

Item: ENV009-22 Adoption for Public Exhibition - Draft Activating Our Centres Policy 2022

Author: Coordinator Strategic Planning

Directorate: Environment and Planning

Matter Type: Committee Reports

ENV009-22

RECOMMENDATION:

- (a) That Council adopt the Draft Activating Our Centres Policy 2022 for public exhibition for a period of no less than 28 days in accordance with the details contained in the report.
- (b) That Council delegate authority to the General Manager to make minor modifications to any numerical, typographical, interpretation and formatting errors, if required, prior to the exhibition.
- (c) That a further report be presented to Council following the conclusion of the public exhibition.

EXECUTIVE SUMMARY

1. At its meeting on 24 February 2020, Council adopted the *Commercial Centres Strategy (Part 1 Centres Analysis) 2020* (Item No. ENV001-20).
2. Through an analysis of non-residential floor space in our centres, Part 1 determined that as redevelopment occurs through planning proposals and development applications, there would be a net loss in non-residential floor space across the centres and that as demand grows in these centres, there would be insufficient capacity to provide essential services for the growing population.
3. As a result, no centre would be able to accommodate their projected 2036 employment floor space demand if future development continues to provide non-residential floor space at current rates.
4. The Commercial Centre Strategy (2020) projects and identifies the demand for employment floor space across all centres to support the additional growth in the resident, worker and visitor population. By 2036, an additional 187,450 square metres of employment floor space is required in the LGA. This is equivalent to an increase of 24% from the existing supply of 793,545 square metres
5. Accordingly, the Strategy recommended increasing the minimum non-residential FSR requirement in the *Georges River Local Environmental Plan (GRLEP) 2021* to address the shortfall in meeting this demand. However, it was recognised that redevelopment is likely to become financially unviable if the minimum non-residential FSR is increased to meet the 2036 demand without considering the overall maximum FSR provided for these centres.
6. To address the ongoing loss of employment floor space in the LGA's centres, a minimum non-residential FSR requirement has been introduced in all centres in the LGA with some centres experiencing an increase in the minimum non-residential FSR requirement; implemented through the GRLEP 2021.

7. To address the net loss of employment floor space in centres resulting from recent development trends and to activate our centres, Council officers have also developed the Draft Activating Our Centres Policy.
8. This policy will guide Council's assessment of planning proposals in our town centres which propose the provision of community facilities, specialised retail premises, shops, registered clubs, entertainment facilities or recreational facilities (indoor) in the basement of developments as excluded floor space (i.e. the floor space that is not included in the gross floor area and subsequent calculation of the floor space ratio).
9. This report provides an overview of the Draft Activating Our Centres Policy (**Attachment 1**) and seeks endorsement to exhibit the draft policy for 28 days.
10. The Policy will be reviewed in two years or as a result of the findings of Part 2 of the *Commercial Centres Strategy*.
11. At its meeting on 22 November 2021 (Item No. ENV053-21), Council considered a report to publicly exhibit the Draft Activating Our Centres Policy. Council resolved to defer the matter for a Councillor briefing.
12. In accordance with Council's resolution, on 21 February 2022 a briefing was held with Councillors on the Draft Activating Our Centres Policy.

BACKGROUND

Commercial Centres Strategy (Part 1 Centres Analysis) 2020

13. Council is preparing a *Commercial Centres Strategy* in two parts (Part 1 and Part 2).
14. Part 1 Centres Analysis ("Part 1") conducts a stocktake of all 48 commercial centres in the Georges River LGA and develops an existing centres hierarchy through a holistic approach informed by an evidence base consisting of independent expert advice, community input and an in-depth review of all centres. This has been completed with the aim of preparing a harmonised planning framework that effectively governs the future development of these centres to support their ongoing viability and the growth of local businesses and jobs in line with Council's LSPS 2040 future vision.
15. The primary purpose of Part 1 was to inform the preparation of the GRLEP 2021 and its accompanying development control plan. This Part addresses the immediate issue concerning the loss of employment floor space through redevelopment by reviewing the existing minimum non-residential floor space requirements, identify the inconsistencies between the existing LEPs and enable the permissibility of a greater variety of land uses in the Georges River LGA's business zones.
16. Part 2 of the Strategy is currently being prepared to inform amendments to the LEP in 2023 and beyond. Through a place-based planning approach, this Part will consider the roles and functions of all 48 centres and provide centre-specific objectives, built form guidelines and investigate the potential expansion of appropriate centres.

Future Employment Floor Space Demand

17. Based on future population forecasts, the LGA's economic profile, recent market trends and drivers, capacity and supply blockages, the Strategy identifies that an additional 187,450sqm of employment floor space is required in the LGA by 2036 to support the growth in the resident, worker and visitor population.
18. The former Hurstville LEP 2012 and Kogarah LEP 2012 specified a minimum non-residential FSR required for some centres. However, the Strategy identifies that the minimum non-residential FSR required by the former LEP controls for any new development leads to a significant shortfall in the net employment floor space provided within each centre. The Strategy examines the effect that this trend will generate on the

ability for the LGA's centres to meet their projected 2036 employment floor space demands. A hypothetical redevelopment scenario is utilised where it is assumed that all sites will be redeveloped to their current maximum FSR with a minimal provision of employment floor space based on the application of Council's LEP controls.

19. A summary of the undersupply of non-residential floor space provided by the former LEP controls is provided in **Table 1**:

Table 1 Undersupply of non-residential floor space provided by the former *Hurstville LEP 2012* and *Kogarah LEP 2012* controls (Source: Part 1 Centres Analysis)

Centre Name	Required by LEP (sqm)	Demand in 2036 (sqm)	Undersupply (sqm)
Hurstville City Centre – current controls	298,796	407,366	-108,570
Hurstville City Centre – HCCUDS controls	269,982	407,366	-137,384
Kogarah Town Centre	66,939	215,715	-148,776
B2 – Beverly Hills (King Georges Road)	12,158	33,761	-21,603
B2 – Kingsgrove (Kingsgrove Road)	4,702	20,315	-15,613
B2 – Mortdale (Morts Road)	2,229	27,014	-14,605
B1 – Oatley (Mulga Road)	12,409	16,290	-14,061
B2 – Penshurst (Penshurst Street)	8,874	20,184	-11,310
B2 – Riverwood (Belmore Road)	12,598	43,279	-30,681
B2 – South Hurstville (King Georges Road)	14,203	30,446	-16,243
All other 39 centres	58,540	167,757	-109,217

20. If all centres were redeveloped in accordance with the minimum non-residential FSR required by the former LEP controls, there would be a total undersupply of 490,680sqm in meeting the 2036 employment floor space demand.
21. As redevelopment occurs through planning proposals and development applications, there would be a net loss in non-residential floor space across the centres and that as demand grows in these centres there would be insufficient capacity to provide essential services for the growing population.

