




Planning Proposal

28-34 Victoria Street and 23-27 George Street,
Burwood NSW

Submitted to Burwood Council
On Behalf of VSD Investments

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Report Revision History

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01 Draft	26/10/17	Anthony Kazacos <i>Senior Project Planner</i>	Carlo Di Giulio <i>Associate Director</i>	Juliet Grant <i>Executive Director</i>
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This document is preliminary unless approved by a Director of City Plan Strategy & Development

CERTIFICATION

This report has been authorised by City Plan Strategy & Development, with input from a number of other expert consultants, on behalf of the Client. The accuracy of the information contained herein is to the best of our knowledge not false or misleading. The comments have been based upon information and facts that were correct at the time of writing this report.

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Appendix	Document	Prepared by
1	Urban Design Report	Architectus
2	Survey Plan	Geometra Consulting
3	Targeted Site Soil Assessment	Fuel & Infrastructure Management Australasia
4	Aeronautical Impact Assessment	The Ambidji Group
5	Retail Impact Assessment	Location IQ
6	Economic Impact Assessment	AEC Group
7	Traffic Impact Assessment	Road Delay Solutions
8	Council Report and Minutes 14 June 2016	Burwood Council
9	Draft Public Benefit Offer	VSD Investments
10	Site Specific Provision - Example Wording	City Plan Strategy & Development
11	Heritage Impact Statement	City Plan Heritage

1. Executive Summary

This Planning Proposal (PP) is being submitted to Burwood Council on behalf of the proponent VSD Investments.

It has been prepared in accordance with Section 55 of the Environmental Planning and Assessment Act 1979 (EP&A Act) and the relevant Department of Planning Guidelines including "A Guide to Preparing Local Environmental Plans" and "A Guide to Preparing Planning Proposals."

This PP explains the intended effect of, and justification for, the proposed amendment to the height and FSR controls in the Burwood Local Environmental Plan (BLEP) 2012.

The proposed amendment is specific to Nos. 28-34 Victoria Street and 23-27 George Street, Burwood (the site), which is within the recently announced Burwood Priority Precinct and within close walking distance to the Burwood bus and train interchange.

The proposed controls allow for a mixed-use development fronting both Victoria and George Streets, comprising 4 storey podiums containing approximately 10,300 sqm retail/office space, with residential tower envelopes capable of accommodating approximately 436 apartments up to a maximum height of 129 metres (38 storeys). A direct, wide, activated pedestrian link, extending through the site (between Victoria and George Streets) integrated with a new public open space, is a key feature of the proposal, providing direct access between the major retail centre and the Burwood train station.

Fragmented land ownership has been identified by the Greater Sydney Commission as a barrier to growth in the Burwood Town Centre. This PP provides a unique opportunity to consolidate four allotments and create a better planning outcome with less overshadowing and improved amenity than a complying scheme (under existing controls).

To achieve this vision for the site, the following amendments to the BLEP are proposed:

Control	Existing (Victoria and George Sts)	Proposed
Floor Space Ratio	4.5:1	8.5:1
Maximum Residential FSR	3:1	6.6:1
Building Height	60 metres	77 metres and 129 metres
Building Height Plane	Building Height Plane "Line C" at eastern boundary of Shaftesbury Road.	Maintain compliance with objectives, however variation sought to permit breach.
Savings Provision	N/A	Introduce savings provision to allow for a Development Application to be assessed concurrently with the PP.

It is proposed to implement these controls via an Additional Local Provision, to ensure these controls will only be activated if the sites are amalgamated.

Whilst it is acknowledged that a considerable uplift in height and FSR is being sought, careful attention has been given to the potential future built form. The indicative scheme, accompanying this proposal, responds to the site's surrounding context and topography, by providing a transition in heights and significant setbacks from all boundaries. This will ensure any impacts such as visual bulk and shadowing are kept to a minimum and in fact offer an improvement over a scheme developed under existing controls. This is carefully and methodically examined in the urban design report prepared by Architectus (**Appendix 1**).

The PP is supported by a Heritage Impact Statement prepared by City Plan Heritage (**Appendix 11**) which addresses the relationship of the proposal with a number of local heritage items in the Burwood Town Centre.

A comprehensive network wide traffic assessment prepared by Road Delay Solutions (**Appendix 7**) concludes that the traffic generation associated with the proposal can be effectively and satisfactorily managed within the existing transport network once the proposed infrastructure outlined in Council's Section 94 Contributions Plan and the further identified upgrades in the report are implemented.

An economic assessment prepared by AEC and a retail analysis by Location IQ also accompany this proposal (**Appendices 5 & 6**). This analysis demonstrates the proposal will create around 1,000 jobs, \$125.3 M of Gross Domestic Product and \$217.1 M of Output.

The proponent land owner is an active developer within the local area. They have delivered approximately 170 apartments to the local market, with a further 360 apartments approved or under assessment. They therefore have an extensive knowledge of the Burwood LGA, which has assisted in developing a range of direct public benefits which are being offered, in response to the needs of the local community, as part of this PP. These include:

- A new public pedestrian link between Victoria and George Streets to improve connectivity and accessibility between Burwood train station and the major retail attractor in the town centre (Westfield);
- Floorspace within the development which can be used for community purposes;
- Measures to assist first home buyers entering the competitive Sydney housing market such as reduced deposit and extended settlement periods;
- A monetary contribution to Burwood Council for new landscaping and improved public domain areas along Victoria Street;
- A monetary contribution to assist the delivery of mitigation works identified in the Traffic Impact Assessment prepared by Road Delay Solutions; and
- A contribution towards preparation of a Conservation Management Plan to support long term conservation of the Burwood Uniting Church.

The proponent is willing to work with Council to discuss the full extent and details of the potential public benefits which could be delivered.

This PP addresses all relevant considerations under the Guidelines and demonstrates that the proposal is consistent with State, Regional and Local planning policies and also the relevant s117 Ministerial Directions.

In summary, this PP provides the next step in the growth of the Burwood Town Centre, as a priority precinct, building on and contributing to its growth as a strategic centre in Sydney's Eastern City District. There is a sound urban design basis and strategic merit to support the rezoning of the site as proposed by this PP.

2. The Site

2.1 Location and description

The subject site is located within the Burwood Strategic Centre and within the Burwood Local Government Area (LGA). As illustrated in the figure below, it is in a highly accessible location, well within a 400-metre walking catchment of the Burwood Train and Bus Interchange.

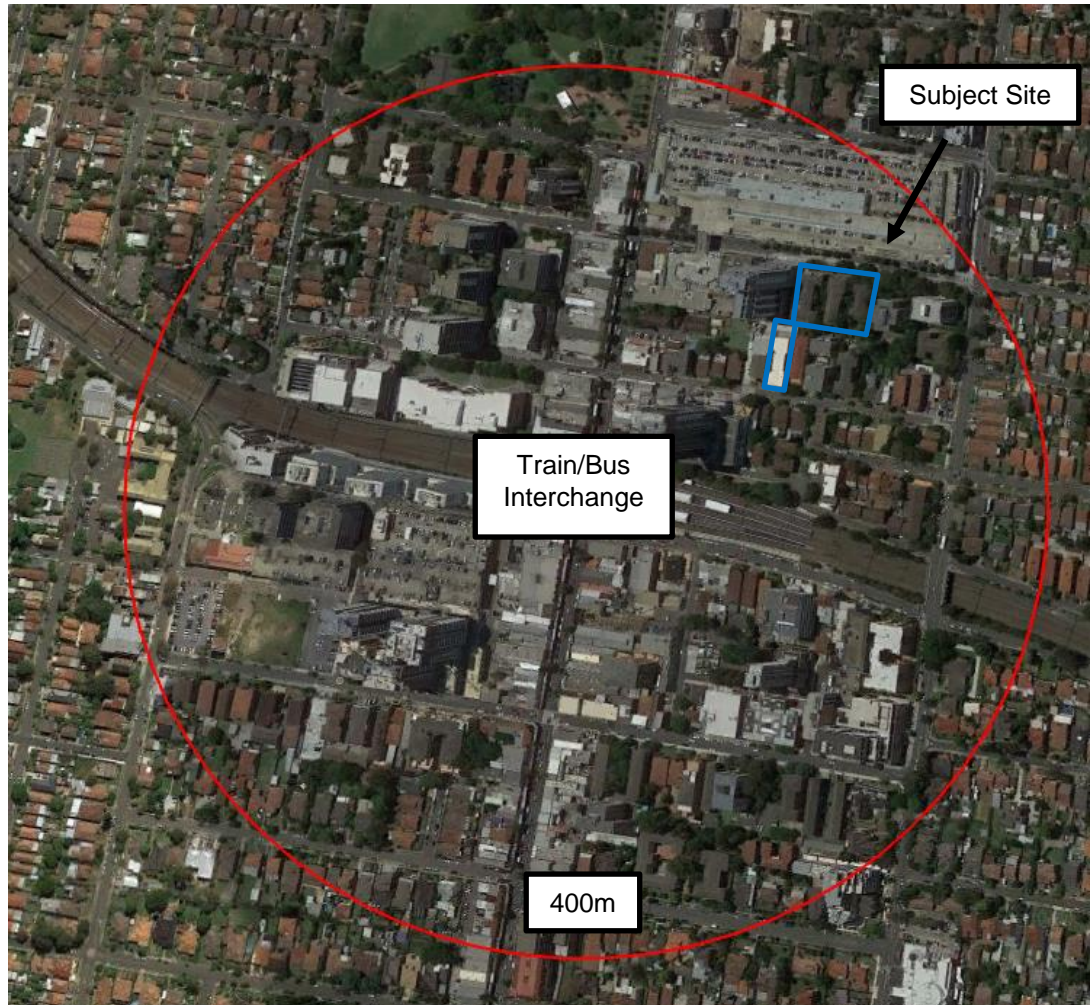


Figure 1: Burwood train station walking catchment (subject site highlighted with blue boundary)

It consists of four allotments and two street frontages, specifically Victoria Street to the north and George Street to the south, with an area of approximately 5,470 sqm (refer to Figure 2 and Table 1).

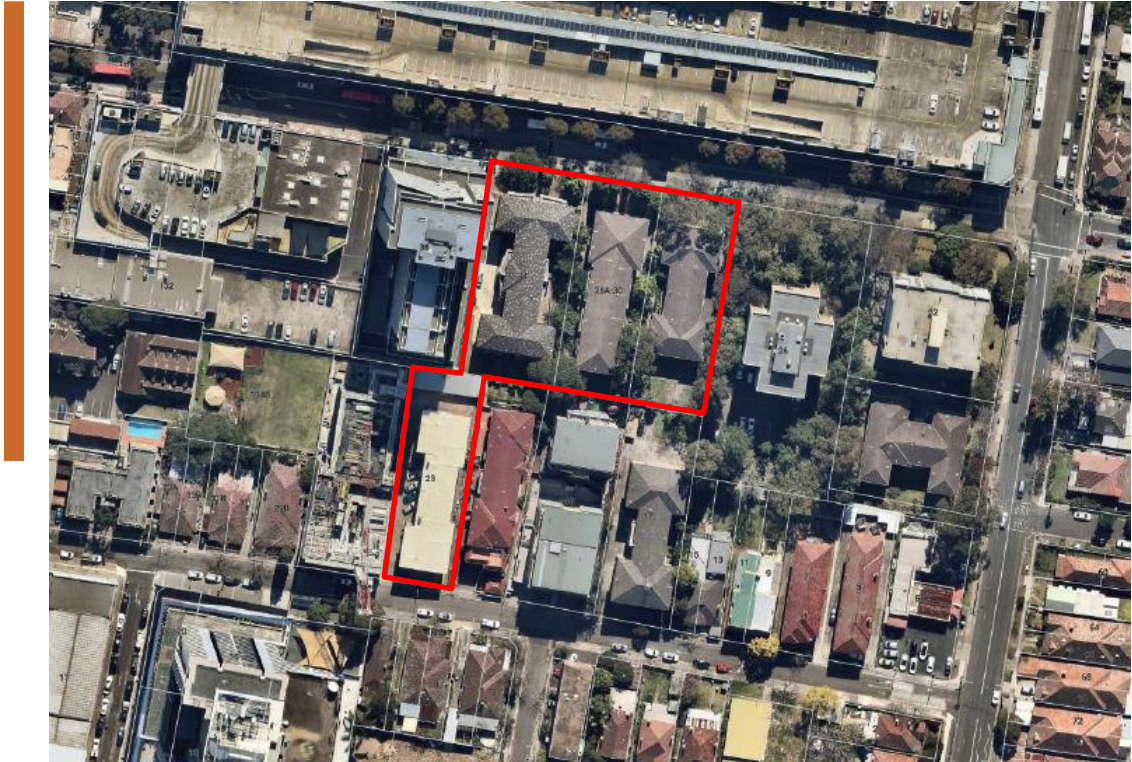


Figure 2: Aerial of the subject site, highlighted with red boundary (Source: Near Map)

Table 1: Lot Characteristics

Address	Lot Description	Site Area (approx.)	Frontage (approx.)
28 Victoria Street	SP49414	1,310 sqm	21 m
28a - 30 Victoria Street	SP4241	1,310 sqm	22 m
32-34 Victoria Street	SP4711	1,630 sqm	27 m
23-27 George Street	SP47	1,200 sqm	20 m
Total		5,450 sqm	Victoria Street - 70m George Street - 20m

All units within the four strata plans have now been acquired by the proponent of this PP. The lots will be amalgamated as part of the development process.

2.2 Existing development

The existing improvements on the subject site comprise older style, 3 - 4 storey apartment buildings. The topography of the site is relatively flat and comprise some vegetation along the site's Victoria Street frontage. The photos below provide an illustrative overview of the existing buildings on the subject and their relationship with the surrounding area.



Figure 3: 23-27 George Street



Figure 4: 32-34 Victoria Street

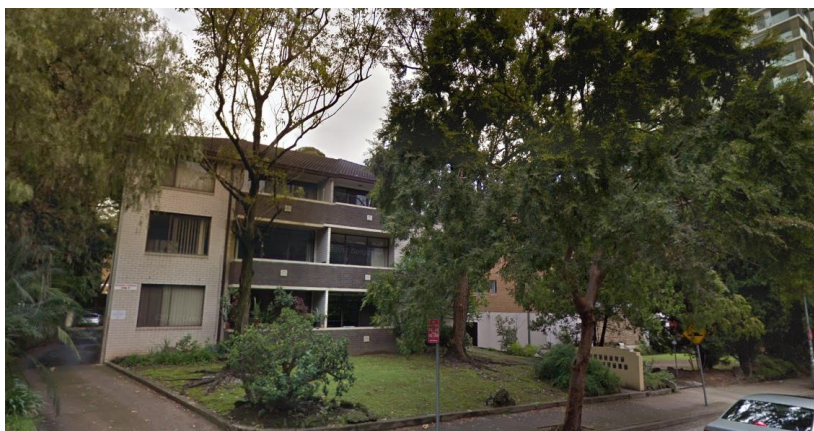


Figure 5: 28-30 Victoria Street

2.3 Adjacent and surrounding development

The site is conveniently located in Burwood town centre, near transport, retail, employment, leisure, educational, cultural and recreation services and amenities.

A detailed description and illustrative overview of the surrounding and adjacent development has been provided below.

To the north (refer to Figure 6), directly opposite the site is Westfield Burwood, which is the largest shopping centre within the district area and is anchored by several large tenants such as David Jones, Kmart, Target, Woolworths and Coles.



