

Planning Proposal

Submission to Canterbury Local Environmental Plan 2012

642 – 644 Canterbury Road,
1 – 3 Platts Avenue,
2a – 2d Liberty Street, Belmore

City of Canterbury	
Officer	Walter Fairleigh
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EXECUTIVE SUMMARY

Planning Proposal – 642-644 Canterbury Rd Belmore

Planning Context:

In accordance with the provisions of section 55 of the Environmental Planning and Assessment Act 1979 and *A Guide to Preparing Local Environmental Plans* and *A Guide to Preparing Planning Proposals*, this Planning Proposal provides the following:

- Objectives or intended outcomes
- Explanation of Provisions
- Justification
- Community Consultation

The Opportunity:

An amalgamation opportunity has presented itself which will allow for the creation of a through-block laneway between Liberty Street and Platts Avenue which would dramatically enhance connectivity and permeability as the Canterbury Road corridor develops with mixed use development.

To facilitate this laneway connection, this Planning Proposal seeks to increase the height controls to allow for a range of building heights on the site with a 30m limit to Canterbury Road. It also seeks to extend the proposed mixed use zone towards the south to reflect the site amalgamation and facilitate the creation of the laneway.

The need for Housing:

The State Government's Metropolitan Development Program (MDP) provides clear monitoring of existing dwelling creation and maps the need for new dwellings. The key points supporting housing need are highlighted below:

- By 2031 Sydney will have 1.3M new residents which will require 545,000 new dwellings.
- Sydney needs to create 30,277 new homes each and every year to meet target.
- In March 2013 the State Government released an extensive housing strategy with urban activation precincts and a mix of significant sites and green-field development initiatives. This program identified 172,000 potential new sites which will be developed progressively. This is only 31% of the total housing requirement and represents 9,555 dwellings per year, if measured until 2031.
- Housing Data from 2008/09 – 2012/13 shows that the entire Sydney Region released 79,549 new homes. This represents an average of 15,909 dwellings per year in total.
- Sydney's average growth (15,909) plus the recent release strategy (9,555) equals 25,464 new dwellings per annum. This is still well short of the 30,000+ new homes required each year.

PART 1 - OBJECTIVES OR INTENDED OUTCOMES

The objective of this planning proposal is to facilitate a significant mixed use development on land bounded by Canterbury Road, Liberty Street, Platts Avenue and residential land to the south. The development will allow for residential apartments above a commercial podium comprising ground level uses along Canterbury Road.

A key outcome resulting from the development of the site will be the increase in building height and an extension of the mixed use zone towards the south.

The objective therefore is to establish site specific controls for an amalgamated development site comprising the following properties:

Address and Lot number	Area (m2)
642 Canterbury Road (Lot 1, DP 5208)	581.7
644 Canterbury Road (Lot 2, DP 5208)	581.7
1 Platts Avenue (Lot 4, DP 5208)	607.3
3 Platts Avenue (Lot 5, DP 5208)	670.3
2A Liberty Street (Lot 51, DP 6042)	474.2
2B Liberty Street, (Lot 2, DP 514813)	790.4
2C-2D Liberty Street, (Lot B, 383957)	575.4
2C-2D Liberty Street, (Lot 1, 125537)	241.5
Total Area	4522.5

The amalgamated site which is the subject of this planning proposal excludes the property at 450-458 Canterbury Road and No. 2 Liberty Street (total area being 1024.3m2). Despite best endeavours, this property was unable to be included in the overall planning proposal. In town planning terms it is likely that Council may consider it appropriate to apply the studied height controls along Canterbury Road. This can be easily reflected in the mapping if Council so resolves.

The subject site is shown in **Figure 1** and also includes a reference to the extent of the current business zone applying to the site and clearly indicates the additional residential sites that are intended to be included as part of the overall business zone.

