

Urban Design Study

Cooper Street Strathfield

Updated July 2016

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1. Introduction

In order to keep pace with ongoing and rapid population growth, finding opportunities to accommodate more people efficiently within Sydney's existing footprint is becoming increasingly difficult.

The needs of Sydney's people are constantly shifting with people seeking opportunities to live close to transport and local amenities. As planners and designers, we are faced with many challenges in meeting both current and future needs. We aim to create places that complement the needs and aspirations of the local community, while being respectful of existing unique environments.

The key aim of this study is to provide a contextual response to the existing urban environment and provide an appropriate balance to achieving both high density transit oriented development and heritage conservation outcomes.

1.1 Purpose of report

This Urban Design Study has been prepared by TPG Town Planning and Urban Design and forms part of a Planning Proposal application for the rezoning of 14 properties on the southern side of Cooper Street, Strathfield (subject site) to enable higher density residential outcomes and associated uplift in height and

FSR, while at the same time facilitating the conservation and restoration of local heritage. The purpose of this report is to:

- demonstrate that the subject site is suitable for greater density and intensification based on site context;
- outline how impacts will be mitigated on neighbouring properties;
- identify potential future opportunities for redevelopment with a set of urban design principles that optimise the potential of the site;
- set out key strategies for the response to identified heritage items in the precinct; and
- identify appropriate development standards to permit the development proposed in the design principles.

1.2 Drivers for change

Ongoing population growth in Sydney has, over recent years, resulted in a significant shift in the approach to urban development by local and State governments. As Sydney's population intensifies, the State Government's strategic framework seeks to focus urban growth within existing urban areas to enhance amenity, accessibility, lifestyle choice and well being of the community.

A Plan for Growing Sydney identifies Strathfield as being located on an Urban Renewal Corridor on which accelerated housing supply, diversity of choice and affordability are seen as critical issues to Sydney's ongoing success as a liveable city.

The plan envisages that by 2031, Sydney's population will grow by 1.6 million people, with 900,000 of this population growth occurring in Western Sydney.

Growth of this magnitude will require the provision of 664,000 new homes, with a large percentage to be accommodated within Sydney's existing footprint.

The Plan specifically seeks to accelerate urban renewal across Sydney, particularly at existing train stations, in order to provide homes closer to jobs and amenities.

1.3 Meeting the Challenges

Providing sufficient zoned land is only part of the equation for delivering sustained housing supply. Whilst zoning in particular areas may be conducive to allowing a particular outcome in any given location, enabling and implementing outcomes also requires consideration of matters such as land tenure, which has a significant affect on the ability for these outcomes to be realised.

The proposed rezoning of the subject site is considered to have strategic planning and urban design merit as it:

- responds to the state government's strategic framework, which advocates increased densities in high amenity accessible locations such as Strathfield;
- proposes logical and rational amendments to the *Burwood Local Environmental Plan 2012 (LEP)* land use zoning, maximum height and maximum floor space ratio (FSR) development standards that are responsive and appropriate to the local context, in particular the heritage significance of this locality; and
- proposes building envelopes that are consistent with *State Environmental Planning Policy No. 65*, protecting the amenity of existing residents in proximity to the subject site and ensuring the amenity of future residents of a future proposed development.

2. Site

2.1 Site location

The subject site is located in close proximity to a variety of local amenities including a major metropolitan and intercity public transport node and local shopping and employment opportunities.

Refer to Figure 1

The subject site is:

- located 150 metres from Strathfield Railway Station;
- less than a 400 metre walk from the Strathfield Town Centre;
- within walking distance of the Parramatta Road Corridor, which has been identified for renewal under the Draft Parramatta Road Urban Transformation Strategy;
- close to education, health and recreation facilities.

Therefore, the location of the site affords a high level of amenity and accessibility to residents on a regional and local level. In this regard the site is considered highly suitable for higher density development.

The subject site is situated in a locality with a level topography, which facilitates very walkable distances to a major transport node.

2.2 Site description

The subject site encompasses a total of 14 properties and is approximately 1.37 hectares in area. It is located on the southern side of Cooper Street. Refer Table 1 below.

Key aspects of the subject site's context is illustrated in Figure 2.

Table 1. Site Description

Number	Lot	Street	DP
20		Cooper Street	SP 72009
18A	1	Cooper Street	DP 229007
18A	2	Cowdery Lane	DP 229007
18	1	Cooper Street	DP339188
14	15	Cooper Street	DP2089
12	16	Cooper Street	DP2089
10	1	Cooper Street	DP1040940
	17	Cooper Street	DP2089
8	1	Cooper Street	DP925133
6	21	Cooper Street	DP2089
	1	Cooper Street	DP911709
4	22	Cooper Street	DP2089
2	23	Cooper Street	DP2089
	24	Cooper Street	DP2089
	1	Cooper Street	DP 455342
2A	1	Cooper Street	DP320999
43A	A	Wentworth Road	DP33503
45	B	Wentworth Road	DP33503



