

Item No: LPP015/20

PLANNING PROPOSAL - 2-36 CHURCH STREET, LIDCOMBE

Responsible Division: Environment & Planning
Officer: Executive Manager Environment and Precincts
File Number: PP-1/2019

Lodged	14 November 2019		
Proponent	Urbis on behalf of Billbergia		
Description of Land	Lots 1-18 DP 217589, 2-36 Church Street Lidcombe		
Site Area	Approximately 10,132m ²		
Site Description and Existing Use	The site is vacant residential land made up of 18 individual lots that total approximately 10,132m ² in land area. The site has street frontage along Church Street that measures approximately 273 metres.		
	<p>The proposal seeks to increase the Height of Building controls across the site from:</p> <ul style="list-style-type: none"> • 14.9 metres to 22 metres • 16.9 metres to 44 metres • 22.9 metres to 53 metres • 27 metres to 53 metres <p>The proposal also seeks to increase the Floor Space Ratio from 1.29:1, 1.49:1 and 2.49:1 to 4.21:1.</p>		
Existing Planning Controls	Zoning	R4 High Density Residential	
	Height of Building (HoB)	14.9 metres 16.9 metres 22.9 metres 27 metres	
	Floor Space Ratio (FSR)	1.29:1 1.49:1 2.49:1	
Requested Planning Controls	Zoning	No Change	
	Height of Building (HoB)	22 metres 44 metres 53 metres	
	Floor Space Ratio (FSR)	4.21:1	
Recommended Planning Controls	Zoning	No Change	
	Height of Building (HoB)	22 metres 32 metres 40 metres	
	Floor Space Ratio (FSR)	3.2:1	
Heritage		Nil.	

Disclosure of political donations and gifts		Nil.
Previous considerations		Nil.

SUMMARY:

This report seeks to provide an overview of a Planning Proposal Request submitted to Council on 14 November 2019 for 2-36 Church Street, Lidcombe. The Planning Proposal seeks to amend the Auburn Local Environmental Plan 2010 (ALEP 2010) to allow the redevelopment of the site for an integrated residential neighbourhood, including social housing mixed with private housing and a child care centre, by:

- Increasing the height of building controls from:
 - 14.9 metres to 22 metres
 - 16.9 metres to 44 metres
 - 22.9 metres to 53 metres
 - 27 metres to 53 metres
- Increasing the floor space ratio from, 1:29:1, 1.49:1, 2.49:1 and 2.6:1 to 4.21:1

The status of the Planning Proposal is outlined in Figure 1.



Figure 1: Status of the Planning Proposal

REPORT:

1. The Site And Its Context

The site, located at 2-36 Church Street, Lidcombe, is owned by Land and Housing Corporation NSW (LAHC). The site is close to Lidcombe railway station and within 400m of the hub of the Lidcombe Town Centre. The project, entailing a mixed tenure residential development of four stand-alone buildings with basement parking and a

child care centre, will facilitate redevelopment of the site as part of the NSW Government's Communities Plus Program. This program seeks to deliver new communities where social housing blends with private housing, with good access to transport, employment, improved community facilities and open space.

The Communities Plus Program seeks to leverage the expertise and capacity of the private and non-government sectors. As part of this program, Billbergia was selected as the successful proponent to develop the site.

A development application on this site was approved by the Sydney Central City Planning Panel in December 2019 to support a redevelopment of the site in accordance with the outcomes of the Communities Plus Program. This approval was based on the current controls of the site, and provides 262 apartments. The planning proposal is seeking to achieve greater social, affordable and private housing outcomes on the site through changes in the height and floor space ratio controls.



Figure 2: The Site

Local Context

The boundaries of the site to the north, east and west are defined by Church Street. The site is approximately 350m east of Lidcombe Station. The site is bounded directly to the south by the Lidcombe-Olympic Park railway corridor.

The site is approximately 10,132m² and is currently comprised of 18 lots. Street frontage along Church Street measures approximately 273 metres.

The site falls approximately 8m across the length of the site. There are steeper areas of slope towards the north-western edge of the site.

The majority of the lots on the northern side of Church Street contain single and double storey detached dwelling houses, with the exception of an eight level residential flat building to the north-west of the site. At the far eastern end of the site is a raised bridge that crosses over the railway corridor and leads through to a light industrial area.