22. As a result, no centre would be able to accommodate their projected 2036 employment floor space demand if future development continues to provide non-residential floor space at rates required by the former LEP controls.
23. Accordingly, the Strategy recommended increasing the minimum non-residential FSR requirement in the GRLEP 2021 to address the shortfall in meeting this demand.
24. As identified in **Table 2** below, the non-residential FSRs required by the 2036 forecasted demand to ensure a reasonable supply of employment floor space for strategic, local and other centres are identified as being between 0.67:1 and 1.6:1.

Table 2 Minimum non-residential FSR required to meet future employment floor space demand (Source: Part 1 Centres Analysis)

Centre Name	Current non-residential FSR	Min. non-residential FSR required by former LEPs	Min. non-residential FSR required to meet 2036 demand
Hurstville City Centre	1.20:1	0.5:1	1.48:1
Kogarah Town Centre	1.21:1	0.5:1	1.60:1
B2 – Beverly Hills (King Georges Road)	0.71:1	0.3:1	0.82:1
B2 – Kingsgrove (Kingsgrove Road)	1.16:1	0.3:1	1.28:1
B2 – Mortdale (Morts Road)	0.74:1	0.3:1	0.98:1
B1 – Oatley West (Mulga Road)	1.06:1	0.3:1	1.17:1
B2 – Penshurst (Penshurst Street)	0.61:1	0.3:1	0.69:1
B2 – Riverwood (Belmore Road)	0.72:1	0.3:1	1.02:1
B2 – South Hurstville (King Georges Road)	0.71:1	0.3:1	0.90:1
B6 – Carlton Enterprise Corridor	0.29:1	0.7:1	0.33:1
All other 38 centres (villages, small villages and neighbourhood centres)	0.58:1	0.3:1	0.67:1

25. Whilst noting the minimum non-residential FSR required to meet future employment floor space demand, it was recognised that redevelopment is likely to become financially unviable if the minimum non-residential FSR is increased to meet the 2036 demand without considering the overall maximum FSR provided for these centres.

26. As discussed above, Part 2 of the Strategy which is currently being prepared will review the development standards (maximum height and FSR controls) for the centres.
27. To address the ongoing loss of employment floor space in the LGA's centres as result of the insufficient minimum non-residential FSR requirement in the former LEPs. Accordingly, the Strategy recommended an interim solution be implemented in the GRLEP 2021 to reduce the loss of employment floor space through redevelopment, including:
- Applying a minimum 0.3:1 non-residential FSR applicable to all mixed-use developments in B1 Neighbourhood Centre, B2 Local Centre and B4 Mixed Use zoned land;
 - Increasing the minimum non-residential FSR to 1:1 in strategic centres;
 - Increasing the minimum non-residential FSR to 0.5:1 in local centres; and
 - Preparing a special area mapping to ensure the increased minimum non-residential FSR is selectively applied to strategic and local centres due to the mismatch in the existing centre's hierarchy classification and the existing land use zone for centres such as B1 – Oatley (Mulga Road).

Georges River Local Environmental Plan 2021

28. The recommended increases to the minimum non-residential FSR requirement from Part 1 of the *Commercial Centres Strategy* have been implemented in the GRLEP 2021 as shown in **Table 3** below.
29. Further increases to the non-residential FSR requirement will be investigated following completion of Part 2 of the Strategy and preparation of LEP 2023.

Table 3 GRLEP 2021 increases to minimum non-residential FSR requirement

Classification	Centre Name	Min. non-residential FSR	
		Former LEPs	GRLEP 2021
Strategic centre	Hurstville City Centre	0.5:1	1:1
Strategic centre	Kogarah Town Centre	0.5:1	1:1
Local centre	B2 – Beverly Hills (King Georges Road)	0.3:1	0.5:1
Local centre	B2 – Kingsgrove (Kingsgrove Road)	0.3:1	0.5:1
Local centre	B2 – Mortdale (Morts Road)	0.3:1	0.5:1
Local centre	B1 – Oatley West (Mulga Road)	0.3:1	0.5:1
Local centre	B2 – Penshurst (Penshurst Street)	0.3:1	0.5:1
Local centre	B2 – Riverwood (Belmore Road)	0.3:1	0.5:1

Classification	Centre Name	Min. non-residential FSR	
Local centre	B2 – South Hurstville (King Georges Road)	0.3:1	0.5:1
Enterprise corridor	B6 – Carlton Enterprise Corridor	0.7:1	Retain as 0.7:1
All other 38 centres (villages, small villages and neighbourhood centres)		0.3:1	Retain as 0.3:1

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Council Meetings

30. At its meeting on 22 November 2021 (Item No. ENV053-21), Council considered a report to publicly exhibit the Draft Activating Our Centres Policy and resolved to defer the matter to a Councillor briefing.
31. In accordance with Council's resolution, on 21 February 2022 a confidential Councillor briefing was held to discuss the Draft Activating Our Centres Policy.

CONTENT OF THE DRAFT ACTIVATING OUR CENTRES POLICY

32. This policy applies to planning proposals that seek to provide a community facility, shop, specialised retail premises, registered club, entertainment facility or recreational facility (indoor) in the basement of developments as additional floor space.
33. The planning proposal must be zoned a business zone under the GRLEP 2021 in one of the following strategic and local centres:

Strategic Centres

- Hurstville City Centre
- Kogarah Town Centre

Local Centres

- Beverly Hills
- Kingsgrove
- Mortdale
- Oatley West
- Penshurst
- Ramsgate
- Riverwood
- South Hurstville

Matters for Consideration and Documentation Required

34. At a minimum, the following matters and documentation required to be addressed in planning proposals intending to utilise this policy include:

Land Uses

35. Appropriate land uses with consideration to the site, surrounding sites within the centre and outside the centre.
36. Provision of the minimum non-residential FSR above ground specified in the GRLEP 2021.

Built Form

37. Consistent with the built form (height, bulk and scale) of the existing and desired future character of the centre as per the DCP. If the centre does not have a character statement the new infill development is to respect and maintain consistency with the established rhythm and scale of existing shopfronts with the scale of development compatible with the size of the lot.
38. Appropriate built form relationship and interface with adjoining buildings, sites within the centre and adjoining the centre.

