Draft

Wilga Street Block, Corrimal *Planning Strategy*

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Ackowledgement of Country

We acknowledge the Traditional Custodians of the land on which our city is built, Dharawal Country. We recognise and appreciate their deep connection to this land, waters and the greater community.

We pay respect to Elders past, present and those emerging and extend our respect to all Aboriginal and Torres Strait Islander people who call this city home.

We recognise Aboriginal and Torres Strait Islander people as the first people to live in the area. We respect their living cultures and recognise the positive contribution their voices, traditions and histories make to the city.

The town of Corrimal was named after the Aboriginal warrior Kurimul. Kurumul was a dreamtime warrior who took another man's wife. When pursued by the husband Kurumul raced up the mountain and climbed a tall tree. The husband gathered wood and set fire to the tree, and Kurimul was carried up in flames into the sky. Today we refer to the setting for this storey as Broker's Nose, which along with the surrounding Illawarra Escarpment, is a prominant part of Corrimal's visual and cultural landscape.



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This Strategy has been prepared by Wollongong City Council, informed by technical studies:

- Urban Design Study, prepared by SJB •
- Feasibility Analysis prepared by SGS Economics and Planning





1 Introduction

Background

Corrimal Town Centre is the Major Town Centre servicing Wollongong's Northern Suburbs. Major Town Centres are integral places for our community, providing a wide range of goods, services, community infrastructure, employment opportunities and medium density housing.

In 2015 Wollongong City Council adopted the Corrimal Town Centre Plan 2015-2025 (the Plan). The Plan sets a long-term aspiration for a liveable and vibrant Town Centre. The Plan provides the strategic foundation for the Wilga Street Block Planning Strategy (the Strategy).

The Plan identifies the Wilga Street Block (the Block) as a key site that may have future redevelopment potential if current constraints were adjusted. It recommends further studies to investigate how a high quality built form outcome could be delivered if development capacity was increased above the current controls.

To deliver on this recommendation Council has undertaken a strategic planning and design review of the Block. The review involved a number of technical studies which sought to answer the following questions:

1. What is the best structure, built form and land use outcome for the Block?

- 2. What planning controls need to be amended to support this?
- 3. What options are available for Council's land holdings to help facilitate this?

The Urban Design (SJB) and Feasibility (SGS) studies have informed how planning policy can better guide development on the Wilga Street Block and align it with the aspirations set out in the Plan.

Purpose of the Strategy

The revitalisation of the Block is an opportunity to deliver a mixed-use precinct in line with the community's future needs.

This Planning Strategy provides the strategic direction for the Block, enabling a line of site between the Corrimal Town Centre Plan and recommendations for changes to the Wollongong LEP 2009 and Wollongong DCP 2009: Chapter B4 Development in Business Zones.

The recommendations for changes to planning controls are guided by existing strategic policy, and developed through context analysis, design principles and built form testing. Recommendations have been informed and refined through community consultation, peer review and advice from the Wollongong Local Planning Panel.







2 Study Area

Wilga Street Block

The Wilga Street Block provides a northern anchor to the Corrimal Town Centre. Its 4 boundaries interface with a range of different urban conditions.

The Block's western boundary addresses Corrimal's fine grain high street - the Princes Highway. To the south the block shares an important interface with Corrimal Memorial Park, a key place for users of all ages for gathering, playground and recreation uses. To the east is Wilga Street, a wide cul-de-sac with a mixed residential, commercial and recreational street frontage which provides primary vehicle access to many uses within the Block. Collins Street to the north marks the transition point of the town centre to the surrounding low-density residential area.



Wilga Street Block (red outline) within Corrimal Town Centre (blue shape) (SJB)

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Wilga Street Block Study Area (SJB)

Land ownership of 75% of the Block currently sits with three major land holders:

- 1. Corrimal RSL and Memorial Club
- 2. Wollongong City Council
- 3. Corrimal Park Mall

There are a range of different land uses present including retail premises, business premises, a club, an at grade carpark and residential dwellings and flat buildings. Buildings are concentrated on the boundaries and address the street. Adhoc amalgamations and subdivisions over the time have resulted in cadastral lot boundaries that are haphazardly aligned, unusually shaped and fragmented. In some cases this land ownership pattern and fragmented lot configuration has created unusual shaped lots that are highly constrained and presents challenges for future redevelopment and site consolidations.