Figure 6: To the north

To the south and west (refer to Figure 7), is an array of different land uses and buildings, including single dwellings houses, commercial office buildings and new residential apartment buildings. Further to the south is the Burwood train station.



Figure 7: To the south and west

To the east (refer to Figure 8), on the opposite side of Shaftesbury Road, are mainly single detached residential dwellings.



Figure 8: To the east

Given Burwood's highly accessible location, and designation as a strategic centre, there is a high level of development activity occurring.

Additionally, the subject site is located near the Parramatta Road Urban Transformation Corridor, which is within the Greater Parramatta Priority Growth Area (refer to figure below).

These precincts have been identified for future growth given the strategic characteristics of the area, including the high-level of accessibility which is anticipated to significantly increase with the announcement of several major transportation projects in the vicinity, including Westconnex (under construction), Parramatta Light Rail (both stages announced) and the Parramatta to Sydney metro line (under investigation).

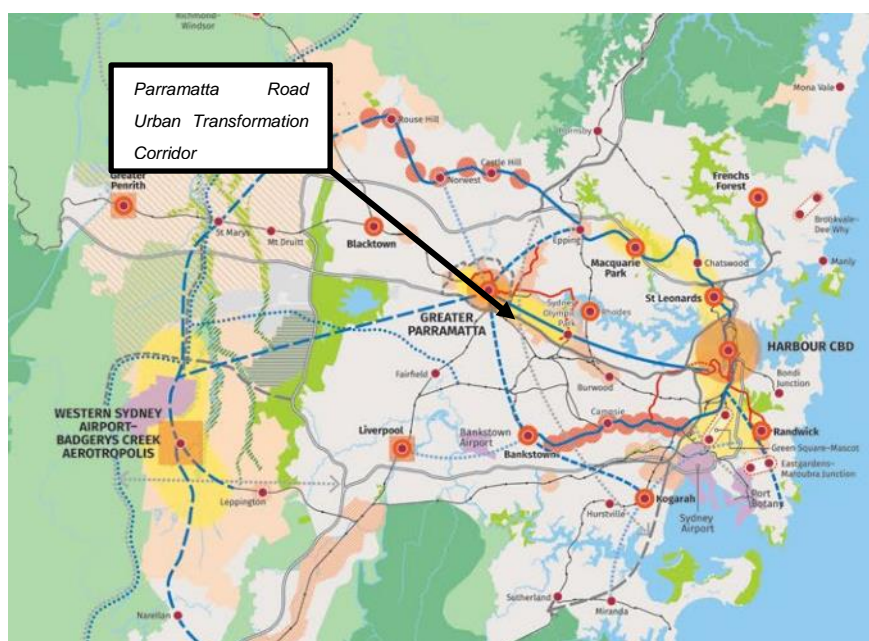
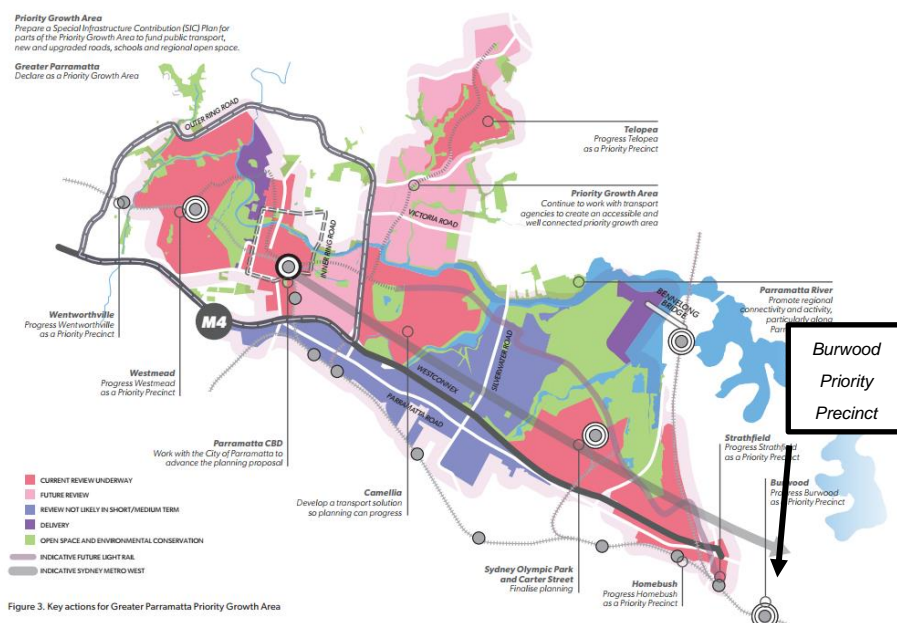


Figure 10 following, outlines development activity currently proposed, being assessment or under construction (as of February 2017), within the Burwood Town Centre and in relation to the subject site.

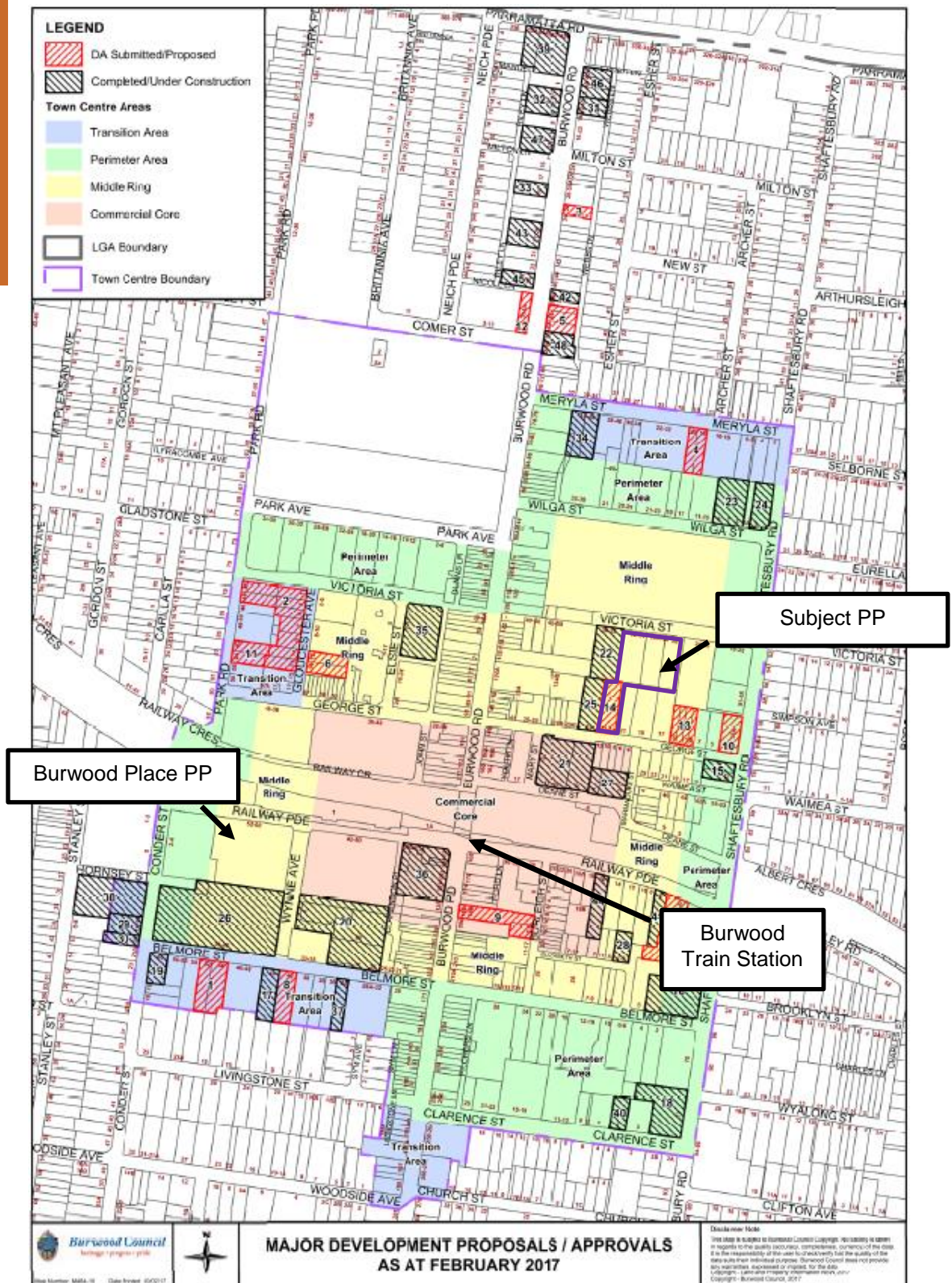

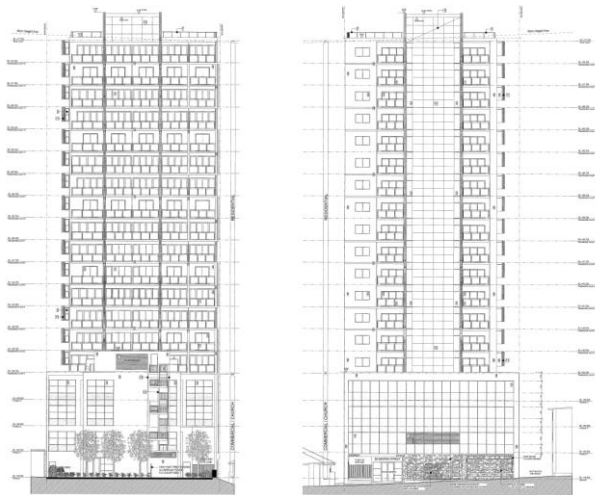
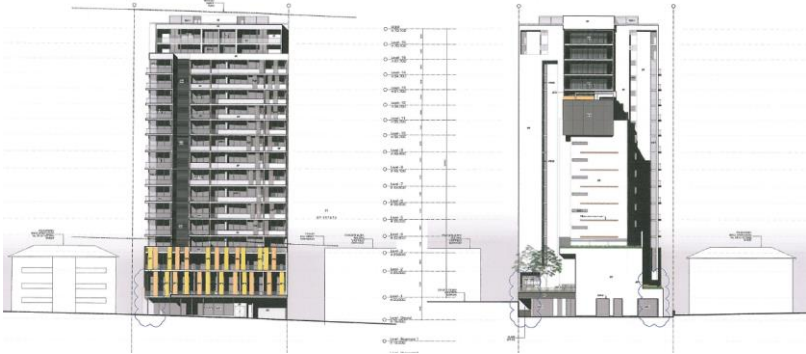
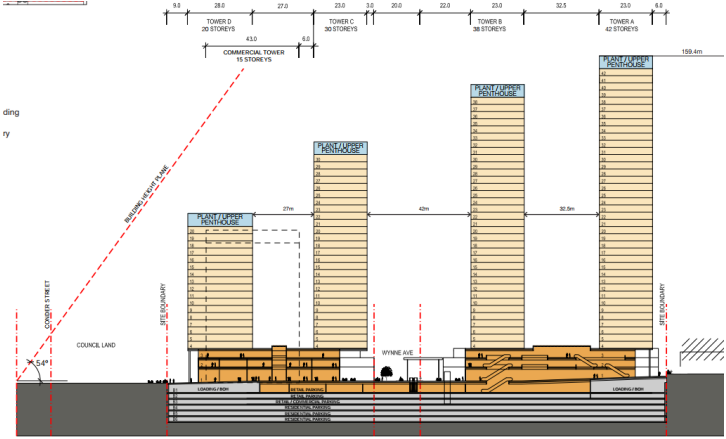


Figure 10: Development Activity within the Burwood Town Centre, subject site highlighted with purple boundary (Source: Burwood Council)

Of particular relevance are the following proposals/developments:

Table 2: Surrounding developments

Location	Description
<p>23-27 George Street Burwood (part of the subject site)</p> <p>Development Application</p>	<p>A DA is currently being assessed on part of the subject site for the construction of a 20-storey mixed use development comprising of a café, commercial tenancies on Levels 2 and 3 and 58 residential units above basement parking.</p>  <p>Figure 11: Photomontage of DA BD.2016.179</p> <p>The inclusion of this site into the PP is vital, to ensure that the proposed through site link, connecting Victoria Street to George Street comes to fruition. Should this DA be approved, it is envisaged that it will require a modification to accommodate the through site link and redistribution of floor space.</p>
<p>29 George Street, Burwood</p> <p>Development Application</p>	<p>A DA was lodged in 2013 and approved for the construction of a 16-storey mixed use development, adjacent to the subject site, along George Street.</p> <p>The indicative concept plan which accompanies this PP, has taken into consideration this development, by incorporating suitable separation distances.</p>  <p>Figure 12: Elevation of 29 George Street, Burwood</p>
<p>36-38 Victoria Street, Burwood</p> <p>Development Completed</p>	<p>In June 2012, the Sydney East Joint Regional Planning Panel approved an 18-storey commercial/residential development with ground floor commercial, 13 Serviced Apartments, 85 Apartments and basement parking for 123 cars. This site is located directly adjacent, to the west of the subject site. The construction of the development (refer to Figure below) has been completed.</p>

Location	Description
	<p>The indicative concept plan which accompanies this PP, has taken into consideration this development and has allowed for appropriate separation distances between all buildings.</p>  <p>Figure 13: 36-38 Victoria Street, Burwood</p>
<p>Burwood Place</p> <p>Planning Proposal</p>	<p>In February 2017, Holdmark Property Group received a Gateway Determination for a PP located at 42-50 and 52-60 Railway Parade, Burwood, seeking the following amendments to the BLEP 2012:</p> <ul style="list-style-type: none"> Amending the building height from 60 metres and 70 metres to 107 metres and 144 metres; Amending the floor space ratio from 4.5:1 and 6:1 to 9.9:1; Amending the maximum residential floor space from 2:1 and 3:1 to 6.53:1; and Introduce a savings provision for the site to allow for a Development Application to be assessed concurrently with the PP. <p>The indicative concept (refer to Figure below) which accompanied the PP comprises of 5 towers of up to 42 storeys. It also could provide approximately 1,050 apartments and approximately 3,150 (direct and indirect) jobs.</p> <p>The Holdmark PP, is located in a similar position to the subject site, given it is within the Burwood Town Centre and within the 400-metre walking catchment of the Burwood train station.</p>  <p>Figure 14: Burwood Place PP</p>

3. Indicative Concept Plan

An Urban Design Report has been prepared by Architectus (**Appendix 1**).

The urban design analysis considers the site and its context by applying the following principles:

- **Building separation and height** - to improve upon the DCP complying outcome;
- **Height Plane** - tower heights step down from higher forms at the Burwood Road end, to lower forms towards Shaftesbury Avenue;
- **Accessibility and connectivity** - through site link connecting Victoria and George Streets;
- **Publicly Accessible open space** - landscaped open space at ground level to offer opportunities for open-air retail.
- **Fine grain retail** - on Victoria and George Streets to activate the streetscape day and night.
- **Lobbies** - tower lobbies to be located on a link through to the courtyard and provide passive surveillance to the space, which in turn connects to the through site link.

