

Planning Proposal



469 – 483 Balmain Road, Lilyfield

Prepared on behalf of: Roche Group Pty Limited

June 4, 2019

Document control

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Project summary

Applicant	Roche Group Pty Limited
Applicant's address	PO Box 325, Double Bay NSW 1360
Subject Site	469-483 Balmain Road, Lilyfield
Legal description	Lot 2 DP 101583
Project description	Planning Proposal to facilitate renewal of industrial zoned land

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Executive Summary

The purpose of this report is to support a Planning Proposal (Proposal) for an amendment to the *Leichhardt Local Environmental Plan 2013* (Leichhardt LEP) as it applies to the site at 469-483 Balmain Road, Lilyfield (the Site).

The objective of the Proposal is to allow redevelopment of the light industrial site, to retain and improve the amount of industrial floor space on the Site, provide for the ongoing creative uses on the Site, and provide for a supply of residential dwellings in close proximity to employment and services. The proposed mix of uses is consistent with the current and future needs of the local area and will make a positive addition to the Balmain Road streetscape while providing significant amenity improvements to the surrounding residential development.

The Site is currently zoned IN2 Light Industrial under the provisions of the Leichhardt LEP. Maximum permissible FSR is limited to 1:1. There is no height of building control applicable to the Site. To achieve the proposed redevelopment of the Site, an amendment to the Leichhardt LEP is required. The proposed amendments are to retain the current IN2 Zone, include 'residential flat buildings' as an additional permitted use, amend the FSR to 2.54:1 and introduce a height limit of 23m.

A local provision is also recommended to ensure retention of 6,000 sqm of non-residential / employment space, preserve the amenity of the existing and future residents, and retain space for creative activities. Of this 6,000sqm of non-residential / employment floor space, 1,200 sqm will be provided for the retention of creative employment / artists' space on the Site.

The Proposal will ensure ongoing availability of modern industrial space on the Site, provide more local employment than currently exists on the Site of a type that matches the demographics of the local area. This type of employment is likely to prove more sustainable over the long term and will have the effect of reducing vehicle trips and improving quality of life as people have the choice to live and work locally. A substantial body of evidence has been provided that looks at the change in employment type and the supply of industrial land over the whole of the Inner West Council area, recognising the regional nature of employment and industry.

The Proposal was submitted to Inner West Council on 16 December 2016 and after working with Council for a further 7 months, and in the absence of a Council Gateway Determination, a request was made for a Rezoning Review to be undertaken by the Sydney Eastern City Planning Panel (the Panel).

On 12 October 2017 the Panel found that the Proposal had strategic and site-specific merit and formed the view that it should Proceed to Gateway. The Department of Planning and Environment issued a Gateway Determination on 2 November 2018.

Subsequently in the absence of the Inner West Council nominating to be the Relevant Planning Proposal Authority the Panel was appointed.

This report has been prepared to address the conditions of the Gateway Determination and Division 3.4 of the *Environmental Planning and Assessment Act 1979*.

In summary, the key attributes of the Proposal include the following:

- The Proposal will continue to support local employment whilst providing much needed additional housing and making a positive contribution to the Balmain Road streetscape.

- The Proposal will result in no net loss of industrial floor space, and the provision of an adaptable modern employment space will increase employment density and ensure the ongoing presence and viability of light industrial and creative uses on the Site.
- The Proposal will retain a similar amount of creative floorspace.
- Market evidence (HillPDA) suggests that it is unlikely that there would be a commercially viable redevelopment option for the Site for a traditional, standalone light industrial development.
- The Proposal is for a mix of 1, 2 and 3 bedroom apartments, which will add to the diversity of housing stock in the area increasing local affordability.
- The Proposal will increase permeability and improve the public domain and streetscape around the Site.
- The Proposal will result in a more intensive use of space and increase in employment in a locality with good access to transport and employment including a proposed Technology Park at White Bay.
- Traffic generation associated with the Proposal can be accommodated within the existing road network.

This Proposal provides a catalyst for renewal of a key industrial landholding that would otherwise not be redeveloped and would remain underutilised. The range of uses proposed have significant potential to revitalise the Site, and positively contribute to the local area and meet several important strategic objectives.

This report is consistent with the Department of Planning and Environment's A Guide to Preparing Planning Proposals 2018.

1 Background

The Proposal is the result of a detailed planning process undertaken to date including considerable consultation with Council, the Sydney Eastern City Planning Panel (the Panel) and the Department of Planning and Environment. A detailed chronology of the planning process undertaken to date is provided in Table 1 below.

Table 1: Project chronology

Date	Description	Comments
15 August 2016	Initial meeting with Council to discuss the Proposal.	Meeting with Council to present initial concept and discuss Council detailed pre lodgement process
21 September 2016	Draft of the Proposal submitted to Council for pre-lodgement process	
14 October 2016	Council response to pre-lodgement	Issues raised relating primarily to economic impact
4 November 2016	Response to Council concerns	Updated Hill PDA Economic Report submitted.
9 December 2016	Further letter received from Council in response to updated Hill PDA report.	Issues relating primarily to loss of industrial land and compliance with various strategies needing to be addressed.
16 December 2016	Council accepts formal lodgement of the Proposal	Fee paid and Proposal formally accepted by Council.
13 February 2017	Response to Council issues submitted	Revised information submitted.
16 February 2017	Information request from Council	Council requested further detailed apartment mix/layout and ADG compliance information.
21 February 2017	Response to Council info request	Detailed apartment mix/layout and ADG compliance information
10 March 2017	SGS Peer review of Hill PDA report	Council commissioned SGS to do a peer review of the Hill PDA Economic Report at Roche Group Pty Limited (Roche Group) cost.
29 March 2017	VPA Offer	<p>Roche Group provided an offer to enter into a Voluntary Planning Agreement (VPA) associated with the proposed rezoning of the land. The offer included:</p> <ul style="list-style-type: none"> • The provision of 5% of residential gross floor area (GFA) for affordable housing, and • The provision of an enhanced and widened footpath around much of the perimeter of the Site. <p>The construction and dedication of a through site link connecting Alberto Street and Fred Street.</p>
17 May 2017	Meeting with Council	Council advised that the 9 storey height was not supported and that a maximum of 6 storeys would be more acceptable. Council also advised its preference

Date	Description	Comments
		for the retention of the IN2 Light Industrial zone with 6,000 sqm of floor space to be retained for employment and that residential accommodation on the Site would be supported as an additional permitted use in the IN2 Light Industrial zone.
6 June 2017	Letter from Inner West Council confirming outcome of meeting.	Letter advises; <ul style="list-style-type: none"> • Support retention of 6,000sqm industrial under present zoning • Council will consider a Proposal for 6 storeys incorporating both employment and residential components • Revised design concept and supporting studies required to progress
21 June 2017	Submission of revised Proposal to Council	Revised Proposal addressing all of Council's concerns submitted including: <ul style="list-style-type: none"> • Retention of the IN2 zone, 6,000sqm of non-residential and maximum 6 storeys • Revised urban design concept • Revised traffic assessment • Revised economic impact assessment.
July 2017	Proposal removed from agenda at July Council meeting	Due to a large number of agenda items consideration of the Proposal was removed from the agenda.
August 2017	Request made for a Rezoning Review	Roche Group requests Department of Planning and Environment to undertake a Rezoning Review.
12 October 2017	Rezoning Review determination made	The Panel accepted that the Proposal demonstrates both strategic and site specific merit and should Proceed to Gateway. Following the Panel's decision, DPE wrote to the Inner West Council requesting it nominate a preference to take on role of Relevant Planning Authority, no response was received in the statutory 42 day period despite being granted a two week extension by DPE.
4 December 2017	The Panel appointed as Relevant Planning Authority	
18 January 2018	DPE requests additional information for Gateway Determination	DPE requests an updated Proposal to reflect the consultation undertaken with Council and the matters raised in the Panel's decision.
5 October 2018	Greater Sydney Commission, Information Note: Industrial and urban services land (Retain and manage) – transitional arrangements	The Information Note provides guidance on how the "retain and manage" approach applies to Planning Proposals lodged prior to March 2018.
2 November 2018	Gateway Determination Issued	Gateway issued with several conditions and a requirement to finalise in 24 months.

2 Site analysis and context

2.1 Site location and description

The Site is located at 469-483 Balmain Road, Lilyfield within the Inner West Council Local Government Area. It is situated just beyond the main retail strip of Rozelle, within 800m of the Lilyfield and Rozelle Light Rail Stations.

The Site contains a series of early and late 20th Century buildings which were formerly the Pilcher Bakery Company of Balmain Road, Leichhardt with a c 1964 addition to the Alberto Street factory. The buildings are primarily constructed of brick with the 1964 building of steel and concrete structure and brick facades.

All buildings are between one and two storeys but are large in scale due to the former and current industrial and warehousing uses. They have a height ranging between the equivalent of two to four storeys (approximately 7 metres to 14 metres) depending on the building, with the tallest section of the building at the corner of Fred and Cecily Street.

A mix of retail and light industrial uses currently occupy the Site, along with two residential dwellings.

The Urban Design Report prepared by Roberts Day (Appendix A) contains a detailed analysis of the surrounding properties which is illustrated in Figure 13 of this report, and reveals a mix of residential, retail, employment and light industrial uses.

Vehicular access to the Site is provided from Balmain Road, Alberto Street and Fred Street via shared entry and exit driveways. A car park is located in the south-western corner of the Site, accessed from Alberto Street, with space for approximately 15 vehicles.



Figure 1: The Site

The Site contains a group of ageing industrial buildings with a number of existing tenants including artists' studios, an importing business, a showroom and other industrial and commercial users, and two residential apartments. The key site characteristics are outlined in Table 2, and photos of the Site are included at Figure 2 to Figure 5.

Table 2: Site characteristics

Site	Detail
Land description	Lot 2 DP 101583
Site area	6,824 sqm
Existing use and built form	<p>The Site contains a series of early and late 20th Century buildings which were formerly the Pilcher Bakery Company of Balmain Road, Leichhardt with a c 1964 addition to the Alberto Street factory.</p> <p>The buildings are primarily constructed of brick with the 1964 building of steel and concrete structure and brick facades.</p> <p>All buildings are between one and two storeys but are large in scale due to the former and current industrial and warehousing uses. They have a height ranging between two to four storeys (approximately 7 metres to 14 metres) depending on the building, with the tallest section at the corner of Fred and Cecily Street.</p> <p>A mix of retail and light industrial uses currently occupy the Site.</p>
Vehicle access	Vehicular access to the Site is provided from Balmain Road, Alberto Street and Fred Street via shared entry and exit driveways. A car park is located in the south-western corner of the Site, accessed from Alberto Street, with space for approximately 15 vehicles.



Figure 2: Balmain Road frontage



Figure 3: Cecily Street frontage



Figure 4: Fred Street Frontage



Figure 5: Alberto Street frontage

2.2 Local context

The Site is surrounded by a mixture of residential development interspersed with commercial / retail and a small number of industrial operations. On the eastern and southern boundaries, the area contains a mix of medium density and small lot housing. Directly to the west is Callan Park, a large area of open space.

The Site has a number of characteristics that support its redevelopment. Key attributes are listed below:

- Well connected by road network, being located on Balmain Road, the main road leading through to Balmain, and 500 metres from Victoria Road.
- Located within five kilometres of the Sydney CBD, which contains a host of amenities and services as well as being the largest employment area in Australia.
- Close proximity to significant bus routes which service the Site. Buses operate along Balmain Road (Route 440) up to every 10 minutes in the peak hours and 500 metres from the Site more frequent services operate along Victoria Road.
- The Site is located in a walkable neighbourhood that is approximately 800 metres from Lilyfield Light Rail Station and Rozelle Light Rail Station. There also good cycling and pedestrian connections to Rozelle, Balmain, local open space and the CBD.
- Close proximity to retail and services, including Balmain's high street, educational, community and creative uses. Regional size shopping facilities exist at Birkenhead Point and Broadway.
- Significant open spaces are located in close proximity to the Site. Most notably Callan Park is located across the road. The Site is also accessible to the Drummoyne Bay, Rozelle Common, Easton Park Oval and significant planned open space at the Rozelle Goods Yard less than 600 metres from the Site.



Figure 6: Local context

3 Existing planning controls

The principal instrument applying to the Site is the Leichhardt Local Environmental Plan 2013 (Leichhardt LEP). The Site is zoned IN2 Light Industrial as shown in Figure 7. Apartment buildings and other residential uses are currently prohibited within that zone.

The provisions of the IN2 Light Industrial zone are provided in Table 3 below.