Photograph 1. The subject site is in close proximity to local amenities



Photograph 2. Strathfield Town centre is in walking distance to the subject site



Photograph 3. Proximity to Strathfield railway station is a TOD opportunity

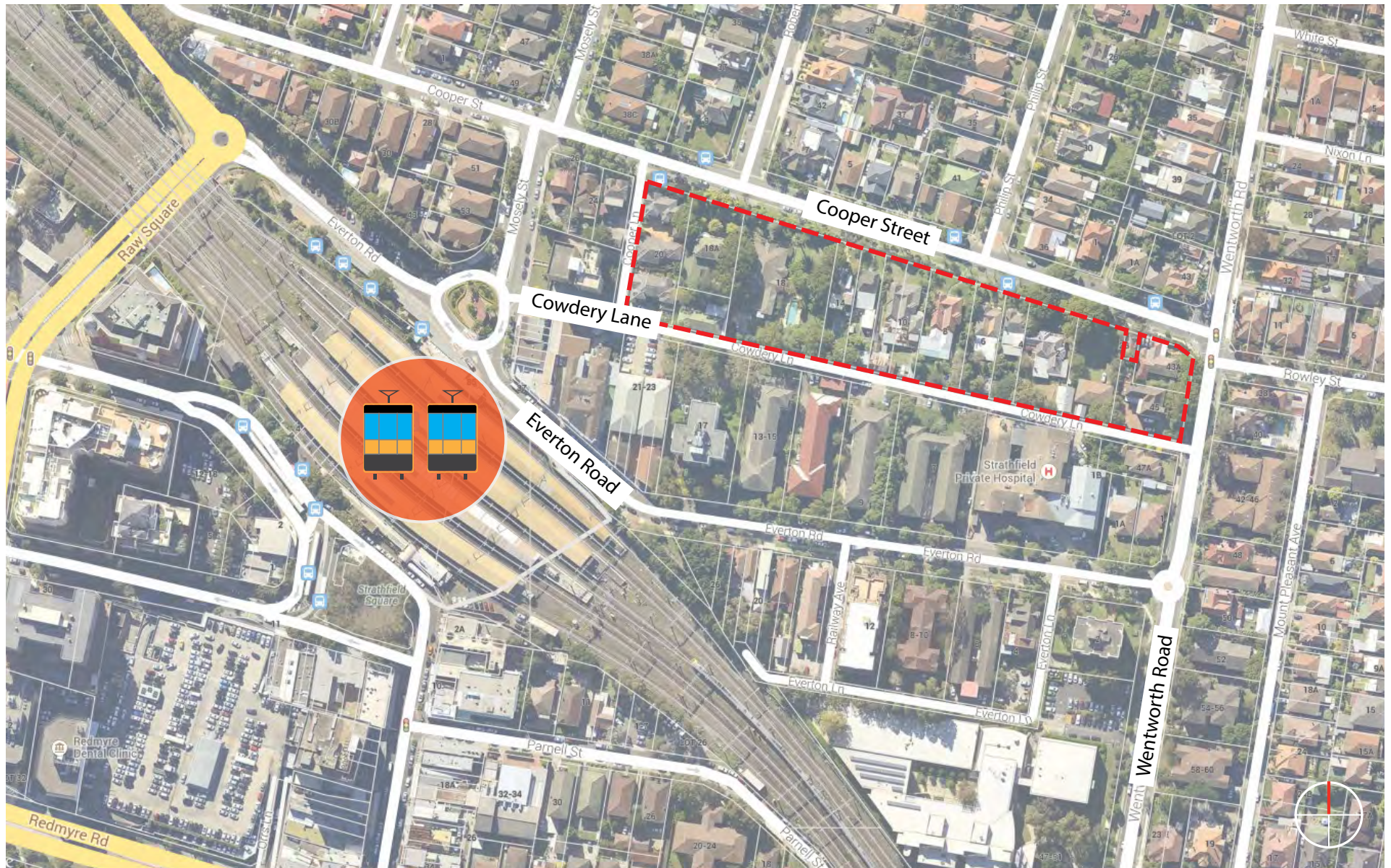


Figure 1. Subject land Source: Spatial Information Exchange (SIX) website

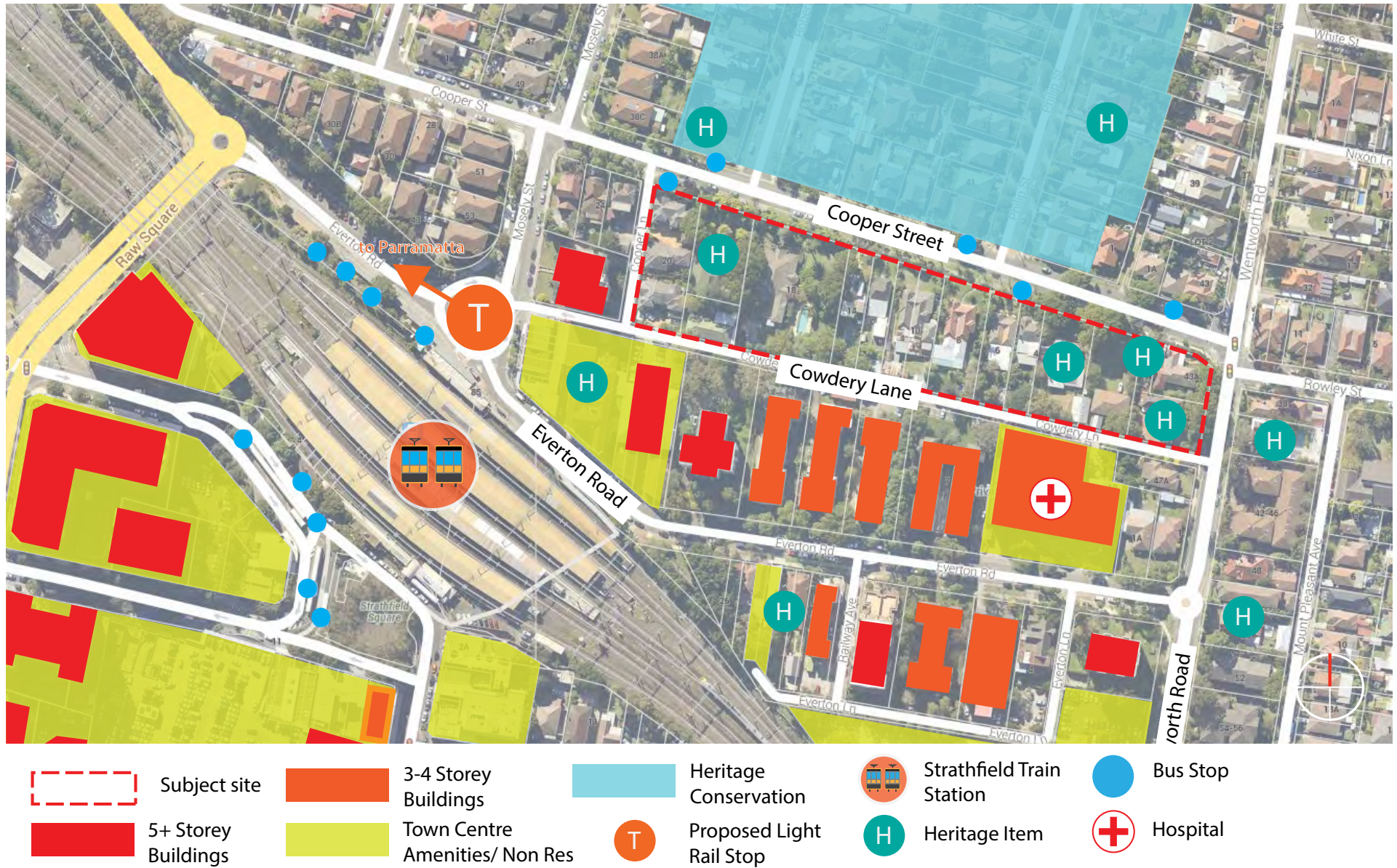


Figure 2. Local Context

3. Planning

3.1 Strategic Context

3.1.1 A Plan for Growing Sydney

The relevant metropolitan strategy relating to the Planning Proposal is *A Plan for Growing Sydney* released by the NSW Department of Planning and Environment in December 2014. The plan identifies Strathfield as being located on an Urban Renewal Corridor on which accelerated housing supply, diversity of choice and affordability are seen as critical issues to Sydney's ongoing success.

The strategy seeks to achieve the following outcomes for Sydney:

- Goal 1:** A competitive economy with world-class services and transport.
- Goal 2:** A city of housing choice, with homes that meet our needs and lifestyles.
- Goal 3:** A great place to live with communities that are strong, healthy and well connected.
- Goal 4:** A sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

The plan aims to better connect people to strategic centres and in doing so, connecting them to jobs, education facilities, health centres and hospitals and sporting, cultural and entertainment facilities. Global Economic Corridor Centres such as Parramatta and Sydney Olympic Park and the Sydney CBD are easily accessed from the proposed development with direct services to those locations from Strathfield Railway Station, a short walk from the subject site.

The subject site meets the intent of *A Plan for Growing Sydney* including its goals, principles and actions as the PP:

- seeks to establish planning controls that will assist in achieving outcomes envisaged by Goal 2: A city of housing choice, with homes that meet our needs and lifestyles, which aims to accelerate and diversify housing supply across existing infill areas of Sydney and improve housing choice and affordability;
- will increase housing supply, diversity and affordability close to the Strathfield Train Station and Town Centre, and by doing so will directly respond to Principle 1: Increasing housing choice around all centres through urban renewal in established areas;
- delivers on 'Action 2.1.1: Accelerate housing supply and local housing choices' and 'Action 2.2.2:

undertake urban renewal in transport corridors', which are being transformed by investment, and around strategic centres to establish appropriate planning controls, which enable housing development in close proximity to the Strathfield town centre, which is close to jobs and is serviced by frequent public transport services, capable of moving large numbers of people; and

- seeks to protect and enhance existing heritage built form needs and thereby responding to Goal 4 in that it proposes to reuse and adapt heritage items.

This PP seeks to establish appropriate development controls that increase housing supply and diversity whilst balancing a key opportunity for increased density with heritage conservation values.

From a wider strategic perspective, the development will provide residents with superior access to key centres in Sydney that offer quality jobs, entertainment and leisure, particularly along the Global Economic Corridor. The PP will assist in accommodating a changing and growing population, more affordable and high amenity living options, creation of more jobs closer to accessible transport options and allow for Strathfield town centre to strengthen and grow sustainably to achieve the goals of the plan.

Increasing height and FSR on the subject site as per this PP will directly assist in delivering the intended outcomes of the Plan as it will facilitate urban renewal and provide for additional housing and business opportunities on a local, district and regional level.

3.1.2 Draft Parramatta Road Urban Transformation Strategy

The draft Parramatta Road Urban Transformation Strategy (dPRUTS) was released in September 2015 and sets a long term vision for the transformation of the 20 kilometre Parramatta Road Corridor as well as eight identified growth precincts.

The Strategy seeks to increase the quantity and diversity of housing, expand transport choices, increase the number of job opportunities and improve the liveability along and adjoining the Parramatta Road corridor. Whilst the subject site is not identified as being located within the corridor or growth precinct, it is located immediately adjacent to the Homebush Precinct, which is envisaged for significant activation, higher density housing and a mix of land uses within walking access to train stations.

The DPRUTS proposes high density (6-8 storeys) at the western end of Cooper Street and 14-25 Storey high density development less than a block from the Heritage Conservation Area. This is illustrated in Figure 3.

The subject site is in as close proximity to the train station and town centre and can readily accommodate a higher density in keeping with the principles of the dPRUTS.

This strategic document highlights the changing nature of the locality and demonstrates its capacity to provide additional housing is recognised at state government level .

Community Consultation Outcomes

The consultation program for the updated draft Strategy took place between October and December 2015, during which time the public was invited to provide submissions to the document.

UrbanGrowth released its consultation outcomes report in May 2016. Notably, the outcomes report highlighted that concern was raised that areas farthest from train stations had been assigned the highest development

densities, with a view that higher density outcomes should be based on proximity to rail corridors and/or other key transport nodes.

UrbanGrowth advises in the outcomes report that it will re-examine relevant elements of the Precinct Plan, taking account of the feedback received, however no specific reference to how the plan would be evolved was provided at the time of writing this report.

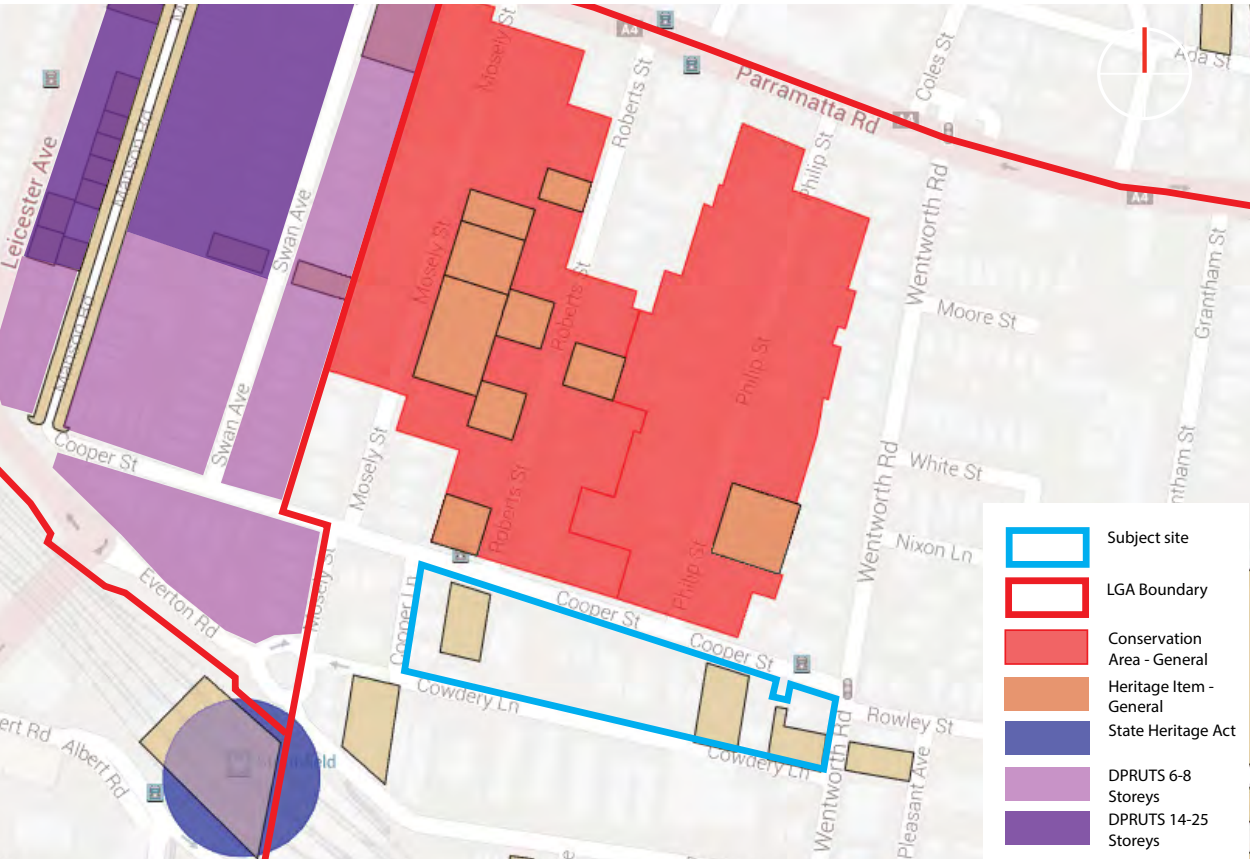


Figure 3. Site context in relation to the dPRUTS

3.2 Statutory Context

3.2.1 State Environmental Planning Policy 65: Design Quality of Residential Apartment Development

SEPP 65 is the primary planning instrument providing built form guidance that aims to ensure high quality design of residential flat development and is supported by these Apartment Design Guide (ADG).

These documents advocate for context appropriate design outcomes. The ADG establishes built form design controls that ensure adequate separation distances and setbacks to protect the amenity between neighbouring properties and to ensure internal amenity within new development in terms of solar access, building scale and the provision of communal open space.

