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Council Meeting

Item No8.1SubjectDraft General Purpose Financial Statements and Statement by
Councillors and Management for the year ended 30 June 2021Report byMichael Mamo, Director City PerformanceFileF21/553

Summary

Council's Draft General Purpose Financial Statements for the Year Ended 30 June 2021 ("the Statements") are currently subject to audit procedures by the NSW Audit Office in accordance with their Client Engagement Plan. The draft Statements were presented to the Risk & Audit Committee on 7 October 2021.

Once Council's Draft General Purpose Financial Statements for the year ended 30 June 2021 are deemed acceptable for the Auditor's sign-off and subsequent submission to the Office of Local Government, the Act requires that the "Statement by Councillors and Management" be signed by the relevant signatories by a resolution of Council.

A detailed supplementary report attaching the draft Statements will be provided following the Risk & Audit Committee meeting to allow Councillors to consider the signing of the Statement by Councillors and Management.

Officer Recommendation

That the Mayor, nominated Councillor, General Manager and Responsible Accounting Officer sign the Statement by Councillors and Management on the General-Purpose Financial Statements for the year ended 30 June 2021.

Background

The draft General Purpose Financial Statements including the NSW Audit Office Engagement Closing Report for the year ended 30 June 2021 and detailed commentary will be circulated to the Councillors in a supplementary report following the presentation of the Statements to the Risk & Audit Committee on 7 October 2021.

Financial Implications

Not applicable	\boxtimes
Included in existing approved budget	
Additional funds required	

Community Engagement

Not applicable

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Council Meeting

Item No	8.2
Subject	Classification of Affordable Housing Units at Eastgardens
Report by	Peter Barber, Director City Futures
File	F21/9

Summary

This report relates to the proposed operational classification of the Affordable Housing strata units to be transferred to Council under the terms of a Planning Agreement with Karimbla Properties (No 39 Pty Ltd) i.e. Meriton for the BATA II site – 128 Bunnerong Road and 120 Banks Avenue, Eastgardens.

Section 25 of the Local Government Act 1993 (the Act) requires all public land to be classified, the classifications of which are prescribed by Section 26 of the Act, namely being either Community or Operational.

Council at its meeting of 14 July 2021 resolved to commence the public consultation process for a proposed Operational classification of the initial 5 strata lots to be used as Affordable Housing within No 1 Finch Drive, Eastgardens.

This report advises the outcome of the public consultation period, being that no submissions were received. To this end, this report seeks to formally classify, by way of resolution pursuant to Section 31(2) of the Act, to classify the initial 5 strata units to be transferred to Council being Lots 346, 356, 366, 373 and 395 in SP 97435 as Operational.

Officer Recommendation

- 1 That Council notes that no submissions were received relating to the statutory advertising of an intention to classify Lots 346, 356, 366, 373 and 395 in SP 97435 as Operational.
- 2 That Council resolves to classify the land, being Lots 346, 356, 366, 373 and 395 in SP 97435 as Operational in accordance with Section 31(2) of the Local Government Act 1993 upon its transfer to Council ownership.

Background

Council will shortly commence taking possession of 45 Affordable Housing properties secured through a Planning Agreement with Karimbla Properties (No 39 Pty Ltd) i.e. Meriton for the BATA II site – 128 Bunnerong Road and 120 Banks Avenue, Eastgardens. The Affordable Housing will be in the form of residential units with the first 5 units now available for management under the Program. The remainder of the units will be transferred to Council in tranches of approximately 10 properties under the terms of the Planning Agreement with Meriton.

The Local Government Act 1993 requires all land to be classified as either Operational or Community. If a newly acquired lot is to be classified as Operational land (as the first

classification) Council can resolve to do this within 3 months of receipt of the parcel and any time prior to its receipt. Statutory advertising is required before this resolution can occur.

Given the operational nature of the Affordable Housing program which involves leasing of residential properties to eligible participants at a discount to market rates, it is deemed that an Operational classification is appropriate.

Relevant Legislation

Below is a summary of the sections within the Local Government Act 1993 that are relevant to the classification process:

- (a) Section 25 requires all public land to be classified as either community or operational;
- (b) Section 31 (2) permits Council to resolve to classify land prior to or within three months after its acquisition of the land;
- (c) Section 34 requires public notice to be given of classification or reclassification by Council resolution; including:
 - Terms of proposed resolution and description of the land concerned; and
 - A period of not less than 28 days during which submissions can be made to Council.

Financial Implications

Not applicable		
Included in existing approved budget	\boxtimes	Related income and expenditure identified in 2021/22 Operational Budget
Additional funds required		

Community Engagement

The public consultation period commenced on 24 August 2021 and concluded on 23 September 2021 enabling the public to make written submissions on the properties becoming Operational.

Upon closure of the consultation period there was no record of any submissions being received and in compliance with the Local Government Act 1993, Council can now resolve to classify Lots 346, 356, 366, 373 and 395 in SP 97435 as being Operational.

Attachments

Nil

Council Meeting

Item No	8.3
Subject	Draft Planning Proposal - 215-235 O'Riordan Street and 3 Ewan Street, Mascot
Report by	Peter Barber, Director City Futures
File	F18/1182

Summary

Council received a draft Planning Proposal for land at 215-235 O'Riordan Street and 3 Ewan Street, Mascot (subject site). The draft Planning Proposal seeks to amend the *Botany Bay Local Environmental Plan 2013* (Botany Bay LEP 2013) – now superseded by *Bayside Local Environmental Plan 2021* (Bayside LEP 2021) - by increasing the maximum floor space ratio (FSR) control from 3:1 to 5.2:1.

The current Height of Building control of 44m is not proposed to be amended, and all surrounding properties have the same height control. The intended outcome of the draft Planning Proposal is to facilitate intensification of urban services land within the Green Square-Mascot Strategic Centre, and in close proximity to Sydney Airport.