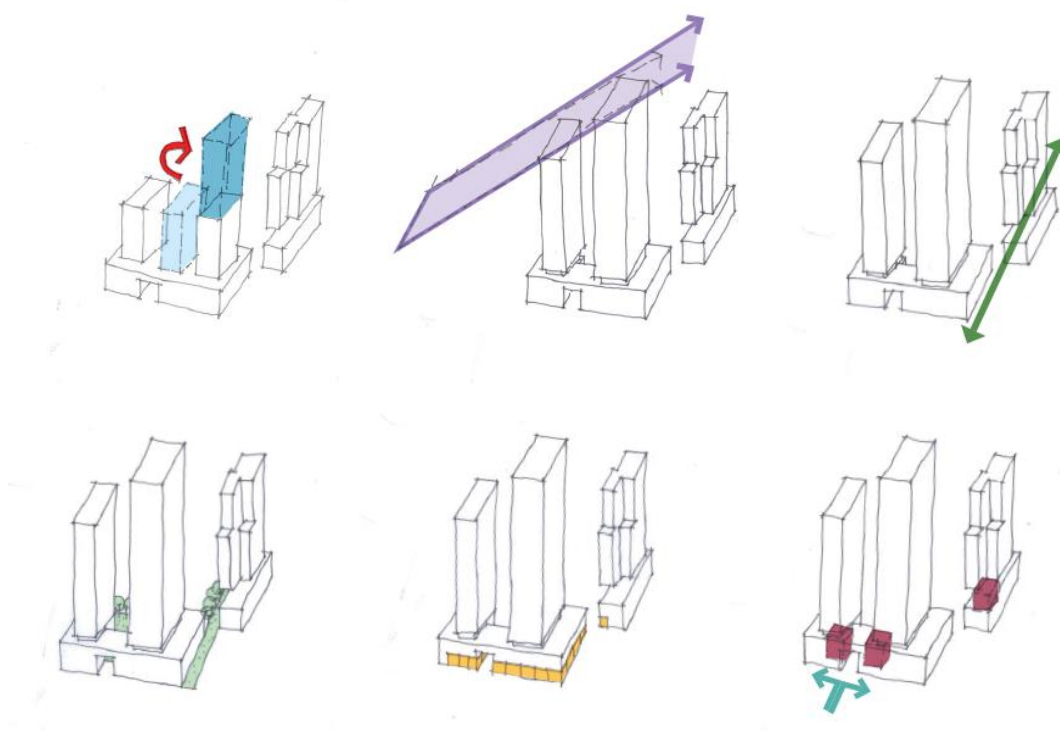


Figure 15: Urban Design Principles

A range of potential development outcomes were identified and tested, considering the above principles. Two indicative concept designs for the site were developed further, to demonstrate that the proposed controls can support a variety of different built form envelopes that are capable of complying with the Apartment Design Guide.

It is important to note, the indicative concepts are very much conceptual and do not represent a detailed development proposal, which would only be formulated at Development Application (DA) stage.

We envisage that a site-specific DCP will be prepared pre-exhibition, should the PP be supported for a Gateway determination. We therefore welcome discussions with Council regarding the most appropriate built form envelope for the site.

3.1 Built Form Options

Under existing controls and subdivision pattern, 3 x 17 storey mixed use buildings could be provided facing Victoria Street. This "complying" built form creates significant overshadowing impacts on the exiting development to the rear/south (refer to Section 3.2 of the Urban Design Report).

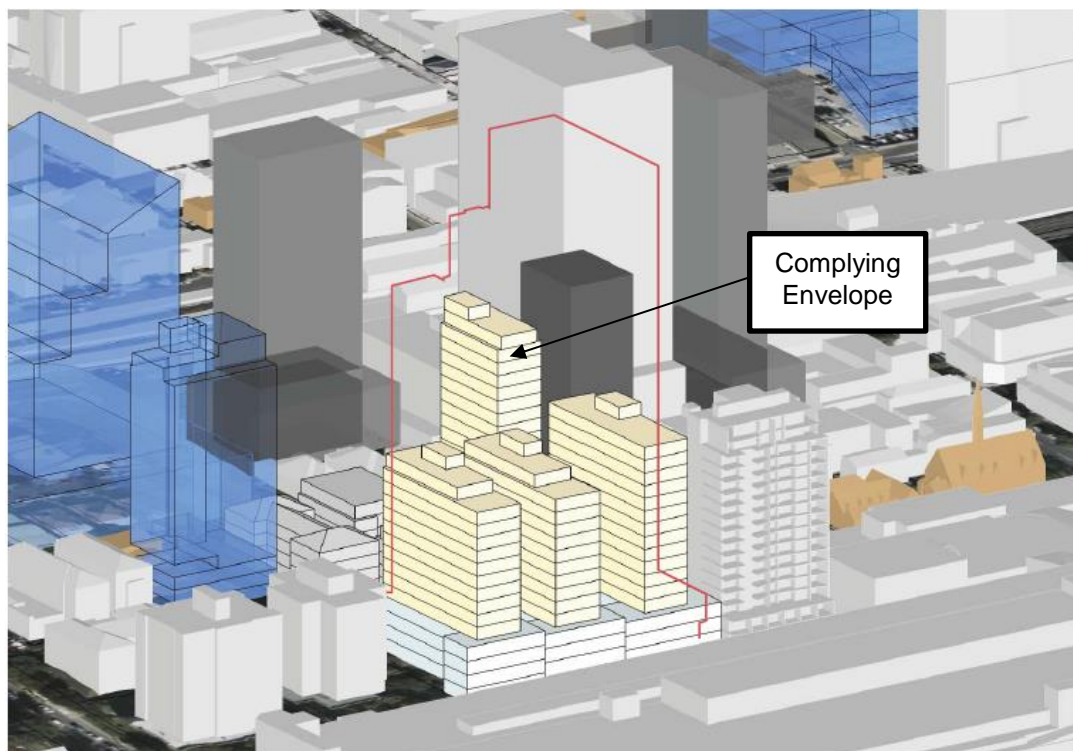


Figure 16: Complying Envelope

The subject site has been consolidated to create a key site with an area greater than 5,000 sqm. This provides the opportunity to propose alternative taller/slender built forms. The section below summarises two potential built form options (refer to Figure 17) that have been evaluated in detail for the site.



Figure 17: One tower and two tower options tested

3.2 Option 1 - Single Tower on Victoria St

Option 1 (Figure 18) proposes a single slender tower fronting Victoria St with a **maximum total height of 135 metres (42 storeys)**. This option provides for a greater tower footprint, however accommodates increased separation distances between adjacent buildings.

A full review of the pros and cons of this option is provided in the urban design report by Architectus (refer Section 3.8 of Urban Design Report).

In summary, this option creates separation distances that are inconsistent with other developments along Victoria Street and may be deemed to be bulky. This option may also present as a 'gap' in the streetscape. It does however have the potential to comply with the ADG and create a very positive outcome for adjoining sites in relation to solar access and amenity.

This option also allows for increased height for the tower located along George Street.

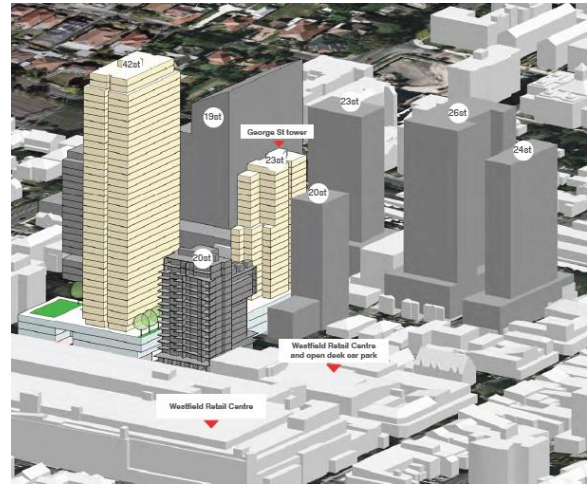


Figure 18: Option 1 - single tower on Victoria St

3.2.1 Non-Residential Floorspace

This option could provide approximately 10,530 sqm of non-residential floorspace over 4 storey podium, including retail floorspace along Victoria Street and the proposed through site link and two levels of commercial floorspace.

3.2.2 Residential Floorspace

The remaining 38 storeys of the building along Victoria Street and 20 storeys of the building along George Street (above the non-residential podiums) will comprise of approximately 35,900 sqm of residential floorspace (refer to Figure 19). This would include a variety of unit sizes and styles to cater for a mix of household types.



Figure 19: Non-residential and residential floorspace (indicative floor layout)

3.3 Option 2 - Two Towers on Victoria St

Option 2 (Figure 20) proposes a built form with a **maximum total height of 129 metres comprising two towers of 38 and 28 storeys** facing Victoria St. The proposed towers add visual interest to the Burwood town-centre by providing a transition in height, effectively creating a 'pyramid' shaped skyline.

The tallest tower is located along the site's western boundary, which acknowledges the core of the town centre and location of the train station, whilst acting as a regional landmark for the centre.

This option also provides suitable separation distance between towers which is consistent with the existing rhythm of buildings along Victoria Street.

Substantial compliance with the ADG is achievable under this option and the overall height can more closely follow the established building height plane than Option 1. A full option analysis is provided in Section 4 of the Urban Design Report by Architectus.

This option also allows for increased height for the tower located along George Street.

Consideration of the visual impact of this building form is included in the HIS (Appendix 11).

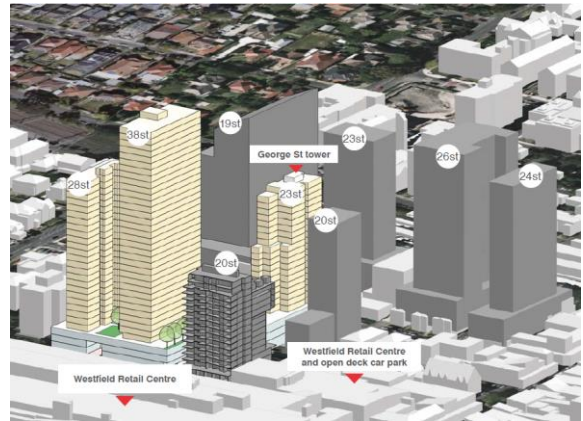


Figure 20: Option 2 - two towers on Victoria St

3.3.1 Non-Residential Floorspace

This option provides for a similar quantum of non-residential as option 1.

3.3.2 Residential Floorspace

The remaining 34 / 24 storeys above the 4 storey podiums could comprise of approximately 436 apartments, with a range of sizes and layouts (refer to Figure 21). Given the smaller footprint per tower, when compared to Option 1, it is envisaged that the towers could accommodate between 5-7 apartments per storey.



Figure 21: Option 2 - residential floorspace (indicative floor layouts)

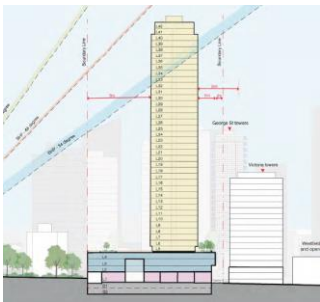
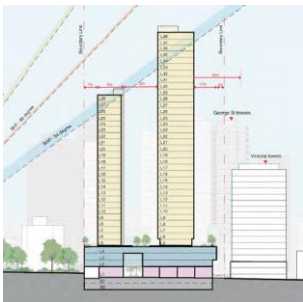
3.4 Comparison

A wide variety of building forms, heights and massing proposals have been considered and assessed as part of the urban design process underpinning the development of this planning proposal.

On balance, Option 2 (two towers facing Victoria St and another tower along George Street) is considered the more appropriate built form for the site, given it incorporates a lower height limit, shadows fewer surrounding properties and incorporates separation distances consistent with the existing built form along Victoria Street. Table 3 provides a comparison summary.

The proponent would be pleased to continue discussions with Council to ensure an appropriate built form is ultimately designed within the framework of the proposed development controls.

Table 3: Comparison of options

Option 1 - 1 Tower along Victoria Street	Option 2 - 2 Towers along Victoria Street (preferred option)
	
Height: 42 storeys (135 metres)	Height: 28 & 38 storeys (129 metres)
Commercial GFA: 10,530 sqm	Commercial GFA: 10,297 sqm
Residential GFA: 35,900 sqm	Residential GFA: 35,908 sqm
Total GFA: 46,430 sqm	Total GFA: 46,205 sqm
Separation distances to surrounding buildings: up to 31 metres	Separation distances to surrounding buildings: up to 15 metres
Advantages: <ul style="list-style-type: none"> Increased separation distances between surrounding buildings. Greater opportunity to provide increased floor plates. 	Advantages: <ul style="list-style-type: none"> Building height steps down toward Shaftesbury Rd. Reduced building bulk with more slender towers. Overshadowing affects fewer properties. Provides a more dynamic skyline with a variety of different heights.

3.5 Through site link

Burwood Council's DCP proposes a through site link connecting Victoria and George Streets (refer to Figure 22). Delivery of this link is dependent on the redevelopment of Westfield's car park entry ramp and is highly unlikely to be fully realised in the short to medium term, if at all.

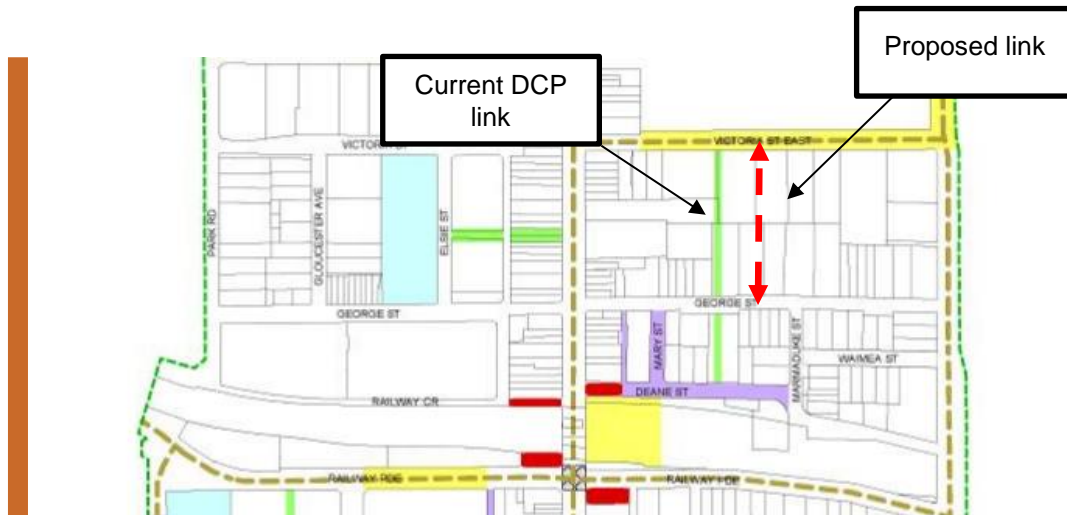


Figure 22: Public domain strategy (Source: Council's DCP)

The indicative concept allows for a new direct through site link with a generous width of up to 6.6 metres and a height of 2 storeys (refer to Figure 23), to create a sense of openness, safety and welcoming.



Figure 23: Through site link

It is envisaged that the proponent will provide maintenance and security of the link. To ensure the on-going and permanent public nature of this pedestrian link, some form of land dedication is proposed, most likely a right of pedestrian movement, by way of an easement in Council's favour (in accordance with a Section 88B Instrument under the Conveyancing Act 1919).

3.6 Preferred concept plan

A summary of Option 2 (the preferred option) is summarised below:

Site Area	5,450 sqm
Height of building	77 metres (George Street) and 129 metres (Victoria Street)
Storeys	28 (George Street) and 38 storeys (Victoria Street)
Commercial GFA	10,297 sqm
Residential GFA	35,908 sqm
Total GFA	46,205 sqm
FSR	8.5:1

4. Objectives or Intended Outcomes

The objective of this PP is to facilitate the amalgamation and redevelopment of a key site within the Burwood town centre to create a modern, safe, and vibrant mixed used environment.