The objective of this study is not to provide a detailed design for built form, but to take into account overarching design matters such as height, setbacks

and solar access need to be considered at the rezoning stage to establish an appropriately considered building envelope. This ensures that an appropriate built form that optimises site potential and minimises adverse impacts can be achieved prior to detailed design processes. Therefore, building separation and impacts on solar access for neighbouring dwellings are primary considerations of this study.

3.2.2 Burwood Environmental Plan 2012 (LEP)

The existing planning controls for the subject site reflect the intent for a low density and low scale urban form. Given the site's proximity to Strathfield train station and town centre, this does not necessarily reflect an appropriate outcome for the subject site.

The R2 Low Density Residential zoning of the subject site and neighbouring dwellings along Cooper Street under the LEP reflects the nature of its existing low density development, however the location would be more consistent with the land zoned R1 General

Residential to the south of the subject site. Whilst the planning proposal does not seek the rezoning of the site to R1, it does highlight that the zoning and expected built form outcomes for the subject site are incongruous with those intended for the east, west and south of the subject site.

Notwithstanding the proposed amalgamation of local governments, the subject site is also located at the convergence of three local government areas (LGA) being the Burwood, Strathfield and Canada Bay LGAs. This has hindered the ability to achieve a consistent approach to the application of planning principles adjacent to Strathfield town centre and train station and highlights a need for more coordinated approach to precinct planning given the strategic nature of the subject site.

The site is also located adjacent to a heritage conservation area and contains heritage items, meanings appropriate consideration is necessary for heritage values both on and off the subject site.

“...The DPRUTS proposes high density (6-8 storeys) at the western end of Cooper Street and 14-25 Storey high density development less than a block from the Heritage Conservation Area...”

3.2.3 Land use zoning

The subject site is currently zoned R2 Low Density Residential, however the portion of R2 zoned land south of Cooper Street is considered anomalous in comparison to the cohesively characterised with low density and character dwellings north of Cooper Street.

Therefore, it is considered that the existing zoning pattern does not represent a consistent or logical application to residential density along Cooper Street. Refer Figure 4.

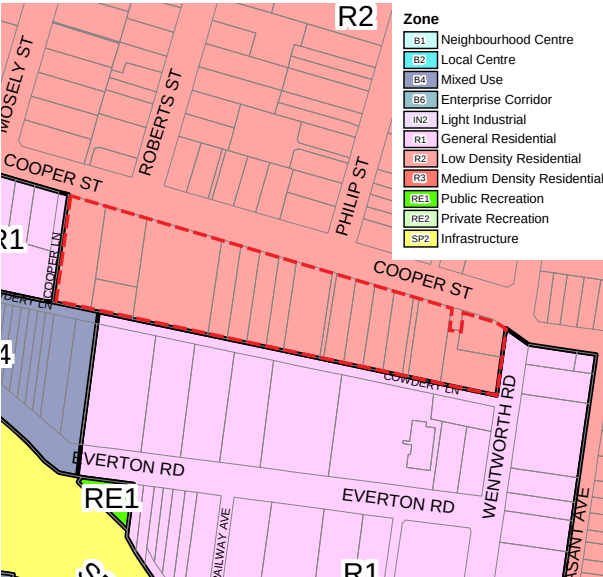


Figure 4. Zoning of the subject site and surrounds (subject site highlighted in red)

3.2.4 Building height

Permissible height within the R1 zone is limited to 14 metres. However, it is surrounded on three of its sides by taller development forms or height and zoning controls which permit such outcomes to occur.

As demonstrated by this study, greater development forms can be reasonably achieved on the site with minimal environmental impact. Therefore given this and for consistency with the surrounding context, it is logical that Cooper Street form the distinguishing northern boundary for development of a greater height. Refer to Figure 5.

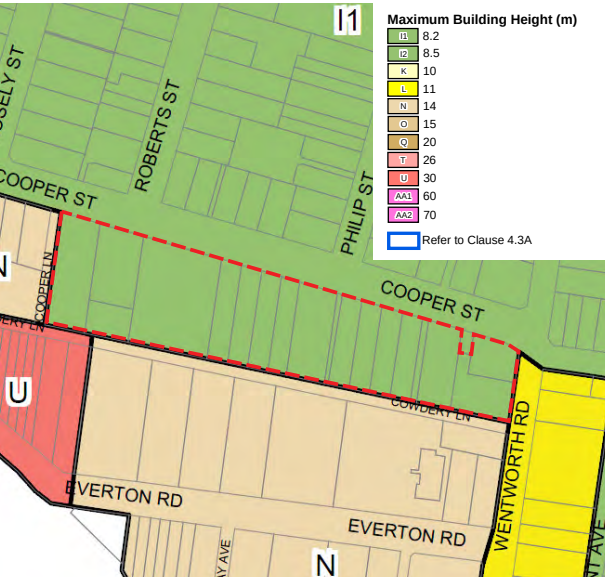


Figure 5. Maximum Height of Buildings of subject site and surrounds (subject site highlighted in red)

3.2.5 Floor Space Ratio

FSR within the R1 zone is limited to 0.55:1. However, it is surrounded on three of its sides by higher density development forms or height and zoning controls which permit such outcomes to occur.

As demonstrated by this study, greater development forms can be reasonably achieved on the site with minimal environmental impact. Therefore given this and for consistency with the surrounding context, it is logical that Cooper Street form the distinguishing northern boundary for development of a greater density. Refer to Figure 6.

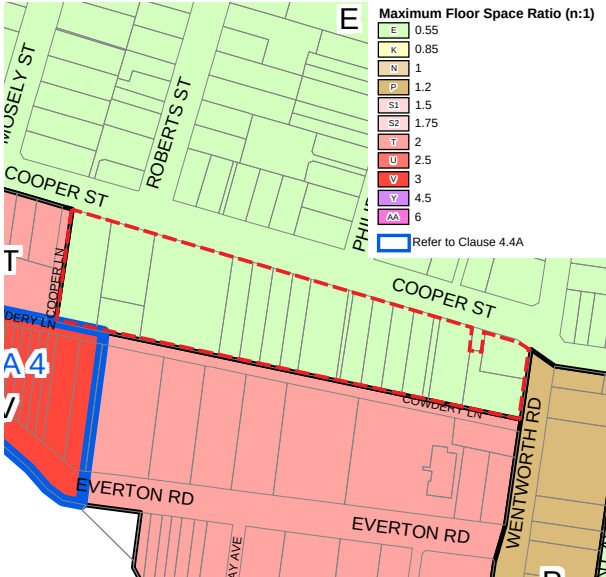


Figure 6. Maximum Floor Space Ratio of subject site and surrounds (subject site highlighted in red)

4. Place Analysis

The subject site is strategically located at the transition point between the town centre and the suburban character north of Cooper Street. Its location and context is highly conducive to Transit Oriented Development.

The subject site is a mostly collection of single storey dwellings on large underutilised lots. There are few significant heritage dwellings on the eastern end and the subject site abuts the heritage conservation area to the north, a series of three storey walk up flats to the south and abuts the town centre to the west.

The subject site presents a major opportunity in close proximity to the Strathfield railway station and town centre for a redevelopment to accommodate higher density transit oriented development .

Prevalent three and four storey strata residential developments south of the subject site are at an age where significant maintenance or redevelopment will be required in the medium term. This is likely to result in significant changes in the density of the precinct over time as land surrounding the Strathfield railway station transitions in response to its TOD context.

Cooper Street provides a logical northern limit for town centre expansion due to the location of the heritage conservation area to its north as well as the exiting high rise tower building at the western end of the site. The following photographs outline the development context surrounding the subject site.



Photograph 4. High rise tower opposite the western end of the subject site.



Photograph 5. Containing development within the town centre core is essential to protecting the character of heritage conservation areas to the north of Cooper Street.



Photograph 6. Setbacks along Cowdery Lane provide separation between the subject site and neighbouring built form.



Photograph 7. Landscape setbacks along Cooper Street enhance the garden streetscape character.



Photograph 8. Cowdery Lane acts as both a pedestrian and vehicle link.



Photograph 9. Large setbacks and the existing tree canopy provide opportunity for screening upper levels and maintaining the green leafy character of Cooper Street.

4.1 Streetscape analysis

The Cooper Street streetscape consists of a variety of lot and dwelling types and orientations of built form, which over time, has resulted in the development of a streetscape which lacks the unifying heritage characteristics of the residential streetscapes on Swan Avenue, Moseley Street and Roberts Street and Phillip Street to the north of Cooper Street. The streetscape analysis reflected in Figures 7-9 examines the streetscape from the following angles:

- Orientation and width of lot frontages.
- Building typologies.
- Approximate building footprint.
- Landscape and setbacks.

The importance of this analysis given the relationship to the adjoining heritage conservation area is that the northern streetscape of Cooper Street is broken up by multiple roadways and housing facing east west. These figures demonstrate that, whilst Cooper Street is relatively consistent in terms of scale, its composition reflects varying setbacks and building styles, which presents an incohesive streetscape character.

Setbacks along Cooper Street that vary between approximately 3 metres and 6 metres for the majority of houses. There are also examples of setbacks of between 15 metres and 30 metres along Cooper Street. Front setbacks provide a strong landscape along the south side of Cooper Street and is a defining characteristic and provides a leafy transition between the street and building edge.

Redevelopment of the subject site should be cognisant of establishing a more cohesive streetscape character and provide setbacks that allow for a landscaped transition between the property boundary and building edge.

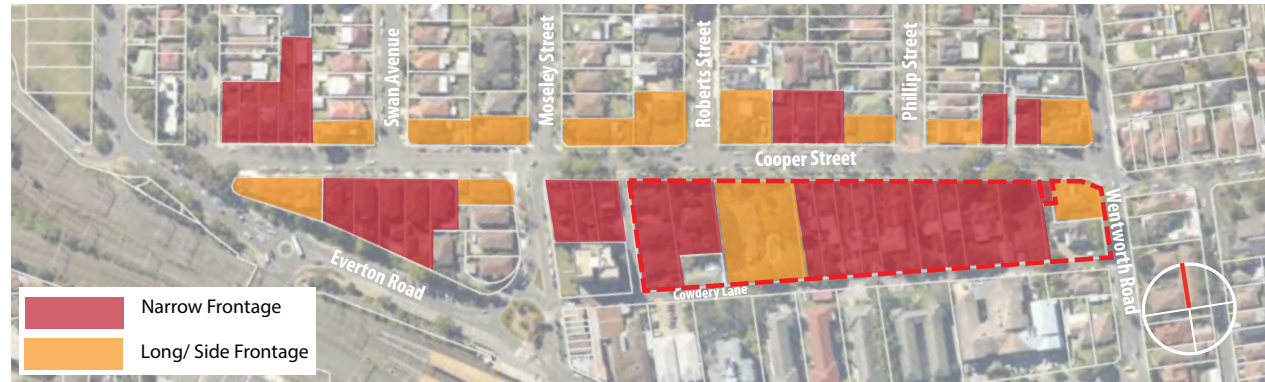


Figure 7. Existing orientation of buildings along Cooper Street



Figure 8. Existing building typologies along Cooper Street



Figure 9. Existing building footprints along Cooper Street

4.2 Existing building form

The subject site and its surrounds are characterised by a variety of different building typologies and heights.