There is a large landscaped median strip in the north-east of the site which will be used to provide additional open space amenity for the proposal.

Regional Context

Lidcombe is a principal local centre within the Cumberland local government area. Lidcombe is approximately 18km west of the Sydney CBD and 8km to the east of the Parramatta CBD. Lidcombe Railway Station is serviced by the T1 Western Line, the T2 Inner West & Leppington Line, the T3 Bankstown Line and the T7 Olympic Park line. There are also four bus stops located within five minutes walking distance of the site, providing access to a range of local and cross-regional bus services.



Figure 3: Regional Context

2. Planning Controls (Auburn LEP 2010)

Current Planning Controls

The site is currently zoned R4 High Density Residential, with Maximum Height of Building controls of 14.9m, 16.9m, 22.9m and 29m and Floor Space Ratio controls of 1:29:1, 1.49:1, 2.49:1 and 2.6:1 applying across the site. Lidcombe Railway Station, which is adjacent to the site, is listed as a heritage item. These controls are shown graphically in Figures 4 to 7.

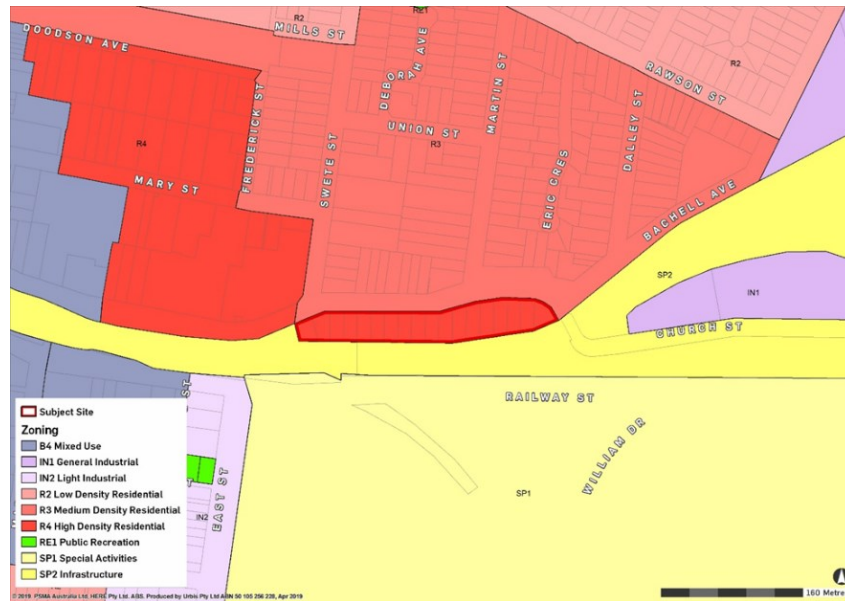


Figure 4: Current Land Use Zoning

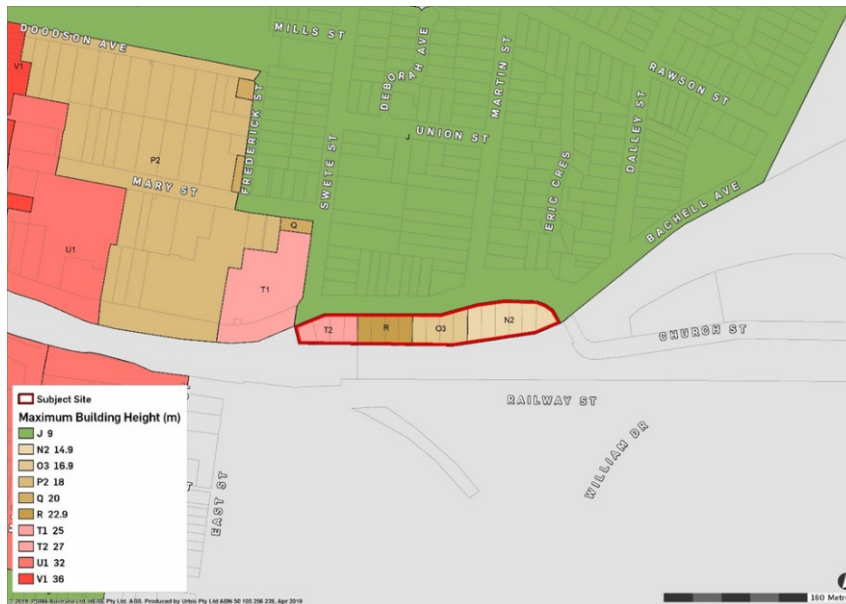


Figure 5: Current Height of Building

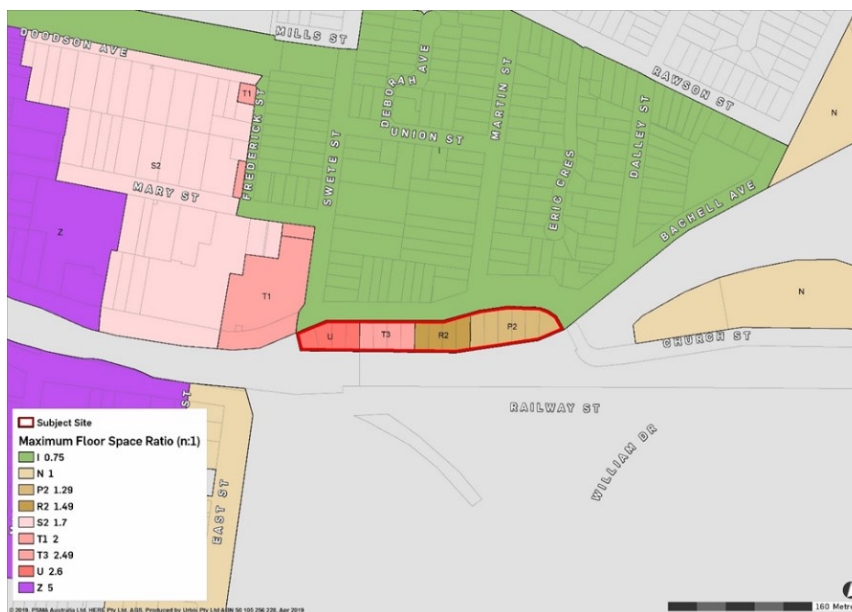


Figure 6 Current Floor Space Ratio

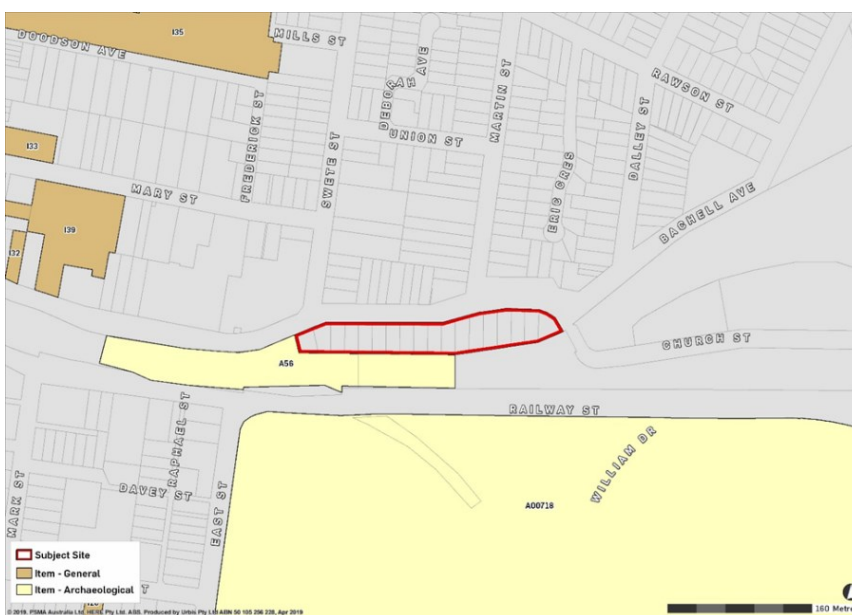


Figure 7: Current Heritage Items

Lidcombe Town Centre Planning Controls Strategy

The Lidcombe Town Centre Planning Controls Strategy has been developed by Council and is included as part of the planning proposal for the new Cumberland Local Environmental Plan. The Strategy supports the provision of an increased range of heights in Lidcombe Town Centre to facilitate improved urban design and the economic growth of the town centre, including public domain improvements in the future.