The original Draft Planning Proposal requested an FSR of 5.5:1. This was considered by the Bayside Local Planning Panel (Panel) on 18 February 2020. The Panel recommended that:

- The draft Planning Proposal be amended to reduce the increase in FSR to 4.5:1 and to prohibit the commercial car parks as a separate use;
- The Planning Proposal should be accompanied by a Development Control Plan (DCP) or concept plan to ensure a sustainable outcome for the site; and
- With the above amendment to the FSR, the Planning Proposal be submitted to the Department of Planning, Industry and Environment (DPIE) for a Gateway Determination.

Subsequent to this meeting, the proponent made a submission to Council questioning the basis of the recommended FSR control of 4.5:1 and contending that the proposed control of 5.5:1 had strategic and site-specific merit. Council sought independent technical advice, which concluded that a FSR control in the range of 5.1-5.2:1 would be most appropriate for the subject site.

On 5 March 2021, Council received a further submission from the proponent including a new proposed FSR control of 5.2:1.

The draft Planning Proposal is accompanied by a Letter of Offer to enter into a Voluntary Planning Agreement (VPA). Consideration of this Letter of Offer is subject to a separate reporting process, concurrent with the assessment of the Draft Planning Proposal.

Officer Recommendation

1 That, pursuant to section 3.34 of the *Environmental Planning and Assessment Act* 1979 (EP&A Act), the draft Planning Proposal be submitted to the DPIE for a Gateway

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Determination.

2 That, should a Gateway Determination be issued, a further report be presented to Council following the public exhibition period to demonstrate compliance with the Gateway Determination and to provide details of any submissions received throughout that process.

Background

Applicant

The applicant is consulting company Mecone NSW Pty Ltd.

Owner

The owner of the land is Eldeso Group, which comprises four (4) separate entities. The Directors of each entity are shown in **Table 1**, below:

 Table 1: Subject site ownership

Trend Lighting Co Pty Ltd	Monash Development/Core Asset Group	Casteel Pty Ltd	Denco Pty Ltd
Director:	Director:	Director:	Directors:
John Mavrocordatos	Chris Mavrocordatos	Stephen Aroney	John Mavrocordatos Chris Mavrocordatos Stephen Aroney

Site Description

Lots subject to the draft Planning Proposal are shown in Table 2, below:

Lot	DP	SP	Address	Current FSR	Owner
в	407002		3 Ewan Street, Mascot	3:1	Eldeso Group
1, 2, 3	9142		215-219 O'Riordan Street, Mascot		
0	-	48926	221-233 O'Riordan Street, Mascot		
11, 12	9142		235 O'Riordan Street, Mascot		

Table 2: Lots subject to draft Planning Proposal

The site is legally described as Lots 1-3, 11 and 12 in DP 9142 and Lot 0 in SP 48926, commonly known as 215-235 O'Riordan Street, Mascot; and Lot B in DP 407002, commonly known as 3 Ewan Street, Mascot.

The site is irregular in shape and has an eastern frontage to O'Riordan Street approximately 140 metres; a southern frontage to Ewan Street of 64 metres; a northern frontage to King Street of 48 metres; and a western, staggered boundary adjoining an eleven-storey hotel/ commercial development and a seven-storey commercial development at 5-11 Ewan Street/

342 King Street Mascot of 167 metres combined. The subject site has an area of approximately 7,600sqm.

The site is located approximately 500 metres walking distance south of Mascot Station Town Centre Precinct, shown bold yellow in the context map at **Figure 1**:



Figure 1: Site context map (Source: Land and Property Information <u>www.maps.six.nsw.gov.au</u>)

The site currently contains a range of commercial land uses including car rental, valet car parking and a courier service. Existing development on and adjoining the site is shown in the below.



Site in right side of photo fronting the western side of O'Riordan Street (view from the intersection of King and O'Riordan Streets looking south) (Source: Bayside Council)



View of site to the left from O'Riordan St - looking north (Source: Bayside Council)



View of subject site from Ewan Street (looking toward O'Riordan Street) (Source: <u>www.googlemaps.com</u>)



View of subject site from King St - looking east (Source: Bayside Council)

Site Context

Development along the western side of O'Riordan Street is characterised by commercial development up to 44 metres in height as shown in below:



Typical built form fronting the western side of O'Riordan Street (view from the intersection of King and O'Riordan Streets looking north) (Source: Bayside Council)



Typical built form fronting the eastern side of O'Riordan Street opposite the subject site (Source: Bayside Council)

The locality has undergone significant redevelopment over a ten year period, with several developments in the vicinity of the subject site exceeding the mapped FSR control. Examples include:

- 5-11 Ewan Street: DA2014/47: FSR of 4.24:1 (Height of 41 metres)
- 185 O'Riordan Street: DA2008/287: FSR of 4.46:1
- 2-4 Sarah Street: DA2014/45: FSR 4.23:1 (Height of 32 metres)

 201 O'Riordan Street and 118 Robey Street: FSR 7.24:1 (approved under the Botany LEP 1995)

The developments approved under the Botany Bay LEP 2013 with FSRs that exceeded the mapped FSR control had satisfactorily addressed Clause 4.6 Exceptions to development standards of the Botany Bay LEP 2013.

Strategic Context

The site is located within the broader Green Square-Mascot Strategic Centre identified in the Eastern City District Plan (refer to **Figure 2**.



Figure 2: Green Square-Mascot Strategic Centre (Source: Greater Sydney Commission - Eastern City District Plan)

The Eastern City District Plan notes the following about the Green Square-Mascot Strategic Centre:

Green Square-Mascot is a significant centre for the District and a supporting centre for the nearby Harbour CBD, Port Botany and Sydney Airport. It is undergoing major urban renewal from a predominantly industrial area to one of increased residential use. This renewal has also resulted in the loss of half the commercial office space within the precinct since 2014, a reduction from 400,000 to 200,000 square metres.'

The actions contained in the plan aim to strengthen the Strategic Centre with a 'retain and manage approach' to industrial and urban services lands.