Public Domain

39. Make a positive contribution to the streetscape and public domain.
40. Propose public domain works in accordance with Council's plans and policies.

Social Impacts

41. The proposal delivers a greater net community benefit compared to the existing use of the site (if required).

Economic Impacts

42. The proposal strengthens the viability of the existing established centre, meets an economic demand for additional employment floor space that cannot be provided within the existing centre, and enhances the existing centre's identity in line with the centres hierarchy classification.

Traffic and Parking

43. Not adversely affect the surrounding road network, including the centre and streets leading to and from the centre.
44. Provide adequate car parking facilities for the highest traffic generating land use permitted for the planning proposal.

Environmental Impacts

45. Proposals on sites comprising the following environmental constraints must consider their impact on the proposal:
 - comprises a heritage item or draft heritage item
 - is within a heritage conservation area or a draft heritage conservation area
 - is subject to an interim heritage order under the NSW Heritage Act
 - is identified on the Acid Sulfate Soils Map in the LEP as being Class 1 or Class 2
 - is significantly contaminated land within the meaning of the *Contaminated Land Management Act 1997*
 - is affected by the Probable Maximum Flood (PMF)
 - is identified on the Coastal Hazard and Risk Map in the LEP

Consultation to Date

46. A briefing with Councillors was held in September 2021 during the preparation of the Draft Policy.

47. A briefing was also held with the Council in February 2022 in accordance with the Council resolution of 22 November 2021 in which Council considered a report to publicly exhibit the Draft Activating Our Centres Policy.

COMMUNITY ENGAGEMENT

48. It is recommended that the Draft Activating Our Centres Policy 2022 be made available for public comment for a period of no less than 28 days and a report be presented to Council on the feedback received during the exhibition phase.

Community Engagement

Stakeholders	Consultation Action
General Consultation	<ul style="list-style-type: none"> Information to be included on Council's Your Say webpage 2 x advertisements to be placed in the local newspaper (during separate weeks of the exhibition) Council's Strategic Planning staff will be available during office hours to answer telephone and face to face enquiries
Stakeholder Consultation	<ul style="list-style-type: none"> Notification of public exhibition of the draft policy to applicants who have lodged (or intend to lodge) planning proposals with Council for assessment that would be affected by this draft policy. Targeted consultation with the business community and key landowners.
Media	<ul style="list-style-type: none"> Media release to be sent to the local newspaper prior to the commencement of the exhibition advising of the exhibition of the draft policy.

NEXT STEPS

49. It is recommended that the Draft Activating Our Centres Policy be placed on public exhibition for a period of no less than 28 days commencing in April 2022 to encourage stakeholders to have an opportunity to provide comment and feedback.
50. Once the engagement phase has been completed, a further report will be presented to Council. This report will provide an overview of any issues raised during the exhibition phase and may result in further refining of the Policy.
51. The adopted Policy will guide Council's assessment of planning proposals in our town centres which propose the provision of community facilities, specialised retail premises, shops, registered clubs, entertainment facilities or recreational facilities (indoor) in the basement of developments as excluded floor space.
52. The Draft Activating Our Centres Policy will be reviewed in two years or as a result of the findings of Part 2 of the *Commercial Centres Strategy*.

FINANCIAL IMPLICATIONS

53. Public exhibition of the Draft Policy will be funded from Council's existing strategic planning budget.

RISK IMPLICATIONS

54. No risks identified.

FILE REFERENCE

SF21/5228

ATTACHMENTS

Attachment [↓](#)1  Draft Activating Our Centres Policy

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ACTIVATING OUR CENTRES POLICY

Insert year approved/active 20xx

POLICY ADMINISTRATION

Dates	Policy approved xx/xx/xxxx This policy is effective upon its approval. Policy is due for review xx/xx/xxxx (3 years from approval)
Approved by	Council Meeting xx/xx/xxxx Council Resolution xxx
Exhibition Period	<i>Include date of exhibition to the public</i>
Policy Owner	Manager Strategic Planning
Related Documents	Department of Planning and Environment's <i>Guide to Preparing Planning Proposals</i> <i>Georges River Development Control Plan 2021</i> <i>Commercial Centres Strategy (Part 1 Centres Analysis) 2020</i>
Appendices	Appendix A – Zoning map extracts of the strategic and local centres applicable to this policy
References & Legislation	<i>Environmental Planning and Assessment Act 1979</i> <i>Georges River Local Environmental Plan 2021</i>
Document Identifier	Policy #: <i>Allocated by Senior Policy Specialist once policy is approved (includes the version number)</i> Doc #: <i>Please enter CM9/Document identification number</i>
Breaches of Policy	Breaches of any policy will be dealt with and responded to in accordance with adopted codes and/or relevant legislation.
Record Keeping	All documents and information obtained in relation to the implementation of this policy will be kept in accordance with the NSW <i>State Records Act 1998</i> , Georges River Council's Corporate Records Policy and adopted internal procedures.

PURPOSE

The purpose of this policy is to outline Council's position, approach and requirements to increasing non-residential floor space in our town centres to meet the needs of the community and address the net loss of employment floor space in centres resulting from recent development trends. This policy will guide Council's assessment of planning proposals in our town centres which propose the provision of community facilities, shops, registered clubs, entertainment facilities or recreational facilities (indoor) in the basement of developments as excluded floor space (i.e. the floor space that is not included in the gross floor area and subsequent calculation of the floor space ratio).

SCOPE

This policy applies to planning proposals that seek to provide a community facility, shop, specialised retail premises, registered club, entertainment facility or recreational facility (indoor) in the basement of developments as excluded floor space (i.e. the floor space that is not included in the gross floor area and subsequent calculation of the floor space ratio).

The planning proposal must be zoned a business zone (i.e. B1 Neighbourhood Centre, B2 Local Centre, B3 Commercial Core or B4 Mixed Use zone) under the *Georges River LEP 2021 (the LEP)* in one of the following strategic and local centres as identified by the *Georges River Local Strategic Planning Statement 2040 (LSPS 2040)*:

Strategic Centres

- Hurstville City Centre
- Kogarah Town Centre

Local Centres

- Beverly Hills
- Kingsgrove
- Mortdale
- Oatley West
- Penshurst
- Ramsgate
- Riverwood
- South Hurstville

The above centres have been informed by the *South District Plan* and the *Commercial Centres Strategy (Part 1 Centres Analysis) 2020* which is discussed below.

Zoning map extracts of the strategic and local centres to which this policy applies and listed above are provided in **Appendix A**.