The building heights of the strategy range from 18 metres to 60 metres within the Lidcombe Town Centre. Building heights on the northern side of the railway line will graduate east to west from 29 metres, 36 metres, 38 metre, 55 metres to 60 metres.

On the southern side of the railway line, the building heights will graduate east to west from 45 metres, 55 metres to 60 metres.

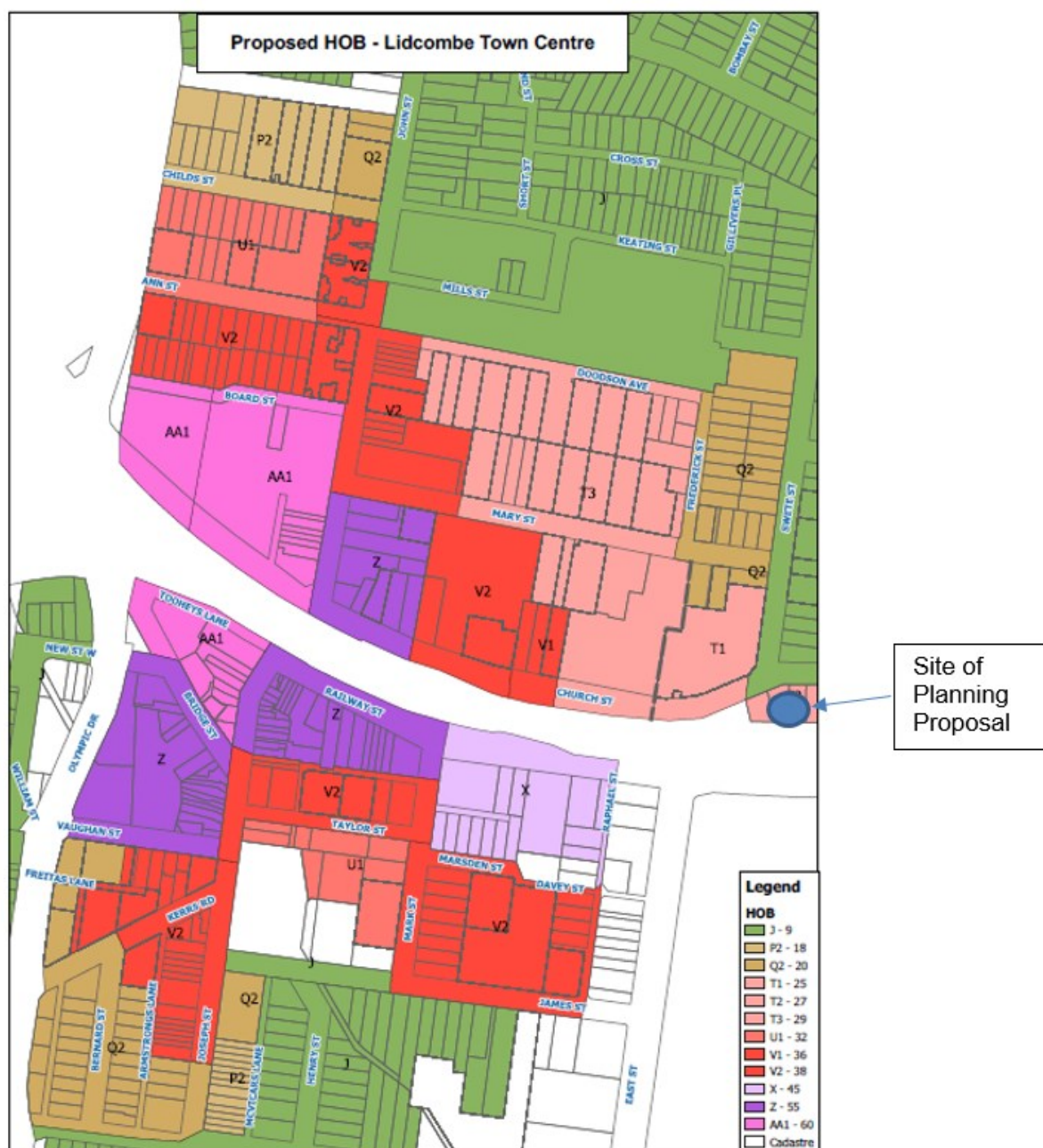


Figure 8: Proposed Building Heights in Lidcombe Town Centre Planning Controls Strategy

The site for this planning proposal is not located within the area investigated for the Lidcombe Town Centre Planning Controls Strategy, but is adjacent to the study area. The low density development to the north will maintain its existing 9 metre maximum building height, and the residential apartment complex on the corner of Church Street and Swete Street will remain at 25 metres.