Current Planning Controls

Relevant Bayside LEP 2021 extracts (refer to **Figures 3-6**) for the site and immediately surrounding land are provided below that describe current planning controls. Please note that the subject site is shown in thick red or green line outline.

<u>Zoning</u>

Land use zones immediately surrounding the site comprise B5 Business Development as shown in **Figure 3**:



Figure 3 - Bayside LEP 2013 Zoning Map_LZN_008 (B5 Business Development)

Floor Space Ratio

The FSR for the site is 3:1. FSRs surrounding the site from Joyce Drive to Coward Street are also 3:1 as shown in bold green in **Figure 4**:



Figure 4 – Bayside LEP 2021 Floor Space Ratio Map_FSR_008 (V1 – 3:1)

Height of Buildings

The current height of buildings for the site under Bayside LEP 2021 is 44 metres. Building heights surrounding the subject site are also 44 metres. An extract from the Bayside LEP 2021 Height of Buildings Map is provided at **Figure 5**:



Figure 5 – Bayside LEP 2021 Height of Buildings_HOB_001 (W2 - 44 metres)

Design Excellence Map

The site is identified on the Bayside LEP 2021 Design Excellence Map. Any future Development Application will be subject to the requirements of Clause 6.10 Design Excellence under the Bayside LEP 2021.

Changes to Planning Controls Under Bayside LEP 2021

Bayside LEP 2021 was published on 27 August 2021, repealing Botany Bay LEP 2013. The draft Planning Proposal was lodged at a time when the previous BBLEP 2013 was in force and the BLEP 2021 was at an advance draft stage and nearing finalisation. Under Bayside LEP 2021, no changes have been made to Land Zoning, FSR, Height of Buildings or Design Excellence controls relevant to the draft Planning Proposal.

However, the following objectives to Clause 4.4 Floor Space Ratio have been deleted under Bayside LEP 2021, as a result of the harmonisation of multiple former LEPs in Bayside LGA:

- to provide an appropriate correlation between the size of a site and the extent of any development on that site; and
- to facilitate development that contributes to the economic growth of Botany Bay.

Further, the wording of Clause 6.10 has been expanded to include new requirements for any future Development Application on the subject site. This is also due to the harmonisation of Design Excellence clauses under the former Botany Bay LEP 2013 and *Rockdale Local Environmental Plan 2011*, the new clause largely carrying over the more detailed wording from the latter.

Council officers do not consider these changes to be consequential to Council's strategic and site-specific merit assessment of the subject draft Planning Proposal. Therefore, the draft Planning Proposal can be considered under the relevant provisions of BLEP 2021.

Employment Zones Reform (DPIE)

The DPIE recently undertook community consultation on a Proposed Employment Zones Position Paper. This Paper outlined the DPIE's proposed new employment zones framework, including draft amendments to the Standard Instrument which, upon finalisation, will then necessitate updating of Bayside LEP 2021.

The key change under the proposed new employment zones framework will be the creation of five new employment zones and three supporting zones to replace the existing Business (b5) and Industrial (IN) zones. Of particular relevance to this draft Planning Proposal will be the creation of a new Productivity Support Zone (E3), which is intended to replace the B5 and B6 zones, along with some B7 zones and, in exceptional circumstances, limited areas of IN2 Light Industrial zones that no longer function as traditional industrial precincts.

According to the DPIE's Position Paper, the overarching intent of the new E3 Zone is to allow for a "mix of services, low impact industry, creative industry, manufacturing, warehousing, office and limited supporting retail". It is explained that this Zone will suit locations near "catalyst development" as support for these uses, as well as emerging and new industries that need larger floorplates. Retail will generally be limited while residential will generally not be supported.

The framework does not propose to amend any other planning controls that apply to the subject site, nor does it propose to prohibit any land uses currently permitted under the B5 zone. Therefore, Council officers do not consider that these proposed changes should affect Council's strategic and site-specific merit assessment of the subject draft Planning Proposal.

Draft Planning Proposal Summary

The draft Planning Proposal seeks to amend Bayside LEP 2021 by increasing the FSR applying to the site from 3:1 to 5.2:1.

There are no other LEP provisions proposed to be amended as part of this draft Planning Proposal. The proponent's Planning Proposal report is at **Attachment 1**.

The intended outcome of the draft Planning Proposal is to facilitate an increase in floor space on a site located within the Green Square-Mascot Strategic Centre, in close proximity to Sydney Airport. The proponent states that the draft Planning Proposal would enable a future development scheme including:

• 11-storey commercial building including offices and health services facilities, including medical consulting suites and treatment rooms, specialised retail and car parking;

- 12-storey hotel building including hotel rooms, serviced apartments, entertainment/conference facilities, a café and restaurant; and
- 3 and a half basement levels for car parking ancillary to the other uses proposed.

The proposed concept design is contained in the Urban Design Report (refer Attachment 2).

The draft Planning Proposal is accompanied by a site specific Development Control Plan (DCP) to guide future development consistent with this concept design. The proposed site specific DCP contains statements and provisions relating to:

- Desired future character;
- Building envelopes;
- Height;
- Setbacks;
- Landscaping;
- Vehicle access points; and
- Sustainable design and travel.

The site specific DCP is available at **Attachment 3**.

Assessment of the Draft Planning Proposal

Environmental Planning and Assessment Act 1979 (EP&A Act)

The NSW Department of Planning and Environment's publication '*Draft Planning Proposals* – *A Guide to Preparing draft Planning Proposals*' (Guide), issued under s3.33(3) of the EP&A Act, provides guidance and information on the process for preparing draft Planning Proposals. The assessment of the submitted draft Planning Proposal by Council staff has been undertaken in accordance with the latest version of this Guide (dated December 2018).

Section 9.1 Directions by the Minister

Section 9.1 Directions by the Minister (s9.1 directions) set out what a Relevant Planning Authority (RPA) must do if a s9.1 direction applies to a draft Planning Proposal and provides details on how inconsistencies with the terms of a direction *may* be justified.

