEP 2010)

Address	Height	FSR	Zone
21-23 James Street	No control	1.0:1	IN2
15 Raphael Street	16m	1.4:1	R4
Laneway 429	16m	1.4:1	R4

Proposed Controls

Address	Height	FSR	Zone
21-23 James Street	16m	1.5:1	R4
15 Raphael Street	16m	1.5:1	R4
Laneway 429	16m	1.5:1	R4



Figure 3 Location plan of the study area

Approach

An understanding of the statutory and strategic planning context for the overall Precinct has been considered in the review of land use zones and built form controls. This study delivers an understanding of the:

- > Strategic role of the Precinct within Lidcombe and the broader Auburn LGA.
- > Constraints and opportunities that the legislative frameworks pose for development potential.
- > Urban design constraints and opportunities provided by the Precinct.

Local development issues are explored as part of this study, and include:

Future growth

Between 2011 and 2031 the Lidcombe south area, which includes the Marsden Street Precinct, Lidcombe Town Centre and Rookwood Cemetery, is expected to accommodate an additional 1,242 dwellings, which is a 48% increase from 2011 (Dwelling Target Analysis, 2008).

Most of this growth is likely to occur within the Lidcombe Town Centre, where there is significant potential for increased dwelling numbers. Industrial zones to the east of the Town Centre, including in the Marsden Street Precinct, would currently preclude residential development. Within the Precinct the land identified with dwelling capacity (under the Dwelling Target Analysis, 2008) is currently zoned R4 High Density Residential under the Auburn LEP 2010. Please refer **Figure 4** (page 9) for the current land zoning map.

Employment need

The Employment Land Study 2008 identified opportunities within this Precinct to support a greater density of employment uses within the lower density and quality stock along Railway Street. This area is in close proximity to Lidcombe rail station and the town centre.

Based on forecasted trends and demand, the Study also concluded no additional industrial land was required to meet demand expected in the future. Indeed, from 2016, demand for industrial land was predicted to reduce. This would create an opportunity for a portion of that industrially zoned land to be rezoned for alternative employment generating uses such as commercial.

Because of its close proximity to Rookwood, the Marsden Street Precinct has historically serviced the needs of the Cemetery and currently supports two cemetery-related uses on Railway Street, dealing in monumental masonry and stonework. These uses should not be impeded from continuing to trade as a result of any future plans for the precinct.

Economic impact

The viability of different land uses, as well as the need to retain a range of uses including those that generate local employment and provide local services to sustain the needs of the Lidcombe community, are considered in this report. The importance to the economic health of Lidcombe of adequate and accessible employment lands cannot be underestimated. These principles have helped guide the approach to land use recommendations.

Built form and urban design

Although there are no heritage items within the Precinct, the potential impact on the heritage items located on adjacent land has been considered. Adjacent local significant heritage items include Lidcombe Signal Box as part of Lidcombe Railway Station (heritage item A56) and the dwelling located at 24 James Street (heritage item I28). Rookwood Cemetery (heritage item A00718) is of State heritage significance.

The transition of built form bulk, scale and massing from the Precinct to the Lidcombe Town Centre, Rookwood Cemetery, and adjoining residential and industrial land must be addressed to minimise development impacts upon sensitive land uses, the streetscape and open space.

Connectivity within the Precinct and to key nodes of activity including Lidcombe Station and Lidcombe Town Centre should be optimised to facilitate activation of the streetscape and adherence to Crime Prevention through Environmental Design (CPTED) principles. Road access for service vehicles and private vehicles must be accommodated to minimise impacts on traffic within and around the Precinct.

Our approach is based on an agreed set of place-specific urban design Principles. These Principles will establish the desired outcome from an urban design point of view and will help guide our built form approach. The building envelopes and spaces around them will be informed by both single ownership and site amalgamation scenarios.

Design Principles include

- Promoting the design and planning of attractive, vibrant and lively places
- Ensuring that designs cater for multiple demographics and tenancies
- Providing existing and future communities with a good level of access to services and amenities
- Promoting spaces for social interaction
- Promoting a safe, welcoming and attractive public domain
- Ensuring that the design of buildings and spaces respond to the attributes of the physical and natural environment
- Ensuring appropriate building envelopes are used to include:
 - Setbacks and street wall heights
 - Building heights
 - Bulk, scale and massing
 - Solar access and overshadowing
 - Desire lines and through-site links

These Principles will ensure a high quality urban design outcome under all likely development scenarios.



01 Site Analysis

Land use table

The following table provides a succinct definition of each of the land use zones under consideration in this report.

Zone R4 High Density Residential

Objectives of zone	➤ To provide for the housing needs of the community within a high density residential environment. ➤ To provide a variety of housing types within a high density residential environment. ➤ To enable other land uses that provide facilities or services to meet the day to day needs of residents. ➤ To encourage high density residential development in close proximity to bus service nodes and railway stations.
Permitted	Attached dwellings; Bed and breakfast accommodation; Boarding houses; Building identification signs; Business identification signs; Child care centres; Community facilities; Hostels; Hotel or motel accommodation; Multi dwelling housing; Neighbourhood shops; Places of public worship; Residential flat buildings; Respite day care centres; Roads; Semi-detached dwellings; Shop top housing...

Zone B4 Mixed Use

Objectives of zone	➤ To provide a mixture of compatible land uses. ➤ To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling. ➤ To encourage high density residential development. ➤ To encourage appropriate businesses that contribute to economic growth. ➤ To achieve an accessible, attractive and safe public domain.
Permitted	Backpackers' accommodation; Boarding houses; Business premises; Child care centres; Community facilities; Educational establishments; Entertainment facilities; Function centres; Hostels; Hotel or motel accommodation; Information and education facilities; Office premises; Passenger transport facilities; Recreation facilities (indoor); Registered clubs; Residential flat buildings ; Retail premises; Roads; Self-storage units; Seniors housing; Serviced apartments; Shop top housing; Warehouse or distribution centres...

It is important to note that stand alone Residential Flat Buildings are permitted in the B4 mixed use zone

Zone IN1 General Industrial

Objectives of zone	➤ To provide a wide range of industrial and warehouse land uses. ➤ To encourage employment opportunities. ➤ To minimise any adverse effect of industry on other land uses. ➤ To support and protect industrial land for industrial uses. ➤ To encourage economic growth of the locality. ➤ To minimise adverse effects on the natural environment.
Permitted	Building identification signs; Business identification signs; Depots; Freight transport facilities; General industries; Industrial training facilities; Kiosks; Light industries; Markets; Neighbourhood shops; Restaurants or cafes; Roads; Warehouse or distribution centres...



Figure 4 Auburn LEP 2010 Land Zoning within the study area

Planning Controls

In order to establish the opportunities for changes to land use, height of buildings and floor space ratios, an analysis of the existing Precinct is shown over the following pages.

Land Use Zoning (ALEP 2010)

The Precinct is predominantly zoned Light Industrial (IN2), with High Density Residential (R4) in the south western quarter as illustrated in Figure 4. Two small Public Recreation (RE1) areas are found inside the precinct, being Friends Park (west) and the Jewish Reserve (east).

Floor Space Ratio (ALEP 2010)

There are three different maximum FSR zone allowances within the Precinct. These are 1.0:1, 1.4:1 and 1.5:1 as illustrated in **Figure 5**. To the west of Mark Street an FSR of 3.4:1 is permissible, which is a significant increase in density to those permitted in the Marsden Street Precinct.

To the south of James Street the 1.0:1 FSR continues across the light industrial area adjacent to the cemetery. The R2 residential area to the west of this has no FSR control. Open spaces including Friends Park, the Jewish Reserve, Rookwood Cemetery and the rail corridor are also excluded.

