



LOCAL PLANNING PANEL
EXTRAORDINARY MEETING
MINUTES

*Council Chambers
Canada Bay Civic Centre
1a Marlborough Street
Drummoyne*

5 June 2019

Present: Alison McCabe (Chair), Julie Savet Ward (Expert Panel Member), David Broyd (Expert Panel Member), Robert Furolo (Expert Panel Member)

In attendance: Paul Dewar, Manager Strategic Planning
Karen Lettice, Senior Strategic Planner



Dear Local Planning Panel Member,

An Extraordinary meeting of the Local Planning Panel will be held in the Council Chambers, Canada Bay Civic Centre, Drummoyne, on 5 June 2019.

MINUTES

1. Apologies
2. Disclosures of Pecuniary and Non-Pecuniary Interest
3. Reports

Panel Chairperson: Alison McCabe

5 June 2019

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**ITEM 1 PLANNING PROPOSAL BRIEFING REPORT – PP2018/0003; 160 BURWOOD
ROAD, CONCORD**

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160 BURWOOD ROAD, CONCORD**

Stephen Taylor of 44/37 Phillips Street, Cabarita addressed the Panel on behalf of the Cape Cabarita Community Association

John McKeon of 1 Sanders Parade, Concord addressed the Panel on behalf of the Bayview Action Group

George Germanos of 102D Burwood Road, Concord addressed the Panel

Linda Bisnette of 6/162F Burwood Road, Concord addressed the Panel on behalf of the Pelican Quays Community Association

John Burch of 6/164D Burwood Road, Concord addressed the Panel on behalf of Pelican Point Community Association

Kate Foot of 1/164F Burwood Road, Concord addressed the Panel

Pasquale Abbatantuono of 3/247L Burwood Road, Concord addressed the Panel

Derek Nix from Colliers (Applicant) addressed the Panel

Stephen Moore (Urban Designer) addressed the Panel on behalf of the Applicant

Robert McGuinness from Colliers (Applicant) addressed the Panel

RESOLVED

The Panel advised in relation to the Planning Proposal as follows:

1 Overview

The Planning Proposal seeks to rezone a 3.9 hectare parcel of land known as the Bushell's site from its current IN1 industrial zoning to a range of residential, recreational and commercial zones. The proposal seeks to retain the existing Roasting Hall as a heritage item and adaptively reuse the building for a mixed-use development.

Approximately 7,400m² of land is proposed to be dedicated to Council as public reserve. The applicant has submitted a Voluntary Planning Agreement (VPA) with the Planning Proposal.

The Panel had the benefit of a review of the detailed documentation accompanying the Planning Proposal, a Council report that included a recommendation to proceed to Gateway subject to a number of amendments, presentations from the proponent and submitters both written and oral. Those

submitters who addressed the Panel are referenced at Attachment 1. The Panel also had the benefit of a site inspection and a walk around the neighbourhood.

The Panel understands that the Proposal has been before Council for some years and was previously reported to a Council meeting in November 2017. Council has most recently provided advice to the proponent in November 2018 regarding changes that needed to be made to the Proposal.

The Panel also notes that the Planning Proposal has been independently peer reviewed in respect to the following areas:

- Urban Design;
- Traffic;
- Retail and Commercial demand; and
- The public value of the VPA offer.

The Panel's role is to provide advice for Council's consideration.

2 Strategic Merit Assessment

Land use

The Panel notes that the Eastern City District Plan Planning Priority E12: "Retaining and maintaining industrial and urban services land" provides at Action 51:

"Retain and manage industrial and urban services land, in line with principles for managed industrial and urban services land in the Eastern City District by safeguarding all industrial zoned land from conversion to residential development, including conversion to mixed use zones.

In updating local environmental plans Councils are to conduct a strategic review of industrial land."

The Panel notes and endorses the broad intention of maintaining industrial and urban services land across the district.

However, this approach does not acknowledge the specific locational context of this site which makes it unsuitable for continued industrial purposes.

The Panel is of the view that the site:

- Is an isolated pocket of industrial land on the foreshore surrounded by residential and recreational use.
- Is not located in close proximity to major traffic and transport routes and is essentially at a dead end.
- Has a specific purpose-built industrial use since 1950, that will

- imminently and permanently relocate.
- Is the last remaining site for industrial purposes in an area where all similarly zoned sites have been rezoned for residential purposes over the last 30 years.

The Canada Bay Local Planning Strategy adopted by Council in 2010 identifies further investigation of this site in 10 years – i.e. 2020. The Strategy recommends consideration of opportunities for alternative uses in the longer term. This is because the site is not located in or near an existing centre and has limited public transport access. The Strategy states that modest residential density should be considered, coupled with highly accessible open space located on the foreshore.

The Panel is of the view that given the site's context and location that it is not suitable for continued or more intense use for industrial and urban services land and should be rezoned to allow for medium-density residential development, mix of local services uses and foreshore public open space.

Existing Structures

The Panel supports the retention and adaptive reuse of the Roasting Hall and Chimney Stack. The existing structure is a highly visible element on the land and from waterways for a significant area and has significant local social, visual, landscape and historical values. The structures have value in their landscape setting. The Panel believes that there is merit in retaining elements of the site that recognise the site's history and evolution. However as discussed further, the heritage significance, its curtilage and the landscape contribution to the heritage value requires further refinement.

Traffic and Transport

The local area is significantly constrained with regard to traffic and transport options for the existing or any intensified use of the site. The capacity of the site to accommodate more intense development will be limited by the availability of transport options.

The capacity of the surrounding network and ability of the site to accommodate the intensity of development sought has not been demonstrated. At this stage the traffic and transport implications of the Planning Proposal are not clear and are inadequately modelled and analysed.

