

APPENDIX 1

SOUTH AUBURN URBAN DESIGN STUDY

South Auburn

Urban Design Study

Client: Auburn Council

September 2013



© MG Planning Pty Ltd
ABN 48 098 191 443

All Rights Reserved. No material may be reproduced without prior permission.
While we have tried to ensure the accuracy of the information in this publication,
the Publisher accepts no responsibility or liability for any errors, omissions or
resultant consequences including any loss or damage arising from reliance in
information in this publication.

mgplanning.com.au

CONTENTS

1. INTRODUCTION	1
1.1 Purpose	1
1.2 Background	1
1.3 Study area	1
1.4 Project team.....	5
1.5 Project methodology	5
2. PLANNING CONTROLS.....	9
2.1 LEP controls.....	9
2.2 DCP controls.....	13
3. site analysis	15
3.1 Study area context	15
3.2 Land use	15
3.3 Street hierarchy	15
3.4 Pedestrian movement.....	15
3.5 Built form	20
3.6 Topography	20
3.7 Heritage.....	20
4. analysis	27
4.1 Opportunities and constraints	27
4.2 Urban Design Principles	29
5. development control testing	31
5.1 Building envelope models.....	31
5.2 Existing situation	32
5.3 Option 1A	33
5.4 Option 1B	35
6. CONCLUSION AND RECOMMENDATIONS.....	39
6.1 Conclusions	39
6.2 Recommendations	39

ATTACHMENT 1: BUILDING ENVELOPE MODELLING

ATTACHMENT 2: SHADOWING PLANS

1. INTRODUCTION

1.1 Purpose

This report constitutes an urban design report to assess the appropriate zoning and planning controls for land within a city block to the south of the Auburn Town Centre.

The purpose of the study is to support a planning proposal to rezone the study area and to make recommendations to Council regarding appropriate planning controls for the land.

1.2 Background

The study area has previously been considered by Auburn City Council (Council) on a number of occasions. In relation to the initial rezoning proposal (resolution of 20 October 2010) Council resolved on 31 October 2012 not to proceed with the planning proposal previously submitted to the Department of Infrastructure and Planning (the Department) and advised the Department accordingly.

However, subsequently on 17 April 2013 Council resolved to rezone the subject land from R3 Medium Density Residential to part B4 Mixed Use and part R4 High Density under the Auburn Local Environmental Plan 2010 (Auburn LEP 2010).

Following the initial resolution of 20 October 2010 a planning proposal was submitted to the Department on 10 September 2012, and a Gateway Determination was issued on 9 October 2012. The gateway determination allowed Council to proceed with the planning proposal, but required that an urban design study and traffic, transport and accessibility study be prepared prior to exhibition. Accordingly, the subject urban design study seeks to fulfil this requirement. A transport and accessibility study is also being prepared concurrently.

1.3 Study area

The study relates to land to the south of Auburn Town Centre bounded by Beatrice Street to the north, Susan Street to the east, Helena Street to the south and Auburn Road to the west. The study area is shown in Figure 1 below.

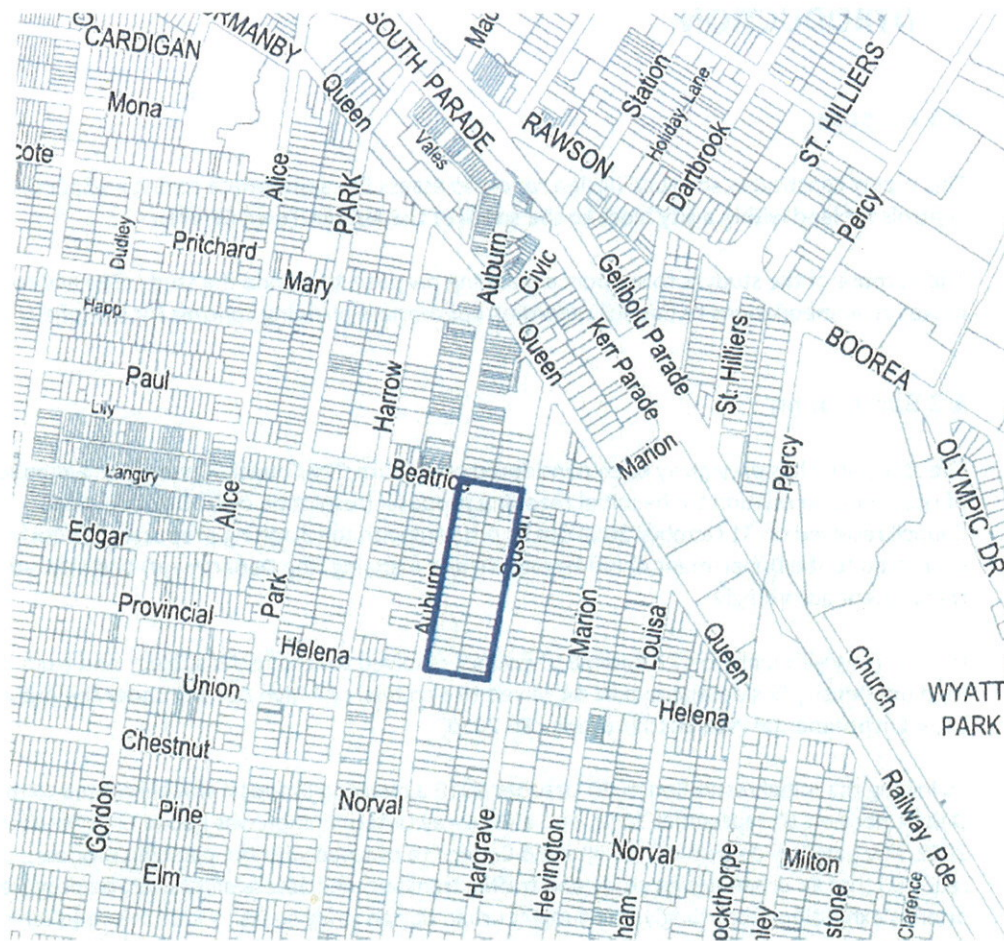


Figure 1: Study area

Development within the study area currently comprises a mix of one to two storey detached dwellings and two to three storey walk up residential flat buildings. A number of commercial and community uses are also located within the study area including a petrol station, barber, 6 retail shops, 5 community uses and a church. Commercial, retail and community uses within the study area are focussed primarily on the Auburn Road and Beatrice Street frontages with the Susan and Helena Street frontages being predominantly residential in nature.

Photos showing existing development within the study area are provided below.



Photo 1: Auburn Rd frontage looking south to Helena St



Photo 2: Auburn Rd / Helena St intersection



Photo 3: Intersection of Auburn Rd and Beatrice St



Photo 4: Southern side of Beatrice St looking west



Photo 5: Service station on corner of Beatrice and Auburn Rd



Photo 6: Helena Street



Photo 7: Susan St looking north



Photo 8: RFB development in Susan St



Photo 9: RFB development in Susan St



Photo 10: Intersection of Susan and Beatrice Streets

To the north the study area is adjoined by Auburn Public School, The Auburn City Council Civic Centre and Auburn Town Centre beyond. To the south and east the study area is adjoined by low scale residential development. Auburn Public School also adjoins the study area to the west across Auburn Road with the Al Faisal Centre and residential development to the south west. Surrounding development is shown in photos 11 to 18 below.



Photo 11: Auburn Public School Beatrice Street frontage



Photo 12: Auburn Public School Auburn Rd frontage



Photo 13: Al-Faisal College on Auburn Rd to west



Photo 14: Council development to north in Susan Street



Photo 15: Community centre to east on Susan St



Photo 16: Recent residential development in Susan St to north opposite Council development



Photo 17: Town centre main street development



Photo 18: Town centre multi-storey development

1.4 Project team

This study has been prepared by MG Planning in association with Group GSA. MG Planning has undertaken the statutory planning component of the study assisted by Group GSA who has provided urban design, 3D modelling and mapping services.

1.5 Project methodology

The project methodology included initially a site inspection and review of the existing site conditions and relevant planning controls. A review of opportunities and constraints was then undertaken and urban design principles developed for the study area. Following the formulation of urban design principles for the study area, testing was undertaken to determine the implications of the existing planning controls for the study area and rezoning of the land as proposed by Council to part B4 Mixed Use (land fronting Auburn Road) and part R4 High Density (land fronting Susan Street) under the Auburn LEP 2010 having regard to standard planning controls applying within these zones. The proposed zoning is in accordance with Figure 2 below.

Issues were then identified and site specific planning controls formulated to be applied to the study area. Recommendations were then made regarding the appropriateness of the proposed zoning and recommended planning controls to ensure the developed urban design principles for the study area could be achieved.

Concurrent with the above, estimates of maximum potential development yields were formulated (based on assumptions provided by and developed collaboratively with Council) and provided to the traffic consultant to inform the concurrent transport and accessibility study. This study utilised these estimates to determine the capacity of the surrounding road network to accommodate development should the subject land be rezoned as proposed. The study concluded the study area has good access to public transport (train and bus) and that all key intersections that are affected by traffic from the study area operate with good level of service A and B. Further the report concludes that:

the Auburn Road with Beatrice Street traffic signals will have maximum impact and level of service is forecast C for post development condition. The remaining three intersections at Auburn Road / Helena Street, Susan Street/ Beatrice Street and Susan Street/ Helena Street will operate with good level of service A for post development condition for year 2021.

The modelling results of four intersections for post development condition do not suggest the need for any potential upgrading works. The additional development traffic to and from site will have small impact to road and intersection operation within the core area. Beyond the core area, traffic analysis has identified minor impact from South Auburn PP.

Accordingly it has been confirmed that traffic impacts do not pose any limitation on the potential rezoning of the site as proposed.