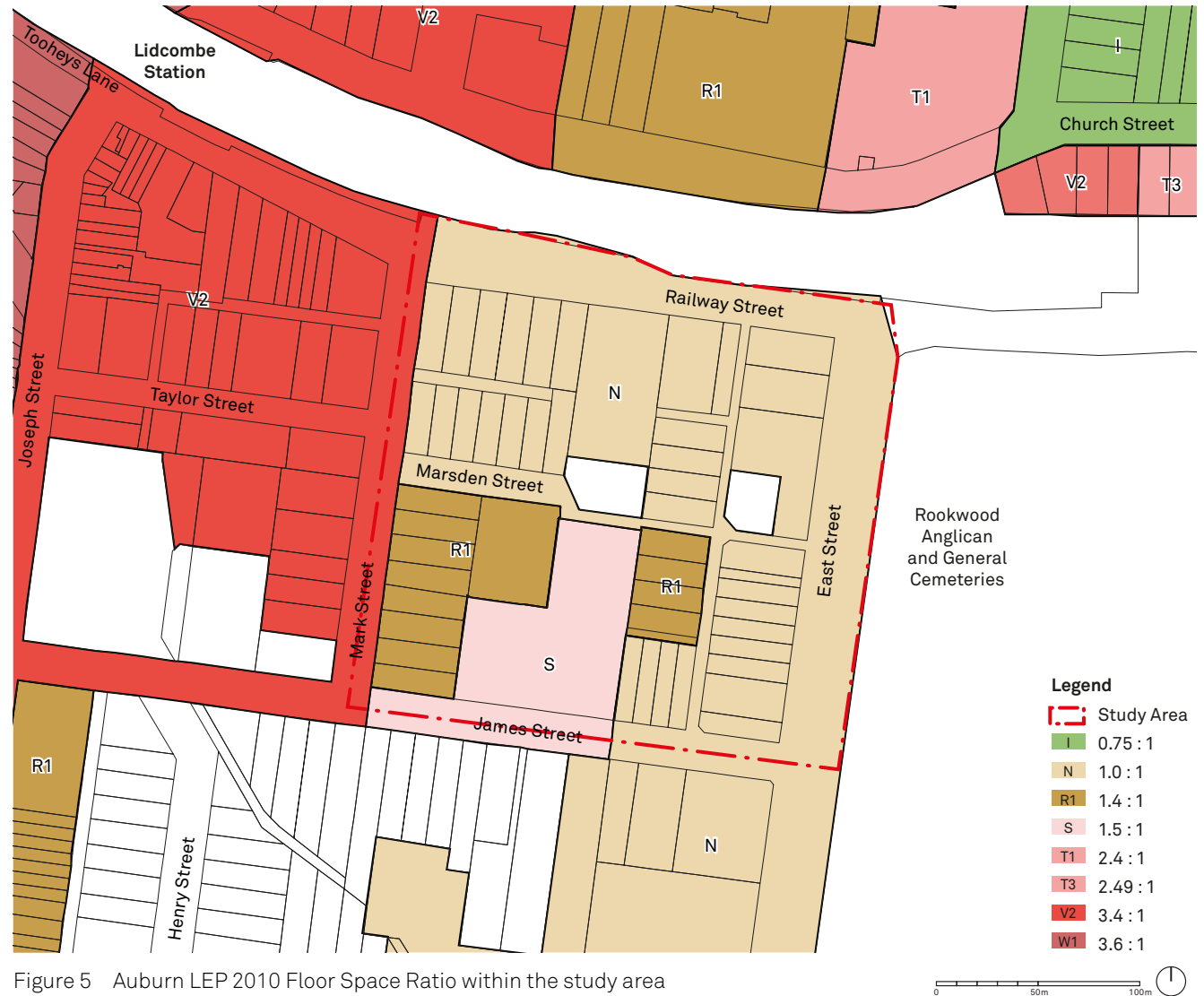


Figure 5 Auburn LEP 2010 Floor Space Ratio within the study area



Figure 6 Auburn LEP 2010 Height of Buildings within the study area

LEP Height of Building (ALEP 2010)

The land zoned High Density Residential (R4) has a building height limit of 16m as illustrated in **Figure 6**. The remainder of the precinct has no height control.

The adjacent land to the west of Mark Street has a height limit of 32m, which is a significant difference in potential building height.

Amendment No.8 to ALEP 2010

Height and FSR for B4 and R4 zones

Amendment No.8 to ALEP 2010 was notified on 11 April 2014. This amendment increases the maximum permissible height and FSR controls in B4 and R4 zones in Lidcombe, as shown in **Figure 7**.

The maximum FSR for land zoned R4 High Density Residential has been increased to 1.7:1 (from 1.4-1.5:1 under the ALEP 2010), with 'corner sites' permitted an FSR of 2.0:1.

- The maximum FSR for land zoned B4 Mixed Use within the Lidcombe Town Centre has been increased to 5.0:1 (from 3.4:1 under the ALEP 2010). There is no land in the Precinct currently zoned for B4 Mixed Use.
- The maximum height of buildings for land zoned R4 High Density Residential has been increased to 18m (from 16m under the ALEP 2010), with 'corner sites' permitted a maximum height of 20m.
- The amendment to the maximum height of buildings for land zoned B4 Mixed Use has been taken into consideration in the scenarios explored at the end of this report.

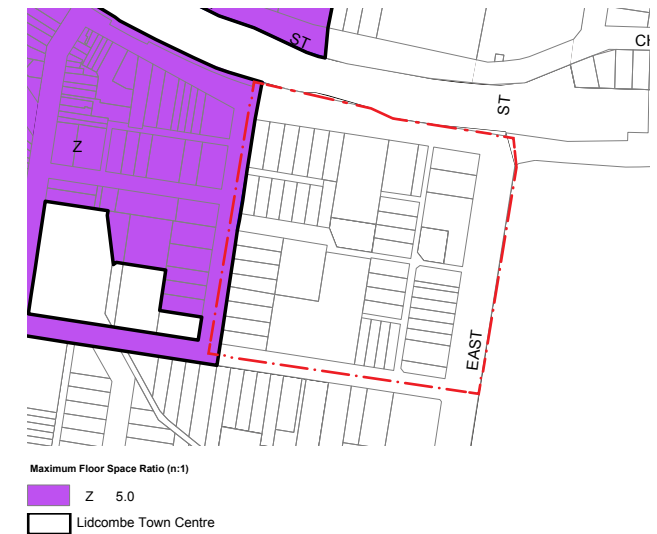
Floor space ratio controls

Land zoned R4 High Density Residential



Floor space ratio controls

Land zoned B4 Mixed Use



Maximum height of building controls

Land zoned R4 High Density Residential



Figure 7 Maps of the Study Area demonstrating revised FSR and height under the Amendment No.8 to ALEP 2010
Source Auburn City Council

Auburn Development Control Plan 2010

A summary of the relevant ADCP 2010 controls is provided below.

B4 Mixed Use (Local Centres)

- › 0m boundary setback for the first 2 storeys
- › The setback of new buildings is consistent with the setback of adjoining buildings
- › The design of landmark or gateway buildings on corner and junction sites recognises the importance of these sites as dominant elements in the streetscape
- › Refer to R4 controls for any residential component
- › No maximum site coverage
- › No minimum lot size
- › The minimum finished floor level (FFL) to finished ceiling level (FCL) shall be as follows:
 - 3300mm for ground level (regardless of the type of development);
 - 3300mm for all commercial/retail levels; and
 - 2700mm for all residential levels above ground floor.

R4 High Density Residential (Residential Flat Buildings)

- › Minimum site area 1,000m²
- › Maximum 50% site coverage
- › Front boundary setbacks between 4 and 6m
- › 2m front setback fronting a lane
- › On corner lots the secondary frontage can have a 3m boundary setback
- › Building frontage to frontage setback minimum 10m for 3 storeys

IN2 Light Industrial (Industrial Areas)

- › New buildings within industrial areas shall have a minimum front setback of:
 - 4.5m from other roads, and
 - 0m from laneways.
- › In the case of a corner allotment, the setback to the secondary road shall be 3m.
- › Buildings may be built on a nil side or rear setback **except** where a setback is required to screen buildings from:
 - public places;
 - adjoining residential properties;
 - other sensitive land uses;
 - where rear access is required; or
 - where land adjoins the M4 Motorway.

In such circumstances a 4.5m landscape setback is required.

- › Where a site adjoins a residential zone, a minimum side and rear setback of 3m shall be required.
- › A minimum of 15% of the site shall be provided and maintained as soft landscaping, with lawns, trees, shrubs, for aesthetic purposes and the enjoyment of workers of the site.

Land and building use

An analysis of existing land and building use is summarised in **Figure 8**. While residential use dominates the area to the south west, the remainder of the Precinct has a mix of uses including a petrol station, open space, light industrial, commercial, car parking and storage.

Major uses within the Study Area include residential flat buildings, the CFMEU, the Construction Training and Skills Recognition Centre (CTSRC), industrial warehousing, single dwellings and open space.

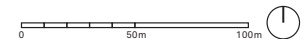
Immediately surrounding the Precinct there are residential and light industrial areas to the south, Lidcombe Bowling Club, residential areas, cemetery services and a church to the west, the rail corridor to the north, and Rookwood Cemetery to the east.

Legend

- Study Area
- Residential Dwelling/Units
- Church/School/Community Use
- Petrol Station
- Open Space/Recreation
- Retail/Mixed Use
- Motel
- Industrial Use
- Cemetery Related Use
- Commercial/Other Non Industrial Use
- Storage/Carpark



Figure 8 Existing land use





Residential flat building at 10-14 Marsden Street



2 storey house at 3 Marsden Street



Carparking area to the rear of block, fronting Marsden Street



No. 9 Raphael Street looking south



Small apartment/townhouse development at 18 Mark Street



View looking north along Raphael Street toward the railway and the Ukrainian Catholic Church behind

A selection of photographs taken in and around the Precinct provides a snapshot of the building types and different uses. The built form character is mixed, and architectural styles range from recent residential development to simply constructed industrial units.



View across Mark Street to warehouse



Mick's Autoport warehouse on James Street



Playground and residential flat building behind on Marsden Street



Single dwelling at 1 Marsden Street



21-23 James Street (part of the Planning Proposal PP-7/2013 site)



