



171-179 Great North Road & 1A-1B Henry Street, Five Dock **Urban Design Review of Planning Proposal**

Final Report

Prepared by Studio GL for City of Canada Bay Council

March 2024

Acknowledgement of Country

We acknowledge the Wangal People of the Eora nation, the Traditional Custodians of the land on which this project is located.

We pay respect to Elders past and present and extend that respect to all First Nations people.

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Note: This document takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party. The report layout is designed to be printed at A4 portrait.



Studio GL Pty Ltd
77 Buckland Street
Chippendale NSW 2008

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Contact: Diana Griffiths
Email: info@studiogl.com.au

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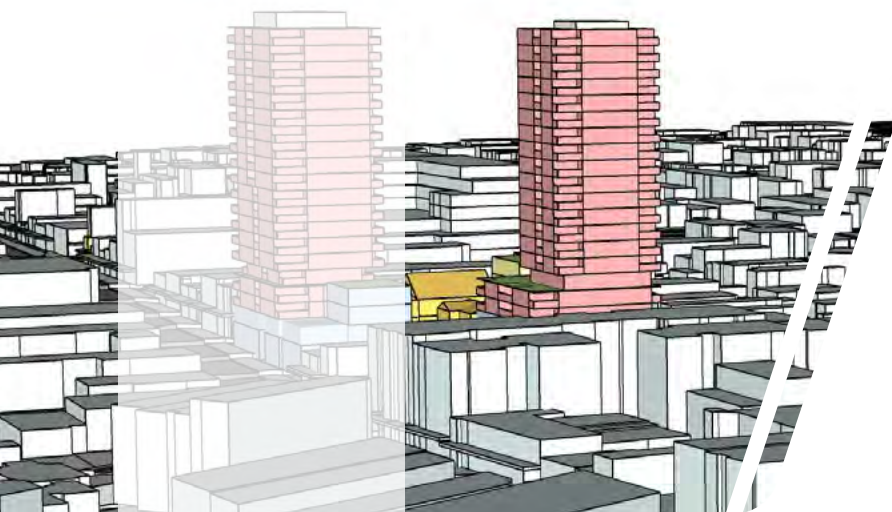
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Chapter 1

Introduction

1-1 Background

1-2 Documents reviewed

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1-1 Background

Overview

Studio GL have been commissioned by the City of Canada Bay (Council) to undertake an Urban Design Review of the Planning Proposal for 171-179 Great North Road and 1A-1B Henry Street, Five Dock, dated December 2023. The report has been prepared in collaboration with John Outtram from 'John Outtram Heritage & Design' to understand the implications of the proposal from a heritage conservation perspective, and to help shape a design recommendation that is more sensitive to the heritage issues. The 4,076m² site has three street frontages and contains three locally listed heritage items (St Alban's Anglican Church, St Alban's Anglican Church Rectory, and St Alban's Anglican Church Hall and Shops).

Studio GL know the Five Dock Town Centre well having worked with Council on the Five Dock Urban Design in 2013, the Five Dock DCP in 2014 and having provided urban design advice to Council on a number of other town centre sites. Studio GL also understand the scale and impact of the future Metro station having worked on the West Metro including the Five Dock Station between 2017-2018 and in 2020.

The site is currently zoned MU1 Mixed Use, with a maximum FSR of 2.5:1 and a maximum building height of 15m. The Planning Proposal (PP) seeks to propose amendments to the Canada Bay Local Environment Plan 2013 (CBLEP 2013) to support a future mixed-use development with increased density.

The proposed amendments to the CBLEP 2013 include:

- Amending the height of buildings control from 15m to 75m.
- Amending the floor space ratio (FSR) control from 2.5:1 to 4.5:1.

This report reviews the key issues and impacts of the PP from an urban design perspective and provides recommendations for the scale of development that would be appropriate for this site, including possible amendments to LEP and DCP controls. Specifically, this report considers whether the proposed height and FSR of the proposed built form responds to the future character of the area, and whether it is appropriate within the context of the three locally listed heritage items (one of which the PP seeks to partially demolish).

Approach and methodology

This urban design report reviews the site context, and considers both the physical context and the planning context of the site. It contains the following:

- An explanation of what is considered best practice urban design.
- A review of the PP from an urban design perspective, with particular consideration for the seven design objectives set out in the *Better Placed* document, namely:
 1. Better fit - contextual, local and of its place
 2. Better performance - sustainable, adaptable and durable
 3. Better for community - inclusive, connected and diverse
 4. Better for people - safe, comfortable and liveable
 5. Better working - functional, efficient and fit for purpose
 6. Better value - creating and adding value
 7. Better look and feel - engaging, inviting and attractive
- A review of the PP and Heritage Impact Statement, particularly considering the *Better Placed* design principles (identified above) from a heritage conservation perspective.

1-2 Documents reviewed

The following documents were reviewed during the review of PP (Dec 2023):

A Metropolis of Three Cities - Greater Sydney Regional Plan	Greater Sydney Commission, March 2018
Eastern City District Plan	Greater Sydney Commission, March 2018
SEPP 65 and the Apartment Design Guide	NSW Government
Better Placed - An integrated design policy for the built environment of New South Wales	Government Architect NSW, May 2017
Evaluating Good Design	Government Architect NSW, March 2018
Planning Proposal Report: St Alban's Anglican Church Precinct - 171-179 Great North Road & 1A-1B Henry Street, Five Dock	Mecone, December 2023
Appendix 1 - Urban Design Report	Carter Williamson, December 2023
Appendix 2 - Survey Plan	Geodesy, July 2021
Appendix 3 - Landscape Report	Yerrabingin, November 2023
Appendix 4 Statement of Heritage Impact Report	Weir Phillips Heritage and Planning, December 2023
Appendix 5 - Traffic Impact Assessment	PDC Consultants, December 2023
Appendix 6 - LEP Mapping Amendments	Mecone, December 2023
Appendix 7 - Social and Community Infrastructure Needs Assessment	Mecone, November 2022
Appendix 8 - Property Market Report	JLL, November 2023
Appendix 9 - Preliminary Site Investigation	Sydney Environmental Group, November 2023
Appendix 10 - Civil and Building Services Planning Proposal Review	Intrax, December 2023



1-3 The Planning Proposal

Planning Proposal, Dec 2023

A Planning Proposal for 171-179 Great North Road and 1A-1B Henry Street, Five Dock has been prepared by Mecone on behalf of Sydney Anglicans and Traders in Purple. The PP is for a mixed-use development which retains the existing heritage listed St Alban's Church, St Alban's Church Rectory and the three shops fronting Great North Road, but demolishes the Church Hall. The remainder of the existing buildings on the site are proposed to be demolished.

The PP seeks approval for a maximum building height of 75m, and a minimum floor space ratio of 4.5:1 across the whole site. The reference scheme shows the development of two 20-storey mixed-use buildings. The proposed buildings both feature a 4-storey podium, and would accommodate:

- Ground floor retail and community/Church facilities.
- Level 1: Commercial and community/Church facilities.
- Levels 2-3: Residential and Church facilities.
- Levels 4-19: Residential.
- Podium common open space (NW tower only).
- Rooftop common open space (SE tower only).
- Rooftop plant and lift overruns.

The PP identifies additional public amenity that will be provided including:

- Basement car parking to service the Church, residents, commercial, childcare and retail uses.
- A new 4 storey building and rooftop open space to accommodate a future childcare centre.
- A new hall with two levels of Church facilities over the rooftop space.
- A new publicly accessible open space and through-site link within the site, linking Henry Street with the new Metro Station.
- A new forecourt area (described as covered but not enclosed).
- Restoration, maintenance and renovation works of the existing St Alban's Church, Rectory and Shops to achieve DDA compliance.

The proposed design includes approximately 13,965m² of residential floor space, 1,932m² of commercial/retail/childcare floor space and 1,161m² of proposed Church use floor space (total floor space of approximately 17,057m²). It has 162 apartments (including 15% affordable dwellings) which include 25 x 1-bedroom dwellings, 97 x 2-bedroom dwellings and 40 x 3-bedroom dwellings. The PP also identifies the provision of 272 car park spaces with 184 reserved for residential and visitor parking uses (22 for affordable dwellings), and 93 car parks for non-residential uses (Church, retail and commercial).



Figure 1 Reference Scheme Design - 3D Perspective from the Planning Proposal Report (Carter Williamson, 2023).

Disclaimer

To assist with developing an understand of the context and scale of the buildings and infrastructure surrounding this site, Studio GL have created a simple 3D model. The PP reference scheme for the proposed built form is presented as a graphically sketched visualisation. The PP provides limited dimensions other than a sketched scale bar. Consequently, the 3D modelling of the Planning Proposal built form by Studio GL is estimated and not based off detailed survey information or detailed architectural plans.

The 3D modelling of the surrounding context, such as the topography, location and height of surrounding buildings and infrastructure (including the future Five Dock Metro Station) is also estimated based off publicly accessible data. Views of the model and the surrounding context should not be relied on for detailed assessment of the Planning Proposal but to help to provide an understanding and visualisation of how the built form is likely to be seen in the existing context. It would be helpful if more detailed plans of the Metro development and the proposed built form were available.

Whilst Five Dock is not identified as a locality that will be subject to the NSW Transport Oriented Development (TOD) SEPP (released December 2023 and expected to be adopted in April 2024). The SGL 3D modelling of built form adjacent to the subject site reflects Part 2 of this SEPP, which allows residential apartment buildings up to six storeys within 400m of 31 train stations. Context buildings have been shown in a different colour and illustrate the potential future scale of development within and around the Five Dock town centre. It is noted that the TOD SEPP has not yet been legislated, reviewed by the community or this approach adopted by Council. Context buildings are therefore only a suggestion of the possible surrounding future built form.



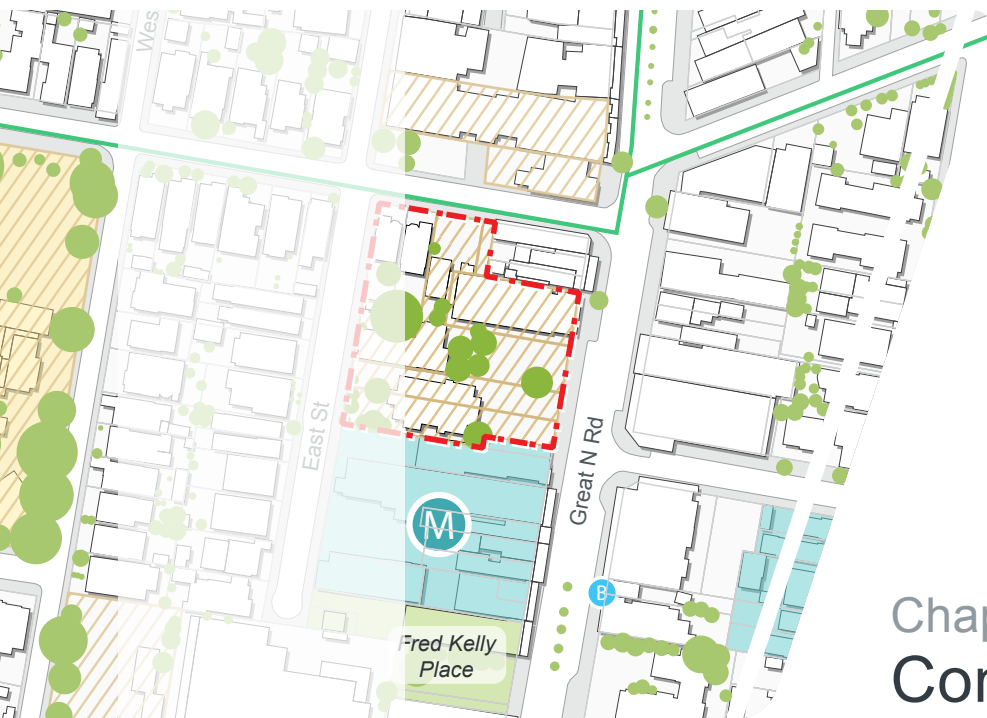
Figure 2 SGL modelled PP built form and context.

Identification of existing buildings on the site

For clarity, this report refers to the existing buildings on the site as the following:



Figure 3 Aerial plan identifying existing buildings on the site



Chapter 2 Context

- 2-1 Metropolitan Context
- 2-2 Strategic Context
- 2-3 Local context
- 2-4 Site context
- 2-5 Photographic study
- 2-6 Existing key planning controls

2-1 Metropolitan Context

Greater Sydney Region Plan

The site is located in Five Dock which is a suburb located approximately 8.7km to the west of the Sydney central business district (CBD). The site is situated directly to the north of a future Sydney Metro West station, which is part of a city serving transport corridor intended to provide "fast and frequent connection between Greater Parramatta and the Harbour CBD" (Greater Sydney Commission, 2018).

Eastern City District Plan

Five Dock is identified as a local centre within the Eastern City District. The Greater Sydney Regional Plan (the Plan) highlights a number of characteristics that are present within local centres, which includes clusters of local shops with vibrant main streets. They are also identified as areas that include public transport and transport interchanges which play an important part in the 30-minute city concept. Local centres are also identified as areas that "have an important role in providing local employment" (Greater Sydney Commission, 2018).

The plan also identifies "heritage and history [as] important components of local identity and great places... Heritage identification, management and interpretation are required so that heritage places and stories can be experienced by current and future generations" (Greater Sydney Commission, 2018).

The site is not within proximity of an identified strategic centre. The closest strategic centre is Burwood, which is approximately 3.5km away.

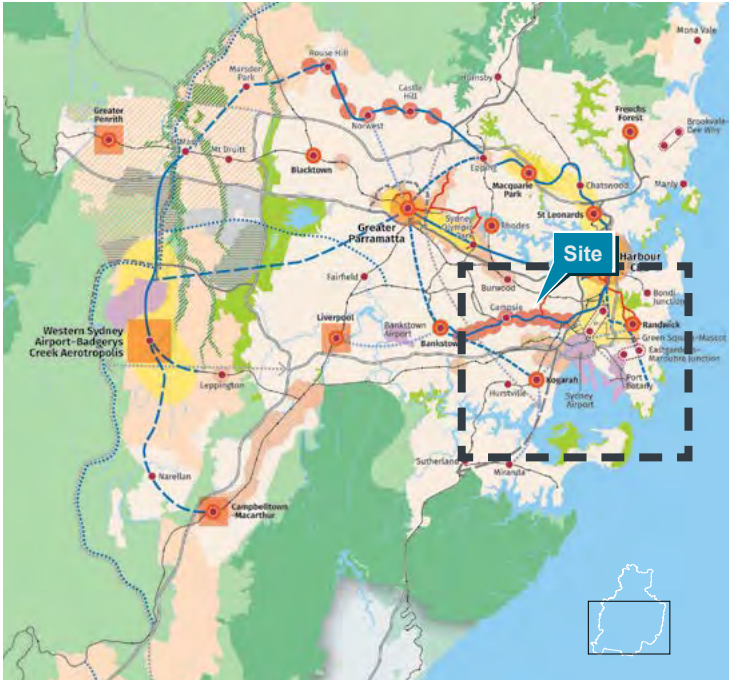


Figure 4 Structure Plan for Greater Sydney (Greater Sydney Region Plan, A Metropolis of Three Cities 2018)

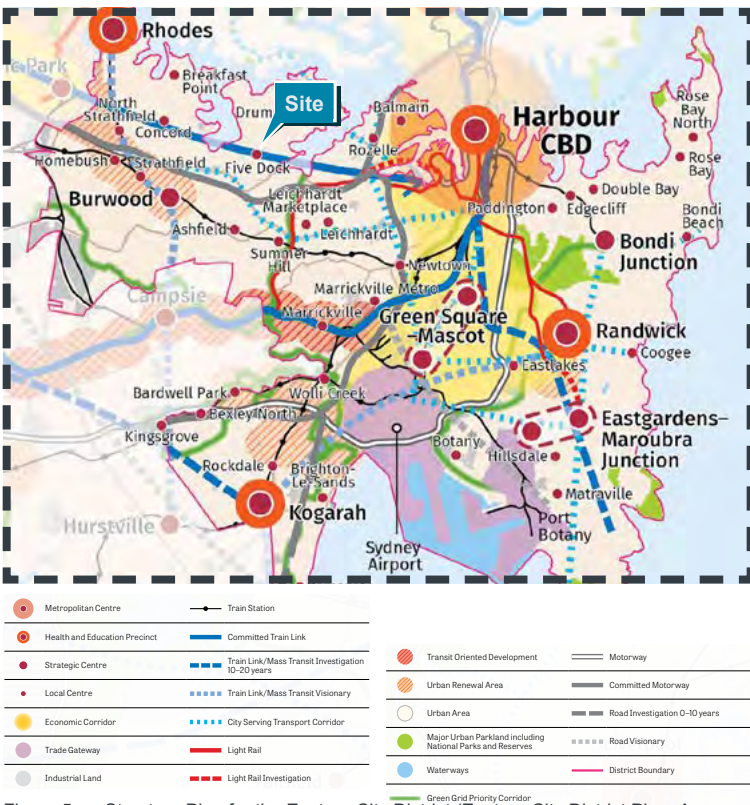


Figure 5 Structure Plan for the Eastern City District (Eastern City District Plan, A Metropolis of Three Cities 2018)

2-2 Strategic Context

The site is located within the Five Dock Town Centre. The Five Dock Town Centre Urban Design Study Background Report and Recommendations Reports and the EIS Five Dock Station Report provide an understanding of the current strategic planning for this mixed-use precinct.