Council owned Land

Wollongong City Council is one of the major landowners, with a land holding in the centre of the Block (2). Lot 5 DP 37769 known as 101 Wilga Street, Corrimal is a 3,781m² allotment which is classified as Operational Land. The land functions as a commercial asset having been leased to an adjoining land owner since the 1980s. The land is utilised as an off street carpark providing approximately 80 spaces, used by visitors to the Block, Town Centre and Memorial Park. This lot provides rear vehicle access to the properties fronting the Princes Highway.

Through this project, Council sought to develop a clear understanding of the strategic benefits and merits of changes to this land holding to inform future investigations by Council.

The analysis found that the sites current format has limited redevelopment potential due to the narrow lot street frontage and competing access arrangements. The lot location, and layout also limits the potential for adjacent landowners to redevelop and for revitalisation to occur. Amalgamation with neighbouring lots could enable a clear street address and facilitate future redevelopment by diversifying the offer of the block whilst delivering clear public benefit.

This Strategy and Study does not commit Council to relinquishing it's asset within the Wilga Street Block. Rather outlines the opportunities for this land to contribute to an improved outcome through inclusion of additional uses and alternative lot configuration and highlights the implications of retaining the asset as is.



Wilga Street Block land ownership (SJB)

Key

- ---- Site boundary
- Strata ownership

Current Planning Framework

The *Urban Design Study* interrogates the existing planning framework, testing different development outcomes to inform changes to planning controls.

The planning controls regulating development on the WIlga Street Block are more restrictive than those for the rest of the Town Centre.

	Town Centre	WSB
Zone	Local Centre	Local Centre and Low Density
		Residential
Height	15m	9m
FSR	1.5:1	1.5:1 and 0.5:1

The planning controls on the Block have led to the existing low-density condition which has seen minimal redevelopment over the past 30 years. The existing built form is not in a desirable condition and renewal of the Block would lead to greater amenity and community benefit.

Existing development sits at or below the level of development that is currently permissible. Despite the low scale, the existing buildings along Memorial Park cause partial overshadowing of Lukes Place Playground, and the northern edge of the sportsfield. Under current controls and without amalgamation, there is minimal incentive for redevelopment to occur or revitalisation to take place. The available 'uplift' in yield is minor or even reduced and in some instances requires existing use rights to maintain retail uses. Feasibility analysis completed by SGS Economics and Planning, determined that the LEP controls would be unlikely to lead to revitalisation in the foreseeable future.

The Urban Design Study tested different layouts and development densities that achieve a more permeable, activated and consolidated Block. This testing demonstrated that an increase in density on the Block has merit, and that a built form response equal to and in some areas above the town centre controls can perform well against the objectives for the Block.

The existing planning controls are limiting the ability for the site to be redeveloped and the existing amenity is very low. For this reason, revised planning controls are important to enable the revitalisation of this key site within the Corrimal Town Centre.

Please refer to the Urban Design Study for indepth testing and evaluation of scenarios including solar access, views etc.



Existing Condition - site massing showing the current built form bulk, scale and different uses (SJB)



Indicative development potential under Wollongong LEP 2009 controls. This site massing proposed assumes no amalgamation, other than current ownership patterns (where land owners have multiple adjacent lots). (SJB)

3 Strategic Direction and Recommendations

The Corrimal Town Centre Plan is the foundation for the Vision, Objectives and Design Principles defined for the Wilga Street Block. This foundation was built upon through the analysis and recommendations of the Urban Design Study, in order to produce a site-specific strategic direction for the Block. The importance of these objectives and principles to the community was reinforced through the Wilga Street Block Community Survey.

Vision

The Wilga Street Block will be a vibrant and flexible mixed-use precinct that strengthens the role and identity of Corrimal Town Centre. It will support the growth of the local community, with services and amenities that align with Council's strategic priorities and the reality of delivery and staging.

