

Appendix 1 – Urban Design Report

Princess Street, Brighton Le Sands

Urban Design Report

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Executive Summary

The landowner of 16 -20 Princess St, Brighton Le Sands seeks to rezone their site which is subject to Rockdale Local Environment Plan 2011. Rezoning of 16-20 and 22-28 Princess St, Brighton Le Sands and adjoining streets to will establish a more consistent land zoning pattern on the southern side of Princess Street and established more active ground floor uses in the village core.

The proposal is to amend the zoning as follows:

- a) From R4 High Density Residential to **B4 Mixed Use**.
- b) Increase the Maximum Floor Space Ratio (cl. 4.4) **to 3:1**.
- c) Increase the Maximum Building Height (cl. 4.3) **to 28 metres**.

Existing zoning provisions for the site are understood to exist based on existing development and a translation of provisions when the Rockdale LEP was converted to the Standard Instrument format. Approval has since been granted and construction has commenced for a nine storey mixed use development adjoining the site to the east of the site (6-14 Princess Street) containing residential units and ground floor non-residential units which is consistent with the B4 Mixed Use zoning.

Council has also commenced a master planning study for the Brighton Le Sands village, however this is yet to be completed to an exhibition draft stage. A parking study was finalised in 2014.

Amending the land use zoning to B4 Mixed Use will encourage the active ground floor uses opposite and adjacent to land where active street frontage are required under clause 6.11 Active street frontages of Rockdale LEP 2011. This will positively contribute to the streetscape by improving the pedestrian walking environment at the Southern End of Moate Street which is desired by the Brighton Le Sands Parking Strategy.

16-20 Princess Street is currently zoned with a maximum buildings height of 26.5m and an FSR of 2:1, and 22-28 Princess Street is zoned with a maximum building height of 14.5m and FSR of 1:1. The allowable FSR and height provides little impetus for change notwithstanding any zoning change.

Presently, the subject site is surrounded by 3:1 FSR and 28m maximum building height zones to the east, west, and south. Existing development on these sites are also substantially higher in FSR and height than the existing buildings on the subject site.

Increasing the FSR and height for the subject site to 3:1 and 28m will enable the southern side of Princess Street to have a consistent scale of development and provide additional residential development within the Brighton Le Sands centre.

An increase in building height matching the FSR and consistent with SEPP 65 principles will allow overshadowing to be managed by requiring building forms that limit overshadowing on adjoining properties, locating building mass in a slender form which also allows high residential amenity and adequate car parking to be provided.

This proposal is in the public interest and is considered appropriate for the following reasons:

- The subject sites are the only sites on the street block defined by The Grand Parade, Princess Street, Moate Ave and Bay Street that have an FSR less than 3:1 and Maximum Building height less than 28m.
- The proposal facilitates the transition of the subject site from low-medium density dwellings to high density mixed use development which is consistent with the land use zoning and changing character of Brighton Le Sands.

- The proposal encourages redevelopment opportunity for an active street front which will further contribute to improving the streetscape on Princess Street and Moate Avenue, providing a building that is consistent with development to the immediate east and mixed use development on east of Moate Avenue and south of Saywell Lane.
- Additional height facilitates the opportunity to provide a more consistent height profile and streetscape along Princess Street.
- The bulk and scale of development with an FSR of 3:1 will have minimal impact on the amenity surrounding properties as:
 - Existing surrounding development is an equivalent or higher density.
 - The lower storeys of development to the south of the site are the existing retail and commercial service areas that will not be impacted by potential overshadowing.
 - Development on the site can achieve Council DCP building separation controls to the existing development on adjacent sites to ensure that adjoining properties can achieve adequate solar access and privacy.
 - Development on the site will not result in any public domain view loss.
 - A minor net increase in dwellings and population will result in minimal impact on infrastructure and services.
- The adjoining site, 6-14 Princess Street is currently under construction and exceeds the maximum FSR 3:1 and 28m maximum height proposed.

Proposed modifications to Rockdale LEP 2011 will provide a development opportunity that has adequate urban design outcomes. A net public benefit for the Brighton Le Sands and regional community is achieved as part of this proposal.

I. Introduction

This report has been prepared by ae design partnership on behalf of Brighton Australia P/L, the landowner of 16-20 Princess Street to provide urban design and planning background for a Planning Proposal to amend development standards and zoning within Rockdale Local Environment Plan (2011) for **16-20 and 22-28 Princess Street**, Brighton Le Sands to:

- Land use zoning to B4 Mixed Use.
- Height of Building map to zone T3 - 28 metres.
- Floor Space Ratio map to zone V1 - 3:1.

The sites applicable to the Planning Proposal include (refer to Figure 1):

16-20 Princess Street, Brighton Le Sands	Lot 3-5	DP 435253
22-28 Princess Street, Brighton Le Sands	Lot 1-15	SP 11172



Figure 1: The Site

Rezoning the subject site is consistent with zoning and development to east, south and west will encourage compatible redevelopment within the desired future character of the area (as described in 2.5 of this Report). Rezoning the site will also provide the opportunity and encourage improvement to the streetscape of Moate Avenue and Princess Street.

2. Site Locality and Context

2.1 Regional Context

Brighton Le Sands is classified as a village under the Draft South Subregional Strategy. A village is characterised by a 600 metre radius walking catchment with a strip of shops and surrounding residential area within a 5 to 10 minute walk. This suburb unfolds around the commercial/retail Village core of Bay Street between The Grand Parade and Francis Street and Crawford Avenue. While this centre is well established with a range of essential services such as a post office, bank, large supermarket, medical facilities, registered club, shopping plaza and an especially strong market of vibrant beach front restaurants and cafes. The area is not an employment and commercial hub, this is focussed around Rockdale and Kogarah in the subregion.

Brighton Le Sands is a competitive vibrant cultural hub within Southern Sydney. It is an important location for the Greek and Lebanese communities (Destination's Rockdale, 2006) with a variety of Mediterranean restaurants and bars. Brighton Beach is comparable with the Mediterranean with gentle surf and white sand (Rockdale City Plan, 2006) providing an authentic Mediterranean hub within Sydney.

People travel to the area to experience the unique cultural experience associated with Brighton Le Sands. The Grande Parade has a variety of fine dining restaurants that encapsulate the vista over Botany Bay and Brighton Le Sands. An increase in population as a result of the transition to higher density development has enabled the area to have an authentic feel, which enables a consistent local presence within the bars and restaurants.

The attractive features such as Brighton Beach and Cook Park, which has a cycle route around the bay to Cook River through to the Airport, City and Inner West, provide a unique healthy lifestyle, which enables people to participate in an active lifestyle.

Brighton Le Sands functions as a residential centre providing high density living opportunities for workers to surrounding employment lands and centres. The residential structure of this area illustrates it is a desirable location for unit dwellings. Brighton Le Sands, from the 2011 census, had a proportion of unit dwellings (57%) similar to that seen in nearby Kogarah (62.5%) and Rockdale (61.99%). Brighton Beach is a key destination, drawing people who would otherwise seek to locate themselves in Maroubra, Matraville, Mascot, or the southern end of the Eastern suburbs (Rockdale City Council Destinations Report). The significant proportion of high density housing also distinguishes it from other coastal locations to the north and south such as Kyeemagh (1.4%) directly north, and Monterey (35.9%) and Ramsgate (14.4%) directly to the south.

An additional driver of this centre for high density residential living opportunities is its proximity to key areas, whereby "Brighton is still just as close to the City, the Airport and many large suburbs as it was a hundred years ago" (Rockdale City Council Destinations Report). This area is located in commutable distance of the Sydney CBD, airport and major centres such as Hurstville, Kogarah, and Sutherland, aided by access to key arterial roads and the Bay Street bus corridor. However, it is noted in the Rockdale City Council Destinations Report that Brighton Le Sands has not kept up with the transformation of Sydney, and key roads such as the Grand Parade directly east of the subject site is characterised by "many tired buildings" that reflect the ageing housing stock of the area reserved from 1950s and 1970s development periods.

2.2 Site Context

The site is bound by Princess Street to the north, a presently vacant site to the east that is approved for a 9 storey residential flat building with ground floor SOHO units, Saywell Lane and a 6 and 7 storey mixed use developments to the south, and a 11 storey mixed use development with ground floor Coles supermarket to the west across Moate Avenue.

The subject site is in a desirable location within walking distance to Brighton Beach, recreational space infrastructure and essential services (refer to Figure 2):

- 150 metres from Brighton Beach, which is considered a metropolitan attractor under the Draft South Sydney Subregional Strategy.
- To the east, west and south of the site are mixed use development's that contain a Coles Supermarket, post office, restaurants and bars, chemist, newsagent, petrol station, commercial offices, and the Bayside Plaza Shopping Centre fronting the Grand Parade and Bay Street.
- Adjacent to the site is the Rockdale City Library and adjoining park with children's playground. A second branch of the library is found in the Rockdale Major Centre.
- Two primary schools and a preschool are within 500 metres of the site; St Thomas More Catholic School, Lilliput Comer Nursery School, and Brighton Le Sands Primary School, with an additional seven schools in close proximity to the Rockdale and Kogarah Major Centres 2 kilometres to the west.
- Substantial open and recreation space is in close proximity of the site. Within 1 kilometre radius there are ten public parks including playing fields, netball, tennis, and basketball courts, playgrounds, bicycle tracks, and outdoor gym facilities.