An assessment of the draft Planning Proposal against the current s9.1 directions (issued 28 February 2019 by the then Department of Planning and Environment) is provided in **Table 3** below:

Ministerial Direction	Draft Planning Proposal consistency with terms of direction	Consistent: Yes/No (If No, is the inconsistency adequately justified?)
1.1 Business and Industrial Zones	 What an RPA must do: A draft Planning Proposal must: (a) give effect to the objectives of this direction (i.e. encourage employment growth in suitable locations; protect employment land in business and industrial zones; and support the viability of identified centres); (b) retain the areas and locations of existing business and industrial zones; (c) not reduce the total potential floor space area for employment uses and related public services in business zones; (d) not reduce the total potential floor space area for industrial uses in industrial zones. Comment: The draft Planning Proposal is considered consistent with the terms of the direction given that the proposal seeks to intensify floor space area for employment within the Green Square-Mascot Strategic Centre. 	YES
3.4 Integrating Land Use and Transport	What an RPA must do: A draft Planning Proposal must locate zones for urban purposes and include provisions that give effect to and are consistent with the aims, objectives and principles of Improving Transport Choice – Guidelines for planning and development (DUAP 2001) (guidelines). Comment: The draft Planning Proposal is considered consistent with the guidelines as the draft Planning Proposal encourages business development in close proximity to public transport and within an identified strategic centre, namely, the Green Square-Mascot Strategic Centre.	YES
3.5 Development Near Regulated Airports and Defence Airfields	 What an RPA must do: In the preparation of a draft Planning Proposal, RPA must: consult with the Department of the Commonwealth responsible for aerodromes and the lessee of the aerodrome take into consideration the Obstacle Limitation Surface (OLS) and prepare appropriate development standards such as height where the land is affected by the OLS obtain permission from the Department of the Commonwealth where the height encroaches the OLS prior to undertaking community consultation <u>Comment:</u> Whilst the draft Planning Proposal is located within an area affected by the OLS, no alteration to the height provisions are proposed. 	YES
4.1 Acid Sulfate Soils	 What an RPA must do: This Direction requires that an RPA must consider an acid sulfate soils study assessing the appropriateness of the intensification of land use given the presence of acid sulfate soils. <u>Comment:</u> The Bayside LEP 2021 Acid Sulfate Soils Map identifies the site as Class 2 for acid sulfate soils. The draft Planning Proposal includes a Stage 1 Environmental Assessment (Attachment 4), which recommends the preparation of an Acid Sulfate Soils Management Plan. Consistency A draft Planning Proposal may be inconsistent with the terms of the direction 	NO - Inconsistency justified.

Ministerial Direction	Draft Planning Proposal consistency with terms of direction	Consistent: Yes/No (If No, is the inconsistency adequately justified?)
	if the inconsistency is justified by a study prepared in support of the draft Planning Proposal. <u>Comment:</u> Clause 6.1 of Bayside LEP 2021 requires an Acid Sulfate Soils Management Plan at DA stage, before carrying out any development on the land. Accordingly, it is considered that the inconsistency with this direction can be adequately managed.	
4.3 Flood Prone Land	 What an RPA must do: An RPA must ensure that a Planning Proposal: includes provisions that give effect to and are consistent with the NSW Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005 must not rezone land within the flood planning areas from Special Use to a Residential Zone does not permit a significant increase in the development of that land Comment: The draft Planning Proposal seeks provisions that will permit a significant increase in development of the land which is located within a flood planning area. Consistency: A Planning Proposal may be inconsistent with the direction if the RPA can satisfy the Director-General that: (a) the Planning Proposal is in accordance with a floodplain risk management plan prepared in accordance with the principles and guidelines of the Floodplain Development Manual 2005, or (b) the provisions of the Planning Proposal that are inconsistent are of minor significance. Comment: The proponent has submitted a Site Flood Assessment For Planning Proposal report (Attachment 5) prepared in accordance with the principles and guidelines of the Flood Plain Development Manual 2005 to support the Planning Proposal. The flood report and FRMP have been reviewed internally by Council's technical staff and are considered satisfactory. Accordingly, the inconsistency with the terms of the direction are considered to have been adequately justified. 	YES
7.1 Implementation of A Plan for Growing Sydney	 What an RPA must do: An RPA must ensure that a draft Planning Proposal is consistent with A Plan for Growing Sydney (superseded by 'A Metropolis of Three Cities – The Greater Sydney Region Plan' (Greater Sydney Region Plan). <u>Comment:</u> The draft Planning Proposal is consistent with the overall aims and objectives of the Greater Sydney Region Plan, in particular: <u>Direction 5: Productivity</u> <i>Objective 14: Integrated land use and transport creates walkable and 30-minute cities.</i> The draft Planning Proposal proposes to intensify the land use and is located approximately 400m walking distance from Mascot rail station. <i>Objective 22: Investment and business activity in centres.</i> 	YES

Ministerial Direction	Draft Planning Proposal consistency with terms of direction	Consistent: Yes/No (If No, is the inconsistency adequately justified?)
	The draft Planning Proposal is consistent with the objective as it proposes to intensify business activity within an identified Strategic Centre.	
	Objective 23: Industrial and urban services land is planned, retained and managed. The draft Planning Proposal is consistent with the objective to retain industrial and urban services land.	

State Environmental Planning Policies (SEPPs)

An assessment of the draft Planning Proposal against the relevant SEPPs is provided in **Table 4**, below.

Name of SEPP	Compliance of Draft Planning Proposal with SEPP	Complies Yes/No
SEPP (Infrastructure)	Clause 87 - Impact of rail noise or vibration on non-rail development	YES
2007	The site is located in close proximity to the airport rail tunnel. The B5 Business Development zone permits, with consent, <i>centre-based child care facilities.</i>	
	Accordingly, should a future Development Application be made, the publication ' <i>Development near rail corridors and busy roads – interim guideline</i> ' issued by the former Department of Planning (now DPIE) would need to be considered.	
	Clause 101 - Development with frontage to classified road	
	O'Riordan Street is identified by Roads and Maritime Services (RMS) as a Classified Road.	
	The submitted Traffic Impact Assessment (TIA) report (Attachment 6) was referred to a Traffic Consultant for peer review. The peer review found that there are no traffic or transport issues that would preclude the draft Planning Proposal from proceeding.	
	Should Council and the DPIE support the draft Planning Proposal, any future DA will be referred to Roads and Maritime Services (RMS) given that the site has frontage to a classified road.	