7-19 James Street frontage

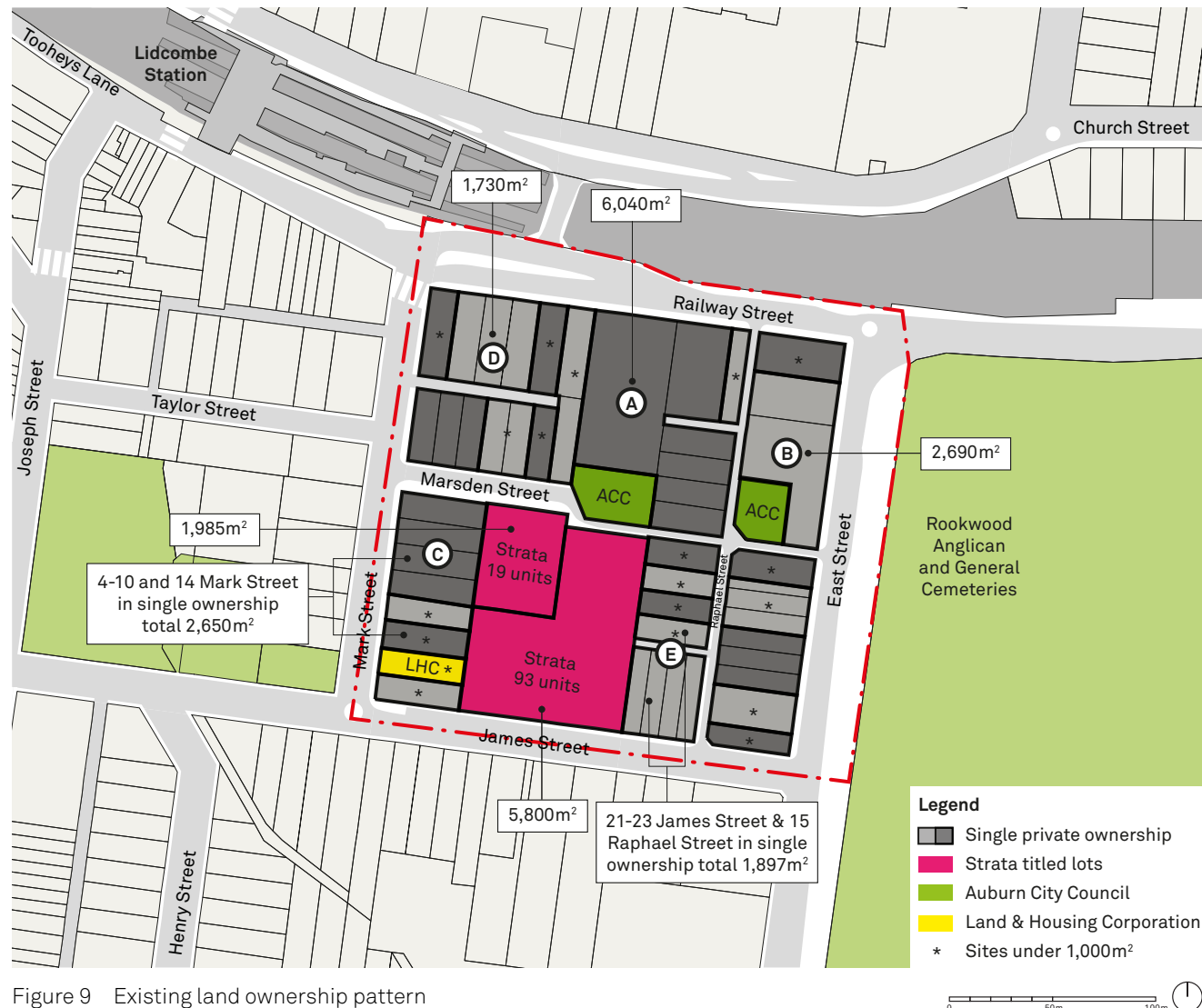


Figure 9 Existing land ownership pattern

Land ownership

While the lot boundaries appear fragmented and potentially causing a constraint to development, there are a number of lots that are amalgamated as illustrated in **Figure 9**. Large sites under single ownership (above 1,500m²) include site A (6,040m²), site B (2,690m²), site C (1,985m²), site D (1,730m²) and site E (1,897m²).

The majority of land is under private ownership, however Auburn City Council owns and maintains Friends Park, the Jewish Reserve and the internal streets (Marsden Street, Davey Street and Raphael Street). The recently developed residential flat buildings are Strata owned, and the Land and Housing Corporation own a residential dwelling on Mark Street.

Building condition and age

The Precinct contains a range of quality of buildings from vacant dwellings in a state of disrepair, to residential flat buildings built within the last 10 years. **Figure 10** highlights those that are recently built and contribute well to the quality of the streetscape and also those that are older and have limited architectural merit.

There are no listed heritage buildings in the Precinct however there are local significant heritage items that include Lidcombe Signal Box as part of Lidcombe Railway Station (heritage item A56) and the dwelling at 24 James Street (heritage item I28). Rookwood Cemetery (heritage item A00718) is of State heritage significance.

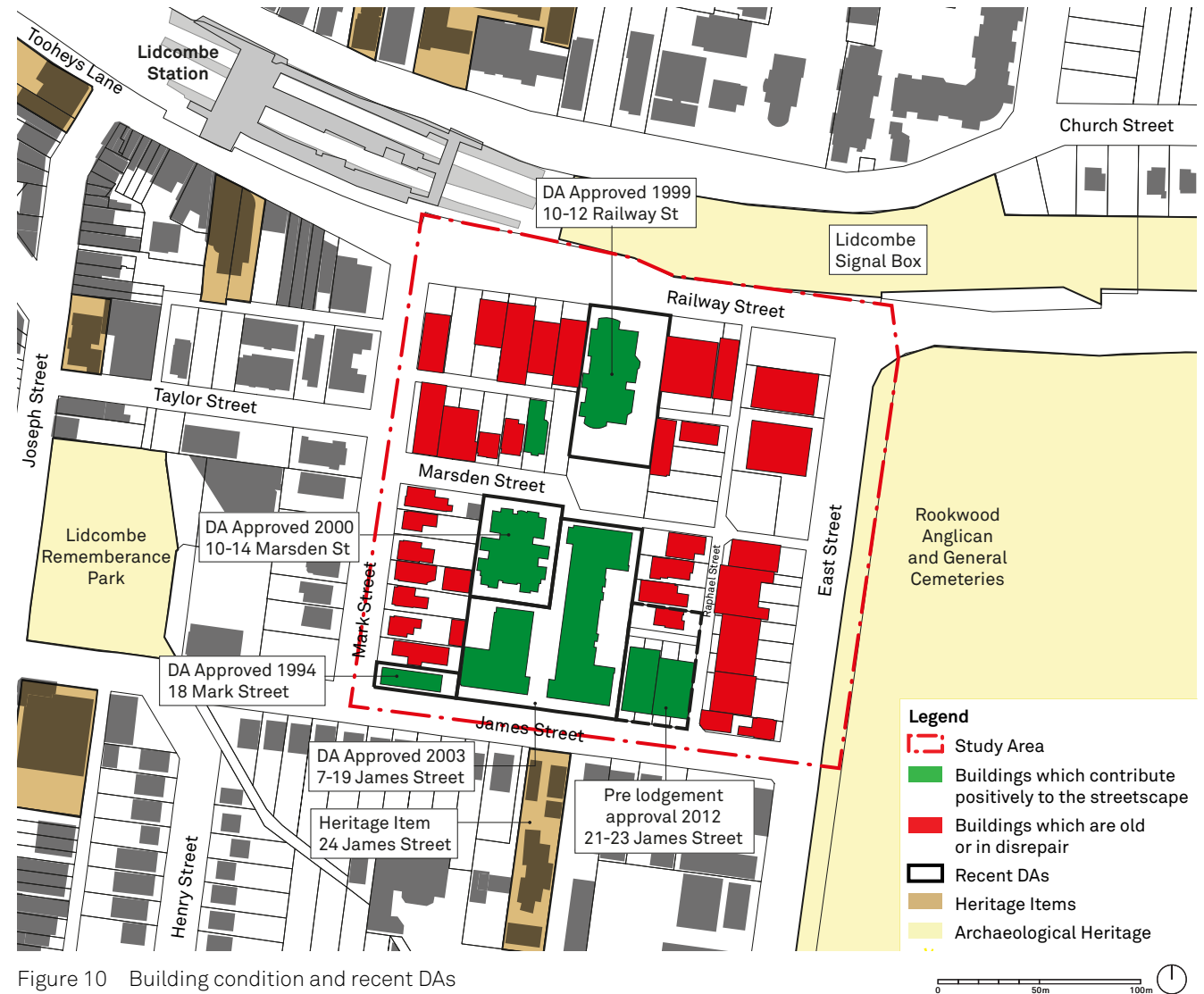




Figure 11 Pedestrian circulation and access

Circulation and access

Pedestrian and cycle

Pedestrian activity within the precinct is generated mainly from Lidcombe rail station and the town centre.

The entire precinct is located within a convenient walking distance of Lidcombe rail station (approximately 5 minutes), making it an ideal location for a wider range of uses, as shown in **Figure 11**. Land within 5-10 minutes walking distance of the train station may be considered suitable for higher density living.

Pedestrian access throughout the precinct is provided by existing streets and laneways. Footpaths are provided on the outer edges of the Precinct, on both sides of Railway Street, Mark Street, James Street, East Street and Marsden Street.

Raphael Street, Davey Street and smaller laneways have no designated footpath area but are accessible to pedestrians and vehicles.

A pedestrian crossing at the intersection of Railway Street and Mark Street provides an important pedestrian link between the rail station and the study area.

East Street has an identified on-road cycle route which connects the station with areas to the south.

Vehicular traffic

Vehicular access to the Precinct is provided via Railway Street, Mark Street, James Street and East Street. Internal laneways include Marsden Street, Raphael Street and Davey Street. There are several bus services at the Station interchange on Railway Street as well as a pick-up/ drop-off zone and accessible parking spaces. The taxi zone is located on the northern side of the Station.

Hyder Consulting prepared a Traffic Modelling Report in August 2013 to assess the impacts of increased FSR controls for certain land zoned B4 Mixed Use and R4 High Density Residential within the Auburn LGA.

For the purpose of this Study, Hyder updated its Sydney Strategic Traffic Model (SSTM) comprising key strategic roads and intersections within the Auburn LGA area. To quantify the future background growth and impact of the proposed FSR increase, Hyder used both strategic and intersection models.

Detailed intersection modelling was undertaken for seventeen intersections, and comprised of:

- Existing condition for AM and PM peak hour traffic; and
- Future year 2021 with forecast turning movements. Should the intersection have insufficient capacity to cater for forecast traffic volumes, intersection upgrades are proposed with consideration of Level of Service (LoS) D and Degree of Saturation (DoS) <1.0 or better.