CONTEXT

Commercial Centres Strategy (Part 1 Centres Analysis) 2020

Council is preparing a Commercial Centres Strategy in two parts (Part 1 and Part 2). Part 1 Centres Analysis ("Part 1") conducts a stocktake of all 48 commercial centres in the Georges River LGA and develops an existing centres hierarchy through a holistic approach informed by an evidence base consisting of independent expert advice, community input and an in-depth review of all centres. This has been completed with the aim of preparing a harmonised planning framework that effectively governs the future development of these centres to support their ongoing viability and the growth of local businesses and jobs in line with Council's *LSPS 2040* future vision.

The primary purpose of Part 1 was to inform the preparation of the *Georges River Local Environmental Plan 2021* (GRLEP 2021) and its accompanying development control plan. This Part addresses the immediate issue concerning the loss of employment floor space through redevelopment by reviewing the existing minimum non-residential floor space requirements, identify the inconsistencies between the existing LEPs and enable the permissibility of a greater variety of land uses in the Georges River LGA's business zones. A set of rezoning criteria guideline was also developed in this Part to manage proponent-led proposals that seek to expand existing centres.

Part 2 of the Strategy is currently being prepared to inform amendments to the LEP in 2023 and beyond. Through a place-based planning approach, this Part will consider the roles and functions of all 48 centres and provide centre-specific objectives, built form guidelines and investigate the potential expansion of appropriate centres.

Future Employment Floor Space Demand

Based on future population forecasts, the LGA's economic profile, recent market trends and drivers, capacity and supply blockages, the Strategy identifies that an additional 187,450sqm of employment floor space is required in the LGA by 2036 to support the growth in the resident, worker and visitor population.

The former *Hurstville LEP 2012* and *Kogarah LEP 2012* specified a minimum non-residential FSR required for some centres. However, the Strategy identifies that the minimum non-residential FSR required by the former LEP controls for any new development leads to a significant shortfall in the net employment floor space provided within each centre. The Strategy examines the effect that this trend will generate on the ability for the LGA's centres to meet their projected 2036 employment floor space demands. A hypothetical redevelopment scenario is utilised where it is assumed that all sites will be redeveloped to their current maximum FSR with a minimal provision of employment floor space based on the application of Council's LEP controls. A summary of the undersupply of non-residential floor space provided by the former LEP controls is provided in **Table 1** below.

Table 1 Undersupply of non-residential floor space provided by the former *Hurstville LEP 2012* and *Kogarah LEP 2012* controls (Source: Part 1 Centres Analysis)

Centre Name	Required by LEP (sqm)	Demand in 2036 (sqm)	Undersupply (sqm)
Hurstville City Centre – current controls	298,796	407,366	-108,570
Hurstville City Centre – HCCUDS controls	269,982	407,366	-137,384
Kogarah Town Centre	66,939	215,715	-148,776
B2 – Beverly Hills (King Georges Road)	12,158	33,761	-21,603
B2 – Kingsgrove (Kingsgrove Road)	4,702	20,315	-15,613
B2 – Mortdale (Morts Road)	2,229	27,014	-14,605
B1 – Oatley (Mulga Road)	12,409	16,290	-14,061
B2 – Penshurst (Penshurst Street)	8,874	20,184	-11,310
B2 – Riverwood (Belmore Road)	12,598	43,279	-30,681
B2 – South Hurstville (King Georges Road)	14,203	30,446	-16,243
All other 39 centres	58,540	167,757	-109,217

If all centres were redeveloped in accordance with the minimum non-residential FSR required by the former LEP controls, there would be a total undersupply of 490,680sqm in meeting the 2036 employment floor space demand.

As redevelopment occurs through planning proposals and development applications, there would be a net loss in non-residential floor space across the centres and that as demand grows in these centres there would be insufficient capacity to provide essential services for the growing population.

As a result, no centre would be able to accommodate their projected 2036 employment floor space demand if future development continues to provide non-residential floor space at rates required by the former LEP controls.

Accordingly, the Strategy recommended increasing the minimum non-residential FSR requirement in the GRLEP 2021 to address the shortfall in meeting this demand.

As identified in **Table 2** below, the non-residential FSRs required by the 2036 forecasted demand to ensure a reasonable supply of employment floor space for strategic, local and other centres are identified as being between 0.67:1 and 1.6:1.

Table 2 Minimum non-residential FSR required to meet future employment floor space demand (Source: Part 1 Centres Analysis)

Centre Name	Current non-residential FSR	Min. non-residential FSR required by former LEPs	Min. non-residential FSR required to meet 2036 demand
Hurstville City Centre	1.20:1	0.5:1	1.48:1
Kogarah Town Centre	1.21:1	0.5:1	1.60:1
B2 – Beverly Hills (King Georges Road)	0.71:1	0.3:1	0.82:1
B2 – Kingsgrove (Kingsgrove Road)	1.16:1	0.3:1	1.28:1
B2 – Mortdale (Morts Road)	0.74:1	0.3:1	0.98:1
B1 – Oatley West (Mulga Road)	1.06:1	0.3:1	1.17:1
B2 – Penshurst (Penshurst Street)	0.61:1	0.3:1	0.69:1
B2 – Riverwood (Belmore Road)	0.72:1	0.3:1	1.02:1
B2 – South Hurstville (King Georges Road)	0.71:1	0.3:1	0.90:1
B6 – Carlton Enterprise Corridor	0.29:1	0.7:1	0.33:1
All other 38 centres (villages, small villages and neighbourhood centres)	0.58:1	0.3:1	0.67:1

Whilst noting the minimum non-residential FSR required to meet future employment floor space demand, it was recognised that redevelopment is likely to become financially unviable if the minimum non-residential FSR is increased to meet the 2036 demand without considering the overall maximum FSR provided for these centres.

As discussed above, Part 2 of the Strategy which is currently being prepared will review the development standards (maximum height and FSR controls) for the centres.

However, an immediate response is required to address the ongoing loss of employment floor space in the LGA's centres as result of the insufficient minimum non-residential FSR requirement in the former LEPs. Accordingly, the Strategy recommended an interim solution be implemented in the GRLEP 2021 to reduce the loss of employment floor space through redevelopment, including:

- Applying a minimum 0.3:1 non-residential FSR applicable to all mixed use developments in B1 Neighbourhood Centre, B2 Local Centre and B4 Mixed Use zoned land;
- Increasing the minimum non-residential FSR to 1:1 in strategic centres;
- Increasing the minimum non-residential FSR to 0.5:1 in local centres; and
- Preparing a special areas mapping to ensure the increased minimum non-residential FSR is selectively applied to strategic and local centres due to the mismatch in the existing centres hierarchy classification and the existing land use zone for centres such as B1 – Oatley (Mulga Road).