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PART 2 – EXPLANATION OF PROVISIONS

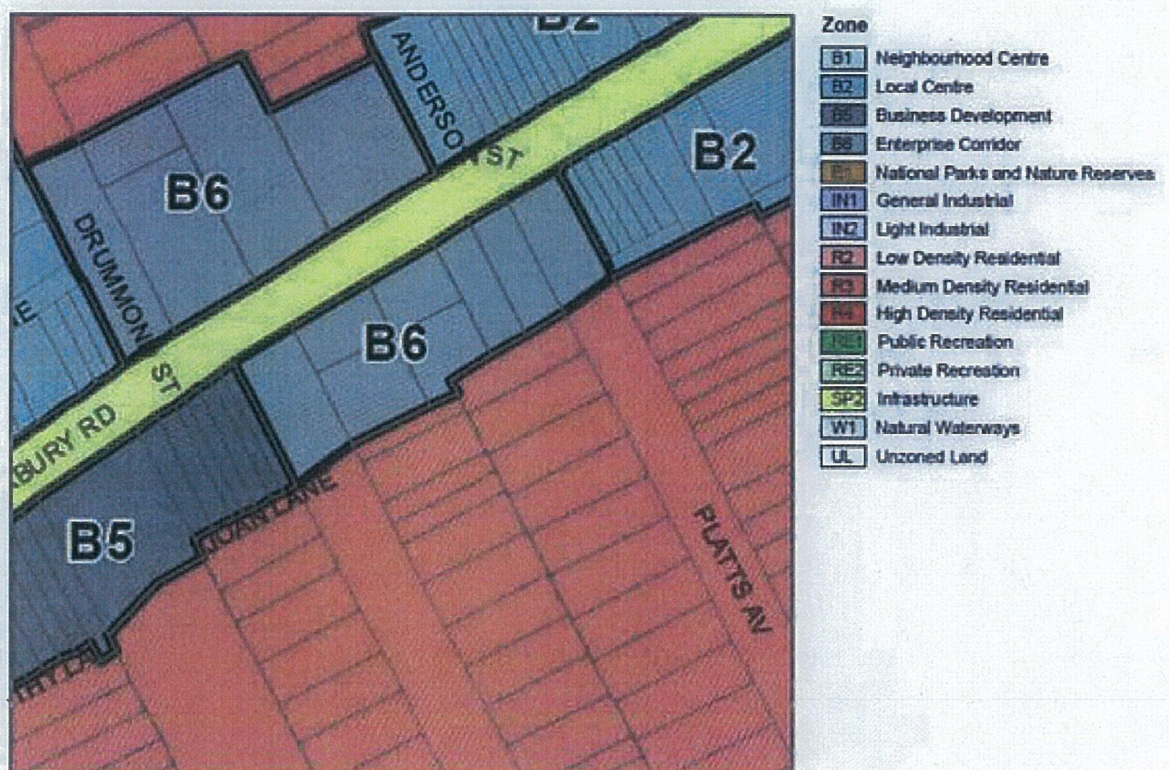
SUMMARY OF PROPOSED CHANGES TO PLANNING CONTROLS			
	Current (CLEP 2012)	Proposed in Draft CLEP 2012	Proposed in this Planning Proposal
Zoning	B6 – Enterprise Corridor	B5 – Business Development	B5 – Business Development
Height of Buildings	12m	18m	30m, 25m, 14m, 4 m, 0m