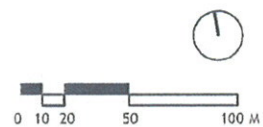
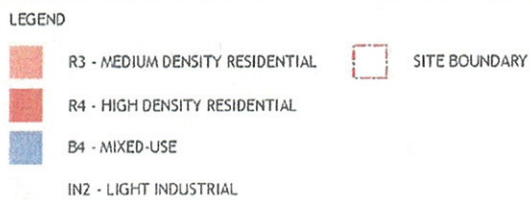
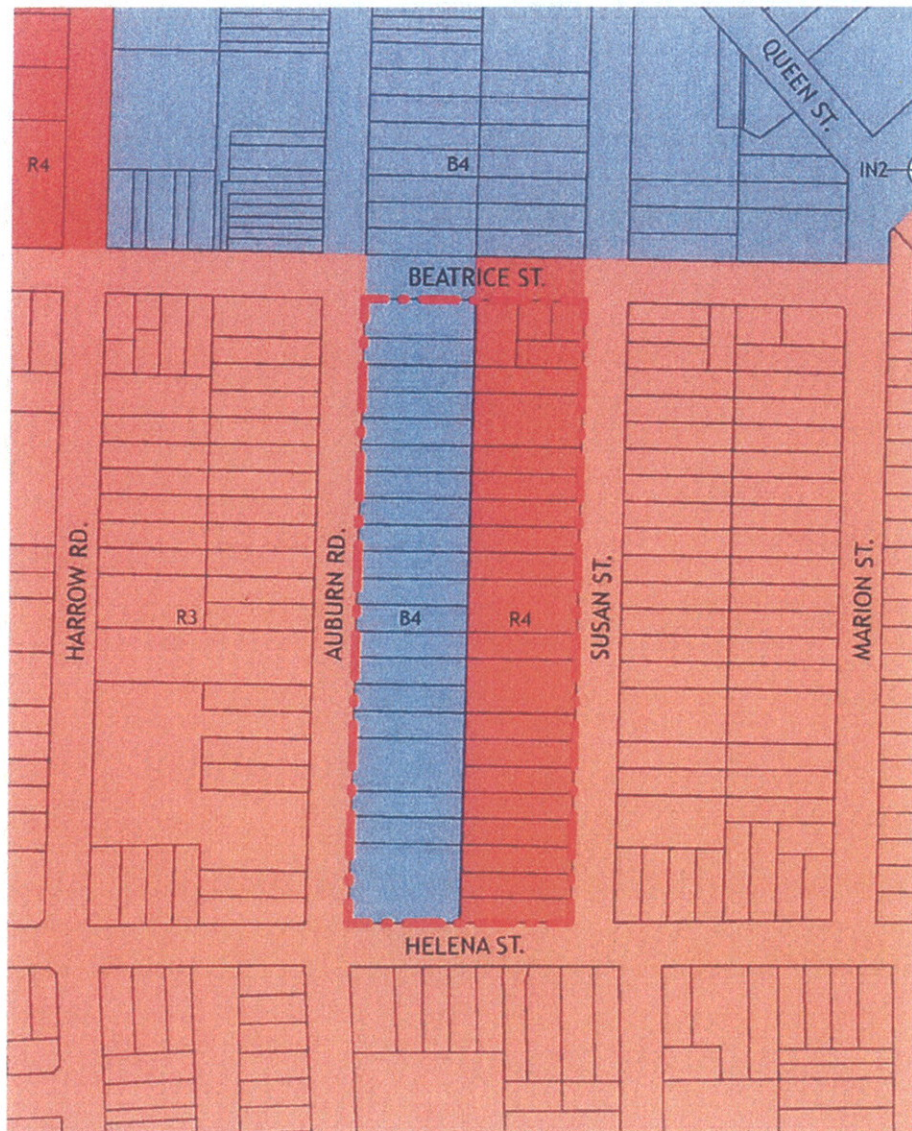


Figure 2: Proposed zoning

2. PLANNING CONTROLS

2.1 LEP controls

The subject land is currently zoned R3 Medium Density Housing under Auburn LEP 2010 as shown in Figure 3 below. Permissible uses within the existing R3 zone include:

Attached dwellings; Bed and breakfast accommodation; Boarding houses; Building identification signs; Business identification signs; Child care centres; Community facilities; Dual occupancies; Dwelling houses; Group homes; Multi dwelling housing; Neighbourhood shops; Places of public worship; Respite day care centres; Roads; Semi-detached dwellings; Seniors housing.

Prohibited uses include:

Agriculture; Air transport facilities; Amusement centres; Animal boarding or training establishments; Boat building and repair facilities; Boat sheds; Camping grounds; Car parks; Caravan parks; Cemeteries; Charter and tourism boating facilities; Commercial premises; Correctional centres; Crematoria; Depots; Eco-tourist facilities; Electricity generating works; Entertainment facilities; Environmental facilities; Exhibition villages; Extractive industries; Farm buildings; Forestry; Freight transport facilities; Function centres; Heavy industrial storage establishments; Highway service centres; Home occupations (sex services); Industrial retail outlets; Industrial training facilities; Industries; Information and education facilities; Marinas; Mooring pens; Moorings; Mortuaries; Open cut mining; Passenger transport facilities; Port facilities; Recreation facilities (major); Registered clubs; Research stations; Residential accommodation; Restricted premises; Rural industries; Service stations; Sewerage systems; Sex services premises; Signage; Storage premises; Tourist and visitor accommodation; Transport depots; Vehicle body repair workshops; Vehicle repair stations; Veterinary hospitals; Warehouse or distribution centres; Waste or resource management facilities; Water recreation structures; Water supply systems; Wharf or boating facilities; Wholesale supplies

Note: Residential accommodation is defined as follows:

residential accommodation means a building or place used predominantly as a place of residence, and includes any of the following:

- (a) attached dwellings,*
- (b) boarding houses,*
- (c) dual occupancies,*
- (d) dwelling houses,*
- (e) group homes,*
- (f) hostels,*
- (g) multi dwelling housing,*
- (h) residential flat buildings,*
- (i) rural workers' dwellings,*
- (j) secondary dwellings,*

- (k) semi-detached dwellings,
 - (l) seniors housing,
 - (m) shop top housing,
- but does not include tourist and visitor accommodation or caravan parks.

Notwithstanding the above definition attached dwellings, boarding houses, dual occupancies, dwelling houses, group homes, multi dwelling housing and semi-detached dwellings are all permissible in the R3 zone as they are explicitly identified as permissible uses in the land use table.

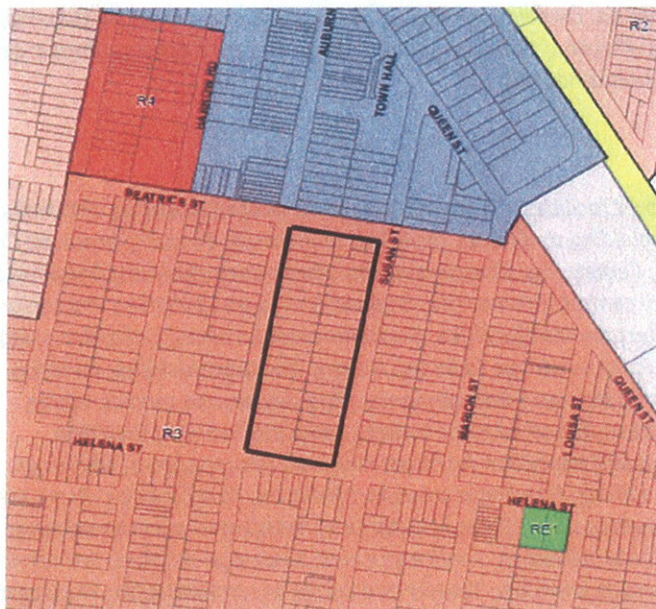


Figure 3: Zoning

A maximum height of 9m applies to the study area in addition to a maximum FSR of 0.75:1 (refer Figures 4 and 5 below).



Figure 4: Maximum height

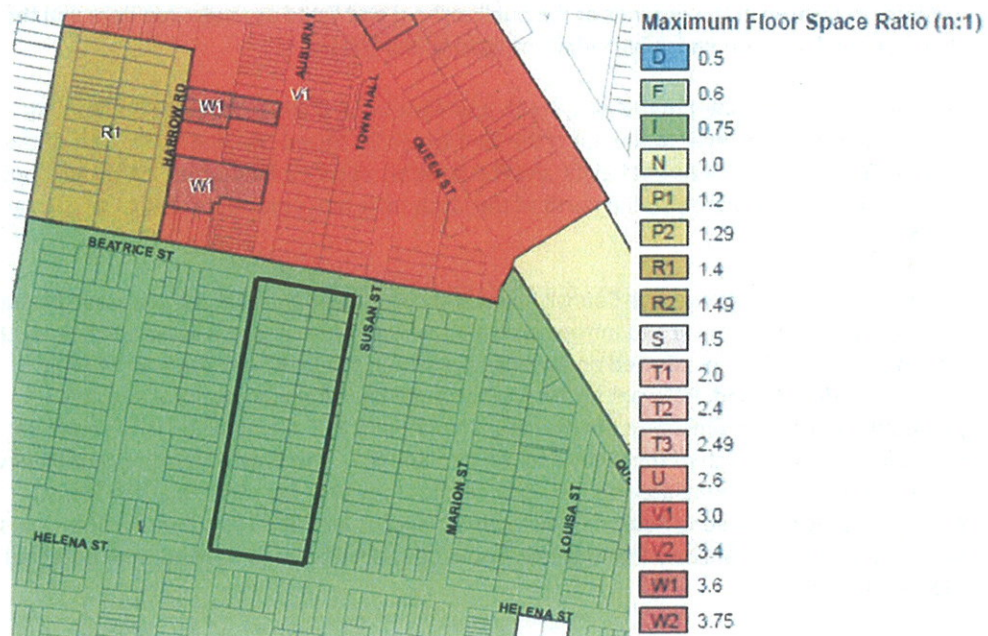


Figure 5: Maximum FSR

The subject land does not include any listed heritage items however a number of heritage items are located within the vicinity as shown in Figure 6 below.