This objective will be achieved by:

- Providing housing choice which responds to the needs of the local community, in a highly accessible location;
- Providing incentives to encourage first home buyers to enter Sydney's competitive housing market in accordance with the NSW Government's focus on housing affordability;
- Encouraging the amalgamation of several allotments, to enable an efficient development outcome, in accordance with Council's resolution of 14 June 2106 (Appendix 8);
- Activating the site by providing non-residential floor space in the core of the town centre;
- Locating additional jobs near existing and future dwellings;
- Demonstrating consistency with the sustainable principles of a Transit Oriented Development;
- Providing a new high quality through site link, public open space and improvements to the streetscape for the enjoyment of residents, workers and the surrounding community;
- Facilitating a high quality architectural design that demonstrates design excellence and responds to adjoining land uses, in order to minimise adverse impacts on existing development; and
- Introducing development controls that result in an attractive and economically feasible development.

5. Explanation of provisions

5.1 Burwood Local Environmental Plan 2012

The PP seeks to encourage amalgamation of sites in the Burwood town centre by providing additional height and FSR for the subject sites only. The PP proposes the following modifications to the provisions of the Burwood Local Environmental Plan 2012 (BLEP):

Table 4: Proposed Controls

Control	Existing	Proposed
Floor Space Ratio	4.5:1	8.5:1
Maximum Residential FSR	3:1	6.6:1
Building Height	60 metres	77 metres and 129 metres
Building Height Plane	Building Height Plane "Line C" at eastern boundary of Shaftesbury Road.	Maintain compliance with objectives, however variation sought to permit breach.
Savings Provision	N/A	Introduce savings provision to allow for a Development Application to be assessed concurrently with the PP.

The amendment is proposed to be implemented via a Part 6 - Additional local provision. This would tie any uplift on the site to the process of amalgamation of the subject sites only, thereby ensuring the objectives of this PP are achieved. Example wording has been provided at Appendix 10. We are willing to work with both Council and DP&E to ensure appropriate wording is adopted.

5.2 Clause 5.2 Design Excellence

We understand that Burwood Council and DP&E are in the process of finalising an amendment introducing design excellence provisions to the BLEP 2012. Should this clause be gazetted we anticipate that the relevant provisions will be applicable to this redevelopment.

The Table 5 below demonstrates the concept plan's consistency with the proposed design excellence provisions.

Table 5: Consistency with proposed design excellence provisions

6.6 Design excellence	Response
(1) The objective of this clause is to deliver in Burwood the highest standard of architectural and urban design of buildings and public spaces.	The indicative concept plan has been designed in conjunction with Architectus and George Masos Architects, two well-respected urban design and architectural firms. It allows for high quality and creative public spaces and buildings.
(2) This clause applies to development involving the erection of a new building equal to or above three storeys on land to which this Plan applies.	This clause is applicable as the exceeds 3 storeys.
(3) Development consent must not be granted for development to which this clause applies	Detailed information regarding the underlying design philosophy will be provided at DA stage.

6.6 Design excellence	Response
unless the consent authority considers that the development exhibits design excellence.	
(4) In considering whether development exhibits design excellence, the consent authority must give consideration to whether the development:	Refer to Section 6.3. The proposed development generates less shadowing on surrounding properties when compared to a complying scheme (under existing controls)
(a) contains buildings that consist of a form, bulk, massing and modulation that are likely to overshadow public open spaces, and	
(b) clearly defines the edge of public places, streets, lanes and plazas through separation, setbacks, amenity, and boundary treatments, and	The indicative concept allows for generous setbacks and separation distances, to ensure the amenity of future occupants is enhanced whilst protecting the amenity currently enjoyed by surrounding developments.
(c) minimises street clutter and provides ease of movement and circulation of pedestrian, cycle, vehicular and service access, and	The indicative concept prioritises pedestrian movement within the town centre by dedicating land for new through site link, connecting Victoria Street to the Burwood train station. Appropriate vehicular access will also be provided for the residential and retail components.
(d) encourages casual surveillance and social activity in public places, streets, laneways and plazas, and	The development is capable of providing safe public places. This will be detailed at DA stage.
(e) is sympathetic to its setting, including neighbouring sites and existing or proposed buildings, and	The proposal has considered surrounding developments (existing and proposed) to ensure that it is consistent with the streetscape and context of the town centre.
(f) addresses any heritage issues and streetscape constraints, and	Refer to HIS prepared by City Plan Heritage. The development is sympathetic to surrounding heritage items.
(g) protects and enhances the natural topography and vegetation including trees, watercourses or other significant natural features, and	The proposal will not have any impact on the natural environment, given its location within an existing high-density urban environment.
(h) promotes vistas from public places to prominent natural and built landmarks, and	Refer to Section 6.3. The development has been designed to include the opportunity for views and vistas between the slender towers and to create a new built landmark for the town centre.
(i) uses high standards of architectural design, materials and detailing appropriate to the building type and location, and	The development is capable of incorporating high quality materials and design, suitable for its locations.
(j) responds to environmental factors such as wind, reflectivity and permeability of surfaces, and	The development is capable of incorporating suitable design techniques to ensure it does not have any adverse impacts.
(k) coordinates shared utility infrastructure to minimise disruption at street level in public spaces.	The indicative concept allows for new shared public spaces and through site links. Consolidation of existing driveways will improve the public domain and safety at street level.

5.3 Burwood Development Control Plan

To ensure the public benefits associated with this PP are delivered, we propose that a site-specific Development Control Plan (DCP) is prepared.

CPSD, on behalf of the proponent, is willing to prepare a draft DCP to Council's specifications once a Gateway Determination has been issued (prior to exhibition), when there is a higher degree of certainty regarding the proposed controls and built form.

6. Justification

6.1 Need for a Planning Proposal

6.1.1 Is the PP a result of any strategic study or report?

This PP demonstrates broad strategic and site-specific merit, unlocking a number of barriers to growth in the Burwood strategic centre. The Greater Sydney Commission, released its evidence base for the draft District Plans. The analysis undertaken by Urbis dated February 2016 as part of this evidence base identifies a number of constraints to growth within the Burwood Town Centre, including:

- Proximity to competing centres;
- Limited demand for large scale commercial tenants;
- Fragmented and strata ownership;
- High land prices;
- Lack of critical mass of residents in the centre; and
- Rail line creates a physical and visual barrier.

This PP would trigger redevelopment that is capable of addressing the above barriers to support the ongoing economic growth of the town centre (refer to Table 16).

The future growth of the Burwood Town Centre is also identified in a number of state and strategic documents, as described in Section 6.2.

Housing and Employment

The PP directly supports and implements the priorities for Burwood, as identified in the draft Eastern City District Plan by providing housing and employment development in a central and highly accessible location.

Housing

The site is in a strategic position, within the Burwood Town Centre, which comprises of existing employment, retail, services, infrastructure and community facilities.

The draft District Plan, has identified Burwood as a 'Strategic Centre' and in an ideal location for additional dwellings. The District Plan has allocated a dwelling target of 2,600 dwellings for the LGA between 2016-2021 (equating to 520 per year over the 5-year period).

It should be noted that these targets are based on the original 2016 targets, given the revised District Plans do not comprise of specific targets for the Burwood LGA.

By 2036, the Department of Planning and Environment's (DPE) population projections anticipated the population of the Burwood LGA will increase from 39,100 in 2016 to 60,700 in 2036. This is an increase of 21,600 people.

DPE's dwelling projections anticipate that the LGA will require an additional 21,950 dwellings by 2036 to accommodate population growth. This is an increase of 7,200 dwellings from 2016.

On average, the LGA approves 458 dwellings. As demonstrated in the table below, however approximately 65% of dwelling approvals equate to dwelling completions, with 299 dwellings being completed between 2011/12 to 2015/16.

Table 6: Dwelling Approvals and Completions

	2011/12	2012/13	2013/14	2014/15	2015/16	Average
Dwelling Approvals	357	124	818	314	676	458
Dwelling Completions	251	530	45	56	612	299

It is therefore evident, that there is no direct correlation between dwelling approvals and dwelling completions. The construction of dwellings is highly reliant on market conditions. With the current economic climate slowing down and potentially declining, there will be an increase in cases where development approvals will not result in completion.

Assuming these trends continue, the Burwood LGA will not be able to accommodate the significant for dwellings generated by the population growth in the LGA. For the LGA to satisfy the identified housing targets within the draft District Plan (2016 District Plan) an additional 221 dwelling completions, per year are required.

This PP is capable of assisting the LGA in accommodating additional dwellings by providing an additional 436 apartments in the short term.

Employment

As outlined below, the indicative concept provides for a net increase in the number of jobs when compared to existing land uses and a complying scheme under existing controls.

Table 7: Employment comparison

	Number of Jobs
Existing Buildings	0
Existing Controls	788
Indicative Built Form	1,000
Net Increase (compared to existing controls)	218

Comparable Heights and Densities

Burwood has been identified as a Strategic Centre in the draft Eastern City District Plan and a Strategic Centre in APfGS, given its accessible location and capacity to accommodate additional economic growth and development.

This PP proposes 3 towers with varying heights, with one tower only incorporating a height of up to 38 storeys and a FSR of 8.5:1, which is consistent with the heights and densities of PPs and DAs being progressed/approved within not only the Burwood Town Centre but also other comparable centres such as St Leonards and Chatswood.

A summary of other developments proposing similar heights across Sydney are summarised in the table below.

Table 8: Comparable heights and densities

Development	Location	Controls	Status
Subject PP	Burwood District/Strategic Centre	Height: up to 129 metres FSR: 8.5:1	Lodged with Council
Burwood Place PP 42-50 and 52-60 Railway Parade, Burwood		Height - 163.5 metres AHD or 42 storeys FSR - 9.9:1	DPE issued Gateway Determination on 26 February 2017 to proceed to public exhibition.
496-498, 500, 504-520 Pacific Highway, St Leonards	St Leonards Strategic Centre	Height: RL 227.4	North Planning Panel - decision deferred (25 January 2017).

6.1.2 Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The main objective of this PP is to facilitate urban renewal via lot amalgamation and high quality design.

This PP presents the most practical short-term solution to achieving the objective. Other approaches, beyond a site-specific solution (such as a town centre wide PP) introduce a level of complexity that would delay any built form outcomes and jeopardise its feasibility.

Council Resolution

At the 14 June 2016 Council meeting, Council resolved to investigate key sites to encourage the continued economic growth of the Burwood Town Centre. Council specifically resolved that they prefer sites with an "area greater than 4,000 sqm, exhibit design excellence, create on-going employment opportunities and to have an increase ground floor setbacks and open public squares in and out of the core area."

A full copy of the Council report and resolution is provided at Appendix 8.

Compliance with this resolution is demonstrated in the table below:

Table 9: Compliance with Council resolution

Council resolution	Complies
Site area greater than 4,000 sqm	Yes - the indicative concept encourages the amalgamation of several allotments. The combined site area is 5,470 sqm.
To exhibit design excellence	Yes - the indicative concept plan has been designed in conjunction with Architectus and George Matsos Architects, two well-respected urban design and architectural firms. We also envisage that the future development of the site will be subject to Council's proposed design excellence clause which is currently with DPE for final assessment.
Create on-going employment	The proposed development is capable of providing approximately: <ul style="list-style-type: none">1,000 jobs; and592 construction jobs. This is a net increase in employment when compared to the site's current residential land uses.
Incorporate increased ground floor setbacks	As outlined in the indicative concept the proposal for the preferred two tower option includes setbacks of up to 6 metres along the ground level. Setback increase along the proposed tower levels.
Incorporate open public squares in and out of the core area.	The indicative concept plan allows for 6.6 metres to allow for a direct through site link connecting Victoria Street to the Burwood Train Station. It is envisaged that this through site link will comprise of appropriate landscaping and activation through active uses such as retail and dining opportunities.

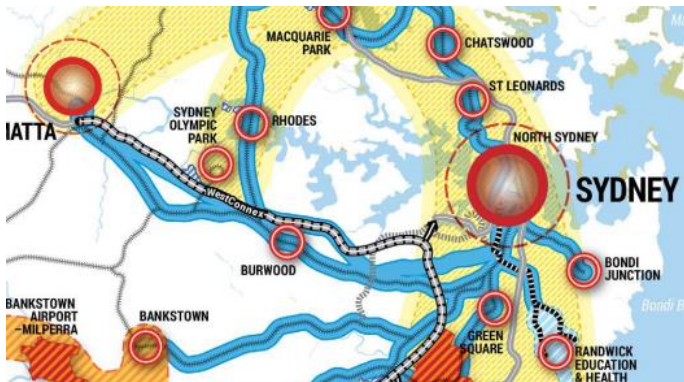
6.2 Relationship to Strategic Planning Framework

6.2.1 Is the planning proposal consistent with the objectives and actions of the applicable regional, sub-regional or district plan or strategy (including any exhibited draft plans or strategies)?

A Plan for Growing Sydney is the NSW Government's current 20-year plan for the Sydney metropolitan Area. It provides direction for Sydney's productivity, environmental management and liveability; and for the location of housing, employment, infrastructure and open space.

Consistency with the key policy directions contained in *A Plan for Growing Sydney* is outlined in the below table.

Table 10: Consistency with *A Plan for Growing Sydney*

Direction	Response
GOAL 1: A competitive economy with world-class services and transport	
Direction 1.1: Grow a more internationally competitive Sydney CBD	The site is approximately 12 km from the Sydney CBD. By providing additional dwellings, the proposal will allow future residents to visit the Sydney CBD by public transportation to access employment and retail opportunities.
Direction 1.2 Grow a greater Parramatta - Sydney second CBD	The site is approximately 15 km from the Parramatta CBD. Providing additional housing in this location will make other land uses within Parramatta such as office space more competitive and as a result reinforce Parramatta as Sydney's second CBD.
Direction 1.7 Grow Strategic Centres – providing more jobs closer to homes	<p>Burwood has been classified as a 'Strategic Centre' (refer to Figure 25). This is due not only because of its unique location and diverse range of land uses but also given its capability to accommodate additional development potential.</p>  <p>Figure 25: A Plan for Growing Sydney</p> <p>This PP is capable of providing approximately 1,000 jobs or 10,296 sqm of non-residential floor space.</p> <p>This will allow workers to live in close proximity to where they reside.</p>
GOAL 2: A city of housing choice, with homes that meet our needs and lifestyles	
Direction 2.1 Accelerate housing supply across Sydney	The proposed development is capable of immediately increasing the supply of housing in a highly accessible location. This PP incorporates approximately 436 apartments.