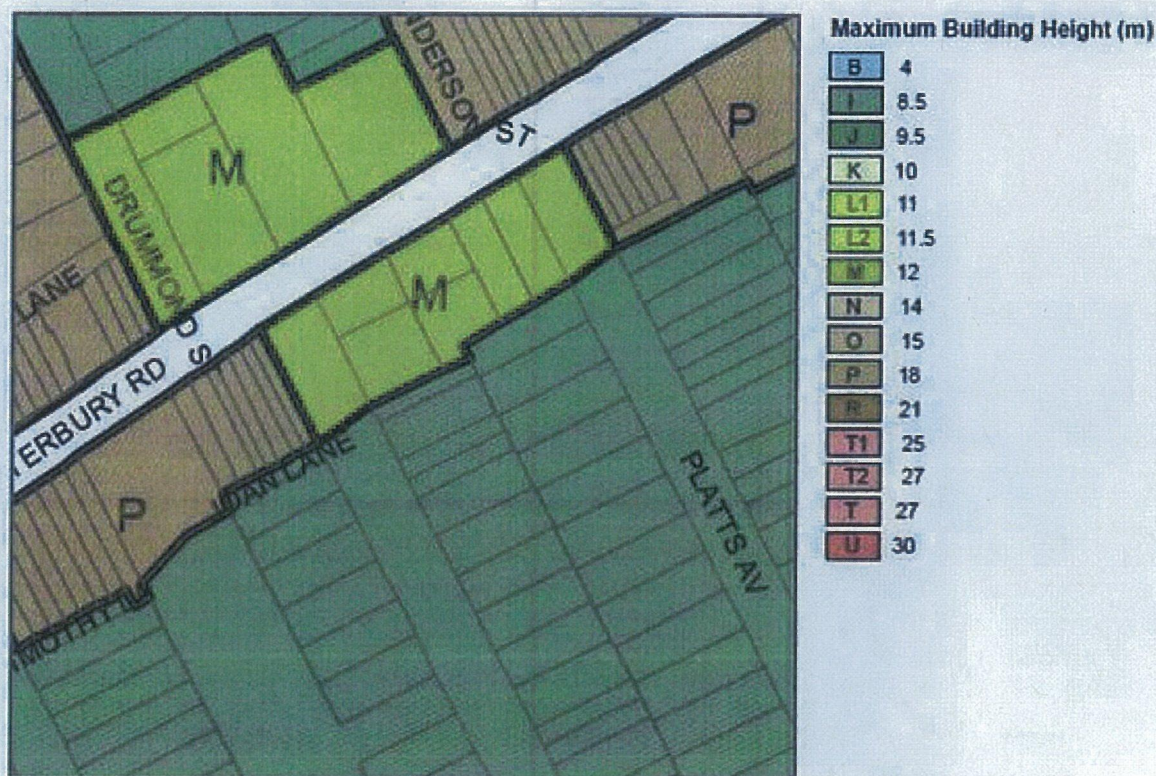
At the time of lodging this Planning Proposal, Canterbury Council is progressing a Planning Proposal which also amends controls for this site. It is currently intending to zone the property B5 and increase the Height of Buildings to 18m. This is set out in the Table above. This is still subject to further traffic studies and deferrals.

This Planning Proposal seeks to increase the Height of Buildings to 30m at street corners at the northern part of the site and install a range of heights through the site. It also seeks Council endorsement to have the planning proposal considered along-side a Development Application for the site in accordance with Division 4B, Sections 72I, 72J and 72K of the EPA Act 1979. It is requested that this request for a simultaneous assessment of a DA and Planning Proposal be included in any request by Council to Gateway.

Figures 2 and 3 below illustrate the existing and proposed LEP maps as required for the planning proposal.

Figure 2: Suite of relevant existing LEP maps (Source: Council LEP)





An Urban Design Report prepared by Geoform Architects has been prepared for the site to examine the proposed building envelope appropriate for the site. This report also looks at the overall context, streetscape and the transition to the residential properties to the south. It is attached at Appendix 1.

Part of this overall development proposal would require a slight change to the zoning boundary to facilitate a proposed laneway at the southern end of the land. It is therefore proposed to seek to extend the B5 zone over the properties at 1-3 Platts Avenue and 2A Liberty St.