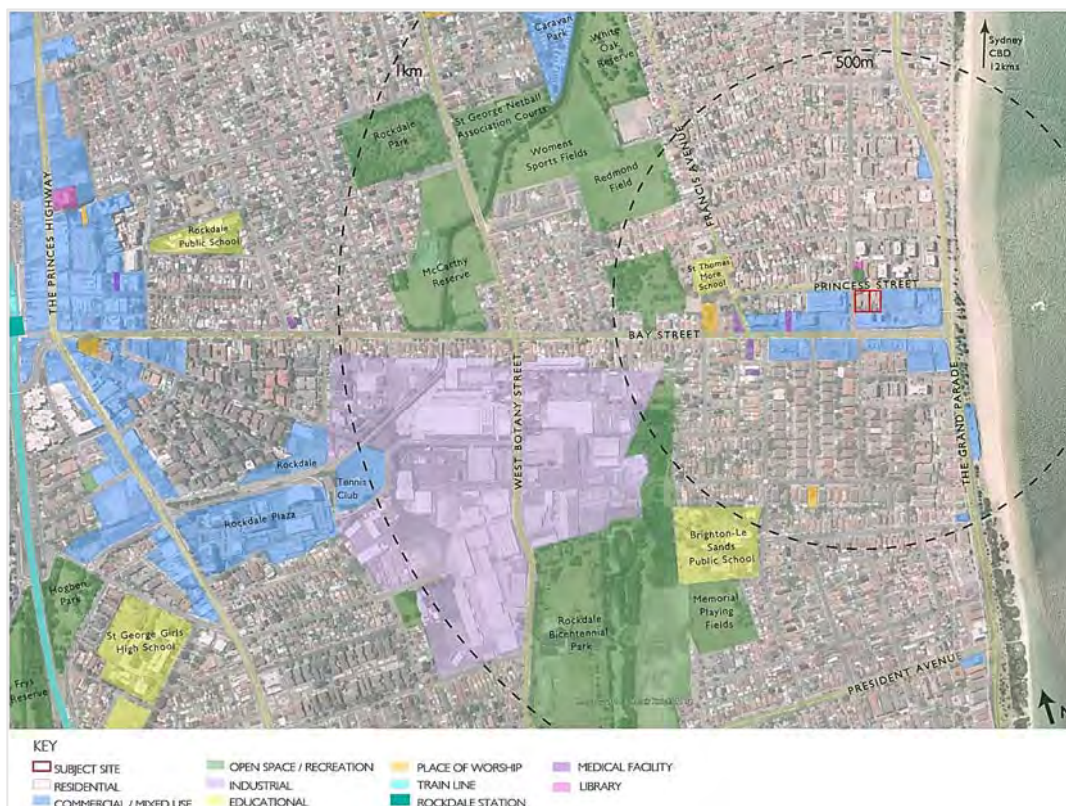


Figure 2: Site Context

2.3 Access

Access to the site contributes to suitability of accommodating a minor increase in population through higher intensity residential development because of the sites accessible location to public transport routes and major roads for private vehicle, refer to Figure 3.

The subject site is favourably located in close proximity to available public transport, ensuring it is suitable site for additional residential development:

- Rockdale Train Station is located within Rockdale Town Centre on Bay Street 2 kilometres to the west of the subject site. This station is on the T4 Eastern Suburbs and Illawarra Line that connects major centres such as the CBD and Bondi Junction to the north, and Hurstville and Sutherland to the south. This rail network will be a significant component of commutes by public transport utilised by residents of the subject site.
- Regular bus routes are located on the major bus corridors of Bay Street and The Grand Parade, within close proximity of the site:
 - o The 479 is a loop service between Rockdale Plaza, Rockdale Train Station and Brighton Les Sands via Kyeemagh. The subject site is within approximately 85 metres of the nearest bus stop to access this bus route on Moate Avenue.
 - o The 478 service runs between Rockdale Station and Brighton Le Sands via Bay Street, and through to Ramsgate and Miranda via The Grand Parade. The subject site is within approximately 55 metres of the nearest bus stop to access this bus route on Bay Street, which is identified as a strategic bus corridor in the Draft South Sydney Subregional Strategy.
 - o The 303 and X03 services run between Sans Souci to Brighton Le Sands, Eastgardens Westfield, Kingsford, Kensington, and to Surry Hills and the City. The subject site is within approximately 140 metres of the nearest bus stop to access this bus route on the Grand Parade.

The subject site is in close proximity to major roads and such is highly accessible via private vehicle. The Grand Parade on the A1 connects to the M5 East Freeway and M1 Southern Cross Drive approximately 2 kilometres north. In addition, Bay Street connects with the A36 Princes Highway 2 kilometres west of the subject site.

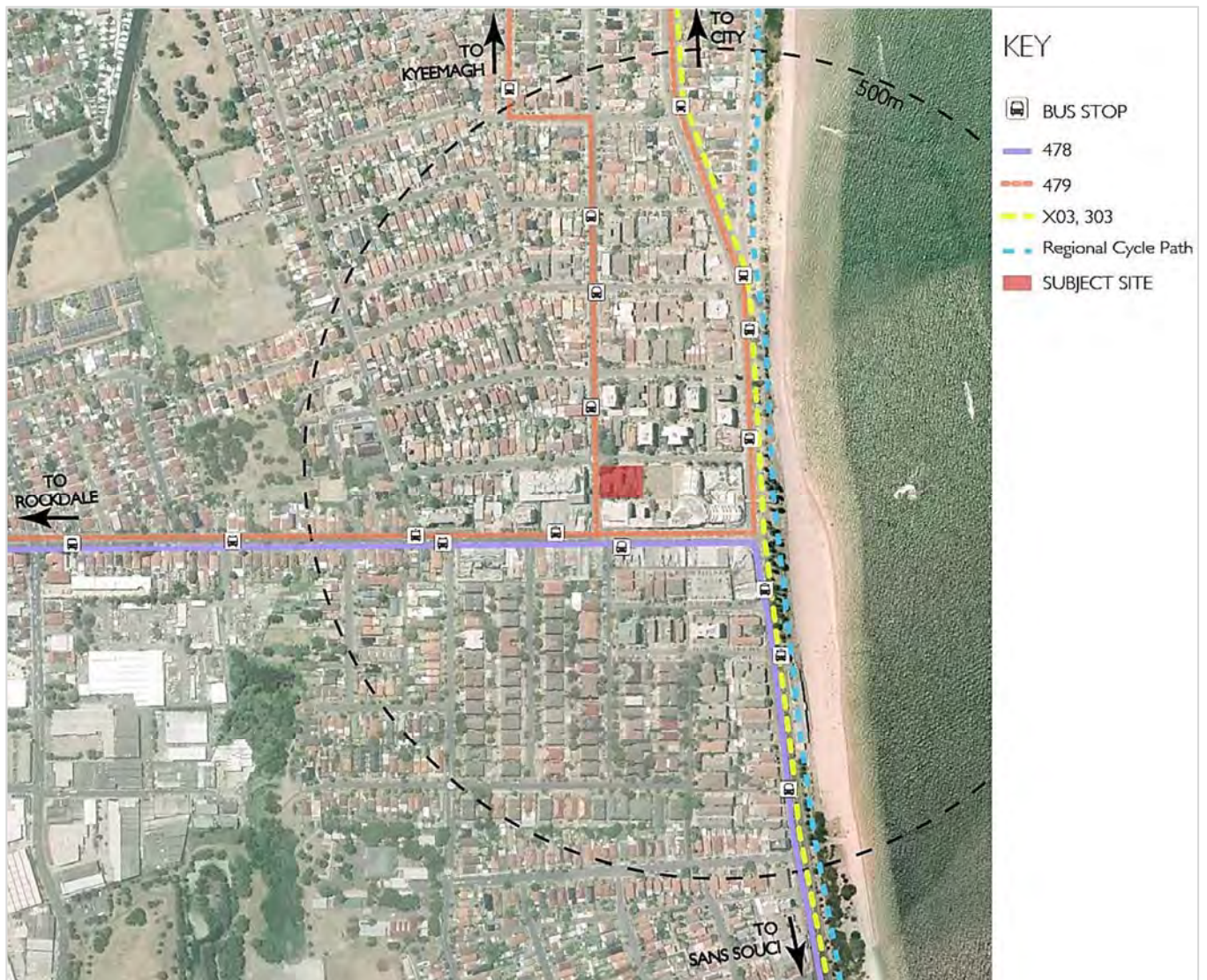


Figure 3: Brighton Le Sands Transport Network

2.4 Planning Context

2.4.1 Land Use Zoning

The subject site is located in a High Density Residential zone (R4), adjoined by a Tourist special zone (SP3) to the east, a Business Development zone (B4) to the west and south, and Low Density Residential (R2) to the north in accordance with the Rockdale Local Environment Plan 2011, refer to Figure 4.

The subject site and adjoining Saywell Lane and Moate Avenue are the only land zoned R4 High Density Residential south of Princess Street and North of Bay Street. It is understood that the existing zoning is in place due to the strata title of 22-28 being zoned to the existing scale and 16-20 being zoned as transition to lower scale residential development located on the northern side of Princess Street, west of Moate Avenue.

The redevelopment of 22-28 Princess Street may be feasible in the future, despite the property presently being strata titled. Proposed changes to strata legislation in the Strata Title Law Reform Paper published by NSW Fair Trading in November 2013 has expressed that future legislation regarding redevelopment include that 75% of lot owners required to reach an agreement rather than the existing 100%.