Five Dock Town Centre Urban Design Study (2013, adopted by Council in 2014)

The Five Dock Town Centre Background and Recommendations Reports identify a 20-year vision for the town centre precinct with the aim to align a strategic vision for planning and development. The Recommendations Report was developed through two stages of community consultations, a place analysis investigation, planning policy context analysis and a market analysis. The Recommendations Report highlights the opportunity to:

- Increase building heights along Great North Road to 4-5 storeys.
- Create a northern gateway to Five Dock at the intersection of Lyons Road and Great North Road.
- Provide additional street tree planting and greening of the public domain.
- Expand Fred Kelly Place (public open space) to increase the amenity located in the public domain.
- To create safe and attractive pedestrian links that are well lit at all times of day and night.
- Enhance the quality and appearance of laneways to create high-quality pedestrian focused environments.

Other urban design strategies recommended in the report are to encourage a consistent upper level setback along Great North Road, and a consistent street wall height of 14m along street edges in the town centre (see Figure 6 and Figure 7).

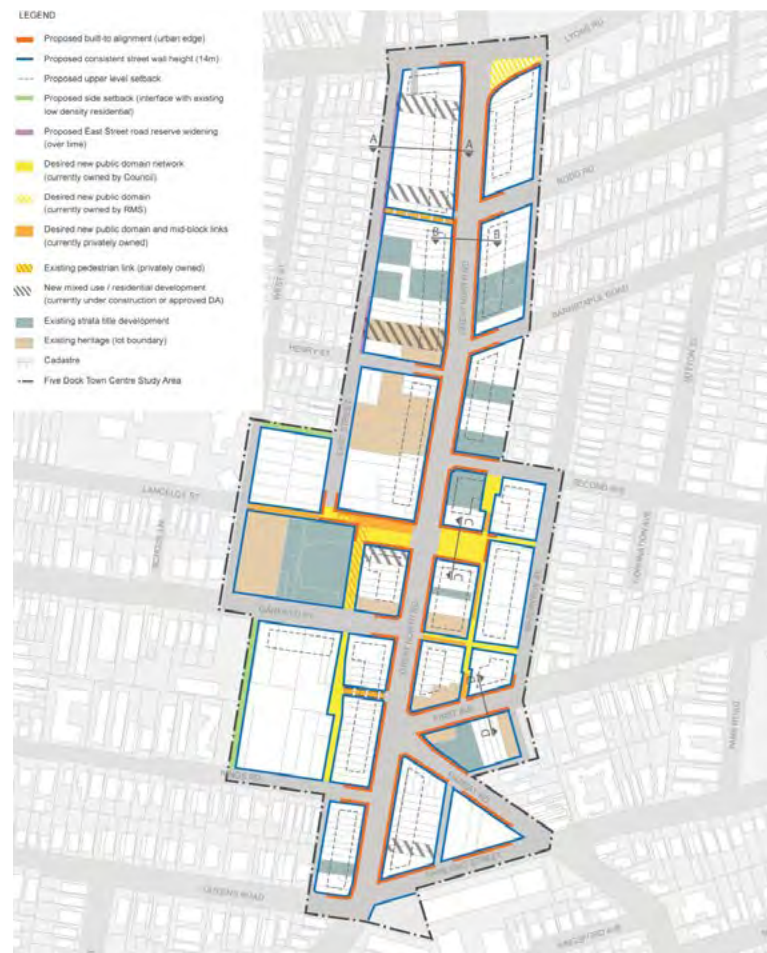


Figure 6 Proposed development controls (City of Canada Bay Council, 2013).

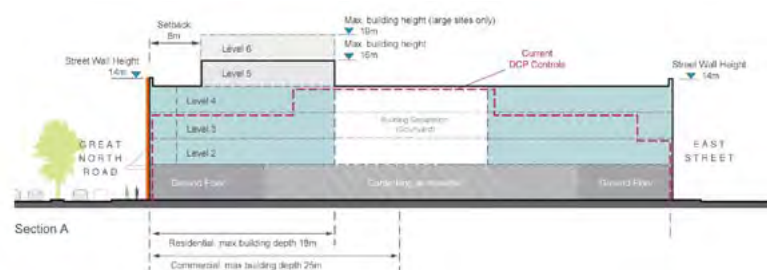


Figure 7 Section A: Great North Road to East Street (City of Canada Bay Council, 2013).

Sydney Metro West Environmental Impact Statement: Chapter 12 - Five Dock (2022)

The Environment Impact Statement (EIS) report for Five Dock Metro Station outlines a strategic vision for the operation, construction and integration of the Metro station within the Five Dock town centre. The EIS report states the station has been designed to align with the recommendations and vision outlined in the Five Dock Town Centre Urban Design Study (2013).

The EIS report identifies that "the Five Dock Station precinct is characterised by its vibrant town centre, which includes a mix of commercial, retail, community, residential and civic open space uses... The town centre is surrounded by low-rise detached residential properties, apartments and townhouse buildings" (Sydney Metro West, 2022). The EIS report identifies a number of 'place and design principles' to guide the development outcomes. Guidelines of interest for this PP include:

Respect and contribute to the local character and amenity of the Five Dock town centre. Design response:

- The height and scale of the station buildings are relatively low, in keeping with the local setting (see Figure 8).

Facilitate improved public and active transport accessibility for the community by providing efficient access and interchange. Design response:

- The station entrance would face directly onto Fred Kelly Place and be coordinated with Council's aspirations for expansion and enhancement of this plaza.

Facilitate an active ground place along Great North Road and Fred Kelly Place. Design response:

- Aboveground station buildings would incorporate space for future ground floor retail activation along Great North Road and at Fred Kelly Place.

Support an enhanced Fred Kelly Place, in consideration of the principles outlined in the Five Dock Town Centre Urban Design Study. Design response:

- The station entry would face directly onto Fred Kelly Place and includes the expansion and enhancement of this plaza consistent with Council's aspirations.
- The public domain and precincts work associated with the station would be integrated and safeguard... the expansion of Fred Kelly Place and through site links near the eastern station servicing buildings.

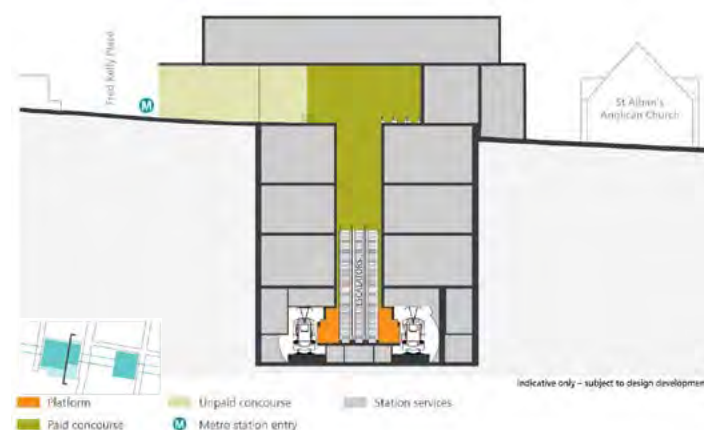


Figure 8 Indicative cross-section - Five Dock Station (Sydney Metro West, 2022).

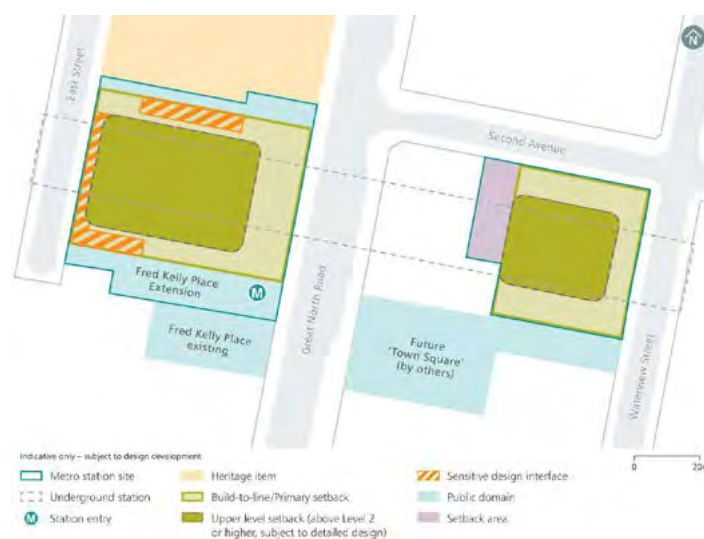


Figure 9 Built form urban design strategies - Five Dock Station (Sydney Metro West, 2022).

2-2 Strategic Context

City of Canada Bay Local Planning Study: Five Dock Metro Precinct (2023)

The Local Planning Study and Local Character Statement (LCS) is a report developed in response to the future Sydney Metro West station located in the Five Dock town centre.

The document analyses the existing character, culture and context, and incorporates community consultation to reflect feedback and the values of community members. The report utilises this information to identify features that contribute to the desired future character of the area categorised to align with sub-sections of the DPIE Character Wheel. Categories and relevant statements include:

Character and Culture:

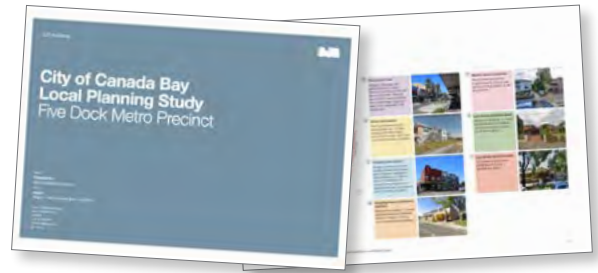
- *Enhance heritage and culture by celebrating the local community and its diversity through farmers markets, public arts, and culturally relevant festivals.*
- *Preserve the sense of scale and intimacy in the streets of Five Dock to enable the village feel.*

Land Use and Activation:

- *Support greater development intensity and a broader mix of land uses within close proximity to the station and in areas that are likely to experience high levels of pedestrian traffic.*
- *Promote safety by ensuring that future development has a positive interface with the streets and maximises passive surveillance.*

Movement:

- *Enhance the local village feel in Five Dock by prioritising walkability and other modes of active transport.*
- *Ensure that the public domain around public transport facilities is attractive, pedestrian friendly and offers a convenient transfer between different modes of transport.*



Landscape:

- *Enhance the tree canopy in the public domain by planting additional street trees throughout Five Dock.*
- *Create a network of smaller public spaces, such as local parks and plazas along Great North Road with a focus on integrating all ages of the community.*

Built form:

- *Town Centre heights of max. 5-7 storeys with a consistent street wall to maintain the village feel.*
- *Retain a low scale fine grain retail interface along Great North Road with upper levels set back from the retail strip to maintain the distinguishing character of Five Dock's town centre.*
- *Encourage development that responds to its local context, with consideration for the scales of development that it interfaces with, as well as the stylistic and material decisions.*
- *Create appropriate transition building height from low density into higher density areas.*
- *Ensure that heritage items are strengthened and showcased through positive landscaping improvements.*

The report also utilises the analysis findings to develop a series of "Future Local Character Statements" for the different character areas identified with the Five Dock study area. The subject site is located with the "Town Centre Core" sub-precinct. The desired future character for the "Town Centre Core" sub-precinct is as follows:

"Great North Road will continue to be the heart of the broader precinct and maintain a strong village feel. The life of the street will be supported by the new Metro and greater pedestrian connectivity to surrounding streets. Enabling alfresco dining, adding street trees and calming the local traffic will encourage greater vibrancy and support local businesses."

A network of high amenity public and private plazas along the street will add to the public domain and provide spaces for people to linger and observe the flourishing street life that passes by. The 'Little Italy' cultural presence will be augmented with spaces for new deli's, wine bars and cafés littered along Great North Road."

Future development along the street will complement the existing scale of the street, with heights between four (4) and seven (7) stores in total. Priority is to be given to active transport options and car dependency will be reduced. Where appropriate cars will be redirected to public and private parking that is accessed from side roads and laneways to minimise traffic impact along Great North Road."

At the centre of the local character sub-precinct will be a new station interchange that interfaces with Great North Road and Fred Kelly Place. The added pedestrian commuter traffic through this precinct will strengthen the local economy and support smaller businesses that operate in the area."



Figure 10 Identified sub-precinct character (pg 12) from the City of Canada Bay Local Planning Study: Five Dock Metro Precinct (SJB, 2023).

2-3 Local context

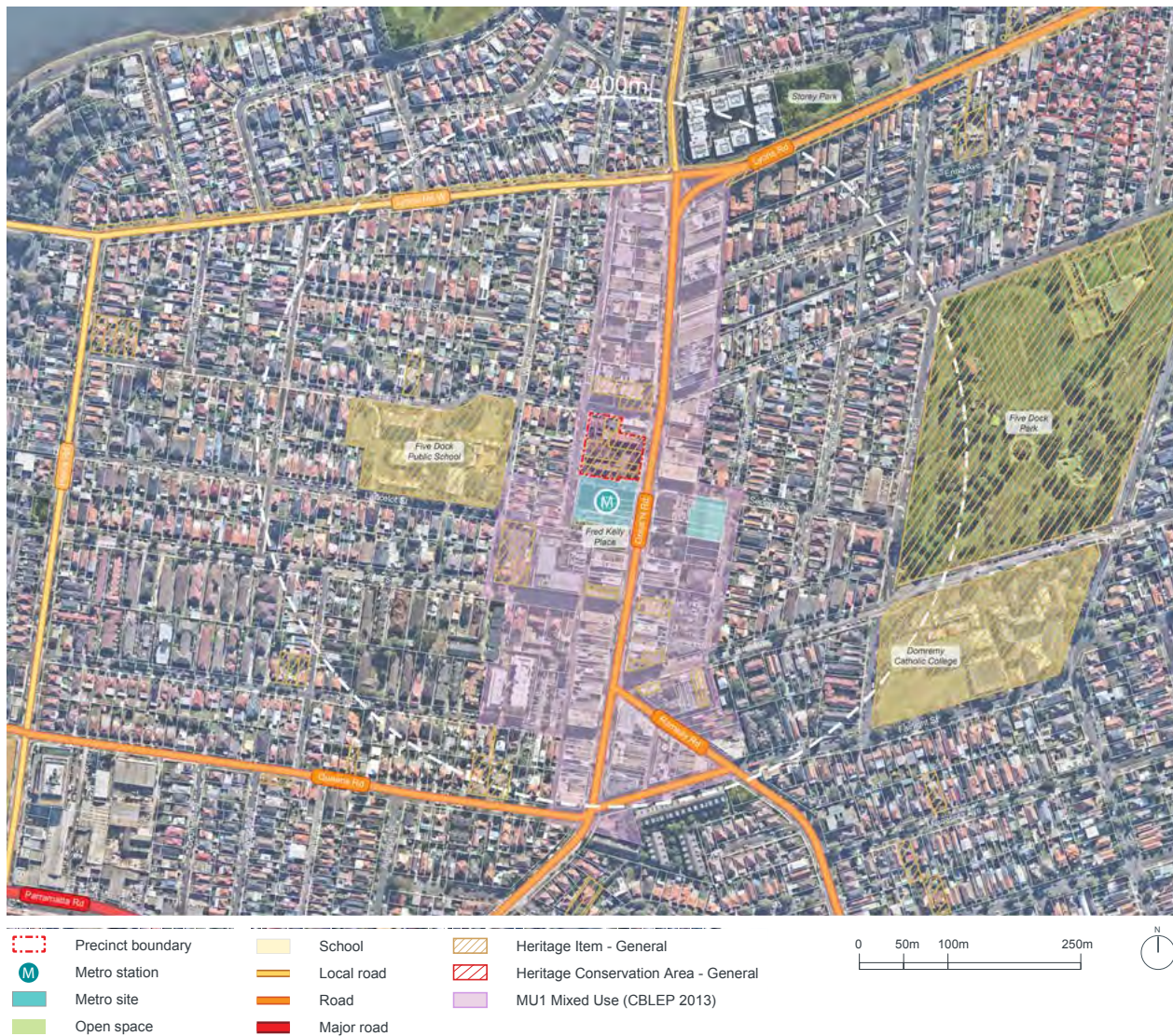


Figure 11 Local context plan showing the location of the site

The PP involves 7 lots located at 171-179 King Street and 1A-1B Henry Street, which cover an area of 4,076m². The lots are legally known as Lots 4, 5, 6, 7, 8 and 9 of DP17324 and Lot 1 of DP1257912. The site has three street frontages, with Great North Road to the east, Henry Street to the north and East Street to the west. Great North Road, between Lyons Road and Queens Road, is considered the Five Dock main street. Land to the east and west of this main street is zoned MU1 Mixed Use. The subject site is located within the Mixed Use zone.

The site is positioned directly adjacent to the future Five Dock Metro Station which is currently under construction. It is also within 200m of community facilities which include Five Dock Park (public open space), Five Dock Public School and Domremy Catholic College.

2-4 Site context



The local character around the Five Dock centre primarily features low scale single detached dwellings. There are apartment buildings located within Five Dock, predominantly along Great North Road, however they generally have a maximum building height of 14m to 17m, or approximately five to seven storeys.

Apartment buildings on residential streets are often walk-up apartments of no more than three storeys and are designed to fit in with the lower scale detached dwellings present in the area.

The site is within 100m of local amenities including the Five Dock Public School, Fred Kelly Place (public open space), and a number of local heritage items. There are three locally listed heritage items on the site which are St Alban's Church, the Church Rectory and the Church Hall and Shops. Other buildings on the site include 2 red-brick detached single storey dwellings, and the Parish Centre.