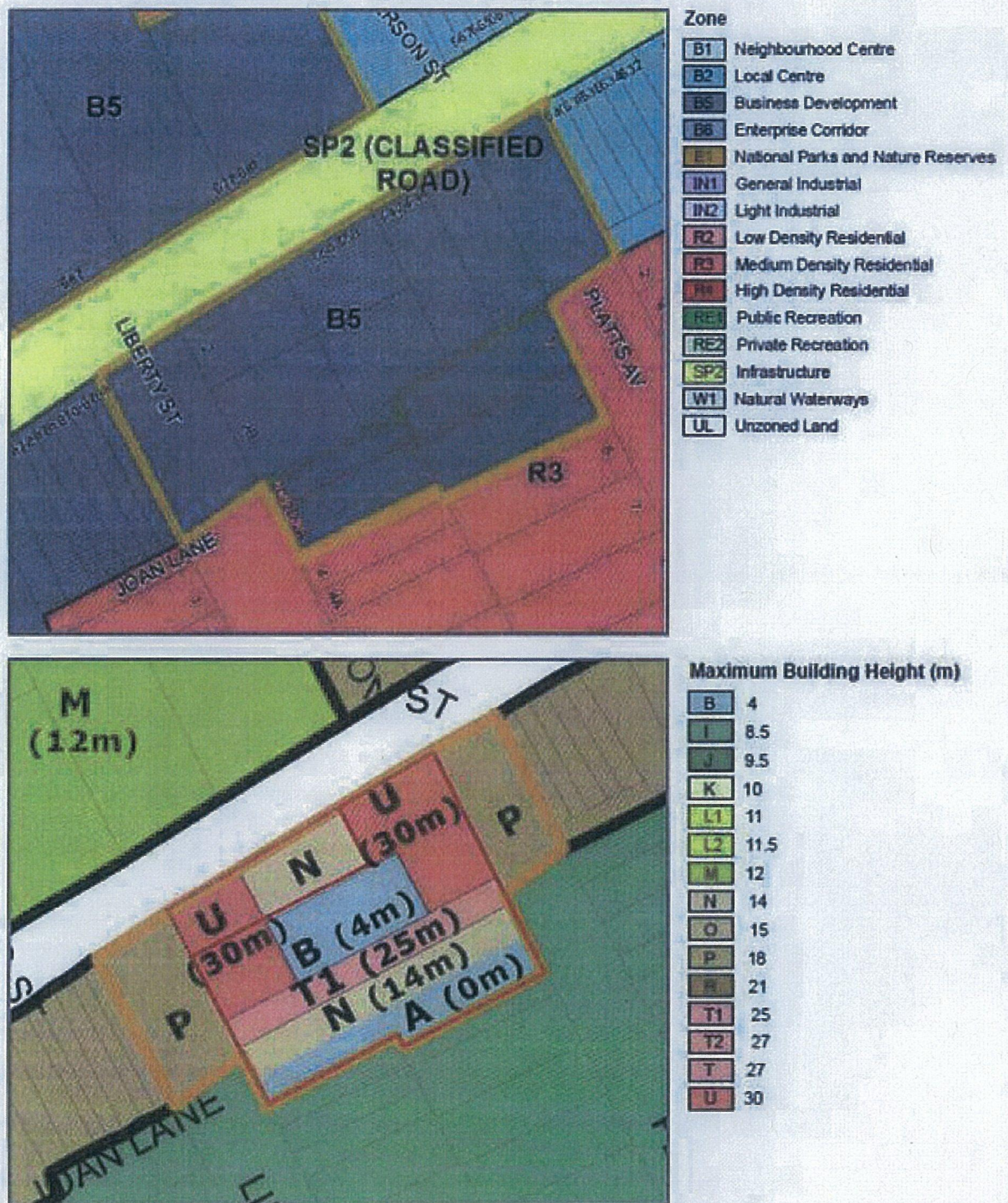
Having regard to the drastic need for well-placed housing in Sydney, it is contended that this Planning Proposal is appropriate and desirable in terms of sustainable development within the Metropolitan area and is consistent with the directions of the State Government. Significantly sized sites within Sydney are not overly common and density should be maximised as far as possible.

This planning proposal seeks to achieve the following objectives and intended outcomes:

1. Amendment of the Canterbury Local Environmental Plan 2012 Land Zoning Map to "B5" as shown on the map below.
2. Amendment of the Canterbury Local Environmental Plan 2012 Height of Building Map to "U" (30m), "T1" (25m), "N" (14m), "B"(4m) and "A" (0m) as shown on the map below;

The proposed new LEP maps are shown below in Figure 3. Detailed dimensioned plans exist in the Urban Design Report (Appendix 1) in respect of the Height of Building map.

Figure 3: Proposed suite of LEP maps



PART 3 – JUSTIFICATION

The NSW Department of Planning has a publication entitled "*Guidelines for Preparing Planning Proposals*". It outlines a range of questions which will be answered as part of the Justification process.

Section A – Need for the planning proposal

1. Is the planning proposal a result of any strategic study or report?

The study has arisen from the Canterbury Road Corridor work which has been carried out in recent years by Canterbury Council. This work earmarked this site to be rezoned to "B5 – Business Development" and to have the maximum building height increased to 18m.

Being a large amalgamated site, this Planning Proposal seeks to increase the height to 30m to Canterbury Rd and extend the zone to the south and thereby allow for the dedication of a public laneway. A range of maximum building heights are proposed throughout the site.

2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

A Planning Proposal is considered to be the most appropriate means of achieving the stated objectives and intended outcomes.

3. Is there a net community benefit?

A net community benefit arises where the sum of all the benefits of a development or rezoning outweighs the sum of all costs. The justification to proceed with the planning proposal has taken into consideration the public interest and the consequence of not proceeding with the rezoning and proposed changes in height.

Table 1 below provides an evaluation of the Planning Proposal against the key criteria for a Net Community Benefit Test set out in the Department of Planning's draft Centres Policy. The level of detail and analysis is proportionate to the size and likely impact of the proposed LEP amendment.