Table 3: IN2 Light Industrial zone provisions

IN2 Light Industrial zone provisions	
Objectives	<ul style="list-style-type: none"> To provide a wide range of light industrial, warehouse and related land uses. To encourage employment opportunities and to support the viability of centres. To minimise any adverse effect of industry on other land uses. To enable other land uses that provide facilities or services to meet the day to day needs of workers in the area. To support and protect industrial land for industrial uses. To retain existing employment uses and foster a range of new industrial uses to meet the needs of the community. To ensure the provision of appropriate infrastructure that supports Leichhardt's employment opportunities. To retain and encourage waterfront industrial and maritime activities. To provide for certain business and office premises and light industries in the arts, technology, production and design sectors.
Permitted with consent	Nil
Permitted without consent	Agricultural produce industries; Depots; Educational establishments; Garden centres; General industries; Hardware and building supplies; Industrial training facilities; Light industries; Neighbourhood shops; Places of public worship; Roads; Storage premises; Warehouse or distribution centres; Any other development not specified in item 2 or 4
Prohibited	Air transport facilities; Airstrips; Aquaculture; Biosolids treatment facilities; Boat sheds; Camping grounds; Caravan parks; Cellar door premises; Cemeteries; Child care centres; Correctional centres; Crematoria; Eco-tourist facilities; Entertainment facilities; Environmental facilities; Exhibition homes; Exhibition villages; Extensive agriculture; Farm buildings; Forestry; Heavy industries; Home businesses; Intensive livestock agriculture; Hazardous storage establishments; Health services facilities; Helipads; Highway service centres; Home occupations (sex services); Information and education facilities; Livestock processing industries; Marinas; Markets; Mooring pens; Moorings; Offensive storage establishments; Open cut mining; Public administration buildings; Pubs; Registered clubs; Residential accommodation; Respite day care centres; Restaurants or cafes; Roadside stalls; Rural supplies; Shops; Stock and sale yards; Tourist and visitor accommodation; Waste disposal facilities.

Under the LEP, no height of buildings map currently applies. The current maximum floor space ratio across the Site is 1:1 as shown in Figure 8.



Figure 7: Existing zone



Figure 8: Existing floor space ratio

The relevant maps from the Leichhardt LEP are attached at Appendix I.

4 Strategic context

4.1 NSW Premiers Priorities – NSW State Plan

In 2017 the NSW Premier Gladys Berejiklian released 12 key priorities for NSW. The relevant key priorities for this Proposal are creating jobs (150,000 new jobs by 2019) and making housing more affordable (61,000 housing completions on average per year to 2021). Without a ready supply of zoned land in places where people want to live and work, these aims will not be achieved.

The Site is located in a high demand area with good access to social and physical infrastructure and as such represents a sustainable and economically efficient option for meeting Sydney's housing and employment needs.

4.2 Greater Sydney commission - Information Note: Industrial and urban services land

It is considered that the Proposal represents a good opportunity to meet both the productivity, creative and liveability objectives of both the Greater Sydney Region Plan and the Eastern City District Plan, this is detailed below and throughout this report and its appendices.

In October 2018 the Greater Sydney Commission (GSC) issued an information note describing instances where strict compliance with the "retain and manage" approach to industrial zoned land is not required. This Proposal retains the IN2 zoning and represents a good solution to achieving renewal of an underutilized site in a manner eminently suitable to the location while still preserving and enhancing its industrial and urban services potential.

Notwithstanding the above the information note clarifies that if a Planning Proposal had been referred to and supported by the relevant Sydney Planning Panel the decision of the relevant panel is to be the prevailing consideration.

On 12 October 2017 the Panel chaired by the then Sydney East District Commissioner, formed the view that the Proposal had both strategic and site-specific merit and that the Proposal should Proceed to Gateway.

4.3 Greater Sydney Region Plan

The final Greater Sydney Region Plan, A Metropolis of Three Cities was released by the GSC in March 2018. The Plan is built on a vision of three cities where most residents live within 30 minutes of their jobs, education and health facilities. It establishes directions, objectives and actions to achieve the 40-year vision which are focused around infrastructure and collaboration, liveability, productivity and sustainability.

The Proposal will support the implementation of the Greater Sydney Region Plan by providing increased housing supply and mix within an existing urban area with excellent accessibility to services, facilities and public transport, whilst maintaining and expanding employment uses on the Site and supporting creative industries through the provision of modern adaptable employment floor space.

The Proposal meets the relevant priorities and objectives of the Greater Sydney Region Plan as outlined in Table 4.

Table 4: Consideration of key Greater Sydney Region Plan objectives

Objective	Consideration
Direction 3 – A City for People	
Objective 7 – Communities are healthy, resilient and socially connected	<p>This objective is about creating lively connected neighbourhood that places people in close walking distance to shops, creative arts centres and community facilities. It espouses the benefits of mixed use centres and the opportunities for walkable neighbourhood they provide.</p> <p>By locating employment, housing and creative employment / artists' spaces close to Callan Park and the Rozelle local centre the Proposal directly meets this objective. The provision of a through site link and wider footpaths will enhance connectivity for the surrounding residents and encourage more travel by walking and cycling.</p>
Objective 9 – Greater Sydney celebrates the arts and supports creative industries and innovation	<p>This objective is about fostering creative arts and creative uses and facilitating their growth.</p> <p>The Proposal will provide a new larger modern purpose-built creative employment / artists' space of 1,200 sqm, continuing the Site's association with creative uses. Also, in combination with the existing clause 6.9 of the Leichhardt LEP which promotes creative uses in industrial zones, the Site has the potential to accommodate a range of creative industries within the 6,000 sqm of modern adaptable employment floor space. The co-location of residential uses also provides potential for a type of live/work lifestyle popular with creative industries.</p>
Direction 4 – Housing the City	
Objective 10 – greater housing supply	<p>This objective focuses on providing housing supply and a range of housing types in the right locations to create more liveable neighbourhoods and support Greater Sydney's growing population.</p> <p>The Proposal will support this objective through increasing housing supply in a location within 5km of the Sydney CBD and with good accessibility to services, facilities, public transport and open space.</p>
Objective 11 – housing is more diverse and affordable	<p>The objective is about providing a mix of housing types to meet changing demographics over time and to support economic productivity by providing housing which is affordable to a cross section of workers. The Greater Sydney Region Plan identifies a target of 5-10% of new floor space to be provided as affordable housing.</p> <p>The Proposal will support diversity of housing within the Inner West LGA by providing additional medium density housing and a mix of apartments sizes and configurations. It is also understood that Council is seeking inclusion in State Environmental Planning Policy 70 – Affordable Housing to enable it to levy future development for affordable rental housing. It is understood that this is the appropriate mechanism for delivering affordable housing at the local level.</p>

Objective	Consideration
Direction 5 – A City of Great Places	
Objective 12 – Great places that bring people together	<p>The Plan espouses the following principles for the design of great places:</p> <ul style="list-style-type: none"> • Walkable • Fine grain fabric • Fine grain activity • A socially connected region <p>The Plan states “Great places are characterised by a mix of land uses and activities that provide opportunities for social connection in walkable, human scale, fine grain neighbourhoods”.</p> <p>The Proposal contains enhanced public domain and through site connections as well as a mix of employment, creative and residential uses that directly accords with the Plan’s ambition. The transition of the built form to surrounding areas and the retention of the character buildings further enhances the design and integration with the surrounding residential and open space areas. The mix of uses proposed will encourage interaction and provide for greater employment and services in close proximity to people’s homes.</p>
Objective 13 – Environmental heritage is identified, conserved and enhanced.	<p>This objective focusses on conserving, interpreting and celebrating Greater Sydney’s heritage values. The Plan highlights the role of sympathetic built form controls and adaptive re-use in maintaining heritage.</p> <p>Whilst the existing buildings on the Site have not been assessed as having formal heritage significance, the Proposal seeks to integrate the former Pilchers Bakery (1907) and ABBCO site (1917) into the proposed development.</p> <p>Retention of these character buildings will maintain the local community connection to the Site as well as provide a level of interest to the streetscape, assisting the future development to harmonise with the surrounding neighbourhood character.</p>
Direction 6 – A well connected city	
Objective 14 – The Metropolis of Three Cities – integrated land use and transport creates walkable and 30-minute cities.	<p>This objective focusses on integrating land use and transport to deliver a city where most residents live within 30 minutes of their jobs, education and health facilities.</p> <p>The Proposal supports this objective by increasing housing supply within walking distance of open space, services, facilities and high frequency bus services and light rail, providing excellent access to a wide range of jobs, education and health facilities, including those within the Sydney CBD, within a 30 minute travel timeframe.</p>
Direction 7 – Jobs and skills for the city	
Objective 23 – industrial and urban services land is planned, retained and managed.	<p>This objective establishes principles for the managing industrial and urban services lands. It sets out that all existing industrial and urban services land should be safeguarded from competing pressures, especially residential and mixed-use zones. This approach retains this</p>

Objective	Consideration
	land for economic activities required for Greater Sydney's operation, such as urban services.
	The Proposal will retain the existing IN2 Light Industrial zoning and will maintain land zoned for industrial uses in the locality. The Site is currently underutilised and the majority of existing uses are not industrial in nature. The Proposal would result in a more intensive use of space and increase in employment on the Site from approximately 75 to 130 full time jobs in a locality with good access to transport and amenities.
Direction 8 – A city in its landscape	
Objective 30 – urban tree canopy cover is increased.	<p>This objective seeks to increase tree canopy cover as a form of green infrastructure which provides shade, reduces ambient temperatures and mitigates the urban heat island effect.</p> <p>The Site currently contains no vegetation. The Proposal will increase the tree canopy cover through provision of additional street trees and landscaping within internal courtyards. The urban heat island effect will be further mitigated through exploring potential for green walls and rooves.</p>
Direction 9 – An efficient City	
Objective 34: Energy and water flows are captured, used and re-used.	<p>This objective supports initiatives to increase renewable energy generation and energy and water efficiency.</p> <p>It is proposed to explore a number of sustainability measures through the development of the Site including solar panels, water harvesting, urban agriculture, and the use of natural ventilation where possible.</p>

4.4 Eastern City District Plan

The Eastern City District Plan seeks to manage growth within the Eastern City in the context of economic, social and environmental matters to contribute to the 40-year vision for Greater Sydney. It contains planning priorities and actions for implementing the Greater Sydney Region Plan, at a district level and is a bridge between regional and local planning. Figure 3 shows the Site in the context of the Eastern City District Plan.

The Eastern City District Plan re-enforces the objectives of the Greater Sydney Region Plan and identifies actions to achieve the Plan. The Proposal meets key actions of the Plan as outlined in Table 5.

Table 5: Consideration of key Eastern City District Plan actions

Objective	Consideration
Planning Priority E4 – Fostering healthy, creative, culturally rich and socially connected communities	
Action 10: Deliver healthy, safe and inclusive places for people of all ages and abilities that support active, resilient and socially connected communities by:	This objective is about creating lively connected neighbourhoods that places people in close walking distance to shops, creative arts centres and community facilities. It espouses the benefits of mixed

Objective	Consideration
<ul style="list-style-type: none"> providing walkable places at a human scale with active street life prioritising opportunities for people to walk, cycle and use public transport co-locating schools, health, aged care, sporting and cultural facilities promoting local access to healthy fresh food and supporting local fresh food production. 	<p>use centres and the opportunities for walkable neighbourhoods they provide.</p> <p>By locating employment, housing and creative arts spaces close to Callan Park and the Rozelle local centre the Proposal directly meets this objective. The provision of a through site link and wider footpaths will enhance connectivity for the surrounding residents and encourage more travel by walking and cycling.</p>
<p>Action 14: Facilitate opportunities for creative and artistic expression and participation, wherever feasible with a minimum regulatory burden, including</p> <ul style="list-style-type: none"> arts enterprises and facilities, and creative industries interim and temporary uses appropriate development of the night-time economy. 	<p>The Proposal directly facilitates opportunities for artistic expression through ensuring the provision of new modern purpose-built community creative employment / artists' space.</p>
<p>Planning Priority E6 Creating and renewing great places and local centres and respecting the districts heritage</p>	
<p>Action 18: Using a place-based and collaborative approach throughout planning, design, development and management, deliver great places by:</p> <ul style="list-style-type: none"> prioritising a people-friendly public realm and open spaces as a central organising design principle recognising and balancing the dual function of streets as places for people and movement providing fine grain urban form, diverse land use mix, high amenity and walkability, in and within a 10-minute walk of centres integrating social infrastructure to support social connections and provide a community hub recognising and celebrating the character of a place and its people. 	<p>The Proposal will deliver a great place by:</p> <ul style="list-style-type: none"> enhancing public domain and improving pedestrian circulation through the Site to prioritise a people friendly space, widening of Balmain Road and Alberto Street footpaths to improve the pedestrian experience, retention of the two character buildings located along Balmain Road, encourage social interaction through the mix of uses proposed and creation of a community hub for the creative sector.
<p>Action 18: Conserve and enhance environmental heritage by:</p> <ul style="list-style-type: none"> engaging with the community early in the planning process to understand Aboriginal, European and natural heritage values conserving and interpreting Aboriginal, European and natural heritage to foster distinctive local places 	<p>The Proposal conserves and enhances environmental heritage by retaining and reusing the two character buildings of the former Pilchers Bakery (1907) and ABBCO site (1917) in the design.</p>
<p>Planning Priority E10 – Delivering integrated land use and transport and a 30 minute city</p>	
<p>Action 33: Integrate land use and transport plans to deliver the 30-minute city.</p>	<p>The Proposal supports the 30-minute city by locating housing growth within 5km of the Sydney CBD and in</p>