The site is situated at the transition point between inner urban and suburban activities and building typologies. This presents opportunities for a built form on the subject site that responds to the surrounding context, whilst also allowing for a more urban approach for future development. The following typologies are reflective of the precinct surrounding the subject site.



1: High Rise Residential Flat Buildings

These buildings are characterised by heights of 8 storeys and above with large setbacks to the street. The buildings contain generally bulky floor plates which are repeated with minimal architectural articulation between levels.

2. Walk-up Residential Flat Buildings

Typically 3-4 storeys in height consisting of two to three habitable levels and a utility level for car parking garages, storage and entryways. Roof forms are generally pitched and large setbacks provide limited relationship with the street.

3. Detached Dwellings

A number of detached single storey heritage and character dwellings are located north of the subject site, particularly in the residential lands north of Cooper Street. Building setbacks assist in establishing a leafy and garden-like character for the suburb.

4. Commercial/ Retail/ Mixed-use

A number of non-residential buildings are located adjacent to the railway station and are characterised as traditional one and two storey developments with commercial uses at ground level.

The key opportunities that exist for the future development of the subject site in terms of its response to existing built form are outlined below.

- New development should be of a type and scale that provides an appropriate response to the scale of nearby buildings.
- Where new development fronts onto streets of a low scale residential character, transitional design measures should be employed such as stepping back of heights and bulk and providing landscape setbacks.



An analysis of particular elements of built form relevant to the subject site are outlined in the built form analysis within Figure10.

- a 10 storey building opposite the subject site as seen from Cowdery Lane.
- b Existing multi unit developments between Everton Road and Cowdery Lane are generally 3-4 storeys in bulk and set back substantially from Cowdery Lane for vehicle access and car parking.
- c The building at the corner of Everton Road and Railway Avenue includes a 7 storey portion with lower scale development addressing Everton Road, consistent with the scale of buildings along that street.
- d 9 storey tower at the corner of Cooper Lane and Moseley Street. The building is designed with minimal articulation and repetition between levels.
- e 8 Storey tower at the corner of Everton Road and Wentworth Road. The building is designed with minimal articulation and repetition between levels.
- f High rise development within the town centre core is generally bulky, with minimal design articulation of façades and between floors, resulting in overshadowing of the public realm.

- g 16 Storey mixed use development south of the railway line includes a 4 storey podium with upper levels setback.
- h Residential areas north of Cooper Street have a strong character and heritage.
- i Non residential uses are not a focus north of the railway but provide for some daily needs and entertainment activities.
- j Service areas of the hospital back onto the lane way with no interface at ground level.
- k Heritage substation located on Cooper Street provides character to the streetscape.
- l Strata dwellings at the corner of Cooper Street and Cooper Lane are unlikely to redevelop and are not include within the subject site.
- m Walk up flats on Everton Road provide minimal character to the streetscape.
- n Heritage building at 45 Wentworth Road.





Figure 10. Existing Built Form Analysis

4.3 Public transport

The subject site is located in close proximity to the town centre and Strathfield Railway Station, which is a major metropolitan and intercity public transportation hub. All properties are located between 150 and 400 metres of the station, providing easy and level walkable access. The site also affords good accessibility to bus services with a number of stops located along Cooper Street.

On 7 March 2016, the State government announced its preferred light rail route between Parramatta and Strathfield. The route will connect Parramatta, Westmead, Olympic Park, Carlingford, Camellia and Strathfield with approximately 20 kilometres of light rail. This route terminates at Strathfield station, further enhancing transport access and walkability at the subject site.

Upon completion the light rail infrastructure will provide frequent and reliable links to the major precincts such as Westmead Hospital, The University of Western Sydney, the Parramatta CBD, Olympic Park and Strathfield while also catalysing urban renewal at Camellia. It is anticipated that construction beginning in late 2018 or early 2019.

The State government's announcements and strategic objectives outlined within *A Plan for Growing Sydney* and the draft *Parramatta Road Urban Transformation Strategy*, presents an excellent opportunity for more intensive forms of development to be located within the subject site in line with Transit Oriented Development principles with the dual benefit of both heavy and light rail infrastructure.

Figure 11 illustrates the various opportunities for public transport in relation to the site, including the indicate location for a light rail terminus based on information provided by TfNSW. Figure 12 illustrates the preferred route for the Parramatta Light Rail as provided by TfNSW.



Figure 11. Public transport opportunities



Photograph 10. Proximity to the Strathfield Train Station provides excellent opportunity for transit oriented development.



Photograph 11. Along with being close to rail transport, Cooper Street has good accessibility to local bus routes.

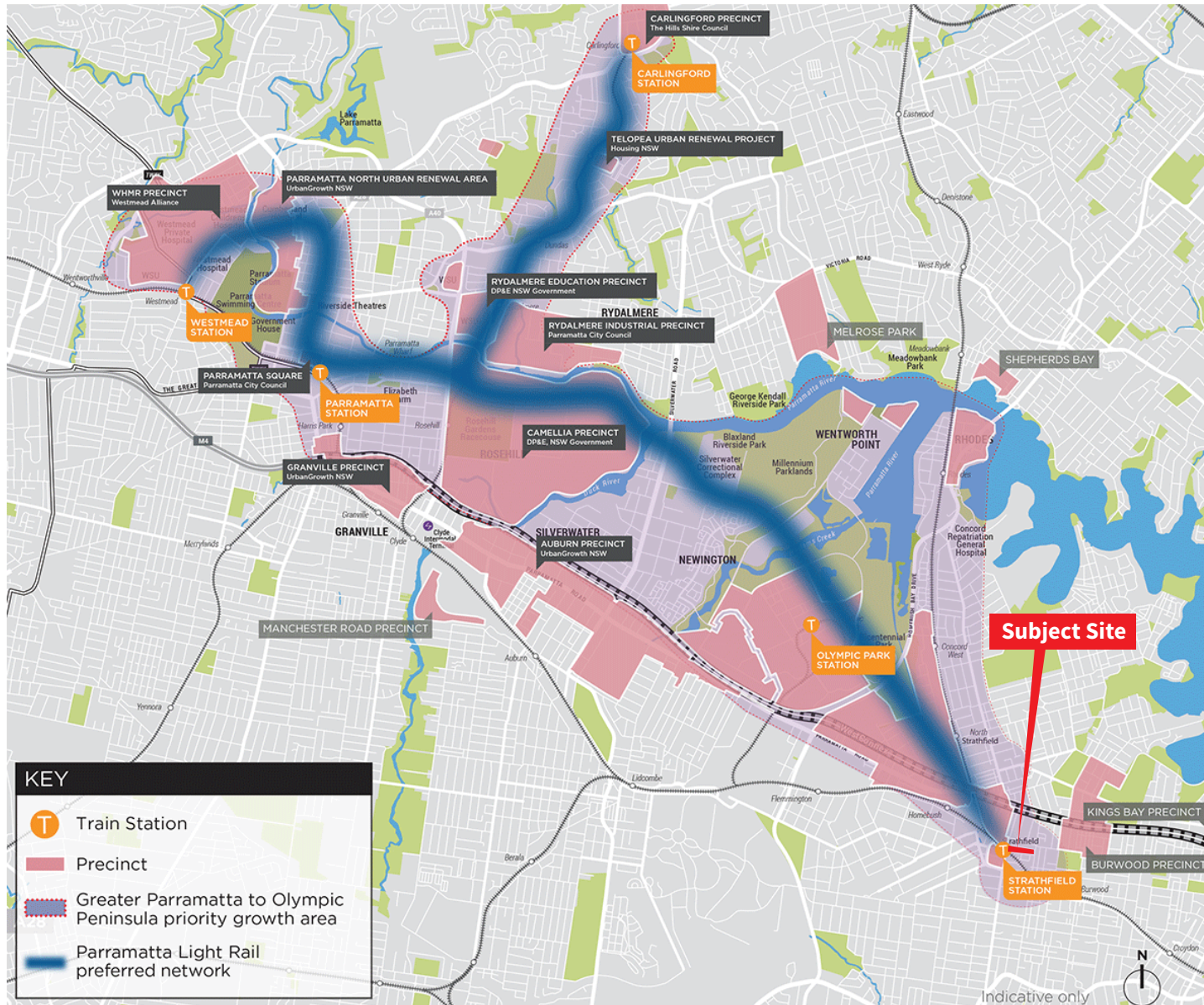


Figure 12. Proposed Parramatta - Strathfield Light Rail Route

4.4 Access to amenities and employment



Figure 13. Subject site in relation to local commercial, retail, cultural and civic land uses

The Strathfield town centre provides access to a variety of commercial, retail and civic amenities and is within walking distance of the subject site on both sides of the railway line. This also provides local employment opportunities that enhance the degree of self containment within the locality.

Introducing a greater intensity of residential activity will promote greater economic strength by reinforcing the viability and diversity within the existing centre, by reinforcing Strathfield and a origin and destination.

The station facilitates ready access to both Sydney City and Parramatta CBD employment hubs as well as key destinations along the Global Economic Corridor and the Homebush Bay precinct.

4.5 Large contiguous land parcels in Strathfield



Figure 14. Large contiguous land parcels close to Strathfield station

The subject site is one of few large contiguous areas of land adjacent to the Strathfield railway station. Collectively owned by a group of cooperative land owners, the land tenure of the site is conducive to achieving coordinated, precinct based approach to land use planning.

It is therefore considered that the subject site provides a suitable location for potential future intensification of higher density residential development.

4.6 Distribution of height



Figure 15. Subject site in relation to taller buildings close to Strathfield station

Distribution of taller buildings in Strathfield is focused primarily to the south of the Strathfield railway station within the town centre. However, three high rise towers and a number of medium density walk up developments exist on the north side of the railway line in close proximity to the subject site. The peripheral areas are predominantly characterised by suburban-scale single detached dwellings.

Taller buildings are generally located within the area bounded by Wentworth Road, Raw Square, Morwick Street and Cooper Street. This further reinforces the notion that Cooper Street provides a logical limit for taller buildings and greater residential intensity.