Based on the responses to the key evaluation criteria in Table 1, it is considered that the Planning Proposal will deliver a net community benefit. In summary the community benefits include:

- Additional housing density along Canterbury Road that will stimulate existing and new businesses in the area;
- The dedication of a public laneway connecting Platts Avenue and Liberty Street which will dramatically improve traffic impacts on Canterbury Road into the future and provide building separations, landscaping and height transitions to the south;
- Improving demand for public transport resulting in increased patronage and improved services;
- A larger scale building that will assist in alleviating affordability issues within Sydney.

Table 1 – Net Community Benefit Test Assessment

Evaluation Criteria	Assessment	✓/x
Will the LEP be compatible with agreed State and regional strategic direction for development in the area (e.g. land release, strategic corridors, development within 800 metres of a transit node)?	The site is compatible with the strategic directions of the State which promote new development near transit nodes and major or emerging centres. The site is located on existing bus routes and on the Canterbury Road Corridor. The site is located exactly 800m from Belmore Station and 1.6km from both Campsie and Lakemba Railway stations but is served by the Canterbury Road bus services.	N
Is the LEP located in a global/regional city, strategic centre or corridor nominated within the Metropolitan Strategy or other regional or sub regional strategy?	Sydney needs density. The density being considered is not that of a large town centre but is considered appropriate for the corridor particularly given the likelihood that transport services will be improved along Canterbury Rd at some point in the future.	✓
Is the LEP likely to create a precedent or create or change the expectations of the landowner or other landholders?	Larger sites have been earmarked for 25m heights along Canterbury Road. The appropriateness of this can be considered on merit. No significant precedent will be created, particular with the laneway dedication substantiating additional density on the site.	✓
Have the cumulative effects of other spot rezoning proposals in the locality been considered? What was the outcome of these considerations?	Council has considered the cumulative effects of all the development along Canterbury Road. The addition of two storeys of extra height to the northern section is not considered overly significant in the context. It must be noted however that Roads and Maritime Services have registered some concerns with Council about traffic on Canterbury Rd. The applicant and traffic consultants have held detailed meeting with the RMS prior to lodgement.	N
Will the LEP facilitate a permanent employment generating activity or result in a loss of employment lands?	The proposal is for a mixed use development with a ground level commercial use. The residential use on this site will consolidate the viability of retail uses on this site and expand the quality and scale of commercial uses in the area.	✓
Will the LEP impact upon the supply of residential land and therefore housing supply and affordability?	There will only be a positive impact on the supply of affordable housing.	✓
Is the existing public infrastructure (roads, rail, utilities) capable of servicing the proposed site?	Generally yes. The SIDRA analysis of the existing scenario at the intersection of Canterbury Road and Kingsgrove Road gives a Level of Service of D in the AM peak hour and C in the PM peak hour. <i>Future volumes</i> from this development are <i>low</i> and do <i>not</i> change the <i>operational capacity</i> of this intersection. The outcome of a new laneway linking streets adjacent to Canterbury Rd is a good outcome. Existing water, waste and electrical utilities are considered capable with any minor management issues dealt with at the Part 4 stage.	✓

Evaluation Criteria	Assessment	✓/x
Is there good pedestrian and cycling access? Is public transport currently available or is there infrastructure capacity to support future public transport?	Canterbury Road capacity is an issue being considered by Council, RMS and the Dept of Planning and Environment. Pedestrian access is reasonable and no dedicated cycle way exists in the area. The site is directly serviced by Canterbury Road bus services. Specifically Route 487 connects the site with Canterbury and Campsie Railway Stations and Roselands Shopping Centre. Route 415 links the site with Strathfield and Burwood Centres and also Five Dock and Chiswick. One block from the site is Kingsgrove Rd and this connects the site with Routes 490 and 492 connecting the site with Rockdale and Hurstville Centres. The site is 800m from Belmore Railway Station and this is 930m by road if walking. This is considered to be an easy 15 minute walk.	✓ ✓
Will the proposal result in changes to the car distances travelled by customers, employees and suppliers? If so, what are the likely impacts in terms of greenhouse gas emissions, operating costs and road safety?	Locating people around public transport networks will encourage the use of public transport and also results in some residents deciding to avoid car ownership. This is positive. The site is also 500m from Canterbury Hospital and within manageable distances from other employment lands in the district. It is acknowledged that current bus services on Canterbury Rd are a little sub-standard and may be improved over time. To this end many residents may still likely need a car for some trips outside of peak hours. A reliance on public transport and reduced travel times will improve greenhouse gas emissions, operating costs and road safety. These improvements will be minimal however in this case.	✓ ✓
Are there significant Government investments in infrastructure or services in the area whose patronage will be affected by the proposal? If so, what is the expected impact?	There will be no negative impact on Government investment.	✓
Will the proposal impact on land that the Government has identified a need to protect (e.g. land with high biodiversity values) or have other environmental impacts? Is the land constrained by environmental factors such as flooding?	The site is essentially developed and is of limited environmental significance. The site is not flood affected and is not shown on the LEP maps for Acid Sulphate Soils.	✓ ✓
Will the LEP be compatible or complementary with surrounding land uses?	The area is being zoned for 5-7 storey residential development above commercial uses along Canterbury Road. This proposal simply seeks to add two storeys to this height limit on a portion of the site.	✓