3. The Planning Proposal Request

The Planning Proposal Request seeks to amend the Auburn Local Environmental Plan 2010 (ALEP 2010) to allow the redevelopment of the site for an integrated residential neighbourhood, including social housing mixed with private housing and a child care centre, by:

- Increasing the height of building controls from:
 - 14.9 metres to 22 metres
 - 16.9 metres to 44 metres
 - 22.9 metres to 53 metres
 - 27 metres to 53 metres
- Increasing the floor space ratio from, 1:29:1, 1.49:1, 2.49:1 and 2.6:1 to 4.2:1

The changes to planning controls identified in the Planning Proposal Request is outlined in Figures 9 and 10.

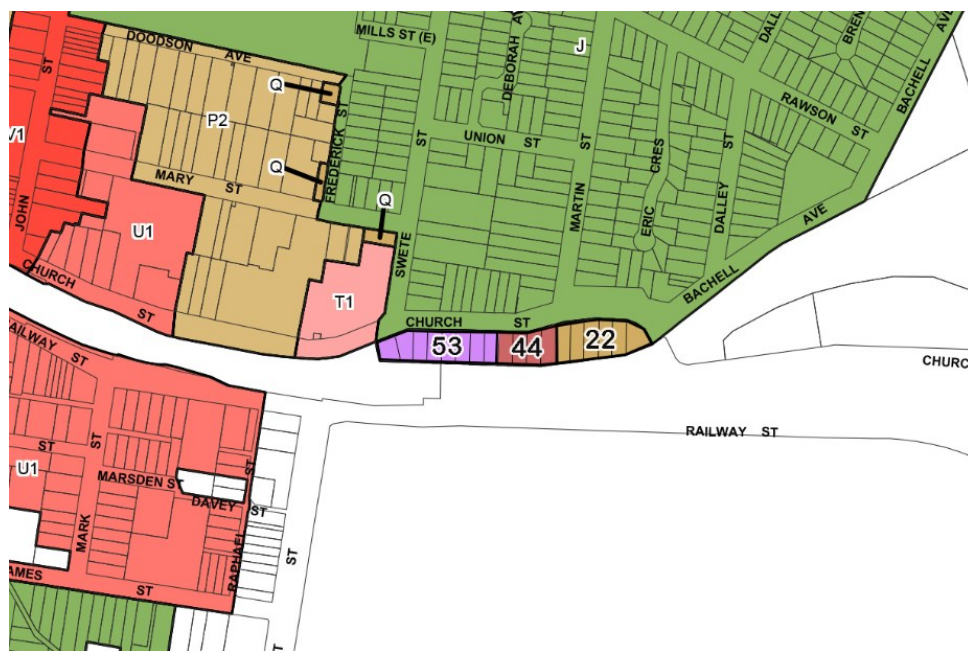


Figure 9: Proposed Height of Building Controls in Planning Proposal Request



Figure 10: Proposed Floor Space Ratio Controls in Planning Proposal Request

The intended outcomes of the Planning Proposal are to:

- Deliver approximately 42,000m² of additional gross floor area (GFA) to the Lidcombe Town Centre. The floor space will be predominantly for residential accommodation, with a high proportion being dedicated to social housing
- Deliver residential development providing varying unit sizes and affordability options within walking distance of existing local facilities and public transport connectivity
- Achieve consistency with State Government policy to encourage growth within existing centres
- Promote sound planning practice and transport focused development
- Manage redevelopment of the site resulting from the amalgamation of 18 existing lots, in a timely and comprehensive manner.

A concept plan of the Planning Proposal Request is provided in Figure 11.