There are also three bus stops within 100m of the site, and a cycle route that runs along Henry Street, which forms the northern edge of the site.

2-5 Photographic study

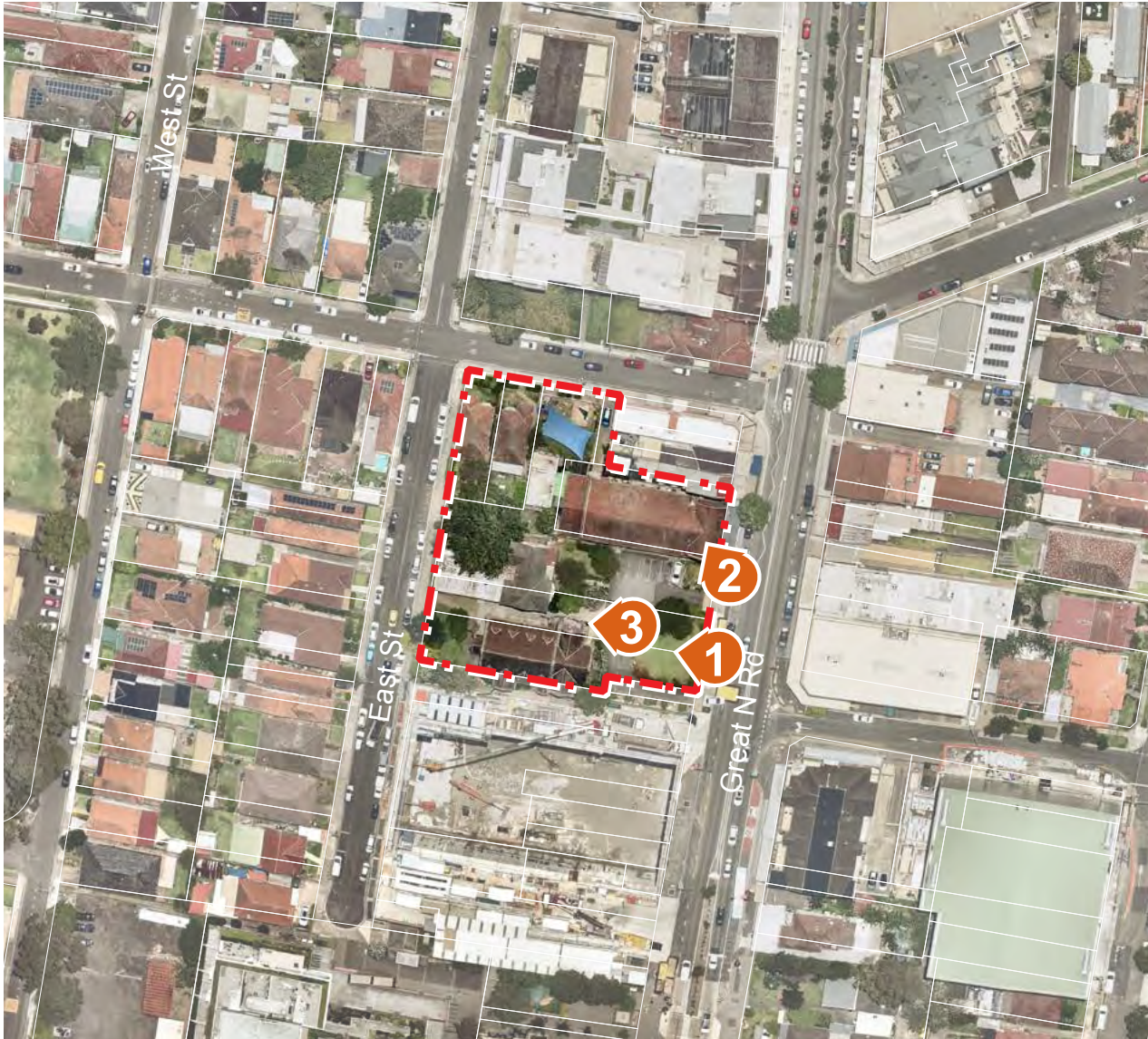


Figure 13 Site context aerial map





Figure 14 View of St Albans Church from Great North Road, looking west.

View of the heritage listed St Alban's Church from Great North Road, looking west. The frontage to Great North Road is the rear of the Church, however it does feature a landscaped setting to Great North Road that gives it a presence within the streetscape.



Figure 16 View of the Church hall and shops from Great North Road, looking north-west.

View of the heritage listed Church Hall and shops from Great North Road, looking north-west. The side profile of the two-story frontage to Great North features windows and has been designed to be seen from the streetscape. The one-storey Church Hall can also be seen from Great North Road. The pitched roofs are an important element of the built form.



Figure 15 View of an existing through site link on the site.

This view shows an existing through site link on the site between the Church and the Rectory. This through-site link features a gate and is privately owned. The link is publicly accessible when the gate is open, however it can be shut by the Church when desired.

2-5 Photographic study

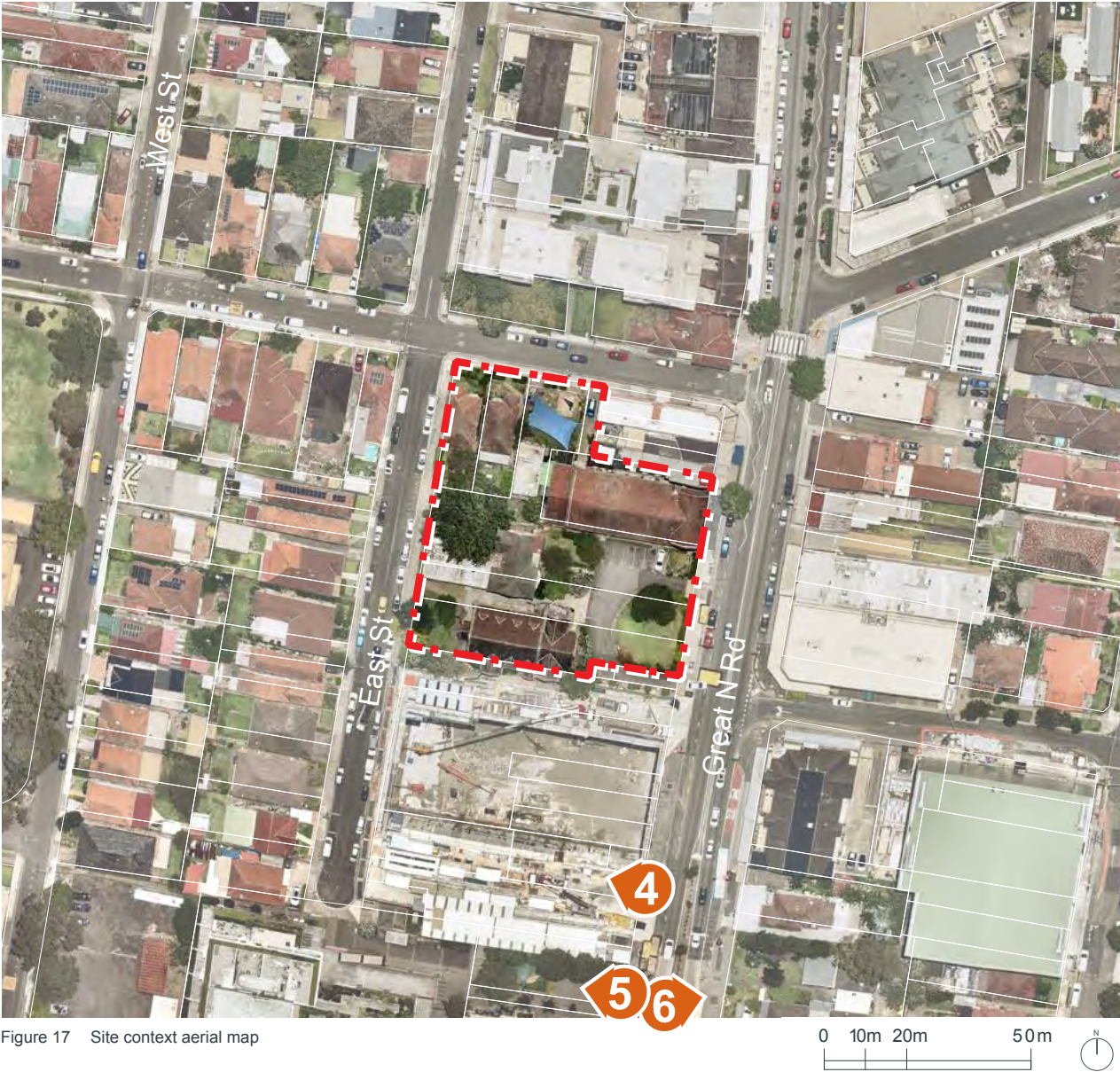


Figure 17 Site context aerial map



Figure 20 View of the Five Dock Metro site from Great North Road, looking west.

View of the future Five Dock Metro Station from Great North Road. The station is currently under construction. The Metro site is located directly to the south of the subject site, between the southern boundary and Fred Kelly Place.



Figure 18 View of Fred Kelly Place from Great North Road, looking west.

View of Fred Kelly Place from Great North Road. Fred Kelly Place is located to the south of the future Five Dock Metro Station. It is zoned RE1 Public Recreation.

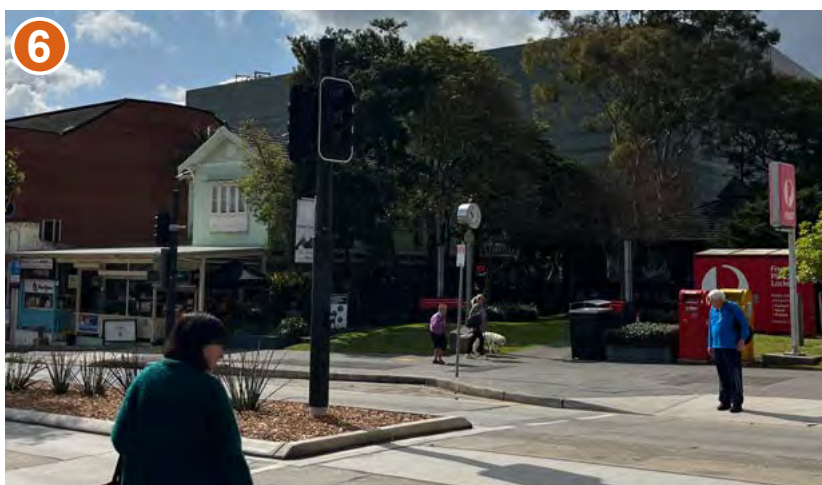


Figure 19 View of the post office site from the Fred Kelly Place frontage to Great North Road.

View of the post-office site from Great North Road in front of Fred Kelly Place. The land in front of the post-office is identified as a 'Future Town Square' in the Canada Bay DCP (2023).

2-5 Photographic study

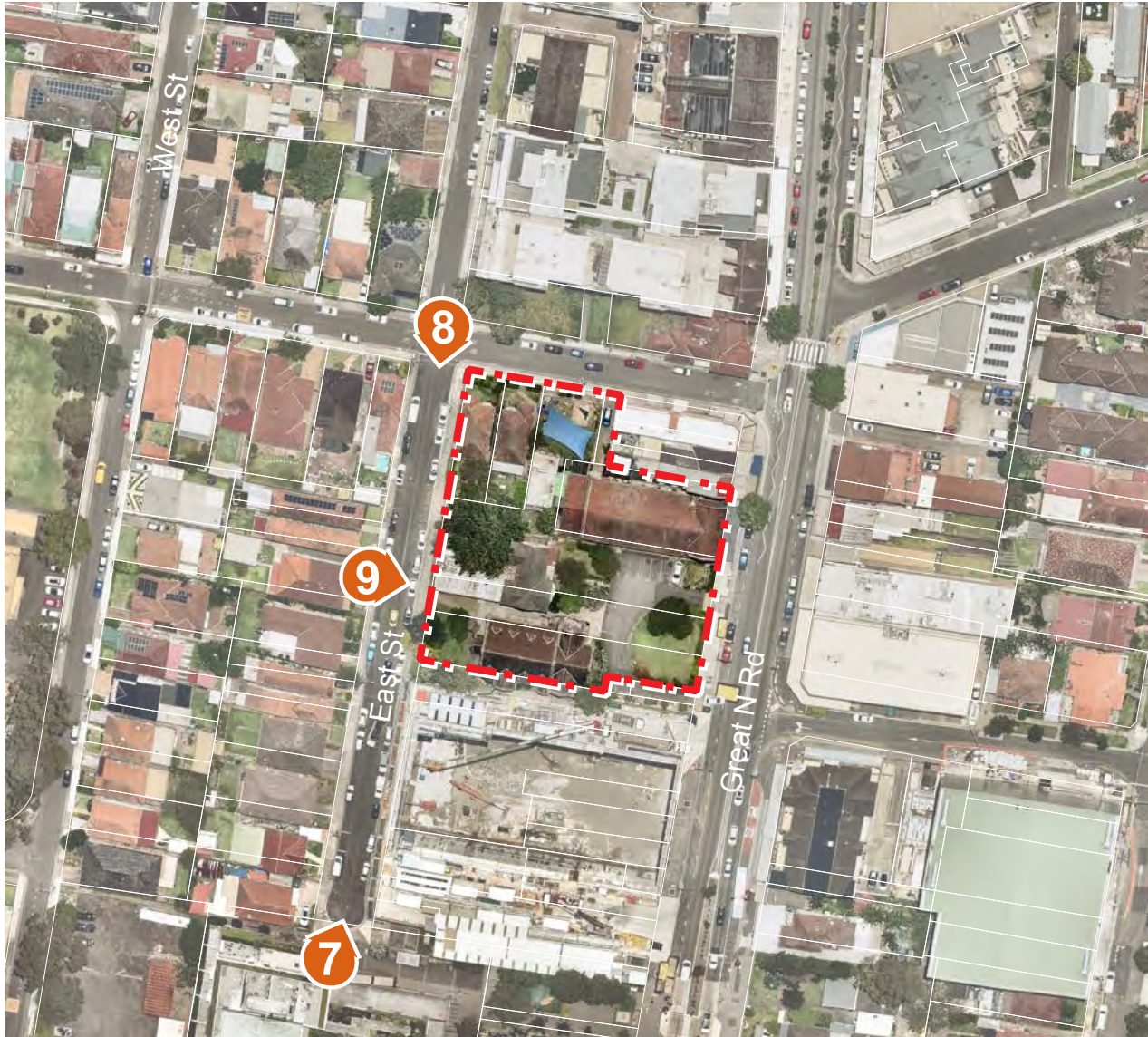


Figure 21 Site context aerial map





Figure 22 Streetscape view of East Street looking north from Five Dock Library.

◀ Elevated streetscape view of East Street looking south from Five Dock Library. The site Metro site (under construction) can be observed in the foreground to the right. The Church on the subject site can be observed behind the Metro site. The elevated view of Five Dock highlights the low-density character of the wider area.



Figure 24 Streetscape view of East Street looking south from the Henry Street intersection.

◀ Streetscape view of East Street from the intersection with Henry Street, looking north. East Street has an approximately 14m road reserve that features a two-way carriageway with a lane of parking on either side. There are narrow footpaths between the site boundaries and the road reserve with no landscaped setback. The single-storey detached house in the foreground to the left is part of the subject site.



Figure 23 View of the Church and the Parish Centre from East Street looking east.

◀ View of St Alban's Church and St Alban's Parish Centre from East Street, looking east. St Alban's Church is heritage listed within the CBLEP 2013. St Alban's Parish Centre is not considered of heritage value, but is located on the same lot as the heritage listed Church Rectory. The through site link observed in Figure 15 on page 19 can be seen between the two buildings.