Objective	Consideration
	close proximity to public transport. The Proposal also accommodates employment uses on the Site, providing opportunities for people to live and work locally.
Planning Priority E12 – Retaining and managing industrial and urban services land	
Action 51: Retain and manage industrial and urban services land, in line with the Principles for managing industrial and urban services land in the Eastern City District by safeguarding all industrial zoned land from conversion to residential development, including conversion to mixed use zones.	The Proposal will safeguard the Site from conversion from industrial by retaining the existing IN2 Light Industrial zoning and ensuring no net loss of industrial floor space.
Planning Priority E17 – increasing urban tree canopy cover and delivering green grid connections	
Action 65: Expand urban tree canopy cover in the public realm.	The Proposal will increase the tree canopy cover through provision of additional street trees and landscaping within internal courtyards.

4.5 Our Inner West 2036

Our Inner West 2036 is the current Inner West Community Strategic Plan and was adopted in June 2018. It identifies the community's vision for the future, long-term goals, strategies to get there and how to measure progress towards that vision.

The Proposal is considered to be consistent with the strategic directions and associated outcomes and strategies of Our Inner West 2036 as outlined in Table 6 below.

Table 6: Consideration against Our Inner West 2036

Site	Detail
Strategic Direction 1: An ecologically sustainable Inner West	The Proposal supports this strategic direction by identifying opportunities for sustainability initiatives including solar panels, water harvesting, urban agriculture, and the use of natural ventilation where possible. The Proposal will also provide increased tree canopy cover and landscaping including additional street trees and landscaped communal courtyards.
Strategic Direction 2: Unique, liveable, networked neighbourhoods	The Proposal will support this strategic direction by: <ul style="list-style-type: none"> integrating growth with existing public transport and active transport infrastructure, community facilities and services, and providing a range of uses on the Site including floor space to support industrial uses and creative industries, as well as a mix of dwelling sizes and configurations.
Strategic Direction 3: Creative communities and a strong economy	The Proposal will support this strategic direction by retaining and expanding employment uses on the Site and providing floor space to support creative arts and creative industries.

Strategic Direction 4: Caring, happy, healthy communities	The Proposal will support this strategic direction by locating a range of housing types and employment within close proximity to open space and active transport connections.
Strategic Direction 5: Progressive local leadership	The Proposal will support this direction by engaging with the local community through formal exhibition of the Proposal and considering and responding to any issues raised.

4.6 Leichhardt Employment and Economic Development Plan (2013)

The Leichhardt Employment and Economic Development Plan (EEDP) is a 10-year strategic plan for economic development in the former Leichhardt LGA.

Key considerations relevant to the Proposal include:

- Demand for industrial land is in locations which enable large modern industrial facilities to maintain low cost operations. Land suitable for new industries is largely in Western Sydney.
- The percentage of office space versus commercial space is changing with a larger proportion of office space required than in the past.
- Recommendations for Council to respond to industrial trends are to increase the amount of office space in industrial areas and transform appropriate industrial land into affordable housing for key workers and students.
- Strategic sites and under-utilised land provide the opportunity to be transformed into other uses such as affordable housing for key workers and students;
- Smaller industrial sites in the Leichhardt LGA are surrounded by residential development which increases the likelihood of opposition to new industrial uses and reduces the viability of industrial property.

Objective 3 of the Plan is to embrace the new economy, it lists two relevant strategies to achieve this;

- Strategy 3.1 Support small business and start-ups.
- Strategy 3.3: Support the growth of creative industries.

The no net loss of industrial floor space and development of modern flexible employment floor space will encourage the ongoing vitality of the Site. Retention and enhancement of creative uses on the Site is also consistent.

Hill PDA's economic analysis of the Proposal notes that the Site is an isolated pocket of industrial land, landlocked predominantly by very fragmented residential land with quite narrow streets. It concludes that the current built form is not conducive to the demands from more modern industrial industries and the analysis shows that none of the current uses on the Site could be characterised as providing urban services for the surrounding area.

Furthermore, the analysis shows that there will be a significant increase in employment on the Site (75 to 130) resulting from the creation of a modern flexible industrial workspace and there is a substantial economic benefit from the redevelopment of the Site.

From a social perspective, the Site currently contributes relatively little in the way of employment and provides for only two dwellings. There is currently provision for artist space on the Site however this space is in poor condition. Redevelopment will allow for the creation of new adaptable employment floor space, a range and diversity of housing types, new community and creative space and a kind of employment space that matches the local need.

As Sydney continues to grow alternative solutions for new emerging industries are needed, and as are opportunities for people to live close to work and close to high quality public transport. This Site, and the Proposal represent such an opportunity.

5 Overview of the Planning Proposal

The amendments sought by the Proposal will allow for employment opportunities to be retained and improved on the Site, provide for the ongoing creative uses and provide for a supply of residential dwellings in close proximity to employment and services.

A maximum floor space ratio of 2.54:1 is proposed with building heights ranging from one storeys to six storeys (maximum height of 23m) across the Site.

Whilst the exact form and mix of development will be confirmed through future DAs, the concept includes the following key elements:

- a minimum of 6,000 sqm GFA of non-residential uses including a minimum of 1,200 sqm for the retention of creative employment space onsite, and
- approximately 142 residential apartments (11,325 sqm) on the upper levels.

5.1 Urban design

Roberts Day have prepared an Urban Design Concept (Concept) for the Site that has been informed by and amended through on-going consultation with Council. The Concept has the following key built form components:

- Retention of two character buildings located along Balmain Road.
- Provision of modern multi-functional light industrial space and creative employment / artists' space, attractive and adaptable to the needs of these enterprises over time.
- Provision of improved vehicle circulation, parking and loading facilities which are more functional and have less amenity impacts than existing arrangements.
- Provision of a pedestrian link connecting Fred Street to Alberto Street.
- Widening of the Balmain Road and Alberto Street footpaths to improve the pedestrian experience.
- Upper level setbacks with a maximum street wall height of three storeys to create a human scale experience for people at street level.
- Lower scale building elements located towards Fred Street to provide a scale consistent with existing residential buildings on the southern side.
- Varied building heights across the Site to engage the eye and provide visual interest.
- Vertical façade articulation to form distinct building volumes each with its own character, reflecting the diverse building forms and fine grain of the surrounding area.

It is intended that the project will explore sustainability and amenity features during the DA stage such as green roofs, walls and water efficiency measures.

A number of services and facilities are located in close proximity to the Site which support its redevelopment for housing and a range of revitalised employment and non-residential uses, as outlined below.

5.2 Building height and floor space ratio

A maximum building height of 23 metres is proposed which is consistent with the recommendation of the Panel. Development would be further restricted by a floor space ratio control of 2.54:1. Analysis by Roberts Day has shown that this FSR is appropriate for the Site and the attached Urban Design Report (Appendix A) contains a detailed discussion of this aspect of the Proposal.

A Site Specific DCP as required by Clause 6.14 of the Leichhardt LEP has been prepared as part of the Proposal (Appendix H) to mitigate any potential impacts of the Proposal. This outlines key principles for the distribution of building height across the Site.

As depicted in Figure 9 below, only a very small percentage of the Site would be at the higher six storey building form and this is sensitively located to be well setback from the surrounding residential streets. The Proposal has been designed to provide a sensitive interface and transition to the surrounding area.

A generous floor to ceiling height is proposed on the ground floor (minimum 4 metres) to enable a range of employment uses.

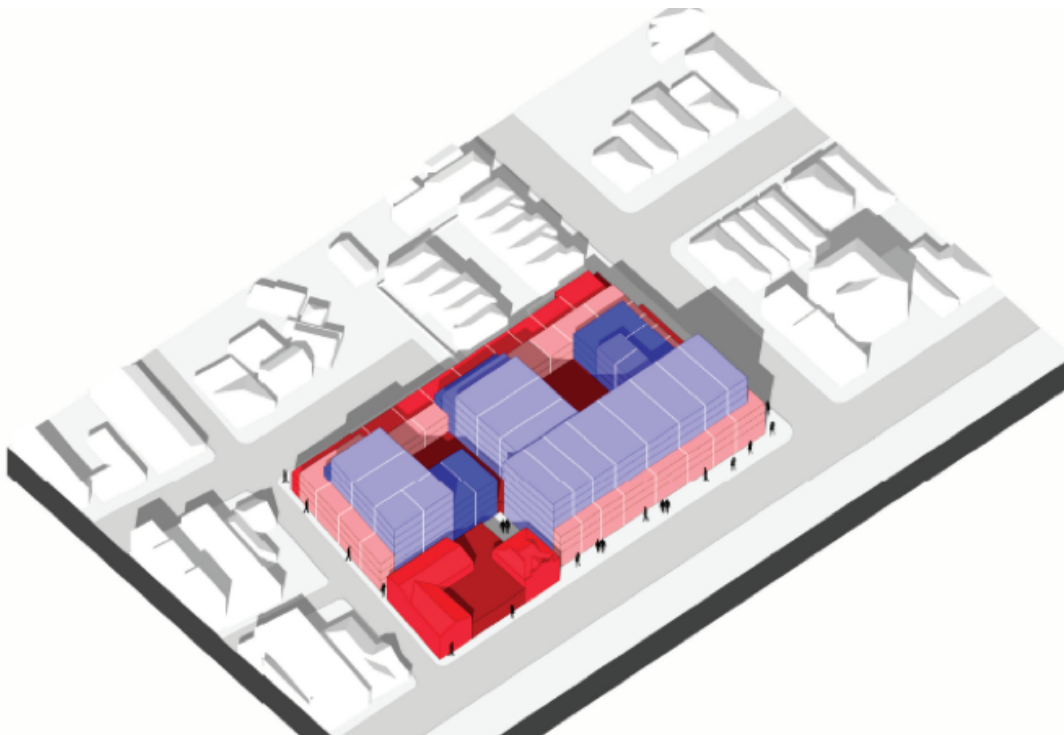


Figure 9: Building Massing (Roberts Day pg.51)

As can be seen from the image in Figure 10 a large portion of the street wall height and FSR is taken up by the redevelopment of the industrial floor space on the Site. The bulk and scale of which is not significantly different from the existing development on the Site.



Figure 10: Fred Street Comparison (Roberts Day)

5.3 Analysis against previous design principles for the Site

In 2007, the former Leichhardt Municipal Council adopted a set of nine design principles to guide future development on the Site. These were prepared in conjunction with an established Resident Reference Group and were informed by previous proposals on the Site. While significant time has elapsed and the general level of amenity in the area improved, the surrounding built form and Site have not changed significantly. As such the Proposal has been developed in line with these principles, and an analysis of the Proposal against each of the principles is provided below.

Principle 1 – Heritage conservation

This principle sets out that any re-development of buildings on the Former Bakery site at 469-483 Balmain Road must conserve and not detract from the cultural heritage significance of the former bakery buildings and operation, particularly in terms of size, form, scale, orientation, sitting, materials and landscaping.

A Heritage Assessment conducted by NBRIS (Appendix C) finds that the level of potential heritage value of the former Pilchers Bakery (1907) and the ABBCO site (1917) does not demonstrate one or more criteria at a level that would warrant listing as a heritage item at the local level.

In spite of the lack of formal heritage significance, Roche Group have elected to integrate the former Pilchers Bakery (1907) and ABBCO site (1917) into the Proposal. These character buildings will provide a level of interest to the streetscape, assisting the future development to harmonise with the surrounding neighbourhood character.

This approach is consistent with Design Principle 1 and is also consistent with the recommendation of the Panel.

