



Council Meeting

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General Report - Meeting Date: 07/09/2016

Public -

Item Number: ORD14
Subject: PLANNING PROPOSAL - 1A WILLISON ROAD, CARLTON
File Number: F13/505
Report by: Coordinator City Places & Systems (David Dekel)
Community Engagement: Yes
Financial Implications: No

Precis

A planning proposal has been received affecting 1A Willison Road, Carlton. The site is a former Ausgrid Carlton Electricity Substation which has been decommissioned and demolished, and is located on the intersection of Willison Road and Carlton Parade Carlton.

The planning proposal seeks to rezone the land from SP2 Infrastructure to R4 High Density Residential, which is consistent with zoning to the west and north-west of the site. As a result of the existing SP2 zoning, no height or floor space ratio (FSR) controls apply to the site, and the planning proposal is also seeking to introduce a height limit of 14.5m and FSR of 1.35:1. The proposed zoning and height are consistent with the controls of the adjacent R4 zoned land and, while the proposed FSR is slightly greater than the 1:1 FSR of land to the west, it will result in a building that is similar in bulk and scale to the existing buildings in the area, including the building immediately to the west of the site.

The purpose of this report is to determine if the planning proposal has sufficient merit to be recommended to the Department of Planning and Environment for Gateway Determination.

Council Resolution

NOTE:

Councillor Macdonald had previously declared a Significant Non-Pecuniary Interest in this item on the basis that he owns property in close proximity to the one mentioned in the report, and left the Chamber for discussion and voting.

Councillor Barlow had previously declared a Less than Significant Non-Pecuniary Interest in this item that she owns a business not far from the subject property.

MOTION moved by Councillors Mickovski and Tsounis

That voting on this matter be by way of a Division.

1 That Council supports the Planning Proposal and its supporting documents for submission to the Department of Planning & Environment for a Gateway determination subject to the FSR being reduced to 1.26:1.

2 That Council publicly exhibits the Planning Proposal in accordance with the Department of Planning and Environment's Gateway determination.

DIVISION

DIVISION on the MOTION called for by Councillors Mickovski, Tsounis,

FOR THE MOTION

Councillors Bezic, P Sedrak, Awada, Barlow, Kalligas, Nagi, Mickovski, Ibrahim, Hanna, Tsounis, Saravinovski,

AGAINST THE MOTION

Councillors

The MOTION was ADOPTED 11 votes to 0

RECOMMENDATIONS

Officer Recommendation

That voting on this matter be by way of a Division.

1 That Council supports the Planning Proposal and its supporting documents for submission to the Department of Planning & Environment for a Gateway determination.

2 That Council publicly exhibits the Planning Proposal in accordance with the Department of Planning and Environment's Gateway determination.

Background

Applicant: Doug Sneddon Planning Pty. Ltd. (on behalf of Ausgrid)
Land Owner: Ausgrid

Council has received a Planning Proposal for land identified as 1A Willison Road, Carlton (the site) from Doug Sneddon Planning Pty. Ltd. on behalf of the owner Ausgrid. The subject site is the former Ausgrid Carlton Electricity Substation which has been decommissioned. The land at the subject site has since been cleared and is surplus to Ausgrid's operational requirements.

The proposal seeks to permit the erection of a residential flat building. To achieve this, the Planning Proposal seeks the following:

1. Rezone the site from SP2 (Infrastructure) to R4 (High Density Residential);
2. Introduce a maximum Height of Building on the land of 14.5m; and
3. Introduce a maximum Floor Space Ratio on the land of 1.35:1.

The proposed zoning and height limit are consistent with the controls set for R4 zoned land immediately to the west of the site. While the proposed FSR is slightly higher than the FSR control applied to the R4 zoned land immediately to the west, the resultant development would be consistent with the bulk and scale of existing buildings in the vicinity.

SITE AND CONTEXT

The land at the subject site is legally described as Lot 1, DP 634007 and has an area of approximately 2,027m². It comprises an irregular-shaped corner lot bounded by Railway Street and Willison Road to the east and north-east respectively, Carlton Parade to the north-west and the Illawarra railway line to the south (see Figure 1).