Georges River Local Environmental Plan 2021

The recommended increases to the minimum non-residential FSR requirement from Part 1 of the *Commercial Centres Strategy* have been implemented in the GRLEP 2021 as shown in **Table 3** below.

Further increases to the non-residential FSR requirement will be investigated following completion of Part 2 of the Strategy and preparation of LEP 2023.

Table 3 GRLEP 2021 increases to minimum non-residential FSR requirement

Classification	Centre Name	Min. non-residential FSR	
		Former LEPs	GRLEP 2021
Strategic centre	Hurstville City Centre	0.5:1	1:1
Strategic centre	Kogarah Town Centre	0.5:1	1:1
Local centre	B2 – Beverly Hills (King Georges Road)	0.3:1	0.5:1
Local centre	B2 – Kingsgrove (Kingsgrove Road)	0.3:1	0.5:1
Local centre	B2 – Mortdale (Morts Road)	0.3:1	0.5:1
Local centre	B1 – Oatley West (Mulga Road)	0.3:1	0.5:1
Local centre	B2 – Penshurst (Penshurst Street)	0.3:1	0.5:1
Local centre	B2 – Riverwood (Belmore Road)	0.3:1	0.5:1

Classification	Centre Name	Min. non-residential FSR	
		Former LEPs	GRLEP 2021
Local centre	B2 – South Hurstville (King Georges Road)	0.3:1	0.5:1
Enterprise corridor	B6 – Carlton Enterprise Corridor	0.7:1	Retain as 0.7:1
All other 38 centres (villages, small villages and neighbourhood centres)		0.3:1	Retain as 0.3:1

SUPPORTING DOCUMENTS

This policy is supported by, and should be read in conjunction with the following:

- Department of Planning, Industry and Environment's *Guide to Preparing Planning Proposals*
- *Georges River Local Environmental Plan 2021*
- *Georges River Development Control Plan 2021*
- *Commercial Centres Strategy (Part 1 Centres Analysis) 2020*
- *Georges River Local Strategic Planning Statement 2040*
- *Hurstville City Centre Urban Design Strategy 2018*
- *Hurstville 'Heart of the City' Place Strategy 2019*
- *Hurstville City Centre – Revitalisation (Concept Report) 2020*
- *Kogarah Place Strategy 2020*
- *Georges River 2050 Leading for Change 2020*
- *Georges River Night Time Economy Study 2021*
- *Georges River Transport Strategy 2021*

DEFINITION OF TERMS

Term	Meaning
basement (as per the LEP)	means the space of a building where the floor level of that space is predominantly below ground level (existing) and where the floor level of the storey immediately above is less than 1 metre above ground level (existing).
Excluded floor space	means the floor space that is not included in the gross floor area and subsequent calculation of the floor space ratio.
Council	means Georges River Council.
DCP 2021	means the <i>Georges River Development Control Plan 2021</i> .

Term	Meaning
community facility (as per the LEP)	means a building or place— <ul style="list-style-type: none"> owned or controlled by a public authority or non-profit community organisation, and used for the physical, social, cultural or intellectual development or welfare of the community, but does not include an educational establishment, hospital, retail premises, place of public worship or residential accommodation.
entertainment facility (as per the LEP)	means a theatre, cinema, music hall, concert hall, dance hall and the like, but does not include a pub or registered club.
floor space ratio (refer to Clause 4.5 of the LEP)	of buildings on a site is the ratio of the gross floor area of all buildings within the site to the site area.
gross floor area (as per the LEP)	means the sum of the floor area of each floor of a building measured from the internal face of external walls, or from the internal face of walls separating the building from any other building, measured at a height of 1.4 metres above the floor, and includes— <ul style="list-style-type: none"> (a) the area of a mezzanine, and (b) habitable rooms in a basement or an attic, and (c) any shop, auditorium, cinema, and the like, in a basement or attic, but excludes— (d) any area for common vertical circulation, such as lifts and stairs, and (e) any basement— <ul style="list-style-type: none"> (i) storage, and (ii) vehicular access, loading areas, garbage and services, and (f) plant rooms, lift towers and other areas used exclusively for mechanical services or ducting, and (g) car parking to meet any requirements of the consent authority (including access to that car parking), and (h) any space used for the loading or unloading of goods (including access to it), and (i) terraces and balconies with outer walls less than 1.4 metres high, and (j) voids above a floor at the level of a storey or storey above.
ground level (existing) (as per the LEP)	means the existing level of a site at any point.
GRLEP 2021	means the <i>Georges River Local Environmental Plan 2021</i> .
LGA	means Local Government Area.

Term	Meaning
LSPS 2040	means the <i>Georges River Local Strategic Planning Statement 2040</i>
Non-residential floor space ratio (as per the LEP)	means the ratio of the gross floor area of that part of a building used or proposed to be used for a purpose other than residential accommodation in a building on the site to the site area.
Planning Proposal	means a document which requests changes to Council's Local Environmental Plans. It may include a rezoning request or a request to increase the height or density of a proposed building. Planning Proposals can be requested by either Council, a landowner or developer.
recreation facility (indoor) (as per the LEP)	means a building or place used predominantly for indoor recreation, whether or not operated for the purposes of gain, including a squash court, indoor swimming pool, gymnasium, table tennis centre, health studio, bowling alley, ice rink or any other building or place of a like character used for indoor recreation, but does not include an entertainment facility, a recreation facility (major) or a registered club.
registered club (as per the LEP)	means a club that holds a club licence under the <i>Liquor Act 2007</i> .
shop (as per the LEP)	<p>means premises that sell merchandise such as groceries, personal care products, clothing, music, homewares, stationery, electrical goods or the like or that hire any such merchandise, and includes a neighbourhood shop and neighbourhood supermarket, but does not include food and drink premises or restricted premises.</p> <p>*Note: In accordance with Clause 5.4 of the LEP:</p> <ul style="list-style-type: none"> - neighbourhood shops – retail floor area must not exceed 100 square metres. - neighbourhood supermarkets – gross floor area must not exceed 1,000 square metres.
Specialised retail premises (as per the LEP)	<p>means a building or place the principal purpose of which is the sale, hire or display of goods that are of a size, weight or quantity, that requires—</p> <ul style="list-style-type: none"> (a) a large area for handling, display or storage, or (b) direct vehicular access to the site of the building or place by members of the public for the purpose of loading or unloading such goods into or from their vehicles after purchase or hire, <p>but does not include a building or place used for the sale of foodstuffs or clothing unless their sale is ancillary to the sale, hire or display of other goods referred to in this definition.</p> <p>Note: Examples of goods that may be sold at specialised retail premises include automotive parts and accessories, household appliances and fittings, furniture, homewares, office equipment, outdoor and recreation equipment, pet supplies and party supplies.</p>

POLICY STATEMENT

1. Council's Commitment

1.1. Council is committed to facilitating developments that are in the public interest. Council will achieve this by:

1.1.1. Ensuring proposals are supported by a social impact assessment that determines the development will deliver a greater net community benefit compared to the existing use of the site.