The Planning Proposal does not provide appropriately resolved solutions.

The Panel is of the view that the offer of bus services and ferry services that cease after three (3) years does not hold sufficient weight as they are short term and are not adequate solutions to the traffic issues raised.

The traffic peer review has raised significant issues. It is also understood that the traffic impact assessment has not had the opportunity to explore how the Metro West Line will affect the options for the site.

The broader strategic transport impacts and solutions need to be subject of adequate modelling and analysis before the Proposal proceeds further.

The intensity of development on the site will be constrained by the traffic and car parking solutions available to mitigate impacts.

Such adequate modelling, analysis and peer review of the traffic and transport implications and options will provide a substantive basis for determining the capacity and yield of the subject site.

3 Site Specific Merit

Heritage

How the heritage values of the built form and landscape have influenced the concept plan need to be better defined.

It is not clear:

- What is the appropriate curtilage for the retained building?
- What are the principles around the adaptive reuse?
- How the concept plan responds to the elements of a “factory in a garden setting”?

The Panel agrees with Council’s recommendation that a heritage listing be pursued for the Roasting Hall and the “factory in a garden” landscape.

The Panel is of the view that the height, bulk and scale of building C5 crowds the Roasting Hall and may impact its heritage value.

The Panel is also of the view that tree 184 – the mature Hills Fig should be retained in its current setting as it contributes to the historical landscape setting of the site defined by the heritage assessment as the “factory in the garden setting”.

Landscape

- The existing mature Hills Fig Tree (T184) must be retained and incorporated as part of the public reserve. As a consequence, building E1 will need to be removed and building E2 will need to be modified.
- Additional information is required to demonstrate that proposed setbacks and location of built form to trees identified along the western boundary are adequate to retain those trees for their growth and long-term health.
- Clarification of the building footprint and setbacks from retained trees is

- required – including further review by an arborist.
- The Panel agrees that a landscape control of 25% tree canopy across the whole site is an appropriate benchmark.

Public Benefit

The development needs to provide for:

- A minimum of 5% of affordable housing – administered by a Community Housing Provider in perpetuity.
- Dedication of foreshore land for public open space, including both the embellishment of the open space, and upgrading of the sea wall. The existing mature Hills Fig Tree (T184) should be retained within the public space.
- The VPA needs to be accepted only if any dedication and embellishment of public open space is over and above that required by Section 7.11 Plans.

Infrastructure

- Traffic management and infrastructure requirements to support development need to be identified and, if appropriate, included in any VPA.
- The extension of Zoellar Street into the golf course should be minimised.

Built Form and Design Parameters

The Panel is of the view:

- The principle of lower heights along transition is appropriate and agrees with recommendations of Council regarding W1 to W4, E2 and E3.
- Buildings on the western boundary should be three (3) storeys maximum.
- Buildings along eastern boundary should be between four (4) to six (6) storeys.
- Along the southern boundary buildings should be three (3) storeys as viewed from the street.
- Proposed building C5 should be reduced to between five (5) and six (6) storeys to maintain the visual prominence of the Roasting Hall which should remain the prominent building when viewed from all vantage points – consistent with the current context.

Zoning

The Panel:

- Does not support inclusion of IN1 or IN2 zoning as it will result in land use conflicts. A range of local service uses should be included in B1 Local Centre Zone.
- Supports the provision of local centre service zone with the restriction

- on the size of any supermarket to a maximum of 1,000m².
- Considers that there is benefit in providing a range of services and potential employment opportunities to meet the needs of the existing and future community.

Golf Course

- Provide details of potential golf course hazard to the proposed development and identify whether mitigation measures are required, and what they are.

4 Conclusion and Recommendation

The Panel's view is that as currently proposed the form of development on site portrays excessive density and does not adequately respond to the heritage and landscape qualities of the site.

The built form, density and yield of development needs to be better informed by the capacity of the site to accommodate and mitigate traffic and parking impacts on the local area.

This also means identifying how public transport facilities can serve the site.

The Panel is supportive of a change in zoning to facilitate a predominantly residential outcome for the site with local services and adaptively reused heritage building, an appropriate landscape setting and public open space. The floor space ratio (FSR) for the site will ultimately be a function of the carrying capacity of the site to accommodate traffic impacts in the local area and appropriate built form. The maximum height of the buildings will respect, the heritage building garden setting, the sites context and the heights and character of the surrounding development.

Based upon the above analysis and commentary, the Panel's recommendations are to:

- Reduce the proposed, scale and density of development.
- Identify the capacity of the site by understanding the traffic generated by the development and traffic management mitigations that need to be implemented including the opportunities and impacts of those initiatives.
- Identify how heritage influences the concept plan and provide a greater level of certainty around heritage outcomes.
- Ensure there is an appropriate framework for landscape outcomes including the retention in situ of T184.
- Prepare:
 - A site-specific Development Control Plan; and
 - An analysis of land levels, heights and relationships to existing and finished levels.
- Base any revised Planning Proposal and concept plan on fine grain, block by




block FSR analysis.

There remains a number of fundamental issues that require further resolution, and the Planning Proposal should not proceed until these issues are adequately addressed.

The Panel advises Council that the Planning Proposal should not proceed until these issues are adequately addressed.

ADOPTION OF MINUTES:

We, the undersigned members of the Canada Bay Local Planning Panel, certify that these Minutes are an accurate record of the Extraordinary Panel Meeting of 5 June 2019:

Panel Members	
 Alison McCabe (Chair)	 Julie Savet Ward
 David Broyd	 Robert Furolo