4.7 Opportunities for increased density in the locality

The subject site presents an opportunity for increased density, particularly for the western portion of the site closest to the train station. The eastern portion of the site also includes some opportunity for a moderate increase in height and density if undertaken in a manner that is sensitive to heritage items proposed to be retained in that part of the site.

Increasing FSR and height should not be restricted to just the subject site, the same logical planning merit arguments that support increasing FSR and height on subject site are equally relevant to land to the south of Cowdery Lane. To readily activate change in this location so well positioned adjacent to the train station, a review and significant increase in FSR and height is warranted.

Whilst sites south of Cowdery Lane are developed at a scale of 3-4 storeys, the majority of these buildings are comprised of ageing walk up strata developments likely to be in multiple ownership, which will require significant upgrades or redevelopment in the medium to long term.

Given that intensification of land uses adjacent to railway stations is increasingly common practice, it is likely that these ageing strata developments will be redeveloped in future to accommodate higher order development. In order for redevelopment of these building to be feasible, significant uplift is most likely to be in the order of 12-16 storeys, commensurate with their proximity to the town centre.

In this regard, it is logical for the subject site to accommodate development of that is greater in height and density than the existing development south of Cowdery Lane.



Figure 16. Opportunities for increased height and density north of the railway line. (Source base mapping - Nearmap)

“...it is likely that these ageing strata developments will be redeveloped in future to accommodate higher order development. In order for redevelopment of these building to be feasible, significant uplift is most likely to be in the order of 12-16 storeys,..”



5. Heritage Context

The study area comprises places of heritage value of varying levels as noted below. Figure 17 provides a spatial outline of the location of heritage items and areas.

The subject site is also located in close proximity to the Heritage Conservation Area identified within the BLEP 2012, however no portion of the subject site is located within the Heritage Conservation Area.

5.1 State Government Agency Heritage and Conservation Register

The subject site is adjacent to one place listed under section 170 of the Heritage Act 1977. A section 170 Register is a record of the heritage assets owned or managed by a NSW government agency:

- No. 2B Cooper Street, Strathfield - 1950's Electricity Substation No. 308

It is also noted that the Archaeological Management Provisions of the Heritage Act 1977 apply to any relics, that may be located below ground level. If, at any time during future development, unexpected archaeological remains are uncovered or disturbed, work must stop immediately and the NSW Heritage Council must be notified.

This state heritage listed item is not included within the subject site, but has formed part of heritage investigations to ensure impacts area appropriately managed.

5.2 Places of local significance

Figure 17 illustrates that the subject site contains three local heritage places, identified in Schedule 5 of the Burwood Local Environmental Plan 2012:

- No. 45 Wentworth Road, Strathfield (I207)
- No. 2 Cooper Street (I190)
- No. 18A Cooper Street, Strathfield (I192)

The following heritage places, listed in the Burwood Local Environmental Plan 2012, are in the vicinity of the subject site:

- No. 9 Cooper Street, Strathfield (I194).
- Nos. 27–33 Everton Road, Strathfield (I194).
- Mosely and Roberts Streets Heritage Conservation Area.
- Philip Street Heritage Conservation Area.

5.3 Heritage Opportunities

A Heritage Assessment of the three items has been prepared by Urbis, which can be viewed at Appendix E of the Planning Proposal. Urbis Concludes:

“This assessment concludes that the dwellings at 45 Wentworth Road and 2 Cooper Street should be conserved, along with the substation in Cooper Street, listed on the S170 Register.

The demolition of the dwelling house located at 18A

Cooper Street, Strathfield is supported on heritage grounds, as this report has found that it does not meet the threshold for Local heritage listing and is therefore not required to be retained. In addition to this, the structural report prepared by United Consulting Engineers Pty Ltd has determined that the condition of is poor and will soon require substantial remedial works to mitigate concrete cancer, which may require substantial reconstruction of the principal northern façade. The significance of the building is currently vested in its primary façade and form and reconstruction of this would diminish its significance.”

Based on the above conclusion, the following opportunities relating to the aforementioned heritage items are noted:

- Retain heritage items I190 at 2 Cooper Street and I207 at 45 Wentworth Road.
- De-list heritage item I192 at 18 A Cooper Street, which will allow for its future demolition subject to DA approval to allow for higher order development.
- Ensure a sensitive approach to heritage items I190 at 2 Cooper Street and I207 at 45 Wentworth Road.
- Incentivise the restoration of heritage item I190 at 2 Cooper Street

TPG emphasises that the project boundary purposefully excludes the substation in Cooper Street, listed on the S170 Register and therefore proposes no changes that would adversely impact on that heritage item.

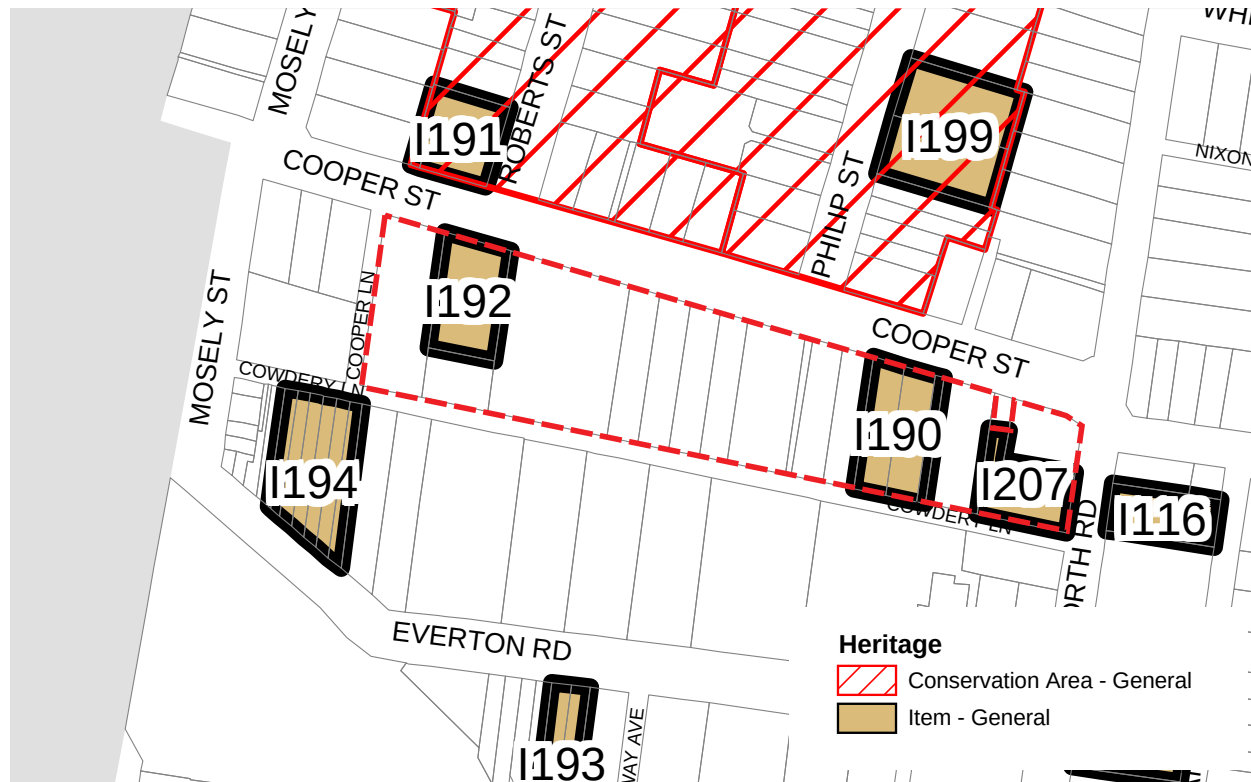


Figure 17. Existing heritage items

In addition to the heritage assessment report of these three specific items, Urbis has also undertaken a Heritage Impacts Statement (HIS) of the PP. Built form concepts provided in Section 6 of this Urban Design Study have been developed with heritage inputs from Urbis. In its HIS provided as Appendix F of the Planning Proposal, Urbis concludes:

“Overall, it is recognised that the subject site is a transitional zone between higher density development located around the town centre and railway station and suburban development on the northern side of Cooper Street. The proposed rezoning allows for higher density development in a key area, being in the vicinity of the train station and town centre and where redevelopment is likely to occur. Any future development will form part of a contemporary layer in the locality and in the vicinity of the heritage items and heritage conservation areas.

The rezoning allows for the retention of those heritage items deemed to be significant on the site and the conservation and ongoing maintenance of these items, in particular the restoration of 2 Cooper Street, which is presently in a dilapidated and uninhabitable condition. This is specifically incentivised through the



Photograph 12. Item I190 at 2 Cooper Street



Photograph 13. Item I207 at 45 Wentworth Road



Photograph 14. Item I192 at 18A Cooper Street



Photograph 15. State listed Electrical Substation

LEP amendment, which requires active conservation and restoration of the building in accordance with a Conservation Management Plan to achieve additional uplift. The PP includes amendment to the LEP to remove 18A Cooper Street from the listing Schedule 5, which is supported by the heritage assessment prepared by Urbis and attached as Appendix A. The remainder of the site properties are not heritage listed and in principle support is given for the demolition of these in line with the indicative concept.”

In support of the proposed development concept in Section 6 of this Urban Design Study, which was developed in collaboration with Urbis’s heritage experts, Urbis highlights the following points of discussion:

Height and Scale

☑ The PP and indicative concept in the Urban Design Study allows for a larger scale development on the western end of the block and lower scale development on the eastern end of the block (in the vicinity of the heritage items). This will allow for a transition in scale and stepped development across the site, with lower scale development on the eastern end to respond to the lower scale of identified heritage items.

☑ Specifically, the Urban Design Study and recommended LEP amendments allow for building heights of 3-4 storeys (11m) at the eastern end of the site and building heights of 6-8 storeys (with potential for up to 12 storeys) at the western end of the site. This is generally in line with surrounding higher density development in the vicinity of the town centre and railway station, which already forms part of the established visual setting of the area and responds to retained heritage items.

Massing

☑ The PP and indicative concept in the Urban Design Study allows for an opportunity to incorporate massing and scale that is more cognisant of the streetscape and built form context than existing surrounding large scale development and built form. The proposed amended planning controls will provide for well-designed buildings with good articulation to respond to the streetscape and extant heritage items, including by way of a podium base and upper levels set back above.

Setbacks

☑ Existing setbacks on the subject site vary and the streetscape has an inconsistent character. Future new development should be cognisant of the existing setbacks of the identified heritage items and seek to establish consistency in the streetscape.

☑ Indicative garden setbacks to Cooper Street provide for the retention of existing mature street trees and the established landscape character, to provide a buffer between the site and the Heritage Conservation Areas on the opposite side of Cooper Street.