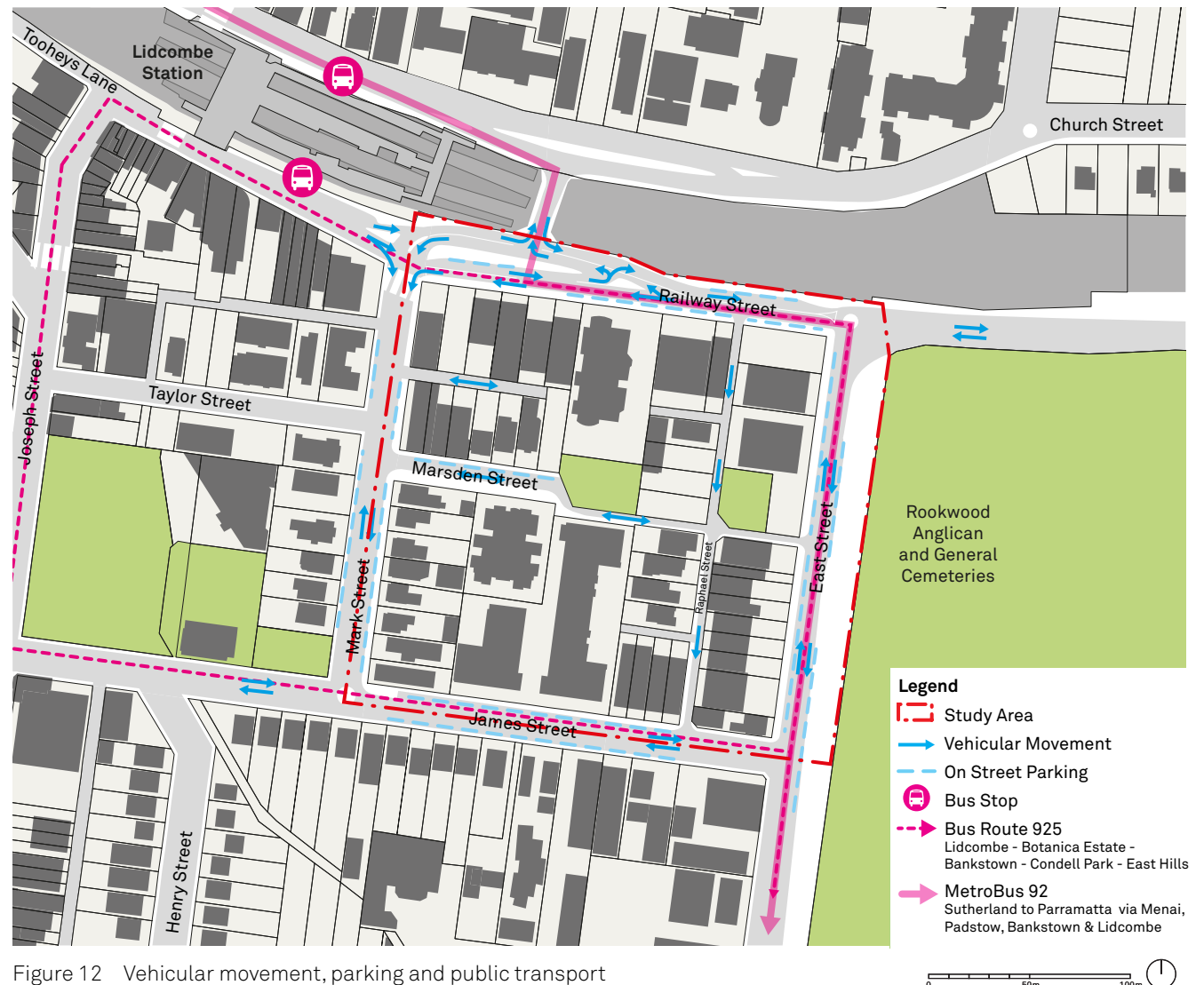


Figure 12 Vehicular movement, parking and public transport



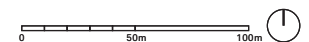
Figure 13 Flooding and Topography

Intersections near to the Marsden Street Precinct included Intersection #14. This was identified as a key Intersection between James Street and East Street Traffic, and was subject to a traffic count. The results were as follows:

- > The current AM peak counts demonstrated a category Level C LoS, and projected traffic for 2021 also resulted in a category level C
- > The current PM peak counts demonstrated a category Level B LoS, and projected traffic for 2021 also resulted in a category level B
- > If full development potential is achieved in 2021 the intersection will run at category F during the AM and PM peak, however if the intersection is upgraded with new signals the intersection could run at category B

Flooding and topography

The Precinct is not affected by flooding as illustrated in **Figure 13**. The overlayed contours demonstrate the Precinct being relatively flat and accessible. The Precinct ranges between approximately RL+18m and RL+24m at its highest point in the north east.



Overview of employment in Auburn

The nature of employment and the way industrial lands are being used is changing in Auburn, with a significant increase in commercial jobs anticipated in coming decades.

Metropolitan-wide influences such as the changing dynamic of older industrial lands in middle and inner ring Sydney, new infrastructure such as the WestConnex Motorway, and key, transformative City Shapers identified in the draft Metropolitan Strategy such as Parramatta and the Parramatta Road Corridor, will all play a major part in delivering growth and change to Auburn LGA.

In the draft West Central Subregional Strategy (2007), industrial land in the South Lidcombe precinct was not viewed as having the highest strategic significance. The opportunity for some changes to these lands was recognised to allow a wider range of employment uses in this part of Auburn and the possibility of some residential in acknowledgment of the proximity of Lidcombe Town Centre.

The later Auburn Employment Lands Study of 2008, forecast a significant increase (161% or +11,950) in commercial jobs in Auburn LGA for the period 2006 - 2031 representing a major shift from the industrial base that had historically been the case. This will mean major changes for Auburn and Lidcombe town centres in terms of the range and scale of businesses these centres will need to accommodate in order to service this new and larger working community.

The draft Metropolitan Strategy for Sydney has identified Auburn to be within the West Central and North West Subregion, parts of which will derive significant benefit from the urban renewal associated with the Parramatta Road City Shaper and new WestConnex Motorway. Existing strategic employment lands in the north part of Auburn are likely to experience improved accessibility as a result of WestConnex, and as such their value and importance will increase.

Jobs in South Lidcombe now and in the future

Using 2011 Journey to Work data from the Bureau of Transport Statistics (BTS), the Lidcombe South industrial lands – of which the study area is part – supported around 1,277 jobs, which is less than 3% of the total of 51,354 jobs in the Auburn LGA. From Council's own figures for the Study Area specifically, it would appear there are a total of 427 jobs in the precinct which would comprise less than 1% of the jobs in the LGA. Its contribution in numerical terms is therefore relatively minor. However the location of this Precinct makes it extremely convenient in terms of journey to work, both from surrounding residential areas and via Lidcombe Station and as such its attractiveness from a development point of view is significant.

As such, the site has the capacity to boost job numbers in Auburn, particularly through higher order uses such as commercial and retail due to its highly accessible location. The North West quadrant of the study area would offer the best opportunities for this type of growth and in turn strengthen the draw of Lidcombe Town Centre.

It is worth commenting on other nearby industrial lands, also adjacent to the Cemetery, but beyond the Precinct, lying south of James Street. This area comprises larger factory and warehouse premises, and still constitutes a critical mass of employment premises despite some having transitioned into places of worship. This southern area, being still predominantly intact with large floorplate premises, and employing over 800 people (2011 Journey to Work data, BTS), may be important to retain. The area is well buffered by James Street from the Marsden Street Precinct to the north and could provide alternative sites for businesses currently located in the Marsden Street Precinct to relocate and consolidate in the longer term.

Constraints

By combining the results of all analysis, constraints which are likely to impact the future development of the Precinct can be identified. **Figure 14** illustrates these constraints, and includes:

- > Recent development
- > Strata ownership
- > Interface with surrounding land uses (particularly residential)
- > Narrow laneways (Davey Street and Raphael Street)
- > Multiple land ownerships
- > The petrol station (potential need for contamination mitigation)
- > Telecommunications tower (in terms of cost to move/replace elsewhere)



Figure 14 Constraints





Figure 15 Opportunities

Opportunities

The opportunities presented by the Precinct are significant, and include:

- › Close proximity to Lidcombe Town Centre, the rail station and transport interchange
- › Prominent corner sites
- › High exposure to passing pedestrian traffic
- › Opportunities to connect existing open space
- › Existing amalgamation scenarios and opportunities for further amalgamation
- › Opportunities for views across open space and the cemetery is desirable for residential development
- › Widening of Marsden Street (east) to improve vehicular movement within the study area

These opportunities are shown in **Figure 15**.



02 Land use scenarios



Figure 16 Key Sites

Assumptions and testing

Key Sites and Amalgamation Opportunity

Some land within the study area is already amalgamated to parcels of more than 1,000m². This is the minimum area required by the Auburn DCP 2010 to develop R4 High Density Residential. These sites have been identified as key sites in **Figure 16**.

There may be further opportunities for amalgamation to create developable parcels of land.

	Description	Size
A	Single ownership with potential for further amalgamation	1,730m ² (3,480m ² with adjacent lots)
B	Single ownership	1,210m ²
C	Single ownership	3,045m ²
D	Single ownership with potential for further amalgamation	1,220m ² (1,620m ² with adjacent lots)
E	Single ownership	1,770m ²
F	Single ownership with potential for further amalgamation	2,690m ² (3,480m ² with adjacent lots)
G	Single ownership	2,080m ²
H	Planning Proposal site	2,045m ²
I	Single ownership	1,155m ²

Height and FSR testing

The following pages demonstrate potential building envelopes when applying the height and FSR controls for the R4 High Density Residential and B4 Mixed Use zones.

