

Planning Services

Gateway Determination Report

LGA	City of Sydney
PPA	City of Sydney
NAME	225-279 Broadway, Glebe (0 homes, 520 jobs)
NUMBER	PP_2018_SYDNE_002_00
LEP TO BE AMENDED	Sydney Local Environmental Plan 2012
ADDRESS	225-279 Broadway, Glebe
DESCRIPTION	<p>The precinct comprises thirteen separate parcels as follows:</p> <ul style="list-style-type: none"> • 225 Broadway Glebe, Part Lot 29, DP 65096 • 229 Broadway Glebe, Lot B, 75814 • 231 Broadway Glebe, Lot A, DP 75814 • 2 Grose Street Glebe, Part Lot 26, Sec 1, DP977071, Lot 25, DP 1151351 • 4-8 Grose Street Glebe, Lot 260, DP 1070749 • 233 Broadway Glebe, Lot 1, DP 540373 • 243-245 Broadway Glebe, Lot 1, DP 81755 • 247-253 Broadway Glebe, Lot 1, DP 958122, Lot 1 DP 77602 • 255 Broadway Glebe, Lot 1, DP 930503 • 257 Broadway Glebe, Lot 1, DP 61170 • 259 Broadway Glebe, Lot 1, DP 770367 • 261 Broadway Glebe, Lot 1, DP 569515 • 263-279 Broadway Glebe, Lot 100, DP 1067149, Lot 101, DP 1067149, Lot 102, DP 1067149
RECEIVED	3/07/2018
FILE NO.	IRF18/3757
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required.
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

INTRODUCTION

Description of planning proposal

The planning proposal seeks to amend Sydney Local Environmental Plan 2012 for the site at 225-279 Broadway, Glebe to:

- increase the maximum building height from 18 metres to 38 - 40 RL;
- introduce a site specific provision to allow the site to exceed the current maximum floor space ratio of 2:1 by up to:

- 1.6:1 for development that is for commercial premises, educational establishment, entertainment premises, health services facility, hotel or motel accommodation, information and education facility or light industry; or
- 1:1 for development that is for boarding houses that is used for the purposes of student accommodation; and
- list 255 Broadway, Glebe as a local heritage item.

Site description

The site consists of 13 lots totalling about 4,750 square metres in site area. The site extends west from the corner of Glebe Point Road and Broadway to the Former Grace Bros Building (now the Broadway Shopping Centre). The site has its northern frontage to Grose Street which is used as a service road by Broadway Shopping Centre. The site has a number of heavily modified older buildings used for a variety of retail and commercial uses. Buildings across the site range from two to four storeys in height.

The Glebe Point Road Heritage Conservation Area (C29) extends west and includes part of the site. Two heritage listed items are located nearby including the University Hall, to the west of the site, and the Former Grace Brothers Building to the east of the site.



Figure 1 – Site map

Existing planning controls

The site is zoned B2 Local Centre under the Sydney LEP 2012. The objectives of the zone include providing a range of retail, business, entertainment, community and residential uses so as to encourage employment opportunities, maximise public transport usage and support the vitality of local centres. The planning proposal does not seek to change the zoning.

The site has a maximum floor space ratio control of 2:1. Surrounding development comprises buildings constructed to a higher scale and built form than permitted under the existing planning controls including:

- University Hall with an FSR of approximately 4.5:1
- 1-9 Glebe Point Road which abuts the subject site directly to the west with an FSR of approximately 4.5:1; and
- 255 Broadway with an FSR of approximately 4:1

The block has a maximum building height control of 18 metres.

Surrounding area

The site is at the intersection of Broadway and Glebe Point Road, a prominent gateway to the city and Glebe Point Road. Broadway is a major arterial road, carrying high volumes of vehicular and pedestrian traffic and providing potential for a highly visible and active frontage. Grose Street is a narrow street and currently used as a service road by the adjacent Broadway Shopping Centre.