Abutting the subject site to the west lies a 4-storey unit block at 1 Carlton Parade, with a similar density of development also located opposite the site at 2 Willison Road on the corner of Willison Road and Edgehill Street. The immediate locality to the west and north-west of the site is zoned R4 (High Density Residential) in the Rockdale Local Environmental Plan 2011 (the RLEP) as is the site to the west at 1 Carlton Parade, while most of the land to the north of Willison Road and Railway Street is zoned R2 (Low Density Residential) and, other than the development at 2 Willison Road, is characterised predominantly by low-density residential lots.



Figure 1 – Aerial photo with subject site outlined in red

The zoning of the subject site as SP2 (Infrastructure – Electricity Generating Works) was applied to the site under the comprehensive RLEP gazetted in 2011 and, in essence, reflects the Zone 5 – Special Uses (Electricity) zoning of the site in the repealed RLEP 2000. The historic use of the land as an electricity sub-station ended in February 2011 when it was decommissioned by Ausgrid following the construction of a larger, modern electricity sub-station facility in the Kogarah LGA. The sub-station structure was subsequently demolished in September 2014.

As the land is now surplus to the operation requirements of Ausgrid, it is proposed to seek a practical and viable alternate use for the site and, to this end, the rezoning of the land to Zone R4 is sought to reflect the adjacent R4 zones to the west and north west and the high-density residential building currently located within the R2 zone at 2 Willison Road.

Current Planning Controls

The current planning controls for the site as per *Rockdale Local Environmental Plan 2011* ("RLEP 2011") are as follows:

- **Zone:** SP2 Infrastructure - Electricity Generating Works

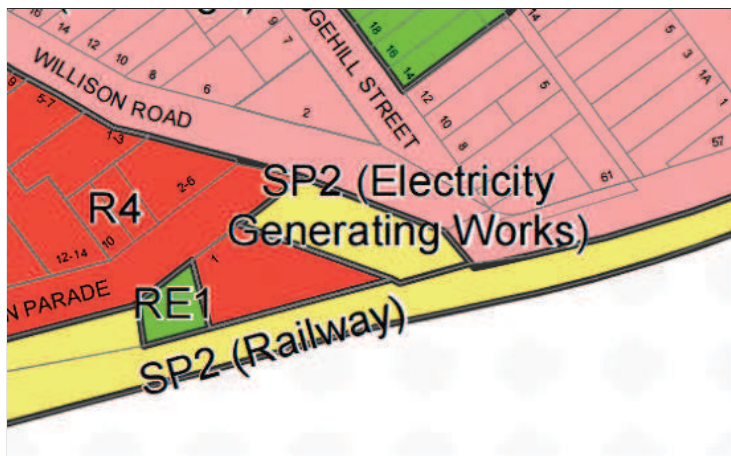


Figure 2: RLEP 2011 Land Zoning Map LZN_004

- Height: no current maximum building height



Figure 3: RLEP 2011 Height of Building Map HOB_004

- FSR: no current maximum FSR

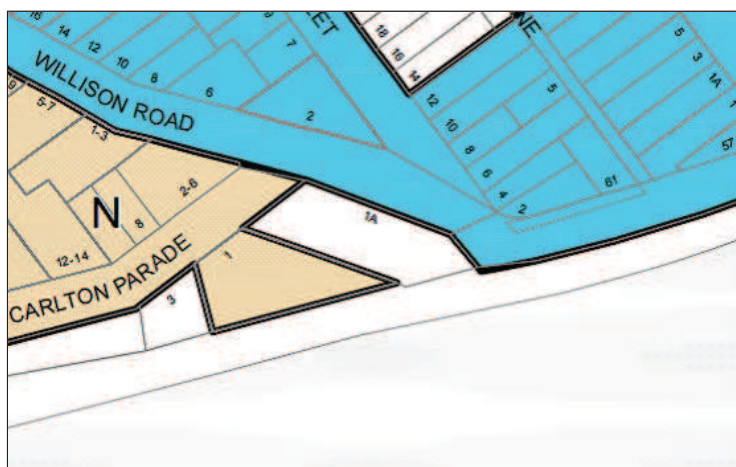


Figure 4: RLEP 2011 Floor Space Ratio Map FSR_004

Strategic Context

In 'A Plan for Growing Sydney', the Department of Planning and Environment (DPE) sets out a number of goals, directions and actions which includes:

- Accelerating the housing supply across Sydney; and
- Delivering more housing by developing surplus or under-used Government land.