There are no other SEPPs applicable to the draft Planning Proposal.

Sydney Regional Planning Policies (SREPs)

There are no SREPs applicable to the draft Planning Proposal.

Strategic Planning Framework – Regional/District

Regional, sub-regional and district plans and strategies include outcomes and specific actions for a range of different matters including housing and employment targets, and identify regionally important natural resources, transport networks and social infrastructure.

An assessment of the draft Planning Proposal's consistency with the strategic planning framework is provided in **Table 5**, below.

Directions, priorities, objectives and actions	Draft Planning Proposal consistency with Strategic Plan	Consistency Yes/No			
Greater Sydney Region Plan: A Metropolis of Three Cities					
Refer to the assessment at Table 3 , above.	Refer to the assessment at Table 3 , above.	YES - Refer to the assessment at Table 3 , above, which found that the draft Planning Proposal is considered generally consistent with the overarching aims and objectives of <i>A</i> <i>Metropolis of Three</i> <i>Cities – The Greater</i> <i>Sydney Region Plan.</i>			
Eastern City District Plan (ECDP)					
Planning Priority E9 – Growing international trade gateways The Plan notes the following about land surrounding Sydney Airport: "The amount of industrial land supporting Sydney Airport has decreased with encroachment from residential developments and knowledge-intensive jobs. Like Port Botany, Sydney Airport's role in supporting a global city and as a major freight gateway requires protection and planning for growth. It will be important to ensure retention of the surrounding industrial land which provides essential supporting functions for the airport."	The draft Planning Proposal seeks to increase floor space within a finite corridor of urban services land stretching from the airport to the Sydney CBD, and is therefore considered consistent with the plan.	Yes			
	The draft Planning Proposal improves access to local jobs and services as the proposal encourages the growth of the strategic centre, reducing the need for people to travel long distances to access jobs and local services.	Yes			
Planning Priority E11 – Growing investment, business opportunities and job in strategic centres	The site is located within the Green Square- Mascot Strategic Centre. The proposal to intensify floor space within the centre is consistent with the Planning Priority.	Yes			

Table 5: Strategic Planning Framework – Regional/District

Directions, priorities, objectives and actions	Draft Planning Proposal consistency with Strategic Plan	Consistency Yes/No
Planning Priority E12 – Retaining and managing industrial and urban services land The planning priority describes the high demand for urban services land in proximity to Sydney Airport.	The draft Planning Proposal retains the existing B5 Business Development zoning for the site, and assists in satisfying demand for urban services floor space. The draft Planning Proposal is considered consistent with this Planning Priority.	Yes

Strategic Planning Framework – Local

Bayside Community Strategy Plan 2020 provides a vision, themes and strategies for the LGA that was developed in close consultation with local residents and workers. It reflects the desires of the community and is considered to be a bottom-up plans.

An assessment of the draft Planning Proposal's consistency with the relevant themes and strategic directions contained the Community Strategic Plan is provided in **Table 6**:

Theme and Strategic Direction	Draft Planning Proposal consistency with Community Strategic Plan	Consistency Yes/No	
THEME ONE: BAYSIDE WILL BE A VIBRANT PLACE			
Our places are people-focused	Local areas are activated with cafes, restaurants and cultural events The concept design accompanying this draft Planning Proposal include ground floor retail and café elements, which will help to activate the street frontage along O'Riordan Street, as well as events and exhibition space.	YES	
Our places connect people	 Walking and cycling is easy in the City and is located in open space where possible The draft Planning Proposal will deliver additional employment floorspace within walking distance of Mascot train station. The subject site is also located on a proposed rapid bus link and principal bicycle network as identified in the South East Sydney Transport Strategy 2056. 	YES	
Our places are acceptable to all	Open space is accessible and provides a range of active and passive recreation opportunities to match our growing community The draft Planning Proposal is within walking distance of multiple open space areas including John Curtin Reserve and Mascot Oval.	YES	
<i>My place will be</i> special to me	Local developments reflect innovative, good design and incorporate open space and consider vertical families The draft Planning Proposal will facilitate a built form that is consistent with other land uses in the vicinity. Further, the concept design accompanying this Draft Planning Panel incorporates setbacks and	YES	

Table 6: Consistency with Bayside Community Strategic Plan 2020

Theme and Strategic Direction	Draft Planning Proposal consistency with Community Strategic Plan	Consistency Yes/No
	deep soil landscaping opportunities compliant with Botany Bay Development Control Plan 2013 (DCP).	
	Bayside will be a 30-minute City – residents work locally or work off- site – no-one has to travel for more than 30 minutes to work	YES
	The subject site has good accessibility to a range of current and planned public transport options, as well as high density residential neighbourhoods.	
	Traffic and parking issues are a thing of the past	YES
	The draft Planning Proposal was referred to an independent Traffic Consultant for peer review. The peer review identified certain matters to be address upon any future development application on the site, but concluded that there are no traffic or transport issues that would preclude the draft Planning Proposal from proceeding.	
THEME TWO: IN 2030	OUR PEOPLE WILL BE CONNECTED IN A SMART CITY	
The community is valued	We are a healthy community with access to active recreation and health education	YES
	Opportunities for passive and active activities are available to community members, including people with pets	
	The draft Planning Proposal is within walking distance of multiple open space areas. The concept design accompanying the proposal includes a medical centre.	
THEME THREE: IN 20	030 BAYSIDE WILL BE GREEN, LEAFY AND SUSTAINABLE	
We are prepared for climate change	Our streetscapes are green and welcoming	YES
	The concept design accompanying the draft Planning Proposal includes DCP-compliant setbacks and deep soil landscaping opportunities.	
Waterways and green corridors are	We have an enhanced green grid/tree canopy	YES
regenerated and preserved	See above.	
THEME FOUR: IN 203	80 WE WILL BE A PROSPEROUS COMMUNITY	
Opportunities for economic	We are an international hub for transport and logistics related business	YES
development are recognised	The draft Planning Proposal will provide additional employment capacity in close proximity to the international trade and transport gateway, including Sydney Airport and Port Botany.	
	Industrial lands and employment lands are preserved – partnering with major employers to support local jobs	YES
	The draft Planning Proposal seeks to preserve and improve employment capacity within the B5 Business Development Zone.	
Local housing, employment and business	Bayside will be a 30 minute City – residents work locally or work off- site – no one has to travel for more than 30 minutes to work	YES
opportunities are	The draft Planning Proposal encourages business development in	