Principle 2 – Land use

This principle sets out that any future development must maintain or increase employment for industrial purposes.

The Proposal has been amended to retain 6,000sqm of non-residential / employment floor space inclusive of a minimum of 1,200 sqm creative employment / artists' space. Currently only 75 jobs exist on site and under the Proposal it is anticipated this will increase to approximately 130 jobs, these jobs are expected to be a closer match to the employment needs of the local area and are more likely to be professional, creative or small service business jobs.

Principle 3 – Local amenity

The principle sets out that any development must not adversely affect the amenity of nearby land uses, particularly that of surrounding residences and Callan Park including noise, air, visual, solar and streetscape amenity.

A solar analysis has been conducted by Roberts Day and this is contained in the supporting Urban Design Report.

Proposed building envelopes are stepped down towards Alberto Street and Fred Street to maximise solar access. The solar analysis demonstrates that there would be minor impact on the principle private open space of adjoining dwellings including:

- the principle private open space of dwellings on the western side of Alberto Street would receive some additional shadowing in the morning but they would receive at least 3 hours of sunlight between 9am and 3pm in midwinter, and
- the principle private open space of terraces immediately to the south of the site would receive some minor additional overshadowing during the afternoon in midwinter but this generally only impacts on a very small percentage of the private open space.

The analysis also showed that the only impact on solar access to primary living areas would be to the rear elevation of the two terraces directly to the south. The additional impact would be less than two hours to one of the terraces and less than one hour for the other, and they would both still receive over three hours of solar access to their primary living areas between 9am and 3pm in midwinter.

Vehicular access to the development will be designed to minimise impacts on the surrounding area and loading facilities will be located in the basement area also minimising impacts.

Principle 4 – Built form/ building envelope

The principle sets out that in retaining the heritage integrity of the early former bakery buildings, any increase in floor space should be contained within the existing building envelope. Further, building envelopes over the remainder of the Site should sensitively relate to the spatial and built form characteristics of the existing built environment.

In keeping with good planning and the Design Principle 4, the development steps down towards Alberto Street and Fred Street to provide a built form which relates to the surrounding built form. Taller elements are located towards Balmain Road consistent with the existing varied heights along this street.

Principle 5 – Parking and vehicular access

The principle sets out that the location and design of driveways, parking spaces and other areas used for the movement of vehicles must be efficient, safe, convenient and integrated into the design of the development to minimise their visual impact.

All parking is proposed to be within the basement levels.

Principle 6 – Traffic generation

The principle sets out that, since traffic congestion is considered a significant issue in the locality, traffic associated with any redevelopment of the Site should have minimal impacts on the local road network. Ingress and egress should be encouraged from Balmain Road or to be equitably distributed across the Site.

Vehicular access to the proposed development will be designed to minimise impacts on the surrounding area and loading facilities are proposed to be located in the basement area also minimising impacts. Traffic analysis shows minimal impact on the surrounding area and redevelopment will likely result in improved amenity for surrounding residential uses.

Principle 7 – Site/block permeability

The principle sets out that a public pedestrian connection should be provided through the Site and between Fred and Alberto Streets to better enable block permeability.

A pedestrian connection between Fred and Alberto Streets is proposed.

Principle 8 – Open space

The principle sets out that any development must provide sufficient open space and landscaped areas to accommodate the needs of the current and future land uses on the Site.

The Concept shows 2,672 sqm of communal open space to be provided in communal gardens at podium and roof top level. The Proposal also includes provision of public open space, including widened tree-lined footpaths, a pedestrian link connecting Fred Street to Alberto Street is proposed and the Balmain Road and Alberto Street footpaths will be widened to improve the pedestrian experience.

Principle 9 – Ecologically sustainable development

The principle sets out that any redevelopment design for the Site must demonstrate incorporation of ecologically sustainable development principles.

The development of the Site is intrinsically sustainable due to the following factors:

- **MIXED USE** – the provision of a significant supply of employment matched to the local populace will encourage more local trips and jobs close to home. These will result in a reduction in car use and increased likelihood of walking.
- **PROXIMITY TO TRANSPORT** – The light rail stops and buses within walking distance to the Site, will encourage active transport.
- **INCLUSION OF CAR & BIKE SHARE** – Car & bike share schemes will reduce reliance on car use and result in improved physical health.
- **WALKABLE STREETSCAPE** – Wide footpaths and new pedestrian links that are pleasant to walk down will promote walking and active transport.

It is proposed to explore a number of sustainability measures through the development of the Site such as solar panels, green roofs and walls, water harvesting, urban agriculture, and the use of natural ventilation where possible.

6 Project benefits

The following elements of the Proposal have been designed to enhance the employment and residential outcomes on the Site and make a wider contribution to the Lilyfield and Rozelle localities.

6.1 Community art space / artist studios

The Proposal includes provision of modern multi-functional light industrial and creative industries space, including retention of 1,200 sqm creative employment / artists' space onsite.

6.2 Public domain improvements

To improve pedestrian connectivity, a new pedestrian link connecting Fred Street to Alberto Street is proposed and Balmain Road and Alberto Street footpaths will be widened to improve the pedestrian experience. The Concept provides a figure of 524 sqm of additional public domain available from the provision of these two items.

6.3 Adaptive reuse of Character Buildings

The Concept also includes retention of the two-character buildings located along Balmain Road.

6.4 Diversity of housing and live work potential

The availability of residential dwellings in close proximity to employment creates the potential for live work opportunities that may prove attractive to a range of small industries and creative businesses. The Proposal will increase supply of housing in the local area contributing to greater affordability.

The Greater Sydney Region Plan sets a target of 5-10% of residential floor space to be delivered as affordable housing. The Inner West Council's Affordable Housing Strategy identifies a target of 15% of residential floor space as affordable housing.

Inner West Council is currently seeking inclusion within the State Environmental Planning Policy 70 – Affordable Housing to enable it to levy future development for affordable housing. The Department of Planning and Environment has advised that this is the appropriate mechanism to levy for affordable housing at the local level.

6.5 Summary of benefits

The key benefits of the Proposal are summarised below:

Supply of diversity of housing products	<ul style="list-style-type: none"> Mix of one, two and three bedroom units Creates diversity in local housing market by addition of medium density housing stock and a range of dwelling sizes.
Better employment outcomes	<ul style="list-style-type: none"> Jobs close to home Increase jobs from approximately 75 to 130 6,000 of modern flexible light industrial space will provide an adaptable environment to ensure longevity of light industrial uses on the Site The retention of 1,200 sqm of the above for creative employment / artists' space Creative workspaces will foster creative industries and small/startup businesses

Retention of cultural uses	<ul style="list-style-type: none"> Retention and improvement of cultural and community space
Improved public domain	<ul style="list-style-type: none"> A total of 524 sqm of additional public domain including a pedestrian link and widened footpaths.

7 Sydney Eastern City Planning Panel Consideration

On 12 October 2017, the Panel considered a Rezoning Review request to amend the Leichhardt LEP for the Site.

The Proposal sought to introduce a Maximum Building Height of 23 metres for the Site, increase the maximum FSR to 2.54:1, introduce residential accommodation as an additional permitted use and introduce a minimum non-residential/ employment floor space of 6,000 sqm.

The Panel consisted of Sue Francis, John Roseth, Debra Laidlaw, Brian McDonald and was chaired by the then GSC District Commissioner for the Eastern City, Maria Atkinson.

The Panel accepted that the Proposal had strategic and site-specific merit and recommended it Proceed to Gateway.

The Panel listed the following matters for consideration in the issue of a Gateway Determination.

1. Include a provision that enables residential development to occur on the Site subject to meeting objectives which include but are not limited to:
 - a. retain the viability of industrial uses on the Site,
 - b. no detrimental impact on the uses (current or future) on the adjoining IN2 zoned land.
2. Ensure a rationale for the height, floor space ratio, and building massing and modulation for the Site is prepared and exhibited with the Planning Proposal.
3. Ensure mechanisms are provided for creative employment space.
4. Retain the two buildings on the Site which have historical importance.
5. A Site-Specific DCP is prepared in accordance with clause 6.14 Development Control Plans for certain development of Leichhardt LEP.

Subsequent to then Panel's decision a Gateway Determination was issued on 2 November 2018 by Department of Planning and Environment as delegate of the GSC.

8 Consideration of matters raised in Gateway decision

Following the Panel's decision that the Proposal should Proceed to Gateway, the Department issued a Gateway Determination on 2 November 2018.

How the matters to be addressed have been included in this report is outlined below.

Issue raised	Consideration
Address consistency with the Greater Sydney Region Plan and the Eastern City District Plan;	The Proposal contains a consideration against the Greater Sydney Region Plan (Section 4.3) and the Eastern City District Plan (Section 4.4) as well as the guidance provided by the GSC for the transitional determination of Planning Proposals (Section 4.2).
Change the additional permitted use from 'residential accommodation' to 'residential flat building';	Section 10 of this report details the proposed provisions including the addition of residential flat building as an additional permitted use, rather than residential accommodation.
Provide further examples and discussion on successful industrial and residential developments, and further explain how amenity will be provided to residents on the Site;	<p>Section 11.3.2 provides local examples of recent successful developments which incorporate both industrial and residential uses. A number of other international examples are included in the Urban Design Report (Appendix A).</p> <p>Roberts Day have also conducted an analysis of these successfully integrated developments and as a result of this review a set of measures will be introduced through the Site Specific DCP to ensure that viability of industrial uses on the Site is enhanced and the potential for impact on adjoining residential and industrial uses is minimised.</p> <p>These measures include:</p> <ul style="list-style-type: none"> • Separate pedestrian entrances for employment uses and residential uses • Potential for separate employment and residential vehicle access/parking • Basement loading facilities for industrial uses, minimising adverse impacts on the surrounding areas • Separate vertical circulation for employment and residential uses • Generous employment floor-to-floor heights with acoustic treatment • Flexible employment floor space which will be adaptable over time to accommodate a range of business and service needs • Plant and equipment being located away from residential uses <p>This is discussed further in Section 11.3.1 and Appendix A.</p>
Include discussion on how the viability of the industrial uses will be retained if residential uses are permitted on the Site;	<p>As discussed above a range of measures will be introduced via the Site Specific DCP to maintain the viability of industrial uses, in proximity of residential uses.</p> <p>Section 11.3.8 deals with the economic viability of industrial uses on the Site and a full Economic Impact Assessment by Hill PDA is provided at Appendix F. The Hill PDA assessment strongly asserts that the viability of the existing industrial uses on the Site will be enhanced as a result of the Proposal predicting an increase in employment numbers on the Site from the current 75 to 130.</p>

Demonstrate that the development will not have a detrimental impact on the current or future uses of the adjoining industrial area;	<p>Section 11.3.3 examines the relationship with the surrounding area and demonstrates that the Proposal integrates well and will have a positive impact on the viability and liveability of the surrounding area as well as the adjoining IN2 zoned land.</p> <p>The Roberts Day Urban Design Report deals with the relationship of the Site to the surrounding employment area which consists of largely more tertiary type uses and relatively few traditional industrial uses. The analysis shows that there a number of effective measures that can be included in the eventual development and that there is already evidence of a successful coexistence of these uses in the locality.</p> <p>This matter is further addressed in the Site Specific DCP.</p>
Respond to the Panel recommendation that further consideration be given to retaining the same two 'historically important buildings' on the Site and Inner West Council's heritage report that also supports retaining these buildings;	<p>The Proposal is to, as far as practicable retain and adaptively reuse the two character buildings on the Site. Further advice has been received from NBRS regarding the heritage significance and potential for adaptive reuse. Section 11.3.5 contains a discussion of heritage impact and both the original Heritage Assessment and the supplementary peer review and advice is contained at Appendix C.</p>
Include a rationale for the height, floor space ratio, building massing and modulation for the Site;	<p>The Urban Design Report prepared by Roberts Day includes updated drawings, built form analysis and demonstrates the rationale behind building massing, modulation and heights through a series of 3D images.</p> <p>In particular, the floor space ratio and distribution of height has responded to the surrounding built form context with taller building elements located near Balmain Road where existing building heights vary and potential for impacts are minimal. The building then steps down towards the south with street wall height in these areas responding to adjacent development and upper level setbacks minimising overshadowing and visual impact.</p> <p>The results of this analysis have formed the basis for the proposed LEP amendments outlined in Section 10, and the provisions of the Site Specific DCP.</p>
Ensure mechanisms are provided for creative employment space;	<p>The existing clause 6.9 of the Leichhardt LEP provides for the land uses business and office premises in the IN2 zone if used for creative purposes.</p> <p>Additionally the proposed LEP amendments outlined at Section 10 contain a provision for a minimum of 6,000 sqm to be retained for non-residential / employment space with at least 1,200sqm of this floor space to be used for creative employment / artists space.</p>
Include the results of testing to determine if contamination has occurred on the Site and, if so, demonstrate that the Site can be made suitable for the proposed land uses;	<p>Compliance with SEPP55 is dealt with in Section 11.3.6 and a Detailed Site Investigation by Douglas Partners is included at Appendix D.</p> <p>The investigation concludes:</p> <p><i>“that the Site can be made suitable for the proposed light industrial and residential development subject to the development of a suitable remediation action plan (RAP) and the implementation of appropriate site remediation”.</i></p>