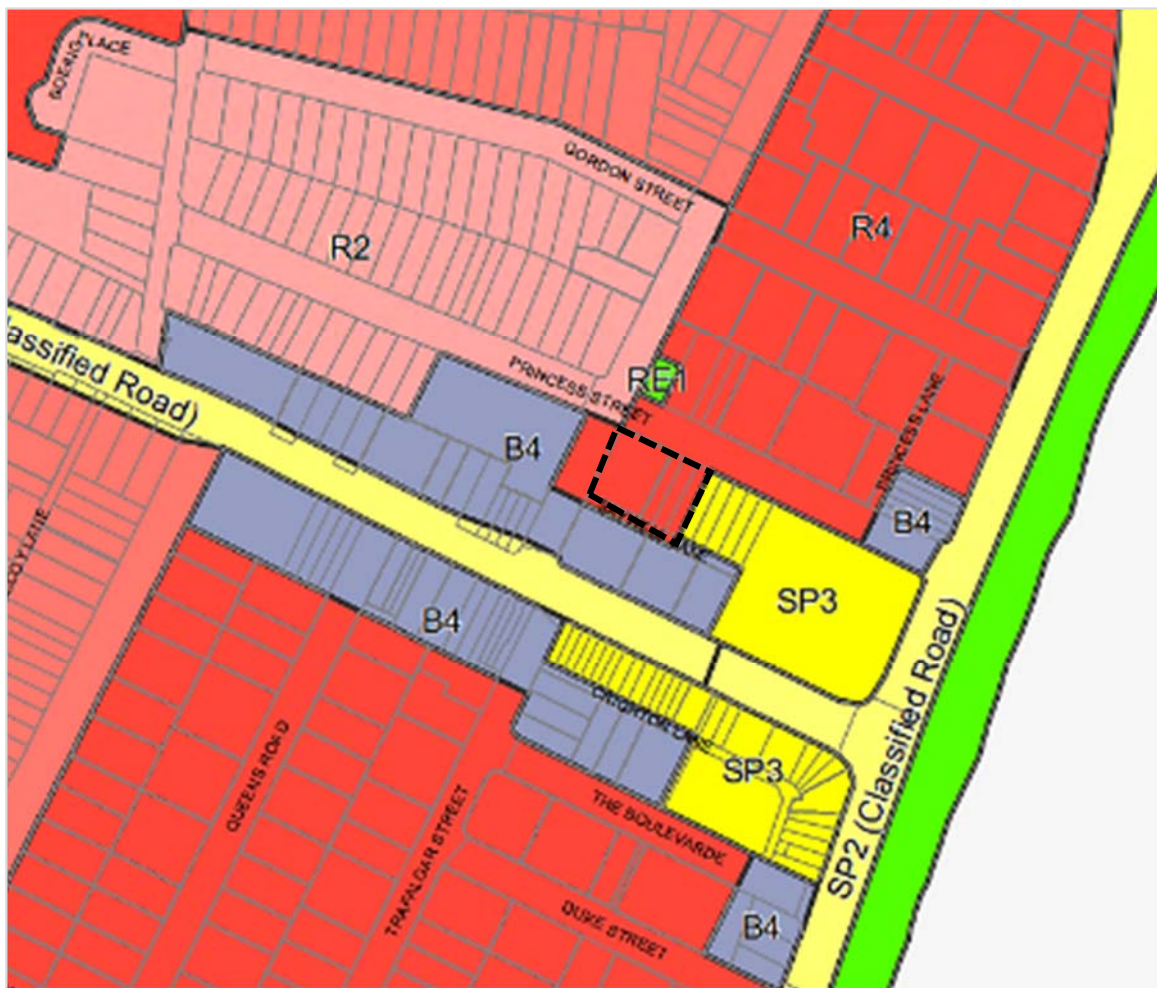


Figure 4: Existing Land Use Zoning (RLEP 2011).

2.4.2 Floor Space Ratio

The subject site is presently identified as a Floor Space Ratio of 2:1 at 16-20 Princess Street and 1:1 at 22-28 Princess Street. This FSR zone is bound to the east, west and south by higher density development identified as 3:1. The accepted proposal for developing 6-14 Princess Street, adjoining the site to the east, has an accepted FSR of 3.17:1, while the Novotel at the eastern end of Princess Street has an FSR of 4:1. Refer to Figure 7.

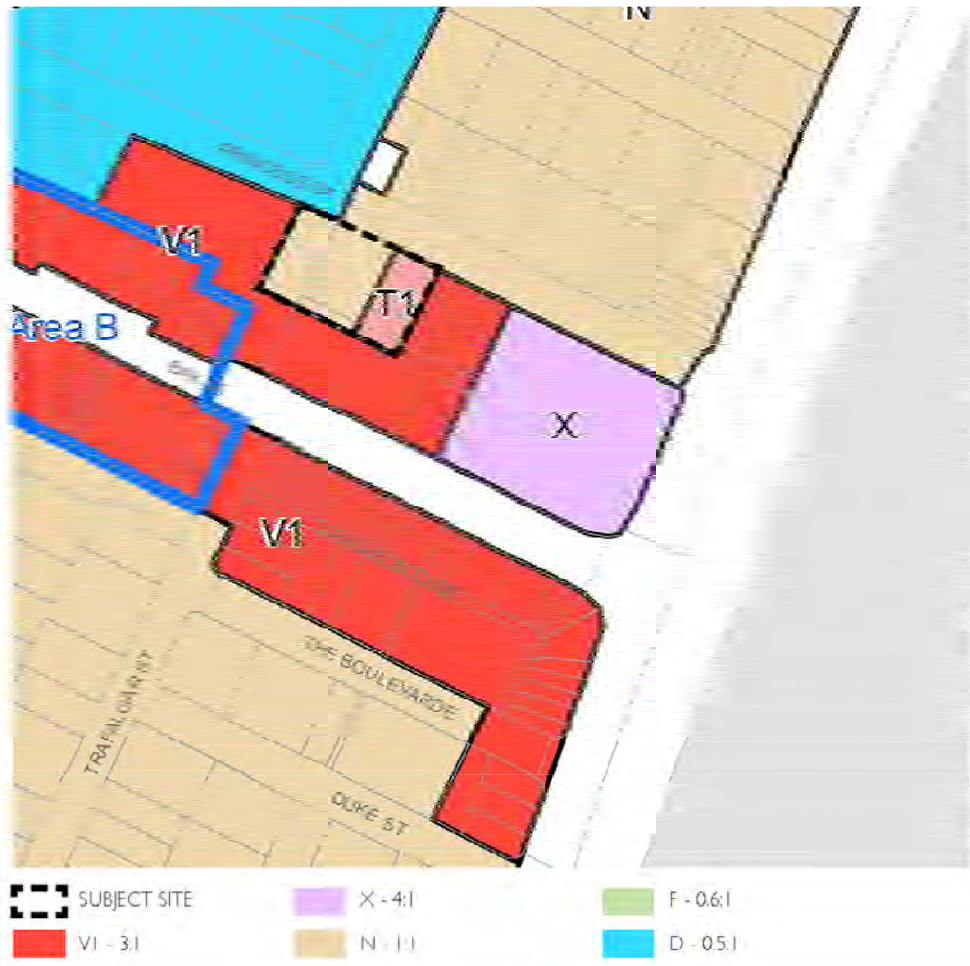


Figure 5: Existing FSR Map (extract RLEP 2011).

It is understood that the existing FSR zoning is to respond to the strata development 22-28 Princess Street and provide a transition to that site. However, regarding the existing and approved scale of development to the east, south, and west of this site, this transition is ineffective and street character would be enhanced in acknowledging the role of Princess Street as the northern border of the village core.

The Rockdale Development Control Plan 2011 for residential flat buildings suggests a zero front and side setback, and rear setback of 12metres or 15%. This control plan also suggests a building footprint of 35% in section 5.2 (1), however this is inconsistent with the built form characteristics in the locality and for recently approved development on the southern side of Princess Street and would substantially restrict the redevelopment potential of these strategically significant sites.

The Residential Flat Development Code suggests criteria for establishing FSR when preparing LEP controls for development sites, proposing that:

- When envelopes are used, the FSR should not fill them. Determine FSR by calculating it at 80% of the building envelope in denser urban areas and at 75% in suburban areas.
- Where there are no site specific envelopes, ensure that the controls are coordinated so that height, setbacks, and FSR are consistent with each other and with the desired built form outcome.

Table 1: Potential Floor Space Ratio of the subject site, utilising DCP setbacks and RFDC Criteria.

	16-20 Princess Street	22-28 Princess Street	
	PROPOSED HEIGHT	EXISTING HEIGHT	PROPOSED HEIGHT
Site Area	917.7 m ²	1218.5 m ²	1218.5 m ²
Building Footprint	Floors 1 to 3: 424.9 m ²	Floors 1 to 3: 611.1 m ²	Floors 1 to 3: 611.1 m ²
	Floors 4 to 9: 349.5 m ²	Floor 4: 536.4 m ²	Floors 4 to 9: 536.7 m ²
No. of Floors	9 (Proposed)	5 (existing)	9 (proposed)
Envelope	3371.6 m ²	2369.7 m ²	5053.5 m ²
80% of Envelope	2697.3 m ²	1895.8 m ²	4042.8 m ²
Resultant FSR	2.93:1	1.56:1	3.32:1

The calculations in the table include required street, side and rear setbacks outlined in section 5.2 (2) of the Rockdale Development Control Plan (2011), and the proposed building heights. As outlined in Table 1 it is evident that the subject site has the capacity to deliver a higher FSR than that adopted in the RLEP (2011), with the two sites have the potential to provide development at 2.93:1 or 3.32:1.

It is also shown in Table 1 that should the building height remain as currently zoned, 22-28 Princess St will only be able to achieve 1.56:1 FSR. Building height is discussed in the following section.

2.4.3 Height of Buildings

16-20 Princess St has a maximum allowable height of 26.5m (T1), while 22-28 Princess St has a maximum allowable height of 14.5m (N2). To the immediate west of the site the height is identified as 28m (T3), and to the south it is identified as 51m (Y), refer to Figure 9. The existing building pattern is described in Table 2 and 3, which illustrates the development standards under 4.3 of RLEP 2011 are inconsistent with the existing built form. This planning proposal recommends that the site have a maximum allowable height of 28 metres, consistent with development to the east, west and south.