Direction	Response
	The PP proposes a package of housing affordability incentives to assist first home buyers entering into the property market.
Direction 2.2 Accelerate urban renewal across Sydney – providing homes closer to jobs	The PP is capable of providing approximately 436 apartments, in close proximity to existing employment and infrastructure within the Burwood town centre.
Direction 2.3 Improve housing choice to suit different needs and lifestyles	The proposed development is capable of providing housing choice which will respond to the needs of the local community, and provide a mix of dwelling types to provide ageing in place and affordable housing. It will also consist of adaptable and accessible housing as well as housing for first home buyers, young families and the downsizing elderly.
GOAL 3: A great place to live with communities that are strong, healthy and well connected	
Direction 3.1 Revitalise Existing Suburbs	The Burwood Town Centre is currently experiencing a significant number of redevelopment, specifically close to the train station. This PP is located on a key site and will assist in providing addition jobs, dwellings and public domain improvements on the north side of the railway line.
Direction 3.3 Create healthy built environments	The PP will improve the overall amenity of the area and will provide opportunities to improve accessibility and connectivity to and from existing services and infrastructure within the centre. This will promote social cohesion and community connectivity.
Central Subregion The subregion will continue to play a dominant role in the economic, social and cultural life of Sydney	
<p>Priorities for Central Subregion</p> <p>Accelerate housing supply, choice and affordability and build great places to live.</p> <p>Work with Council to provide capacity for additional mixed-use development in Burwood including offices, retail services and housing.</p> <p>Investigate a potential light rail corridor from Parramatta to Strathfield/Burwood via Sydney Olympic Park.</p>	<p>The PP, in the short term, could provide additional housing and public domain improvements in a key strategic location.</p> <p>The proposed concept plan demonstrates that the site is capable of providing a master planned, mixed used development, incorporating both residential and non-residential floorspace, without generating any adverse impacts to the surrounding environment.</p> <p>The route of the proposed light rail has yet to be released. If it proceeds, the redevelopment is capable of maximising patronage and usage and will improve the site's connectivity and accessibility. It is noted however, that this development is not reliant on this infrastructure proceeding, as the site is already highly accessible, given its location opposite Burwood train station.</p>

The recently released **Future Transport 2056** includes a vision for the Greater Sydney mass transit and road network. As outlined in the figure below, Burwood has specifically been identified as a major transport hub for the Sydney metropolitan region, given its status as a Strategic Centre.

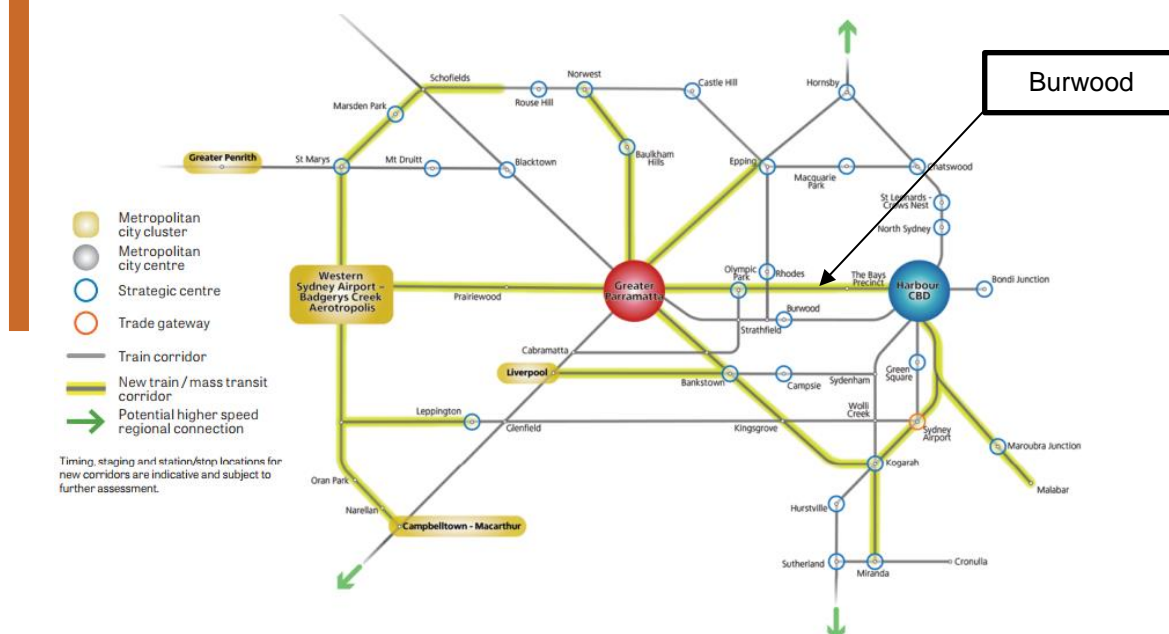


Figure 26: Future Transport 2056 vision for the Greater Sydney mass transit network (Source: Draft Greater Sydney Regional Plan)

The Greater Sydney Commission released its **draft Greater Sydney Region Plan** in October 2017, which outlines a series of actions to coordinate the growth of Sydney. Once adopted, this Plan will replace *A Plan for Growing Sydney*.

Of particular note, the draft Region Plan identifies the following location criteria for urban renewal investigation opportunities:

Table 11: Location Criteria for Urban Renewal

Location Criteria	Comment
Alignment with investment in regional and district infrastructure. This acknowledges the catalytic impacts of infrastructure such as Sydney Metro Northwest and Sydney Metro City & Southwest, NorthConnex, WestConnex, CBD and South East Light Rail, Parramatta Light Rail, Northern Beaches Hospital together with other possible future NSW Government investments such as Western Harbour Tunnel and Beaches Link and Sydney Metro West. It also acknowledges the opportunities created by enhancements to existing infrastructure such as upgrades to schools, open space including sporting facilities and transport.	<p>There is significant city shaping transport infrastructure investment occurring within the vicinity of the subject site, including:</p> <ul style="list-style-type: none"> Westconnex, Parramatta to Sydney Metro and the Parramatta Light Rail. Significant increase to public transportation services to and from the Burwood Town Centre (e.g. more train and bus services). Significant investment in new school and upgrades to existing schools, within the vicinity of the site, as outlined in the Department of Education's School Assets Strategic Plan. <p>The proposed development aligns with this new infrastructure.</p>

Location Criteria	Comment
Accessibility to jobs, noting close to half of Greater Sydney's jobs are generated in strategic centres.	<p>Burwood is a Strategic Centre comprising of 10,297 existing jobs. This is expected to increase as a result of the proposed development, which could accommodate approximately 1,000 jobs.</p> <p>The site is also in the vicinity of several other Strategic Centres and major employment hubs, including the Parramatta and Sydney CBDs, which can both be accessed from the site within under 30 minutes</p>
Accessibility to regional transport, noting that high frequency transport services can create efficient connections to local transport services and expand the catchment area of people who can access regional transport.	<p>The site is within a 400-metre walking catchment of the Burwood train and bus interchange, which provides frequent express services bus and train services to major centres within the Sydney metropolitan area.</p>
The catchment area that is within walking distance of centres with rail, light rail or regional bus transport	<p>Significant improvements to public infrastructure within the town centre are expected, with the recently announcement from the NSW Government, that the following additional services will be provided from November 2017 (Source: Sydney Morning Herald, 2017):</p> <ul style="list-style-type: none"> ▪ <i>More than 1500 new weekly train services across the network, including 750 at weekends; and</i> ▪ <i>Almost 7000 new weekly bus services on routes servicing the northern beaches, eastern suburbs, inner west, lower north shore and northern suburbs, Macarthur and the hills districts.</i> <p>The site is therefore in a highly accessible location and aligns with the State government's investment in upgrading existing infrastructure.</p>

As outlined in Figure 27, the PP is also consistent with the main actions of the draft Region Plan as it supports growth that is integrated with infrastructure investment, focused on strategic and local centres, provides opportunities to grow the Burwood local economy, encourages high quality architectural design, creates a walkable community and promotes the use of public transportation.



Figure 27: Elements of Great Places (Source: Draft Greater Sydney Region Plan, edited by CPSPD)

The **draft Eastern City District Plan** has identified Burwood as a "Strategic Centre" (refer to Figure 28) and provides a series of priorities and actions to guide development and accommodate the expected growth across the district.

This draft District Plan has been prepared to give effect to the draft Greater Sydney Region Plan. Consistency with the plan's planning priorities, objectives and actions is demonstrated in Table 12.



Figure 28: Burwood "Strategic Centre", approximate location of subject site highlighted with star

Table 12: Consistency with the draft Eastern City District Plan

Planning Priority	Draft Greater Sydney Region Plan objective	Action	Comment	Consistent
Priority E3: Providing services and social infrastructure to meet peoples changing needs	Objective 6: Providing services and infrastructure to meet communities changing needs and	Action 8: Deliver social infrastructure to reflect the needs of the community now and in the future	The indicative concept provides new social infrastructure such as a new through site link and publicly accessible open space, to enhance the function and useability of the town centre. The PP also proposes a mixed use development, incorporating non-residential floorspace which could be used for retail and/or commercial office space. This will provide additional employment, reinforcing Burwood's status as a Strategic Centre.	Yes
Priority E4: Fostering healthy, creative, culturally rich and socially connected communities	Objective 7: Communities that are healthy, resilient and socially connected Objective 8: Greater Sydney's communities are culturally rich with diverse neighbourhoods	Action 10: Deliver inclusive places for people of all ages and abilities that support healthy, resilient and socially connected communities.	Careful consideration has been given to the indicative design, to ensure podiums are provided at street level, to create a pedestrian friendly and human scaled environment. The proposed through site link improves walkability within the town centre, by creating a new direct link from Westfield to the train station.	Yes
		Action 11: Consider cultural diversity in strategic planning and engagement	This is expected to occur as part of the consultation process, post Gateway.	Yes
Priority E5: Providing housing supply choice and affordability, with access to jobs and services	Objective 9: Greater Sydney celebrates the arts and supports creative industries and innovation Objective 10: Greater housing supply Objective 11: Housing is more diverse and affordable	Action 15: Prepare local or district housing strategies	Burwood is identified in existing strategies as a suitable location for increased housing. The site is located in a unique position, in close proximity to existing infrastructure such as the train and bus interchange. Providing additional housing in this location will therefore support Burwood's roles as a Strategic Centre.	Yes
		Action 16: Prepare Affordable Rental Housing Target schemes	The proponent is willing to discuss with Council opportunities for affordable rental housing.	Yes
Priority E6: Creating and renewing great places and local centres, and	Objective 12: Great places that bring people together Objective 13: Environmental	Action 17: Deliver great places by prioritising people friendly realm and open spaces, integrating social infrastructure to support social connections and	The indicative concept plan includes a pedestrian friendly, fine grain design, incorporating active uses along the site's frontage and the proposed through site link.	Yes

Planning Priority	Draft Greater Sydney Region Plan objective	Action	Comment	Consistent
respecting the District's heritage	heritage is conserved and enhanced	creating streets as places for people and movement		
		Action 18: Conserve and enhance environmental heritage	The proposal is sympathetic to surrounding heritage items. Refer to Section 6.3 for further detail.	Yes
		Action 19: Use place-based planning to support the roles of centres as a focus for connected neighbourhood	The proposal encourages the amalgamation of 4 allotments, which creates an opportunity for place based planning (refer to Urban Design Report at Appendix 1)	Yes
		Action 21: Use flexible and innovative approaches to revitalise high streets in decline	It is proposed to revitalise both Victoria and George Streets with a new mixed use building incorporating active frontages and design excellence. It is also proposed to consolidate driveways and improved public domain areas.	Yes
Priority E11: Growing investment, business opportunities and jobs in strategic centres	Objective 22: Investment and business activity in centres	Action 37: Provide access to jobs, goods and services in centres	The site presently comprises of only residential buildings. The proposal will allow for the site to be redeveloped for a mixed used building, incorporating both residential and non-residential floorspace.	Yes
		Action 38: Prioritise public transport investment to deliver the 30-minute city objective for strategic centres along the economic corridor	The site is within 400 metres of the Burwood train station, which provides direct services to both the Parramatta and Sydney CBDs. The Burwood town centre also comprises of a significant amount of existing employment opportunities. Future residents are therefore capable of accessing jobs and services within under 30-minutues.	Yes
		Action 39: Co-locate health, education, social and community facilities in strategic centres along the economic corridor.	The provision of non-residential floorspace will provide an opportunity to incorporate health, education, social and community facilities within the future development.	Yes
		Action 41: Engage with the retail sector on its changing planning requirements and update planning controls as required	Noted	Yes

Planning Priority	Draft Greater Sydney Region Plan objective	Action	Comment	Consistent
		Action 42: Review the current planning controls and create capacity to achieve the job targets for each the District's strategic centres	Noted	Yes
		Action 44: Encourage opportunities for new smart work hubs	The indicative concept plan includes non-residential floorspace which could incorporate smart work facilities.	Yes
		<p>Action 46: Strengthen Burwood through approaches:</p> <ul style="list-style-type: none"> a. protect capacity for job targets and a diverse mix of uses to strengthen and reinforce the economic role of the centre. b. considers development initiatives that encourage the development of large floorplate mixed-use buildings. c. improves connections across the centre including permeability of the rail line d. expands the function and type of land uses in the centre e. investigates opportunities to improve and diversify high-time economy offerings f. promote place making initiatives to improve the quality of public spaces 	<ul style="list-style-type: none"> a. The PP encourages the redevelopment of the site, which currently comprises residential buildings, to allow for mixed use buildings, incorporating employment generating land uses. b. Given the large site area, any development could incorporate large floorplates for residential and non-residential uses. c. A through site link is proposed, connecting George and Victoria Streets, improving walkability and connectivity within the town centre. d. The PP encourages the redevelopment of residential buildings to allow for a mixed used building, incorporating a range of land uses. e. Active uses could be provided along the site's frontages and through site links, which could be used for night time uses such as restaurants. f. A mixed use development is proposed, incorporating a range of land uses and facilities, which will ultimately create a new hub for the town centre, with improved public spaces. 	Yes


Planning Priority	Draft Greater Sydney Region Plan objective	Action	Comment	Consistent
Priority E15: Protecting and enhancing bushland and biodiversity	Objective 27: Biodiversity is protected, urban bushland and remanet vegetation is enhanced	Action 61: Protect and enhance biodiversity by: a. supporting landscape-scale biodiversity conservation and the restoration of bushland corridors b. managing urban bushland and remnant vegetable as green infrastructure	The site is located within an existing urban environment. The PP does present an opportunity to provide increased and improved landscaped areas.	Yes
Priority E17: Increasing urban tree canopy cover and delivering Green Grid connections	Objective 30: Urban tree canopy cover is increased Objective 32: The Green Grid links parks, open spaces, bushland and walking and cycling paths	Action 64: Expand urban tree canopy in the public realm	Increased landscaped areas, including new plantings, could be provided as part of any future development.	Yes
Priority E18: Delivering high quality open space	Objective 31: Public open space is accessible, protected and enhanced	Action 66: Maximise the use of existing open space and protect, enhance and expand public open space	New open space areas are proposed, equating to 3,000 sqm.	Yes
Priority E19: Reducing carbon emissions and managing energy, water and waste efficiency	Objective 33: A low-carbon city contributions to net-zero emission by 2050 and mitigates climate change Objective 34: Energy and waterflows are captured, used and re-used	Action 67: Support initiatives that contribute to the aspirational objective of achieving net-zero emissions by 2050. Action 68: Support precinct-based initiatives to increase renewable energy, and energy and water efficiency. Action 69: Protect existing and identify new locations for	Noted	Yes

Planning Priority	Draft Greater Sydney Region Plan objective	Action	Comment	Consistent
	Objective 35: More waste is re-used and recycled to support the development of a circular economy	<p>waste recycling and management.</p> <p>Action 70: Support innovative solutions to reduce the volume of waste and reduce waste transport requirements</p> <p>Action 71: Encourage the preparation of low-carbon, high efficiency strategies to reduce emissions, optimise the use of water, reduce waste and optimise car parking provision.</p> <p>Action 72: Investigate potential regulatory mechanisms</p>		
Priority E20: Adapting to the impacts of urban and natural hazards and climate change	<p>Objective 36: People and place adapt to climate change and future shocks and stresses</p> <p>Objective 37: Exposure to natural and urban hazards is reduced</p> <p>Objective 38: Heatwaves and extreme heat are managed</p>	<p>Action 73: Support initiatives that respond to the impacts of climate change.</p> <p>Action 74: Mitigate the urban heat island effect and reduce vulnerability</p>	Any future development application could include and address principles of Ecologically Sustainable Development.	Yes

The Department of Planning and Environment have identified assessment criteria to justify and determine if a PP has strategic planning merit.