Include the current height of building and floor space ratio maps from the Leichhardt LEP 2013 for the Site;	<p>Section 3 deals with the existing planning controls on the Site.</p> <p>The Site is not presently covered by a height of building map and the existing FSR is 1:1. The relevant maps are included at Appendix I.</p>
Include a social impact assessment that addresses the impacts of the Proposal on existing employment uses and artists' studios on the Site and the impact on Council services, recreational lands and activities, particularly Callan Park;	<p>A Social Impact Assessment by Hill PDA is included at Appendix G.</p> <p>The assessment concluded that the Proposal will not result in any impact on council services or open space. It also highlights that the inclusion of 6,000sqm of non-residential / employment space including 1,200sqm of creative employment / artists' space would also allow existing tenants to return to the Site.</p>
Update the economic impact assessment to comment on the impact of the loss of the artists' space or revise the concept to include 1200m2 of artists' space;	<p>The Proposal has been updated to include 1,200 sqm of artist creative employment / artists space which would be ensured by the proposed local provision. This is significantly greater than the existing 1,020 sqm occupied by the current artists space.</p> <p>The updated Economic Impact Assessment is attached at Appendix F.</p>
Be accompanied by a site-specific development control plan consistent with clause 6.14 of the Leichhardt LEP 2013;	<p>A Site Specific DCP consistent with clause 6.14 of the Leichhardt Local Environmental Plan 2013 is included at Appendix H.</p>
Revise the traffic report to demonstrate consistency with Council's development control plan, including the required on-site parking spaces for all proposed land uses in the concept;	<p>The issue of traffic is discussed at Section 11.3.4. A detailed assessment of traffic impact by Colston Budd Rogers and Kafes Pty Ltd (CBRK) addressing these matters is attached at Appendix B.</p> <p>CBRK state in their report that minimum and maximum required parking spaces for the indicative 142 residential apartments and 6,000 sqm of non-residential / employment uses space can be accommodated within the Proposal.</p>
<p>Provide more information on solar access and overshadowing that:</p> <ul style="list-style-type: none"> identifies the percentage of dwellings in the concept that will receive two hours of sunlight per day and whether this is consistent with the Apartment Design Guide; and the number of hours of solar access that will be provided to primary living areas in existing dwellings to the south and west of the Site; 	<p>The Roberts Day solar analysis demonstrates the planning controls can achieve ADG Compliance. In particular, 74% of apartments in the indicative concept receive the minimum requirement of two hours, this is compliant with the ADG minimum of 70%.</p> <p>The solar analysis also illustrates that impacts on existing adjacent dwellings would be minor, as the proposed building envelopes are stepped down towards Alberto Street and Fred Street to maximise solar access. The solar analysis showed that the only impact on solar access to primary living areas would be to the rear elevation of the two terraces directly to the south. The additional impact would be less than two hours to one of the terraces and less than one hour for the other, and they would both still receive over three hours of solar access to their primary living areas between 9am and 3pm in midwinter.</p> <p>This is discussed further in Section 11.3.3.</p>
Include a clause that requires the lodgement of a development application for a mixed-use development within three years of	<p>Section 10 outlines the proposed planning provisions and contains a proposed clause requiring lodgement of a DA within 3 years of the proposed LEP amendment.</p>

<p>an LEP being made. If no development application is lodged within this time frame, the enabling provisions will cease to have effect. If the development application is lodged within three years and subsequently approved, then the local planning authority may remove the sunset clause the next time it updates the LEP to remove reliance on existing-use rights; and</p>	
<p>Include a revised timeline reflecting the 24-month period to finalise the LEP.</p>	<p>It is noted the Gateway determination requires finalisation of the Proposal within 24 months of issue.</p>

9 Objectives or intended outcomes (Part 1)

The objectives and intended outcomes of this Proposal are to:

- To facilitate redevelopment of an underutilised Site in a main street location in close proximity to a range of services and public transport options.
- Support and enhance the existing creative, light industrial and employment uses on the Site.
- To provide for an improved creative employment / artists' space.
- To provide opportunities for people to live and work in close proximity enhancing their quality of life.
- To retain and reuse the character buildings on the Site maintaining a link with the existing neighbourhood character while allowing for improved built form outcomes in terms of presentation to, and integrative with the surrounding lower scale residential streets.
- To provide high quality residential development, incorporating a mix of 1, 2 and 3 bedroom apartments, which add to the diversity of housing stock in the area improving local affordability.
- To take advantage of good existing public transport and high-quality open space that is in close proximity to the Site.
- Facilitate redevelopment of the Site that takes advantage of the Site's characteristics to minimise any impact on surrounding properties.
- Assist in achieving State and local government's housing targets.

10 Explanation of provisions (Part 2)

The Proposal will be achieved by the following amendments to the Leichhardt LEP:

- Retention of the existing IN2 Light Industrial Zone.
- The introduction of residential flat buildings as an additional permitted use on the Site by adding a clause to Schedule 1 of the Leichhardt LEP and an accompanying Additional Permitted Use Map across the Site.
- A new local provision with the following objectives:
 - A minimum of 6,000 sqm of non-residential / employment space is provided as part of any development of the Site allowing for ongoing light industrial use. Development must provide for retention of a minimum of 1,200 sqm of creative employment / artists' space within the above component, and
 - Any development of the Site, must as far as practicable, incorporate the adaptive reuse of the character buildings on the Site, and
 - Any development of the Site is to have regard for any impacts created on the adjoining IN2 Light Industrial land, and
 - A DA must be lodged within 3 years of the proposed amendment otherwise the additional permitted use and local provision will lapse.
- Amendment to maximum floor space ratio map to increase FSR to 2.54:1
- Amendment to height of building maps to allow for a maximum building height of 23 metres.
- Clause 6.14 of the Leichhardt LEP will apply to the Site which requires that a Site Specific DCP be prepared prior to DA approval for sites over 3,000 sqm.
- Clause 6.9 of the Leichhardt LEP will apply that allows for use of business premises or office premise within the IN2 zone if it is for the purpose of media, advertising, fine arts and craft, design, film and television, music, publishing, performing arts, cultural heritage institutions

The proposed mapping changes are shown in Section 12.

11 Justification (Part 3)

In accordance with Section 55 (2) of the EP&A Act the following section provides justification for the need of a Planning Proposal. The key questions provided in the NSW Department of Planning and Environment's Guide to Preparing Planning Proposals to guide this part of the assessment are addressed as follows.

11.1 Need for the Planning Proposal

Q1. Is the Planning Proposal a result of any strategic study or report?

The Proposal is the result of an analysis that balances an outcome that will best serve the needs of the future community and be able to be delivered consistent with market demand in the locality.

Additionally, the Proposal supports a number of strategic objectives at the state and local level:

- The Proposal supports the strategic directions of the current Inner West Community Strategic Plan (Our Inner West 2036) in particular those relating to the creation of *unique, liveable, networked neighbourhoods* and *creative communities and a strong economy*.
- The Site has reached the end of its economic life and the Leichhardt Employment and Economic Development Plan advocates transforming appropriate industrial land (such as the Site) into different land uses including housing.
- The Proposal is consistent with the key directions of the Greater Sydney Regional Plan and Eastern City District Plan relating to employment, urban renewal and housing growth in areas with good amenity and connectivity.
- The Proposal is subject to the Gateway Determination of the Panel.
- The Proposal is the subject of the GSC *Information Note: Industrial and urban services land (Retain and manage) – transitional arrangements* clarifying the Panel decision is the primary consideration.
- The Proposal while not in the Bays Precinct is in close proximity to plans for major open space and high tech employment outcomes which are a key priority of the NSW Government.

Q2. Is the Planning Proposal the best means of achieving the objective or intended outcomes or is there a better way?

The Proposal is the best means of ensuring an appropriate redevelopment that increases the number of jobs on the Site, encourages the continued operation and increased vitality of industrial uses, provides a closer match of employment to the needs of the local population, provides a continuation and improvement to the arts/community uses on the Site and provides an additional housing supply.

11.2 Relationship to Strategic Planning Framework

Q3. Is the Planning Proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

The Planning Proposal is consistent with the Greater Sydney Region Plan and the Eastern City District Plan as outlined in Section 4.

Q4. Is the Planning Proposal consistent with a council's local strategy or other strategic plan?

The Proposal has been considered against Our Inner West 2036 (Section 4.5) and supports the strategic directions outlined in the Plan. The Proposal is also consistent with the Leichhardt Employment and Economic Development Plan 2013 (Section 4.6).

Q5. Is the Planning Proposal consistent with applicable State Environmental Planning Policies

An analysis of the consistency of the proposed amendments with relevant State Environmental Planning Policies (SEPPs) is listed in Table 7.

Table 7: Analysis against State Planning Policies

Policy	Assessment
SEPP 55 – Remediation of Land	<p>SEPP 55 introduces planning controls for the remediation of contaminated land. The policy states that the planning authority must consider whether the land is contaminated, and if so that the land is suitable in its contaminated state for the permitted uses in the zone, or that the land requires remediation before the land is developed for that purpose.</p> <p>A detailed contamination assessment conducted by Douglas Partners has concluded that the Site has a low to moderate potential for significant or broad scale contamination. There may be moderate to high concentrations of contamination at point sources of contamination.</p> <p>The report finds that the Site has potential to accommodate the proposed change of use, subject to the completion of any remediation deemed necessary as a result of a RAP.</p> <p>This is consistent with the Managing Land Contamination, Planning Guidelines SEPP 55–Remediation of Land (1998).</p> <p>The Douglas Partners report is attached at Appendix D.</p>
SEPP 65 – Apartment Design Guideline	<p>SEPP 65 seeks to promote good design of apartments through the establishment of the Apartment Design Guide.</p> <p>Roberts Day have conducted an assessment of the Proposal and have concluded that a development within the proposed planning controls has the ability to comply with SEPP 65 and the Apartment design guideline. This will be further assessed at the DA stage.</p>
SEPP (Building Sustainability Index: BASIX) 2004	<p>BASIX SEPP requires all future residential developments to achieve mandated levels of energy and water efficiency, as well as thermal comfort. BASIX Certificates are included as part of future DAs to demonstrate compliance with BASIX SEPP requirements.</p>
SEPP (Infrastructure) 2007	<p>The Infrastructure SEPP sets out referral requirements for traffic generating development and noise criteria for development adjacent to rail corridors and busy roads, which is supported by an Interim Guideline.</p> <p>As part of the Proposal, a Traffic Impact Assessment report by CBRK has been undertaken which assesses the transport impacts that may arise from the Proposal.</p> <p>The noise criteria will apply at DA stage where relevant.</p>

Q6. Is the Planning Proposal consistent with the applicable Ministerial Directions?

The Proposal is consistent with all relevant Ministerial directions under Section 9.1 of the Environmental Planning and Assessment Act 1979 (previously Section 117).

An assessment of the Proposal against the applicable Section 9.1 directions is supplied in Table 8.