2-5 Photographic study

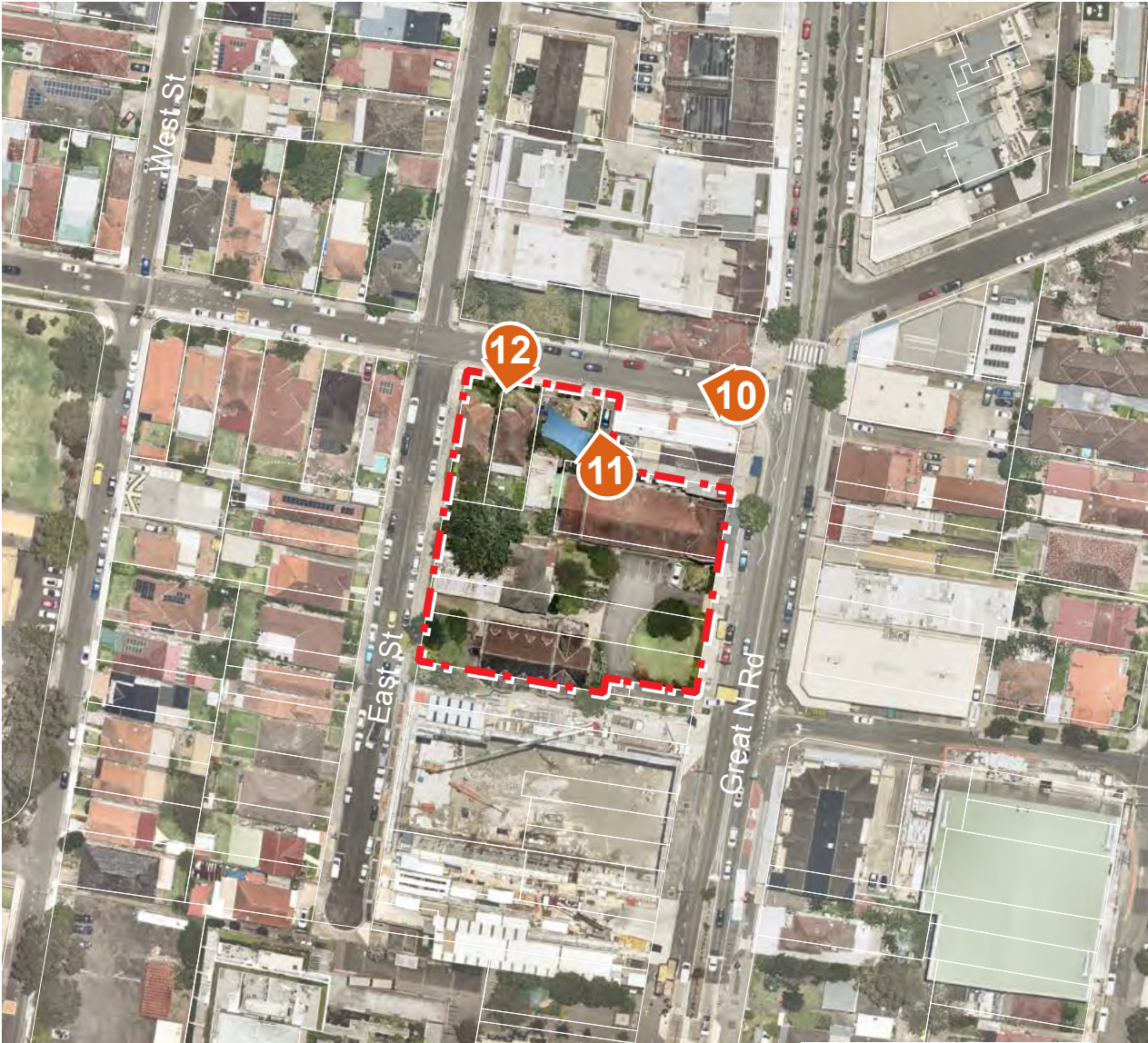


Figure 25 Site context aerial map





Figure 28 Streetscape view of Henry Street looking west from Great North Road.

Recent five storey residential development on the northern side of Henry Street interfacing with single storey childcare and detached dwellings on the southern side of Henry Street.

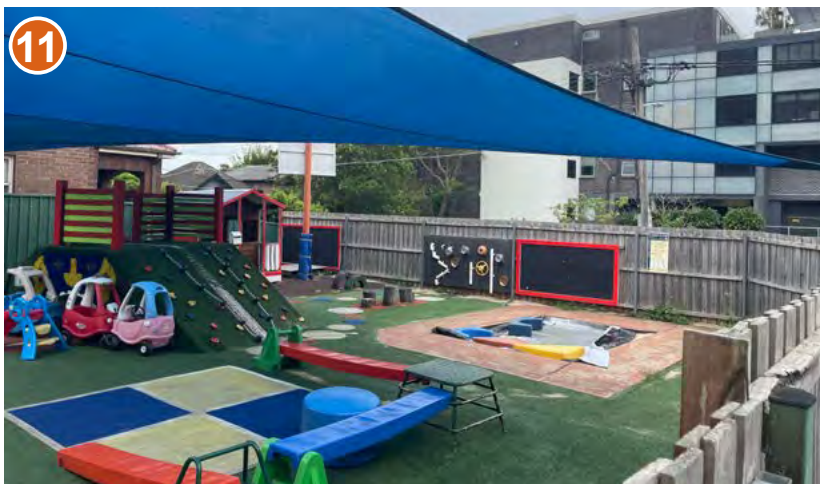


Figure 26 View of Sunshine Early Learning Centre Great North Road

Existing childcare facilities with outdoor play space located along Henry Street provides key social infrastructure for the area.



Figure 27 View of the existing dwelling at 1A Henry Street

Existing single storey brick inter-war dwelling at 1A Henry Street with small 3m front landscaped setback and small brick front fence with hedging.

2-6 Existing key planning controls

Canada Bay Local Environmental Plan (CBLEP)

The land either side of Great North Road, between Lyons Road and Queen Street, is zoned MU1 Mixed Use. The site is within this MU1 Mixed Use zone. The surrounding area is predominantly residential with the land zoned either R2 Low Density Residential or R3 Medium Density Residential. The lots facing the site on the western side of East Street are zoned R2 Low Density Residential.

There are a number of small RE1 Public Recreation zones close to the site. There is a small RE1 zone to the south of the site (Fred Kelly Place) and a large RE1 zone to the east of the site (Five Dock Park).

There are a small cluster of lots zoned E1 Local Centre to the northeast of the site, and near the Fairlight Street and Ramsay Road intersection.

The maximum height of buildings on the site is currently 15 metres. Buildings within the MU1 Mixed Use zone have maximum building heights that range from 8.5 metres to 17 metres.

The R2 Low Density Residential zone and R3 Medium Density Residential zone that are the predominant surrounding land use make up of Five Dock typically have a maximum building height of 8.5 metres, with the exception of some lots that have a maximum building height of 10.5 to 12 metres.

The lots which face the the western side of East Street have a maximum building height of 8.5 metres. The lots zoned E1 Local Centre also have a maximum building height of 8.5 metres. The RE1 Public Recreation zone to the south of the site (Fred Kelly Reserve) has a maximum building height of 0 metres.

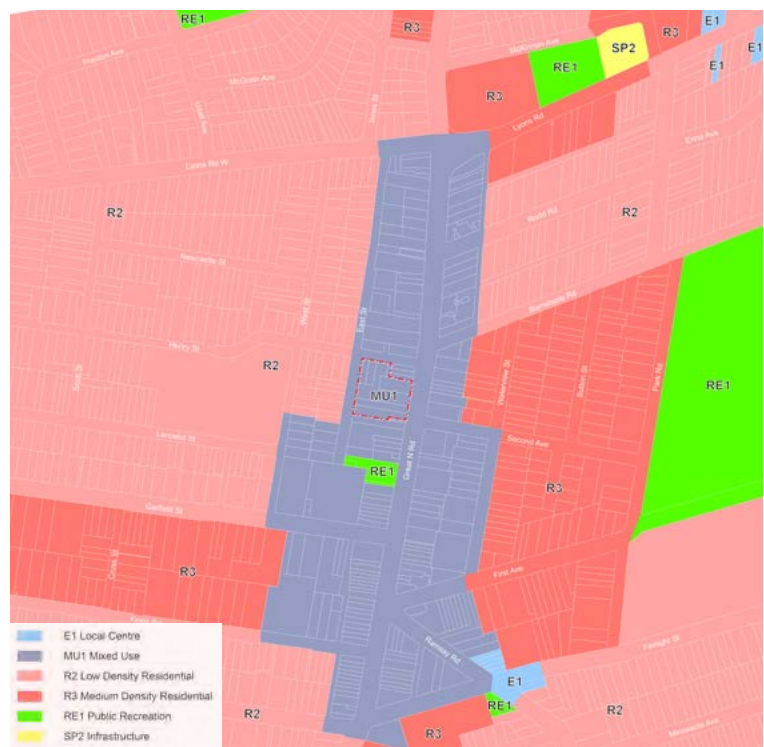


Figure 30 Land zone map as per CBLEP 2013



Figure 29 Maximum height of building map as per CBLEP 2013

02 Context

Lots in the MU1 Mixed Use zone, which includes the subject site, have a maximum FSR of 2.5:1. The R2 Low Density Residential zones and R3 Medium Density Residential zones have a maximum FSR of 0.5:1. This includes the lots on the western side of East Street which face the site.

There are a small number of lots to the east of Great North Road that have a maximum FSR control of 1:1. There is also a large lot to the north of Lyons Road and the east of Great North Road that has a maximum FSR of 1.5:1. The land zoned RE1 Public Recreation to the south of the site (Fred Kelly Place) has a maximum FSR of 0:1, restricting any development.

There are a number of heritage sites within Five Dock that are identified as General (Local) Heritage Items. Five of the seven lots that make up the site are identified as heritage sites for three local heritage items; St Alban's Anglican Church, St Alban's Anglican Church Rectory, and St Alban's Church Hall and Shops. The two lots that face the site on the northern side of Henry Street are also listed as local heritage items. These two local heritage items are identified as the "Post Office" and "Terrace of three shops". Approximately 85 metres to the west of the site there is a large local heritage item identified as "Five Dock Public School and Garden".

Another LEP control relevant to the PP is Clause 6.11 Mix of dwelling sizes in residential flat buildings and mixed use development. The main objective of the clause is "to ensure the provision of a mix of dwelling types in residential flat buildings and provide housing choice for different demographics, living needs and housing budgets". To achieve the desired housing mix, Council requires "at least 20% of the dwellings, to the nearest whole number of dwellings, in the development will be studio or 1 bedroom dwellings, and at least 20% of the dwellings, to the nearest whole number, in the development will have at least 3 bedrooms".



Figure 31 FSR map as per CBLEP 2013

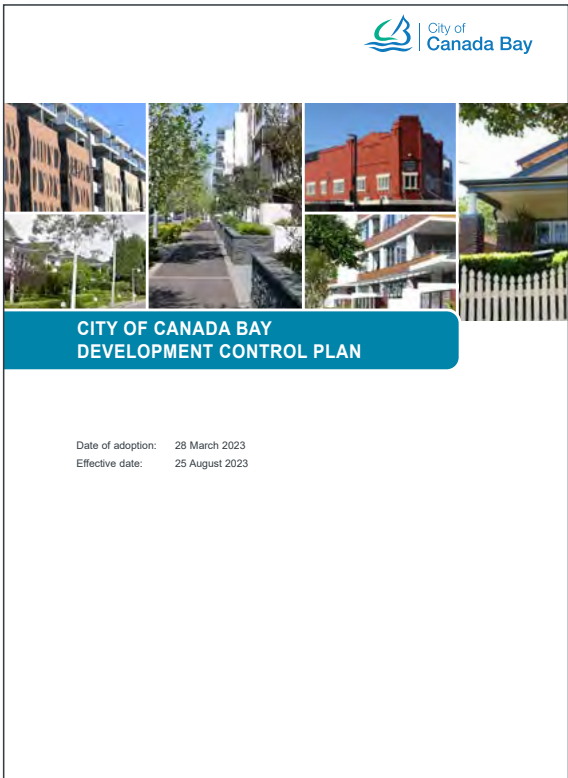


Figure 32 Heritage map as per CBLEP 2013

2-6 Existing key planning controls

Canada Bay Development Control Plan (2023)

The Canada Bay DCP identifies many controls that apply to this PP. This section of the report highlights key sections from the DCP that are particularly relevant to the future development of this site based on the proposed rezoning, including Section C - Heritage, and Section G - Local Centres.



C

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DPC Part C - Heritage

C1.1 Statement of heritage impact

A statement of heritage impact analyses and justifies the impact of development in a conservation area, or development in the vicinity of a heritage item or conservation area. Ideally, the impact would be such that the significance of the heritage item is not compromised, but rather enhanced by, for example, its stabilisation or repair and, where appropriate, restoration, reconstruction, adaptive re-use or sympathetic new development.

C2 Development of heritage items

Heritage items have been identified as places that should be retained and conserved for future generations. The heritage significance of these places must be understood and respected when designing future development.

C2.2 Scale

Scale is the size of a building and its relationship with its surrounding buildings or landscape. It is important that new development at places of heritage significance respect the scale of the existing buildings and/or landscape elements that contribute to the significance of the place.

Objectives	
O1	To ensure that additions to a heritage item and new buildings on the site of a heritage item are of a scale consistent with the heritage item.
O2	To ensure that the heritage item remains the visually dominant element of the site.
Controls	
C2	Development of a larger scale than the heritage item is allowable only if the new development is visually subservient, will not detract from the aesthetic qualities of the place, and important views of the heritage item.

C3 Development in the vicinity of a heritage item or a heritage conservation area

New development may have an adverse impact on the setting of heritage conservation areas by introducing development that is sharply in contrast with the character of the existing setting or with the desired future character of a precinct.

C3.1 General

Objectives	
O1	To provide an appropriate visual setting for heritage items and heritage conservation areas, including through appropriate landscaping, fencing and car parking.
O2	To ensure the setting of heritage items and heritage conservation areas is not compromised by new development.
O3	To ensure that new development respects the contribution of heritage items and heritage conservation areas to the streetscape and/or townscape.
O4	To ensure that new development in the vicinity of a heritage item does not detract from the importance of the heritage item in the streetscape.
Controls	
C1	Development in a streetscape of buildings of consistent style, form and materials in the vicinity of a heritage item or a heritage conservation area must incorporate elements of the dominant style, form, massing, height, and materials in the streetscape, including the rhythm of buildings in the streetscape and the pattern of openings.
C2	New development in the vicinity of a heritage item or a heritage conservation area must not visually dominate the setting of a heritage item or a heritage conservation area.
C3	Development in the vicinity of heritage items and heritage conservation areas must not adversely affect the setting by introducing an uncharacteristic building or element.

2-6 Existing key planning controls

DCP Part G - Local Centres: G3.2 Five Dock Town Centre

The site is situated in the Five Dock Town Centre. The DCP identifies the Five Dock Town Centre as the land to each side of Great North Road, between Queens Road and Fairlight Street to the south and Lyons Road to the north.

The DCP identifies the desired future character of the site as *"a place where new buildings, alterations and additions contribute to the local 'village character' and heritage values through appropriate building forms, setbacks and heights"*. The document provides a series of performance criteria to ensure the desired future character is achieved. These criteria include:

- *Mixed use*: focused on ensuring new developments contribute to the town centre providing a diversity of retail, hospitality, residential and recreational facilities.
- *Well proportioned streetscapes*: focused on thoughtful bulk and scale that achieves adequate access to sunlight and natural ventilation, consistent street wall heights, and ensuring bulk and scale is stepped down towards residential areas.
- *Quality built form*: focused on durable construction and design choices that ensure long lasting quality, and building articulation that is sympathetic to adjoining areas and supportive of the 'village character'.
- *Safety and surveillance*: focused on ground floor designs, façades, signage, and awnings to ensure passive surveillance.
- *Access and mobility*: focused on the integration of permeable active transport links.

Public open space

Objectives	
O1	To increase the amount of open space in the centre and to provide more areas for the community to meet, gather and relax.
O2	To ensure areas of open space have access to adequate sunlight especially in mid-winter between 12-2pm.
O3	To ensure new areas of open space are of a sufficient size to accommodate a wide variety of activities.
Controls	
C2	Widen Fred Kelly Place to the north (identified as Public Open Space B in 'Figure 33').
C3	Provide a new town square on the eastern side of Great North Road opposite Fred Kelly Place (identified as seen in Figure 33).



Figure 33 Public Domain Plan from CCB DCP Part G (CCB Council, 2022).

02 Context

Pedestrian connections

Objectives	
O9	To improve east-west access, making it easier to cycle and walk through the centre.
O10	To create new access routes that support pedestrian activity along Great North Road.
Controls	
C12	All pedestrian links are to be a minimum of four (4) metres wide.
C13	All links are to be activated by retail, civic and/or commercial uses.
C14	All links are to be naturally lit and ventilated, and well-lit after hours.
C15	All links are to be publicly accessible between at least 6am and 8pm daily, however 24-hour public access is preferred.
C16	All links are to follow Safer-by-Design (or CPTED) principles (i.e. clear lines of sight).

Built form

The built form controls shape the form of new development in the centre, establishing the location, height and shape of new buildings. The controls also consider visual privacy, sunlight access to adjoining properties, usability of private open spaces and pedestrian scale and amenity along the street.

Objectives	
O11	To create investment in the town centre and create attractive places to live, shop and recreate.
O12	To ensure adequate sunlight is available for all buildings, streets and public open spaces.
O13	To promote opportunities for catalyst and landmark developments in appropriate locations.
O14	To ensure the ground floor levels along key streets are appropriate for retail uses and that ground level uses in the remaining streets are adaptable over time to a wide range of uses.

O15	To ensure the urban grain, built form and palette of materials used in the design of new buildings responds to the "fine grain" character of the surrounding area.
O17	To enhance the existing streetscape and ensure appropriate development scale and interface near heritage buildings and residential areas.

High-quality residential development

Objectives	
O18	To position the Five Dock Town Centre as an attractive place to live.
Controls	
C17	Recommendations within the SEPP 65 (State Environmental Planning Policy No - 65 - Design Quality of Residential Apartment Development) and the accompanying Apartment Design Guide are adopted by this DCP for apartment developments.

Landscaping and setbacks

Objectives	
O19	To ensure that the amenity of residents, workers and visitors to the centre is enhanced by high quality landscaping.
O20	To provide appropriate landscaping for private and common open space areas.
O21	To soften and screen the interface between buildings in the centre and adjoining residential areas.
Controls	
C19	A landscape plan prepared by a qualified Landscape Architect is to be submitted with the development application that shows levels adjacent to the public domain; planting schedules; and type and detail of paving, fencing and other details of external areas.

2-6 Existing key planning controls

C21	For residential apartment development common open space is to be provided that occupies a minimum of 25% of the site area and has a minimum dimension of 3.0m. The common open space may be located on an elevated garden (i.e. above car parking) or on roof tops provided the area provides for the recreational and amenity needs of residents.
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Building setbacks

Objectives	
O24	To allow redevelopment and gradual transitions to higher densities while at the same time respecting the heritage buildings and the 'village character' of the centre.
O26	To reduce potential negative impacts of development such as overshadowing of streets and public open spaces.
Controls	
C24	Any additional floors above four storeys have a minimum setback of 6.0m unless otherwise shown in Figure 34.