Figure 6: Heritage Items

Heritage items within the vicinity include Auburn Public School (15), a tree (*Eucalyptus Mollucana*) located in the grounds of the public school and listed as landscape item and the Uniting Church Auburn Parish and adjacent Victory Hall (121).

The study area is adjoined to the east, south and west by land similarly zoned R3 Medium Density Housing. However to the north the land zoned B4 Mixed Use and forms part of the Auburn Town Centre. Different height and FSR controls apply on land zoned B4 throughout the LGA. Land immediately to the north of the study area has a maximum height of 27m and FSR of 3:1.

Separate to the current exercise Council is currently progressing a planning proposal through the Department of Planning and Infrastructure's gateway process which seeks to increase the maximum height and FSR allowed on various sites within the B4 Mixed Use and R4 High Density Residential land. Relevant to the subject study this planning proposal includes provisions which would increase the maximum height and FSR allowable on land zoned B4 immediately to the north of the study area of 38m and 5:1. This change is significant however it is noted that land immediately to the north of the study area (north of Beatrice Street) accommodates the existing Auburn Public School which is identified as a heritage item. It is therefore considered unlikely that this site would be redeveloped to its maximum potential in the near future.

2.2 DCP controls

Key planning controls as detailed in Auburn DCP 2010 are as outlined below:

Multi Dwelling Housing

- Minimum frontage width - 18m
- Minimum front setback - 4m
- Minimum side setback - 1.2m
- Minimum rear setback - 4m
- Minimum floor to ceiling height - 2.7m
- Maximum basement height to be less than 1m above existing ground level.
- Minimum of 30% of site landscaped open space.
- Private rear courtyard on ground floor with:
 - minimum area of 35m² per dwelling
 - minimum dimension of 5m
- Car parking
 - 1 bed – 1 parking space
 - 2 bed – 1.2 parking space
 - 3 bed – 1.5 parking space
 - 4 bed – 2 parking space
 - Visitor – 0.2 parking space

Residential Flat Buildings

- Minimum allotment size - 1000m²
- Average minimum frontage width - 24m
- Maximum built upon area - 50%
- Minimum front setback - 4 to 6m
- Minimum side setback - 3m
- Minimum rear setback - 10m (or 2m if to laneway)
- Maximum building depth - 18m excluding balconies
- Maximum number of storeys - 4
- Minimum floor to ceiling height – 2.7m, 3-3.3 on ground and 1st floor near business areas and 3.3m on ground and 1st floor in business areas
- Maximum basement height to be less than 1m above existing ground level.
- Minimum deep soil area - 30%
- Parking
 - 1 bed – 1 parking space
 - 2 bed – 1 parking space
 - 3 bed – 2 parking space
 - 4 bed – 2 parking space
 - Visitor – 0.2 parking space

Local Centre controls – Auburn Town Centre(to north of study area)

- Setbacks –
 - Auburn Road western frontage to the north of study area –built to boundary
 - Auburn Road eastern frontage to north of study area – no setback specified
 - Beatrice St to north east of study area – existing setback
 - Beatrice St to north west of study area – to be built to boundary on corner with Auburn Road and existing setback to west

- Street wall heights –
 - Auburn Road western frontage and Beatrice Street to the north of study area – 4 storey wall / built edge
 - Auburn Road eastern frontage to north of study area (northern half of block between Beatrice Street and Queen Street) – 4 storey wall / built edge
- Active frontages –
 - Auburn Road western frontage to north of study area – Active frontage required
 - Auburn Road eastern frontage to north of study area (northern half of block between Beatrice Street and Queen Street) – Active frontage required
 - Auburn Road eastern frontage to north of study area (southern half of block between Beatrice Street and Queen Street) – No active frontage required
- Laneways –
 - Existing lane / right of way (Private) identified midblock on Beatrice Street between Harrow Road and Auburn Road not within school
 - Future lane connection identified from above lane to Harrow Road (west)
- Parking –
 - Various rates apply to different land uses
 - RFB rates apply to residential component of mixed use developments

3. SITE ANALYSIS

3.1 Study area context

Figure 7 below illustrates the study area and its surrounding context. The land is located immediately to the south of the Auburn Town Centre and within an 800m walking radius of Auburn railway station. The study area is adjoined to the north and west primarily by education uses (Auburn Public School) and to the south and east by a mix of detached single storey residential dwellings and three storey walk up flats. It has good access to the town centre and all the retail, commercial and community services within.

The town centre area demonstrates a regular grid pattern of streets and good permeability. The study area accommodates an existing church, community centre, retail development, service station, retail shops and residential land uses.

In terms of open space and recreation facilities, pocket parks are located to the east along Helena Street and to the south along Auburn Road within easy walking distance. The study area is also located approximately 400m from the Auburn Civic Centre and therefore has good access to open space and community uses / services.

3.2 Land use

The existing land use pattern within the study area and its immediate surrounds are illustrated in Figure 8 below. Commercial, retail and community uses within the study area are focussed primarily on the Auburn Road and Beatrice Street frontages with the Susan and Helena Street frontages being predominantly residential in nature. Education also forms a significant use to the west across Auburn Road and to the north on Beatrice Street in the form of Auburn Public School.

3.3 Street hierarchy

The street network surrounding the study area is made up of local roads with major roads performing a collector or higher order function being Park Road to the west. Queen Street which runs through the town centre parallel to the railway line also performs a collection function. Figure 9 below illustrates the street hierarchy servicing the study area.

3.4 Pedestrian movement

The study area is permeable with a regular grid pattern of streets and pedestrian footpaths on both sides of all surrounding streets. Pedestrian connections to the town centre to the north are direct and pedestrian crossings are provided for all movements at the intersection of Auburn Road and Beatrice Street at the north western edge of the study area. Figure 10 below illustrates pedestrian pathways in the vicinity of the study area.