1.2. Council is committed to activating our strategic and local centres in the Georges River LGA. Council will achieve this by:

1.2.1. Facilitating the provision of more commercial floor space in our centres for community facilities, shops, registered clubs, entertainment facilities and recreational facilities (indoor).

1.2.2. Ensuring developments in our centres make a positive contribution to the streetscape and public domain, such as promoting built forms and land uses that attract pedestrian traffic along ground floor street frontages, providing public spaces at ground level, permeable pedestrian and cycle networks, retention or improvement of public view corridors and high quality public amenity.

1.3. Council is committed to meeting the employment, day to day and recreational needs of the Georges River community. Council will achieve this by:

1.3.1. Facilitating the provision of more commercial floor space in our centres for community facilities, shops, registered clubs, entertainment facilities and recreational facilities (indoor).

1.4. Council is committed to facilitating developments that deliver the highest standard of sustainable architecture and urban design. Council will achieve this by:

1.4.1. Ensuring developments reflect an appropriate built form and comply with best practice design excellence which are accentuated in Council's policies and strategies that support this policy.

1.5. Council is committed to ensuring the viability of our centres are not compromised by development. Council will achieve this by:

1.5.1. Ensuring proposals are supported by an economic impact assessment that determines the development will not adversely affect the viability of the centre or surrounding centres.

1.6. Council is committed to ensuring its policies remain effective and relevant. Council will achieve this by:

1.6.1. Reviewing this policy in two years or as a result of Part 2 of the *Commercial Centres Strategy*.

Note: If Council agrees to an applicant utilising this policy, it does not mean Council or the Department of Planning, Industry and Environment will support the planning proposal as a whole.

MATTERS FOR CONSIDERATION AND DOCUMENTATION REQUIRED

A planning proposal should contain enough information to identify relevant environmental, social, economic and other site-specific considerations.

Council encourages prospective applicants to discuss their proposals with the Strategic Planning team as early as possible and to seek feedback on matters that are specific to their proposal through the pre-lodgement process. In particular, Council encourages prospective applicants who wish to seek excluded floor space under this policy to meet with Council prior to lodging their planning proposal. This will ensure that a proponent does not commit time and resources undertaking unnecessary studies or preparing information that does not address the main areas of concern with appropriate detail.

A copy of the planning proposal pre-lodgement meeting form is available on Council's website at: <https://www.georgesriver.nsw.gov.au/Development/Planning-Controls/Planning-Proposals>

All planning proposals are required to be prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979* and the NSW Department of Planning, Industry and Environment's *Guide to Preparing Planning Proposals*. In particular, planning proposals are to demonstrate their strategic merit and site-specific merit as specified in the *Guideline*.

The purpose of this policy is to outline Council's position, approach and requirements to increasing non-residential floor space in our town centres to meet the needs of the community. Therefore, rather than outlining matters to be considered by all planning proposals, this policy will focus on the matters for consideration that will guide Council's assessment of planning proposals in our town centres which propose the provision of community facilities, shops, registered clubs, entertainment facilities and recreational facilities (indoor) in the basement of developments as excluded floor space.

Accordingly, the matters for consideration listed below are those Council wish to emphasise to applicants intending to use this policy. However, there may be other matters not listed in this policy that may be required to be addressed by applicants at the planning proposal stage or development application stage subject to Council's DA Guidelines.

At a minimum, the following matters and documentation required to be addressed in planning proposals intending to utilise this policy include:

Land Uses

- **Matter for consideration:** Appropriate land uses with consideration to the site, surrounding sites within the centre and outside the centre.

- **Documentation required:** Site analysis and context detailing the current use of the site, all sites within the centre and adjoining the centre (minimum three sites on either side of the centre), including the type of commercial and community uses.
- **Matter for consideration:** Provision of a minimum non-residential FSR of 0.5:1 in Local Centres and 1:1 in Strategic Centres above ground to ensure compliance with the GRLEP 2021.
 - **Documentation required:** Concept plans for the future development, including the location of proposed land uses and their composition by FSR above and below ground.

Built Form

- **Matter for consideration:** Consistent with the built form (height, bulk and scale) of the existing and desired future character of the centre as per the applicable Character Statements for the Centre (refer to Section 7.2 – B2 Locality Controls and Section 8.1.2 Local Precinct Character Statements for the Kogarah Town Centre of the DCP). If the centre does not have a character statement, the new infill development is to respect and maintain consistency with the established rhythm and scale of existing shopfronts with the scale of development compatible with the size of the lot.
 - **Documentation required:** Urban design analysis or masterplan and photomontages showing the context of the proposed development to adjoining and surrounding sites within and outside the centre, such as street frontage elevations and a streetscape character analysis.
- **Matter for consideration:** Appropriate built form relationship and interface with adjoining buildings, sites within the centre and adjoining the centre.
 - **Documentation required:** Urban design analysis or masterplan and photomontages, including solar access diagrams, elevations and sections showing interfaces with adjoining sites and potential impacts on amenity, especially when adjoining residential developments.

Note: Council may require applicants to prepare and submit a site specific DCP that incorporates components of the urban design analysis or master plan with the planning proposal at their own expense in consultation with Council once Council has endorsed the planning proposal in principle.

Public Domain

- **Matter for consideration:** Make a positive contribution to the streetscape and public domain, including promoting built forms, creating public spaces and land uses that attract pedestrian traffic along ground floor street frontages; providing permeable pedestrian and cycle networks (if possible, including as per the *Georges River Transport Strategy 2021*); retaining or improving public view corridors; locating shops where they will be most visible; and minimising vehicular entrance widths.
 - **Documentation required:** Urban design analysis or master plan and photomontages, including a view analysis and pedestrian and cycle network plans that show linkages to public transport and around the centre, including

key sites within and adjoining the centre (such as community facilities and open space).