Building heights

Objectives	
O43	To ensure adequate sunlight is available for all buildings, streets and public open spaces.
O45	To encourage redevelopment while at the same time respecting heritage buildings and the "village character" of the centre.
Controls	
C44	Building heights are to be in accordance with Figure 35.
C46	For development sites to the north of Fred Kelly Place and the new town square the maximum building height is to be in accordance with Figure 34 and Figure 35, and no incursions (including plant, balcony rails etc.) are to be permitted.



Figure 34 Secondary (Upper Level) Setbacks from CCB DCP Part G (CCB Council, 2022).

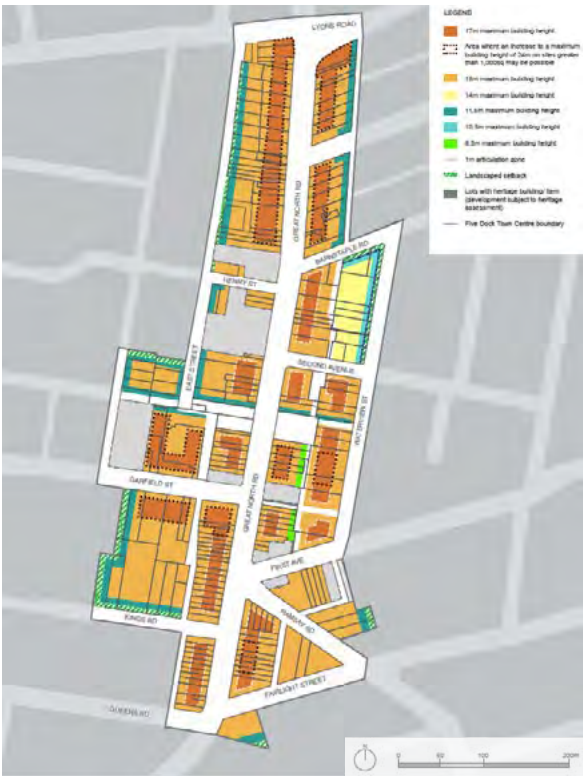


Figure 35 Maximum Building Height Zones from CCB DCP Part G (CCB Council, 2022).

C51	New buildings are to have a scale that is visually compatible with adjacent buildings and heritage items. This may require the height of new developments to be lower than the maximum height permitted.
C52	The upper-most level is to be designed to reduce the visual bulk and scale of the building. Options to achieve this include increased setbacks and/or the use of dark colours and roof elements that create deep shadows.

Heritage

Objectives	
O47	To protect buildings and spaces of heritage significance.
O48	To ensure that new development on the same site as or adjacent to a heritage item responds sensitively to its heritage significance.
Controls	
C57	<div>New buildings on the same site as or adjoining a heritage item will need to consider the impact on heritage when determining:</div> <ul style="list-style-type: none">the appropriate alignment and street frontage heights;setbacks above street frontage heights;appropriate materials and finishes selection;the design and articulation of the facade; andappropriate side and rear setbacks.

2-7 Heritage context

Heritage Items

There are three heritage items on the subject site that form the immediate context for future development: St Alban's Anglican Church (LEP #1226), St Alban's Anglican Church Rectory (LEP #1227) and St Alban's Anglican Church Hall and shops (LEP #1228). The three heritage items form a Church precinct on the subject site. The 'Statement Of Significance' for each of the heritage items are as follows:

St Alban's Anglican Church (LEP #1226):

"Site of Five Dock's first church, one of the area's first substantial buildings. The present church is an impressive 1920's example of ecclesiastical Gothic style. Little altered. Set in attractive grounds, reminiscent of English village churches, and located in the middle of the Five Dock commercial centre. Complemented by adjoining rectory."

St Alban's Anglican Church Rectory (LEP #1227):

"A very unusual and rare building with stylistic influences from a range of sources. The rectory bears no stylistic relationship to the other buildings on the site, has unique decoration and is a rare building in the area."

St Alban's Anglican Church Hall and shops (LEP #1228): "An excellent part of the church group and an interesting addition to the streetscape with its well proportioned form, intact original awning and symmetrical design. It retains early shopfronts and detailing. A very unusual example of a church hall combined with commercial premises."

A comparison of the 1943 aerial (Figure 36) against the recent aerial (Figure 37) shows minimal changes have occurred, with the current setting of the heritage buildings similar to that of the past. Along the western edge of Great North Road, the landscape setting and circular driveway connect the three heritage buildings within their context. A historical image of the grassed area has been documented in Joan Francis' 1984 book *'A Brief History of St Alban's Church, Five Dock'*. The image is titled "St Alban's Field of Remembrance", reflecting some of the past uses of this landscaped area.



Figure 36 Historical aerial view of St Alban's Anglican Church, Five Dock (SixMaps, 1943)



Figure 37 Modern day (pre-Metro construction) aerial view of St Alban's Anglican Church, Five Dock (SixMaps, n.d.)

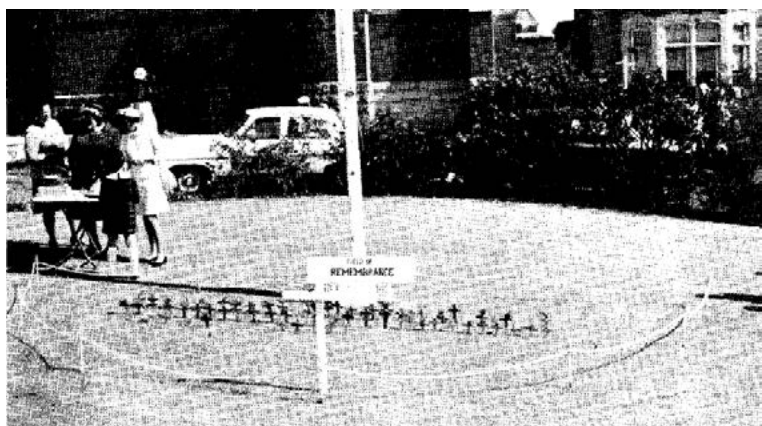
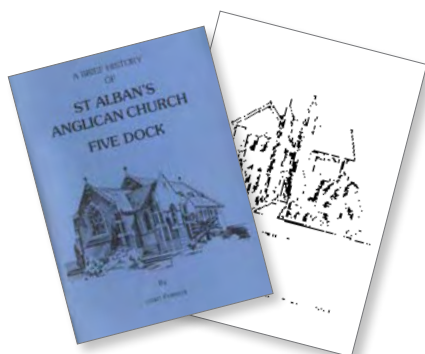


Figure 38 "St Alban's Field of Remembrance (Courtesy Mrs F. Mitchell) from A Brief History of St Alban's Church, Five Dock (Joan Francis, 1984)

A Brief History of St Alban's Anglican Church Five Dock (by Joan Francis, 1984)



The history below has primarily been sourced from "A Brief History of St Alban's Anglican Church Five Dock", written by Joan Francis in 1994. St Alban's Anglican Church was originally built in 1858 along the western edge of Great North Road (see Figure 40). "The Church building was intended to act as both Mission Church and Parochial School, and was divided into two parts". The Rectory was built in 1885 (see Figure 39 on page 35) and can be viewed adjacent to the Church in Figure 40. In 1919, a proposal was raised to replace the original Church with a new Church, "which would also be a memorial for those who fought and died in the war". It is documented that "some parishioners were not happy with the proposed site and wished to keep the old stone church as a parish hall". The new St Albans Anglican Church was built behind the original Church (see Figure 41) with construction commencing in 1922. The original Church was retained and used as a hall for the Church community, until the completion of the new Church in 1934. The Church Hall and two shops were constructed in 1933.



Figure 39 Rectory, St Alban's Anglican Church, Five Dock (City of Canada Bay Local Studies Collection, 1962)



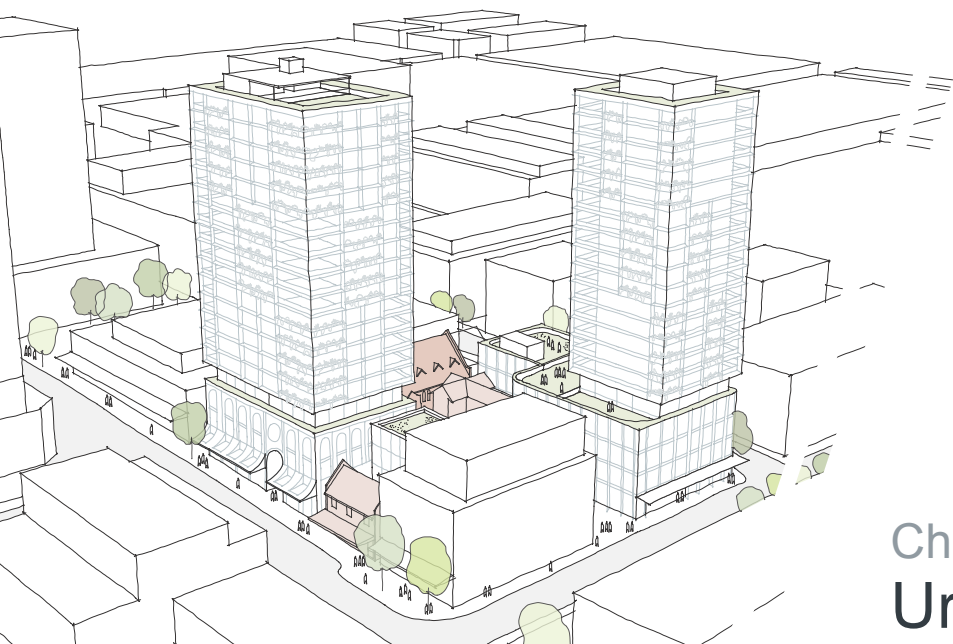
Figure 40 St Alban's Anglican Church, Great North Road, Five Dock (City of Canada Bay Local Studies Collection, 1904)



Figure 41 St Alban's Anglican Church, Five Dock in the mid 1920's (Pinterest, n.d.)



Figure 42 St Alban's Anglican Church, Five Dock (City of Canada Bay Local Studies Collection, 1971)



Chapter 3

Urban Design Review

3-1 Approach

3-2 Design review

03 Urban Design Review

3-1 Approach

In order to undertake an urban design review of the concept design identified in the PP (July 2023), it is necessary to understand the key considerations for successful urban design.

This review looks beyond SEPP 65 and the Apartment Design Guide in order to assess the urban design success of the proposed concept design. This is to ensure that the focus reflects the issues that need to be considered in the master-planning of larger mixed use sites and the elements relevant to planning at a town centre and neighbourhood level, as identified in *Better Placed - An integrated design policy for the built environment of New South Wales*.

To structure this urban design review, the issues which are most relevant to the Planning Proposal have been considered first. These issues have direct links to the proposed LEP amendments (including Height of Buildings and Floor Space Ratio), and are as follows:

- Context and Character
- Heritage
- Urban Structure and Connections
- Built Form and Scale
- Density, Amenity and FSR
- Landscape and Open Space
- Safety
- Sustainability



The considerations in each section have been sourced from a combination of the Apartment Design Guide (Chapter 1 and 2), the SEPP 65 Design Quality Principles, the elements of urban design relevant to planning at a neighbourhood level as set out in *Better Placed - An integrated design policy for the built environment of New South Wales*.

3-1 Approach



"Better Placed confirms our collective wishes for the future design of our infrastructure, architecture, and public spaces, and endorses the power of design to enable a better and resilient future for our communities." (Better Placed 2017. p5)

Better Placed

Better Placed - An integrated design policy for the built environment of New South Wales is a state-wide built environment design policy developed by the Government Architect of NSW in 2017. The design policy aims to deliver a strategic approach to achieve good design of infrastructure, architecture and public spaces for the towns and cities of New South Wales.

The recent amendment to the Environmental Planning & Assessment Act 1979 incorporates object (g) 'to promote good design and amenity of the built environment'. The *Better Placed* policy provides clarity on what the NSW Government means by good design.

Good design has the ability to make future developments more liveable, productive, healthy and sustainable. For this, the policy identifies key priorities in six challenges and priority areas including health; climate resilience; rapidly growing population; changing lifestyles and demographics; infrastructure and urban renewal; and providing consistent and timely review of major projects.

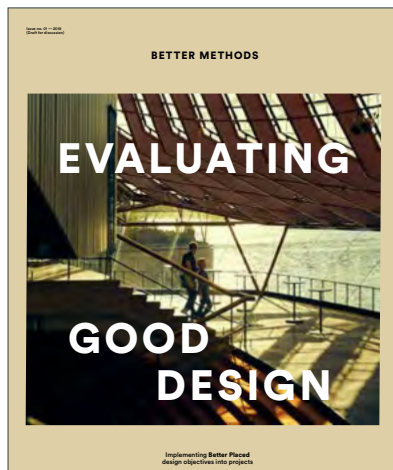
The *Better Placed* design policy advocates for a shared responsibility in achieving better design outcomes and is intended to be used by a large range of stakeholders including State and Local Government, politicians, architects, design professionals, developers, planners, engineers, builders, businesses, as well as the community.

						
OBJECTIVE 1. Better fit contextual, local and of its place	OBJECTIVE 2. Better performance sustainable, adaptable and durable	OBJECTIVE 3. Better for community inclusive, connected and diverse	OBJECTIVE 4. Better for people safe, comfortable and liveable	OBJECTIVE 5. Better working functional, efficient and fit for purpose	OBJECTIVE 6. Better value creating and adding value	OBJECTIVE 7. Better look and feel engaging, inviting and attractive

Better Placed advocates seven key objectives for achieving a better design of the built environment:

- **Better fit**
Good design in the built environment is informed by and derived from its location, context and social setting. It is place-based and relevant to and resonant with local character, heritage and communal aspirations. It also contributes to evolving character and setting.
- **Better performance**
Environmental sustainability and responsiveness is essential to meet the highest performance standards for living and working. Sustainability is no longer an optional extra, but a fundamental aspect of functional, whole of life design.
- **Better for community**
The design of the built environment must seek to address growing economic and social disparity and inequity, by creating inclusive, welcoming and equitable environments. Incorporating diverse uses, housing types and economic frameworks will support engaging places and resilient communities.
- **Better for people**
The built environment must be designed for people with a focus on safety, comfort and the basic requirement of using public space. The many aspects of human comfort which affect the usability of a place must be addressed to support good places for people.
- **Better working**
having a considered, tailored response to the program or requirements of a building or place, allows for efficiency and usability with the potential to adapt to changes over time. Buildings and spaces which work well for their proposed use will remain valuable and well-utilised.
- **Better value**
Good design generates ongoing value for people and communities and minimises costs over time. Creating shared value of place in the built environment raises standards and quality of life for users, as well as adding return on investment for industry.
- **Better look and feel**
The built environment should be welcoming and aesthetically pleasing, encouraging communities to use and enjoy local places. The feel of a place, and how we use and relate to our environments is dependent upon the aesthetic quality of our places, spaces and buildings. The visual environment should contribute to its surroundings and promote positive engagement.

3-1 Approach



Evaluating Good Design

Evaluating Good Design: Implementing Better Placed design objectives into projects was produced in 2018 to build upon the design objectives identified in *Better Placed: An integrated design policy for the built environment of NSW* (GANSW 2017).

The document provides a "criteria for evaluating a building, precinct, urban space, landscape element, public utility or item of infrastructure... any component of the built environment, at any scale, and in any setting".

Evaluating Good Design uses the same seven design objectives identified in *Better Placed*:

- **Better fit** - contextual, local and of its place
- **Better performance** - sustainable, adaptable and durable
- **Better for community** - inclusive, connected and diverse
- **Better for people** - safe, comfortable and liveable
- **Better working** - functional, efficient and fit for purpose
- **Better value** - creating and adding value
- **Better look and feel** - engaging, inviting and attractive

The document has been designed as a part of 'Better Methods', which is "a set of mechanisms developed by GANSW to support the practical delivery of a better built environment." It includes a set of design considerations (between 7-10 criteria) for each of the seven principles to assist with evaluating whether a design is considered 'good'.

The principles and design criteria have been designed to be used at all stages of a project, "from early design concepts to highly resolved proposals to completed work".



“The Design Guide for Heritage embraces the complexity of how we integrate and understand our present and our future with our living past. It demonstrates a sophisticated understanding of heritage significance and encourages an innovative, creative, and sensitive design approach” (Design Guide for Heritage, 2018. p4).

The *Design Guide for Heritage* similarly utilises the seven key objectives for achieving a better design of the built environment, but from a heritage perspective:

- **Better fit**
Heritage places create the setting for contemporary life, connecting communities to the past, and helping shape futures.
- **Better performance**
The protection and ongoing use of heritage places is an important strategy for sustainability in our cities, towns and places. This retains embodied energy, reduces waste, and minimises consumption of natural resources. Adapting heritage places uses and extends their inherent durability and integrates these buildings into contemporary life.
- **Better for community**
Heritage buildings, structures, and sites help create a sense of place and provide tangible links to the past. They have local character and identity, and many in the community feel strongly about what happens to them. Our built environment

heritage can make a strong contribution to social sustainability, and help to build robust and engaged communities.