Theme and Strategic Direction	Draft Planning Proposal consistency with Community Strategic Plan	Consistency Yes/No
generated	close proximity to public transport and within an identified strategic centre, namely, the Green Square-Mascot Strategic Centre.	
The transport system works	We can easily travel around the LGA – traffic problems/gridlock are a thing of the past See above. Further, the draft Planning Proposal was referred to an independent Traffic Consultant for peer review. The peer review identified certain matters to be address upon any future development application on the site, but concluded that there are no traffic or transport issues that would preclude the draft Planning Proposal from proceeding.	YES

The EP&A Act requires all councils to develop a Local Strategic Planning Statement (LSPS). The Bayside LSPS, adopted in March 2020, gives effect to the top-down directions and priorities outlined in the Greater Sydney Region Plan and Eastern City District Plan and the bottom-up vision outlined in Council's Community Strategic Plan, while providing a land use and transport vision for the LGA to 2036.

An assessment of the draft Planning Proposal's consistency with relevant Planning Priorities contained in the Bayside LSPS is provided at **Table 7**:

Themes and Planning Priority		Draft Planning Proposal consistency with Community Strategic Plan	Consistency Yes/No
//\	VFRASTRUCT	URE AND COLLABORATION	
A city supported by infrastructure B1 Align land use planning and transport infrastructure planning to support the growth of Bayside		The draft Planning Proposal will deliver additional employment floorspace within walking distance of Mascot train station. The subject site is also located on a proposed rapid bus link and principal bicycle network as identified in the South East Sydney Transport Strategy 2056.	YES
A city supported by infrastructure B2 Align land use planning with the delivery and management of assets by Bayside Council to support our community		The draft Planning Proposal is within walking distance of Council-owned open space assets, including John Curtin Reserve and Mascot Memorial Park.	YES
A collaborative city B3 Working through collaboration		Should the draft Planning Proposal proceed to public exhibition, statutory consultations will be undertaken with relevant State government agencies, as well as with the broader community.	YES
LI	IVEABILITY		
A city for people B5 Foster healthy, creative, culturally rich and socially connected communities		The draft Planning Proposal is located within walking distance of a number of public open space assets. The concept design accompanying the proposal includes events and exhibition space.	YES

Table 7: Consistency with Bayside Local Strategic Planning Statement

Themes and Planning Priority	Draft Planning Proposal consistency with Community Strategic Plan	Consistency Yes/No
A city of great places B9 Manage and enhance the distinctive character of the LGA through good quality urban design, respect for existing character and enhancement of the public realm	The concept design accompanying the draft Planning Proposal has been subject of numerous internal urban design reviews to ensure the design achieves compliances with Council's DCP, including appropriate setbacks. Furthermore, the proposal will facilitate a built form that is consistent with other land uses in the vicinity.	YES
PRODUCTIVIT	ΓY	
A well connected city B12 Deliver an integrated land use and a 30-minute city	The draft Planning Proposal encourages business development in close proximity to public transport and within an identified strategic centre, namely, the Green Square-Mascot Strategic Centre.	YES
Jobs and skills for the city B13 Contribute to growing a stronger and more competitive Harbour CBD	The draft Planning Proposal will facilitate an increase in employment capacity on a site that is well connected within an identified strategic centre and the Eastern Economic Corridor.	YES
Jobs and skills for the city B14 Protect and grow the international trade gateways	The draft Planning Proposal will provide additional employment capacity in close proximity to international trade and transport gateway, Sydney Airport.	YES
Jobs and skills for the city B15 Growing investment, business opportunities and jobs in Bayside's strategic centres and centres	See above	YES
Jobs and skills for the city B18 Support the growth of targeted industry sectors	See above	YES
SUSTAINABIL	ΙΤΥ	
A city in its landscape B20 Increase urban tree canopy cover and enhance green grid connections	The concept design accompanying the draft Planning Proposal includes DCP-compliant setbacks and deep soil landscaping opportunities.	YES
<i>A city in its landscape</i> B21 Deliver high quality open space	The concept design accompanying the proposal incorporates roof top open space.	YES

The Botany Bay Planning Strategy 2031 was prepared in 2009 as a vision document, to inform the preparation of Botany Bay LEP 2013 by providing a comprehensive view of the land use and economic factors for the former Botany Bay LGA.

The Strategy recommended that the site be investigated for a Business Zoning. The B5 Business Development zone was adopted in Botany Bay LEP 2013 and carried over into Bayside LEP 2021. The draft Planning Proposal does not propose to amend the zoning.

Bayside Local Environmental Plan 2021 (Bayside LEP 2021)

Clause 2.3 Zone Objectives and Land Use Table

Zone B5 Business Development

The objectives of the B5 zone are:

• To enable a mix of business and warehouse uses, and specialised retail premises that require a large floor area, in locations that are close to, and that support the viability of, centres.

Comment:

The draft Planning Proposal is generally consistent with the objectives of the zone.