In this respect, as outlined in the below summary table, there can be no doubt that this site has strategic merit.

Table 13: DPE's Assessment Criteria

Does the proposal have strategic merit? Is it:	
Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment;	<p>District Plan</p> <p>Table 8 demonstrates this PP's consistency with the draft Eastern City District Plan.</p> <p>Burwood Priority Precinct</p> <p>The Department of Planning and Environment (DPE) is currently investigating the 400-800 metre walking catchment around the Burwood train station to accommodate additional housing and employment growth whilst identifying key infrastructure upgrades within the town centre to support urban renewal (refer to Figure 29).</p> <p>The subject site is expected to be included within the priority precinct, given it is a large key site within 400 metres of the train station.</p> <p>At the time of preparing this PP, no further information was available on this priority precinct.</p>  <p>Figure 29: Burwood Priority Precinct, approximate location of subject site highlighted with star</p> <p>There are no other corridor/precinct strategies applicable to the site.</p>
Consistent with the relevant local council strategy that has been endorsed by the Department; or	There are no local council strategies, that we are aware of, that have been endorsed by DPE, relevant to the PP.
Responding to a change in circumstances, such as the investment in new infrastructure or changing	<p>Changing Demographics</p> <p>As outlined in the Economic Impact Assessment at Appendix 6, recent population projects show that the Burwood LGA had an estimated population of 36,505 people in 2016, representing an</p>

demographic trends what have not been recognised by existing planning controls.

increase of approximately 4,306 people (or 1.3% annual average growth) between 2006 and 2016.

In accordance with the 2016 Population Projections released by DPE, households in the LGA are getting smaller, expected to reduce from 2.71 people per household in 2011 to 2.66 in 2036.

This demographic change will continue to place pressure on housing supply in well located and serviced areas in the Burwood LGA.

To accommodate the significant increase in population, the draft District Plan anticipate Burwood will need to accommodate at least an additional 2,600 dwellings by 2021 (520 dwellings per year). It should be noted that these targets are based on the 2016 district targets, given the revised District Plans do not comprise of specific targets for the Burwood LGA.

On average per year, Burwood has 299 dwellings constructed. This is not sufficient in order to accommodate the expected increase in population, as an additional 221 dwelling per year are required.

The Centre is also expected to accommodate additional jobs, in order to provide employment opportunities to the district population, which is expected to significantly increase.

This PP is capable of significantly assisting the Centre in accommodating this growth by providing approximately 436 apartments and approximately 1,000 jobs.

Local Environmental Plans

The preparation of the Burwood Local Environmental Plan (Burwood Town Centre) (BTCLEP) 2010 commenced in 2006 by the Burwood Town Centre Planning Panel. It was prepared in order to cater for the growth as outlined in a previous Metropolitan Strategy. This LEP was gazetted in 2010.

In 2012 this LEP was translated into the Standard Instrument and amalgamated into the Burwood Local Environmental Plan 2012 (BLEP).

Therefore, the BTCLEP (which was amalgamated into the BLEP in 2012) was nearly 11 years old when its preparation commenced and nearly 7 years old from the date of initial gazettal.

As the planning controls applicable to the Town Centre are more than 5 years old, a review of planning controls is recommended to ensure the Town Centre and the LGA can accommodate the forecast growth. It is anticipated this will occur as part of the priority precinct process. However, the implementation of revised planning controls as a consequence of this process is around 5 years away.

Infrastructure

There is significant city shaping transport infrastructure investment occurring within the vicinity of the subject site, including the construction of the Westconnex, Parramatta to Sydney Metro and the Parramatta Light Rail.

The Department of Education recently released its School Assets Strategic Plan, to coordinate funding to accommodate growth across NSW. This includes the upgrade of Croydon Public School, Lucas Gardens School, Marie Bashir Public

	<p>School and Ashbury Public School, which are all in the vicinity of the site.</p> <p>This PP has the potential to maximise the usage of this significant infrastructure investment.</p>
Does the proposal have site-specific merit, having regard to the following:	
The natural environment (including known significant values, resources or hazards),	The PP is located within an existing urban environment and is not subject to environmental constraints.
The existing uses, approved uses, and likely future uses of land in the vicinity of the proposal; and	<p>The PP has taken into consideration its surrounding context. It will not adversely impact any surrounding development (existing or proposed).</p> <p>The proposal is a rare opportunity to amalgamate 4 lots to create a flexible development site which can deliver higher density but retain adequate amenity.</p>
The services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for infrastructure provision.	There is sufficient infrastructure available to accommodate the proposed development.

6.2.2 Is the planning proposal consistent with a council's local strategy or other local strategic plan?

There are no known local strategic plans which have been prepared for the LGA and endorsed by the Secretary of Planning and Environment.

Consideration has however been given to Burwood 2030. This strategy has not been endorsed by the Secretary however, it is Council's 20-year plan providing a blueprint and clear directions for the future of Burwood.

Consistency is demonstrated in the table below.

Table 14: Consistency with Burwood 2030

Strategic Goal	Comment
1.1 A safe community for residents, workers and visitors	The PP is capable of improving the accessibility and connectivity within the town centre, but providing a direct pedestrian thoroughfare, with a clear line of sight, from Victoria Street to George Street.
1.5 A sense of community pride	The PP encourages the redevelopment of the subject site, which currently comprises of ageing residential buildings. This will ultimately improve the amenity of the centre.
3.1 Maintain and enhance open green spaces and streetscapes	Any redevelopment, as illustrated in the indicative concept plans, could allow for improved streetscapes and increased public domain areas.
3.3 Educate the community on sustainable practices	Future buildings are capable of incorporating latest ecological sustainable design principles, to promote sustainable living.

Strategic Goal	Comment
4.1 Effective traffic management and adequate parking provision	The development will be a transit oriented development, promoting alternative modes of transportation such as bus and train. Any development will also incorporate suitable traffic and parking provisions to ensure that there are no adverse impacts to the local road network.
4.4 Encourage active and healthy lives	
4.5 Vibrant and clean streetscape	The proposal is capable of improving the amenity of the centre, by provide a high quality built form, with increased and improved open space areas and streetscapes.
5.1 Support and manage Burwood's major centre status	Burwood has been identified as a 'Strategic Centre', given its highly accessible location to transport, employment and services. The PP is capable of reinforcing this status by providing a high-density, mixed used development in a strategic location.
5.2 Support small business	The indicative concept plan allows for an increase in non-residential floorspace which could be used for a variety of businesses.

6.2.3 Is the planning proposal consistent with applicable State Environmental Planning Policies?

Table 15: Consistency with SEPPs

SEPP/SREP Title	Consistency	Comment
No. 1 Development Standards Consistent	N/A	Not Applicable.
No.14 Coastal Wetlands	N/A	Not Applicable.
No. 19 Bushland in Urban Areas	N/A	Not Applicable.
No. 21 Caravan Parks	N/A	Not Applicable.
No. 26 Littoral Rainforests	N/A	Not Applicable.
No. 30 Intensive Agriculture	N/A	Not Applicable.
No.33 Hazardous and Offensive Development	N/A	Not Applicable.
No. 36 Manufactured Home Estates	N/A	Not Applicable.
No. 44 Koala Habitat Protection	N/A	Not Applicable.

SEPP/SREP Title	Consistency	Comment
No. 47 Moore Park Showground	N/A	Not Applicable.
No. 50 Canal Estate Development	N/A	Not Applicable.
No. 52 Farm Dams and Other Works in Land and Water Management Plan Areas	N/A	Not Applicable.
No. 55 Remediation of Land	Yes	The site is not a contamination risk and is suitable for residential use. Refer to Section 6.3.2 for further detail.
No. 62 Sustainable Aquaculture	N/A	Not Applicable.
No. 64 Advertising and Signage	N/A	Not Applicable.
No.65 Design Quality of Residential Apartment Development	Yes	The Urban Design Report which accompanies this PP has taken into consideration the principles of the SEPP and has demonstrated that compliance can be achieved within the proposed development control framework. Any future DA to be submitted to Council for this site will demonstrate the development satisfies the requirements of this SEPP.
No. 70 Affordable Housing (Revised Schemes)	N/A	Not Applicable.
No. 71 Coastal Protection	N/A	Not Applicable.
Affordable Rental Housing 2009	N/A	Not Applicable.
Building Sustainability Index (BASIX)	Yes	The PP will not contain provisions that will contradict or would hinder application of this SEPP.
Exempt and Complying Development Codes	N/A	Not Applicable.
Housing for Seniors or People with a Disability	N/A	Not Applicable.
Infrastructure		Not Applicable.
Integration and Repeals	N/A	Not Applicable.

SEPP/SREP Title	Consistency	Comment
Kosciuszko National Park - Alpine Reports	N/A	Not Applicable.
Kurnell Peninsula	N/A	Not Applicable.
Mining, Petroleum Production and Extractive Industries	N/A	Not Applicable.
Miscellaneous Consent Provisions	N/A	Not Applicable.
Penrith Lakes Scheme	N/A	Not Applicable.
Rural Lands	N/A	Not Applicable.
State and Regional Development	N/A	Not Applicable.
State Significant Precincts	N/A	Not Applicable.
Sydney Drinking Water Catchment	N/A	Not Applicable.
Sydney Harbour Catchment	N/A	Not Applicable.
Sydney Regional Growth Centres	N/A	Not Applicable.
Three Ports	N/A	Not Applicable.
Urban Renewal	N/A	Not Applicable.
Western Sydney Employment Area	N/A	Not Applicable.
Western Sydney Parklands	N/A	Not Applicable.

There are no deemed State Environmental Planning Policies (former Regional Environmental Plans (REPs)) applicable to the PP.

6.2.4 Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

It is considered that the PP is consistent with the relevant Directions issued under Section 117(2) of the Act by the Minister to Councils, as demonstrated in the assessment of the following:

Table 16: Consistency with S117 Ministerial Directions

Direction Title	Consistency	Comment									
Employment and Resources											
1.1 Business and Industrial Zones	Yes	<p>(a) Encourage employment growth in suitable locations</p> <p>The PP could provide a total of 10,296 sqm of non-residential floorspace. This is a 100% net increase when compared to the site's existing buildings. It also provides a 2,121 sqm increase when compared to a complying built form.</p> <p>(b) protect employment land in business and industrial zones</p> <p>No change to the site's existing B4 Mixed Use zone is proposed. The PP promotes an increase of both residential and non-residential development.</p> <p>The table below compares the site's existing and proposed FSR controls (assuming all sites are amalgamated).</p> <table> <tr> <th></th><th>Existing</th><th>Proposed</th></tr> <tr> <td>Overall FSR</td><td>4.5:1</td><td>8.5:1</td></tr> <tr> <td>Maximum Residential FSR</td><td>3:1</td><td>6.6:1</td></tr> </table> <p>The inclusion of additional residential floor space within any development on the site is required to cross-subsidise the provision of the introduction of non-residential land uses such as commercial and retail.</p> <p>(c) support the viability of identified strategic centres</p> <p>This PP demonstrates broad strategic and site-specific merit, unlocking a number of barriers to growth in the Burwood strategic centre.</p> <p>The Greater Sydney Commission, released their evidence base for the draft District Plans. This evidence base outlined the following constraints to growth within the Burwood Town Centre.</p> <ul style="list-style-type: none"> Proximity to competing centres; Limited demand for large scale commercial tenants; Fragmented and strata ownership; High land prices; Lack of critical mass of residents in the centre; and Rail line creates a physical and visual barrier. <p>This PP is capable of overcoming each of the above identified constraints currently limited development within Burwood by:</p>		Existing	Proposed	Overall FSR	4.5:1	8.5:1	Maximum Residential FSR	3:1	6.6:1
	Existing	Proposed									
Overall FSR	4.5:1	8.5:1									
Maximum Residential FSR	3:1	6.6:1									

Direction Title	Consistency	Comment
		<ul style="list-style-type: none"> ▪ The PP could result in the amalgamation of several smaller sites encouraging redevelopment and urban renewal. These sites currently comprise of residential flat buildings and are owned by the proponent. ▪ The redevelopment of the site will provide new high quality non-residential floorplates, which could attract new companies and businesses to Burwood. ▪ The PP incorporates a net increase in non-residential floorspace, whilst providing an increased number of residential dwellings. ▪ The PP is capable of improving access to the train station via the dedication of land for a new through site link. ▪ The proposed controls will ensure any redevelopment could allow for additional non-residential GFA to be provided (when compared to existing built form and controls). <p>The proposed redevelopment is consistent with 'A Plan for Growing Sydney' and the draft District Plan which states that Burwood should provide capacity for additional mixed-use development in Burwood including offices, retail, services and housing.</p> <p>It would increase the quantum of retail expenditure generated by workers and residents and provide a net positive addition to the pool of expenditure available to be captured by local businesses.</p> <p>This PP will encourage and support the viability of urban renewal and the ongoing role and function of the Burwood town centre.</p>
1.2 Rural Zones	N/A	Not Applicable
1.3 Mining, Petroleum Production and Extractive Industries	N/A	Not Applicable
1.4 Oyster Aquaculture	N/A	Not Applicable
1.5 Rural Lands	N/A	Not Applicable
Environment and Heritage		
2.1 Environment Protection Zones	N/A	Not Applicable
2.2 Coastal Protection	N/A	Not Applicable
2.3 Heritage Conservation	N/A	Refer to Section 6.3.