- **Better for people**
Many heritage buildings and sites are beautiful, engaging places in which people are keen to live, work or play. They may be built of fine materials, exquisitely detailed, or have the robust appeal of a former industrial space. They could be set in mature gardens, or be part of a valued streetscape with a strong sense of place.
- **Better working**
Expectations of buildings and places can change dramatically over time. Some heritage places have outlived their functional life - either because the use is outdated, or because the building no longer meets current requirements. Buildings and sites that are not in use are likely to deteriorate rapidly, which can lead to 'demolition by neglect' and poor social and economic outcomes for surrounding areas and communities.
- **Better value**
The value and benefits of heritage place accrue to the broad community as well as to individual owners. Heritage places have different values to different people. For the owner, a place has a practical and market value. For the wider public, heritage value is usually paramount, but not all heritage places are equally valued. Design for the re-use of a heritage site can play an important role in bringing it back into public favour, negotiating multiple agendas, and providing amenity for neighbours and visitors as well as the owners.
- **Better look and feel**
New design work should respect and reinforce a heritage place. It should complement rather than compete, while also providing an excellent example of design in its own right. Many heritage places are welcoming and aesthetically pleasing, and may be significant for their architectural sophistication or rarity as well as their cultural or social contribution. In such places, new design can help maintain and enhance these aesthetic and architectural qualities.

3-2 Design review

Objective 1 Better fit – contextual, local and of its place

“Good design in the built environment is informed by and derived from its location, context and social setting. It is place-based and relevant to and resonant with local character, and communal aspirations. It also contributes to evolving character and setting.”



Better fit
contextual, local and of its place

SEPP 65 Design Principle 1: Context and Neighbourhood Character

"Good design responds and contributes to its context. Context is the key natural and built features of an area, their relationship and the character they create when combined. It also includes social, economic, health and environmental conditions.

Responding to context involves identifying the desirable elements of an area's existing or future character. Well designed buildings respond to and enhance the qualities and identity of the area including the adjacent sites, streetscape and neighbourhood. Consideration of local context is important for all sites, including sites in established areas, those undergoing change or identified for change."

SEPP 65 Design Principle 3: Density

"Good design achieves a high level of amenity for residents and each apartment, resulting in a density appropriate to the site and its context.

Appropriate densities are consistent with the area's existing or projected population. Appropriate densities can be sustained by existing or proposed infrastructure, public transport, access to jobs, community facilities and the environment."

SEPP 65 Design Principle 2: Built Form and Scale

"Good design achieves a scale, bulk and height appropriate to the existing or desired future character of the street and surrounding buildings.

Good design also achieves an appropriate built form for a site and the building's purpose in terms of building alignments, proportions, building type, articulation and the manipulation of building elements. Appropriate built form defines the public domain, contributes to the character of streetscapes and parks, including their views and vistas, and provides internal amenity and outlook."

Better Design for Heritage Objective 1: Better fit - Contextual, local and of its place

"Heritage places create the setting for contemporary life, connecting communities to the past, and helping shape futures.

Heritage buildings, structures, and conservation areas make strong contributions to the character of a place. This creates the context into which new additions, infill projects, and urban design must fit."

Local character

The existing local character of the area around the Five Dock Town Centre is characterised by single and two storey detached dwellings, some walk-up apartments which are two to four storeys in height, and some more recent apartment buildings that are approximately five to seven storeys in height.

The built form along Great North Road (eastern site boundary) in the Five Dock town centre is characterised predominately by one to two storey retail premises built to the boundary creating a continuous 'active frontage' on either side of the main street. Some buildings are three storey in height with the third storey often setback from the street edge. Buildings with a frontage along Great North Road typically feature an awning above the pedestrian footpath.

The built form along East Street (western site boundary) is predominantly one to two storey detached dwellings. The built form on the northern side of Henry Street (northern site boundary) features five storey apartment buildings.

The DCP outlines the desired future character for the area, stating "new buildings, alterations and additions contribute to the local 'village character' and heritage values through appropriate building forms, setbacks and heights". The DCP provides a series of design criteria that can assist with achieving the vision for the future character of the town centre. One of the criteria is "well-proportioned streetscapes" where there are "consistent street wall heights, especially along Great North Road, and... the bulk and scale steps down towards adjoining residential areas".

Five Dock is identified in the Eastern City District Plan (2018) as a local centre. The document highlights that local centres "include many of the District's great places, from clusters of local shops and vibrant main streets such as those at Strathfield and Marrickville that provide culturally diverse eating and shopping experiences, to retail centres such as Eastlakes".

The PP states "while the proposal will change the Five Dock centre, it will better recognise the most significant heritage buildings and the transformation

already brought by the new Metro Station". It also states that "the Planning Proposal has been prepared in direct response to the announcement and delivery of Sydney Metro West and responds to a change in circumstances caused by the current housing crisis". It states that "the introduction of the Five Dock Metro station represents a significant opportunity to provide much needed housing in a highly accessible location and support a level of density that will optimise the infrastructure investment of Sydney Metro West".

Built form and scale

The Planning Proposal seeks to rezone the site from a maximum building height of 15m up to a maximum building height of 75m. The Planning Proposal also seeks to change the maximum FSR control from 2.5:1 to 4.5:1. These building controls will allow the development of two 20-storey buildings on the site.

The Statement of Heritage Impact Report (Appendix 4) provides some justification for increased density within proximity of the heritage items. The report states "The introduction of new housing and jobs has the potential to further swell the congregation of the Church. While new worshippers may be able to join the existing congregation, the influx of people also has the potential to create completely new congregations. New service requirements will arise from the increase in pastoral care that the Church offers to the community. Increased space and new office facilities will be required to fulfil these services".

When considering if new development will visually dominate the heritage items and how this has been minimised, the Statement of Heritage Impact Report (Appendix 4) states "The entire area surrounding the Metro Station will undergo considerable uplift in density and hence building height and bulk. The proposed changes sought by the planning Proposal will be in line with the scale of those surrounding buildings". It states that the impact will be minimised through setbacks, the provision of open space and the use of a podium that is no taller than the ridge of the transepts of the Church.

3-2 Design review

Objective 1 Better fit – contextual, local and of its place

Response

The local character of the site is formed by the surrounding low density mixed-use town centre along Great North Road (eastern site boundary), as well as the one-to-two storey detached dwellings that front the site on the western side of East Street.

The *Design Guide for Heritage* outlines that "new design in heritage areas should relate to the predominant scale and grain of the setting. It should respect the height, bulk, density, and grain of the heritage fabric... New infill buildings should generally be no higher than neighbouring heritage buildings or the predominant scale of the streetscape". *Evaluating Good Design* provides design criteria related to "Considering the design in its immediate environs, and the wider context" and "Building on and reinforcing distinct and authentic local characteristics, qualities and attributes, referencing local heritage and local materials where applicable to support local identity". The two proposed 20-storey buildings are significantly taller than the existing heritage buildings on the site. They also do not reflect the "village character" that the DCP outlines as the desired future character for the area.

While the Planning Proposal seeks to change the LEP controls to allow a maximum building height of 75m, the height of the two 20-storey buildings proposed in the Reference Scheme has only been calculated at approximately 65.6m (based on floor to floor heights of 4.4m for the ground floor, 3.6m for level 1, and 3.2m for

the 18 residential upper storeys). This is problematic as the additional 9.4m increases the scale of development shown in the Planning Proposal, and provides potential space for the development of an additional three storeys. Changing the maximum LEP height to 75m is not supported.

While the proposed podium is no taller than the transept of the church, the single level setback of the fifth storey, where the upper levels (storey 6 - storey 20) are cantilevered and built to the podium edge, means that the bulk and scale of the building dominates the heritage context.

The Planning Proposal and Statement of Heritage Impact (Appendix 4) indicate that the 20 storey buildings are in line with the uplift that the area surrounding the Metro site will undergo. This statement however fails to reference the current strategic planning vision outlined for the Five Dock town centre and is based on a theoretical potential uplift around the future Metro station which is currently scheduled to open in 2032.

It is also noted that the Planning Proposal outlines the intent to provide 15% affordable housing as part of the development (see "Objective 3 - Inclusive, connected and diverse" on page 56 for further details on affordable housing provisions). As a result, the maximum eligible height of the proposed building will be increased from 75m to 97.5m. This increased maximum building height will increase the maximum number of permissible storeys from 20 storeys to 26 storeys (see Figure 43).



Figure 43 SGL 3D model showing the 20-storey towers with the additional 30% height (26-storeys) in the existing context.

As identified in the Eastern City District Plan (2018), Five Dock is a local centre. The Planning Proposal seeks to justify the introduction of height to Five Dock as a result of its proximity to the future Five Dock Metro Station, and the height allowable around other Metro stations across Sydney. This however is not an accurate or feasible comparison to make as different Metro stations across Sydney. This however is not an accurate or feasible comparison to make as different Metro stations can have a different character as a result of the role of the centre they are located within.

As can be seen in Figure 44, the majority of Metro stations are located in 'strategic centres' as categorised in the Eastern City District Plan, the Central City District Plan, the Northern City District Plan, the Western City District Plan and the Southern City District Plan. As a local centre, Five Dock should be compared to other local centres such as Cherrybrook, North Strathfield and Marrickville which have significantly lower densities than that of the strategic centres.

The Eastern City District Plan goes on to highlight Strathfield and Marrickville as local centres that feature "clusters of local shops and vibrant main streets".

This reflects similar urban qualities to the existing and desired future character of the Five Dock town centre. A case study investigation for Strathfield and Marrickville has been included on page 46 and page 47.

The LEP controls should not be spot amended for this individual site, but should instead reflect the desired future character for the wider Five Dock context. The development should be respectful of both the existing and desired future context as the area will transition gradually over time. The height and FSR that is approved on this site will set a precedent for future development in the town centre. Despite the introduction of a future Metro, Five Dock is expected to remain a local centre serving local needs and not become a strategic centre. The scale of anticipated change should reflect this. A better indication of the likely scale of development around the Five Dock Metro can be found in the recent draft TOD SEPP which proposes building heights of 21m within a zone that is 400m around 31 stations including North Strathfield Metro and Marrickville Metro stations.



Figure 44 Density & Height Near Metro Stations diagram from Appendix 1 - Urban Design Report with SGL annotations showing Metro station locations categorised as local, strategic or metropolitan centres.

3-2 Design review

Objective 1 Better fit – contextual, local and of its place

Local centre case study: North Strathfield

North Strathfield is identified in the Eastern City District Plan (2018) as a local centre. The North Strathfield Train Station and future Metro Station are located a block to the west of Concord Road which is the North Strathfield main street.

The character of North Strathfield similarly features predominantly low-density one to two storey detached dwellings (see Figure 45 and Figure 46), with some medium density typologies such as 3-4 storey walk-up apartment buildings on the blocks located on the western edge of the railway line (see Figure 45).

North Strathfield predominantly has a maximum building height of 8.5m, and a maximum FSR of 0.5:1. Its main street has a maximum building height of 11m and a maximum FSR of 2:1. The blocks to the west of the railway line, zoned R3 Medium Density Residential, have a maximum building height of 27m and a maximum FSR of 0.75:1m while the land zoned MU1 Mixed Use has a maximum building height of 16m and a maximum FSR of 1:1. The recent draft TOD SEPP anticipates allowing shop top and apartments within 400 metres of North Strathfield Station with a maximum Building Height of 21m and a maximum FSR of 3:1.

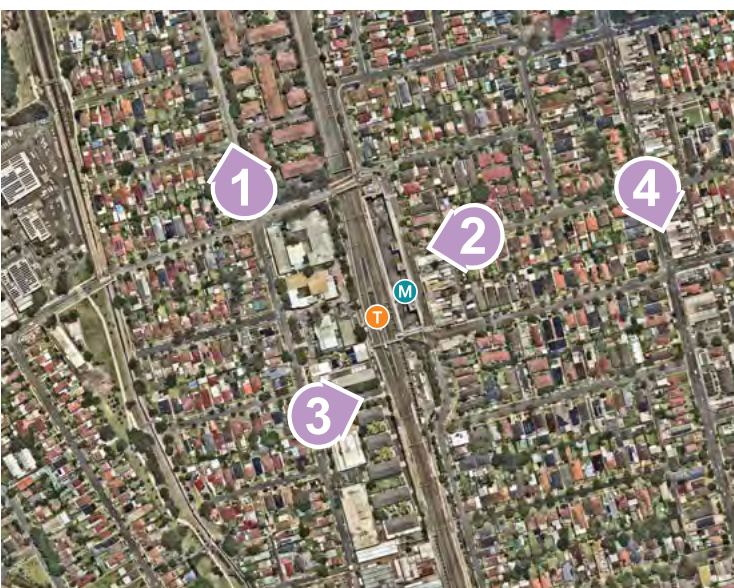


Figure 49 Aerial view of North Strathfield Train Station and future Metro Station (Nearmaps, 2023).



Figure 45 Streetscape view of George St, North Strathfield: 1-storey detached dwellings to the left, 3-4 storey walk-up apartments to the right (Google, 2020).



Figure 46 Streetscape view of Waratah St, North Strathfield: 1-storey detached dwellings to the right, 2-storey commercial on the left (Google, 2020).



Figure 47 Streetscape view of Hamilton St East, North Strathfield: 4-storey educational facility to the left with 3-4 storey apartments to the right (Google, 2020).



Figure 48 Streetscape view of Concord Rd, North Strathfield: 2-storey shop-top typologies to the left with 2-storey townhouses on the right (Google 2021).

Local centre case study: Marrickville

Marrickville is also identified as a local centre in the Eastern City District Plan (2018). Marrickville Train Station and future Metro Station are located on the eastern side of Illawarra Road in Marrickville, which has a similar character to Great North Road (Five Dock main street).

The character of Marrickville features a combination of low-density detached dwellings, medium density typologies, and light industrial buildings.

A large amount of the land in Marrickville has a maximum building height of 9.5m and a maximum FSR of 0.6:1. To the south of the station, Illawarra Road features predominantly 2-storey shop-top and mixed-use typologies with a maximum height of 20m and a maximum FSR of 2.5:1 (see Figure 52). The blocks that front the railway line on the northern edge have a maximum building height of 17-26 metres, and an FSR control of 1.5:1 - 2.6:1. In these areas, there is a density transition from 1-2 storey detached dwellings up to approximately 7-storey apartment buildings (see Figure 53 and Figure 54). The recent draft TOD SEPP anticipates allowing shop top and apartments within 400 metres of Marrickville station with a maximum Building Height of 21m and a maximum FSR of 3:1.



Figure 50 Aerial view of Marrickville Train Station and future Metro Station (Nearmaps, 2023).



Figure 51 Streetscape view of Illawarra Rd, Marrickville: 3-storey shop-top typology to the left and 7-storey mixed-use apartments to the right (Google, 2022).



Figure 52 Streetscape view of Illawarra Rd, Marrickville (looking towards the station): 2-storey shop-top on the left and 2-storey commercial on the right (Google, 2020).



Figure 53 Streetscape view of Arthur St, Marrickville: 1-2 detached dwellings on the left with a 7-storey apartment building to the right (Google, 2022).



Figure 54 Streetscape view of Byrnes St, Marrickville: 1-storey detached dwellings to the left with 5-6 storey apartment buildings on the right (Google 2021).

3-2 Design review

Objective 1 Better fit – contextual, local and of its place

Response

The context and character of the site is also impacted by the three heritage listed items. The proposed development does not take into consideration its heritage context and does not reflect the village character of the Five Dock town centre with the intention to introduce two 20 storey towers within close proximity of the heritage items. The surrounding context is not high rise (and is unlikely to be so in the future) and there is no precedent locally for buildings of such scale, particularly given the heritage value of the site.

The Statement of Heritage Impact Report (Appendix 4) states "The impact of a high rise buildings in the vicinity of the Church would be mitigated by the creation of a podium separation as part of the new development that sets its maximum height below that of the transept of the Church; through the creation of a publicly accessible open space that would be more usable to the Church and wider community; and by supporting the use of the site for worship and community engagement, which is central to its significance... The demand for space and various places for worship means that the Church and the existing Parish Hall itself cannot accommodate all the activities of the Church." The proposed development provides little in terms of the conservation of the place and the negative impacts are bordering on extreme.

It would seem axiomatic that the development of heritage sites requires greater care and control than on non-heritage sites, but this does not seem to be the approach in the current proposal.

A planning proposal for St John's Anglican Cathedral at Parramatta was for high rise development close to the Cathedral justified on the establishment of a new square to improve the setting of the Cathedral. No such benefits are proposed on the subject site (see Figure 55). Heritage concerns for the Planning Proposal include:

- An over-development of the site.
- Buildings set at heights that have no relationship to the heritage components and immediate current or future context.
- Proposed development will have an adverse impact on the setting and significance of the Church site.
- Proposed development provides no tangible benefits in conservation terms.

Opportunity for new St John's Square



Figure 55 Planning Proposal for St John's Anglican Cathedral Precinct with a new square formed to the main frontage from St John's Anglican Cathedral, Parramatta, Urban Design Study (Architectus, 2018)

Looking at the heritage context of the site to ensure future development is of its place, the demolition of the Inter War houses along Henry Street would provide a suitable location for the development of a multi-storey building. The height of the multi-storey building would be dependent on the treatment of the area to the rear of the Rectory where the Parish Centre is currently located.

The Parish Centre is not considered to be of heritage significance, and there is potential to demolish the Parish Centre with suitable future treatment of this space. There is a possibility for a low-scale development to the rear of the Rectory that links to the multi-storey building in the north-western corner. Alternatively, landscaping the area behind the Rectory to provide a garden setting and improve the setting and visibility of the Church would be of value.