Clause 4.4 Floor Space Ratio

The objectives of this clause are as follows:

(a) to establish standards for the maximum development density and intensity of land use,

Comment:

The site is located in close proximity to Sydney Airport, and is within an identified strategic centre. The Eastern City District Plan supports intensification of urban services land in this location. The draft Planning Proposal to increase FSR is considered reasonable in this context.

- (b) to ensure buildings are compatible with the bulk and scale of the existing and desired future character of the locality,
- (c) to minimise adverse environmental effects on the use or enjoyment of adjoining properties and the public domain,
- (d) 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,
- (e) to ensure buildings do not adversely affect the streetscape, skyline or landscape when viewed from adjoining roads and other public places such as parks and community facilities.

Comment:

In relation to objectives (b) - (e), Council's staff have assessed the proposed concept scheme and are satisfied that the proposed FSR would enable a built form that would be consistent with the objectives of the clause.

Notwithstanding, any future Development Application would be required to demonstrate consistency with the objectives of Clause 4.4 Floor Space Ratio of Bayside LEP 2021.

Clause 6.10 Design Excellence

The site is located within the Mascot Station Precinct on the Design Excellence Map of Bayside LEP 2021.

Any future Development Application would be required to address Clause 6.10 Design Excellence of Bayside LEP 2021.

Botany Bay DCP 2013

Part 6 – Employment Zones

This part of the DCP provides a framework to guide future development in the IN1 and IN2 industrial zones and the B5 and B7 business zones in the City. These zones generate a significant amount of employment opportunities and play an important role in the economy of the State. The purpose of this part is to provide more detailed objectives and controls for these employment zones, to support the provisions within the Botany Bay LEP 2013 (now Bayside LEP 2021).

6.2.4 Mascot Business Development Precinct

Objectives

The relevant objectives for the Mascot Business Development Precinct are as follows:

O1 To encourage and provide for business development that has an affinity or locational need to be near to Sydney (Kingsford Smith) Airport

Comment:

The draft Planning Proposal to maintain the B5 Business Development zoning is considered consistent with this objective.

O2 To ensure that the scale, design, material of construction and nature of the development, in the opinion of the Council, contributes positively to the visual amenity and the gateway function of the area

Comment:

Council's staff have assessed Urban Design and are satisfied that the proposed FSR is consistent with the objectives of the clause.

O3 To ensure that development supports an efficient and sustainable transport system with a high level of access to public transport

Comment:

The draft Planning Proposal to intensify development within 800m walking distance of the public entrance to Mascot rail station is considered consistent with this objective.

O5 To ensure the protection of the Airport Line Tunnel which is generally located under Bourke Road and O'Riordan Street.

Comment:

The proponent was requested to provide details of any discussions held with Sydney Trains. In an email dated 26th June 2019, the proponent provided the following response:

"We had a meeting with Sydney Trains (2nd August) to discuss the implications of the Sydney airport tunnel on the proposed basement. Following this meeting, Sydney Trains provided the location and depth of the Sydney Train tunnel and easement along the property boundary which has determined the best suitable basement construction for the development. The location of the Train tunnel on the plans is based on the plans provided by Sydney Trains. Sydney Trains advised in the meeting that they do not need to review the plans at the Planning Proposal stage and it will be done on DA application stage."

Should Council support the draft Planning Proposal, and Council request the DPIE to issue a Gateway Determination, Transport for NSW will be consulted about the proposal.

6.3 General Provisions

The draft Planning Proposal has demonstrated that a future DA can comply with clause 6.3 - General Provisions of the Botany Bay DCP 2013.

Other Considerations

Urban Design

An Urban Design Report was submitted with the draft Planning Proposal which has been subject to internal review by Council's Technical Officers.

The proposed FSR is considered to be acceptable in the context of surrounding development densities in the locality, as well as its proximity to public transport and that the site is located within a strategic centre. In addition, the draft Planning Proposal has demonstrated that the likely built form arising from the proposed FSR would be able to comply with the relevant DCP controls.

Traffic and Car Parking

O'Riordan Street is identified by Roads and Maritime Services (RMS) as a Classified Road.

The submitted Traffic Impact Assessment (TIA) report was referred to a Traffic Consultant for peer review. The peer review found that there are no traffic or transport issues that would preclude the draft Planning Proposal from proceeding.

Notwithstanding, the peer review recommended a number of technical suggestions to be addressed in the preparation of any future Development Application on the site. In particular, the peer review recommended that a setback be introduced along the King Street frontage to facilitate capacity upgrades. The peer review added that this issue would appear to exist irrespective of the proposed amendment, and as such, should be assessed in further detail when Development Applications are received.

Should Council support the draft Planning Proposal proceeding to public exhibition, statutory consultation will be undertaken with Transport for NSW (TfNSW), as a result of the scale of the proposal and the subject site's frontage to a classified road. Council planning officers

consider that comment should first be sought from TfNSW on the draft Planning Proposal, before any treatments are put forward for O'Riordan Street or adjoining streets.

Airport Tunnel – Zone of Influence

The eastern part of the site is located within the airport tunnel zone of influence. Accordingly, the proponent was requested to provide details of any discussions held with Sydney Trains. In an email dated 26th June 2019, the proponent provided the following response:

We had a meeting with Sydney Trains (2nd August) to discuss the implications of the Sydney airport tunnel on the proposed basement. Following this meeting, Sydney Trains provided the location and depth of the Sydney Train tunnel and easement along the property boundary which has determined the best suitable basement construction for the development. The location of the Train tunnel on the plans is based on the plans provided by Sydney Trains. Sydney Trains advised in the meeting that they do not need to review the plans at the Planning Proposal stage and it will be done on DA application stage.

The proponent submitted a Preliminary Geotechnical Report (**Attachment 7**) to assess the influence of the proposal on the airport tunnel. Subject to further detailed plans being prepared at the Development Application stage, the report found that the site is capable of accommodating the scale of development the draft Planning Proposal enables without impacting the stability of the rail tunnel.