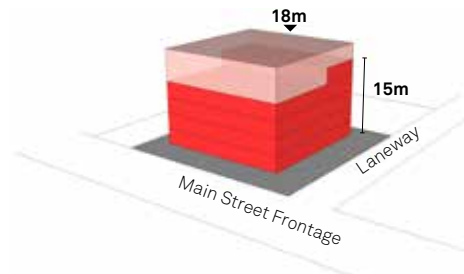
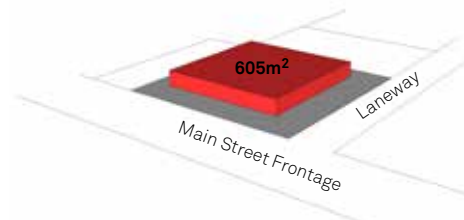
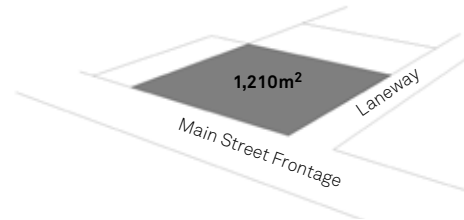
Note:

The following 3D modelled scenarios are indicative only.

Assumptions

- › Residential levels at 3m floor to floor height
- › Residential floor plates shown at maximum floorplate (50% site coverage) where possible given building separation and other ADCP controls
- › Retail/other levels at 3.6m floor to floor height
- › ADCP 2010 controls have been taken into consideration
- › Gross Floor Area (GFA) has been calculated at 80% of maximum floor space to accommodate common areas of circulation and the like
- › Building envelope indicates the maximum floor area allowed including circulation space, walls, balconies and other common areas.
- › Indicative building envelopes have modelled up to the maximum height/FSR (whichever is reached first)
- › Residential flat buildings have been modelled according to SEPP65 guidelines including building depth and separation distances of 12m, 18m and 24m dependant on the height of the buildings.
- › Amalgamation scenarios are assumed following the opportunities presented in **Figure 16**

R4 High Density Residential



Calculation of floor space ratio and site area (ALEP 2010)

(2) Definition of “floor space ratio”

The floor space ratio of buildings on a site is **the ratio of the gross floor area of all buildings within the site to the site area.**

$$\text{FSR} = \text{GFA} / \text{Site Area}$$

or $\text{GFA} = \text{FSR} \times \text{Site Area}$

50% site coverage
3m floor to floor height

Controls as per Amendment No. 8 to ALEP2010

FSR 1.7:1

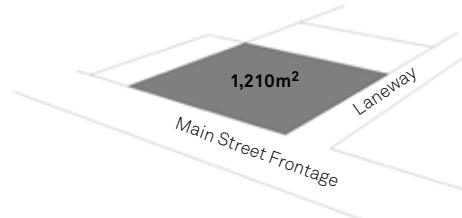
Height 18m

$$\text{GFA} = 1.7 (\text{FSR}) \times 1,210\text{m}^2 (\text{site area}) = 2,057\text{m}^2$$

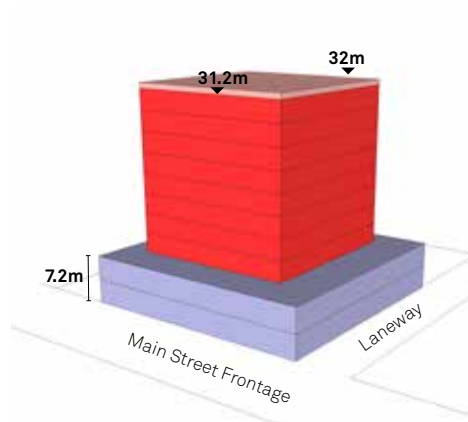
$$\text{Building Envelope} = 2,057\text{m}^2 (\text{GFA}) / 80\% = 2,571.25\text{m}^2$$

$$\text{Levels} = 2,571.25\text{m}^2 (\text{Building Envelope}) / 605\text{m}^2 (\text{footprint}) = 4.25 \text{ levels or } 15\text{m}$$

B4 Mixed Use



No maximum site coverage controls
No building setbacks required at ground floor
R4 High density DCP requirements apply to all residential levels



Controls as per Amendment No. 8 to ALEP2010

FSR 5:1

Height 32m

Amendment No.8 to the ALEP 2010 permits an FSR increase to 5:1. This density provides the opportunity to achieve the maximum permissible height of 32m.

$$\text{GFA} = 5 (\text{FSR}) \times 1,210\text{m}^2 = \mathbf{6,050\text{m}^2}$$

$$\text{Building Envelope} = 6,050\text{m}^2 (\text{GFA}) / 80\% = \mathbf{7,562.5\text{m}^2}$$

$$\begin{aligned} \text{Levels} &= \mathbf{2 \text{ levels of retail/commercial} = 7.2\text{m}} \\ & (1,210\text{m}^2 \times 2) = \mathbf{2,420\text{m}^2} \end{aligned}$$

$$\text{Remaining} = 7,562.5 \text{ m}^2 - 2,420\text{m}^2 = \mathbf{5,142.5\text{m}^2}$$

$$\begin{aligned} &\text{Residential levels} \\ &5,142.5\text{m}^2 (\text{Remaining Building Envelope}) / 605\text{m}^2 (\text{footprint}) \\ &= \mathbf{8.5 \text{ levels or } 27\text{m}} \end{aligned}$$

$$= \mathbf{10.5 \text{ levels total (or } 34.2\text{m)}}$$

Land Use Scenarios

Existing Scenario

A large portion of the Precinct is currently zoned IN2 Light Industrial fronting Railway Street and East Street, as shown in **Figure 17**. Most of the industrial zoned land is currently in use by active businesses, however is generally run down.

Figure 18 shows potential building envelopes under the current land zoning controls.

The south west part of the study area is zoned R4 High Density Residential. Some of this land has been redeveloped as residential apartments and some remains single dwellings.

The study area presents some opportunity for redevelopment to support the Lidcombe town centre, and is well located near to the rail station. This provides good public transport options for residents. For these reasons, the following land use scenarios have explored a reduction or complete removal of the IN2 Light Industrial zone. It is considered that the loss of this employment land may be replaced by new jobs generated by retail/commercial uses in a B4 Mixed Use zone.



Figure 17 Existing Land Use Scenario

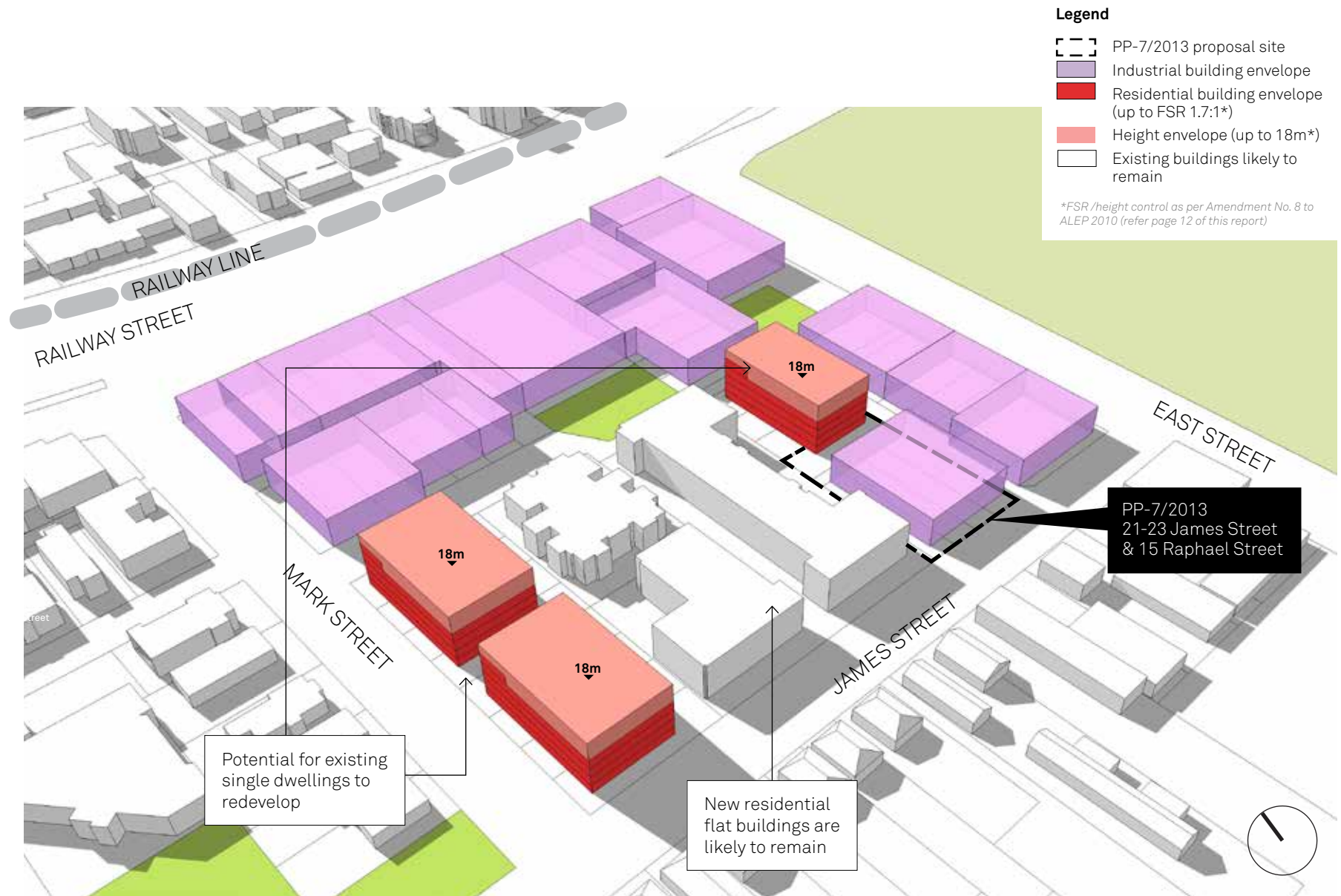


Figure 18 Indicative 3D Model of Existing Land Use Scenario

Scenario A

Scenario A demonstrates R4 High Density Residential across the south-west and north-west blocks. This scenario maintains the IN2 Light Industrial to East Street, as shown in **Figure 19**.