Direction Title	Consistency	Comment
2.4 Recreation Vehicle Areas	N/A	Not Applicable
2.5 Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs	N/A	Not Applicable
Housing, Infrastructure and Urban Development		
3.1 Residential zones	Yes	<p>The PP encourages a variety and choice of housing types to provide for existing and future housing needs, whilst making efficient use of existing infrastructure and services.</p> <p>The introduction of extra dwellings on the site satisfies the criteria of the draft District Plan by acting as a support for the housing target of an additional 2,600 dwellings for the Burwood LGA.</p> <p>It should be noted that these targets are based on the original 2016 targets, given the revised District Plans do not comprise of specific targets for the Burwood LGA.</p> <p>This approach provides a suitable yield of residential density of the subject site by providing housing choice in an appropriate location, supporting the growth of Burwood, and utilising existing infrastructure for renewal of the urban development of the precinct.</p>
3.2 Caravan Parks and Manufactured Home Estates	N/A	Not Applicable
3.3 Home Occupations	N/A	Not Applicable
3.4 Integrating land use and transport	Yes	The PP will enable a mixed use development in close proximity to jobs and services. This will ultimately encourage alternative modes of transport such as walking, cycling and the use of public transport.
3.5 Development Near Licensed Aerodromes	Yes	<p>The site is not located in close proximity to any airports. However, as the PP is proposing to increase the building height controls an Aeronautical Assessment has been prepared and accompanies this PP.</p> <p>Refer to Section 6.3 for further detail.</p>
3.6 Shooting Ranges	N/A	Not Applicable
Hazard and Risk		
4.1 Acid sulphate soils	N/A	Not Applicable
4.2 Mine Subsidence and Unstable Land	N/A	Not Applicable

Direction Title	Consistency	Comment
4.3 Flood Prone Land	N/A	Not Applicable
4.4 Planning for Bushfire Protection	N/A	Not Applicable
Regional Planning		
5.1 Implementation of Regional Strategies	N/A	Not Applicable
5.2 Sydney Drinking Water Catchments	N/A	Not Applicable
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	N/A	Not Applicable
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	N/A	Not Applicable
5.8 Second Sydney Airport: Badgerys Creek	Yes	Refer to Direction 3.5
5.9 North West Rail Link Corridor Strategy	N/A	Not Applicable
5.10 Implementation of Regional Plans	N/A	Not Applicable
Local Plan Making		
6.1 Approval and Referral Requirements	N/A	Not Applicable
6.2 Reserving Land for Public Purposes	N/A	Not Applicable
6.3 Site Specific Provisions	Yes	<p>Given the size of the redevelopment and to encourage site amalgamation, it is proposed to implement the LEP amendments via the introduction of a site specific local provision.</p> <p>We welcome discussions with Council and DPE to ensure that this is the most appropriate mechanism.</p>
Metropolitan Planning		
7.1 Implementation of A Plan for Growing Sydney	Yes	Refer to table 10.
7.2 Implementation of Greater Macarthur Land Release Investigation	N/A	Not Applicable

6.3 Environmental, Social and Economic Impact

6.3.1 Is there any likelihood that critical habitat or threatened species will be adversely affected as a result of the proposal?

The subject site is located within an existing urban environment and does not apply to land that has been identified as containing critical habitat or threatened species, population or ecological communities, or their habitats

6.3.2 Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

In order to determine the suitability of the site for the subject development, the PP is supported by the following studies and assessments:

A summary of the key findings of these assessments and studies have been provided below:

Contamination

A Targeted Site Soil Assessment has been prepared by Fuel & Infrastructure Management Australasia and provided at **Appendix 3**.

This assessment has concluded that "laboratory investigation provided evidence that contamination at this site was below the adopted assessment criteria limits."

"It can be concluded from this targeted assessment that the site is not a contamination risk for soil exposure and is suitable for Residential use."

Aviation

An Aeronautical Impact Assessment has been prepared by The Ambidji Group and provided at **Appendix 4**.

The proposed maximum building height (top of the lift overrun) is 146 metres AHD which will require a crane height of 154 metres AHD. This will not penetrate the Sydney or Bankstown Outer Horizontal Surface (OHS) or the Procedures for Air Navigation Services - Operations (PANS-OPS)

The subject site is beyond the Obstacle Limitation Surface (OLS) and PANS-OPS of the Western Sydney and Camden airports.

The site is located in a Radar Terrain Clearance Charts (RTCC) where the surface height is 152m AHD. The maximum building height will not penetrate the RTCC, but the crane height will penetrate the 152 metres AHD RTCC surface. Based on other nearby developments, current indications are that the RTCC surface height will be increased to at least 183 metres.

The proposed building height will penetrate the clearance requirement of the Sydney Airport Terminal Area Radar (TAR) by 13.7 metres. There are however other sensors which can provide alternative surveillance coverage, in the airspace in the Sydney basin, if required.

Traffic

A Traffic Impact Assessment has been prepared by Road Delay Solutions and provided at **Appendix 7** to determine and reflect the traffic needs and necessary mitigation treatments in support of the proposed development

Extensive mesoscopic and operational modelling has analysed the following three future growth year traffic scenarios:

- 2026 Base Year Model ('Do Nothing'),
- 2026 Section 94 Infrastructure Model, and
- 2026 Burwood Towers Development Model.

A number of measures (additional to the infrastructure outlined in Council's S94 Plan) have been identified and assessed in unison to sustain the movement of traffic within the town

centre and support the planned level of growth anticipated with the Burwood Towers development to year 2026.

These works include:

- Widening of the existing signalised foot crossings along Burwood Road, between Wilga Street and Belmore Street, to 5metres,
- General retention of the current traffic signal operations at the Burwood Road intersections with Railway Parade (including retention of the right turn movement for all vehicles southbound turning into Railway Parade) and Belmore Street,
- The introduction of a 'scramble' phase pedestrian crossing at the Burwood Road intersection with Railway Parade,
- The introduction of traffic signal control at the intersections of:
 - Shaftesbury Avenue and George Street, and
 - Burwood Road and Victoria Street East.

The assessment of these actions has concluded that, once the proposed infrastructure outlined in Council's Section 94 Contributions Plan has been implemented, in conjunction with the further identified upgrades, any impacts of traffic generation, both vehicular and pedestrian, is benign on the town centre's road network.

It is considered that if the measures are implemented, the impact of traffic generation associated with the redevelopment will be effectively and satisfactorily managed while reducing the impedance on pedestrian demands.

Shadow Assessment

A Shadow and Solar Access Assessment has been prepared by Architectus and provided at **Appendix 1**.

This assessment (as summarised below) demonstrates that both Options (i.e. 1 and 2 tower schemes) generate similar shadowing to adjacent properties when compared to a complying scheme under current controls. Additionally, all residential properties to the east of Shaftesbury Road achieve the minimum requirements of 2 hours of solar access during the winter solstice.

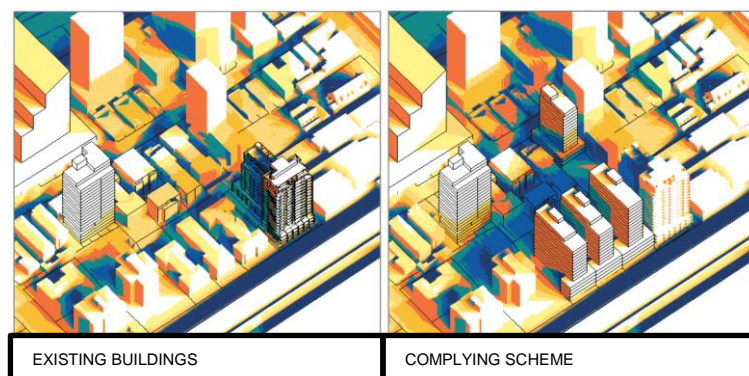




Figure 30: Shadow Assessment

There is also no solar impact to the neighbouring heritage church situated to the east or dwellings east of Shaftesbury Road (refer to figure below).

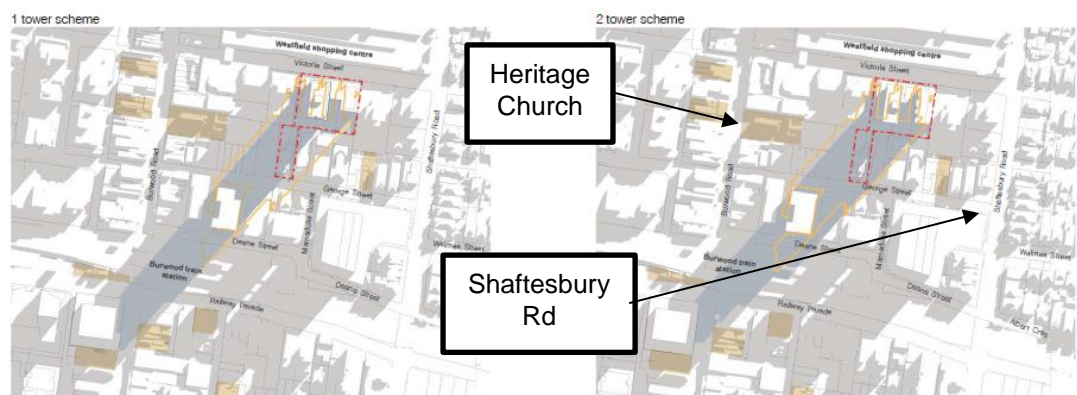


Figure 31: Shadowing and heritage

Visual Impact Assessment

A Visual Impact Assessment has been prepared by Architectus and provided at **Appendix 1**.

As summarised below, when the towers are observed from within the centre there is minimal visual impact, due to the orientation and placement of the towers. The height of the towers become more visible when observed from the distance. This however does not pose an adverse impact, given the proposal comprises of slender towers with sufficient separation distances, which minimises the appearance of bulk and will read as a backdrop for the town centre.

The visual impact has also considered the impact from the neighbouring heritage church. Given the distance from the church to the proposal, visual impacts are considered minimal and the heritage item will always be prominent in the field of view from the public domain.



Figure 32: Visual Impact

Heritage

A Heritage Impact Statement has been prepared by City Plan Heritage and provided at **Appendix 11**.

The growth of high-rise apartments in the streets surrounding Burwood Road and, particularly in the vicinity of Burwood Station, has been significant in recent years, with over 50% of the population now residing in high-rise apartment dwellings. Burwood is the major retail and commercial service centre for Sydney's inner west and has therefore been identified as a primary location for residential and employment growth in the coming decades.

The existing apartment buildings at the subject site reflect the transition Burwood underwent in the mid to late 20th century when apartment dwellings began to replace the semi-detached cottages of the previous century. They have minimal historical association with items of heritage significance in their vicinity and do not meet the criteria for heritage listing.

There are several heritage items in the vicinity of the site, including:

- 'Burwood Rail Underbridge' (SHR no.01030); and
- 'Burwood Railway Station Group' (SHR no.01106).
- 'Shops - first floor façades', 57 and 59 Burwood Road (I17);
- 'Victorian shops- first floor façade', 71-77 Burwood Road (I18);
- 'Congregational (Uniting) Church and Church Hall', 134A Burwood Road (I20);
- 'Victorian semi-detached houses', 9 and 11 George Street East (I56);

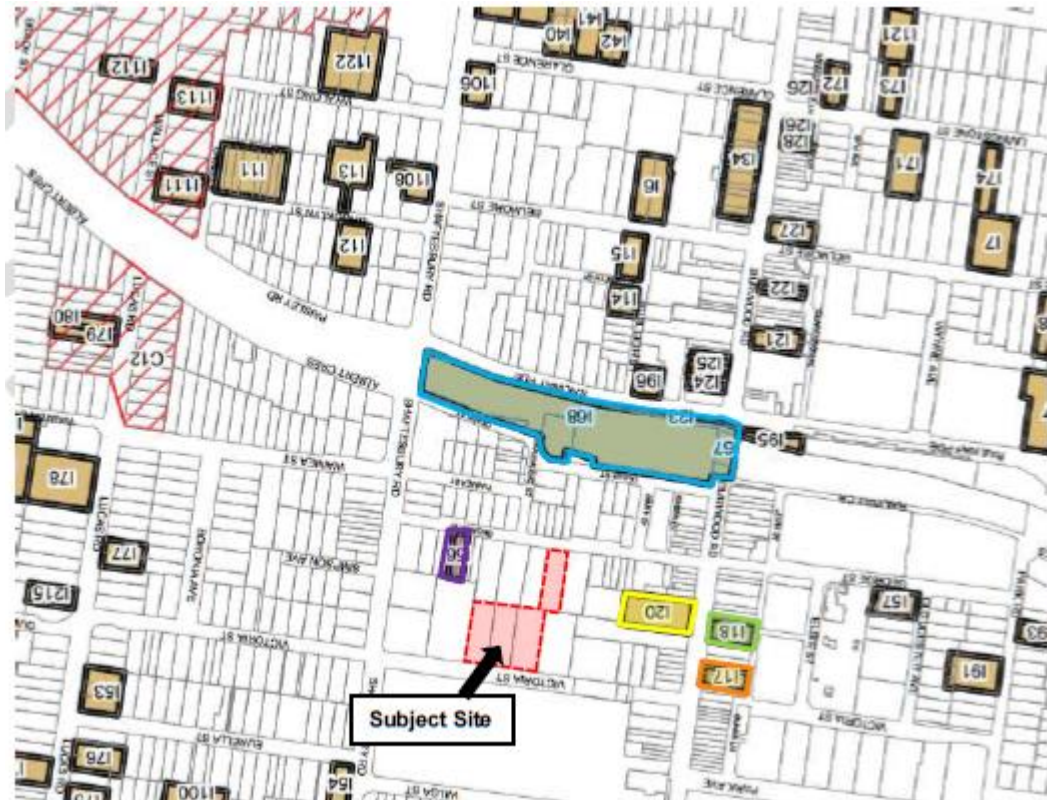


Figure 33: Heritage Map (Source: Heritage Impact Statement, City Plan Heritage)

The proposed development, as detailed in Section 5.0 of this report, has been developed over time and has considered seven concept design options. Assessment of the proposed development against the relevant controls has determined that the following clauses of the Burwood DCP 2012, are of most relevance to potential heritage impacts:

...retain and respect significant views/vistas from the public domain to a heritage property, as well as the views/vistas originating from the heritage property itself.

...be recessive in character and not dominate the heritage property;

...reflect the bulk, scale, height and proportion of the heritage property;

Shifting the smaller tower towards the 'Congregational (Uniting) Church and Church Hall Church (120) will create a setback from the higher tower to ensure the visual impact remains the same as the already developed towers around the heritage items and gives a stepped transitional effect away from the Church. It is, however, acknowledged that the higher tower at the edge of the block closer to the consistent lower scale residential development on the eastern side of Shaftsbury Road would create a more dramatic impact in terms of building envelope and additional shadowing as well as unchanged historic character of the eastern edge of the town centre. In direct views to the Church from Burwood Road, the spire will remain uninterrupted against the skyline with the towers framing the edges. This is an acceptable impact, and as noted it is expected.

As a mitigation measure, the proponent has offered to contribute to the preparation of a Conservation Management Plan for the Church, at DA stage, to create an exemplar of architectural excellence and a landmark in Burwood Town Centre's rapidly and dramatically changing urban form.

6.3.3 Has the planning proposal adequately addressed any social and economic?

The proposed development contributes to the continued social and economic growth of the area by increasing choice, convenience and amenity of retail development in the area.

The indicative concept plan has been informed by the following retail and economic investigations:

- Economic Impact Assessment prepared by AEC Group (**Appendix 6**); and
- Retail Impact Assessment prepared by Location IQ (**Appendix 5**).

A summary of these assessments has been provided below.

Economic

The proposed development will result in positive economic benefits to the local Burwood economy. It will provide a net increase of approximately 6,326 sqm of contemporary commercial floor space and approximately 3,970 sqm of retail floor space. This will ensure that the site can continue to provide jobs to local residents and will also encourage a greater variety of businesses to establish within the town centre.

As outlined in the summary table below, the proposed will result in a net increase in output, gross regional product, income and employment when compared to a complying development under existing controls.

Impact	Output (\$M)	Gross Regional Product (\$M)	Incomes (\$M)	Employment (FTEs)
Base Case				
Direct	\$72.5	\$40.9	\$29.3	453
Type I Flow-On	\$28.2	\$14.6	\$8.5	92
Type II Flow-On	\$63.8	\$39.2	\$16.9	236
Total	\$164.5	\$94.7	\$54.7	781
Proposal Case				
Direct	\$94.4	\$53.5	\$38.9	559
Type I Flow-On	\$37.6	\$19.5	\$11.5	124
Type II Flow-On	\$85.1	\$52.4	\$22.6	315
Total	\$217.1	\$125.3	\$73.0	999
Increase in Economic Activity				
Direct	\$21.9	\$12.6	\$9.6	106
Type I Flow-On	\$9.4	\$4.9	\$3.0	33
Type II Flow-On	\$21.3	\$13.1	\$5.7	79
Total	\$52.6	\$30.6	\$18.3	218

Figure 34: Additional Economic Activity (Source: AEC Group, 2017)

Providing a mix of retail, commercial and residential uses on the site, recognises the importance to grow Burwood as a Strategic Centre, and provide a variety of different high-density land uses within walking distance from the Burwood train station. The provision of investment grade commercial floorspace will serve to strengthen the current Burwood office market and improve the existing supply of commercial office assets, as well as lift Burwood's profile as a suburban commercial office market.