☑ The PP and indicative concept in the Urban Design Study allows for a podium base to the streetscape, (with upper levels setback above), in the vicinity of extant heritage items, which responds to the lower scale of these items.

Views

☑ Principal views to the extant heritage items on the site are from the streetscape (Cooper Street and Wentworth Avenue). Future detailed development should allow for consideration of appropriate curtilage for heritage items to enable retention of

views and vistas and to allow the heritage items to retain their visual prominence. This may include the provision of new public spaces and pedestrian links as demonstrated in the indicative concept.

☑ There are no significant views identified from the heritage items.

Subdivision

☑ The PP is likely to result in allotments which will be consolidated in line with indicative development concepts. Future development in the vicinity of heritage items should be respectful to existing curtilages and, as discussed above, should seek to establish greater curtilage where possible, including through the provision of new public spaces and pedestrian links as demonstrated in the indicative concept..

Based on the above, it is considered that the heritage response reflected in the development concept and Section 6 of this Urban Design Study is appropriate for the subject site in terms of its potential impacts on the locality.

The PP addresses the specific recommendations relating to the conservation of 2 Cooper Street through the existing LEP provisions and the preparation of a conservation management plan and conservation work undertaken with respect to that item. This is addressed in Section 3.2.5 of the PP.

“...The proposal will provide for well-designed buildings with good articulation to respond to the streetscape and extant heritage items, including by way of a podium base and upper levels set back above..”

6. Development Opportunities and Principles

Increasing housing opportunities in close proximity to Strathfield train station and the town centre will provide a high amenity lifestyle for future residents, however should be balanced with the priority of protecting the amenity of the existing community.

6.1 Focusing and consolidating growth in the core area

Focusing higher density development within a fixed area, by establishing a town centre frame as illustrated in Figure 18 will enable high density development in areas where it is best suited. This approach will assist in protecting low density areas to the north of Cooper Street and reduce pressures on surrounding low density areas to redevelop by consolidating a TOD core.

Increased residential densities north of the railway within the central core line will assist in supporting the town centre economy, whilst also providing accessibility to town centre and transport amenities for a greater number of residents.

Cooper Street forms the southern boundary of the heritage conservation area to the north of the subject site. Given the subject site is not included within the Heritage Conservation Area, Cooper Street forms a logical boundary for the town centre frame.



Figure 18. Proposed area for urban consolidation

6.2 Key Planning Principles

Principles for future development of the subject site should correspond to the site's key contextual opportunities. In particular, the site's location in close proximity to major transportation infrastructure including the Strathfield railway station and the proposed future terminus of the Parramatta Light Rail affords a key opportunity for increased density, particularly at the western end of the site adjacent to existing high density residential towers.

Responding appropriately to the site's heritage context is critical to achieving a higher density outcome on the site in a manner that balances conservation values with the principles of intensification at such a strategically located site.

The overarching principles for development of the subject site are outlined in the box to the right:

Transit Oriented Development

- Focusing density close to the train station and existing higher residential development to the west of the subject site

Conservation and adaptive reuse of heritage dwellings

- Encourage retention, conservation and adaptation of heritage through incentives

Placemaking outcomes conducive to people

- Conserve significant landscapes and create places conducive to people

A garden streetscape

- Large street setbacks provide a planting zone for trees and shrubs to provide a sense of privacy and a soft interface between the street and built form

Transition of building bulk

- Taller built form at the western end of the site closer to the train station.
- Lower built form in proximity to the heritage items at the eastern end of the site.
- Podium levels adjacent to Cooper Street to provide an appropriate transition towards lower scale development in the heritage conservation area north of Cooper Street.

Solar access

- Ensure appropriate solar access to neighbouring development through testing against the requirements of SEPP 65/ ADG

Connecting the community

- Encourage vehicular access from Cowdery Lane to reduce impact on pedestrian qualities of Cooper Street
- A new place based pedestrian connection between Cooper Street and Cowdery Lane
- Increase the number of residents who live close to transport and amenities to reduce reliance on vehicle trips

6.3 A Precinct Based Approach

The two key opportunities applicable to the subject site are:

- increasing density in line with TOD principles; and
- conservation of heritage values requires careful consideration.

Upon initial consideration, these opportunities appear conflicting. However, given the size and configuration of the site, it is possible for an appropriate balance to be achieved by transitioning the urban design approach across the site. A precinct based approach is therefore proposed.

By creating two adjacent precincts within the site, an appropriate balance between heritage and TOD opportunities can be achieved. Establishing a lower scale and fine grain conservation focus at the eastern end of the site would respond to heritage values and place making opportunities.

Transitioning westwards towards the Strathfield train station, the potential exists to respond to higher density and larger scale TOD opportunities at the western end of the site.

Precinct 1 - High Density TOD

Core Principles

- Taller buildings closest to Strathfield Train Station
- Transition heights by gradually reducing height eastwards towards heritage precinct.
- Apartment buildings with large setbacks to Cooper Street to retain the landscape character of Cooper Street.
- Not limiting development potential to just the Cooper Street site but also extending increase in height and FSR to the adjoining sites to the south in future planning control review/ update.
- Setbacks to Cowdery Lane to allow for greater separation/ demarcation of pedestrian and vehicle movement.
- A lower podium of three storeys fronting Cooper Street as a transition to the low scale residential development opposite the subject site, which is consistent with lower scale residential development.

Precinct 2 - Heritage Infill

Core Principles

- Incentives for conservation and adaptive reuse of heritage item particularly at 2 Cooper Street.
- Lower scale development adjacent to heritage items.
- Create publicly accessible place making elements.
- Conserve significant landscape elements along Cooper Street.
- Create a new pedestrian link.
- New infill buildings to reflect form and materials palette that is sympathetic to heritage items.
- Incentives for conservation, restoration and adaptive reuse of heritage items through statutory mechanisms that allow for the bonus Height and FSR in the appropriate location.

“...By creating two adjacent precincts within the site, an appropriate balance between heritage and TOD opportunities can be achieved...”

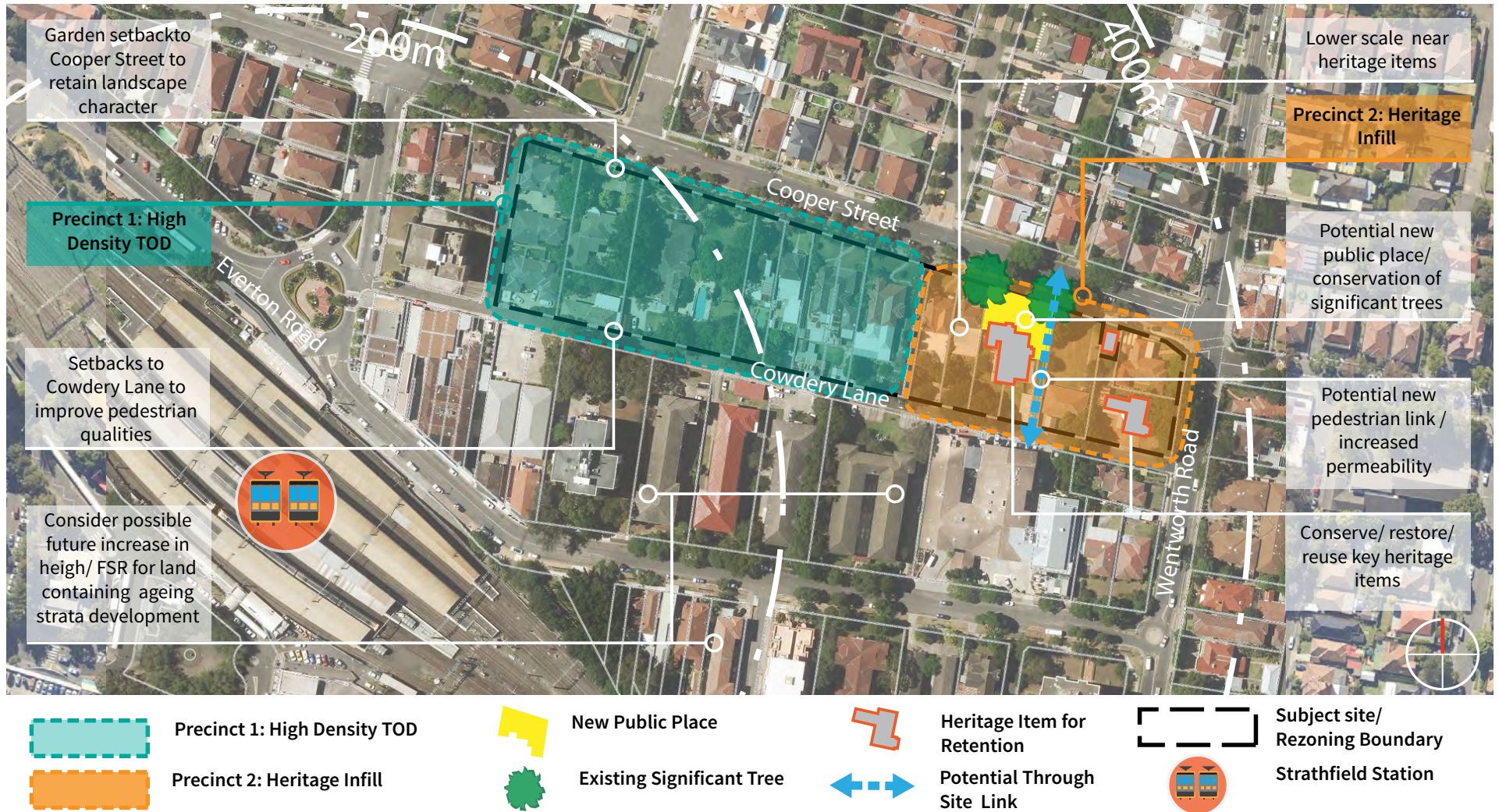


Figure 19. A precinct-based approach to balance TOD and heritage opportunities across the site.

To achieve this, the following two precincts are proposed, which are illustrated in Figure 19:

6.4 Potential Built Form Concept

The Indicative development concept illustrated in Figure 20 is based on the core principles for each precinct outlined previously in Sections 6.1- 6.3. The key aim for future development of the subject site is to provide a contextual response to the existing urban environment and provide an appropriate balance to achieving both high density transit oriented development and heritage conservation outcomes.

Key principles underpinning indicative built form concept are illustrated in Figure 20. In summary the indicative development concept has been prepared in accordance with the following:

- Building heights that transition from a low scale built form at the eastern end of the site where heritage items are proposed to be retained towards

the west where greater density is more appropriate in close proximity to the railway stations and town centre.