Memorial Park and the Princes Highway will be enhanced through improved street interfaces and public realm upgrades. Comfortable streets and improved active transport connections will support a uniquely walkable environment and minimise the role of cars.

Objectives and Design Principles

· A place for all

A high-quality town centre supported by accessible, diverse and attractive offerings.

Vibrant mixed-use precinct

A place-based approach that is sensitive to the needs and desires of the community it serves.

• High amenity precinct

Create a network of cool, comfortable and connected places where people can dwell.

- Improved pedestrian experience Prioritise a walkable neighbourhood where the pedestrian experience is safe and comfortable.
- · Consolidated access and servicing Parking and servicing is functional, adequate and discreet.
- Improved development outcome

Encourage revitalisation of the town centre through redevelopment of this key block to provide greater public benefit.

The following pages include recommendations for how these objectives and design principles will be translated into planning controls, and how they link back to the adopted Corrimal Town Centre Plan



Key

Wilga Street Block Concept Diagram (SJB)

- Retain mainstreet character with active frontages 1.
- Improve block permeability for pedestrians 2.
- З. Locate vehicle access and servicingto Wilga Street
- 4. Maintain key views to the Escarpment
- 5. Protect sunlight to Memorial Park
- Strengthen lot layouts and allow for logical site 6. consolidation and development
- 7. Enhance the connections to and the interface with the Memorial Park
- Investigate the potential for the distribution of 8. tower forms across the block

Active frontages
Servicing
Permeability
Viewlines to Brokers Nose
Retail and dining attraction
Block definition
Tower forms
Interface with the park
Playground

1. A place for all - A high-quality town centre supported by accessible, diverse and attractive offerings

The analysis has found that the current planning framework is compromising the ability for increased diversity and density of housing, and limiting activation of the Block. Specifically a lack of passive surveillance (low residents) and poor interface with Memorial Park results in a lack of interaction between Memorial Park and uses within the Block.

This objective aims to ensure that the planning framework supports a diverse residential population with a form and offer that celebrates its site-specific qualities and is safe and welcoming to all.



Design Principles	Recommendations	Link to Corrimal Town Centre Plan
Meaningfully integrates Dharawal culture and heritage into the development	 Design buildings to engage with Corrimal Creek through Memorial Park Frame key public views through to the Escarpment 	A Distinct Identity; A Thriving Community Heart; Strong Connections; Pride in Quality Spaces
Improve safety and amenity through passive surveillance and activating edges	 Require active frontages along the Princes Highway and Memorial Park Facilitate passive surveillance to the Park by increasing height and FSR controls to unlock upper storey residential apartment development Introduce DCP controls for residential uses at ground to deliver passive surveillance of the street 	
Housing diversity and affordability models to encourage diversity	 The Housing SEPP incentivises affordable housing. This is an appropriate mechanism under the existing controls in the rest of the town centre. Consider a further requirement for Affordable Housing for development proposals that seek to exceed controls in excess of those in the rest of the Town Centre Provide housing diversity and choice by increasing housing density on the block. 	
Spaces for people to occupy (for free) that activates the block day and night	 Improve pedestrian access and public domain amenity along the northern boundary of Memorial Park, at the interface of the southern boundary of the Wilga Street Block. Provide Passive Surveillance to Park 	
Public open space that is inclusive and accessible to all	 Improve the public domain in the Park at the interface with the southern boundary of the Wilga Street Block. Consider upgrades to pedestrian footpaths, new street furniture and lighting to provide a high quality, level access from the Park into the Wilga Street Block tenancies Introduce pedestrian permeability through the block in the form of pedestrian laneways that respond to key desire lines 	

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2. A vibrant mixed-use precinct - A place-based approach that is sensitive to the needs and desires of the community it serves

The analysis found that the current planning framework isn't facilitating the efficient use of the Block in alignment with the role of the Town Centre and in support of the surrounding public open space. The low-scale buildings and minimal active frontages has resulted in a form that has low amenity and limited ability to cater for the future needs of our community.