- **Matter for consideration:** Propose public domain works in accordance with Council's plans and policies, including the DCP and strategy documents supporting this policy listed above.
 - **Documentation required:** Urban design analysis or master plan and photomontages showing proposed public domain works and public spaces at ground level.

Note: Council may require applicants to prepare and submit a public domain plan for the centre that incorporates components of the urban design analysis or master plan with the planning proposal at their own expense in consultation with Council once Council has endorsed the planning proposal in principle.

Social Impacts

- **Matter for consideration:** The proposal delivers a greater net community benefit compared to the existing use of the site (if required).
 - **Documentation required:** Social impact assessment to determine the potential direct and indirect social impacts of the proposed development, including the impacts on affected groups of people and on their way of life, health, culture and capacity to sustain these.

Economic Impacts

- **Matter for consideration:** The proposal strengthens the viability of the existing established centre, meets an economic demand for additional employment floor space that cannot be provided within the existing centre, and enhances the existing centre's identity in line with the centres hierarchy classification.
 - **Documentation required:** Economic impact assessment.

Parking

- **Matter for consideration:** Not adversely affect the surrounding road network, including the centre and streets leading to and from the centre.
 - **Documentation required:** Traffic impact assessment based on modelling the following scenarios.
 - Scenario 0: Present Traffic Generation – current existing base case based on traffic surveys of the current network.
 - Scenario 1: Future Base without Development – includes the Scenario 0 traffic with the addition of the annual background traffic growth data obtained from Transport for NSW's (TfNSW) Strategic Traffic Forecast Model.
 - Scenario 2: Future Base with Development – includes the Scenario 1 traffic and the proposed highest traffic generating land use permitted under the planning proposal utilising this policy.

Note: Prior to submitting a planning proposal, prospective applicants are recommended to arrange a pre-lodgement planning proposal meeting with Council's Strategic Planning team and Traffic team to determine the requirements of the traffic impact assessment, including scenarios and highest traffic generating land uses to be tested.

- **Matter for consideration:** Provide adequate car parking facilities for the highest traffic generating land use permitted for the planning proposal utilising this policy in accordance with Council's DCP controls. However, proposed development sites within 800 metres walking distance of a train station may propose reduced parking rates in accordance with the *RTA Guide to Traffic Generating Developments* if alternative parking mechanisms are proposed, such as car share parking spaces and green travel plans.
 - **Documentation required:** Traffic impact assessment.

Note: Prior to submitting a planning proposal, prospective applicants are recommended to arrange a pre-lodgement planning proposal meeting with Council's Strategic Planning team and Traffic team to determine the requirements of the traffic impact assessment, including appropriate alternative parking mechanisms and car parking rates.

Environmental Impacts

- **Matter for consideration:** Proposals on sites comprising the following environmental constraints must consider their impact on the proposal:
 - comprises a heritage item or draft heritage item
 - is within a heritage conservation area or a draft heritage conservation area
 - is subject to an interim heritage order under the NSW Heritage Act
 - is identified on the Acid Sulfate Soils Map in the LEP as being Class 1 or Class 2
 - is significantly contaminated land within the meaning of the Contaminated Land Management Act 1997
 - is affected by the Probable Maximum Flood (PMF)
 - is identified on the Coastal Hazard and Risk Map in the LEP
 - **Documentation required:** Assessment of environmental impacts if affected by any of the above constraints.

Additional information, such as geotechnical reports, may be required at the development application stage.

Furthermore, all development applications resulting from a planning proposal utilising this policy must satisfy the following:

- be supported by a Local Flood assessment undertaken in accordance with Council's Stormwater Management Policy regardless of whether the site has been identified as affected by flooding or not. The assessment will need to determine that all developments within basement areas will be protected from flooding for storms up to and including the PMF event; and

- implement design measures that protect the proposed development from inundation and flood damages in the case of any part of the site's drainage system becoming blocked or reaching capacity; and
- not prevent or restrict access to any part of the site's drainage system; and
- the design and installation of the site's stormwater system is to meet all requirements of the National Construction Code and AS/NZS 3500.3; and
- provide evidence from an appropriately qualified person that the proposed development implements appropriate measures to address any impacts from the ground water or water table, such as dampness, air quality and mould.

RESPONSIBILITIES

Position	Responsibility
Councillors	<ul style="list-style-type: none"> • To endorse by resolution this policy
General Manager	<ul style="list-style-type: none"> • Implement Council resolutions relating to this policy
Director Environment and Planning	<ul style="list-style-type: none"> • Provide a contact for Councillor enquiries
Manager Strategic Planning	<ul style="list-style-type: none"> • Adhere to the policy • Provide a point of contact about the meaning and application of the policy • Update the policy as necessary • Ensure compliance with the policy
Staff	<ul style="list-style-type: none"> • Adhere to the policy