The Planning Proposal seeks to achieve development standards which would facilitate the effective and efficient re-use of a parcel of vacant land for high-density residential uses. The subject site is no longer required by Ausgrid for operational purposes, and its redevelopment for residential buildings would make a substantial contribution to the provision of residential accommodation in the local area.

THE PLANNING PROPOSAL

The planning proposal has been prepared generally in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* and all relevant planning proposal guidelines published by the DPE. The planning proposal report was prepared by *Doug Sneddon Planning Pty. Ltd.* and is supported by the following documentation:

- Site Audit Statement by *JBS & G* dated 20 October 2014;
- Review of Vehicular Access Driveway Locations by *Varga Traffic Planning Pty Ltd.*; and
- Site Schematic Development Envelope Massing Study by *Thrum Architects Pty Ltd.*

The Planning Proposal aims to secure the efficient re-use of the site for high-density residential purposes close to public transport and in context with the high density residential land uses and zoned areas in the immediate locality. To achieve these aims, the following provisions are sought:

1. Rezone the site from SP2 (Infrastructure – Electricity Generating Works) to R4 (High Density Residential);
2. Introduce a maximum Height of Building on the land of 14.5m; and
3. Introduce a maximum Floor Space Ratio on the land of 1.35:1.

Copies of the Planning Proposal and supporting documents are attached as Appendix 1.

ASSESSMENT OF THE PLANNING PROPOSAL

Proposed Zoning

The current zoning of the site for SP2 is currently obsolete. The owner of the land, Ausgrid, has decommissioned and demolished the electricity sub-station which previously occupied the site and has no further operational need for the land.

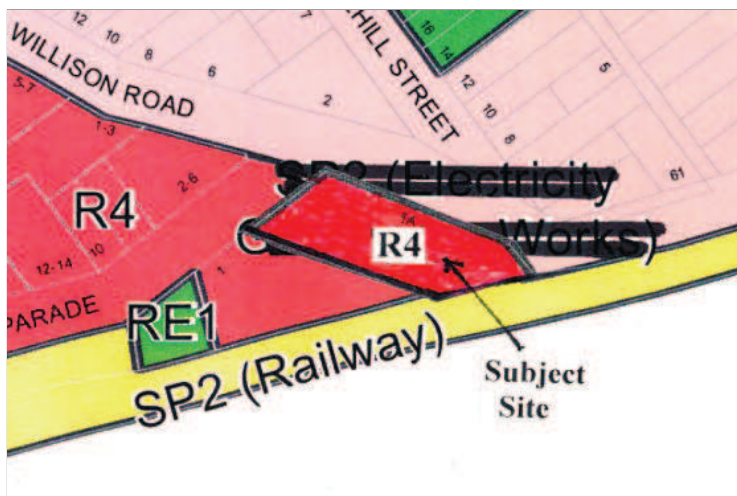


Figure 5: Proposed change to RLEP 2011 Land Zoning Map LZN_004 (Subject site changed to R4)

The proposed zoning of the land as R4 is intended to create a meaningful use of the land for high density residential accommodation to reflect a similar character of development already present in parts of the immediate locality. The Planning Proposal outlines the benefits of the proposed rezoning as being:

- Providing additional housing opportunities close to employment centres and transport nodes;
- Providing a range of housing choice within the Rockdale LGA;
- Providing higher density accommodation in a location well served by public transport; and
- Maximising the efficient use of public infrastructure and investment.

The proposed zoning is considered to be an appropriate re-use of the land given the predominantly residential character of the surrounding area. It would present a logical continuation of the adjacent R4 high-density residential zoning which already exists to the west and south-west of the subject site and, provided a future development application is designed sensitively and with the required boundary setbacks, a high density residential development in this location should have minimal adverse impact on adjacent residential amenity.