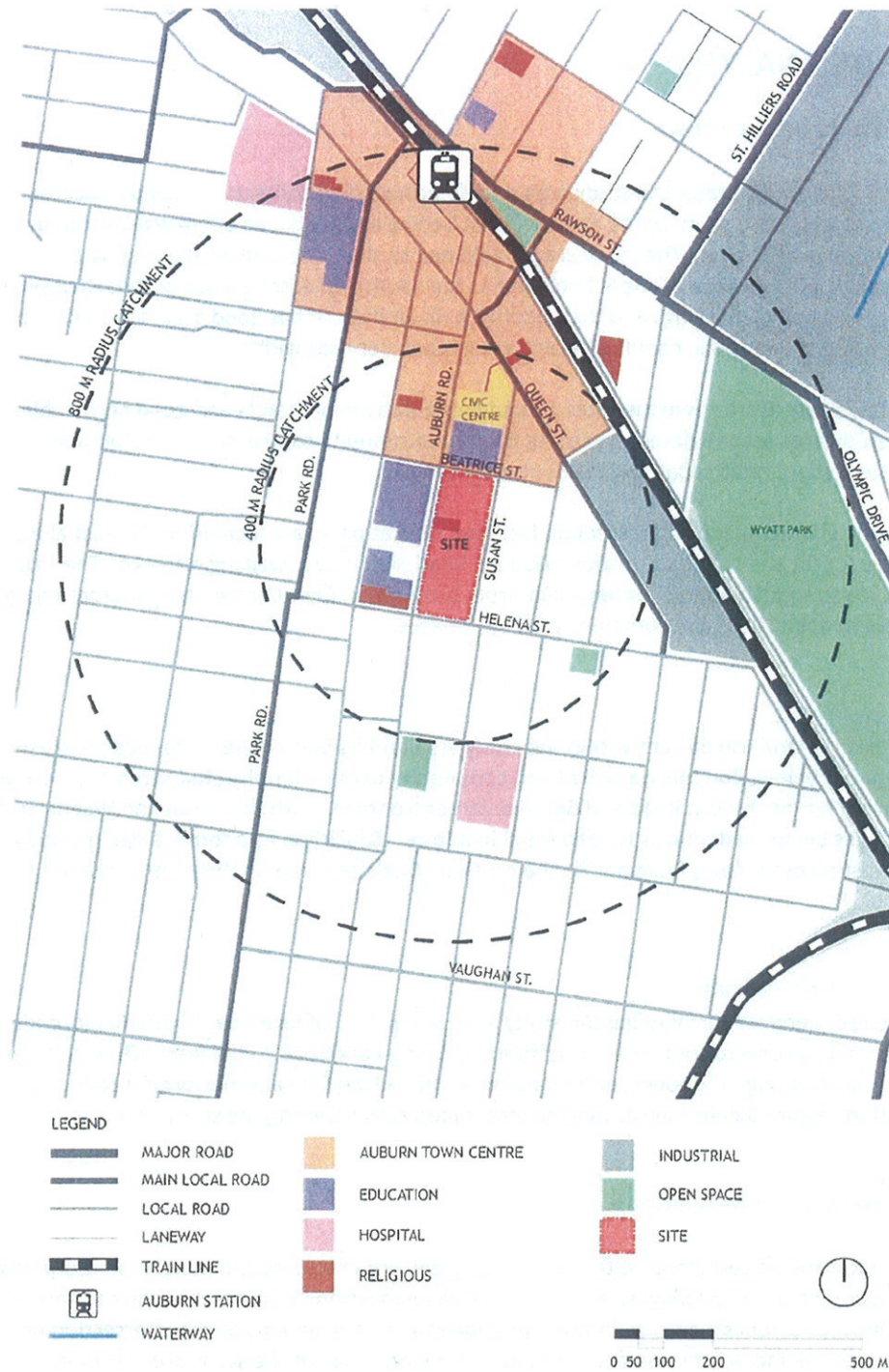


Figure 7: Site context

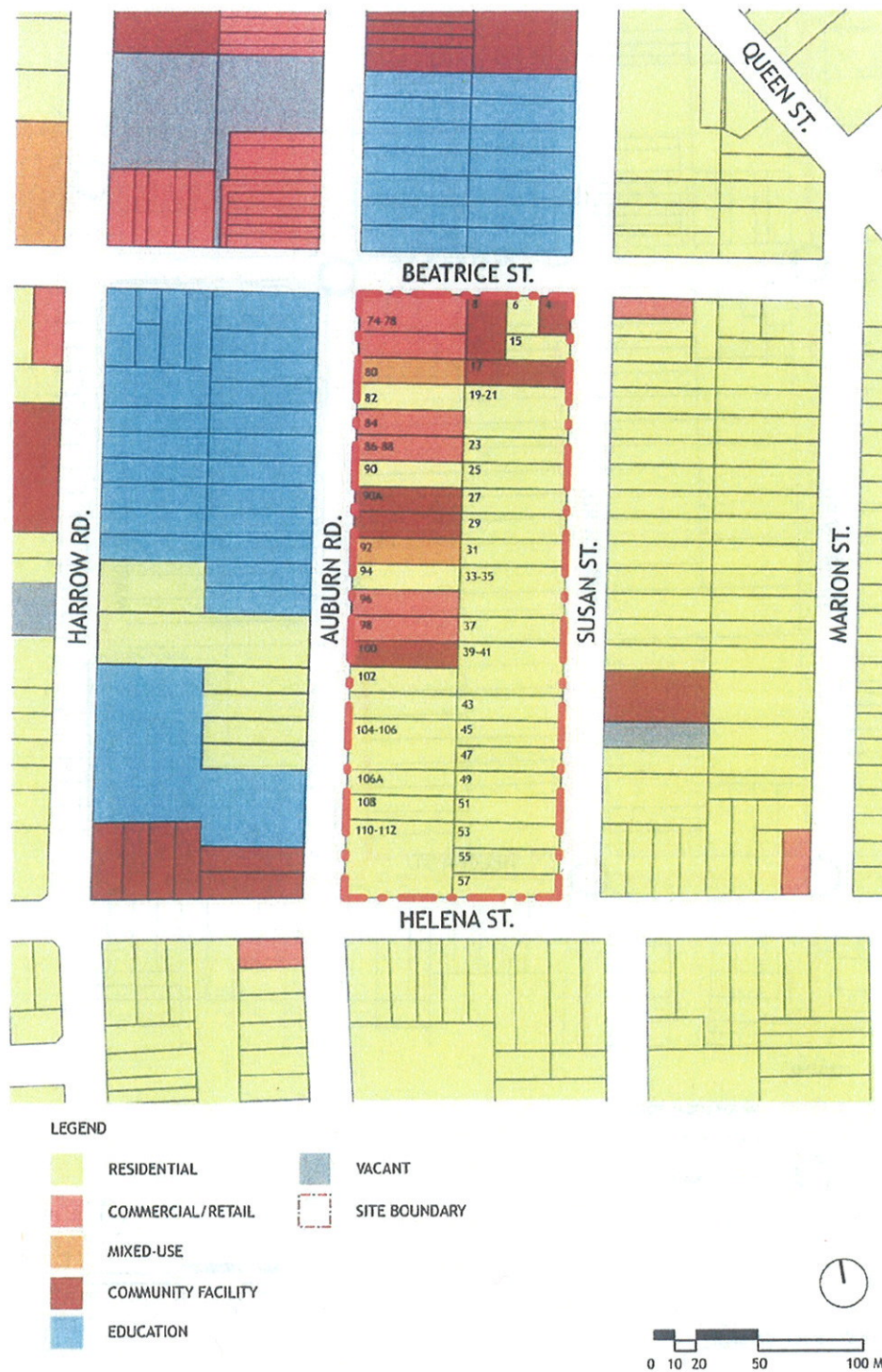


Figure 8: Land Use



Figure 9: Street hierarchy

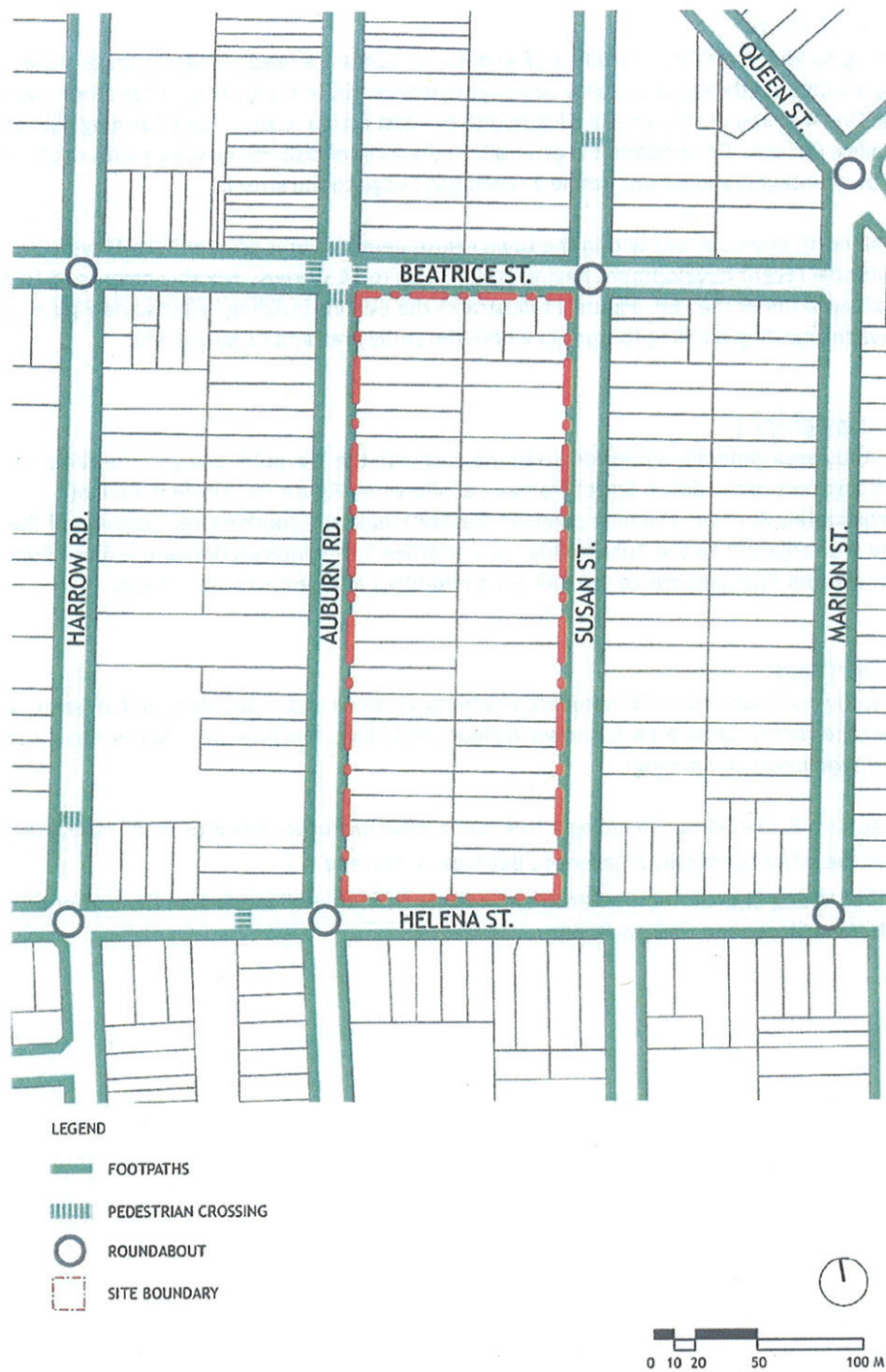


Figure 10: Pedestrian movement

3.5 Built form

Existing buildings within the study area and its surrounds are predominantly single storey in height with a scattering of 3 storey development primarily in the form of three storey walk up flats. One 4 storey development is located to the east across Auburn Road forming part of the Al-Faisal College. Development is generally in the form of discrete buildings with relatively narrow frontages, and do not define a continuous edge to the street.

To the north development within the town centre demonstrates greater heights with substantial recent development having occurred up to 14 storeys. Notably heights up to 36m are allowed under the LEP. Figure 11 illustrates the existing building heights and Figure 12 shows the existing building footprints within the study area and its surrounds.

3.6 Topography

The study area generally slopes down to the east with the low point being in the centre of the block adjacent of the Susan Street frontage as shown on Figure 13. There is a fall of approximately 8m from the high points in the north east and south eastern corners of the study area adjacent to the Auburn Road and Beatrice Street intersection and Auburn Road and Helena Street intersections to the low point mid-block adjacent to Susan Street.

3.7 Heritage

The study area does not accommodate any heritage items and is not identified as being within a heritage conservation area as shown in Figure 14 below. It is however adjacent to a number of heritage items comprising:

- Auburn Public School including a tree (*Eucalyptus mollucana*) located within the grounds of the school generally adjacent to Beatrice Street, and
- the Uniting Church Auburn Parish and adjacent Victory Hall located on the corner of Helena Street and Harrow Road.