The site is well connected to the University of Sydney, the University of Technology, the University of Notre Dame, Sydney Institute of Technology, TAFE Ultimo and the Sydney CBD, with convenient access to a wide range of employment, transport, retail, entertainment, medical, education, cultural, sporting, recreation and other services and amenities. Surrounding land uses in the vicinity of the precinct comprise a mix of educational and institutional, retail, commercial and residential uses.

The Glebe Point Road retail area and heritage conservation area starts at the western end of the site. Glebe Point Road is characterised by two storey, fine grain Victorian and Federation retail buildings. Broadway Shopping Centre to the north occupies most of the block between Grose Street and Francis Street, with additional buildings north of Francis Street. It has a height of about 25m consisting of four large commercial storeys



Figure 2 – Site context

Summary of recommendation

It is recommended that the planning proposal proceed with conditions. The planning proposal seeks to incentivise strategic land uses that will contribute to the Camperdown-Ultimo health and education collaboration area and enables a built form that responds to the heritage significance in the area.

The proposed heritage listing of 255 Broadway, Glebe as a local item is supported by a heritage study undertaken by Weir Phillips Heritage. The Department recommends consultation with Office of Environment and Heritage as a condition of Gateway.

The planning proposal does not include a traffic and transport study to support the proposed amendments. The Department recommends consultation with Transport for NSW and Roads and Maritime Services as Broadway is a major arterial road carrying high volumes of both public and private transport and pedestrian traffic.

PROPOSAL

Objectives or intended outcomes

This planning proposal will enable the redevelopment of the site and intends to:

- set development standards that facilitate appropriate renewal of the precinct;
- incentivise development for strategic land uses including commercial, health, education, retail, hotel, entertainment, light industry and student housing which support the Camperdown-Ultimo Health and Education Precinct; and
- protect the heritage of the area by listing 255 Broadway as a heritage item and ensure the scale of development responds sympathetically to heritage items and areas.

Explanation of provisions

To achieve the intended outcomes, this planning proposal seeks to amend Sydney Local Environmental Plan 2012 as follows:

1. Amend the Height of Building Map Sheet 9 as shown at Part 5 of planning proposal to increase the maximum building height for:
 - a. 277-279 Broadway to 38 RL and setbacks may be considered to transition to the Glebe Point Road conservation area.
 - b. Other lots to 38 RL at the street wall increasing to 39.30 RL behind a 4 metre setback and 40 RL behind an 8 metre setback
2. Insert a site specific local provision that allows the floor space ratio for the site to exceed the current maximum of 2:1 by up to:
 - a. 1.6:1 for development that is for commercial premises, educational establishment, entertainment premises, health services facility, hotel or motel accommodation, information and education facility or light industry; or
 - b. 1:1 for development that is for boarding houses that is used for the purposes of student accommodation; and
 - c. Provided the development:
 - i. does not include any other forms of residential accommodation; and achieves a NABERS energy rating of 5.5 stars minimum for any commercial office development; or 4.5 stars for any hotel development; and

- ii. the consent authority has considered whether the development will activate the Grose Street frontage.
 - d. exclude from the calculation of gross floor area any floor space below the level of Broadway.
- 3. List the building at 255 Broadway as a heritage item in Schedule 5 of the LEP and amend Heritage Map Sheet 9 as shown in Part 5 of this Planning Proposal.

The maximum building heights are proposed to be set RLs, or a fixed level above sea level, and not a specified height in metres above ground level. This is to manage the change in levels between Broadway and Grose Street. The proposed RL is similar to the existing 18m height, but will enable appropriate development on the Grose Street frontage and also establish the consistent street wall on the Broadway frontage.

Residential accommodation, except for boarding houses, is excluded from the incentive. The site's suitability for long term residential accommodation is significantly affected by road noise from Broadway, plant and servicing noise from Broadway Shopping Centre and the limited sun access given the height of Broadway Shopping Centre and the narrow width of Grose Street. Urban design testing undertaken by Architectus (**Attachment F**) found that little additional floor space could be achieved if a residential development was to meet the requirements of the Apartment Design Guide.

Mapping

The planning proposal seeks to amend the Height of Building map to introduce new maximum building heights as RLs and the Heritage Map to identify 255 Broadway as a heritage item.