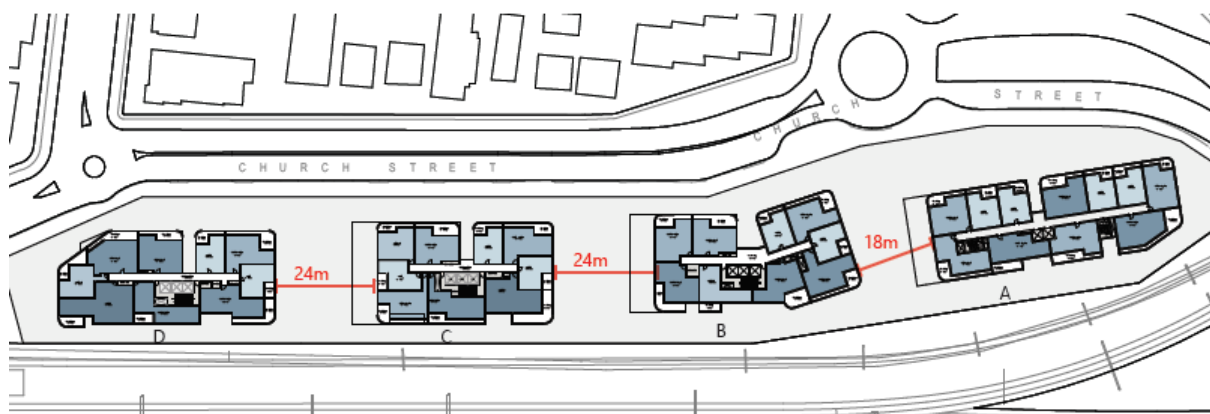


Figure 11 Concept Plan of the Planning Proposal Request

The proponent is also proposing a public benefit offer of:

- Social housing units to be retained by Land and Housing Corporation (LAHC) and operated under lease by an appointed Community Housing Provider
- Monetary contribution towards local road upgrades and traffic management improvements.

The offer will be considered by Council should a Gateway Determination be issued, with reference to Council's Planning Agreements Policy and Interim Affordable Housing Policy.

Based on the Planning Proposal Request, a total of 480 apartments are provided. This is an increase of 218 apartments when compared to the approved development under the current controls.

4. Amended Planning Proposal for Site

Council has reviewed the Planning Proposal Request in relation to the built form components of floor space ratio and height. This review has considered the interface with the adjoining residential areas and Lidcombe Town Centre, and overshadowing impacts of the proposal in relation to adjoining residential areas and the heritage listed Rookwood Cemetery and Necropolis. Based on this review, an amended planning proposal is identified for the site.

Interface with Town Centre and Adjoining Residential

The current planning controls encourage a stepped form from west to east away from the Lidcombe Town Centre. This approach is maintained with the proponent's Planning Proposal Request and is also consistent with the approach used for the Lidcombe Town Centre Planning Controls Strategy.

The proponent's proposed building heights of 53 metres are higher than the building heights of 25 metres adjoining the site and the building heights of 45 metres within the north east part of the town centre, as identified in the Lidcombe Town Centre Planning Controls Strategy.

In relation to the interface between the low density residential along Church Street and the concept plan included in the Planning Proposal Request, a building separation of over 20 metres will be provided between existing low density dwellings on the northern side of Church Street and the proposed buildings.

Overshadowing Impacts

A review of overshadowing indicates that the buildings identified in the planning proposal do not impact on adjoining residential areas. The location and siting of the buildings casts a shadow across the train corridor.

The proponent's proposed building heights of 53 metres and 44 metres overshadow the northwest corner of Rookwood Cemetery and Necropolis. This provides an unacceptable impact on the heritage listed site. The review by Council indicates that a maximum building height of 40 metres will avoid overshadowing impacts on the cemetery.

Amended Planning Proposal

Based on the review, an amended planning proposal is identified for the site with the following planning controls:

- A graduated maximum building height on the site, consistent with the current planning approach, based on 40m for the two buildings closest to Lidcombe Train Station (western end), 32m for the third building and 22m for the fourth building (eastern end)
- A floor space ratio of 3.2:1 for the site, aligned with the proposed maximum building heights in the amended planning proposal.

The proposed planning controls for the amended planning proposal are provided in Figures 12 and 13.