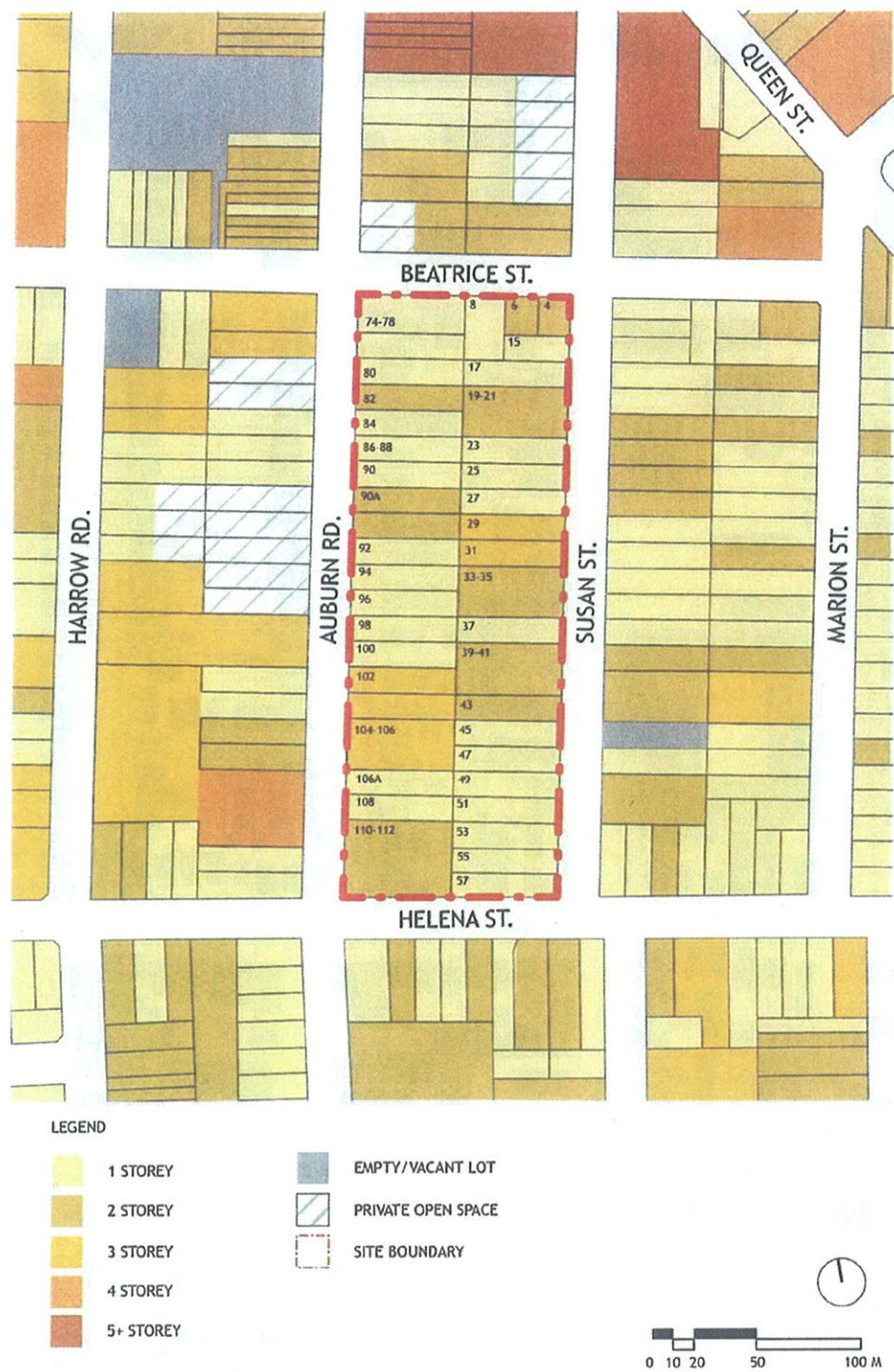


Figure 11: Existing building heights

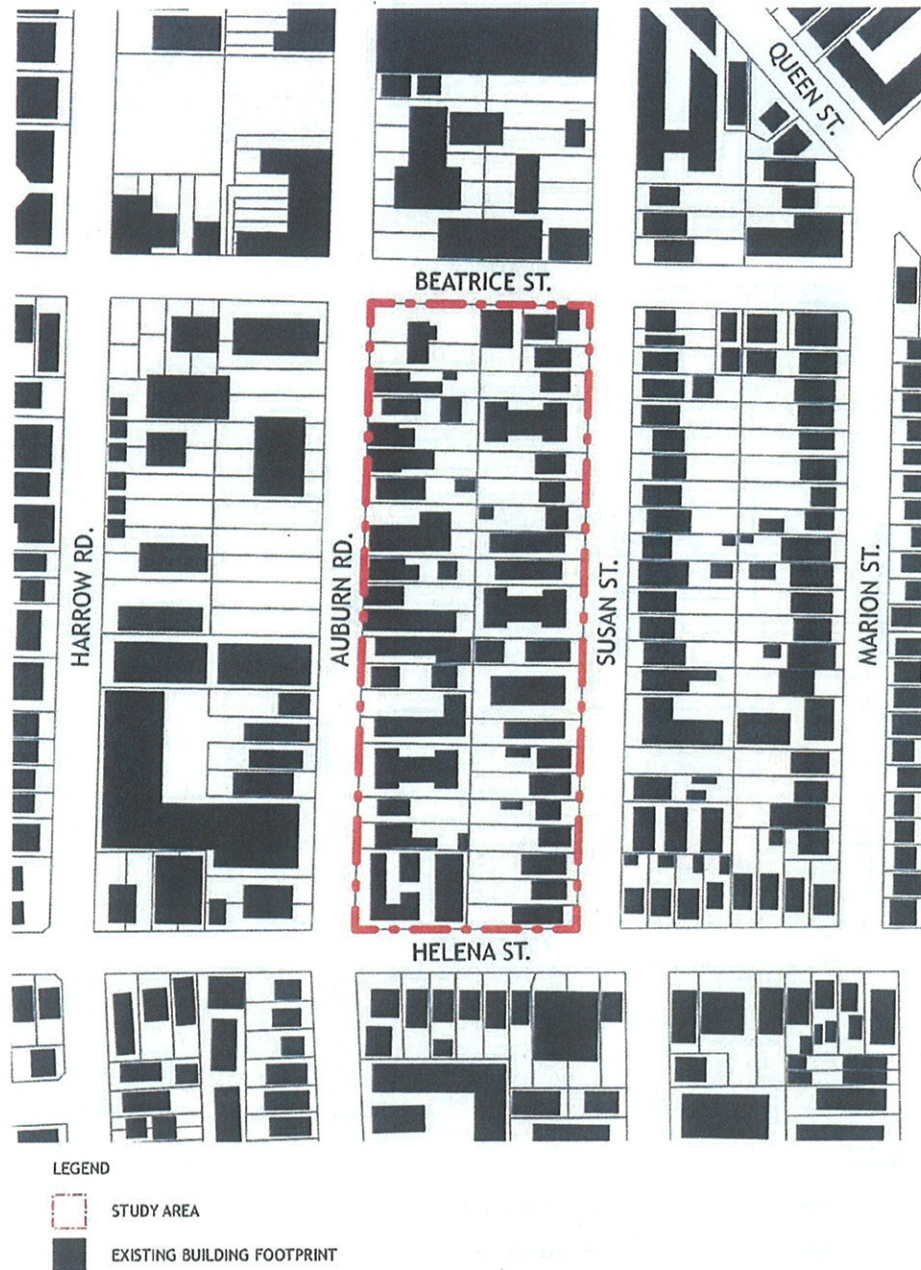
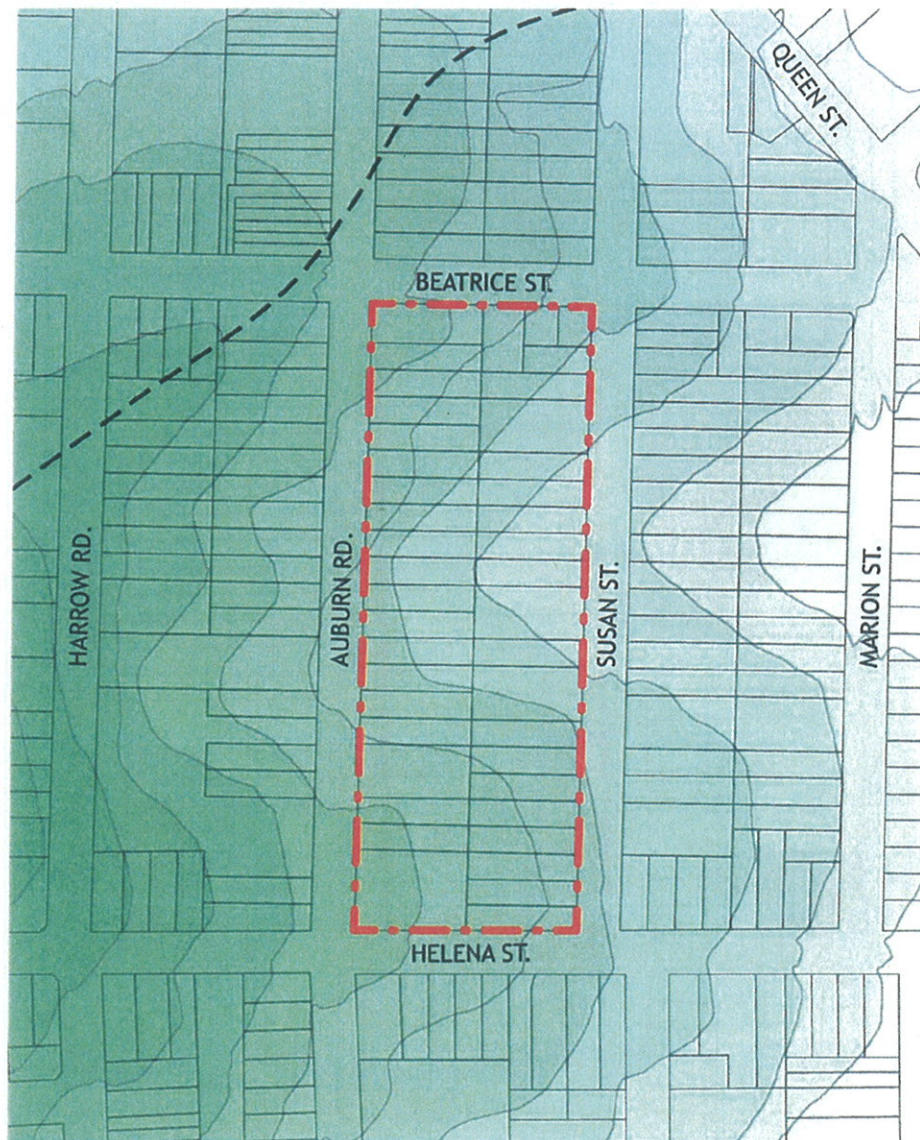