A 3D model of indicative building envelopes for this scenario is provided in **Figure 20**.

Pros

- Retaining the IN2 Light Industrial zone along East Street provides the opportunity for cemetery related businesses to remain/locate in close proximity to the cemetery itself and retains an amount of employment area within the Precinct.
- The R4 High Density Residential zone provides opportunity for higher density living within walking distance of the railway station. This pattern generally mirrors the pattern of land zoning on the northern side of the railway line.

Cons

- Ground floor residential uses may result in less active street frontages.
- The R4 zone does not allow flexibility for any additional retail.
- Industrial uses back-on to residential frontages along Raphael Street. This may not be an attractive or suitable interface of uses, considering visual amenity, service access and potential noise constraints.
- Residential views over the expansive open space provided by the cemetery, are not taken advantage of in this scenario.



Figure 19 Proposed Land Use Scenario A

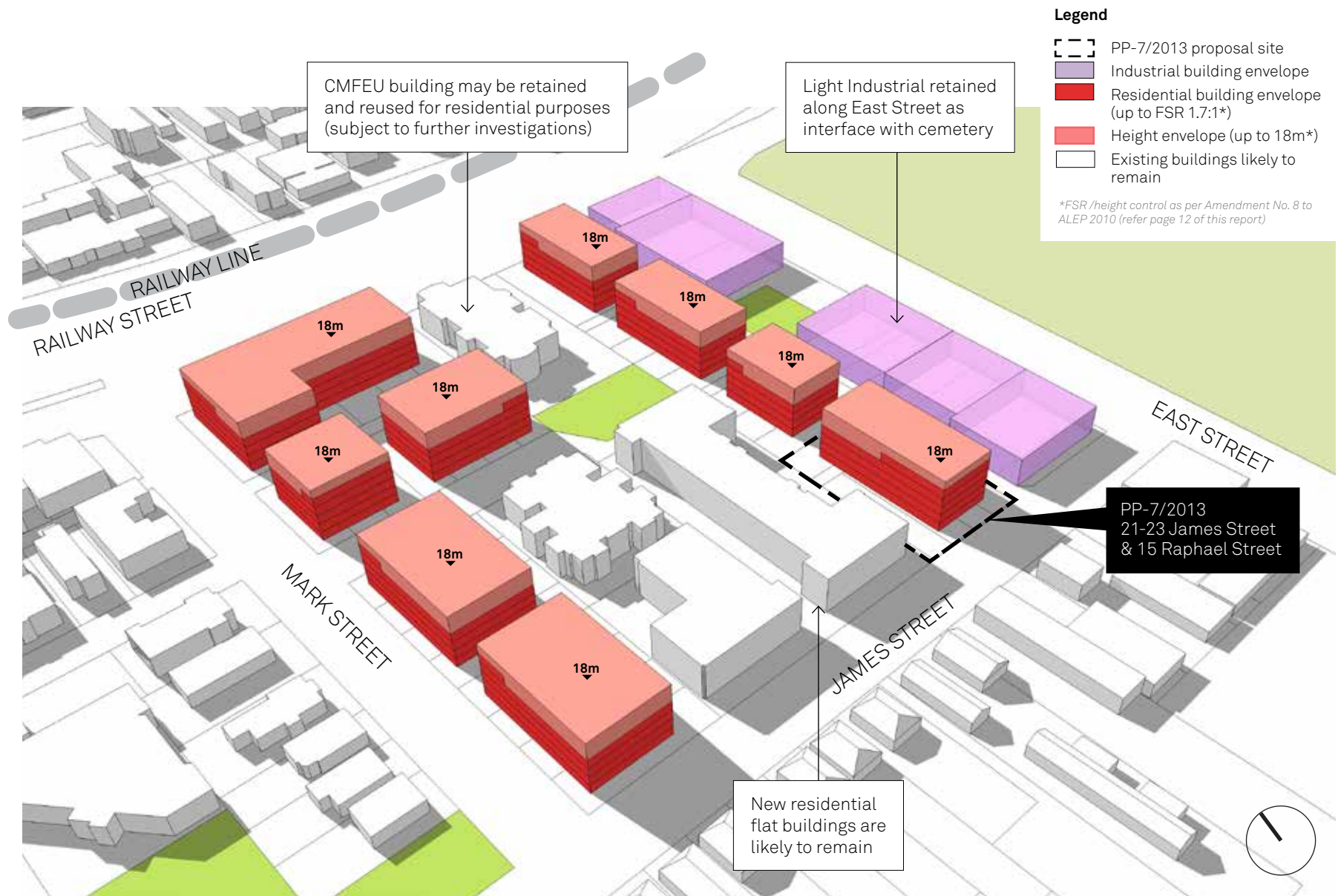


Figure 20 Proposed Land Use Scenario A - Indicative Building Envelopes

Scenario B

This scenario demonstrates R4 High Density Residential across the south western block and B4 Mixed Use fronting Railway Street as an extension of the Lidcombe Town Centre. This scenario also maintains IN2 Light Industrial to East Street, as shown in **Figure 21**.

A 3D model of indicative building envelopes for this scenario is provided in **Figure 22**.

Pros

- Retaining the IN2 Light Industrial zone along East Street provides the opportunity for cemetery related businesses to remain in close proximity to the cemetery itself and retains an amount of employment area within the Precinct.
- The R4 High Density Residential zone provides opportunity for redevelopment.
- The B4 Mixed Use zoning along Railway Street provides flexibility for active retail/commercial ground floor uses, with residential development above. This scenario may provide the opportunity for a supermarket within the Lidcombe Centre within walking distance to the railway station.

Cons

- Industrial uses back on to residential frontages along the southern part of Raphael Street.
- Open space views over the cemetery grounds are not optimised in this scenario.

Note: ALEP 2010 allows for residential flat buildings within the B4 zone. This may result in residential development occurring under the higher B4 FSR and height allowance, without offering the amenity of ground floor retail or commercial space.



Figure 21 Proposed Land Use Scenario B

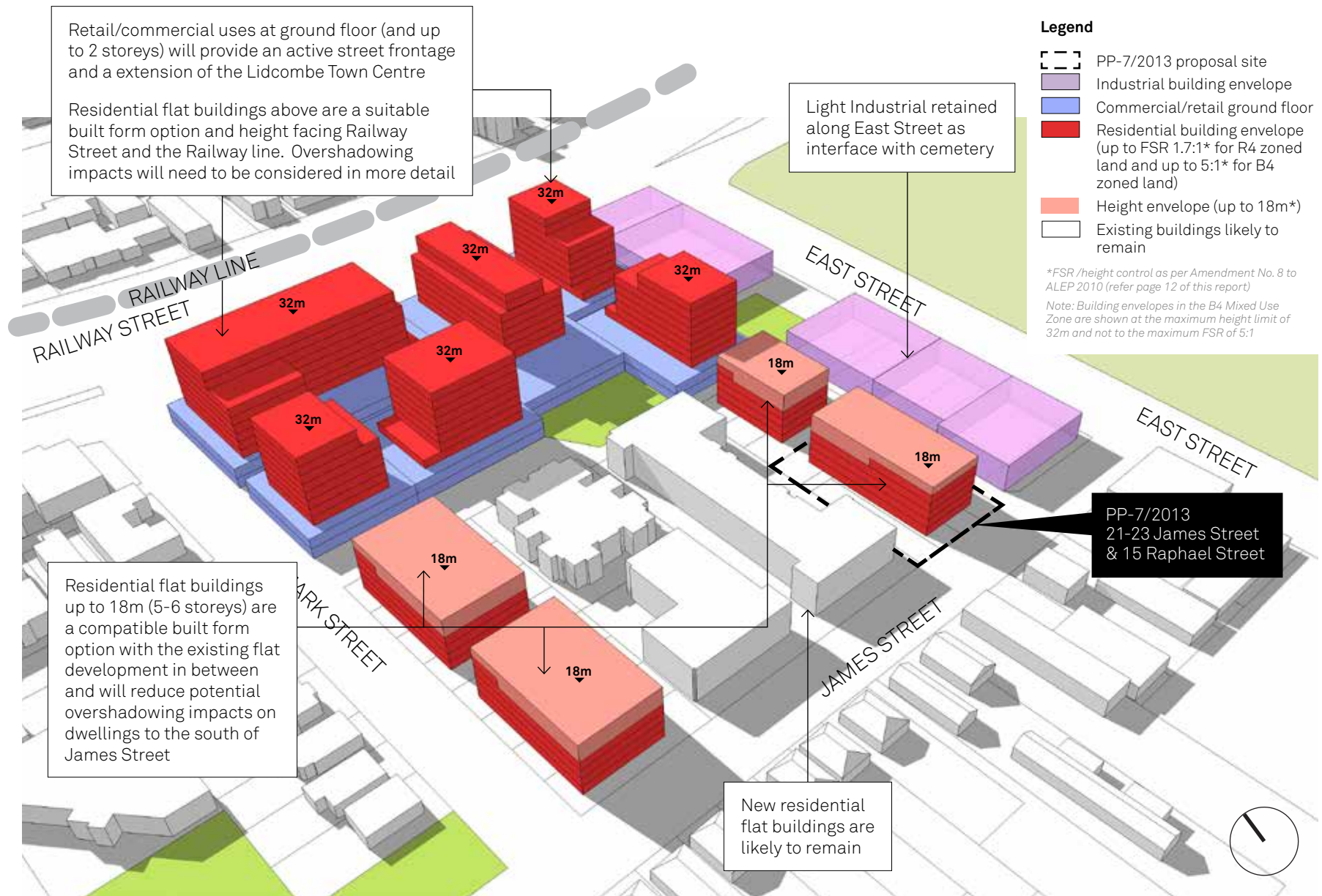


Figure 22 Proposed Land Use Scenario B - Indicative Building Envelopes

Scenario C

This scenario demonstrates R4 High Density Residential Use across the southern portion of the Precinct between James Street and East Street, and B4 Mixed Use fronting Railway Street as an extension of the Lidcombe Town Centre, as shown in **Figure 23**.