Table 8: Analysis against Ministerial Directions

Ministerial Direction	Assessment
1. Employment and resources	
1.1 Business and industrial zones	<p>The direction requires a Planning Proposal to retain the areas and location of business or industrial zones.</p> <p>The Proposal will retain the existing IN2 Light Industrial zoning and will result in no net loss in land zoned for light industrial uses. However, the Site is currently underutilised and the majority of uses on Site are not light industrial in nature.</p> <p>The Proposal would result in a more intensive use of space and increase in employment on the Site in a locality with good access to transport and amenities.</p> <p>From a future supply perspective, the Site represents approximately 0.7 percent of zoned employment lands in the former Leichhardt local government area in 2015 and 0.2 percent of the supply within the newly defined Inner West local government area.</p> <p>The economics of the Site do not support redevelopment for solely light industrial uses and the Proposal represents an opportunity to halt the decline of the existing buildings on the Site and create a modern viable light industrial space capable of adapting to future industrial, urban services and creative needs of the surrounding area.</p>
3. Housing, infrastructure and urban development	
3.1 Residential zones	<p>The direction requires that a Planning Proposal relating to residential land must include provisions to:</p> <ul style="list-style-type: none"> – broaden the choice of building types and locations available in the housing market – make more efficient use of existing infrastructure and services – reduce the consumption of land for housing and associated urban development on the urban fringe, and – be of good design. <p>The existing Lilyfield/Rozelle housing stock is comprised of a majority of single or semidetached dwellings. The introduction of a greater range of medium density dwelling of a range of sizes and types will satisfy this direction by providing a greater supply of more affordable and accessible types of dwellings.</p> <p>The Lilyfield/Rozelle area has good access to infrastructure, open space and a range of services.</p>

	<p>The increased activity both light industrial and residential will provide further activation to the Rozelle local centre and a more sustainable source of local employment over the longer term.</p> <p>Redevelopment of the Site will provide future residents the opportunity to live and work locally introducing a potential for further containment in the area, resulting in overall reduction in vehicle kilometres travelled.</p> <p>The Proposal also aims to improve access to housing, jobs and services by allowing people to live and work in areas where walking, cycling and public transport are viable alternatives to car based transport.</p>
3.4 Integrating land use and transport	<p>The direction requires the consideration of the principles of Integrating Land Use and Transport as outlined in key policies and guidelines.</p> <p>The Proposal meets these principles by locating housing and jobs with good pedestrian and cycle connectivity and within close proximity to a range of public transport services and key roads.</p>
4. Hazards and risks	
4.1 Acid Sulfate Soils	<p>The Site is within an area identified as Class 5 for Acid Sulfate Soils.</p> <p>Douglas Partners has provided advice (Appendix E) that, based on a desktop review of relevant geological mapping and the results of its subsurface investigations, it does not consider the site to be underlain by Acid Sulfate Soils. Accordingly, Douglas Partners recommended that no management of Acid Sulfate Soils would be required to support future development of the Site.</p>
4.1 Flood Prone Land	The Site is not within a flood prone area.
6. Local Plan making	
6.1 Implementing the Metropolitan Plan	<p>This direction requires Planning Proposals to be consistent with A Plan for Growing Sydney. A Plan for Growing Sydney was superseded by the Greater Sydney Region Plan in March 2018.</p> <p>The Proposal is consistent with The Greater Sydney Region Plan as outlined in Section 4.2.</p>

11.3 Environmental, social and economic impacts

Q7. Is there any likelihood that critical habit or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the Proposal?

The Proposal is contained within a Site cleared of vegetation and long used for industrial purposes, no critical habitat or threatened species will be affected as a result of this Proposal.

Q8. Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed.

11.3.1 Residential amenity and land use conflicts

The Proposal responds to the strategic direction for the area by providing for upgraded adaptable light industrial space, upgraded creative facilities and a supply of new residential dwellings in an area well serviced by employment, infrastructure and amenities.

The IN2 Light Industrial Zone objectives in the Leichhardt LEP require that future uses do not impact on surrounding uses. Light industries by definition, are industrial activities which do not interfere with neighbourhood amenity of adjacent residential areas.

Roberts Day have conducted an analysis of successfully integrated developments and as a result of this review a set of measures will be introduced through the Site Specific DCP to ensure that viability of industrial uses on the Site is enhanced and potential for impact on adjoining residential and industrial uses is minimised.

These measures include:

- Separate pedestrian entrances for employment uses and residential uses
- Potential for separate employment and residential vehicle access/parking
- Basement loading facilities for industrial uses, minimising adverse impacts on the surrounding areas
- Separate vertical circulation for employment and residential uses
- Generous employment floor-to-floor heights with acoustic treatment
- Flexible employment floor space which will be adaptable over time to accommodate a range of business and service needs
- Plant and equipment being located away from residential uses

The Urban Design Report (Appendix A) provides a detailed analysis of how the built form of the Proposal has been designed to accommodate the intended uses in a way that minimises the potential for land use conflicts both within and surrounding the Site.

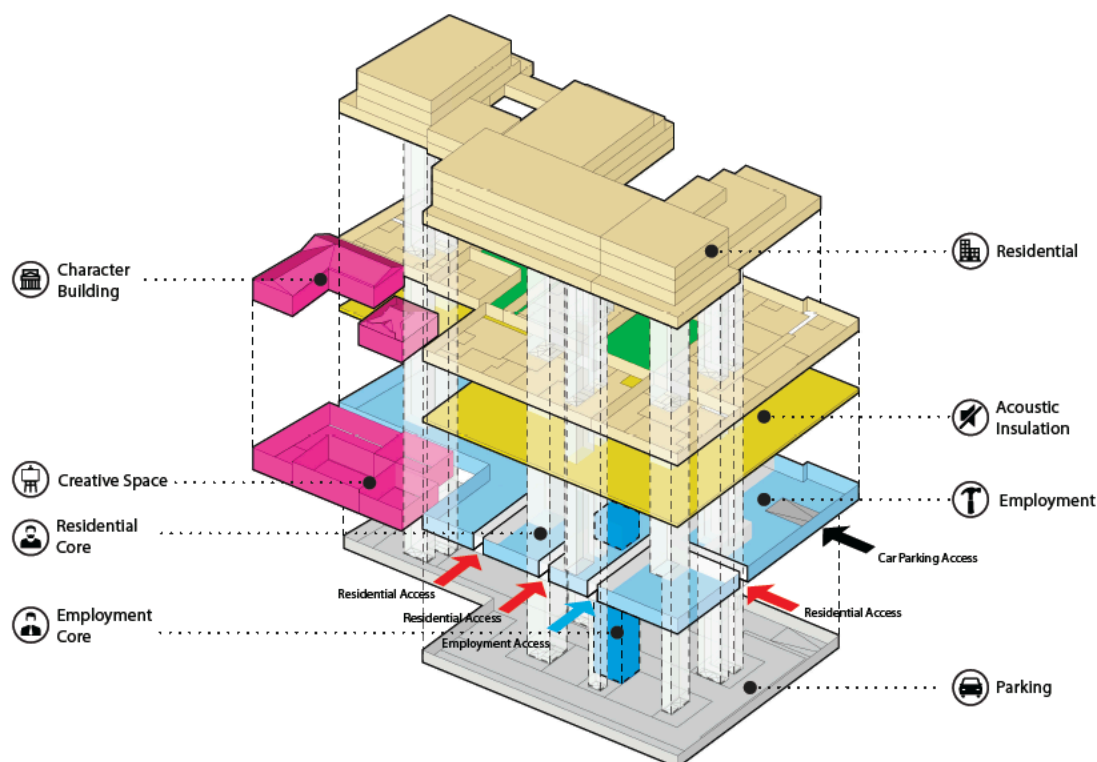


Table 9: Vertical Integration of proposed land uses (Roberts Day pg. 18)

Vertical integration of uses is a proven method of maintaining vibrancy at street level while providing for the amenity considerations of the mix of uses. A number of successful precedents of this type of development are outlined in Section 11.3.2 below.

The Proposal will enhance this section of Balmain Road by redeveloping and improving a currently underutilised site. It will bring activity and employment to this area benefiting surrounding businesses and will improve permeability for pedestrians through the inclusion of a link from Fred Street to Alberto Street.

The range of uses proposed have significant potential to revitalise the local area and meet several important strategic objectives.

11.3.2 Precedents

The Urban Design Report also contains several precedents for redevelopment of industrial sites to allow for vertical integration of other uses, including some recent local examples which are discussed below. This kind of development provides a catalyst for renewal of key industrial landholdings in inner city areas that would otherwise not be redeveloped and remain underutilised.

East Village, Sydney

Mixed use development including a new Audi auto servicing facility located over two-levels which complements the flagship Audi Lighthouse showroom on the adjoining site. The development includes generous floor-to-ceiling heights on the ground floor and first and the thick lab between the residential and commercial uses for acoustic attenuation. This site is zoned B2 Local Centre under the Sydney Local Environmental Plan 2012.



Figure 11: East Village, Sydney

97-101 Pyrmont Bridge Road, Sydney

The southern half of the site is occupied by a one and two storey warehouse and office currently used by CSR Building Products as a “Trade Centre” for the wholesale of plasterboard and associated materials to the construction industry. The use includes warehouse space, display space and office space. The development includes separate employment and residential entrances for vehicles and pedestrians and separate parking bays for the two uses. The land is zoned B4 Mixed Use under the Sydney Local Environmental Plan 2012 which allows light industrial uses with consent.



Figure 12: 97-101 Pyrmont Bridge Road

11.3.3 Relationship with the surrounding area

The land adjacent to the north is also covered by the IN2 Light Industrial Zone the hatching in Figure 13 below shows the extent of the zone. The area in red shows the three uses that could be categorised as light industrial, even though they have a significant retail focus. The other uses are a mix of commercial (orange) and retail (yellow). The existing mix of uses in the surrounding area is evidence of the successful integration of a range of uses even though many of the structures were not constructed with specific regard to minimising land use conflicts.

There are several examples of residential uses in the locality that coexist with light industrial uses in much closer proximity than is proposed on this Site. Predominantly this is without the built form mitigation measures mandated by the Site Specific DCP.

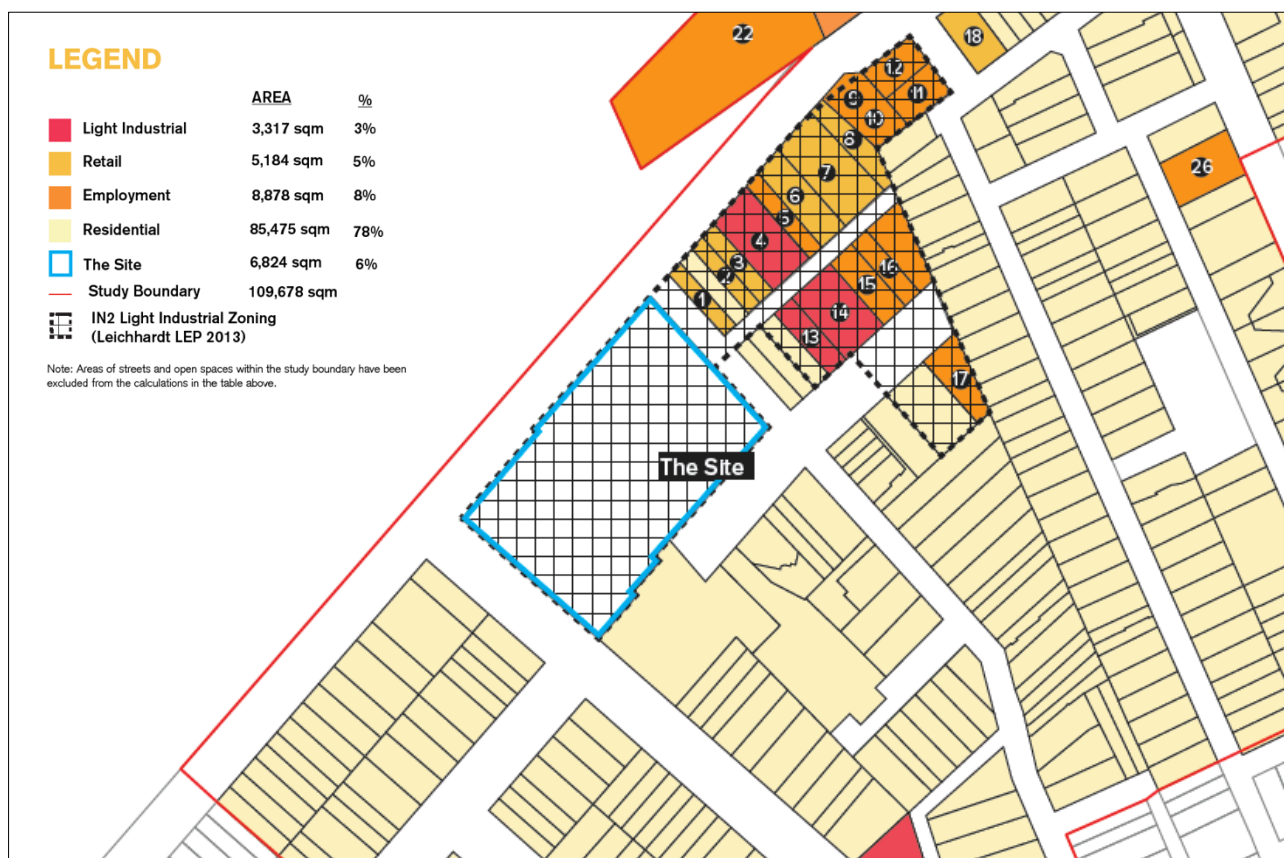


Figure 13: Land Use mix in the neighbouring IN2 zone (Roberts Day Urban Design Report pg. 37)

The Urban Design Report also details the transition of the proposed built form to the surrounding area and how the Proposal is designed to minimise adverse visual and amenity impacts on the surrounding area.