Figure 12: Building footprints



LEGEND



HIGH POINT

LOW POINT

--- RIDGE

— 2 METRE CONTOUR INTERVAL



SITE BOUNDARY

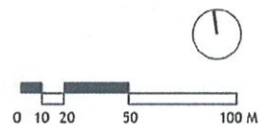


Figure 13: Topography



Figure 16: Heritage items

The heritage items within close proximity of the site are shown in Photos 19 - 21 below.



Photo 19: Auburn Public School Beatrice St frontage



Photo 20: Auburn Public School Auburn Rd frontage



Photo 21: Heritage listed tree in school grounds

4. ANALYSIS

4.1 Opportunities and constraints

Having regard to the existing site conditions, surrounding development and relevant planning provisions an opportunities and constraints analysis has been undertaken. This analysis is summarised in Figure 15. It is noted that some items are considered to be both opportunities and potential constraints.

In summary the study area demonstrates the following opportunities:

- Located within easy walking distance of the Auburn Town Centre (immediately to the north) and Auburn Railway Station (approximately 600m) and therefore has excellent access to services and public transport.
- Mixed use corridor along Auburn Road connecting to the town centre
- Existing pedestrian link to the town centre
- Potential views from the upper floors of development
- Deep, east-west oriented lots presents an opportunity to maximise north facing development
- Significant trees within potential developable land
- Tree-lined streetscape, and
- Potential for through site link connecting Auburn Road and Susan Street.

Constraints to future development are:

- Existing subdivision pattern: narrow, deep lots and issues associated with site amalgamation to provide viable development site
- Existing strata titled allotments
- Potential impacts on nearby heritage items
- Significant trees within potential developable land
- Potential overlooking of neighbouring areas
- Fall in site levels
- Existing community facilities / resistance to redevelopment
- Building envelope controls for the Auburn Town Centre to the north (max building height 38m) have the potential to result in significant overshadowing of the northern part of study area. (*Note: It is however considered unlikely that the Auburn Public School would be redeveloped to maximum potential in the foreseeable future*)
- Potential for overshadowing of development to the south across Helena Street
- Need to ensure compatibility with surrounding R3 zoned land
- Challenge to provide adequate solar access to western facade of R4 zone (rear of Susan Street frontage).



Figure 15: Opportunities and constraints

4.2 Urban Design Principles

Having regard to the site analysis the following urban design principles have been developed to guide future development within the study area:

- Principle 1 - Create a high quality environment with building envelopes that permit a mix of uses, facilities and amenities, particularly in the B4 Mixed Use Zone
- Principle 2 - Achieve a sensitive transition in building scale and bulk between existing and future development within the study area and in neighbouring areas
- Principle 3 - Respect the heritage character and setting of Auburn Public School and its listed tree
- Principle 4 - Ensure future development responds to topographical features of the study area and surrounding area
- Principle 5 - Ensure future development optimises opportunities to capture distant views from the upper levels.
- Principle 6 - Establish a street interface that respects the human scale and demarcates private and public space to create a comfortable, safe and legible pedestrian environment
- Principle 7 - Establish an activated, continuous street edge at the ground level along Auburn Road to define the streetscape and negotiate the transition from the town centre to a residential neighbourhood
- Principle 8 - Protect and enhance the leafy character of the streets within and surrounding the study area
- Principle 9 - Minimise overshadowing of the public domain and neighbouring properties
- Principle 10 - Maintain visual and acoustic privacy to neighbouring properties
- Principle 11 - Maximise passive surveillance of public and communal spaces
- Principle 12 - Ensure car parking areas are not visible from the public domain
- Principle 13 - Encourage the articulation of future development in plan and elevation to reduce the perception of building bulk
- Principle 14 - Establish clearly legible entries to residential development, separate from any access points to non-residential uses

5. DEVELOPMENT CONTROL TESTING

5.1 Building envelope models

This section presents and analyses options for development controls that determine building envelopes for the study area. Three dimensional modelling has been used to test three scenarios as follows:

- **Existing situation:** An evaluation of the existing controls prior to the proposed rezoning. This establishes the baseline and identified issues with respect to the existing and future development context.
- **Option 1A – Rezone to B4 and R4 zones with standard development controls:** An evaluation of the urban design implications of applying the current Auburn LEP 2010 and Auburn DCP 2010 controls to the rezoned study area.
- **Option 1B – Rezone to B4 and R4 zones with site specific development controls:** This presents revised development controls that are intended to ensure that a quality urban design outcome achieved by addressing issues arising from the Existing Situation and Option 1A.

The models of the existing situation and Option 1A represents the maximum permissible development envelope under the existing planning controls as summarised below:

Zone	Controls
R3 Medium Density Residential (Existing)	▪ Maximum height – 9m ▪ Maximum FSR – 0.75:1
B4 Mixed Use	▪ Maximum height – 27m ▪ Maximum FSR – 3:1 ▪ Nil front Setback for the first 2 storeys and at corner sites ▪ 2 storey street wall ▪ Buildings to be setback above two storeys
R4 High Density Residential	▪ Maximum height – 16m ▪ Maximum FSR - 1.4:1 ▪ Front setback – 4-6m ▪ Side setback – 3m ▪ Rear setback – 10m

In addition amendments to the maximum height and FSR of land zoned B4 to the north of the study area proposed in an existing planning proposal (Auburn City Council Planning Proposal PP-3/2010), and are shown dotted on the model. These amendments have not been finalised and are therefore uncertain at the date of this report.

Views of the building envelope models have been generated from five key vantage points, as shown on the aerial plan. The vantage points are:

1. South down Auburn Road from the Beatrice Street end
2. North up Auburn Road
3. West along Helena Street from the Susan Street intersection
4. West along Beatrice Street from the Susan Street intersection, and

5. South down Susan Street from the Beatrice Street intersection.

The building envelope models and views for the existing situation, Option 1A and Option 1B are provided at Attachment 1.

In addition, utilising the block envelope scenarios shadow diagrams were generated (including the existing situation for comparison purposes) at one hourly intervals between 9am and 3pm on 21 June to determine whether the block envelopes would generate significant shadow impacts to surrounding properties. The shadow plans are provided at Attachment 2.

5.2 Existing situation

In relation to the existing situation the figures show that some additional development potential exists, on site however many individual sites within the study area have already been developed above the potential allowed under the existing planning controls. Sites shown where existing buildings protrude through the allowable development envelope appear to be more concentrated towards the Auburn Road frontage. A number of substantial developments, including the Al-Faisal College and Auburn Public School buildings, clearly exceed what would be permissible in the zone being up to 4 storeys in height. In addition to height exceedances, buildings on the Auburn Road frontage also demonstrate larger building footprints than development in surrounding areas and in the Susan Street (eastern) part of the study area. This existing development pattern is indicative of a more dense existing development pattern.

Issues

Having regard to the 3D modelling at Attachment 1 the following issues have been identified with the existing situation:

1. **Transition from the town centre to the study area:**

Beatrice Street defines the southern edge of the Auburn Town Centre. At present the transition from the town centre to the study area and its vicinity is appropriate in terms of development scale and character.

The current LEP controls applying to the town centre permit buildings up to 27m (i.e. eight storeys) in height. The land directly opposite the study area along Beatrice Street is within the town centre zone but is currently occupied by the Auburn Public School and is a listed heritage item. The use and heritage significance of the school make redevelopment unlikely in the foreseeable future. However, land diagonally across the Auburn Road Beatrice Street intersection (to the north west) does not have any such constraints. Should this land be developed to its maximum potential in the future, there would be a significant and sudden disparity in building scale and character between it and the study area. Further this impact would potentially be exacerbated if the LEP amendments proposed in the Auburn City Council Planning Proposal PP-3/2010 are adopted, increasing the maximum building height to 38m along Beatrice Street (refer Attachment 1).

2. Overshadowing risk

The shadow plans illustrate that the maximum building envelopes permitted in the town centre have the potential to result in significant overshadowing impacts on Beatrice Street and the northern end of the study area in mid-winter (refer Attachment 2).

3. Inconsistency with existing built form

Existing buildings within the vicinity of the study area that breach the current building envelope controls (such as Al-Faisal College, Auburn Public School and existing residential flat buildings) establish a precedent for development outcomes that are larger in bulk and scale than those permitted and evident in the surrounding area (refer Attachment 1).

4. Maximising site opportunities

The existing 9m height limit provided for in the R3 zone, does not enable development to capitalise on site opportunities such as the potential to capture long distance views to areas such as the Sydney Olympic Park.