A 3D model of indicative building envelopes for this scenario is provided in **Figure 24**.

Pros

- The R4 High Density Residential zone provides opportunity for redevelopment.
- The B4 Mixed Use zoning along Railway Street provides flexibility for active retail/commercial ground floor uses, with residential development above. This scenario may provide the opportunity for a supermarket within the Lidcombe Centre within walking distance to the railway station.
- This scenario allows residential development along East Street, which provides the opportunity for views over the open grounds of the cemetery.

Cons

- Retail provision will likely require loading areas and carparking, particularly if planning for a supermarket or other large store. A Precinct-specific DCP may be required to ensure that development provides safety and security, and to ensure that the interface with residential areas sees this develop into an attractive neighbourhood.
- Due to the increased height provided by the B4 zone (up to 32m) overshadowing of residential land to the south may be an issue.

Note: ALEP 2010 allows for residential flat buildings within the B4 zone. This may result in residential development occurring under the higher B4 FSR and height allowance, without offering the amenity of ground floor retail or commercial space.



Figure 23 Proposed Land Use Scenario C

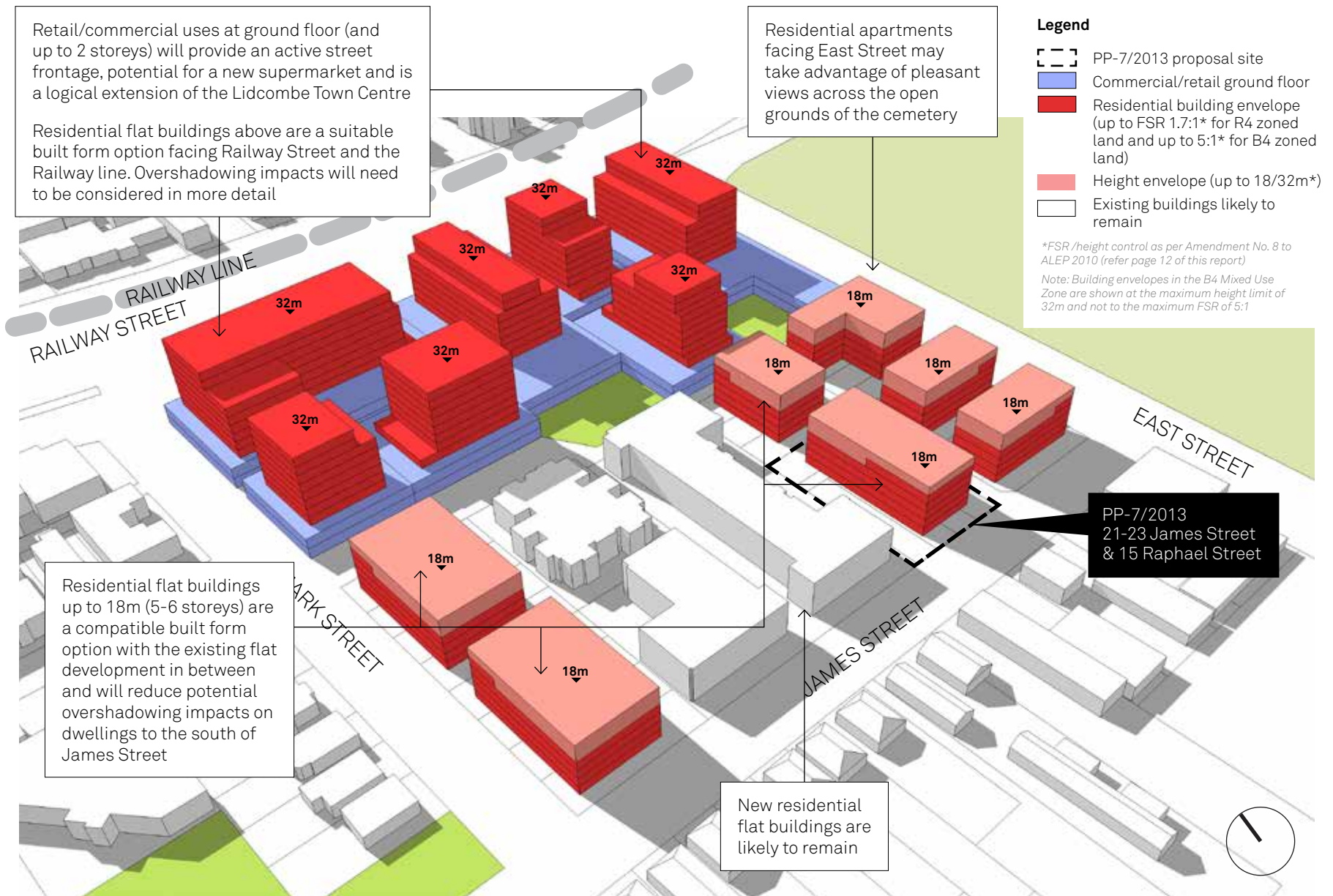


Figure 24 Proposed Land Use Scenario C - Indicative Building Envelopes

Scenario D

This scenario allows for B4 Mixed Use fronting Railway Street, and to the northern part of East Street. The remaining area is R4 High Density Residential Use, as shown in **Figure 25**.

A 3D model of indicative building envelopes for this scenario is provided in **Figure 26**.

Pros

- The R4 High Density Residential zone is specific to residential flat building types (refer note below)
- The B4 Mixed Use zoning along Railway Street provides flexibility for active retail/commercial ground floor uses, with residential development above.
- The provision of R4 High Density Residential fronting Marsden Street will ensure a lower-scale transition in bulk and massing to the residential areas in the south.
- This scenario allows residential development along East Street, which takes advantage of views over the open grounds of the cemetery.

Cons

- The area of B4 Mixed use is too small to accommodate a supermarket, or other similar large store.
- Retail provision will likely require loading areas and carparking, particularly if planning for a supermarket or other large store. A Precinct-specific DCP may be required to ensure that development provides safety and security, and to ensure that the interface with residential areas sees this develop into an attractive neighbourhood.
- Spilt of single large land holding into 2 separate land uses may not be as efficient.

Note: ALEP 2010 allows for residential flat buildings within the B4 zone. This may result in residential development occurring under the higher B4 FSR and height allowance, without offering the amenity of ground floor retail or commercial space.