This objective aims to ensure that the planning framework supports the retention and viability of a variety of uses within a built form that provides a clear identity, strong character and considered integration within the Town Centre.



Design Principle	Recommendations	Link to Corrimal Town Centre Plan
Establish a true mixed-use precinct to support the centre and activation of the park	 Rezone the whole block to B2 Local Centre Zoning which will provide more flexibility for existing commercial land owners and also permit a range of residential uses Concentrate active retail frontages facing Princes Hwy and the western end of Memorial Park Where permitted, residential frontages at ground are to address the street 	A Distinct Indentity; A Thriving Community Heart; Strong Connections; Smart Growth; Pride in Quality Spaces
Street level maintains fine-grain retail character strengthening role of Princes Highway	 Remove minimum lot sizes to enable development at different scales across the Block Include DCP controls that define the desired streetscape character and street interface 	
Frame key public views	 Set back upper levels (above 2 storeys) to reduce visual impact from the street and preserve wide views along streets Provide a new through site link in alignment with Russell Street to frame views to the Escarpment and Brokers Nose from within the block 	
Responds to natural elements of the site including topography and overland flow paths	 Ensure height is situated away from the Park to prevent overshadowing Ensure adherence with Ministerial Directions for Flooding 	
Manage built form transitions at edges to fit in with surrounding context	 Provide a consistent street wall height of 2 storeys to Princes Hwy, Collins Street and Wilga Street, reflective of the surrounding low scale residential and existing retail main street Clearly define the character and role of streets surround- ing the Block 	
Highlight opportunities for increased height and density that is appropriate to the location	 Provide a variety of built form heights, and locate taller building elements on the corner of Collins and Princes Hwy, and through the centre of the Block 	

3. A high amenity Precinct - Create a network of cool, comfortable and connected places where people can dwell

The analysis has found that the current planning framework lacks clear controls to protect solar access and ensure connections with Memorial Park. High amounts of hard impermeable services, and little greenery across the Block adds to urban heat and reduces amenity for users.

This objective aims to ensure that the planning framework ensures high amenity by protecting sunlight to public spaces and providing space throughout the Block for increased canopy cover and greenery.

> Protect Sunlight to Park



Design Principles	Recommendations	Link to Corrimal Town Centre Plan
Limit overshadowing to the Western section of Memorial Park, in particular Lukes Place	 Provide overshadowing controls that protect Memorial Park from overshadowing during key usage times. Ensure sunlight is provided to enable adequate growing conditions for the trees and sporting fields. 	A Distinct Indentity; A Thriving Community Heart; Strong Connections; Pride in Quality Spaces
Provide an activated frontage to Memorial Park	 Implement active frontage controls which require transparency and access to retail and business uses at ground along the Park edge Improve the public domain in the Park at the interface with the southern boundary of the Wilga Street Block. Consider upgrades to pedestrian footpaths, new street furniture and lighting to provide a high quality, level access from the Park into the Wilga Street tenancies 	
Provide setbacks that support green cover and tree canopy	 Require a ground floor (front) setback to the majority of Wilga and Collins Street to enable deep soil and planting in front yards. Investigate options for street tree planting along Collins and Wilga Street in the existing road reserve 'nature strip' Investigate options for further street tree planning on Princes Highway via future streetscape upgrades and traffic speed reduction. 	
Integrate water sensitive urban design and promote sustainable development	 Apply existing DCP Water SeUD requirements to future developments Require ground floor setbacks provide space for permeable surfaces 	
Maintain key view lines to the escarpment, creek and park	 Set back upper levels (above 2 storeys) to reduce visual impact from the street and preserve wide views along streets Provide a new through site link in alignment with Russell street to frame views to Brokers Nose from within the block 	

4. An improved pedestrian experience - Prioritise a walkable neighbourhood where the pedestrian experience is safe and comfortable

The analysis found that the current buildings and land ownership arrangements results in an impermeable block which prioritises the movement of vehicles over pedestrians. This is due to the prevelance of driveways around the block and lack of footpaths and mid-block connections.