5.3 Option 1A

Option 1A models the proposed zoning of the study area for B4 Mixed Use development on the western half and R4 High Density Residential development on the east part. A maximum height of 27m has been applied to the western B4 zone and 16m for the R4 zone in the east. There is no setback for the first 2 storeys in the B4 zone, establishing a 2 storey street wall. The Auburn DCP 2010 requires setbacks above 2 storeys for mixed use development. The DCP does not specify the extent of setback required however the modelled envelopes incorporate a 4m setback above 2 storeys. In addition a 4m front setback, 3m side setback and 10m rear setback have been applied to the R4 zone.

In principle, increasing the building heights above those permitted under the existing R3 controls is considered to be beneficial in urban design terms. Increased height will achieve a better transition in building scale between potential future development in the Auburn Town Centre and the low to medium density residential areas around the study area. However, the extent of the height increase requires careful consideration.

Auburn Road Frontage – Proposed B4 Zone

The extension of street level commercial and retail activity within the study area along Auburn road will reinforce the connection with the town centre and build upon the existing retail, commercial and community uses dotted along this section of the study area. Given the proximity of the Auburn Public School and Al-Faisal College, there is also the potential to establish a distinct mix of uses with a community focus along Auburn Road.

Compared to Susan Street, existing development along Auburn Road is characterised by larger buildings both in terms of footprint and building bulk. In light of this current context and the function of Auburn Road it is considered appropriate to permit taller buildings on the Auburn Road frontage of the study area.

The creation of a two storey street wall along Auburn Road will encourage a consistent street edge to define the pedestrian experience. It also responds to the 9m height limit applying to

development on the western side of Auburn Road and will provide for a logical extension of the street wall within the town centre section of Auburn Road to the north.

The Auburn DCP 2010 states that all new development in B4 zones is to provide street awnings on the façade. Provision of awnings along Auburn Road in accordance with this will assist in establishing a comfortable pedestrian experience on the footpath adjoining the study area. It will also ensure that the full height of the building will not be readily perceived by the pedestrian on this side of the street.

Susan Street Frontage – Proposed R4 Zone

The controls for RFB's within the R4 zone restrict development to four storeys. Existing development along Susan Street and Helena Street consists mainly of one to two storey detached dwellings, while future development is restricted to 9m (two storeys) under the R3 controls. The amenity impacts and scale transition between the R4 zone and the development along Susan Street and Helena Street are not considered to be significant given the separation of these areas by a 20m wide street corridor.

The proposed R4 zone building envelope allows solar access requirements to be met for existing Susan Street and Helena Street development to the east and south. In addition the front setback requirement provides an opportunity to introduce landscaping that augments the existing street trees along Susan Street and the surrounding streetscape character.

Issues

Having regard to the 3D modelling provided at Attachment 1 the following issues have been identified with Option 1A:

1. Street interface

The proposed 27m height limit for the B4 zone will have a significant impact on the character of Auburn Road and Helena Street that is incongruent with the existing low-rise character. Even allowing for a setback above two storeys as stipulated by Auburn DCP 2010, the building envelope would permit development that dominates the streetscape, particularly when experienced from the street level and from dwellings to the west across Auburn Road and to the south across Helena Street (refer Attachment 1 - Option 1A View north along Auburn Road and Option 1A View west along Helena Street from the Susan Street intersection).

2. Overshadowing risk

If development were to occur to the maximum building envelope allowable under the standard controls applicable to the B4 zone significant overshadowing of Helena Street and the existing dwellings opposite would result. The street and the front façade of the existing dwellings would mostly be in shadow between 9am and 3pm in mid-winter (refer Attachment 2: Option 1A Overshadowing Analysis. *Note: Shadow line falls on roof therefore front façade line would be in shadow*).

Additionally, as identified for the existing situation above, if land to the north is developed to the maximum permitted envelope this also has the potential to result in significant

overshadowing impacts on Beatrice Street and the northern end of the study area in mid-winter.

3. Interface between the B4 and R4 zones

Given the disparity in building envelopes between the B4 and R4 zones (in terms of permissible heights and setbacks), development in the B4 zone would be constrained by the need to achieve solar access, building separation and adequate privacy for future development in the adjacent R4 zone.

The disparity in permissible heights is exacerbated by the drop in site levels from the B4 to R4 zone to the west.

4. No restriction on building block lengths

At present there are no restrictions on the lengths of building blocks along the street. Excessively long building blocks along Auburn Road and Susan Street should be discouraged to respect the relatively fine grain of existing development, to maximise solar access to the street, and to avoid buildings that dominate the streetscape.

5. Impact on heritage items

The application of a 27m height limit within the B4 zone within the study area does not appear to be consistent with the scale or character of the heritage-listed Auburn Public School located opposite.

5.4 Option 1B

A revised set of development controls have been proposed to address the issues identified with the Existing Situation and Option 1A above. The proposed controls increase the development potential of the study area while encouraging development outcomes that are consistent with best practice urban design and fit well with the existing and future context.

The recommended amendments affect the B4 zone only as the present controls for the R4 zone are deemed appropriate for the study area.

The controls are summarised in the table below and illustrated in the building envelope modelling (Option 1B) at Attachment 1 and the setbacks plan of Figure 16 below.

Zone	Controls
B4 Mixed Use	▪ Maximum height – 21m (equivalent to 6 storey residential development) ▪ Maximum FSR – 2.25:1 ▪ Nil setback along Auburn Road and Beatrice Street ▪ 3m setback along Helena Street ▪ Nil setback at the rear boundary ▪ 2 storey street wall ▪ 4m setback above the first two storeys ▪ 45m maximum street frontage building length above two storeys
R4 High Density Residential	▪ Maximum height – 16m ▪ Maximum FSR – 1.4:1 ▪ Front setback – 4m ▪ Side setback – 3m ▪ Rear setback – 10m

The key departures from the Option 1A controls for the B4 zone and the reasoning behind these are summarised below:

1. Maximum height limit – 21m

By setting the height limit to 21m, development in the B4 zone will be restricted to a maximum of six storeys. It is recommended that the FSR be lowered to 2.25 in line with this height reduction.

The reduced maximum height achieves a better transition between the town centre building envelopes and the low to medium density residential areas surrounding the study area, encouraging future development that is more in keeping with the character of the study area context. It also reduces potential impacts on the heritage-listed Auburn Public School.

In addition, the 21m height limit will establish a better streetscape along Auburn Road by reducing the perceived scale of future built form and increasing the amount of sunlight to Auburn Road in mid-winter mornings. The perception of the scale of future built form is further mitigated by the fact that the levels of the eastern lots along Auburn Road (the study area) are lower than the western lots. This will assist in making development built to six storeys appear not much taller than the existing Al-Faisal College.

A further benefit of the 21m height limit amendment is that it reduces the difference in height limits within the study area between the B4 and R4 zone. This reduces potential amenity impacts and the risk of overshadowing on the R4 zone, particularly given that the levels of the B4 zoned land are typically higher than the R4 zoned land. Further it will also assist in encouraging development of consistent character across the B4 and R4 zones.

2. Helena Street setback

A 3m setback from Helena Street is proposed, in line with the setback for the R4 zoned land. Buildings are to be setback a further 4m above the first two storeys. The intent of this setback is to:

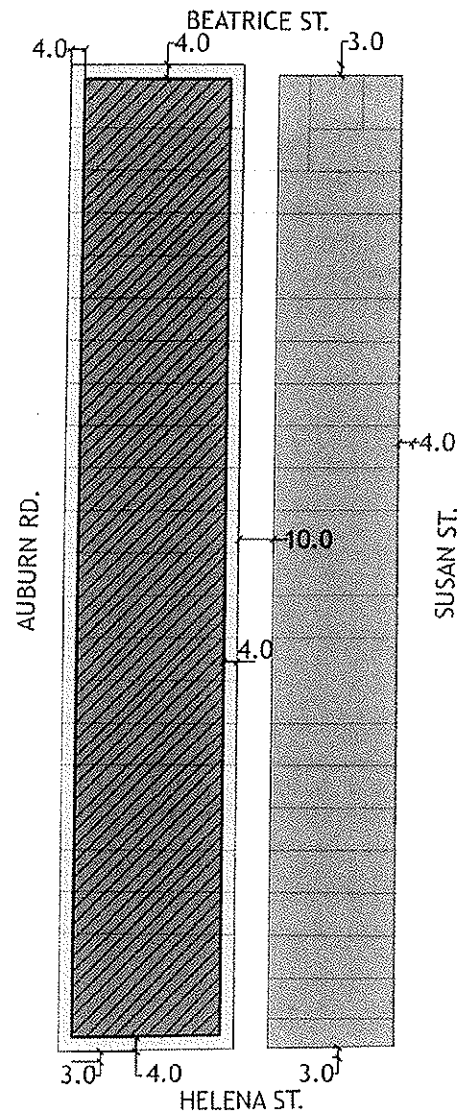
- Reduce the visual impact of six storey development along a streetscape that is characterised by predominantly one to two storey detached dwellings
- Reduce the risk of overshadowing on existing Helena Street properties opposite the study area (refer Attachment 2: Option 1B Overshadowing Analysis)

In contrast, at the Beatrice Street end of the study area, the nil setback for the first two storeys is maintained for the B4 zoned land to articulate the corner at the Auburn Road-Beatrice Street intersection and respond to a future nil setback development diagonally across the intersection to the north west.

3. Maximum street frontage building length – applicable to buildings above 2 storeys

Although a continuous street edge is encouraged for the first two storeys of development to define a consistent streetscape, it is proposed that the length of buildings facing the street be restricted to a maximum of 45m above 2 storeys.

The intent of this control is to avoid overly long buildings facing the street in the event that multiple sites are amalgamated and developed. Avoiding monolithic built form at the upper storeys is a response to the existing character of the area, which is characterised by a sequence of discrete buildings with relatively narrow frontages to the street. It will also achieve better solar access to Auburn Road.