- Building height of between 3 and 4 storeys at the eastern end of the site to allow for a lower scale built form response to heritage items proposed to be retained within the subject site.
- Building heights of between 6 and 8 storeys at the western end of the site close to the Strathfield railway station.
- Potential height bonuses associated with the conservation and ongoing maintenance of heritage items allowing for height of between 8 and 12 storeys at the western end of the site.
- Setbacks to Cooper Street of between 6 and 10 metres to reflect the existing garden character of Cooper Street and enable the potential conservation of large established trees at 2 Cooper Street.

- Upper level setbacks to Cooper Street above three storeys of 14 metres to 16 metres to provide a podium level interface that provides transition between taller buildings on the subject site and lower scale development to the north of Cooper Street.
- Minimum setbacks of 3 metres to Cowdery Lane that allow for improved pedestrian safety by providing a transition zone.
- Upper level setbacks to Cowdery Lane to ensure appropriate levels of solar access for existing neighbouring residential flat buildings.
- The importance of solar analysis used to determine appropriate and acceptable height and FSR limits on the subject site.

“...The key aim for future development of the subject site is to provide a contextual response to the existing urban environment and provide an appropriate balance to achieving both high density transit oriented development and heritage conservation outcomes....”



Photograph 16. Large trees on Cooper Street may be retained as a part of future development by through proposed setbacks.

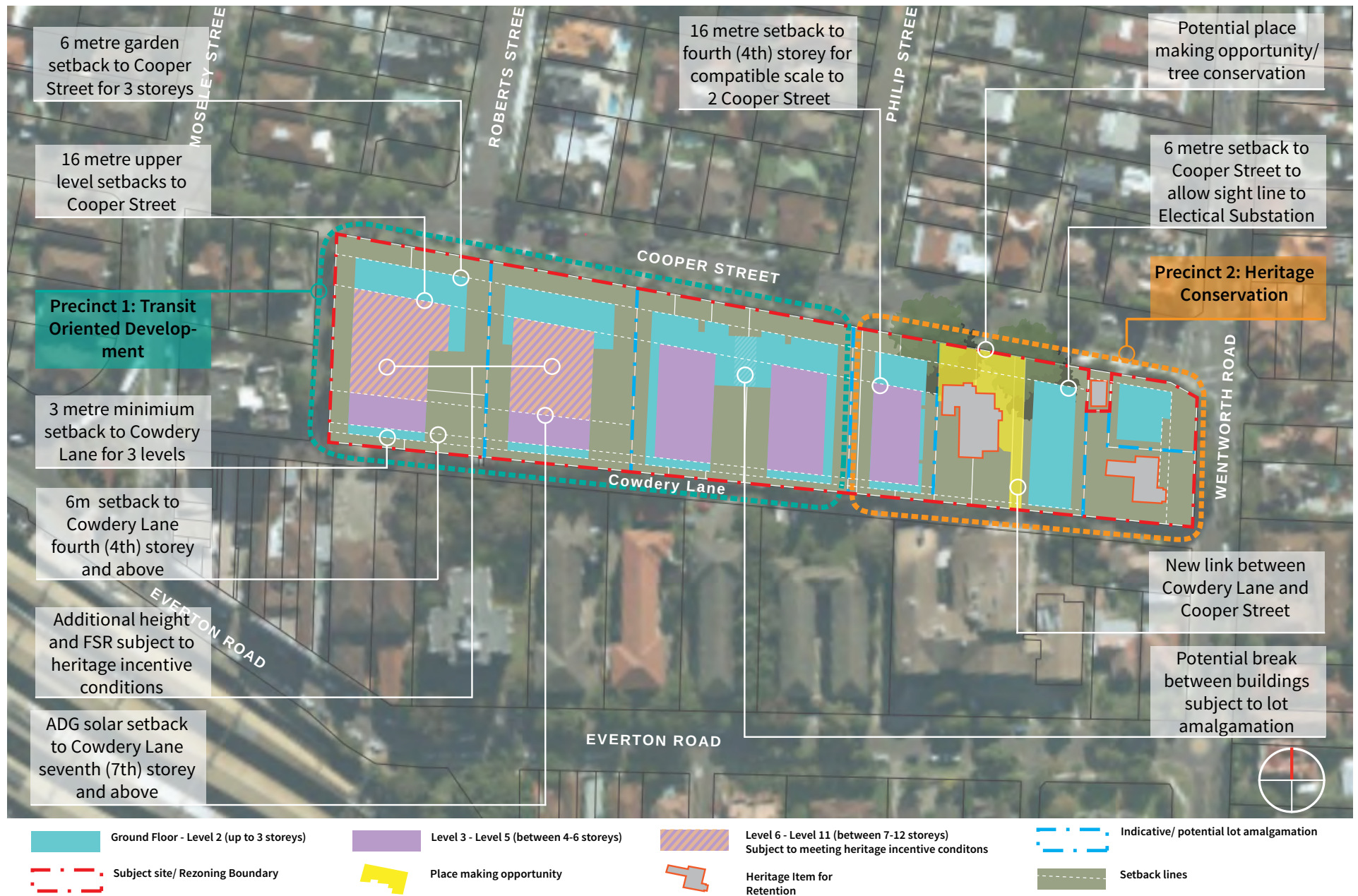


Figure 20. Proposed heights and setbacks.

6.5 Proposed building massing

Proposed building heights aim to establish a height transition across the site to provide for:

- lower heights at the eastern end of the site in the area identified for heritage infill development;
- taller heights at the western end of the site closer to the Strathfield train station where transit oriented opportunities are more appropriate;
- a lower scaled podium interface at the Cooper Street and Cowdery lane frontage to respond to the human scale and transition downwards towards lower scale development in the heritage conservation area north of Cooper Street.

Figure 21 highlights the transition of built form from

east to west across the site towards the train station. Figure 22 highlights the transition of built form to both Cooper Street and Cowdery Lane to provide an appropriate interface to existing residential uses and the public realm.

Overall, this Urban Design Study supports building height of up to 12 storeys at the western end of the site with a transition downward to reflect the lower scale of heritage items to be retrained at the eastern end of the site.

This Urban Design Study also supports the introduction of heritage incentives to promote the restoration of item I190 at 2 Cooper Street. This may include a requirements to meet certain heritage incentive conditions in order to ensure the restoration of that heritage item.

6.6 Potential Density and Yield

Tables 2 and 3 provide floor plate yield analysis based on modelling undertaken for the proposed built form concept.

The potential building envelopes have been developed to appropriately address SEPP 65/ ADG requirements and principles.

The concept is based on an assumed land consolidation outcome and is based on indicative building proposals. This reflects finer grained land parcels at the eastern end of the site commensurate with the limited development potential proposed on and adjacent to heritage items. At the western end of the site, larger land parcels are envisaged to accommodate the more intensive scale of development closer to the railway station.

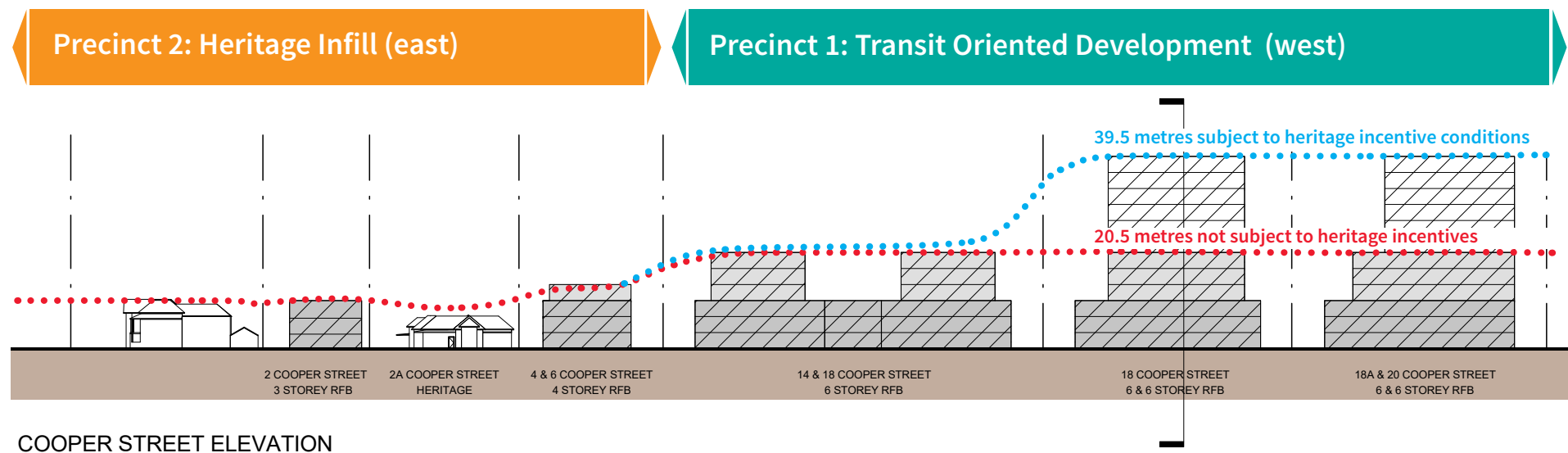


Figure 21. Cooper Street elevation showing transitional scales across the length of the site east to west. (Source: Tier Architects)

As indicated in Tables 2-3, an FSR of between 2.2:1 and 2.4:1 is achievable at the western end of the site. At the eastern end of the site, FSR of up to 1.5:1 would be appropriate to allow for low scale development and adaptive reuse of heritage items to be retained.

At the core of this proposal it is intended to use heritage incentives applied to the western end of the site to ensure any greater height above 6 storeys and delivering the restoration of the heritage item at 2 Cooper Street.