Figure 12: Proposed Height of Building Controls with Amended Planning Proposal

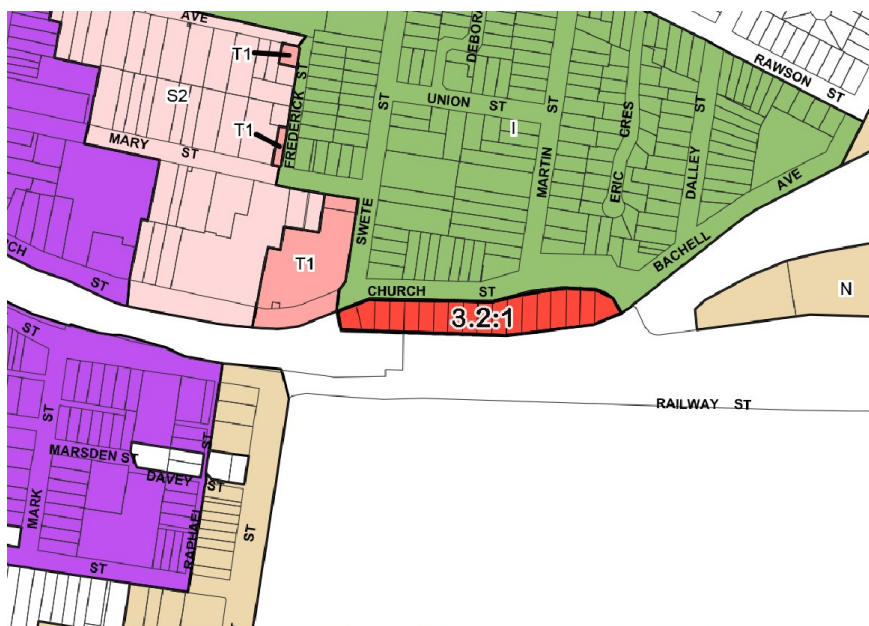


Figure 13: Proposed Floor Space Ratio Controls with Amended Planning Proposal

Based on the amended planning proposal, a total of 384 apartments are estimated to be provided. This is an increase of 122 apartments when compared to the approved development under the current controls.

5. Strategic Merit Assessment

Built Form

There is strategic merit in progressing the proposal to the next phase of assessment following consideration of built form, as:

- The range in building heights encourage a stepped form from west to east away from the Lidcombe Town Centre, consistent with the approach to current planning controls on the site and the Lidcombe Town Centre Planning Controls Strategy
- The amended planning proposal with reduced building heights and floor space ratio controls will result in a built form that minimises interface impacts on adjoining residential properties.

Traffic and Transport

There is strategic merit in progressing the proposal to the next phase of assessment following consideration of traffic and transport, as:

- The surrounding road network operates with a reasonable level of service during peak periods
- The adjoining road network is capable of accommodating traffic volumes estimated to be generated by the proposal

- The proposed site access arrangements are projected to result in motorists being capable of entering and exiting the subject site in a safe and efficient manner
- The proposal is within walking distance to public transport services at Lidcombe Town Centre, providing local and regional access to key centres.

Heritage

There is strategic merit in progressing the proposal to the next phase of assessment following consideration of heritage, as:

- The site is outside of the curtilage of Heritage Item No. A56 'Lidcombe Signal Box' (south side of railway lines)
- The reduced building heights outlined in the amended planning proposal will avoid overshadowing impacts on the State Heritage Listed Rookwood Cemetery and Necropolis.

Economic and Social Benefits

There is strategic merit in progressing the proposal to the next phase of assessment as:

- The proposal will provide a mixed tenure residential development consisting of private, affordable and social housing, contributing to an increase in housing supply for different market segments
- There will be a temporary increase in employment opportunities as a result of construction jobs associated with the proposal.

Consistency with Cumberland 2030: Our Local Strategic Planning Statement

There is strategic merit in progressing the proposal to the next phase of assessment, as it is consistent with the following key Local Planning Priorities of Cumberland 2030: Our Local Strategic Planning Statement:

- Planning Priority 5: Delivering housing diversity to suit changing needs: as the proposal will deliver variety of apartment types including social and affordable housing apartments
- Planning Priority 6: Delivering affordable housing suitable for the needs of all people at various stages of their lives: as the proposal will deliver affordable and social housing
- Planning Priority 11: Promoting access to local jobs, education opportunities and care services: as the proposal will deliver additional housing opportunities close to the employment and education facilities that are located in close proximity to the Lidcombe Town Centre and adjoining employment areas.