VERSION CONTROL AND CHANGE HISTORY

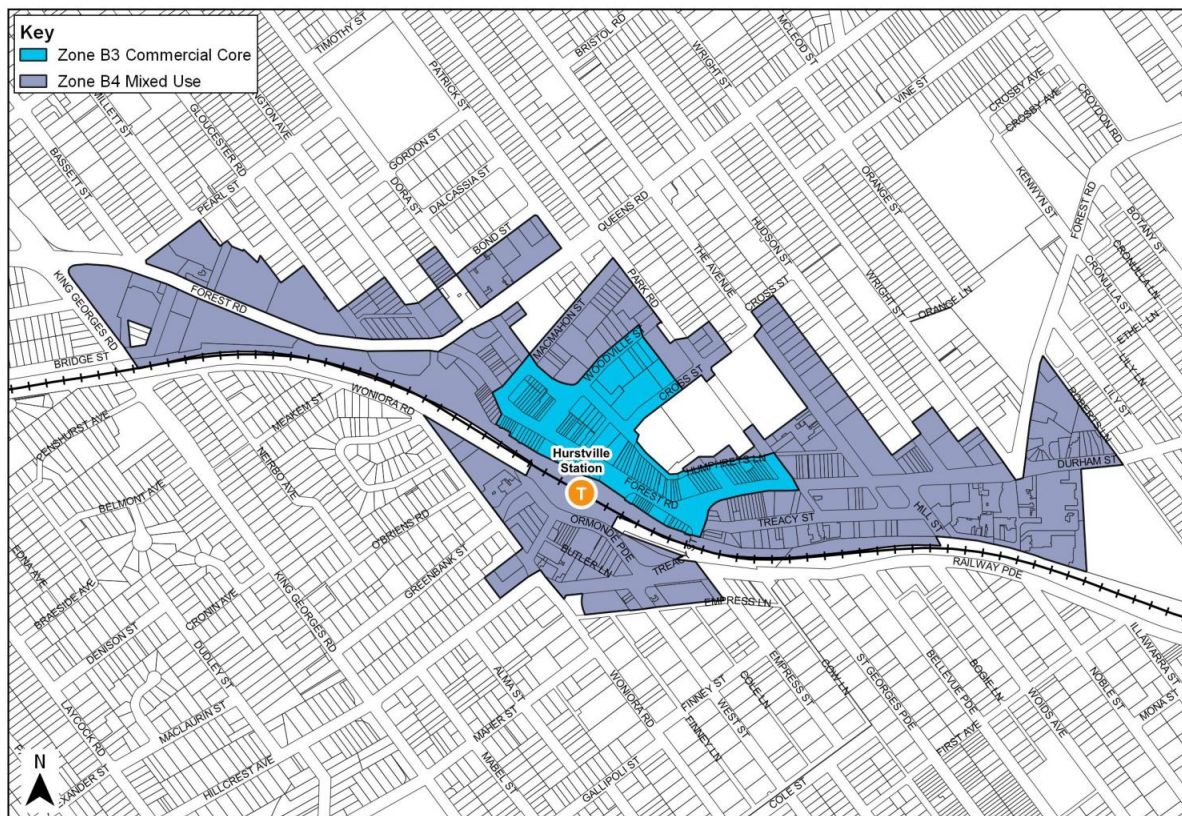
Version	Amendment Details	Policy Owner	Period Active
1.0	New Activating Our Centres Policy adopted by Council	Manager Planning	Strategic xx/xx/xxxx

Appendix A

Zoning map extracts of the strategic and local centres applicable to this policy

Strategic Centres

Hurstville City Centre

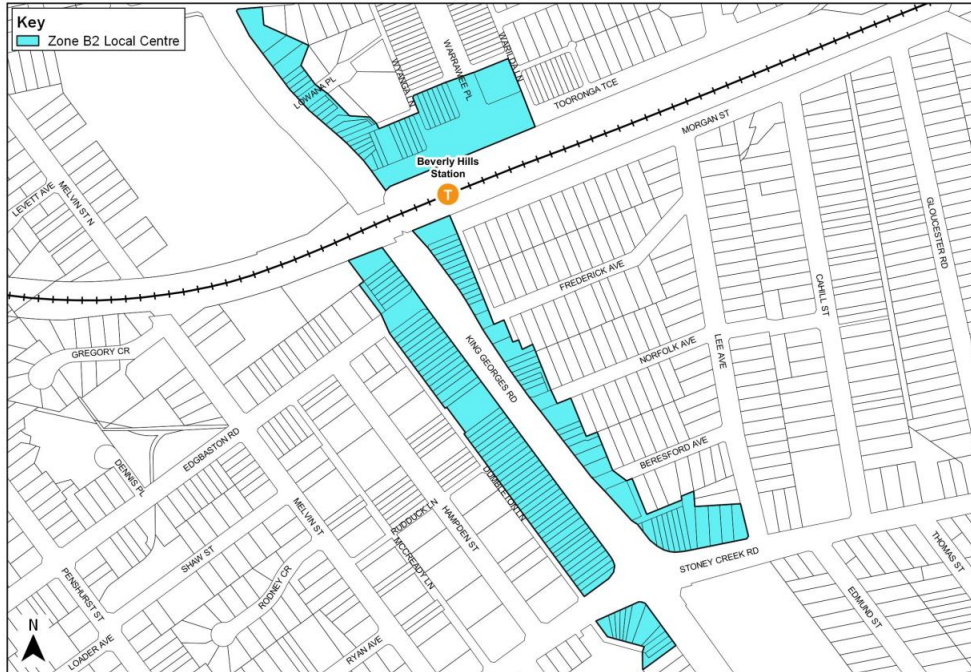


Kogarah Town Centre



Local Centres

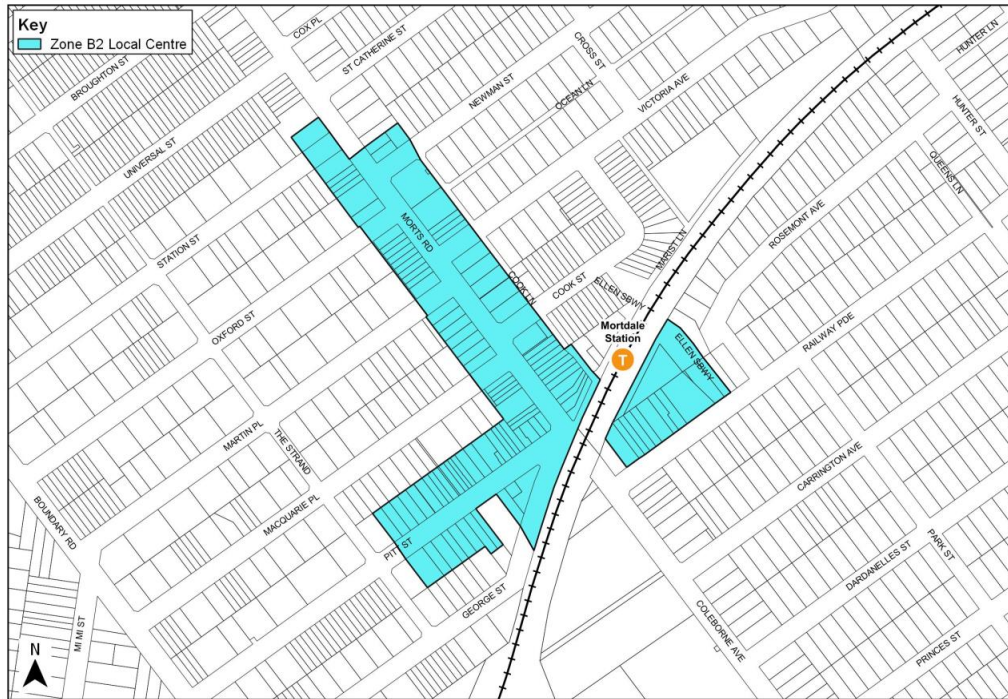
Beverly Hills



Kingsgrove



Mortdale



Oatley West



Penshurst



Ramsgate



Riverwood



South Hurstville