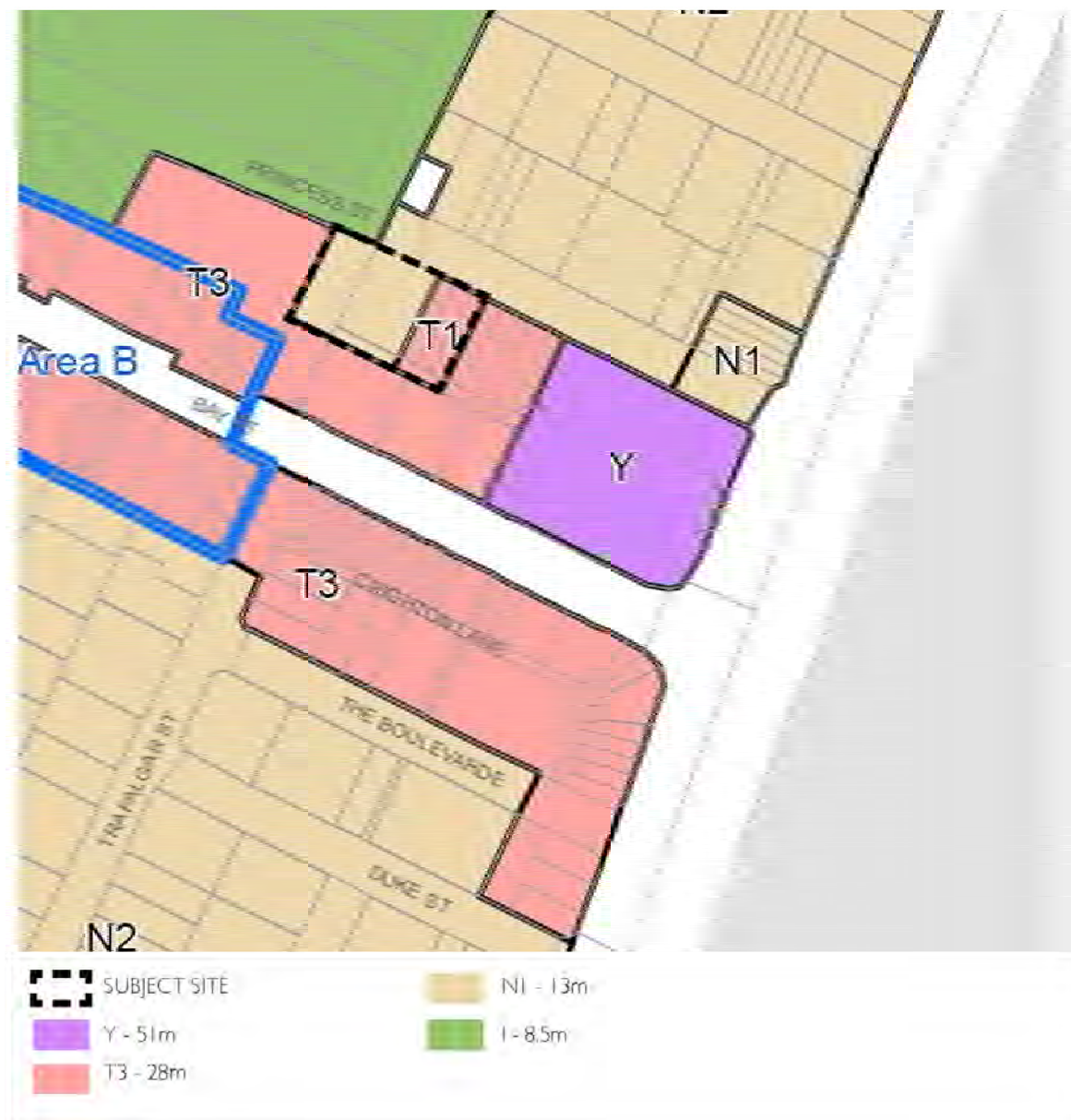


Figure 6: Existing Height of Building Map (extract RLEP 2011).

This increase in maximum building height will enable a built form consistent with the desired future character of the locality, where the urban form is developed to its maximum potential under Rockdale LEP and recent approvals within the locality. As shown in Figure 10 this increase in height will also enable a built form coherent with the role and function of Princess Street as the edge of the Village core, without unreasonably impacting the amenity of adjoining properties. A standalone development at 22-28 Princess Street requires this increased height to achieve an FSR of 3:1.

2.5 Character Analysis

2.5.1 Built Form

The characteristics of the locality of the subject site include:

- A series of taller residential buildings layered when viewed from streets and foreshore.
- Development with commercial and retail podiums and shop top housing towers south of Princess Street in the Village core including:
 - Residential tower developments north of Princess Street.
 - Street defining development is such as 251-261 Bay Street, establishing a recognisable boundary as the western extremity of the Village core. Refer to Figure 7 and 8.



Figure 7: 251-261 Bay Street, looking south to Crawford Street



Figure 8: looking west on Bay Street

The existing buildings at 16-20 Princess Street are a single storey detached house and 2 single storey attached dwellings, and at 22-28 Princess Street there is a 4 storey residential flat block containing 15 strata title 2 bedroom units. These buildings are underutilising the site potential and are out of scale with surrounding development. The adjoining site to the east the site has an approved Development Application for a mixed use building with an FSR of 3.17:1 reaching up to 9 storeys in height, under construction. Adjacent to the site there is a shopping centre and hotel development reaching 15 storeys in height. Refer to Figures 9 and 10.



Figure 9: Subject site and the Novotel beyond (east) that, looking east on Princess Street.



Figure 10: View of Novotel from Saywell Lane, looking east on Saywell Lane.

North of the subject site, opposite 22-28 Princess Street is a public park with a children's playground and a 2 storey residential flat building. Facing 16-20 Princess Street are 2 attached one storey houses and an 8 storey residential flat building. Refer to Figures 11 and 12.



Figure 11: Looking north east on Saywell Lane at the rear of 16-20 Princess Street.



Figure 12: Playground and flat building opposite 22-28 Princess Street, looking north on Princess Street.

- To the west over Moate Avenue is an 11 storey development with Coles supermarket on the ground floor. Refer to Figure 13.



Figure 13: Development to the west, looking west on Princess Street.

- To the south is a 6 storey mixed use building with shop top housing and 7 storey mixed use development with shop top housing. Refer to Figure 14 and 15.



Figure 14: The subject site overlooked by high density shop top housing to the south, looking south towards Bay Street.



Figure 15: Bay Street frontages of developments adjoining the subject site, looking east on Bay Street.

2.5.2 Princess Street

Princess Street is characterised as a dual access way with street parking on either side of the road, which is restricted to 15 minutes in peak times west of Moat Ave, adjacent to the Coles development. This street has limited vehicle traffic as the western being a cul-de-sac and not being accessible to Francis Avenue. Additionally the eastern end is restricted by left in and out turning conditions onto the Grand Parade.

Traffic on Princess Street east of Moate Avenue is predominantly to the entrance of the Novotel, however the majority of traffic is found on Moate Avenue where the entrance to the Coles and Post Office is located and where vehicles servicing the Novotel on Saywell Lane is accessed. Princess Street is therefore a pedestrian orientated street acting as an alternative pedestrian route to Bay Street, encouraged by a formalised pedestrian route. Princess Street acts as the northern border of the Brighton Le Sands Village core. To the south, development is characterised by commercial/retail podiums with shop top housing towers, while to the north, development is characterised by point residential towers. The southern side of Princess Street requires street defining development consistent with its role and future desired character as the edge of the Village.

The adjoining development has few consistent built form characteristics and shown in table 2 and 3.

- Development on Princess Street does not currently have a continuous consistent setback from the front boundary, however sections of adjoining development with a similar scale adopt similar setbacks. The mixed use developments with commercial/retail podiums have a zero setback from the boundary for active street frontages, while upper level setbacks vary. Residential flat buildings have adopted a street wall with no upper level setbacks and between 4 and 6 metres landscaped setbacks from the boundary. Low density detached house setbacks vary.
- Princess Street is also inconsistent in roof structures; between pitched on lower density development and flat on residential flat buildings and mixed use buildings. Building materials; incorporating brick, rendered surfaces, and sandstone tiles.
- Development ranges in height from 1 storey to 15 storeys, with an illogical transition in height. The southern side of Princess Street from east to west transitions in height.
- Recent development is at a high density, which indicates that the area is undergoing transition.

Table 2: Analysis of Building Scale, south Princess Street.

Address	Lot / DP Number	Development Type	Height	LEP Height Provision	LEP FSR Provision
Corner The Grand Parade and Princess Street	101, 773760	High Rise Resort with retail.	15 storeys	51m $\approx$ 17 storeys	4:1
6-14 Princess Street	100, 1190687	Vacant lot.	There is presently an approved DA for a 9 storey mixed use development.	26.5m $\approx$ 9 storeys	3:1
16-20 Princess Street	Subject Site 3-5/ DP 435253	One detached low density dwellings, and two attached low density dwellings.	1 storey.	26.5m $\approx$ 9 storeys	2:1
22-28 Princess Street	Subject Site SP 11172	Residential flat building.	4 storeys.	14.5 $\approx$ 4 storeys	1:1

36 Princess Street	SP62254	Mixed use commercial and retail with shop top housing.	11 storeys.	28m $\approx$ 9 storeys	3:1
44, 46, 48, 50, 52, 54, 56, 58, 60, 62, 64, 64A, and 66 Princess Street	– 67-77, 6770 – A-B, 433564 – 700-701, 1060048	Low density detached dwellings.	1 or 2 storeys.	8.5m $\approx$ 2 storeys	0.5:1

Table 3: Analysis of Building Scale, north Princess Street.