Proposed Height of Building (HOB)

The proposed HOB of 14.5m is considered to be acceptable in this location.

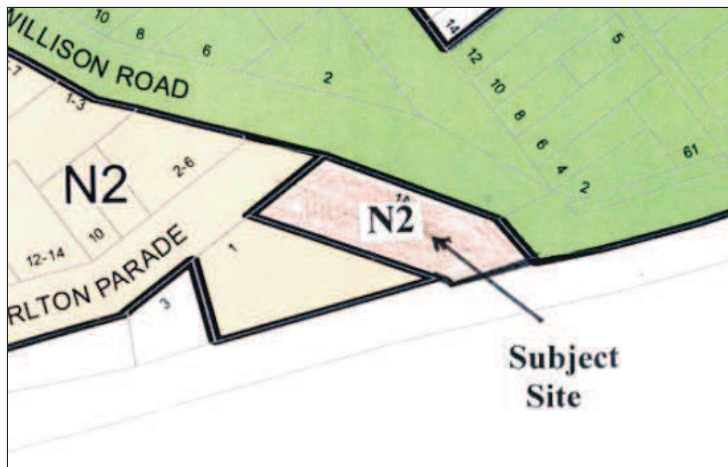


Figure 6: Proposed change to RLEP 2011 Height of Building Map HOB_004 (Maximum height of building of 14.5m introduced to the subject site)

It is consistent with the maximum HOB zoning already applied to land to the west of the subject site between Willison Road and High Street, and south of Cumberland Street and Bent Street. Furthermore, the lot opposite the site at 2 Willison Road, whilst located within an area zoned with a maximum HOB of 8.5m, contains a 4-storey building of approximately 12-13m in height. The proposed maximum height of 14.5m is therefore consistent with the existing HOB in the immediate locality.

Proposed Floor Space Ratio (FSR)

The proposed FSR for the site is 1.35:1.

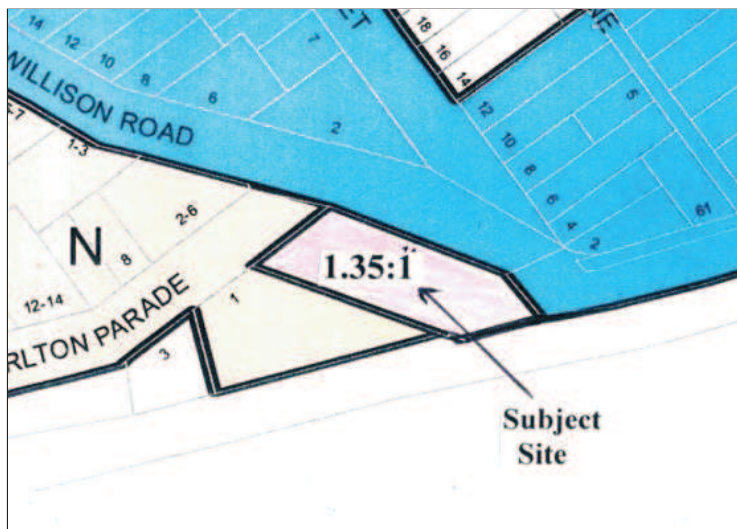


Figure 7: Proposed change to RLEP 2011 Floor Space Ratio Map FSR_004 (Maximum FSR of 1.35:1 introduced to the subject site)

The surrounding area has a mix of 2, 3 and 4-storey properties with varying FSRs. Whilst the proposed FSR of 1.35:1 is in excess of the FSR of 1:1 which applies to the adjacent land zoned as R4, both 1 Carlton Parade to the west and 2 Willison Road to the north have FSRs well in excess of 1:1 and 1.35:1. The proposed FSR would allow for a development which makes the most efficient use of the R4 zoning up to the maximum height of 14.5m also being sought.