Consistency with Greater Sydney Region Plan - A Metropolis of Three Cities

There is strategic merit in progressing the proposal to the next phase of assessment as it is generally consistent with the following planning directions of the Greater Sydney Region Plan:

- Objective 10. Greater housing supply: the proposal provides a greater amount of housing supply than would be possible if there were no change to the height and floor space ratio control
- Objective 11. Housing is more diverse and affordable: the proposal aims to deliver a range of housing types, sizes and tenures increase housing diversity and affordability
- Objective 14 A metropolis of three cities – integrated land use and transport creates a walkable and 30 minute cities: the proposal provide additional housing within walking distance of Lidcombe station. The level of service offered by Lidcombe Station is greater than other centres, and provide a greater level of opportunity for the future residents to access jobs and services.

Consistency with the Central City District Plan

There is strategic merit in forwarding this proposal for a Gateway Determination, as the amended proposal is generally consistent with the following Planning Priorities of the Central City District Plan:

- Planning Priority C5 Providing housing supply, choice and affordability with access to jobs, services and public transport: the proposal seeks to deliver additional housing in close proximity to established residential neighbourhoods, services and public transport
- Planning Priority C6 Creating and renewing great places and local centres, and respecting the District's heritage: the proposal for a new residential apartment development within 400m of Lidcombe train station and the town centre will encourage users of the site to utilise public transport and to walk
- Planning Priority C9 Delivering integrated land use and transport planning and a 30 minute city: the proposal will facilitate the provision of additional housing in close proximity to the Lidcombe train station and associated railway lines. These railway lines access strategic centres, giving more people access to services via public transport within 30 minutes.

CONCLUSION:

It is recommended that the amended planning proposal, with revised building height controls of 40 metres, 32 metres and 22 metres, and revised floor space ratio control of 3.2:1, be reported to Council seeking a Gateway Determination. This recommendation is being made as:

- The proposal will provide a mixed tenure residential development consisting of private, affordable and social housing

- The amended proposal will minimise interface impacts with adjoining residential properties, and avoid overshadowing of the heritage listed Rookwood Cemetery and Necropolis
- The proposal is in close proximity to public transport services and the adjoining road network is capable of accommodating the traffic projected to be generated by the proposal
- Is consistent with strategic directions outlined in Cumberland 2030: Our Local Strategic Planning Statement, Greater Sydney Region Plan and Central City District Plan.

CONSULTATION:

The proposal and supporting documentation were exhibited for a period of 28 days, from 8 February 2020 to 9 March 2020, as required by Cumberland's Planning Proposal Notification Policy. A total of 15 submissions were received during the exhibition period. The submission raised concerns about the following issues:

- Increase in traffic and traffic congestion as a result of the development
- Parking issues created by the development
- Street parking on Church Street and Swete Street are currently heavily used by commuters
- Overshadowing impacts
- Loss of privacy and overlooking due to number of units proposed
- Inconsistency with Auburn and Lidcombe Town Centre Planning Controls Strategy..

FINANCIAL IMPLICATIONS:

There are no financial implications for Council associated with this report.

POLICY IMPLICATIONS:

This report recommends that this matter be reported to Council for further consideration. Should Council resolve to forward this planning proposal to the Department of Planning, Industry and Environment for a Gateway Determination, there will be policy implications associated with the subsequent stages of the planning proposal process. These will be outlined in subsequent Council reports.

COMMUNICATION / PUBLICATIONS:






There are no communication/publication implications for Council associated with this report.

REPORT RECOMMENDATION:

That Cumberland Local Planning Panel (CLPP) recommend that:

1. The amended planning proposal, with building height controls of 40 metres, 32 metres and 22 metres, and floor space ratio control of 3.2:1, proceed to the next stage of assessment and be reported to Council seeking a resolution to forward the planning proposal to the Department of Planning, Industry and Environment for a Gateway Determination.

ATTACHMENTS

1. Attachment 1 - Planning Proposal Request [↓](#) 
2. Attachment 2 - Design Report [↓](#) 
3. Attachment 3 - Traffic Impact Assessment [↓](#) 
4. Attachment 4 - Social Impact Assessment [↓](#) 
5. Attachment 5 - Heritage Impact Statement [↓](#) 
6. Attachment 6 - Summary of Submissions [↓](#) 