This objective aims to ensure that the planning framework results in a permeable structure that supports safe and accessible active transport, encouraging people to visit and spend



Allow space for footpaths and open space (SJB)

(SJB)

Design Principles	Recommendations	Link to Corrimal Town Centre Plan
Improve access and permeability through the block	facing the Princes Highway Smart Gi	Strong Connections; Smart Growth; Pride in Quality Spaces
Encourage pedestrian flows through the site using laneways and arcades		
Provide generous footpaths and public open space		
Manage potential conflicts with vehicle crossings and shared zones	 Prevent additional driveways along the Princes Highway and Collins Street Consolidate vehicle entrances within the Block to minimise footpath interruptions Ensure a continuous, level path of travel along footpaths that prioritises pedestrian movement 	
Provide clear wayfinding	 Require mid-block connections to formalise desire lines provide and establish physical and visual connections Ensure DCP controls outline the desired future character of streets including building interfaces and public domain to provide legibility and difference 	

5. Consolidated access and servicing - Parking and servicing is functional, adequate and discreet

The analysis found that the current planning framework provides limited ability to address the unusual lot configuration of the site and to improve access arrangements to limit the number of driveways impacting the public domain.

This objective aims to ensure that the planning framework supports functional and logical servicing, loading and access for vehicles whilst ensuring a high-quality outcome that is not dominated by vehicle infrastructure and support active transport connections.



Design Principles	Recommendations	Link to Corrimal Town Centre Plan
Provide adequate parking to service the block and community needs	 Require that any redevelopment involving Council's Land retains the existing quantum of carparking as publicly accessible parking Ensure Public Carparking is safe, accessible and linked to range of uses including Memorial Park 	Strong Connections; Pride in Quality Spaces
Clear servicing strategy that does not impact public domain	 Encourage consolidated parking solutions across various landowners Provide consolidated rear service access for lots facing the Princes Highway 	
Consolidated access to parking to minimise conflicts with pedestrians	 Consolidate primary vehicular access to Wilga Street Prevent additional driveways along the Princes Highway and Collins Street to ensure continous footpaths and minimise driveway interuptions 	
Minimise the visual impact of park- ing and servicing with screening and sleeved parking	 Carparking to be developed internally, sleeved by tenatable uses or within basement levels where possible. If delivered at grade or above, car parking should be screened to reduce visual impact 	

6. An improved development outcome - Encourage revitalisation of the town centre through redevelopment of this key block to provide greater public benefit

The analysis has found that the current planning framework and lot configuration delivers a poor outcome. Without amalgamation or increased density, there is minimal incentive for development to occur and revitalisation to take place and public benefit captured. The analysis acknowledges the opportunity to create well resolved block and improved design outcome for Corrimal Town Centre through a clear and flexible planning framework.

This objective aims to ensure that the revitalisation of the Block provides public benefit and best practice built form outcomes. The objective anknowledges that different forms are able to be achieved on sites that are consolidated.



Design Principles	Recommendations	Link to Corrimal Town Centre Plan
Create a clear and logical layout that rationalises lot configuration and produces high-quality urban design outcomes	 Encourage site consolidation that rationalises lot layouts and provides for increased permeability across the Block. Introduce alternative FSR and Height schemes that provide flexibility to large consolidated sites whilst capturing clear public benefits Introduce mid-block connections and encourage site consolidations that rationalise the lot configuration and encourage high-quality outcomes. Council to investigate the future strategic position for of their land. This position should consider delivery of clear public benefit, and contribution to the revitalisation of the block. 	A Distinct Indentity; A Thriving Community Heart; Strong Connections; Smart Growth; Pride in Quality Spaces
Accommodate staging that allows for redevelopment by different owners at different times	 Remove minimum lot size requirement Ensure the planning framework is clear in expectations around public benefit and allows flexibility for site consolidation 	
Establish a planning framework that supports appropriate investment in and revitalisation of the Block	 Provide uplift through a new set of controls, equivalent to the rest of the Town Centre Introduce an alternative height and FSR scheme for consolidated sites, that delivers clear public benefit Provide clear guidance within the DCP on desired future character 	
Improve the activation and utilisation of Memorial Park	 Require active frontages along the Princes Highway and Memorial Park edges Improve the public domain in the Park at the interface with the southern boundary of the Wilga Street Block Consider upgrades to pedestrian footpaths, new street furniture and lighting to provide a high quality, level access from the park into the Wilga Street tenancies Introduce pedestrian permeability through the block in the form of pedestrian laneways that respond to key desire lines 	
Strategically locate important anchor uses to activate the Block	• Support the retention of key achor uses that support the town centre within the Block	-