Urban Context Analysis

The Site Schematic Development Envelope Massing Study provides an analysis of the development yield potential of the site based on both the existing development controls within the adjacent R4 zoning and the development controls in the Planning Proposal. The study concludes that, if the FSR of 1:1 was to be applied to this site, it would mean that only a 3-storey building would be achievable on the land. The proponent considers this to be an inefficient use of the land which would result in building which, contextually, would be out of character with the 4-storey buildings in the immediate vicinity. The report provides an indicative massing study 4-storey building with an FSR of 1.35 that could be achieved on the site and how this would relate to the building to the west at 1 Carlton Parade (see Figures 8 and 9 below).

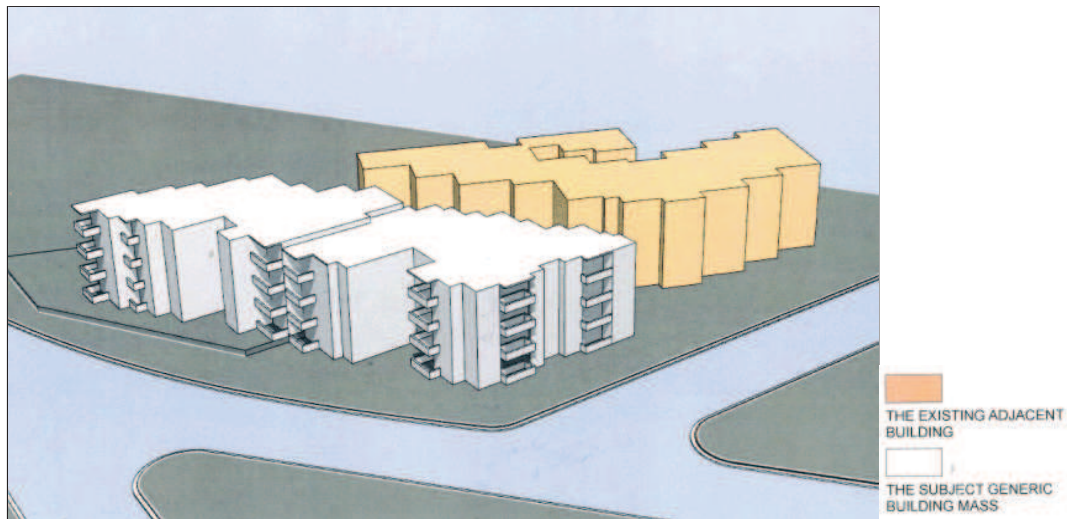


Figure 8: Massing Diagram looking south west

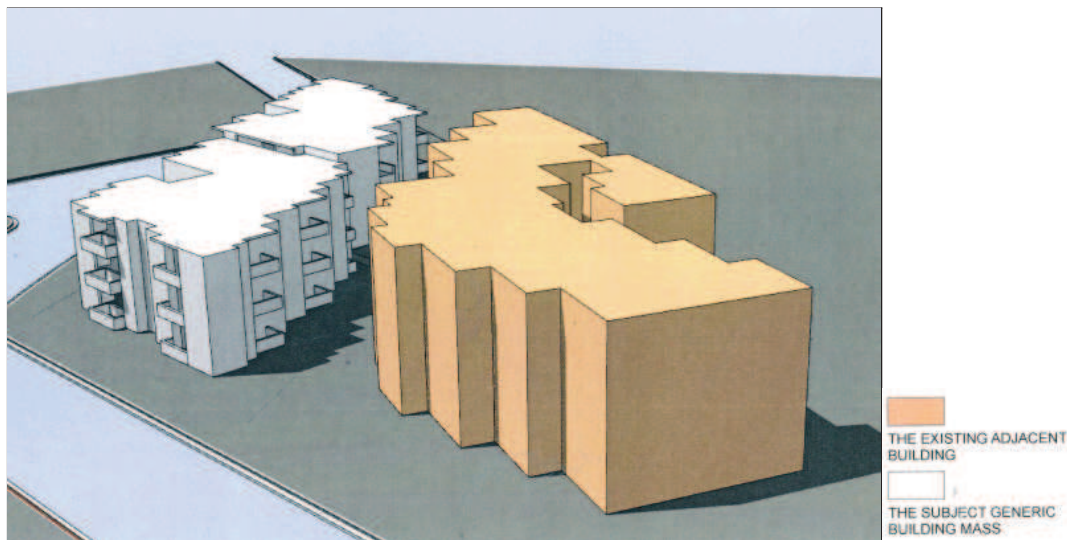


Figure 9: Massing Diagram looking south east

It should also be noted that, should the proposed changes to the Rockdale LEP 2011 be achieved, any future development application will need to show compliance with State Environmental Planning Policy No. 65 - Design Quality of Residential Apartment Development (SEPP 65) and the Apartment Design Guide.