LEGEND

-  7.2m HIGH BUILDING ENVELOPE (PERMITS 2 STOREY STREET WALL)
-  16m HIGH BUILDING ENVELOPE
-  21m HIGH BUILDING ENVELOPE

NOTE: ALL DIMENSIONS IN METRES

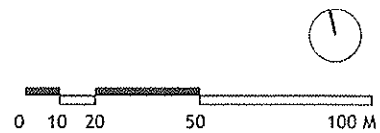


Figure 16: Setbacks plan

6. CONCLUSION AND RECOMMENDATIONS

6.1 Conclusions

This urban design study has been prepared to assess the appropriate zoning and planning controls for land bounded by Beatrice Street to the north, Susan Street to the east, Helena Street to the south and Auburn Road to the west. The purpose of the study is to support a planning proposal to rezone the subject land to part B4 Mixed Use and part R4 High Density Residential under Auburn Local Environmental Plan 2010 and to make recommendations to Council regarding appropriate planning controls for site.

The key findings of this study are:

- The proposed zoning of the study area to part B4 Mixed Use (Auburn Road frontage) and part R4 High Density Residential development (Susan Street frontage) is appropriate and consistent with the developed urban design principles.
- The application of standard R4 zone development controls (heights, FSR and setbacks) to the eastern part of the study area (Susan Street frontage) will provide for an appropriate built form and transition to surrounding low to medium density development.
- The application of standard B4 zone development controls (height, FSR and setbacks) to the western part of the study area (Auburn Road frontage) would result in an unacceptable built form and significant environmental impacts (such as overshadowing, excessive building bulk, impacts on streetscape character, heritage impact etc.)
- It is considered that site specific development controls are required to be applied to the proposed B4 zone to ensure an appropriate development form in the western part of the study area. The proposed controls are:
 - Maximum height of 21m
 - Maximum FSR of 2.25:1

The proposed LEP amendment would identify this maximum height and FSR for the proposed B4 zone within the study area in addition to amending the zoning plan (Refer Figures 17-19 for proposed changes to these plans.

6.2 Recommendations

It is recommended that Council adopt the recommendations of this urban design study and prepare a planning proposal to:

1. rezone the study area to part B4 Mixed Use (land fronting Auburn Road) and part R4 High Density Residential (land fronting Susan Street)
2. within the B4 zone provide for a maximum height of 21m and maximum FSR of 2.25:1
3. within the R4 zone provide for a maximum height of 16m and maximum FSR of 1.4:1.

In addition it is recommended that Auburn DCP 2010 be amended to provide site specific urban design controls to require that development within the study area is consistent with the urban design principles outlined in this study.

The following controls are recommended to support and supplement the existing DCP controls which should continue to apply to the study area:

1. Development setbacks shall be in accordance with the setbacks plan at Figure 16.
2. The maximum length of buildings facing the street shall be restricted to 45m.
3. Soft landscaping shall be provided within the street setback zones to contribute to the existing leafy character of the streetscape. Soft landscaping includes, but is not limited to, grasses, groundcover plants, shrubs and trees.
4. Building separation distances shall comply, at a minimum, with the *State Environmental Planning No. 65 – Design Quality of Residential Flat Development* and accompanying Residential Flat Design Code.
5. In the event of site amalgamation, developers shall satisfy Council that adjoining, isolated lots not included in their development site can be developed economically.
6. Street frontages at the ground level in the B4 zone shall be activated where possible and blank spots such as car parking frontages, blank walls and recessed spaces shall be minimised.
7. Car parking areas shall be screened so as not to be visible from the public domain and neighbouring properties.
8. The built form shall follow the existing topography.
9. The frontage of buildings and their entries shall be readily apparent from the street.
10. Building design shall maximise opportunities to capitalise upon distant views where available.



1 Susan Street, P.O. Box 118 Auburn, NSW Australia 1835

Telephone: 9735 1222 Facsimile: 9643 1120
ABN 63 914 691 587

In reply quote: **Monica Cologna**

Terry Doran
Team Leader, Metropolitan Delivery (Parramatta)
Department of Planning & Infrastructure
GPO Box 39
SYDNEY NSW 2001

Contact Name: 9735 1222

TRIM No: T027049/2014 (PP-3/2013)

28 March 2014

Dear Terry,

SUBJECT: PLANNING PROPOSAL: "SOUTH AUBURN", REZONE LAND BOUNDED BY AUBURN ROAD, SUSAN STREET, BEATRICE STREET AND HELENA STREET, AUBURN

Please find enclosed Auburn City Council's Planning Proposal (our reference PP-3/2013) relating to land bounded by Auburn Road, Susan Street, Beatrice Street and Helena Street, Auburn. The Planning Proposal seeks to rezone the land from R3 Medium Density Residential to part B4 Mixed Use and part R4 High Density Residential, and to amend the corresponding maximum permissible height of buildings and FSR controls.

The Planning Proposal has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* and the Department of Planning and Infrastructure's guidelines titled 'A guide to preparing planning proposals' and 'A guide to preparing local environmental plans'.

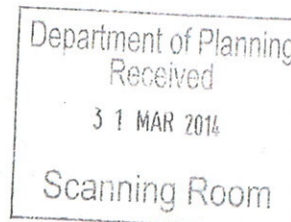
Included in this submission are Council's resolutions relating to this Planning Proposal, and a previous similar Planning Proposal (our reference PP-5/2011) which was not progressed, and a brief chronology of the two Planning Proposals to provide a background summary.

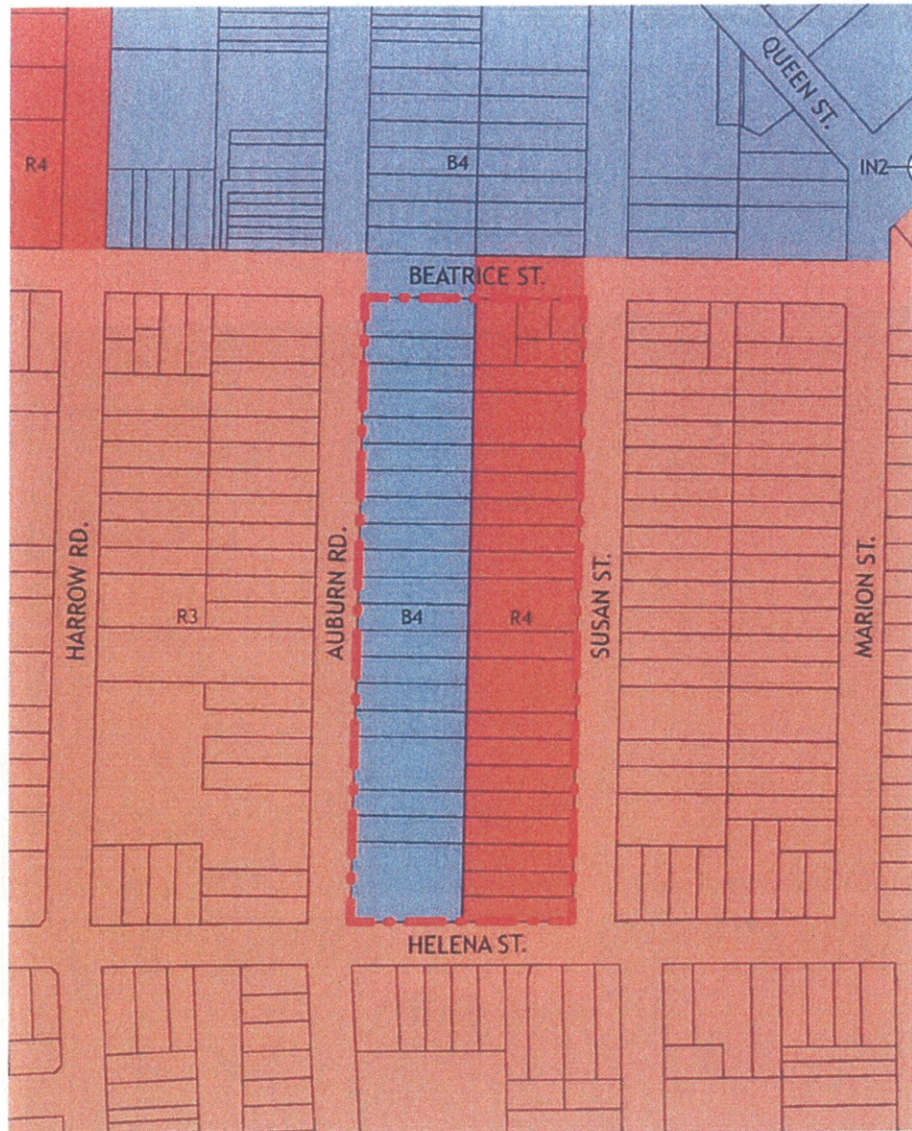
Auburn City Council looks forward to working with the Department of Planning and Infrastructure to progress the proposal. Furthermore, Council would be happy to assist the Department by briefing the panel at the gateway meeting.

Should you have any queries in relation to the Planning Proposal, please contact Monica Cologna, Manager Strategy on 9735 1355.

Yours faithfully

Monica Cologna
MANAGER, STRATEGY





LEGEND

- R3 - MEDIUM DENSITY RESIDENTIAL
- R4 - HIGH DENSITY RESIDENTIAL
- B4 - MIXED-USE
- IN2 - LIGHT INDUSTRIAL
- SITE BOUNDARY

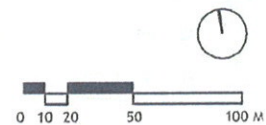


Figure 17: Zoning

PROPOSED BUILDING HEIGHTS



Figure 18: Maximum Height