Address	Lot / DP Number	Development Type	Height	LEP Provision	LEP FSR Provision
1 Princess Street	SP7424	Residential flat building.	4 storeys.	14.5 $\approx$ 4 storeys	1:1
3-11 Princess Street	SP9581	Residential flat building.	8 storeys.	14.5 $\approx$ 4 storeys	1:1
13-19 Princess Street	SP9245	Residential flat building.	7 storeys.	14.5 $\approx$ 4 storeys	1:1
21 and 23 Princess Street	B-C, 435334	Two attached low density dwellings.	1 storey.	14.5 $\approx$ 4 storeys	1:1
25 Princess Street	A, 435334	Residential flat building.	2 storeys.	14.5 $\approx$ 4 storeys	1:1
27 Princess Street	Y, 360899	Community park and playground.	N/A	14.5 $\approx$ 4 storeys	1:1
29, 31, 33, 35, 37, 39, 41, 43, 45, 47, 49, 51, 53, 55, 57, 59, 61, 63, 63A, 63B, and 65 Princess Street	– 40-59, 6770 – 1, 959545 – 1-2, 539044	Low density detached dwellings.	1 or 2 storeys.	8.5m $\approx$ 2 storeys	0.5:1

2.5.3 Moate Avenue

Moate Avenue is a north/south orientated street, with views of the CBD experienced from this street looking north, and is characterised by two lanes in each direction that connect Brighton Le Sands with Kyeemagh. There is on street parking either side, excluding where it links Bay Street and Princess Street where parking is restricted. This section of the road is characterised by high levels of pedestrian and vehicle activity due to the entrances to the Post Office, Coles, and other retail activity, that locate their entrances in this section. This also connects freight from Bay Street to Saywell Lane to service the mixed use developments fronting Bay Street and the Novotel. Moate Avenue also forms an important cross street to Bay Street, and collects substantial traffic from the north due to restrictive turning arrangements along the western side of the Grand Parade.

The built form fronting Moate Avenue is inconsistent, and is a mixture of low density detached houses predominantly located on the west side, and a mixture of high and midrise point residential towers on the eastern side. Higher density development occurs closer to Bay Street and the Village core, south of Gordon Street.

There is the opportunity through the redevelopment of 22-28 Princess Street to contribute to the urban form of the locality, and activate Moate Avenue between Bay Street and Princess Street as an important pedestrian and vehicle link.

2.5.4 Bay Street

Bay Street between Crawford Road and the Grand Parade is the commercial centre and Village core of Brighton Le Sands. Bay Street is characterised by two lanes in each direction with limited street parking for westbound traffic in this area, ending at the Princes Highway at Rockdale Station.

- Development on Bay Street has a consistent zero setback from the road on the ground floor to provide active frontages. It also adopts a consistent line of commercial awnings between the Grand Parade and Queens Road on the northern side, and between the Grand Parade and Crawford Road on the southern side. The exception of this is the commercial properties between 326 and 330 Bay Street that have located limited parking spaces in the front setback.
- The southern side of Bay Street is between one and two storeys in height with ground floor commercial or retail, and recurrently a second storey for shop top housing or commercial premises. The exception to this is a single development bordering Crawford Street that is 9 storeys in height with 7 residential storeys.
- The northern side of Bay Street is predominantly higher density with a less consistent height structure. Between the Grand Parade and Moate Avenue. Development adopts a consistent ground floor commercial and retail frontage to Bay Street and transitions from the 15 storey Novotel to 6 and 7 storey buildings with shop top housing. Between Moate Avenue and Queens Road there is likewise a ground floor commercial and retail frontage to Bay Street and between 2 storeys to 10 storeys of shop top housing, three single storey properties between 326 and 330 Bay Street, and a 7 storey shop top housing development.
- There is very limited landscape provided. A small cluster of street tree planting occurs at the western end of the centre.

2.5.5 The Grand Parade

The Grand Parade transitions from General Holmes Drive and is three lanes in each direction with a southbound bus lane. This road caters for approximately 67,000 cars every day. The western side of the Grand Parade has commercial and retail uses at ground level between Princess Street and the Boulevard and residential flat buildings either side. The eastern side of the road is a pedestrian and cycling walkway and park adjoining Brighton Beach.

- Mixed use development adopts a consistent zero setback from the road to provide active frontages. There is no landscaping.
- The Grand Parade between Bay Street and Princess Street is dominated by the 15 storey Novotel that includes 3 floors of commercial and retail space as part of the Bayside Plaza with integrated pedestrian bridge to Brighton Beach.
- The Grand Parade between Bay Street and the Boulevard is developed at a lower density between 2 and 3 storeys in height. The ground floor is dominated by cafes and restaurants, with some restaurants expanded over two floors, while the remaining adopts shop top housing.
- There is no consistency in building materials.
- To the south of this commercial precinct; residential flat buildings are consistently 3 storeys in height on narrow and long blocks with pitched roof structures and balconies overlooking the Grand Parade. They are constructed in face brick and either have a small landscaped front setback or paved driveways to basement parking garages.

North of the Brighton Le Sands Village is dominated by taller residential buildings layered when viewed from streets and the foreshore. These developments are residential point towers, refer to Figures 16 and 17. There

are a row of four, 2 storey, dilapidated townhouses bordered by 9 storey and 8 storey residential flat buildings that transition to 3 and 4 storey flat buildings past Gordon Street, which are consistent with the built form of the southern section of the Grand Parade.



Figure 16: Point towers looking south from Gordon Street.



Figure 17: Residential flat buildings past Gordon Street looking north on the Grand Parade.

3. Proposal

The following outlines the proposed mapping changes to zoning forming part of the Planning Proposal and development scenarios addressing them.

3.1 Land Use Zoning



Figure 18: Proposed Land use zone.

3.2 Floor Space Ratio



Figure 19: Proposed Maximum Floor Space Ratio Map

3.3 Maximum Building Height

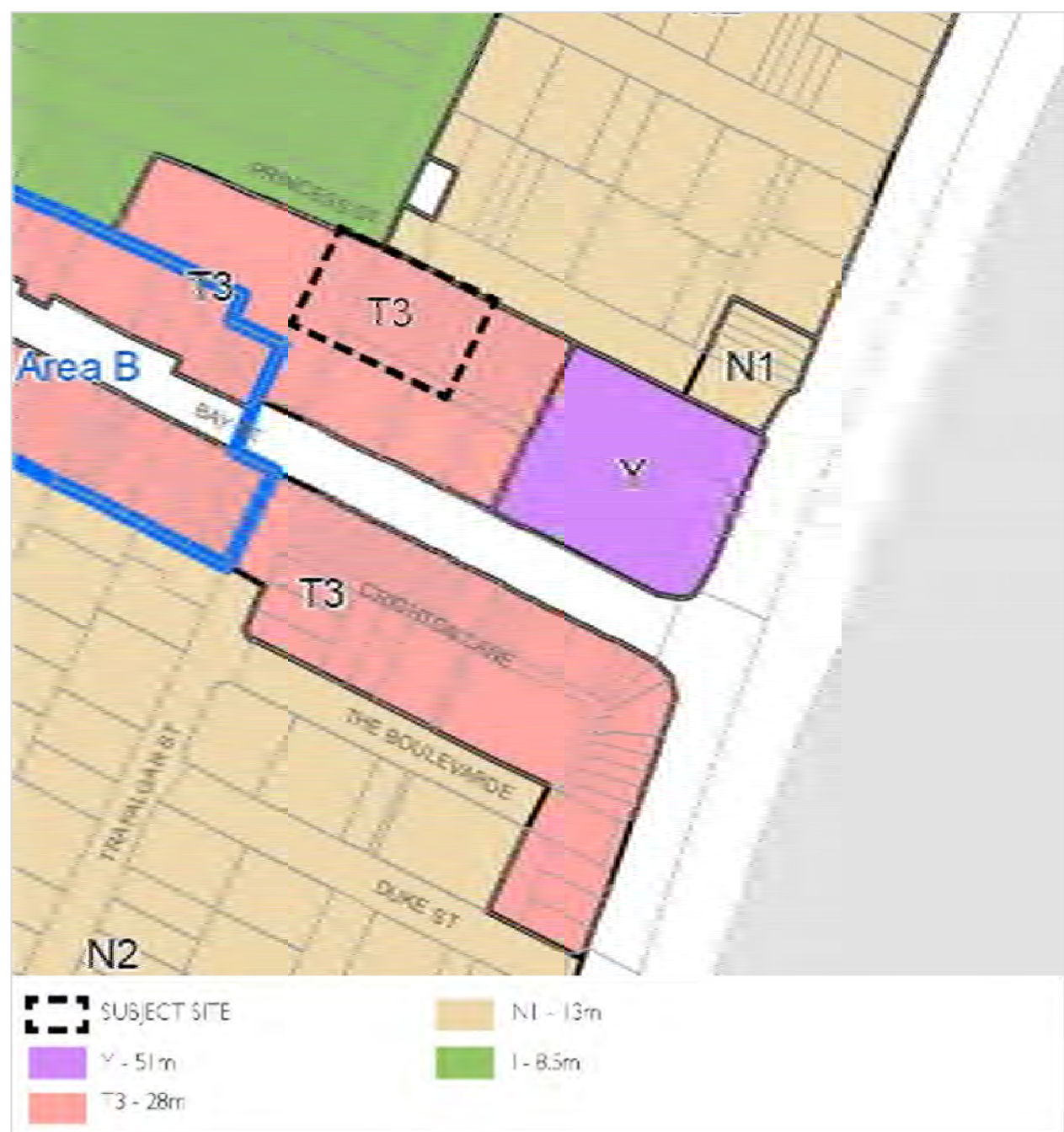


Figure 20: Proposed Height of Building Map.