In particular the built form steps down toward the residential uses to the south, east and west of the Site with a two storey street wall along Alberto and Fred Street and a three storey street wall along Cecily Street, with upper level setbacks from these frontages. The built form responds to the surrounding character and minimises visual and overshadowing impacts on adjoining uses.

Appropriate provisions have been incorporated in the Site Specific DCP to ensure that these measures are considered in the assessment of future DAs.

A solar analysis has been carried out by Roberts Day (Appendix A) which illustrates that impacts on existing adjacent dwellings would be minor and that there would be no additional overshadowing on Callan Park.

Proposed building envelopes are stepped down towards Alberto Street and Fred Street to maximise solar access. The solar analysis demonstrates that there would be minor impact on the principle private open space of adjoining dwellings including:

- the principle private open space of dwellings on the western side of Alberto Street would receive some additional shadowing in the morning but they would receive at least 3 hours of sunlight between 9am and 3pm in midwinter, and
- the principle private open space of terraces immediately to the south of the site would receive some minor additional overshadowing during the afternoon in midwinter but this generally only impacts on a very small percentage of the private open space.

The analysis also showed that the only impact on solar access to primary living areas would be to the rear elevation of the two terraces directly to the south. The additional impact would be less than two hours to one of the terraces and less than one hour for the other, and they would both still receive over three hours of solar access to their primary living areas between 9am and 3pm in midwinter.

Based on this analysis the proposal ensures that an adequate level of solar access is maintained to surrounding sensitive uses.

11.3.4 Traffic and transport

CBRK were commissioned to provide an assessment of the traffic and transport elements of the Proposal. The assessment is provided in the supporting documents (Appendix B). The following provides a summary of the assessment of the current Proposal for 6,000sqm of non-residential / employment floor space and approximately 142 residential apartments.

Traffic Impact

Based on RTA traffic generation rates CBR&K estimate that the proposed non-residential and residential land uses will result in a total traffic generation of between 50-70 vehicles per hour, two-way at peak times. Using SIDRA analysis the impact of the additional traffic has been at key intersections determined as follows:

- The signalised intersection of Balmain Road with Cecily Street would operate with average delays of less than 15 seconds per vehicle during peak periods. This represents level of service A/B, a good level of service.
- The unsignalised intersection of Balmain Road with Alberto Street would operate with average delays for the highest delayed movement of less than 20 seconds during peak periods. This represents level of service B, a reasonable level of service.
- The intersection of Cecily Street with Fred Street would operate with average delays for the highest delayed movement of less than 15 seconds per vehicle during peak periods. This represents level of service A/B, a good level of service.

In response to a request from the Council (letter dated June 2016) assessment of weekend traffic was also undertaken. This assessment determined:

- Based on the employment uses generating 50 per cent of their weekday afternoon traffic on a Saturday, the development would generate some 50 vehicles per hour two-way during Saturday peak hours.
- The analysis found that the intersection of Balmain Road with Cecily Street would operate with average delays of less than 15 seconds per vehicle during Saturday peak periods. This represents level of service A/B, a good level of service
- The intersection of Balmain Road with Alberto Street would operate with average delays for all movements of less than 35 seconds per vehicle during Saturday peak periods. This represents level of service C, a satisfactory level of service.

In light of the above assessment, CBRK conclude that the existing road network can adequately accommodate the additional traffic generation.

Site access and parking

At DA stage, appropriate on-site parking for cars, motorcycles and bicycles will be provided, consistent with reduced parking provision for locations with good public transport access. CBRK have assessed the Proposal and state that the future development will be able to comply with the minimum and maximum parking requirements for the indicative 142 residential apartments and 6,000 sqm of non-residential / employment uses space.

Appropriate vehicular access to the development is proposed to be provided from Alberto Street, Fred Street and/or Cecily Street which would be appropriate to distribute traffic efficiently on the surrounding road network. There is potential to separate access to the industrial and residential components from the street, or within the Site.

The existing driveways to the Site from Balmain Road, and two of the existing site driveways from Alberto Street, will be removed. This will improve parking in these streets by increasing the number of on street car parking spaces.

In conclusion, the future development would have minimal impact on the surrounding area and adequate transport infrastructure exists to cater for the future development.

11.3.5 Heritage impact

As part of the current Proposal and consistent with the advice of the Panel and resulting Gateway Determination Roche Group are proposing to retain the character buildings of the former Pilchers Bakery (1907) and ABBCO site (1917).

A Heritage Assessment completed by NBR Architecture and Heritage (Appendix C) finds that while the Site is in proximity to a range of heritage items the Site of itself does not meet the recognised criteria for heritage listing and in spite of ample opportunity has not been listed to date.

Following is an extract of the heritage assessment completed NBR Architecture and Heritage.

Site

The Site contains a number of masonry buildings, constructed at various dates between 1907 and ca.1960. The Site contains three principal buildings, namely:

- *Pilchers Bakery;*
- *Former ABBCO Pty Ltd office; and*
- *Factory building with two residential apartments above.*

Heritage Assessment

The assessment finds the former ABBCO Factory site, while having low historic and associative significance, does not demonstrate the heritage criterion set by the NSW Heritage Council at a level sufficient to warrant listing as an item on any local or state heritage register. The Site occupies an entire block facing Balmain Road opposite Callan Park Hospital and adjoins the Eastern Residential Sub Area which is predominantly one- and two-storeys in scale.

The former ABBCO Bread Factory complex is the result of several construction phases dating from 1907. Open areas, including cart areas and stables have been enclosed and adapted, or redeveloped resulting in the irreversible loss of original fabric. Original machinery and ovens were removed in ca1990, and the surviving original building fabric does not demonstrate the earlier significant bread-making use associated with the Site.

While prominent due to its location, the buildings have little aesthetic value and limited ability to demonstrate the historic processes that led to their construction. The original use for bread production ceased in the last third of the 20th century and the complex has subsequently been fragmented by a variety of uses in its component parts.

The Site has not been identified by any other heritage authority despite its obvious prominence and proximity to other heritage items.

Conclusions and Recommendations

The assessment finds that the level of potential heritage value of the former ABBCO site does not demonstrate one or more criteria at a level that would warrant listing as a heritage item at the local level.

The external form of the northern section of the complex exhibits the characteristics of a warehouse or factory and may be suitable for adaptation for other uses subject to planning approval. The complex no longer operates as a bakery and the equipment and spaces associated with bread-making were removed in the early 1990s.

Other warehouse and factories situated in the northern Balmain Road Commercial /Industrial Sub Area have been retained and progressively adapted for other uses, such as artist studios, architect office, coffee roasting, light manufacturing (glass window and shop fitout fabrication) in recent years.

In the event that the buildings are demolished, appropriate recording of the Site and on site interpretation might be considered.

Despite the lack of formal heritage significance Roche Group have elected to attempt to integrate the former Pilchers Bakery (1907) and ABBCO site (1917) into the Proposal. This is consistent with the previous design principles developed for the Site by the former Leichhardt Council in 2007 in consultation with the Resident Reference Group.

Following the Gateway Determination further advice was sought from NBRS on compliance with the Gateway conditions, they confirmed their original finding and recommended a number of measures to be addressed in the adaptive reuse, these measures have been incorporated into the Site Specific DCP.

The Local Provision proposed in Section 10 requires the adaptive reuse of these character buildings as part of any redevelopment.

These character buildings will provide a level of interest to the streetscape, assisting the future development to harmonise with the surrounding neighbourhood character. They are also proposed to be set back from the proposed new buildings which will allow for a pedestrian walkway around these buildings.

11.3.6 Contamination and Acid Sulfate Soils

Given the industrial history of the Site, Douglas Partners were commissioned to undertake an assessment of potential contamination of the Site. A Detailed Site Investigation for contamination is included with the Proposal (Appendix D).

This assessment concludes the Site has low to moderate potential for significant contamination mainly in areas previously used for underground storage tanks and potential for chemical spills, areas of fill from unknown sources will warrant further investigation at the next phase of assessment (DA stage).

The Douglas Partners report acknowledges the Proposal is at Planning Proposal stage and concludes that given appropriate treatment the Site can be made safe to accommodate the land use change and future development for industrial and residential purposes.

The Site is within an area identified as Class 5 for Acid Sulfate Soils under the Leichhardt LEP. Douglas Partners has provided advice (Appendix E) that, based on a desktop review of relevant geological mapping and the results of its subsurface investigations, it does not consider the Site to be underlain by Acid Sulfate Soils. Accordingly, Douglas Partners recommended that no management of Acid Sulfate Soils would be required to support future development of the Site.

11.3.7 Impacts on the natural environment

Due to the urban nature of the Site and its surrounds, its redevelopment will have limited impact on the natural environment. No significant vegetation removal is required as part of the Proposal and the overshadowing analysis demonstrates there will be no impact on the nearby Callan Park. Construction related impacts including noise and dust will be carefully managed and approved through the future DA process along with adequate and appropriate stormwater treatment which will be provided on the Site.

Q9. *Has the Planning Proposal adequately addressed any social or economic effects?*

11.3.8 Economic Impact Assessment

Hill PDA were commissioned to undertake an Economic Impact Assessment of the Proposal, the full report is included at Appendix F. A summary of the economic impacts of the Proposal compared to the current uses is provided in Table 10.

Table 10: Summary of Economic Impact (Hill PDA)

	Current Uses	The Proposal
Total Jobs Generated	75	130
Total Salaries (\$m) Generated	\$3.9m	\$8.0m
Industry Value Added (contribution to GDP)	\$5.2m	\$12.2m
Construction Costs	-	\$66.7m
Total Economic Activity from Construction	-	\$216m
Job Years in Construction	-	570

The Hill PDA assessment concludes that redevelopment of the ageing building on the Site is unviable under the current FSR and land use controls. The proposed LEP amendment would enable redevelopment by introducing residential flat buildings as a permissible use. A new building would allow for improved efficiencies resulting in an increase in the number of jobs on the Site. It would have a positive economic impact retaining and enhancing the employment-generating aspects of the Site.

The Hill PDA assessment strongly asserts that the viability of the existing light industrial uses will be enhanced predicting an increase in employment numbers on the Site from the current 75 – 130.

The assessment forms the view that *“the addition of residential flat building as a permissible use on the Site would facilitate the renewal of the Site for light industrial uses with a floorspace configuration more suited to the requirements of the new economy, including creative industries and technology firms, while also contributing strong demand for multi-unit dwellings in the suburb”*.

Q10. *Is there adequate social infrastructure for the Planning Proposal*

11.3.9 Social impact

Hill PDA have completed a full Social Impact Assessment (SIA) for the Proposal which is included at Appendix G.

The assessment identifies a number of key findings which are:

- *The Proposal is expected to result in a very limited impact on social infrastructure in the immediate area including child care, education infrastructure and community facilities*
- *The increased provision of dwelling stock and additional new residents that could be accommodated in the development would have a positive impact on local business viability while the provision of increased dwellings will improve housing affordability and benefit a population seeking to downsize or a younger population seeking to move to the area*

- *Providing light industrial employment on the Site has the potential to provide jobs close to home which can positively contribute to the quality of life of the local community.*

The assessment concludes that the growth in population effected by the development of the Site being approximately 250 persons is well within that forecast for the LGA and the impact on social infrastructure and services is marginal and future demand can be accommodated within existing facilities. The assessment concluded that there will be no adverse impact on any Council services and open space. The assessment also finds the Site meets the new Government Architect Criteria for open space being located in close proximity to several significant areas of open space.

The assessment highlights that that there will be significant benefits from the increased availability of a range of dwelling types for most demographics as the smaller apartments will be more affordable and attractive to new home owners and downsizers.

The assessment also examines the Gateway condition regarding ongoing viability of industrial uses of the Site. It finds that the design methods proposed in the Urban Design Report and mandated by the Site Specific DCP will mitigate any negative impacts resulting from potential land use conflict and there is little market risk in IN2 light industrial uses.

It is predicted that the quality and flexibility of the new employment space will be a significant catalyst for employment growth and enhance the attractiveness for these types of land uses.

11.3.10 Services and infrastructure

The Proposal has been developed to either provide for its own infrastructure needs or utilise capacity within existing infrastructure. The Proposal provides for widened footpaths and a through site link at no cost to Council.