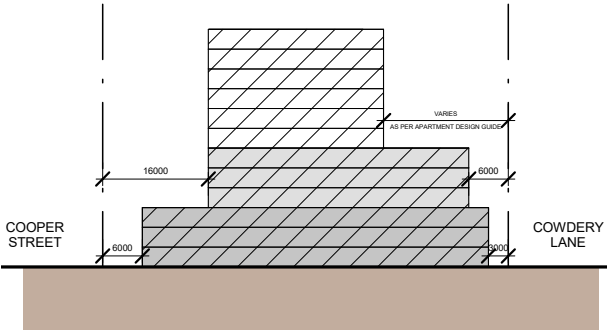


Figure 22. Section illustrating typical setbacks to Cooper Street - (Refer Figure 21 for section line). (Source Tier Architects)



Figure 23. Streetscape modelling illustrating the transitioning scale and setbacks across the site. (Source: Tier Architects)

Table 2. Potential Density Excluding Heritage Incentive Conditions (Source: Tier Architects)

Height and FSR excluding heritage incentive conditions		Street No.					
		18A & 20	18	14-18	4&6	2A	2
Floor	Site Area	3084	2865	4052	1437	1433	988
6							
5		1200	1100	1200			
4		1200	1100	1200			
3		1200	1100	1200	450		
2		1650	1500	2300	700		320
1		1650	1500	2300	700		320
G		1650	1500	2300	700	282	320
SUBTOTAL		8550	7800	10500	2550	282	960
85%		7267.5	6630	8925	2167.5		720
Proposed FSR		2.36	2.31	2.20	1.51	0.20	0.73

Table 3. Potential Density Heritage Incentive Conditions (Source: Tier Architects)

Height and FSR excluding heritage incentive conditions		Street No.		incentivisation
		18A & 20	18	
Floor	Site Area	3084	2865	
11		650	600	
10		650	600	
9		650	600	
8		650	600	
7		650	600	
6		650	600	
5		1200	1100	
4		1200	1100	
3		1200	1100	
2		1650	1500	
1		1650	1500	
G		1650	1500	
SUBTOTAL		12450	11400	
85%		10582.5	9690	
Proposed FSR		3.43	3.38	

6.7 Solar Access

6.7.1 Solar impacts on neighbouring properties

An important tool and measure that has been used to establish appropriate height limits on the subject site has been solar access, particularly for adjoining sites and buildings.

The proposed built form responds appropriately to the requirements of SEPP 65, ensuring neighbouring properties are afforded appropriate access to daylight. Building envelopes have been conceived to ensure setbacks and building height allow appropriate access to daylight for properties.

The shadow diagrams represented in Figure 24 illustrate that neighbouring properties impacted by the shadow of the proposed development are afforded sufficient solar access between 9 am and 3pm during the winter solstice.

This outcome has been achieved through the following design elements:

- Compliance with building separation distances stipulated in the SEPP 65.
- Upper level southern setbacks designed to prevent excessive overshadowing of properties to the south. Large setbacks and car parking areas to the south of the subject site also assist in preventing any excessive overshadowing.

- Providing a low scale podium of 3 storeys topped with 3 additional narrower storeys to reduce shadow cast.
- Limiting the height of development to 6 storeys at the rear to provide minimal shadow cast over the neighbouring properties to the south of Cowdery Lane.
- Reduced setbacks adjacent to the hospital, which contains mainly servicing at the Cowdery Street frontage, whilst upper levels are provided with solar access.

The diagrams demonstrate that the proposed development allows the vast majority of neighbouring dwellings to achieve a minimum of 2-3 hours solar access between the hours of 9am and 3pm at the winter solstice.

The solar diagrams confirm that the following outcomes would be suitable for the site with minimal impacts on existing neighbouring development :

- A height of 6 storeys for land at 14 to 20 Cooper Street with setbacks to Cowdery Lane of 3- 6 metres.
- A height of 12 storeys for land at 18-20 Cooper Street, provided at any height above 6 storeys provides for restoration and adaptive reuse of the heritage item at 2 Cooper Street.

Based on the above and provided the suitable heritage incentives are provided for, the proposed concept is capable of delivering an appropriate balance between heritage and TOD outcomes on the site.

09:00



SHADOWS JUNE 21 - 9AM



SHADOWS JUNE 21 - 9AM

“...The proposed built form responds appropriately to the requirements of SEPP 65, ensuring neighbouring properties are afforded appropriate access to daylight. Building envelopes have been conceived to ensure setbacks and building height allow appropriate access to daylight for properties...”

10:00



SHADOWS JUNE 21 - 10AM

11:00

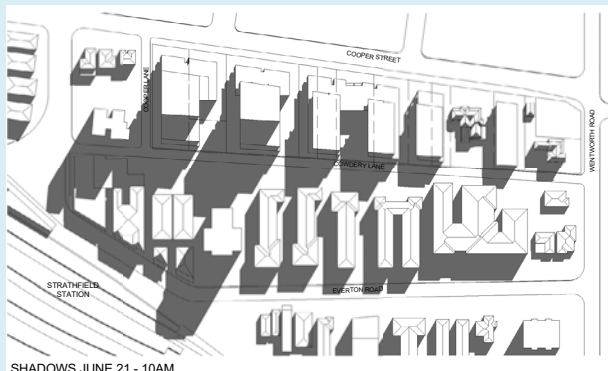


SHADOWS JUNE 21 - 11AM

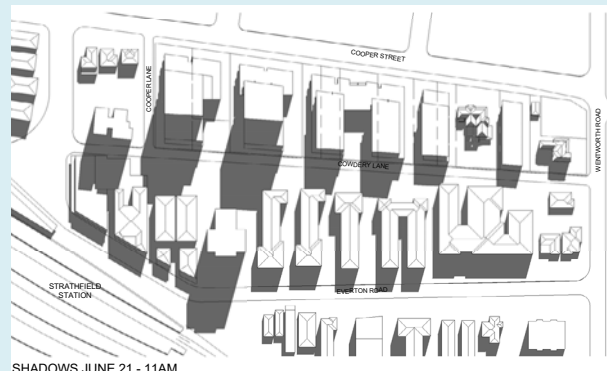
12:00



SHADOWS JUNE 21 - 12PM



SHADOWS JUNE 21 - 10AM



SHADOWS JUNE 21 - 11AM



SHADOWS JUNE 21 - 12PM

Figure 24. Solar shadowing diagrams in plan view and 3D (Source: Tier Architects)

13:00



SHADOWS JUNE 21 - 1PM



SHADOWS JUNE 21 - 1PM

14:00



SHADOWS JUNE 21 - 2PM

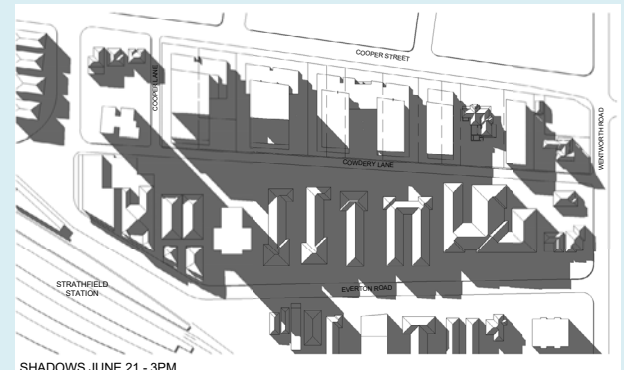


SHADOWS JUNE 21 - 2PM

15:00



SHADOWS JUNE 21 - 3PM



SHADOWS JUNE 21 - 3PM

7. Conclusion

Rezoning of the subject site to allow for its future development as described in this Urban Design Study would make a valuable contribution to the Strathfield Town Centre by increasing both housing opportunity and diversity in close proximity to a major transport node and amenities.

The proposed rezoning of the site is considered to have strategic planning and urban design merit. It satisfies the State and local government's strategic framework, which advocates enhanced densities in high amenity locations. The proposed rezoning will:

- enhance housing supply and diversity within 400 metres of a train station and town centre, which is significantly closer than the 800m expected for a centre of this size;
- incentivise heritage conservation and restoration;
- reduce reliance on vehicles by locating a greater number of dwellings in close proximity to a variety of metropolitan and regional public transport opportunities;
- increase the critical mass of residents adjacent

to the train station and town centre supporting both patronage on public transport services and strengthening the local economy;

- assist Burwood City Council to achieve greater housing diversity and supply by contributing to the availability of land which is both appropriately zoned with an appropriate land tenure and which is conducive to achieving higher density outcomes;
- be consistent with setback, building separation, building depth and solar access requirements of SEPP 65; and
- not detract from the ability for all other relevant or detailed aspects of SEPP 65 to be addressed at a detailed design and development proposal stages in the future.

In terms of the Burwood Local Environmental Plan 2012, it:

- proposes logical and rational amendments to the LEP zoning, maximum height, FSR and heritage development standards that are responsive and appropriate to the local context.

With regards to the location and context of the site, it proposes a built form envelope that:

- promotes a consistent approach to the local context with a scale that responds and transitions appropriately to built form typologies close to the site;
- establishes Cooper Street as a logical northern boundary for higher density residential uses, which enables consolidation close to the train station and reducing pressure on sensitive unprotected low density areas to accommodate higher density outcomes ;
- responds sensitively to the heritage and character of residential dwellings along the northern side Cooper Street by including a lower, podium style development with garden setbacks and major setbacks to upper levels;
- allows for the retention, restoration and adaptive reuse of existing heritage elements by providing additional development potential to assist with offsetting the significant costs of heritage restoration.

This urban design study illustrates the benefits of the proposed built form in relation to its built form and planning context. However, given the similarities in context of neighbouring properties bound by Cooper

Street, Cooper Lane, Cowdery Lane and Wentworth Road, it is considered that the proposed design rationale is also appropriate for these properties, albeit they are not the subject of this PP.

The opportunity for rezoning of the subject site is the result of a collection of cooperative neighbouring land owners.

With regard to heritage impacts, this strategy proposes a built form envelope that:

- Ensures the retention and conservation of the Electricity Substation No. 308 at No. 2B Cooper Street, Strathfield, which is not located within the study area and therefore not proposed to change;
- proposes an appropriate response to local heritage items and context that is supported by the expertise of heritage architects and planners in that it proposes to retain heritage items at I190 at 2 Cooper Street and I207 at 45 Wentworth Road;
- promotes an appropriate built form response that is consistent in scale with heritage items to be retained;

- where the heritage item I192 is proposed to be de-listed to allow for its future demolition and redevelopment of the site, this has been supported by Urbis's heritage experts; and
- The proposal will not result in any adverse impact on parking or traffic movement.

The Planning Proposal to rezone the subject site is considered to have strategic planning and urban design merit and will result in a net benefit to the public and local community as it will:

- promote a greater diversity of housing choice adjacent to the Strathfield train station and town centre;
- enable existing and future residents to access housing opportunities in a highly accessible and amenable location;
- promote healthier lifestyles by encouraging a greater level of walking;
- improve safety in the urban environment through passive surveillance and more eyes on the street,

promoting greater security for local residents and students;

- reduce reliance on private vehicles and therefore reducing traffic impacts through closer location of housing to amenities and public transport opportunities;
- complement the exiting housing mix and thereby providing opportunity for a larger section of the community to access housing within the Strathfield and Burwood locality;
- enable renewal of the urban environment to appropriately meet existing and future residential demands.

Based on the above, the accompanying Planning Proposal that will facilitate the delivery of these findings will result both public benefit and satisfy the strategic vision of government to intensify residential activity adjacent to a major railway node.

“... [This PP] establishes Cooper Street as a logical northern boundary for higher density residential uses, which enables consolidation close to the train station and reducing pressure on sensitive unprotected low density areas to accommodate higher density outcomes...”



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