The Proposal also proposes to designate 10% of proposed dwellings for purchase by first home buyers. This reservation would allow a 5% deposit and delayed settlement terms if required. This is an important benefit, considering the cumulative impact of dwelling growth which year-on-year outstrips average wage growth, resulting in a larger affordability gap with the passage of time.

Retail

The site is in the Burwood Town Centre which comprises of several retail destinations, including Westfield (opposite the site to the north) and Burwood Plaza which is proposing expansion of their current retail offerings (refer to figure below).

The proposed development will have the following positive impacts, whilst not affecting the future viability of existing or proposed retailers/centres.

- The provision of a wider range of retail floorspace on the northern side of the train station for local residents and workers;

- The redevelopment could increase the activation of Victoria Street in terms of safety and community place making; and
- The generation of a substantial number of jobs specifically including 248 direct jobs and 236 indirect jobs.



Figure 35: Retail within Burwood Town Centre

Housing Affordability

Increasing the volume of housing supply is a NSW Government imperative because it assists to ensure affordability by tempering the pace of house price growth. The provision of dwellings on the site would help to achieve this and constitutes a strong positive economic impact and will assist to moderate the already high median house prices for the LGA.

Our client is an active developer within the Burwood LGA. They have delivered approximately 170 residential units to the Sydney market, with a further 358 units either approved or currently in the local government pipeline.

Their current focus is the redevelopment of the subject site, which presents a genuine opportunity for our client to offer high quality apartments to young families, the downsizing elderly and also first home buyers, struggling to enter into the competitive Sydney housing market.

As part of the PP a range of mechanisms and measures that support the entry of first home buyers into the market are being offered, including:

- A range of practical financial measures that support the entry of first home buyers into the market, including reduced deposit requirements and extended settlement periods for a proportion of new dwellings; and
- Cap on the selling price of 10% of new dwellings to \$650,000 to support access to the NSW Government's stamp duty exemptions.

These incentives could act as a precedent for other developers to follow and provide real benefits for first home buyers.

Accessibility

The through site link improves access and connectivity, whilst also providing access to publicly accessible and privately owned open space.

Voluntary Planning Agreement

The proponent is willing to enter into a Voluntary Planning Agreement (VPA) with Council to ensure that the proposed public benefits are secured.

An initial offer is explained at **Appendix 9**. The proponent is willing to work with Council to discuss the details further.

6.4 State and Commonwealth Interests

6.4.1 Is there adequate public infrastructure for the planning proposal?

From the analysis undertaken to-date, it is understood the existing public infrastructure is capable of accommodating the demand generated by this PP.

The site is accessible by the existing road network (refer to Figure 36), with Burwood and Shaftesbury Roads located to the east and west of the sites respectively. Both roads connect the site to Parramatta Road to the north and Liverpool Road to the south.

Bus services are provided on the streets surrounding the site and provide services to major destinations including Drummoyne, Hurstville, Chatswood, Cabarita and the Sydney CBD.

The Burwood train station, located approximately 300-400 metres to the south of the site also provides direct services to major employment and retail destinations including Sydney Olympic Park, Backdown and the Parramatta and Sydney CBDs.

Significant improvements to public infrastructure within the town centre are expected, with the recently announcement from the NSW Government, that the following additional services will be provided from November 2017 (Source: Sydney Morning Herald, 2017):

- *More than 1500 new weekly train services across the network, including 750 at weekends;*
- *Almost 7000 new weekly bus services on routes servicing the northern beaches, eastern suburbs, inner west, lower north shore and northern suburbs, Macarthur and the hills districts*

Burwood Park is located 400 metres to the north-west of the site.

Existing utility services will adequately service any future development proposal as a result of this PP, and will be upgraded or augmented where required.

Waste management and recycling services are available through Burwood Council.

The area is generally well-serviced with Police, Ambulance, Fire and other emergency services.

There are several public schools in the vicinity including MLC school along Rowley Street and Burwood Public School along Conder Street.

The Department of Education recently released its School Assets Strategic Plan, to coordinate funding to accommodate growth across NSW. This includes the upgrade of Croydon Public School, Lucas Gardens School, Marie Bashir Public School and Ashbury Public School, which are all in the vicinity of the site.

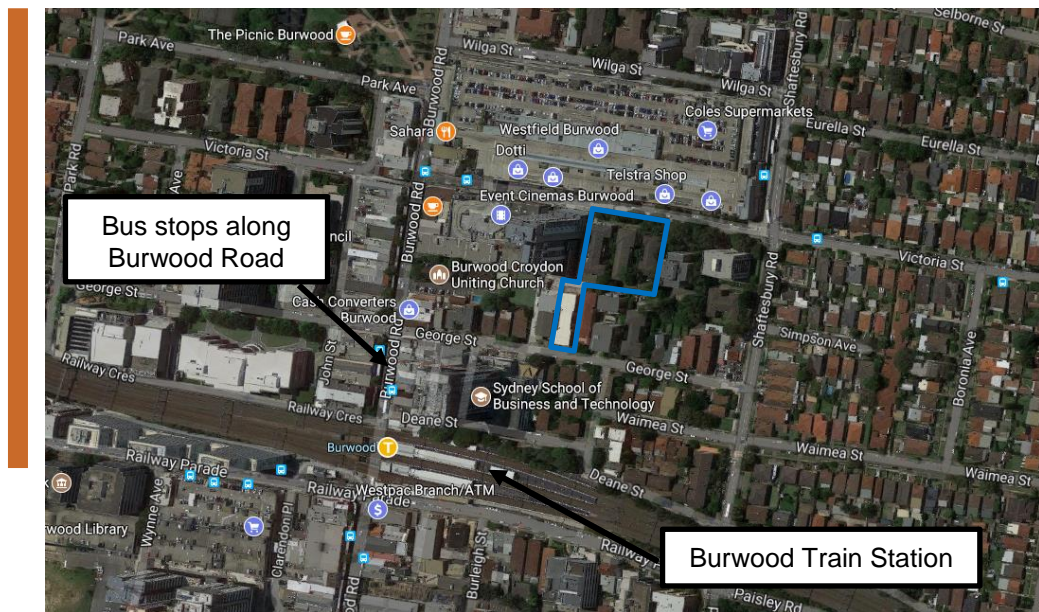


Figure 36: Public Transport, subject site highlighted in blue

6.4.2 What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

A preliminary discussion was held with Land and Housing Corporation (LaHC) on 12 April 2017, to determine whether they wish to amalgamate their site as part of this PP, given they own land immediate to the east of the subject site.

A summary of the outcomes is provided below:

- LaHC advised that they would be happy to provide a letter of support for the PP to cover their site on Victoria Rd as well, but this would be on a no cost/no commitment basis.
- LaHC is not currently looking to redevelop their Victoria Rd site.
- If redevelopment were to be pursued, they would be looking for 4 x uplift as a rule of thumb.
- The current focus is on the Communities Plus program, which involves partnerships with Community Housing Providers for project delivery.

It is envisaged that consultation with other State and Commonwealth public authorities will occur post Gateway.

7. Mapping

In order to implement the proposed controls, the use of a 'Part 6 - Additional local provision' is the preferred mechanism. The following mapping amendments would accompany this clause.

Table 17: Existing and Proposed Mapping

Existing Zoning

Existing maximum building height: 60 metres



AA1 60

Proposed Zoning

Proposed maximum building height: insert new boundary to refer to 77 metres on SP47 and 129 metres on SP49414, SP4241 and SP4711



77 METRES

129 METRES

Refer to Clause 6.8*

Existing floor space ratio: 4.5:1



Y 4.5

Proposed floor space ratio: insert new boundary to refer to 8.5:1 total FSR and 6.6:1 maximum residential FSR in new local provision.



Refer to Clause 6.8*

Existing Building Height Plane: Line C is currently located along the eastern boundary of Shaftesbury Road.



BHP Line Symbol	BHP Line Height	BHP Projected Angle	BHP General Orientation
C	1.0m	36°	West of BHP line

Proposed Building Height Plan: it is proposed to "turn off" this control via the Part 6 - Additional Local Provision, to permit varying building height of up to 129 metres.

The proposed wording for the Part 6 - Additional Local Provision (**Appendix 10**), includes a series of objectives to ensure the principles of the BLEP's Building Height Plane are still achieved.

This therefore does not require a mapping amendment.

*Clause number to be confirmed by Council.

8. Consultation

8.1 Council

Two informal pre-lodgement meetings with Council officers were undertaken on 24 April 2017 and 26 September 2017. A response to Council's initial feedback obtained at these meetings is provided in the table below.

Feedback from Council	Response
Affordable housing must be provided in accordance with the Parramatta Road and District Plan targets	The PP proposes a package of housing affordability incentives to assist first home buyers entering into the property market.
The PP needs to include justification for the proposed height and whether the PP should be expanded to include a broader area rather than being site specific.	<p>As outlined in Section 6 of this PP, the proposed height is consistent with other heights being proposed, approved and/or completed within the Burwood Town Centre and other strategic centres within the Sydney metropolitan area.</p> <p>The Department of Planning and Environment recently announced the Burwood Priority Precinct, which will review planning controls within the town centre to allow for additional housing and employment opportunities. This will include a review of height controls for other sites within the town centre's inner ring. We have been advised by the Department of Planning and Environment that the PP should proceed in advance of the priority precinct.</p>
Pedestrian link should provide a direct link, with a clear line of sight and demonstrate why the proposed link one better than the one currently being pursued in recent approvals	<p>Refer to Section 3. The indicative concept allows for a direct link, with a clear line of sight, between George Street and Victoria Street.</p> <p>This link could either be dedicated to Council or a right of way registered on title to ensure public access. Similar arrangements can be made in relation to the proposed public open space.</p> <p>This can be further discussed with Council.</p>
Open space should be available for public usage but not under Council ownership	
Compliance with the Building Height Plane has been consistently supported.	<p>The objectives of the Building Height Plane include:</p> <p><i>(a) to focus greater building height in the inner part of the Burwood Town Centre and to provide a transition in heights towards the edge of the Burwood Town Centre,</i></p> <p><i>(b) to mitigate any adverse effects on the amenity of existing and future residents living adjacent to the Burwood Town Centre,</i></p> <p><i>(c) to limit building heights to facilitate adequate solar access to land adjoining the Burwood Town Centre.</i></p> <p>The Architectus report demonstrates this PP can achieve the above objectives notwithstanding there is a breach, given the PP encourages a variety of heights within the core of the town centre, whilst limiting shadow impacts to neighbouring residential dwellings, including the low density residential area on the eastern side of Shaftesbury Road.</p> <p>We are willing to discuss this matter with Council as part of the PP's assessment process.</p>

8.2 Community

It is anticipated that the PP will be placed on exhibited for a minimum of 28 days.

The community will be notified of the commencement of the exhibition period via a notice in a local newspaper and via a notice on Burwood Council's website. The written notice will:

- Give a brief description of the objectives or intended outcomes of the PP;
- Indicate the land affected by the PP;
- State where and when the PP can be inspected;
- Give the name and address of the RPA for the receipt of any submissions and
- Indicate the last date for submissions.

During the exhibition period, the following material will be made available for inspection:

- The PP, in the form approved for community consultation by the Director General of Planning and Environment;
- The Gateway determination;
- Any studies relied upon by the PP; and
- Draft site-specific DCP.

9. Project Timeline

The timeframe for the completion of the PP depends on the complexity of the matters raised, the nature of any additional information that may be required and the need for agency and community consultation. The following details are indicative only and may be amended at Gateway to provide the necessary level of confidence that the PP will be finalised within a reasonable time.

Table 18: Indicative Project Timeline

Step	Indicative Timeframe
Lodge PP with Council	October 2017
Lodge PP with DPE	June 2018
Gateway Determination	August 2018
Anticipated timeframe for the completion of required technical information (including draft DCP)	September 2018
Timeframe for government agency consultation (pre and post exhibition as required by the Gateway determination)	October 2018
Commencement and completion dates for public exhibition period.	October 2018
Dates for public hearing (if required)	Not applicable at this stage.
Timeframe for consideration of submissions	November 2018
Timeframe for the consideration of proposal post exhibition	December 2018
Date of submission to the Department to finalise the LEP	January 2019
Anticipated date RPA will make the plan (if delegated)	March 2019
Anticipated date RPA will forward to the Department for notification	March 2019

10. Conclusion

This PP explains the intended effect of, and justification for, the proposed amendment to the height and FSR controls in the Burwood Local Environmental Plan (BLEP) 2012.

The proposed amendment is specific to Nos. 28-34 Victoria Street and 23-27 George Street, Burwood (the site), which is within the recently announced Burwood Priority Precinct and within close walking distance to the Burwood bus and train interchange.

The proposed controls allow for a mixed-use development comprising podium retail/office with residential tower envelopes, along Victoria and George Streets. A direct, wide, activated pedestrian link, extending through the site is a key feature of the proposal, providing direct access between major retail and the Burwood train station.

The indicative built form presented provides a unique opportunity to consolidate four allotments and create a better planning outcome with less overshadowing and improved amenity than a complying scheme (under existing controls).

To achieve this vision for the site, the following amendments to the BLEP are proposed:

Control	Existing (Victoria and George Streets)	Proposed
Floor Space Ratio	4.5:1	8.5:1
Maximum Residential FSR	3:1	6.6:1
Building Height	60 metres	77 metres and 129 metres
Building Height Plane	Building Height Plane "Line C" at eastern boundary of Shaftesbury Road.	
Savings Provision	N/A	Introduce savings provision to allow for a Development Application to be assessed concurrently with the PP.

These amendments will allow for approximately 436 apartments and 1,000 jobs, in addition to the following public benefits:

- A new pedestrian link between Victoria and George Streets to improve connectivity and accessibility between Burwood train station and the major retail attractors (Westfield).
- Floorspace within the development which can be used for community purposes.
- The opportunity to assist housing affordability by introducing measures to assist first home buyers entering into the competitive Sydney housing market such as reduced deposit and extended settlement periods.
- A monetary contribution to Council for new landscaping and improved public domain areas along Victoria Street.
- A monetary contribution to assist the delivery of mitigation works identified in the Traffic Impact Assessment prepared by Road Delay Solutions; and
- A contribution towards preparation of a Conservation Management Plan to support ongoing conservation of the Burwood Uniting Church.

The indicative scheme, accompanying this proposal, responds to the site's surrounding context and topography, by providing a transition in heights and significant setbacks from all

boundaries. This will ensure any impacts such as visual bulk and shadowing are kept to a minimum and in fact offer an improvement over a scheme developed over existing controls.

The PP is supported by a specialist consultant reports, including heritage, economic, traffic, aeronautical and contamination, which all confirm the site's suitability to accommodate the proposed development.

In summary, this PP provides the next step in the growth of the Burwood Town Centre, as a priority precinct, building on and contributing to its growth as a strategic centre in Sydney's Eastern City District. There is a sound planning basis and strategic merit to support the rezoning of the site as promoted by this PP.