Figure 25 Proposed Land Use Scenario D

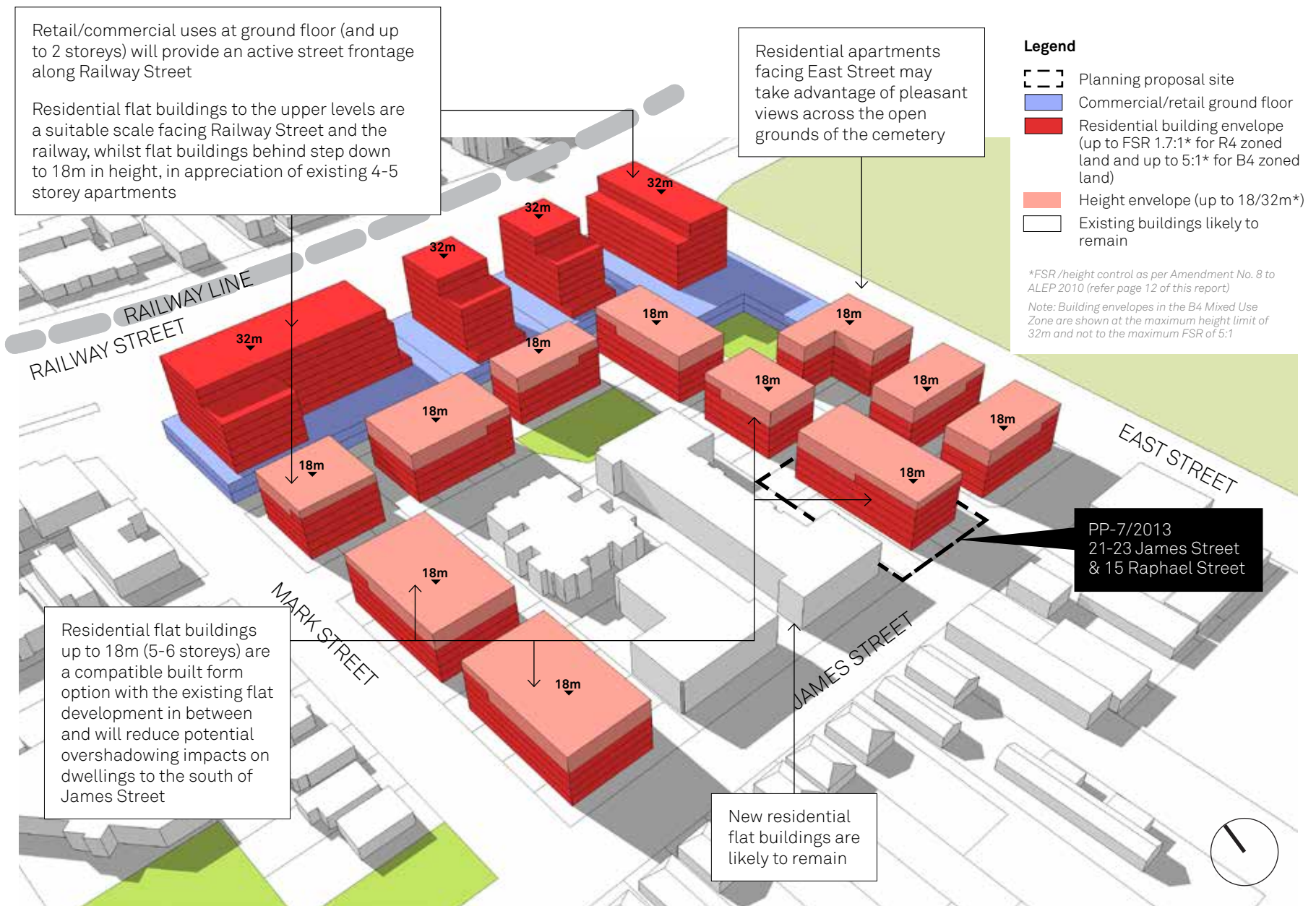


Figure 26 Proposed Land Use Scenario D - Indicative Building Envelopes

Scenario E

This scenario allows for B4 Mixed Use fronting Railway Street, and to the northern part of East Street, as well as the south western block (of which most is already zoned for R4 Residential). The remaining area remains for IN2 Light Industrial Use, as shown in **Figure 27**.

A 3D model of indicative building envelopes for this scenario is provided in **Figure 28**.

Pros

- The B4 Mixed Use zoning provides flexibility for active retail/commercial ground floor uses, with residential development above.
- Retaining the IN2 Light Industrial zone along East Street (south) provides the opportunity for cemetery related businesses to remain in close proximity to the cemetery itself and retains a small amount of employment area within the Precinct.

Cons

- The area of B4 Mixed use is extensive and may result in an oversupply of retail/commercial floorspace, or may not be realised.
- Retail provision will likely require loading areas and carparking, particularly if planning for a supermarket or other large store. A Precinct-specific DCP may be required to ensure that development provides safety and security, and to ensure that the interface with existing residential areas sees this develop into an attractive neighbourhood.
- Existing roads/laneways may not be substantial enough to support likely vehicle movements required

Note: ALEP 2010 allows for residential flat buildings within the B4 zone. This may result in residential development occurring under the higher B4 FSR and height allowance, without offering the amenity of ground floor retail or commercial space.



Figure 27 Proposed Land Use Scenario E

Open Space Opportunities

Existing open space within the study area consists of Friends Park (955m²) and the Jewish Reserve (700m²). An uplift in residential dwellings in the area would suggest that an increase in open space amenity may be required. **Figure 29** demonstrates options to increase the provision of open space. This is also summarised in the table below.

Description	Size
A Land contamination associated with current use as a petrol station may have an impact on the development feasibility of this lot for other uses. Area of high pedestrian traffic, positioned on the corner, visible from the rail station.	575m ²
B Small parcel of land adjacent a large lot in single ownership (to the west). Without amalgamation may not redevelop. Open space here would visually open up the laneway at Railway Street	400m ²
C Parcel of land adjacent a large lot in single ownership (to the south). Without amalgamation may not redevelop.	790m ²
D Extension of green space to form a link between Friends Park and the Jewish Reserve Ensure lots in single ownership to the north equate to >1,000m² to allow for redevelopment	760m ²
E Extension of green space to form a link between Friends Park, the Jewish Reserve and the cemetery	500m ²



Figure 29 Open Space Opportunities



Friends Park fronting Marsden Street



Friends Park looking west

The photographs provided here show the existing open space amenity within/in close proximity to the Precinct.



Jewish Reserve on the corner of Davey and Raphael Streets



Rookwood cemetery to the east of the study area

Preferred Scenario

The preferred scenario is recommended as B4 Mixed Use to the north of the study area and R4 High Density Residential to the south, as shown in **Figure 30**.

A 3D model of indicative building envelopes for this scenario is provided in **Figure 31**.

This scenario incorporates beneficial urban design elements including the following:

- The existing petrol station on the north-west corner of the Precinct provides a strategic opportunity for open space. The lot is north facing with access to sunlight uninhibited by development to the north. In close proximity to the rail station, the proposed park/plaza could make an ideal meeting place, and has the potential to be fronted by active uses such as a cafe/restaurant as part of the adjoining mixed-use development.
- Friends Park and the Jewish Reserve (1,655m² total) may be linked to form a strong green connection with the cemetery, provide an inviting space for residents to enjoy and an attractive outlook for residents along Marsden Street. This space, along with a pocket park at the corner of Mark and Railway Streets will increase the open space in the Precinct by approximately 1,400m².
- Retail/commercial uses along the northern edge of this open space could provide passive surveillance through over-looking windows and store frontages. The mix of residential and retail use may also help to keep this area active at all times of the day.
- The extension of Marsden Street as a full-width street may be necessary due to the uplift in activity and number of dwellings within the Precinct. The extension of Marsden Street to the east would provide a two way street to improve access and circulation, and may also act as a boulevard, separating residential and retail/commercial uses. The widening of the street will visually open up the precinct, improving safety, and separation between built form.



Figure 30 Preferred Land Use Scenario

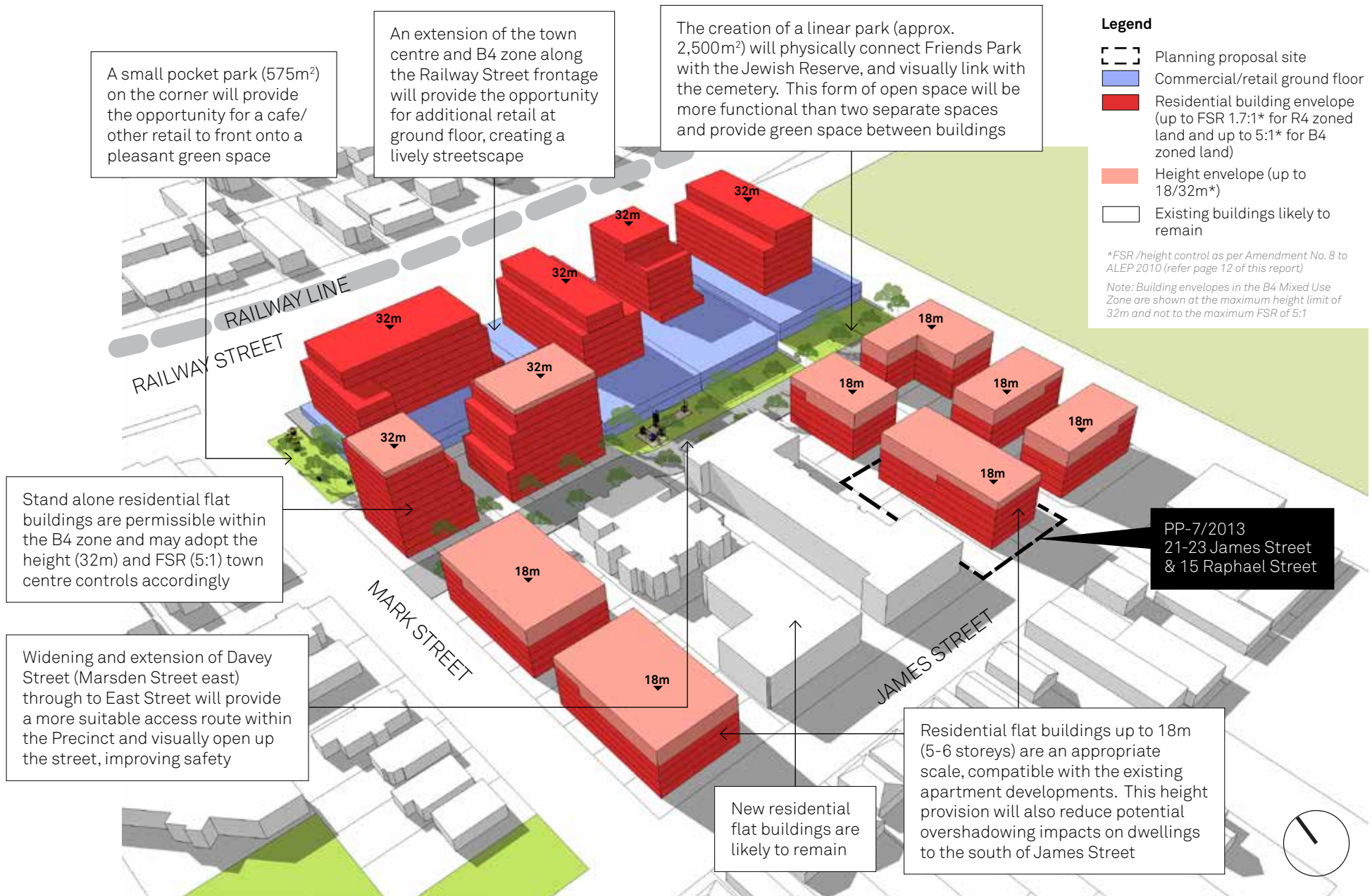


Figure 31 Preferred Land Use Scenario - Indicative Building Envelopes