It is recommended that the Heritage listed Church Hall and shops (see Figure 58) along Great North Road are retained for their heritage value and contribution to the setting. Consequently, the retention of an access way along the southern side of the Hall and shops is desired to ensure its presence within the streetscape remains.

03 Urban Design Review

A central, landscaped courtyard is supported to provide a landscape setting to the Church, Rectory and Church Hall to allow a public appreciation of all three buildings. There is an existing central landscaped area that fronts Great North Road and connects the heritage items within the site. A historical investigation revealed this landscaped space is at least 81 years old, having been built before 1943 (see Figure 36 and Figure 37 on page 34). There is a question as to how much this landscaped open space contributes to the setting and place of the heritage listed items. The Church heritage listing makes reference to the setting stating the Church is "set in attractive grounds, reminiscent of English village churches". Retaining this open space would ensure the heritage items remain in their existing setting. It is noted that a large part of this open space is at-grade car parking that surrounds the semi-circular lawn. If the open space is to be retained, it is recommended that the car-parking and driveways are removed and replaced by an attractive landscaped plaza space is created that retains the historical shape and structure. It may be possible to locate parking below this space, while retaining the historical geometry of the lawns.

An alternative option would be to alter the shape of the existing open space, and introduce a central plaza (similar to that of the Planning proposal), and place a small four storey development (with the upper floor setback in a roof form), with a frontage to Great North Road. A centralised plaza would still provide visual connections between the three heritage items. It is recommended that the new building features commercial uses rather than residential uses to allow for simpler treatment of the façades and to avoid the overextension of balconies into the central plaza that connects the heritage buildings. It is recommended that the development feature common materials found on period buildings in the area including brick and render. It is also recommended that any development in this place provides appropriate setbacks from the heritage items.

A through site link should be provided off Great North Road close to the Metro Station to allow views to the Church and access to the central courtyard.

Given there are three heritage listed items on the subject site, it is recommended that a heritage Conservation Management Plan (CMP) is developed to ensure a cohesive vision is established. The CMP should identify guidelines to manage change to the heritage items and to support appropriate future development on the site.



Figure 56 Heritage listed item: St Alban's Anglican Church Hall and Shops



Figure 57 Heritage listed item: St Alban's Anglican Church (on right)



Figure 58 Heritage listed item: St Alban's Anglican Church Rectory

3-2 Design review

Objective 2 Better performance – sustainable, adaptable and durable

"Environmental sustainability and responsiveness is essential to meet the highest performance standards for living and working. Sustainability is no longer an optional extra, but a fundamental aspect of functional, whole of life design."



Better performance
sustainable, adaptable and durable

SEPP 65 Design Principle 4: Sustainability

"Good design combines positive environmental, social and economic outcomes. Good sustainable design includes use of natural cross ventilation and sunlight for the amenity and liveability of residents and passive thermal design for ventilation, heating and cooling reducing reliance on technology and operation costs. Other elements include recycling and reuse of materials and waste, use of sustainable materials, and deep soil zones for groundwater recharge and vegetation."

Better Design for Heritage Objective 2: Better performance - sustainable, adaptable and durable

"The protection and ongoing use of heritage places is an important strategy for sustainability in our cities, towns, and places. This retains embodied energy, reduces waste, and minimises consumption of natural resources. Adapting heritage places uses and extends their inherent durability and integrates these buildings into contemporary life."

SEPP 65 Design Principle 5: Landscaping

"Good design recognises that together landscape and buildings operate as an integrated and sustainable system, resulting in attractive developments with good amenity. A positive image and contextual fit of well designed developments is achieved by contributing to the landscape character of the streetscape and neighbourhood."

Good landscape design enhances the development's environmental performance by retaining positive natural features which contribute to the local context, co-ordinating water and soil management, solar access, micro-climate, tree canopy, habitat values, and preserving green networks. Good landscape design optimises usability, privacy and opportunities for social interaction, equitable access, respect for neighbours' amenity, provides for practical establishment and long term management."

Sustainable building design

The Urban Design Report identifies that the Reference Scheme (Appendix 1) has been designed to maximise the number of corner dwellings which benefit from dual orientations. The north-western tower features four apartment units per level meaning all apartments have dual orientation. The south-eastern tower features five apartment units per level meaning that four out of the five units will have a dual orientation.

The Built Form Study within the Urban Design Report (Appendix A) identifies that "128 out of 162 units receive at least 2 hours of direct sunlight to the living areas and private open spaces in mid winter (79%) in accordance with the ADG guidelines (min 70%)". It also states that all of the units will receive some direct sunlight during mid winter. The lower levels (levels 2-4) appear to have a higher percentage of units that do not receive 2 hours of direct daylight during mid winter.

In regards to cross ventilation, the Report states that "147 out of 162 units achieve cross ventilation (91%) in accordance with ADG guidelines (min. 60%)". Levels 2-3 appear to have a higher number of units that do not achieve natural cross ventilation.

Looking at the floor plate sizes of the two proposed towers, the north-western tower has a floor plate that is 21m wide by 21m deep, which results in a total floor plate area of approximately 441m². The south-eastern tower is 21m wide by 34m long, which results in a total floor plate area of approximately 651m². As identified in the Reference Scheme (Appendix 1) both the towers have a building depth of approximately 21m.

Response

The apartment tower design for the current Reference Scheme appears to meet the ADG requirements for both direct solar access and cross ventilation, utilising shallow tower building depths of approximately 21m (podium depth of approximately 26m) and also maximising the number of dual aspect apartments.

The challenge is that towers of this scale are not justified in a small local centre, nor appropriate given the number and scale of heritage items on the site.

A criteria provided within *Evaluating Good Design* encourages "Retaining and enhancing existing buildings and vegetation of public value". The Planning Proposal's intention to demolish the Church Hall, despite its functioning state and value within the community, does not promote sustainable development practice. Preserving existing features on a site retains embodied energy, reduces waste, and minimises the consumption of natural resources. It is recommended that the Planning Proposal has an increased focus on the social and environmental elements of sustainability though the retention of existing built and natural features on the site.

3-2 Design review

Objective 2 Better performance – sustainable, adaptable and durable

Landscaping and deep soil

The existing site features mature and established trees that provide shade and passive cooling on-site. The largest tree on the site is the Plane tree (see Figure 62). The Planning Proposal identifies that the existing tree canopy coverage is currently 17%. Figure 60 identifies the existing deep soil zones on the site. SGL has used this diagram to calculate that approximately 30% (1213m²) of the total site area (approximately 4007m²) is deep soil. A site visit confirmed that there are three large grassed areas on the site, and a number of smaller areas which contribute to the site permeability and groundwater management (see Figure 63 and Figure 64).

The Urban Design Report (Appendix 1) states that "The increase in quality and quantity of street trees as well as other landscaping measures, bring life, cool and softness to this typical hard, hot and loud urban environment".

The planning proposal includes a Landscape Plan, and a Canopy and Deep Soil Strategy Plan within the Landscape Report (Appendix 3). It outlines that the proposal will include 42m² (1%) deep soil, and 418m² (10%) tree canopy coverage on the site (see Figure 61). The Planting Approach Plan (Figure 59) indicates that all existing trees on the site are to be removed.

Only four of the proposed trees are to be located within a deep soil zone, and they appear to have a small canopy coverage of approximately 11.5m² each. A number of the trees included in the tree canopy coverage calculation are located above the basement (Figure 61 indicates "basement set down, allowing 1.2m min soil depth"). Locating trees above a structure reduces their potential for growth, and therefore reduces their potential tree canopy coverage and the provision of shade on the site.

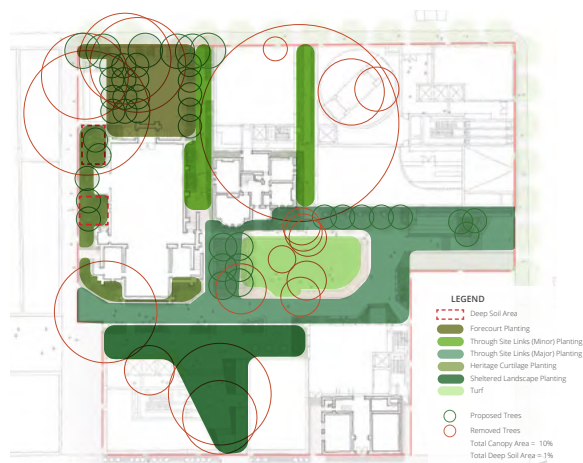


Figure 59 "Planting Approach - Ground" plan from Landscape Report (Yerrabingin, 2024).

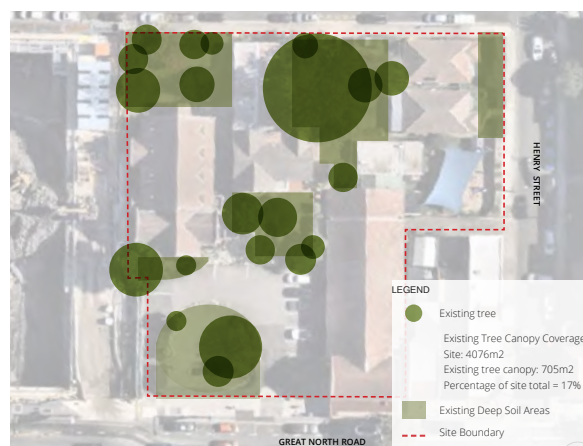


Figure 60 "Existing Conditions" plan from Landscape Report (Yerrabingin, 2024).

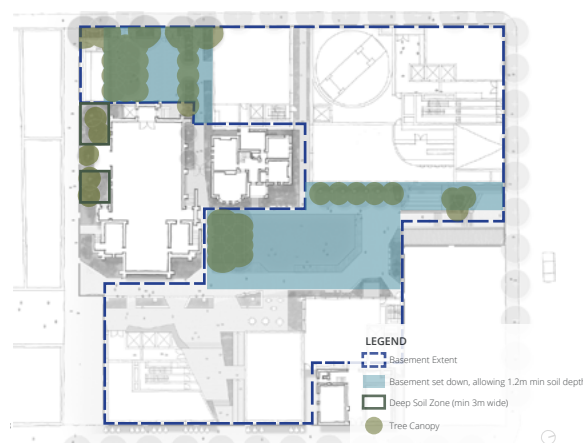


Figure 61 "Deep Soil and Canopy Coverage" plan from Landscape Report (Yerrabingin, 2024).

03 Urban Design Review



Figure 62 View of the established 'plane tree' from the Parish Centre verandah.



Figure 63 View of trees and grassed area captured from in front of the Church looking south-west towards East Street.

Response

The landscaping of a site can contribute to the heritage character of a precinct. Preserving tree canopy coverage, green spaces and the quality of heritage places is an important consideration for sustainability in our cities, towns, and places.

The Planting Approach Plan (Figure 59) identifies "proposed trees" and "removed trees", but does not reference whether any existing trees are to be retained. It is assumed that all existing trees on the site are to be removed. In the case of the Church frontage to East Street, the Planning Proposal may consider retaining some of the existing trees to retain the green edge and setting of the entry to the heritage listed church, and provide wider benefits to the character and sustainability of the surrounding area. If these trees are removed as indicated by the planning proposal, it is recommended that this area is replanted to provide a landscaped setting and to contribute to the tree canopy coverage of the site.

The Planning Proposal references increasing the quality and quantity of street trees, as well as the soft landscaped surfaces. The Planning Proposal does not however control what happens outside of the site boundary, and therefore cannot guarantee the provision of street trees within the public domain along East Street, Henry Street and Great North Road as indicated by the graphics of Figure 61. Street trees along East Street and Henry Street will be particularly challenging to deliver as these streets are only 12m and 14m wide respectively.



Figure 64 View of trees and grass area in the south-east corner of the site.

3-2 Design review

Objective 2 Better performance – sustainable, adaptable and durable

The Planning Proposal has reduced the amount of deep soil on the site from approximately 30% to approximately 1%. The Planning Proposal also claims that the tree canopy coverage on the site is reduced from approximately 17% to approximately 10%, however most of these proposed trees are located over basement car parking and the trees shown in front of the entry to the Church off East Street are proposed to be located within a "Covered Space". Consequently, the design outcome of the Reference Scheme and Landscape Plan is unlikely to reduce urban heat island effect impacts as outlined on page 54 of Planning Proposal Report. The Reference Scheme with its proposed tall towers, scale of development and basements and extent of hard urban surfaces appears likely to increase the micro-climate temperatures and exacerbate impacts of the urban heat island effect.

The Reference Scheme's outcome of a 1% deep soil zone and 10% tree canopy coverage on the site is insufficient. The minimal deep soil zone and small provision of trees on the site is a result of the extensive basement car-park that is located across a large area of the site. Reducing the extent of development and the number of car parking spaces (see Objective 5 on page 62 for further details on car parking provisions) will reduce the size of the basement, providing increased space for deep soil and tree planting. It is recommended that the amount of deep soil on the site is increased from 1% to a minimum of approximately 10%.

The construction of a covered area at the front of the church (see Figure 65 and Figure 66) contradicts the landscaping plans which show the intent to plant trees in the frontage between the Church and East Street (see Figure 59 and Figure 61 on page 52). The tree planting proposed in the Church frontage that is situated beneath the "Covered Space" identified in the Ground Floor Plan should not be included in the overall proposed canopy coverage calculations.

The construction of a covered area to the main frontage of the Church to East Street will restrict views to the Church from East Street and will have a detrimental impact on the landscape setting of the Church and is not supported.

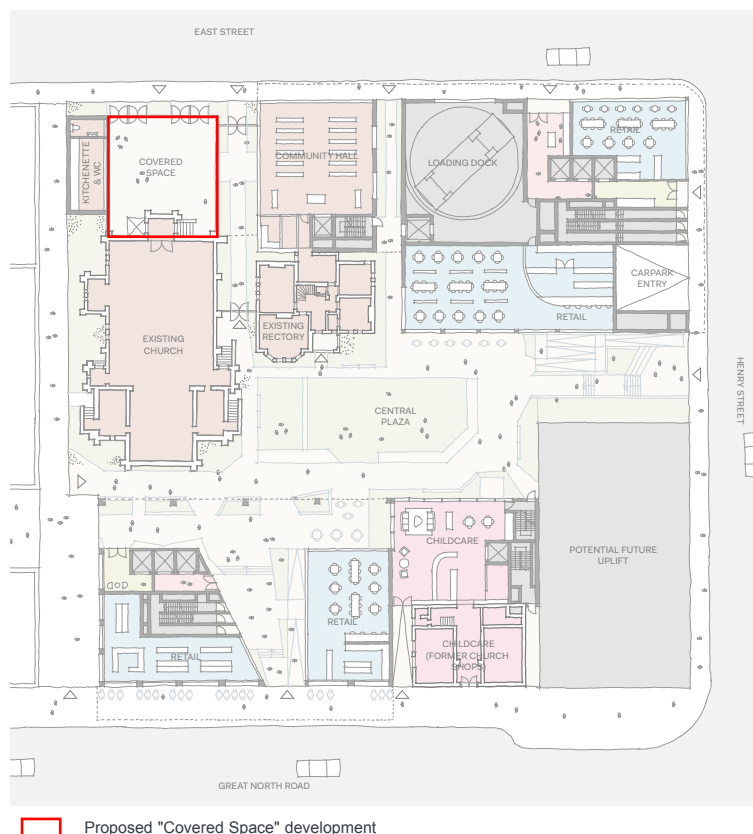


Figure 65 Ground Floor Plan with SGL annotations outlining the proposed "Covered Space" development in the Church frontage to East Street

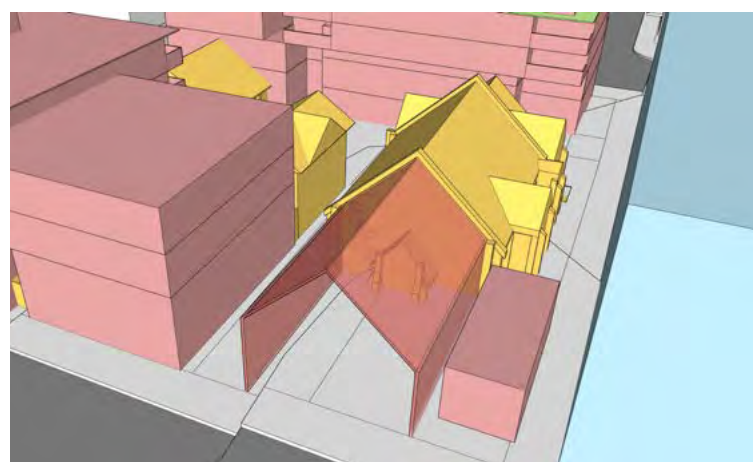


Figure 66 SGL 3D modelling of Planning Proposal showing the possible location and scale of the current proposed "Covered Space" on the Church frontage to East Street



Figure 67 SGL recommended deep soil zone

3-2 Design review

Objective 3 Better for community - inclusive, connected and diverse

“The design of the built environment must seek to address growing economic and social disparity and inequity, by creating inclusive, welcoming and equitable environments. Incorporating diverse uses, housing types and economic frameworks will support engaging places and resilient communities.”

SEPP 65 Design Principle 8:
Housing Diversity and Social Interaction

"Good design achieves a mix of apartment sizes, providing housing choice for different demographics, living needs and household budgets.

Well designed apartment developments respond to social context by providing housing and facilitates to suit the existing and future social mix. Good design involves practical and flexible features, including different types of communal spaces for a broad range of people, providing opportunities for social interaction amongst residents."