Evaluation Criteria	Assessment	✓/x
What is the impact on amenity in the location and wider community?	It is considered to be compatible. Particular attention has been given in the urban design modelling to also ensure compatibility of building form to the lower density sites at the rear. The laneway and lower building heights will ensure this is possible.	N
Will the public domain improve?	The impact will be some additional traffic and pedestrian activity and increased demand for local services, parks and public transport facilities. Some overshadowing will occur to the south however much of this is over the proposed laneway. Building width and separation distances to the site adjoining will help mitigate overshadowing and are considered to be appropriate for the transition of uses. The attached Urban Design Report shows the preferred building envelope for the site and it is considered appropriate given the public benefit of the laneway. It is considered the public domain will be dramatically improved from what currently exists.	
Will the proposal increase choice and competition by increasing the number of retail and commercial premises operating in the area?	The proposal will increase choice and provide for appropriate neighbourhood and fine-grain business.	✓
If a stand-alone proposal and not a centre, does the proposal have the potential to develop into a centre in the future?	No.	N
What are the public interest reasons for preparing the draft plan?	The public interest for preparing the draft plan will be a number of economic and social benefits including: ▪ The viability and land-size to construct and dedicate a new laneway along the southern edge of the site connecting Platts Ave and Liberty St; ▪ The laneway will enhance trip options and permeability in the local area and remove the need for some vehicles to access Canterbury Rd; ▪ Improved housing choice and affordability; ▪ Investment dollars will be injected into the local economy during construction and by new residents to the area.	✓
What are the implications of not proceeding at this time?	This reasonably significant amalgamation opportunity affords this development opportunity and may not easily be repeated if it is not taken. This would result in the benefit of the laneway being lost.	✓

Section B – Relationship to strategic planning framework.

4. Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

4.1 Sydney Metropolitan Strategy 2036 and draft South Subregion Strategy:

The site is included as part of the potential Enterprise Corridor which is Canterbury Road. The inclusion of high density housing mixed with commercial uses supports the objectives and actions of the draft Strategy and Metropolitan Strategy for Sydney 2036. The site is not within the Campsie Centre catchment however is well served by buses to this identified centre.

A detailed examination of the Metropolitan Strategy, draft Metropolitan Strategy and draft Subregion Strategy is provided in Table 2.

Table 2 – Relationship to Strategic Planning Framework

METROPOLITAN PLAN FOR SYDNEY 2036	
STRATEGIC DIRECTION A: STRENGTHENING THE 'CITY OF CITIES'	COMMENT
OBJECTIVE A2 To achieve a compact, connected, multi-centred and increasingly networked city structure.	It is the clear intent of the Metropolitan Plan to establish each centre with appropriate development to stimulate appropriately located housing and employment uses to reduce travel times around the city. This proposal accords with this vision and will allow more people to live in attractive, well located suburbs with access to public transport. The site is 800m to a heavy rail station (Belmore), it is within the potential Enterprise Corridor of Canterbury Road. The viability of affordable business premises along the Corridor is supported by additional density above.
OBJECTIVE A3 To contain the urban footprint and achieve a balance between greenfields growth and renewal in existing areas	The Planning Proposal will provide for additional housing within the broader city envelope and increase the viability of a future corridor.
STRATEGIC DIRECTION B: GROWING AND RENEWING CENTRES	COMMENT
OBJECTIVE B1 To focus activity in accessible centres.	Achieved.
Action B1.1 Plan for centres to grow over time	Achieved. A strong connection will exist between corridors and nearby centres and this Proposal will support this.
Action B1.3 Aim to locate 80% of all new housing within the walking catchments of existing and planned centres of all sizes with good public transport.	Achieved.