Should Council support the draft Planning Proposal and request the DPIE to issue a Gateway Determination, TfNSW will be consulted about the proposal.

Voluntary Planning Agreement (VPA)

The draft Planning Proposal is accompanied by a Letter of Offer to enter into a VPA dated 14 July 2021. Consideration of this Letter of Offer is subject to a separate reporting process, concurrent to the assessment of the draft Planning Proposal.

Bayside Local Planning Panel Recommendation

At its meeting of 18 February 2020, the Bayside Local Planning Panel (Panel) considered the original draft Planning Proposal (which proposed an FSR control of 5.5:1). The Panel recommended that:

- The draft Planning Proposal be amended to reduce the increase in FSR to 4.5:1 and to prohibit the commercial car parks as a separate use;
- The Planning Proposal should be accompanied by a Development Control Plan (DCP) or concept plan to ensure a sustainable outcome for the site; and
- With the above amendment to the FSR, the Planning Proposal be submitted to the Department of Planning, Industry and Environment (DPIE) for a Gateway Determination.

In its comments provided in the minutes to this meeting (Attachment 8), the Panel strongly supported the proposed uses of commercial office space, medical centre and a hotel in the accompanying concept design, given its location in the Green Square-Mascot Strategic Centre and close proximity to Mascot Station. It considered that these uses would be consistent with the strategic planning framework, and that an increase in commercial office capacity in particular is justifiable in that it would boost supply in an area that has seen

investment in public transport infrastructure, but also a significant rise in residential apartment buildings.

However, the Panel raised concerns with the inclusion in the proponent's original concept design of a 12-storey commercial car parking station, intended to serve as long term parking for the airport, arguing that such a use would occupy critical employment capacity and would therefore be inconsistent with the Eastern City District Plan's directions to intensify business activity in the Strategic Centre.

The Panel, therefore, considered that the draft Planning Proposal would have strategic and site specific merit if "commercial car parking" was removed from the permissible land uses, and that only car parking associated with the uses permitted in the B5 zone should be permitted on the site, with a maximum FSR of 4.5:1.

In the Panel's opinion, an FSR of 4.5:1 would provide an appropriate built form and urban design outcome, having regard to surrounding development and landscaping requirements. It considered that an increase of 50% in FSR would need to be demonstrated with a DCP or concept plan for the site that includes sustainability measures.

Subsequent to this meeting, the proponent for the draft Planning Proposal made a submission to Council questioning the basis of the recommended FSR control of 4.5:1, contending that the proposed control of 5.5:1 had strategic and site-specific merit. Council sought independent technical advice, which concluded that an FSR control in the range of 5.1-5.2:1 would be appropriate for the subject site.

The revised draft Planning Proposal includes a FSR control of 5.2:1, consistent with this advice. It is accompanied by a site-specific DCP which addresses other concerns raised by the Panel with regard to proposed future development of the site and the need for sustainability measures.

Council planning officers have reviewed the revised draft Planning Proposal, and accompanying concept design and site-specific DCP, and are satisfied that these sufficiently respond to the Panel's recommendations. Although the proposed FSR control exceeds the Panel's recommended figure, technical advice prepared for Council has found it to be a satisfactory outcome.

With regard to the Panel's recommendation that the draft Planning Proposal be amended to prohibit commercial car parks, Council planning officers note that there is no such land use in the *Standard Instrument (Local Environmental Plans) Order 2006*, which informs Bayside LEP 2021. Rather, the land use "car park" – which is already permitted with consent in the B5 zone – encompasses car parks operated "for gain or not". Council planning officers do not consider it an appropriate planning outcome to introduce a site-specific provision prohibiting all car parks on this site. Notwithstanding, the proposed site-specific DCP, which outlines commercial, hotel and retail uses of the land accompanied by basement car parking, sufficiently responds to the Panel's recommendation.

Conclusion

The draft Planning Proposal requests that Council initiate an amendment to the *Botany Bay Local Environmental Plan 2013* (now *Bayside Local Environmental Plan 2021*) to increase the maximum Floor Space Ratio (FSR) on the land from 3:1 to 5.2:1.

The draft Planning Proposal has strategic and site specific planning merit for the reasons outlined in this report, in particular:

- It gives effect to the directions, priorities and objectives of the Greater Sydney Region Plan and Eastern City District Plan, particularly where it provides additional floor space in close proximity to Sydney Airport and within the Green Square-Mascot Strategic Centre;
- The proposed planning control is generally consistent with the planning controls applicable to the surrounding development in the vicinity of the subject site;
- The site specific merit has generally shown the capacity and capability of the site to accommodate the proposal; and
- The additional FSR enables the site to be developed to its full potential given the constraints imposed by the Obstacle Limitation Surface and the Airport Tunnel zone of influence.

Financial Implications

Not applicable	\boxtimes
Included in existing approved budget	
Additional funds required	

Community Engagement

Should the Planning Proposal proceed through Gateway, the Planning Proposal will be subject to community consultation in accordance with Sections 3.34(2)(c) of the *Environmental Planning and Assessment Act 1979.* The specific requirements for community consultation will be listed in the Gateway Determination, including any government agencies that are to be consulted in relation to the Planning Proposal.

Attachments

- 1 Attachment 1 Proponent Planning Proposal Report (Under separate cover Attachments Part One) ⇒
- 2 Attachment 2 Proponent Urban Design Study J
- 3 Attachment 3 Proponent Site Specific DCP J
- 4 Attachment 4 Proponent Stage 1 Environmental Site Assessment (Under separate cover Attachments Part One) ⇒
- 5 Attachment 5 Proponent Flood Assessment Report J
- 6 Attachment 6 Proponent Addendum Traffic Report 25.02.2021 (Under separate cover Attachments Part One) ⇒
- 7 Attachment 7 Proponent Preliminary Geotechnical Report (Under separate cover Attachments Part One) ⇒
- 8 Attachment 8 Bayside Local Planning Panel Meeting Minutes 18 February 2020 J