Notwithstanding the above, the Site is also liable for local developer contributions under section 7.11 of the Environmental Planning and Assessment Act 1979 which will ameliorate any further as yet unidentified demands.

12 Mapping (Part 4)

The Proposal is to retain the exiting IN2 zone.

The following maps are proposed to be amended/included:

- Floor Space Ratio Map
- Height of Buildings Map
- Additional Permitted Use Map

The proposed mapping changes to the *Leichardt LEP 2013* maps are shown in Figure 14 to Figure 16.

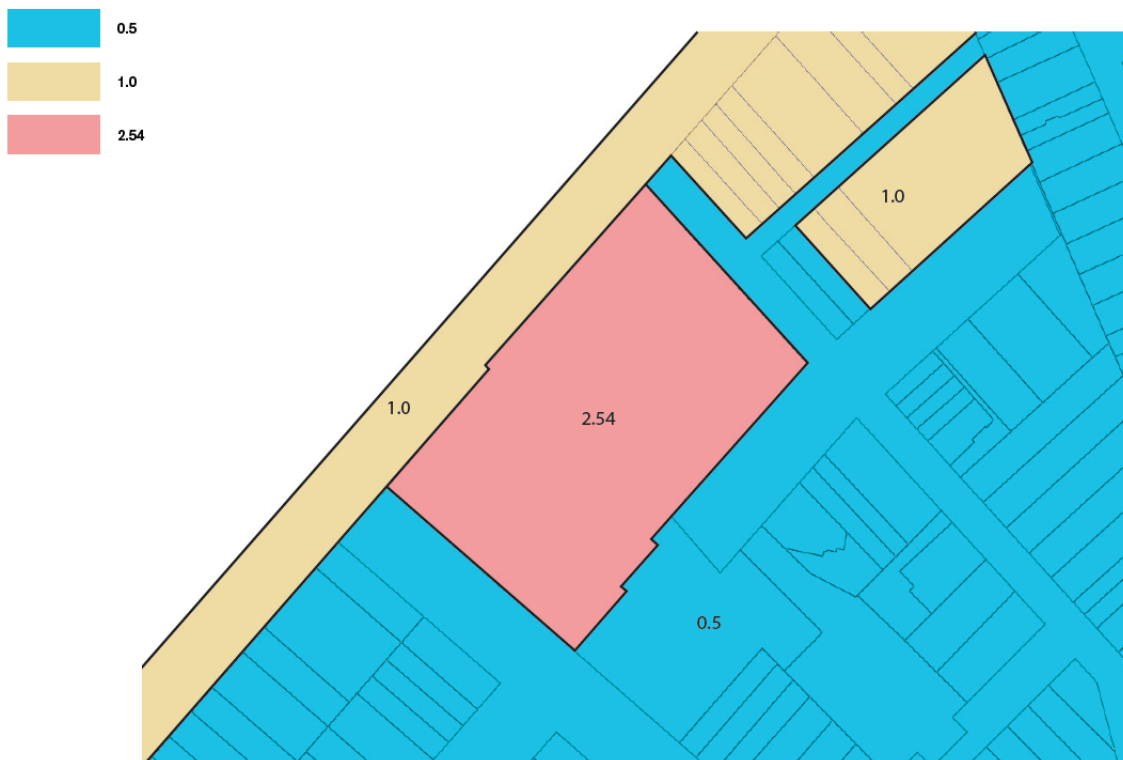


Figure 14: Proposed Floor Space Ratio Map

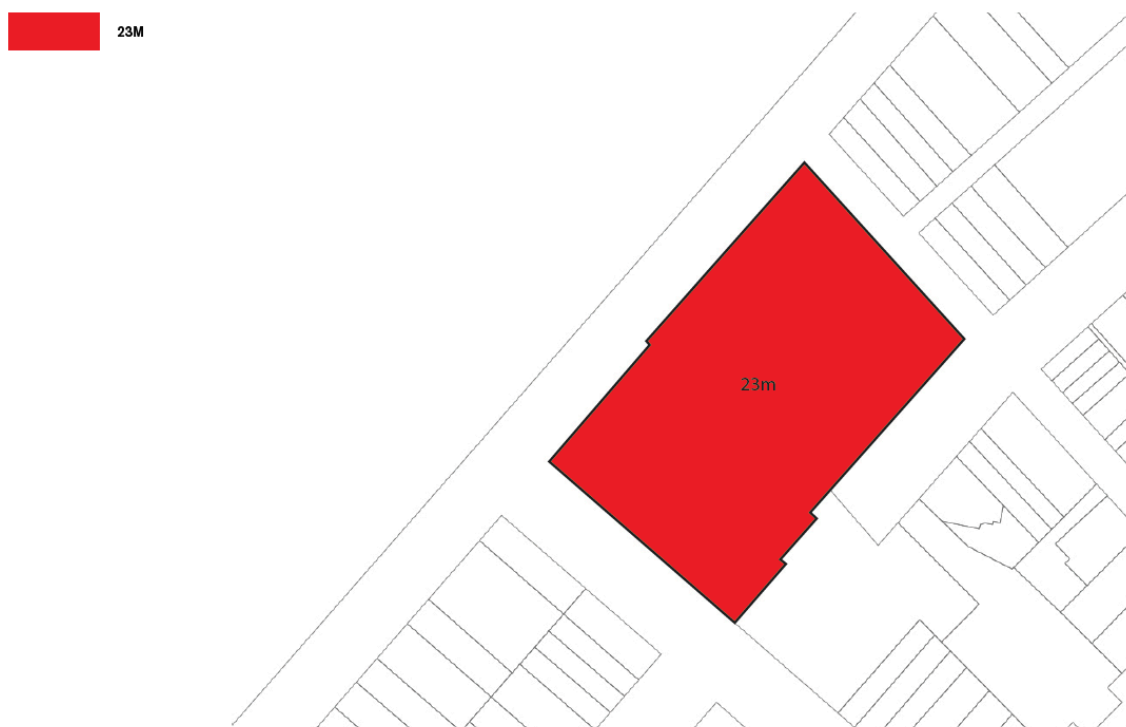


Figure 15: Proposed Height of Buildings Map

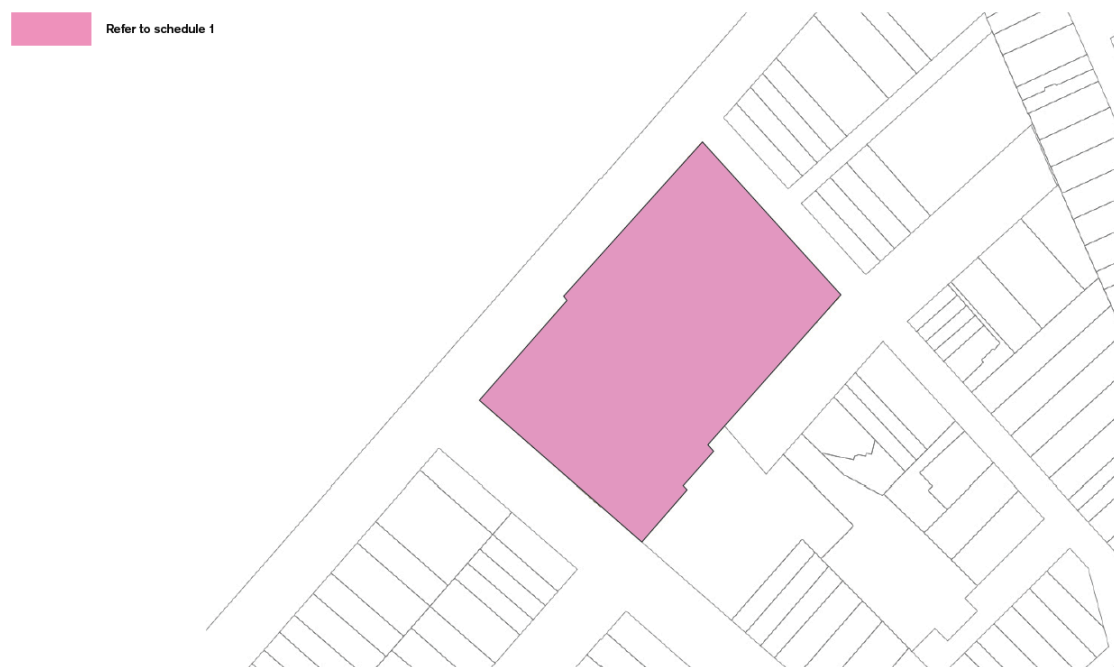


Figure 16: Proposed Additional Permitted Uses Map

13 Consultation (Part 5)

Extensive consultation with Inner West Council has resulted in significant amendments to the Proposal.

The original proposal submitted to Council for comment in September 2016 was a mixed-use outcome with a small component of compatible commercial and light industrial uses. This original proposal sought a change from the Light Industrial IN2 Zone to a Mixed Use B4 Zone.

The key concern raised by Council at the time was the need to retain industrial zoned land and ensure employment generation. As a result of on-going consultation with Council the Proposal has been revised to retain the IN2 Light Industrial zone with residential accommodation (and later through the Gateway Determination condition amended to Residential Flat Building) included as an additional permitted use. There has been a substantial increase in the non-residential / employment floor space from 1,600 sqm to 6,000 sqm and a reduction from 170 apartments to 142.

While the entire non-residential / employment floorspace could be used for creative industries, a substantial amount of 1,200 sqm has been preserved to retain an equivalent amount of creative employment / artists space.

The original proposal had a number of community benefits that have been retained in the Proposal, including a through site link and widened footpaths, retention of the character buildings facing Balmain Road and incorporation of sustainability features.

Table 11: Key changes to the Proposal

Table Heading	Original proposal	Pre Gateway proposal	Current Proposal
Land use zone proposed	Change to Mixed Use B4 zone	Retain Light Industrial IN2 zone with residential accommodation as an additional permitted use.	Retain Light Industrial IN2 zone with residential flat building as an additional permitted use.
Maximum building heights	9 storeys	6 storeys	23 metres
FSR	2.3:1	2.54: 1	2.54:1
Number of apartments	170	142	142
Non-residential floor space	1,600 sqm	6,000 sqm	6,000 sqm
Creative employment / artists' space	400	400	1,200
Traffic generation	40 to 50 vehicles per hour two-way at peak times.	70 to 60 vehicles per hour (two-way at peak hour).	50 to 70 vehicles per hour (two-way at peak hour).
Affordable housing	3-4%	5%	In line with Council requirements following any inclusion in SEPP 70.

14 Project timeline

An indicative timeline is set out in Table 12 below.

Table 12: Project timeline

Planning proposal stage	Date
Appointment of the Eastern City Planning Panel as RPA.	4 December 2017
Issue of Gateway	2 November 2018
Lodgement of updated Planning Proposal	June 2019
Exhibition of Planning Proposal	July 2019
Response to issues raised in submissions	August 2019
DPE completes assessment and submits Planning Proposal for finalisation	October 2019
Planning Proposal notified and Leichhardt LEP amended	November 2019

15 Conclusion

The Site represents a significant opportunity to deliver on a number of the State and local planning policy objectives as reiterated below;

- The Proposal supports the strategic directions of the current Inner West Community Strategic Plan (Our Inner West 2036) in particular those relating to the creation of *unique, liveable, networked neighbourhoods* and *creative communities and a strong economy*.
- The Site has reached the end of its economic life and the Leichhardt Employment and Economic Development Plan advocates transforming appropriate industrial land (such as the Site) into different land uses including housing. Under this Proposal, the equivalent floor space and zoning is maintained but transformed into a modern flexible space likely to ensure the longevity of permissible uses.
- The Proposal is consistent with the key directions of the Greater Sydney Regional Plan 2018 relating to employment, urban renewal and housing growth in areas with good amenity and connectivity.
- The Proposal is consistent with the direction in the Eastern City District Plan with regard to taking a precautionary approach to rezoning of employment lands in maintaining the current zoning and will deliver a greater amount of employment than the existing use of the Site.
- The Site will provide a range of public benefits such as improved permeability and public domain outcomes and the provision of new employment and creative space.
- The Proposal while not in the Bays Precinct is in close proximity to plans for major open space and high tech employment outcomes, which are a key priority of the NSW Government.

Appendix A Urban Design Report

Appendix B Traffic Assessment

Appendix C Heritage Assessment

Appendix D Contamination Assessment

Appendix E Acid Sulfate Soils Advice

Appendix F Economic Impact Assessment

Appendix G Social Impact Assessment

Appendix H Draft Site Specific Development Control Plan

Appendix I Existing zoning and FSR maps