3.4 Building Envelope Development Scenarios

Building envelopes have been developed to respond to the proposed zoning. Three development scenarios have been prepared by Architecture & Building Works to consider three possibility for redevelopment of the land subject to rezoning:

- 1) Amalgamation of 16-20 Princess Street with 22-28 Princess Street and redevelopment of both site as a single development (Figure 22-23).
- 2) Development of 16-20 Princess Street allowing the future development of 22-28 Princess Street (Figure 24-25).
- 3) Development of 16-20 Princess Street with 22-28 Princess Street remaining unchanged (Figure 26-27).

Each scenario has a typical plan and massing model which address the building envelope and key primary development controls in the Residential Flat Design Code.

The typical levels demonstrate that:

- SEPP 65 (RFDC) building setbacks can be achieved between building envelopes and building to the south.
- There is sufficient building perimeter on units to be designed with fenestrations and orientation to address building separation issues.
- Appropriate articulation can be achieved and adequate internal/common area space planning can occur.

The potential building footprint that could be achieved under the provisions of the proposal is consistent with the built form envisaged as part of the existing and desired future character of this area as shown in the development scenarios and typical section (Figure 21).



Figure 21: Typical Sections showing development of 16-20 Princess Street in the context of the three development scenarios (Architecture & Building Works)



Figure 22: Proposed typical level – Subject Sites developed together (Architecture & Building Works)



Figure 23: Proposed Massing model - Subject Sites developed together (Architecture & Building Works)



Figure 24: Proposed typical level – Subject Sites developed separately (Architecture & Building Works)



Figure 25: Proposed Massing model - Subject Sites developed separately (Architecture & Building Works)



Figure 26: Proposed typical level – 16-20 Princess Street developed, 22-28 Princess Street remains (Architecture & Building Works)

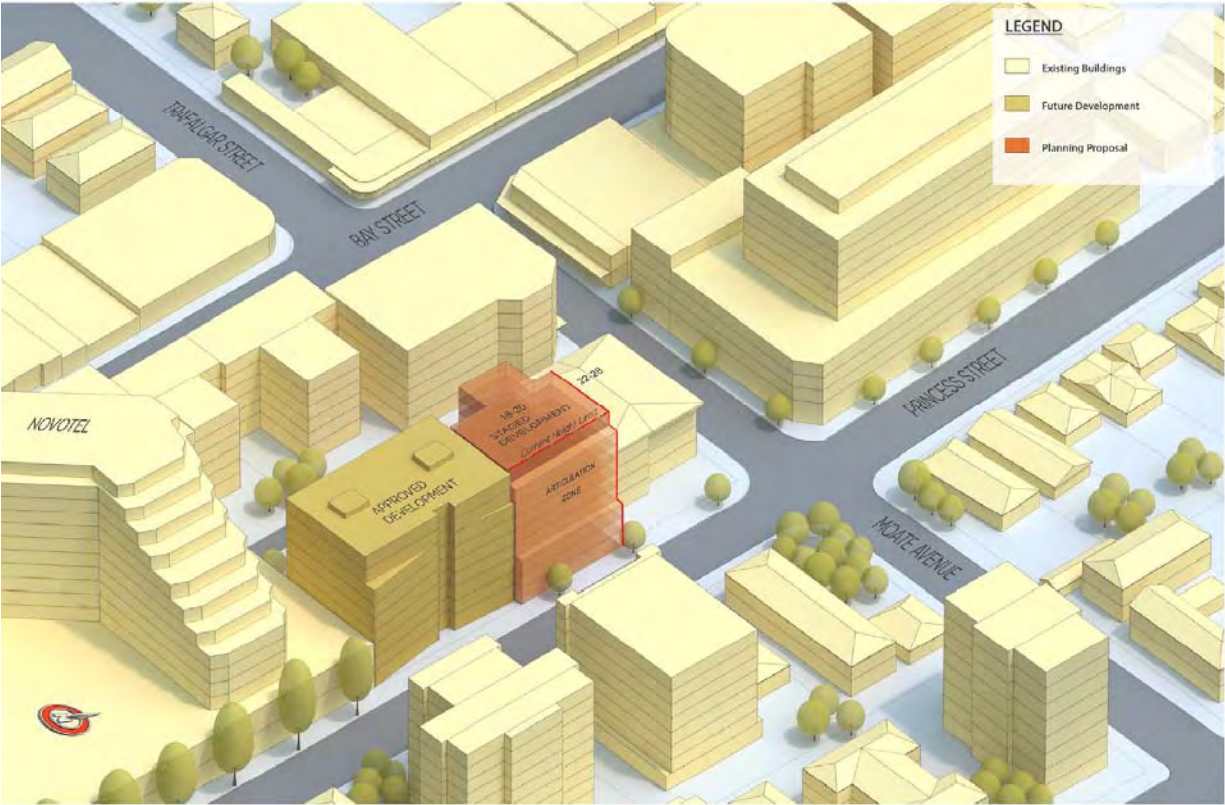


Figure 27: Proposed Massing model - 16-20 Princess Street developed, 22-28 Princess Street remains (Architecture & Building Works)

4. Analysis

The Planning Proposal seeks to rezone the subject site to:

- Encourage active ground floor uses through changing the zone to B4.
- Implement the desired future character of the area through an FSR of 3:1. The bulk and scale of the proposed development will have a negligible impact on the existing residential flat building to the west of the site and is compatible to the adjacent building to the east of the site.
- Increase the height to 28m.

4.1 Regional Strategic Justification

This planning proposal is not in response to a direct study. However, the first master plan stage; Brighton Parking Study was completed this year, with the second stage to address land uses due to be complete in 2015. As this master plan has not been released, the planning proposal is a result of careful consideration of key strategic studies and plans for the area and broader context.

The proposal is consistent with the Sydney Metropolitan Strategy for 2036:

- The subject site is encompassing the metro strategies desire to concentrate higher density land uses and 80% of new residential development in existing urban areas within the walking catchment of centres and transport infrastructure.
- Provide greater housing choice.
- Build on the integration of transport and land use planning to encourage the use of public transport.

The proposal is also consistent with the current South Subregional Plan under this Metropolitan Strategy:

- Providing an additional 35,000 dwellings in the subregion by 2031.
- Increasing densities within close proximity to the Illawarra train line and bus routes to enhance the subregions role in housing through urban renewal around accessible local centres.

The proposal is also consistent with the Draft Sydney Metropolitan Strategy for 2031:

- To strengthen and grow Sydney's centres for housing, public spaces and increased job densities that benefit from access to transport.
- Integrate growth with transport connections and promote sustainable transport choices.
- Deliver new housing to alleviate stress from population growth, and provide a mix of housing.

Under this Metropolitan Strategy, the proposal will address the Draft South Subregional Strategy for 2031 by:

- Providing additional housing to assist with meeting an increased subregional housing target of 42,000 dwellings by 2031.
- Facilitating re-development for more intense housing in appropriate existing areas.

In addition to this, the proposal is consistent with the Rockdale City Council City Plan (2013):

- The plan identified Brighton Le Sands as one of the area's most likely to accommodate future growth and as having the most significant opportunities for redevelopment.

- The prediction that the majority of new housing will occur via medium and higher density developments focussed around existing centres.
- The development will build a healthy community by improving access to cycle ways, recreation spaces and healthy spaces.
- Providing a sustainable development that reflects the needs of the community, promoting high quality, well designed and sustainable development.
- Ensures public transport is well integrated.

4.2 Housing Supply

The proposed rezoning for the site will assist Rockdale Council in delivering housing to meet specific strategic targets and accommodate the needs of the community. Redevelopment of this site has the opportunity to intensify residential land uses.

Redevelopment of the site will slightly increase housing in the area and intensify the number of residents on site with access to local amenities, transport networks and recreational spaces. This will encourage sustainable transport modes and deliver improved environmental, health and social benefits from lower car use and local planning outcomes through improved housing choice and diversity. The future residents will also support local economic activities such as restaurants, cafes, retail and supermarkets that are important to attracting visitors to Brighton Le Sands. The cumulative impact of the increased population will support the local and wider community and the vibrancy and vitality of the Village.

The location of desired higher density housing on the subject site will also meet the Metropolitan Strategy for 2031 objective of locating 80% of housing within a walking catchment of centres, and will support the Rockdale City Council's City Plan that identifies Brighton Le Sands as a significant area of future growth for medium and high density housing focussed around existing centres. This housing will also contribute to the South Sydney Subregional Strategy target of 7,000 new homes in the Rockdale LGA by 2031, which is approximately 400 dwellings per year.

4.3 Logical Extension of Building Height and Density

The proposal is a logical extension of the building height and density provisions, and thus will build on its context. It will enable a form consistent with the desired future character, existing urban form, and approvals in the locality.

Increasing the Floor Space Ratio for the subject site to 3:1 will consolidate the southern side of Princess Street with a consistent scale of development. Presently, the subject site is isolated by V1 FSR zones adjoining the site to the east, west, and south. Development on these sites are substantially higher in density than the existing buildings on the subject site and such are overlooking these underutilised lots. An FSR of 3:1 will enable redevelopment to be consistent with the existing and proposed urban forms adjoining, within the desired future character of the area to provide higher density housing within existing centres, and will fill the existing void created by the overshadowing of surrounding buildings that isolate this site.

There is also the opportunity to enhance Princess Street in acknowledging the role of this street as the border of the Brighton Le Sands Village core. The subject site presently provides an ineffective transition to surrounding existing and approved development. The original understood role of excluding 22-28 Princess Street from higher density FSR and height zoning was to act as a transition to low density residential development west of Moate Avenue. However regarding the development of the Coles site, and growing densities to the east, the midrise residential flat building is unsuccessful. Development on this site can activate

Moate Avenue that has become a pedestrian and vehicle pathway to Bay Street and provide street defining development.