The Department considers the mapping to be adequate for public exhibition.

NEED FOR THE PLANNING PROPOSAL

The planning proposal is not a result of a strategic study or report. A planning proposal is the best means of implementing maximum building heights that responds to the heritage significance of the area. An incentive for specific uses is the best means of supporting strategic outcomes, zone objectives and ensuring development manages the environmental conditions of the precinct.

STRATEGIC ASSESSMENT

State

The planning proposal refers to the Draft Greater Sydney Region Plan. It is recommended as a condition of Gateway that the planning proposal be updated to address the relevant priorities and actions of the Greater Sydney Region Plan.

The planning proposal is consistent with the Greater Sydney Region Plan and the relevant objectives. In particular Objective 13 'Environmental heritage is identified, conserved and enhanced', Objective 21 'internationally competitive health, education, research and innovation precincts' and Objective 33 'A low carbon city contributes to net-zero emissions by 2050 and mitigates climate change'.

The proposed amendments incentivises strategic land uses that will contribute to the Camperdown-Ultimo health and education collaboration area and enables a built form that responds to the heritage significance in the area.

District

The planning proposal refers to the Revised Draft Eastern City District Plan. It is recommended as a condition of Gateway that the planning proposal be updated to demonstrate consistency with the Eastern City District Plan.

The subject site is within the Camperdown-Ultimo health and education precinct, which includes the Royal Prince Alfred Hospital, the University of Sydney, University of Technology, University of Notre Dame, TAFE Ultimo, and medical research institutions.

The Plan suggest providing opportunities to partner with the relevant institutions and agencies, including NSW Health, councils and NSW Government agencies, to grow the health and education offerings of the super precinct and investigating opportunities to improve pedestrian connectivity between clusters of activity located in, and surrounding, four key nodes in the super precinct, being Ultimo, Camperdown, Redfern Station and Central Station. The planning controls create opportunities for, and encourages, business and associated services that contribute to the cluster of economic activity.

Local

The proposal is consistent with Council's Sustainable Sydney 2030 (SS2030) which is a vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as 10 targets against which to measure progress. This planning proposal is aligned with the following SS2030 strategic directions and objectives:

- Direction 1 - A Globally Competitive and Innovative City – the planning proposal incentivises strategic land uses that will contribute to the Camperdown-Ultimo health and education collaboration area.
- Direction 2 - Provides a road map for the City to become A Leading Environmental Performer – the planning proposal seeks to encourage improved environmental performance by applying NABERS ratings for commercial and hotel uses.
- Direction 7 - A Cultural and Creative City - the planning proposal seeks to incentivise strategic land uses that support cultural, night-time and creative uses.
- Direction 9 - Sustainable Development, Renewal and Design – the planning proposal establishes a built form that responds to the heritage of the area, conserves a significant building and seeks to protect sun access to nearby public open space.

Section 9.1 Ministerial Directions

The planning proposal is consistent with the following relevant section 9.1 Directions

- 1.1 Business and Industrial Zones
- 2.3 Heritage Conservation
- 3.4 Integrating Land Use and Transport
- 4.1 Acid Sulfate Soils

- 4.3 Flood Prone Land
- 5.1 Implementation of Regional Strategies
- 6.1 Approval and Referral Requirements
- 6.2 Reserving Land for Public Purposes
- 6.3 Site Specific Provisions
- 7.1 Implementation of a Plan for Growing Sydney

State environmental planning policies

The planning proposal is consistent with the following relevant SEPPs:

- SEPP No 55 – Remediation of Land
- SEPP No 65 – Design Quality of Residential Flat Development
- SEPP No 70 – Affordable Housing (Revised Schemes)
- SEPP (Affordable Rental Housing) 2009
- SEPP (Infrastructure) 2007

SITE-SPECIFIC ASSESSMENT

Social

The proposal enables positive social effects by supporting a mix of land uses such as commercial premises, educational establishment, health services facility, hotel or motel accommodation, retail premises, light industry, information and education premises and boarding houses used for the purposes of student accommodation that will support the innovation corridor and health and education precinct. Also, the planning proposal encourages improved environmental performance by applying NABERS ratings for commercial and hotel uses.