OBJECTIVE B3 To plan for new centres and instigate a program for high quality urban renewal in existing centres serviced by public transport. Action B3.2 Plan for urban renewal in identified centres	The site is well serviced by bus routes 487, 415, 490 and 492 connecting the site with many nearby centres and other centres across Sydney. It is only a 1.6km bus trip to the heavy rail stop of Campsie Station. This site is within a potential Enterprise Corridor.
STRATEGIC DIRECTION D: HOUSING SYDNEY'S POPULATION	COMMENT
OBJECTIVE D1 To ensure an adequate supply of land and sites for residential development Action D1.1 Locate at least 70 per cent of new housing within existing urban areas and up to 30 per cent of new housing in new release areas Action D1.2 Reflect new subregional housing targets in Subregional Strategies and Local Environmental Plans, and monitor their achievement.	The Planning Proposal will allow for the redevelopment of a site for increased residential development. This Planning Proposal seeks to locate new housing within an existing urban area earmarked for additional housing density. The state Plan sets a target to increase the proportion of people living within 30 minutes by public transport of a strategic centre, as part of Priority E5 'Jobs closer to home'.
OBJECTIVE D2 To produce housing that suits our expected future needs. OBJECTIVE D3 To improve housing affordability Action D3.1 Explore incentives to deliver moderately priced rental and purchase housing across all subregions.	The Planning Proposal will provide for additional dwelling units to help meet the expected future needs of the broader Sydney community. It is increasingly evident that significant demand exists in the future for smaller housing types. Vertical accommodation is essential to meeting housing targets in the most sustainable fashion while also reducing travel times. Increasing the supply of housing that is in high demand will directly contribute to improved affordability, particularly as the world's population and Australia's population are now growing so quickly. This process will also flow through to rental affordability as well which has strong ties to capital value. Greater diversity brings greater choice allowing young residents or first home buys to access small housing types near to transport and jobs. This is a strong social benefit and supports this objective.
OBJECTIVE D4 To improve the quality of new housing development and urban renewal	This new housing will provide for regional views over the metropolitan area. The presence of SEPP 65 design provisions will also assist in this regard.

STRATEGIC DIRECTION E: GROWING SYDNEY'S ECONOMY	COMMENT
OBJECTIVE E1 To ensure adequate land supply for economic activity, investment and jobs in the right location.	This proposal does not seek to compete with the major employment centres nearby but rather complement them with appropriately scaled and design business suites. The intention is that these are affordable and encourage appropriate employment-generating activities to the Corridor.
OBJECTIVE E2 To focus Sydney's economic growth and renewal, employment and education in centres.	Achieved within the context of a corridor.
OBJECTIVE E3 To provide employment lands to support the economy's freight and industry needs. Action E3.2 Identify and retain strategically important employment lands	The site is not strategic to the Metropolitan employment initiatives.
OBJECTIVE E4 To provide for a broad range of local employment types in dispersed locations. Action E4.1 Ensure all new LEPs provide for a broad range of local employment types.	This proposal seeks to rezone some mixed use land currently used as a factory and also some free standing residential homes. This will create an opportunity for new business premises to be constructed along the Canterbury Rd frontage.
DRAFT SOUTH SUBREGION STRATEGY	
CENTRES AND CORRIDORS	COMMENT
OBJECTIVE B1 Provide places and locations for all types of economic activity and employment across the Sydney Region	The draft strategy specifically notes the changing role of Canterbury Road over the next 25 years. It is considered that the presence of 'people' in any growing area is critical to business incubation.
OBJECTIVE B2 Increase densities in centres whilst improving liveability Action B2.1 Plan for housing in centres consistent with their employment role	This Planning Proposal does not achieve in adding housing to a centre but it is within a potential corridor and one that Council has identified as appropriate for gentrification and additional density. The employment uses below are relevant to the identified future employment role of this corridor.
OBJECTIVE B4 Concentrate activities near public transport Action B4.1 Concentrate retail activity in centres business development zones and Enterprise corridors. Action B4.2 Support centres with transport infrastructure and services.	The planning proposal assists in achieving this objective. Buses are at the doorstep. Achieved. Key transport nodes need housing nearby to make them efficient and effective, thereby enhancing vitality. This Proposal assists in achieving this objective.