5 Summary of Proposed Planning Controls

The Wilga Street Block Planning Strategy puts forward a planning policy framework to shape positive change. These recommended changes are underpinned by the directions of the *Urban Design Study* and the foundational vision of the Corrimal Town Centre Plan.

The *Study* prompts changes to a range of key planning policy documents and processes as summarised here.

Changes to Planning Policy in line with this Strategy will be delivered through a site specific Planning Proposal and Precinct Development Controls. The progression of these amendments to planning controls is the action of this Strategy.



Wollongong Local Environmental Plan 2009

The following summary outlines changes proposed to the Wollongong Local Environmental Plan 2009:

- Extend the B2 Local Centre **Zoning** to the full extent of the Block
- Remove the 499 **minimum lot size** requirement
- Amend the existing **height limit** (9m) to include areas of 15m to encourage a mixed 2 to 4 storey outcome
- Amend **floor space ratio** controls to reflect amended zoning and height outcomes
- Introduce an alternative Height and FSR scheme to encourage lot consolidation and to facilitate improved public benefit incl. Affordable Housing
- Map the Block as a **Key Site**, meaning future development will need to be assessed against the design excellence requirements of clause 7.18
- Map where **active frontages** are required across the block (clause 7.19)
- Introduce overshadowing controls to protect sunlight to Luke's Place Playground and the Memorial Park Sports grounds

• Amend Additional Permitted Use mapping to enable residential flat buildings to be permitted on lots with no active frontage mapping

Wollongong Development Control Plan 2009

The following summary outlines changes proposed to the Wollongong DCP -Chapter B4 Development in Business Zones, Wilga Block Precinct:

- Define the desired **future character** for the Wilga Street Block, surrounding streets and Memorial Park interface
- Define key **public views** along key streets and from the Park towards the Escarpment..
- Define preferred site consolidation options.
- Define **pedestrian links** from the Princes Highway to Wilga St and to the Park. 24 hour accessible links are preferred.
- Define consolidated access and internal circulation for vehicles. Rear access to access denied properties on Princes Hwy is to be provided from Wilga Street. Service and Access streets are to be pedestrian priority environments.
- Define **ground floor setbacks** which respond to the varied street and

park interfaces. Uses facing Princes Highway are to maintain the 0m setback. Uses facing Memorial Park are to be setback to allow a publicly accessible area for outdoor dining and pedestrian movement. Uses facing Wilga and Collins Sts are to provide a landscaped (private) setback

- Define street wall heights and setbacks above street wall which respond to the varied built form contexts and preserve views to the Escarpment. Maintain a 1-2 storey street wall around the block. Provide varied setbacks to meet overshadowing, view and street character requirements
- Define side and rear setbacks at ground and upper levels to accommodate through site links, provide light and air to the street and open spaces and provide a strong built form edge to the street where appropriate
- Control the **quality and amenity of street interfaces** through detailed active frontage design controls and controls for residential frontages at ground
- Introduce a site-specific control for the retention of the quantum of **publicaly** accessible parking on Lot 5 DP 37769.

14 DRAFT Wilga Street Block, Planning Strategy Document Set ID: 24113011 Version: 1, Version Date: 17/03/2023 The following diagrams have been adapted from the *Corrimal Town Centre Plan* (p. 29-30). The diagrams provide an update to key planning controls by translating the proposed recommendations from this Strategy as they apply to the Wilga Street Block.



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