Environmental

The subject site is located in an urbanised area and does not contain any known critical habitat or threatened species, populations, ecological communities or habitats.

Heritage

The proposed height controls will establish a built form that is sympathetic to the nearby heritage items and transitions to the Glebe Point Road Conservation Area.

The proposal also seeks to list 255 Broadway, Glebe also known as the Former International Harvester Company of America Warehouse and Showroom as a local heritage item. The building is a five storey former warehouse constructed in 1906. The building is currently used for retail, office and educational uses.

The heritage assessment undertaken by Weir Phillips Heritage (**Attachment E**) concluded the site meets the NSW Heritage Office threshold for listing a heritage item at a local level. The building makes a positive streetscape contribution and helps to form a cohesive ground of early 20th Century commercial buildings of different styles and sizes along the section of Broadway.

The Department recommends consultation with Office of Environment and Heritage as a condition of Gateway.

Economic

This planning proposal is likely to have positive economic effects by encouraging the revitalisation of the block and supporting key industry sectors including commercial, education, health, tourism and cultural uses.

Infrastructure

The precinct in Broadway is well serviced by public transport and public utilities including electricity, telecommunications, water, sewer and stormwater. It is expected that these services would be upgraded by the developer if needed. Social infrastructure close to the precinct includes retail, commercial, community services and facilities along Broadway, Glebe Point Road, Bay Street and Francis Street.

Traffic and Transport

The site is located on Broadway which offers good connectivity for both public and private transport options. Pedestrian crossings along Broadway are located at the intersections of Glebe Point Rd, City Rd, Mountain and Abercrombie Streets. Bus stops are located on Broadway, Glebe Point Road and City Road, providing direct access to the City as well as Sydney's western and south-western suburbs.

The planning proposal does not include a traffic or transport study to support the proposed amendments. The Department recommends consultation with Transport for NSW and Roads and Maritime Services as Broadway is a major arterial road carrying high volumes of both public and private transport and pedestrian traffic.

CONSULTATION

Community

Council suggests a 28 day community consultation period for the planning proposal. The Department considers this to be appropriate.

Agencies

It is recommended that the following agencies be consulted with on the planning proposal and given 21 days to comment on the proposal:

- Transport for NSW
- Roads and Maritime Services
- Office of Environment and Heritage

TIME FRAME

The planning proposal provides a completion date for December 2018. The Department considers a 12-month completion time frame to be appropriate. It is recommended that the planning proposal be amended to update the project timeline.

LOCAL PLAN-MAKING AUTHORITY

Council has requested to be the local plan-making authority. The Department considers this to be appropriate as the proposed amendments are consistent with relevant SEPPs and section 9.1 Directions.

CONCLUSION

The planning proposal is supported to proceed with conditions. The proposed amendments to Sydney LEP 2012 will enable the revitalisation of the site to support a range of land uses that will support the innovation corridor and health and education precinct. The proposal is consistent with the Greater Sydney Region Plan, Eastern City District Plan and all relevant SEPPs and section 9.1 Directions.

RECOMMENDATION

It is recommended that the delegate of the Greater Sydney Commission, determine that the planning proposal should proceed subject to the following conditions:

1. Prior to community consultation the planning proposal is to be amended to:
 - (a) demonstrate consistency with the Greater Sydney Region Plan and the Eastern City District Plan; and
 - (b) update the project timeline outlining the anticipated timeframes for the plan-making process.
2. The planning proposal should be made available for community consultation for a minimum of 28 days.
3. Consultation is required with the following public authorities:
 - Transport for NSW
 - Roads and Maritime Services
 - Office of Environment and Heritage
4. The time frame for completing the LEP is to be 12 months from the date of the Gateway determination.
5. Given the nature of the planning proposal, Council should be the local plan-making authority.



Kris Walsh
Acting Team Leader, Sydney Region East


31/7/18
Amanda Harvey
Director, Sydney Region East
Planning Services

Contact Officer: Mary Su
Senior Planning Officer
Phone: 9373 2807