4.3.1 Character

The approved development immediately adjacent (east) to the site exceeded Council's Development Standards under 4.3 and 4.4 within the Rockdale LEP 2011. However, Council noted in the design report that the "The proposed development is consistent with the desired future character of the area." (Ordinary Council Meeting, 05/12/12). The approved FSR of this development, which breaches the allowable FSR of 3:1 by 5% is considered to have minimal implications on the amenity of the area as it is consistent with the desired future character of the area.

Council has acknowledged that the desired future character of this location is one of a high density. Therefore it would be logical to allow an amendment of 4.4 Rockdale LEP 2011 for an increase in the FSR of the subject site. The amenity of neighbouring buildings needs to be managed through careful design, however Council has acknowledged that low scale residential development is not consistent with the desired future character of the area. The potential building footprint for an FSR of 3:1 is consistent with an approved development application for a building of 3.17:1 adjacent to the east.

An active ground floor to reflect adjoining and adjacent uses is proposed. Which will improve the streetscape consistent with the desired change in the centre as identified in the Brighton Le Sands Parking Strategy.

4.3.2 Amenity

The bulk and scale of the proposed development would have minimal impact on the adjacent properties. It is considered that as significant uplift is provided for 22-28 Princess Street and as there are imminent strata law changes that the property is likely to change. The proposed development footprint will have minimal impact on the amenity on adjoining properties and ensure that adequate solar access can be achieved.

The objectives of 4.4 Floor Space Ratio within the Rockdale LEP 2011 have been addressed in the table below:

Objective	Comment
To establish the maximum development density and intensity of land use, accounting for the availability of infrastructure and generation of vehicular and pedestrian traffic, in order to achieve the desired future character of Rockdale.	The maximum FSR of 2:1 and 1:1 does not provide the maximum density that is appropriate for the subject site given the vehicular access, traffic generation and desired future character of the area. The sites surrounding the subject area have significantly higher FSR and densities. Thus it would be appropriate to provide a FSR that is consistent with adjoining sites.
To minimise adverse environmental effects on the use or enjoyment of adjoining properties.	The amenity of the adjacent buildings can be mitigated through design. The shadow diagrams demonstrate that adjoining sites will have minimal impacts from the increased FSR due to a fast moving narrow shadow.
To maintain an appropriate visual relationship between new development and the existing character of areas or locations that are not undergoing or likely to undergo a substantial transformation.	The increased FSR is consistent with the FSR of adjoining properties, it is necessary to increase FSR to achieve this objective.

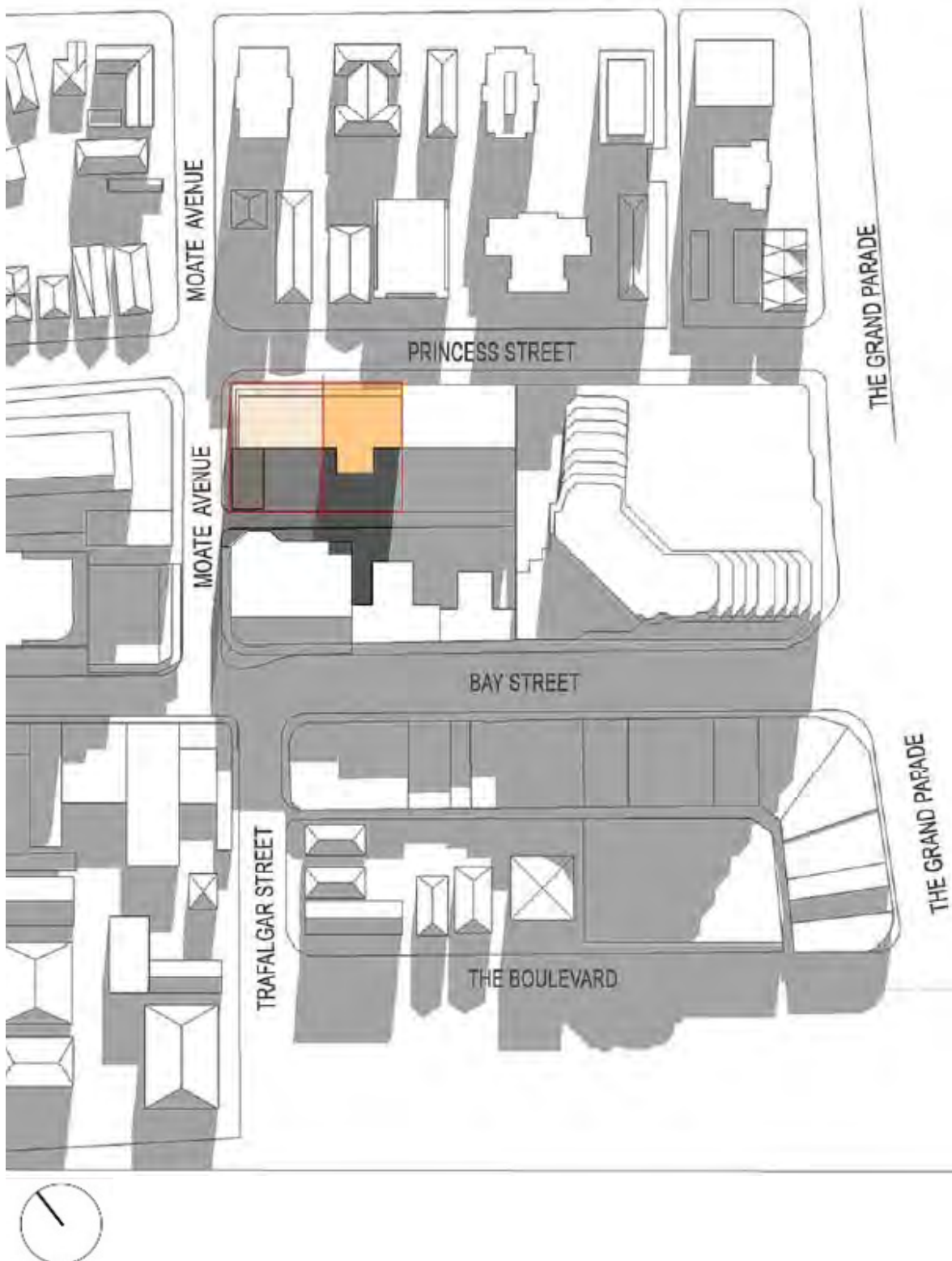


Figure 28: June 21 16-20 & 22-28 Princess Street Shadows 9am (Architecture & Building Works)

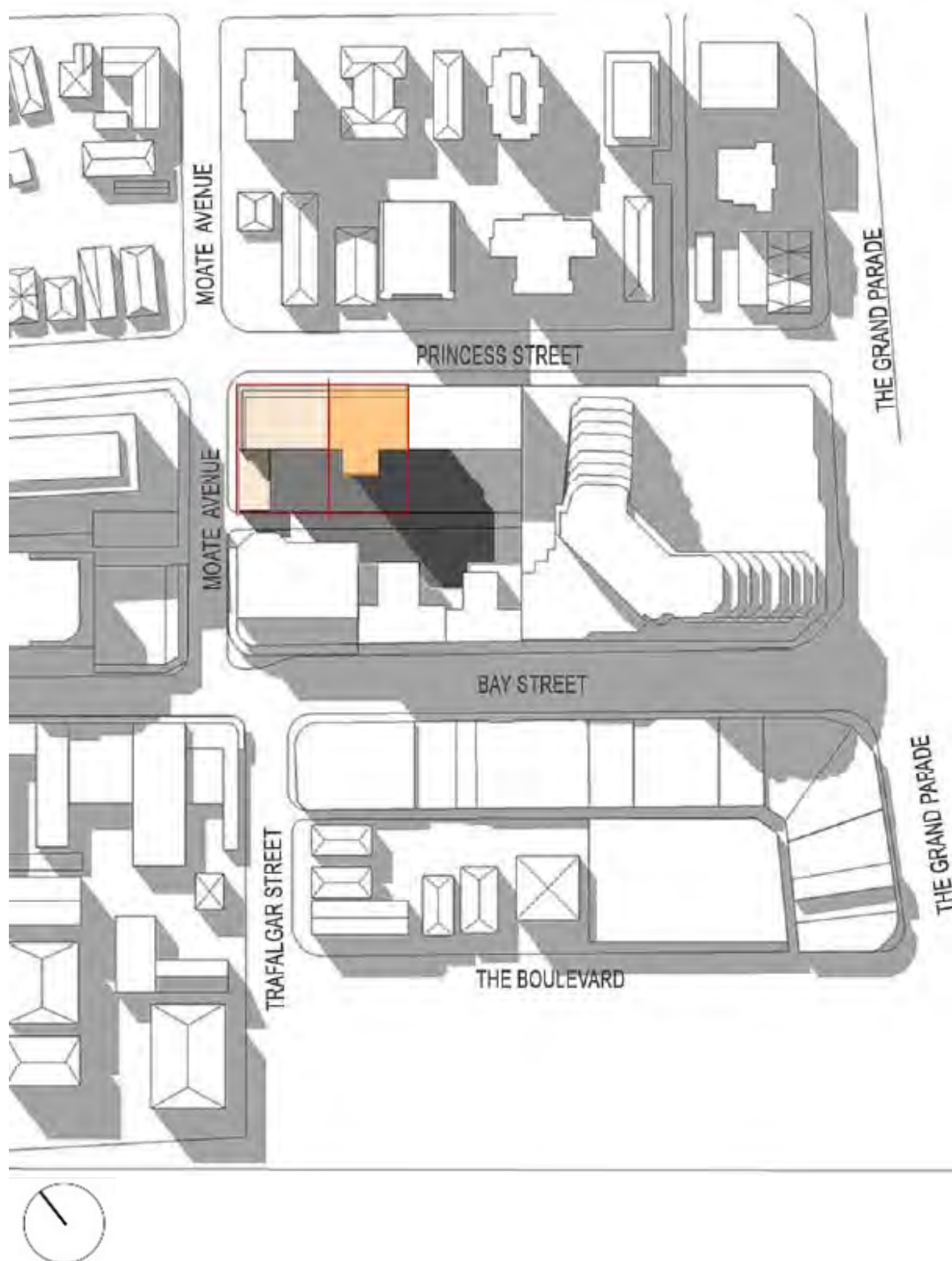


Figure 29: June 21 16-20 Princess Street Shadows 12pm (Architecture & Building Works)