Conclusion: The development envelope massing study clearly identifies the ability to develop the site successfully in a number of ways with minimal impact to the surrounding area.

Traffic & Vehicular Access

A Review of Vehicular Access Driveway Locations has also been submitted in support of the Planning Proposal to examine the options available for providing vehicular access/egress to and from the site. Although the report does not examine the impact on the local area from any additional vehicular movements associated with the change of zoning of the site, such detailed analysis would again be required as part of a development application. The subject site is also located less than 200m from Carlton train station and is well served by local bus routes, offering alternative modes of transport to potential future occupants.

Conclusion: The impact of any future development on the site would need to be considered in greater detail at the development application stage of the planning process.

Other Environmental Considerations

The southern boundary of the subject site abuts the Illawarra railway line embankment to the south and there is obvious potential for some disturbance to potential residential occupiers from noise and/or vibration from passenger and freight transport. Although the existing residential development to the west would suggest that any adverse impacts from the railway line are minimal, this development was consented some time ago. Any future development application may need to be supported by a Noise and Vibration Assessment to demonstrate that a residential development can be accommodated on the site when assessed against current levels of railway activity.

The proponent has submitted a Site Audit Statement issued by the NSW Environment Protection Authority (EPA), which states that the Stage 1

remediation works are acceptable and that, with further remediation works, the site can be made suitable for residential use with minimal access to soil. The site is also located in a Class 5 area of Acid Sulphate Soils and it is likely that a further Acid Sulphate Soils Study will be requested by the Department of Planning and Environment (DPE) should Council determine that the Planning Proposal should proceed to the Gateway stage.

ADEQUACY OF THE PLANNING PROPOSAL AND SUPPORTING INFORMATION FOR EXHIBITION PURPOSES

The DPE's guidelines states that Councils are responsible for the content of planning proposals. In this regard, the Planning Proposal is considered to be consistent with DPE's guidelines. The supporting documentation is also considered to be satisfactory for the purposes of this Planning Proposal.

CONCLUSION

The Planning Proposal seeks to achieve a strategic planning outcome that will provide higher density residential living opportunities. The proposed R4 zoning, HOB and FSR represent a logical continuation of development standards already present in the immediate locality and would facilitate the effective and efficient re-use of vacant urban land for additional residential accommodation.

Financial Implications

There are no financial implications applicable to this report.

Community Engagement

Should the Planning Proposal proceed through the Gateway, the Planning Proposal will be subject to community consultation in accordance with Sections 56(2)(c) and 57 of the Environmental Planning & Assessment Act 1979. The specific requirements for community consultation will be listed in the Gateway determination, including any government agencies that are to be consulted in relation to the Planning Proposal.

Rockdale City Plan

Outcome:	Outcome 2 - Rockdale is a City with a high quality natural and built environment and valued heritage in liveable neighbourhoods . A City that is easy to get around and has good links and connections to other parts of Sydney and beyond.
Objective:	Objective 2.2 - Our City has a well managed and sustainable built environment, quality and diverse development with effective housing choice in liveable neighbourhoods
Strategy:	2.2.2 - Promote high quality, well designed and sustainable development and places that enhances the City
Delivery Program:	2.2.2.A - Demonstrate leadership and commitment in the management of development that enhances the City (DCPD)
Operational Plan:	2.2.2.A.3 - Manage proposals for major development to ensure growth is appropriately scaled and located and delivers community benefits (MUES)
Additional Comments:	None



[Appendix 1 - Planning Proposal - July 2016.pdf](#)



[Appendix 2 - Supporting Documents.pdf](#)