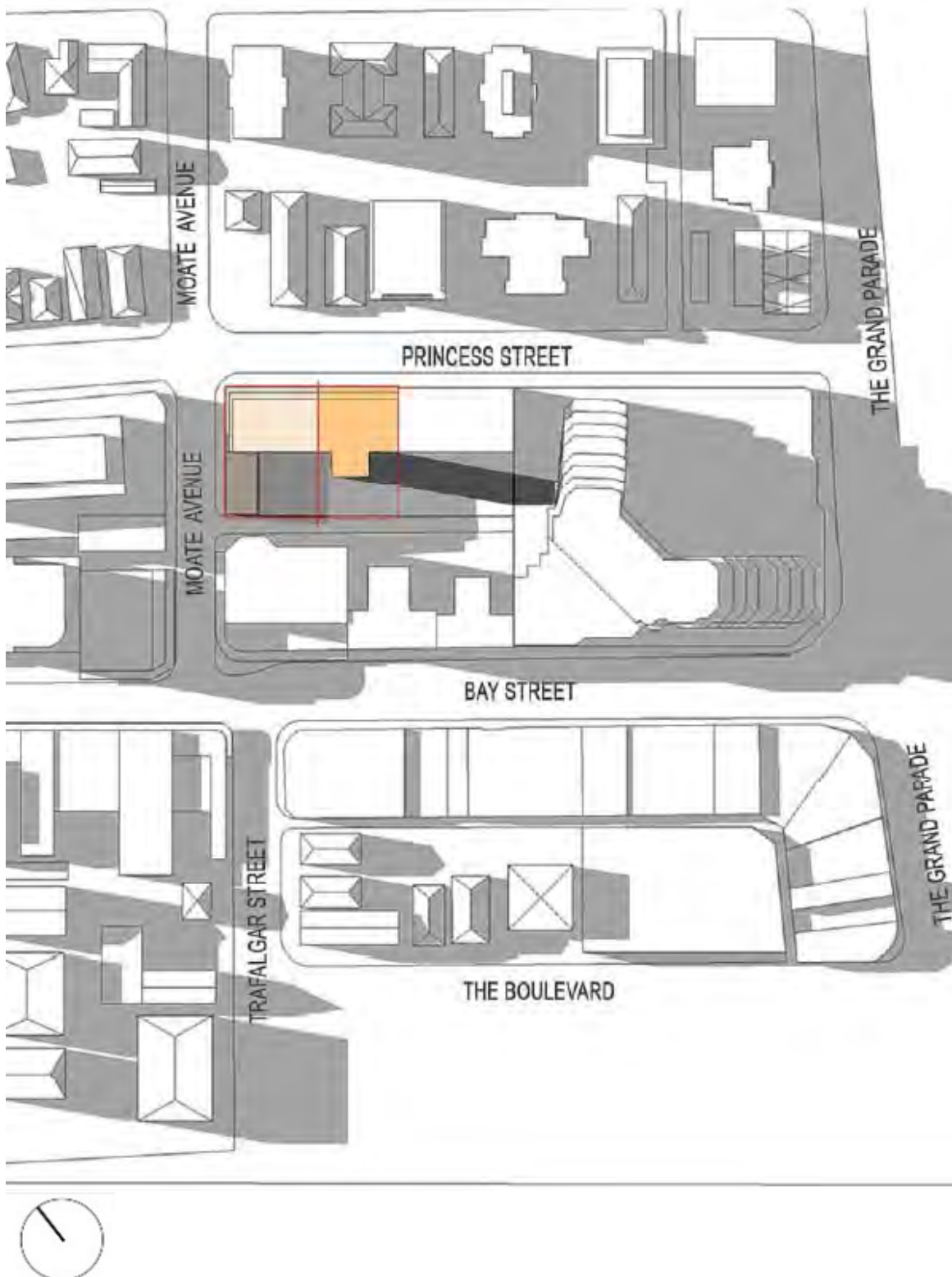


Figure 30: June 21 16-20 Princess Street Shadows 3pm (Architecture & Building Works)

Figures 28-30 are shadow diagrams for 21 June that illustrate that the shadow impact of the proposed development at 16-20 Princess Street can be designed so that the increase from 2:1 to 3:1 FSR will only marginally increase subject to detailed design. Additionally the shadow is narrow and fast moving facilitating adequate solar access to properties to the south.

4.3.3 Traffic

A traffic report has been prepared by Varga Traffic Planning Pty Ltd for 16-20 and 22-28 Princess St, which considers the traffic generation and parking implications of the proposal.

The net increase of traffic potential based upon a net increase of 61 dwellings will be 23 vehicle trips per hour which is minimal. The proposed development *“will not have any unacceptable traffic implications in terms of road capacity, and that no road improvements or intersection upgrades will be required as a consequence of the planning proposal”* (Varga Traffic Planning November 2014, Traffic and Parking Assessment, p12).

The findings of SIDRA analysis is that surrounding intersections will continue to operate at satisfactory levels.

Council's parking requirements for development of the site can be satisfied. Parking is will be in basement which are to be accessed from Saywell Lane.

Knockout panels can be provided for driveway efficiency if required.

5. Conclusion

The proponent's site, 16-20 Princess Street is currently zoned with a maximum building height of 26.5m and FSR of 2:1, 22-28 Princess Street is zoned with a maximum building height of 14.5m and FSR of 1:1. These allowable FSR and height provisions provide little impetus for change notwithstanding a land use zoning change.

The Planning Proposal seeks to amend land use, height and floor space ratio zoning within Rockdale Local Environment Plan (2011) for 16-20 and 22-28 Princess Street and adjoining streets in Brighton Le Sands to:

- Land use zoning B4 Mixed Use.
- Height of Building map to zone T3 - 28 metres.
- Floor Space Ratio map to zone V1 - 3:1.

Existing zoning provisions for the site are understood to exist based on existing development and a translation of provisions when the Rockdale LEP was converted to the standard instrument format.

Presently, the subject site is surrounded by 3:1 FSR and 28m maximum building height zones to the east, west, and south. Existing development on these sites is also substantially higher in FSR and height than the existing buildings on the subject site.

Approval has been granted and construction has commenced for a mixed use development adjoining the site to the east of the site (6-14 Princess Street). The development contains residential units and ground floor non-residential units which is consistent with the B4 Mixed Use zoning and is of a height and density slightly greater than that of the planning proposal.

Amending the land use zoning to B4 Mixed Use will encourage the active ground floor uses opposite and adjacent to land where active street frontage are required under clause 6.11 Active street frontages of Rockdale LEP 2011. This will contribute to the streetscape by improving the pedestrian walking environment at the Southern End of Moate Street which is desired by the Brighton Le Sands Parking Strategy.

Increasing the Floor Space Ratio and height for the subject site to 3:1 and 28m will also enable the southern side of Princess Street to permit a consistent scale of development and provide additional residential development within the Brighton Le Sands centre.

In terms of amenity impact, an increase in building height, matching the FSR and consistent with SEPP 65 building envelopes and will allow overshadowing to be managed by requiring building forms that limit overshadowing on adjoining properties.

Locating building mass in a slender form towards the northern portion of the site will accommodate mixed used buildings with high residential amenity and adequate car parking to be provided. Outdoor space will be sheltered from harsh wind and buildings will provide shade during the hotter periods of the day in summer.

This proposal is in the public interest and is considered appropriate for the following reasons:

- The subject sites are the only sites on the street block defined by The Grand Parade, Princess Street, Moate Ave and Bay Street that have an FSR less than 3:1 and Maximum Building height less than 28m.
- Considers development scenarios of 22-28 Princess Street, should 16-20 Princess Street be developed independently.

- The proposal facilitates the transition of the subject site from low-medium density dwellings to high density mixed use development which is consistent with the land use zoning and changing character of Brighton Le Sands.
- The proposal encourages redevelopment opportunity for an active street front which will further contribute to improving the streetscape on Princess Street and Moate Avenue, providing a building that is consistent with development to the immediate east and mixed use development on east of Moate Avenue and south of Saywell Lane.
- Additional height facilitates the opportunity to provide a more consistent height profile and streetscape along Princess Street and to accommodate massing on the northern portion of the site.
- The bulk and scale of development with an FSR of 3:1 will have minimal impact on the amenity surrounding properties as:
 - Existing surrounding development is an equivalent or higher density.
 - The lower storeys of development to the south of the site are the existing retail and commercial service areas that will not be affected by potential overshadowing.
 - Development on the site can achieve Council DCP building separation controls to the existing development on adjacent sites to ensure that adjoining properties can achieve adequate solar access and privacy.
 - Development on the site will not result in any public domain view loss.
 - A minor net increase in dwellings and population resulting in minimal impact on infrastructure and services.
- The adjoining site, 6-14 Princess Street is currently under construction for an approval and exceeds the maximum FSR 3:1 and 28m maximum height proposed.
- The proposal does not compromise any future plans identified in the master planning process currently being undertaken for Brighton Le Sands.

Having considered all the relevant matters, the proposal represents sound urban design that will deliver a net public benefit for the Brighton Le Sands community and the broader Rockdale Local Government Area.