Better Design for Heritage Objective 3:
Better for community - inclusive, connected and diverse

"Heritage buildings, structures, and sites help create a sense of place and provide tangible links to the past. They have local character and identity, and many in the community feel strongly about what happens to them. Our built environment heritage can make a strong contribution to social sustainability, and help to build robust and engaged communities."



Housing diversity and demand

The Planning Proposal seeks to develop 162 residential apartment units. The PP identifies that 137 are to be standard apartments and 25 are to be affordable rental housing (ARH) apartments (15% of the total residential development). The proposed dwelling mix includes:

No. of bedrooms	Total no. of units	Percentage of units	LEP requirement
1-bed	25	15%	20% (min)
2-bed	97	60%	-
3-bed	40	25%	20% (min)
Total	162	100%	-

The Planning Proposal does not identify the dwelling mix of affordable housing units. Appendix 7 - Social and Community Infrastructure Needs Assessment does identify that the assumed additional population for this development is approximately 371 people, "based on the assumed occupancy rates for calculations of contributions and demand credits in the Canada Bay Local Infrastructure Contributions Plan".

Response

The proposed dwelling size mix does not currently meet council's LEP requirement for "at least 20% of the dwellings, to the nearest whole number of dwellings, in the development [to] be studio or 1 bedroom dwellings, and at least 20% of the dwellings, to the nearest whole number, in the development [to] have at least 3 bedrooms" (Clause 6.11 in CBLEP 2013). It is recommended that the number of allocated 1-bedroom apartments is increased from 25 units (15%) to a

minimum of 33 units (20%). It is also recommended that both the affordable housing and market housing each individually meet the dwelling mix recommended in Clause 6.11 of the CBLEP.

It is also noted that the Planning Proposal outlines the intent to provide 15% affordable housing as part of the development. As outlined in the Housing SEPP (2023), developments that provide 10-15% affordable housing are eligible to seek an increase to allowable height and floor space ratio of approximately 20-30%. Consequently, it may be possible for the height of the proposed building to be increased from 20 storeys (75m) to 26 storeys (97.5m). The maximum eligible FSR will increase from 4.5:1 to 5.85:1.

Inclusive design and diversity of users

The Planning Proposal states that an Urban Renewal Program (URP) has been developed to manage the "long-term allocation of buildings and property resources to meet the changing population, ministry and evangelism needs of a growing city".

The URP results in upgraded ministry spaces and better utilisation of Church land with social infrastructure users including:

- Affordable and social housing
- Specialist Disability Accommodation (SDA)
- Student housing
- Key worker accommodation
- Aged car / seniors living
- Childcare
- Youth recreation facilities
- Crisis accommodation
- Shared office space

The existing site has a small early learning centre (not currently in use) that is accessed from the rear of the Church Hall, and is located within the extension at the rear of the Church Hall. The Planning Proposal seeks to demolish the Church Hall and the childcare facility. The Reference Scheme floor plans indicate a new childcare facility on the ground floor of a new building that sits in place of the existing Church Hall. The proposed childcare is across three storeys, including the ground floor, and has a frontage to Great North Road.

Response

The PP's URP claims to provide a range of social infrastructure uses and housing types to cater for people of all demographics, however fails to specify how many units or how much floor space is allocated to each use. It is also not clear how many of these social infrastructure provisions will be publicly accessible, how many are designed to service the Church community and how many will be delivered on this site and benefit the surrounding local community.

The Planning Proposal also identifies the provision of childcare within the Reference Scheme. Providing space for a childcare facility is supported, however a childcare facility located within heritage shop-fronts and facing Great North Road is not supported. A 12.5m frontage for a childcare facility in this location does not support the fine grain character of the town centre or promote active frontages along Great North Road. Typically childcare facilities also require large outdoor areas and are located where there is suitable opportunity for drop off and pick up. A better location for childcare might be behind the Church Rectory facing East Street. It is also noted that the Planning Proposal seeks to demolish the existing childcare facilities and so is not providing any additional benefits to the community.

3-2 Design review

Objective 4 Better for people – safe comfortable and liveable

"The built environment must be designed for people with a focus on safety, comfort and the basic requirement of using public space. The many aspects of human comfort which affect the usability of a place must be addressed to support good places for people."

SEPP 65 Design Principle 7: Safety

"Good design optimises safety and security, within the development and the public domain. It provides for quality public and private space that are clearly defined and fit for the intended purpose. Opportunities to maximise passive surveillance of public and communal areas promotes safety."

A positive relationship between public and private spaces is achieved through clearly defined secure access points and well lit and visible areas that are easily maintained and appropriate to the location and purpose."

Better Design for Heritage Objective 4: Better for people - sustainable, adaptable and durable

"Many heritage buildings and sites are beautiful, engaging places in which people are keen to live, work, or play. They may be built of fine materials, exquisitely detailed, or have the robust appeal of a former industrial space. They could be set in mature gardens, or be part of a valued streetscape with a strong sense of place."

Better for people
safe, comfortable and liveable

Livability

The Planning Proposal seeks to introduce 162 apartments to the site, with an estimated assumed additional population of 371 persons within the 2 proposed 20-storey apartment buildings.

Response

Appendix 7 - Social and Community Infrastructure Needs Assessment identifies a number of benchmarks for the Canada Bay Council area. One of these benchmarks is "High density dwellings should be within 200m of quality open space of at least 0.1ha." The current size of Fred Kelly Place is approximately 0.065ha. With the future Fred Kelly Place extension provided as a part of the Metro development, this open space will be increased to approximately 0.13ha which meets the numerical element of the benchmark. While Fred Kelly Place is a highly valued open space in the Five Dock town centre, it is an urban open space." There is a question of whether access to quality green open space is also important to provide opportunities for exercise, connection with nature, and play for children and pets. Appendix 7 does identify that there is 12.5ha of passive open space within 800m of the site.

Shadow analysis

A shadow analysis for the winter solstice, summer solstice and spring equinox have been included in the Appendix (page 94 to page 95) with particular focus on the overshadowing of public open space. The shadow diagrams provide an approximate understanding of the scale, location and impact that the proposed development will have on its surrounding context at different times of day and year.

Response

Fred Kelly Place is the only area of open space in the town centre. It is the focus of civic life and is well used. The square is generally rectangular in shape with the longest side to the north. This means that the space is vulnerable to being overshadowed from the north and is why the Five Dock Town Centre study recommended widening the space. While it is noted that the future Metro station results in overshadowing of Fred Kelly Place in mid-winter, the lower height of the Metro building and the angles of the shadows means that while the ground area may be in shadow, a person standing or sitting in the park can still receive direct solar access to their face (see Figure 69). It is also recognised that as part of the Metro delivery, Fred Kelly Place has been increased in size and the built form has been designed to minimise overshadowing of the existing open space.

The shadows cast from the two proposed 20-storey towers impacts the majority of Fred Kelly Place leaving little to no areas with direct solar access between the hours of 9:00am and 3:00 pm in mid-winter. The towers would also have an impact on neighbouring properties, with the shadows reaching across both East Street and West Street at 9:00am on June 21st, and across both Great North Road and Waterview Street at 3:00pm on June 21st. The shadow, particularly from the south-eastern tower, also contributes to the overshadowing of the post office site between 12:00pm and 4:00pm which is identified as the ideal location for the future 'town square' site in the Canada Bay DCP.

The DCP provides specific controls to prevent the overshadowing of public spaces. Part G includes an objective that aims "to ensure areas of open space have access to adequate sunlight especially in mid-winter between 12-2pm". Part F3.3 provides an objective that aims "to minimise the amount of overshadowing of neighbouring developments and outdoor spaces to maintain their amenity". The proposed development would not achieve this.



Figure 68 PP additional shadow extent at 11:am on June 21st

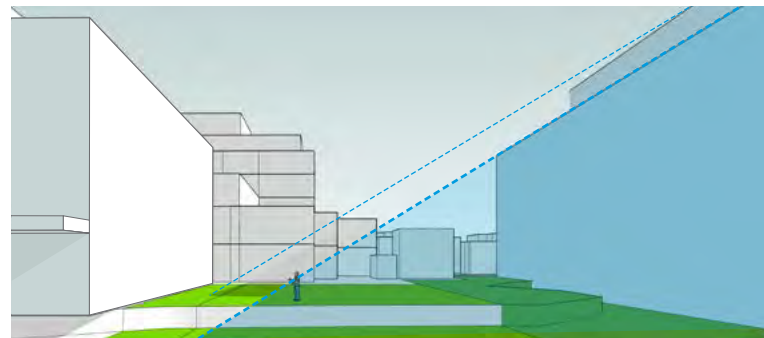


Figure 69 SGL model of existing context and future Metro Station: shadow diagram showing person standing in Fred Kelly Place in partial sunlight on June 21st at 11:00am

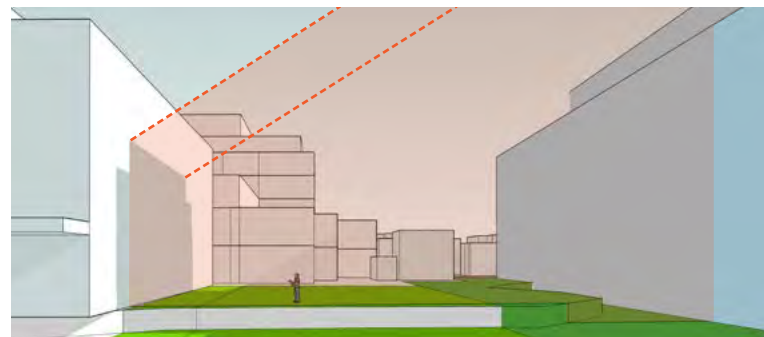


Figure 70 SGL modeled of existing context, future Metro Station and PP built form: shadow diagram showing person standing in Fred Kelly Place with no direct sunlight on June 21st at 11:00am

3-2 Design review

Objective 4 Better for people – safe comfortable and liveable

Connectivity & Safety

The Urban Design Report (Appendix 1) includes a series of Urban Design Principles and Strategies. One of these principles focuses on pedestrian through-site links and points of connection within and through the site (Figure 71). Sydney Metro is providing a pedestrian link that runs along the north of the station (adjoining with the subject sites southern boundary) between East Street and Great North Road, however the entry to the Metro is off Fred Kelly Place. Plans by Sydney Metro indicate an intention to provide active frontages facing the church and new link.

The PP indicates that vehicular access to the proposed basement car-park is via an entry point off Henry Street along the northern site boundary. Henry Street is approximately 12m wide and features a single lane of parking with a two-way carriageway. The narrow road reserve and narrow footpaths give it a laneway like character.

Access to the proposed loading dock is off East Street (western site boundary) which is only 14m wide, and features a two-way carriageway and two lanes of car parking. This entry point is to be accessed by large servicing trucks and is designed to service all proposed buildings on the site.

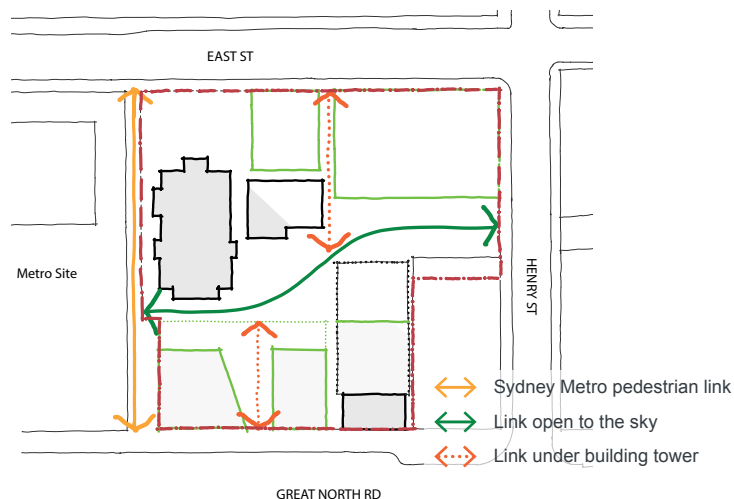


Figure 71 Edited through-site links diagram from Appendix 1 Urban Design Report (Carter Williamson, 2023).



Figure 72 Access of connectivity plan from the Five Dock EIS Report (Sydney Metro West, 2022).



Figure 73 View of Henry Street looking east



Figure 74 View of East Street looking south

Response

The Planning Proposal makes a number of graphic references to the provision of a north-south pedestrian through-site link that connects directly between Henry Street and the Metro Site (see Figure 71). The PP diagram, illustrated at Figure 71 is confusing as it implies that there is a station entrance to the north of the Metro site. Sydney Metro West has not released any information that suggests a station entrance from Metro's northern site boundary. The EIS Report provided by Sydney Metro West provides a diagram that shows a single station entrance from the south off Fred Kelly Place (see Figure 72).

Three pedestrian links are proposed within the site boundary, none of which provide a direct line of sight from one end of the site to the other. This significantly restricts visual permeability on site and impacts safety and security for pedestrians. Two links are to be located under buildings which inhibits wayfinding and amenity. The PP through-site link plan proposes two east-west pedestrian through-site links that are located beneath the undercroft of buildings, and both have terminating views into the plaza. This is not an inviting environment for pedestrians to enter as it does not promote safety and can create concealed corners. No direct view through the site can also result in inefficient wayfinding.

A revised through-site link scheme is proposed in Figure 75 which improves visual permeability through the site by directly connecting the two east-west links. The revised scheme also enhances wayfinding for pedestrians by reducing the number of under-building pathways, where pedestrians are concealed beneath the bulk of the building. The proposed widening of the Metro site's connection between East Street and Great North Road would allow for better accessibility to and from the site and the future Five Dock Metro Station.

It is noted that the current east-west pedestrian through-site link connecting East Street and Great North Road along the boundary between the subject site and the Metro station is entirely on Metro land. The PP's ground floor plan indicates a proposed 'Kitchenette and WC' to be situated on the southern

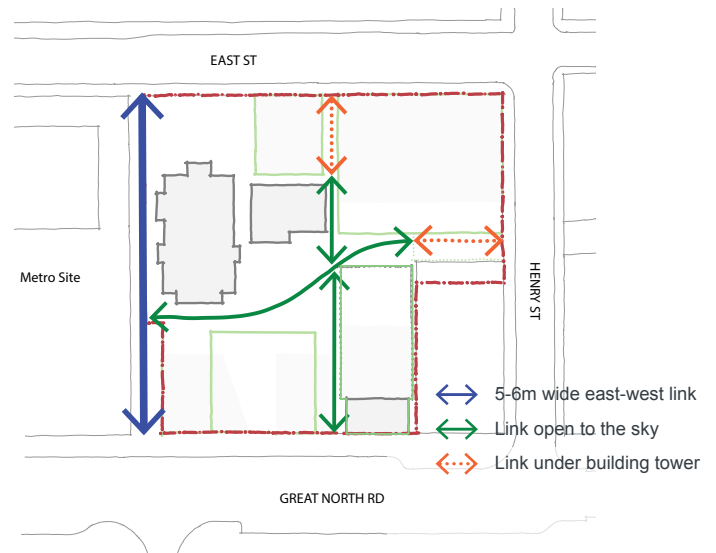


Figure 75 SGL recommended through-site links

boundary, which results in the link being less visible from East Street and reduced in width to only 3.5m wide (approximately), and is not supported. It is recommended that a landscaped setback is also provided on the subject site to support a safe, attractive and inviting through site link.

In relation to the proposed vehicular access points, not providing vehicular access off Great North Road is supported. There is however a question of whether the proposed design of the vehicular access points are appropriate.

There are concerns for vehicles accessing both the basement car-park off Henry Street and the loading dock off East Street given the narrow road reserves. It is recommended that all ground floors of proposed buildings along East Street and Henry Street are setback a minimum of 1m from the boundary to increase the footpath width and improve visibility and site lines for drivers, and safety for pedestrians. This is particularly important given East Street will feature increased pedestrian activity with people accessing the future Five Dock Metro Station.

There is also some concern in regards to the movement and manoeuvring of vehicles and the servicing trucks on such narrow streets, however this will require additional advice of a traffic engineer.

3-2 Design review

Objective 5 Better Working – functional efficient and fit for purpose

“Having a considered, tailored response to the program or requirements of a building or place, allows for efficiency and usability with the potential to adapt to changes over time. Buildings and spaces which work well for their proposed use will remain valuable and well-utilised.”

Better Design for Heritage Objective 5: Better working - functional, efficient and fit for purpose

“Expectations of buildings and places can change dramatically over time. Some heritage places have outlived their functional life - either because the use is outdated, or because the building no longer meets current requirements. Buildings and sites that are not in use are likely to deteriorate rapidly, which can lead to “demolition by neglect” and poor social and economic outcomes for surrounding areas and communities.”

Better working
functional, efficient
and fit for purpose

Parking

The Planning Proposal Reference Scheme shows two levels of basement car parking that cover most of the site, excluding the area beneath the heritage listed items, and the driveway easement (see Figure 76).

The PP states that the basement is designed to accommodate 272 car parks, which includes 184 residential and visitor car parking spaces (including 22 for affordable dwellings), and 93 car parks for non-residential uses including Church, retail and commercial uses. The number of parking spaces required to service the 162 residential units have been calculated using based on the requirements for Category B within the DCP. The site was classified as Category B before the future Five Dock Metro Station was announced.

The basement car-park has one vehicular entry point off Henry Street. A separate entry for service vehicles is provided off East Street which leads to a turntable and loading dock at ground level beneath the north-western tower.

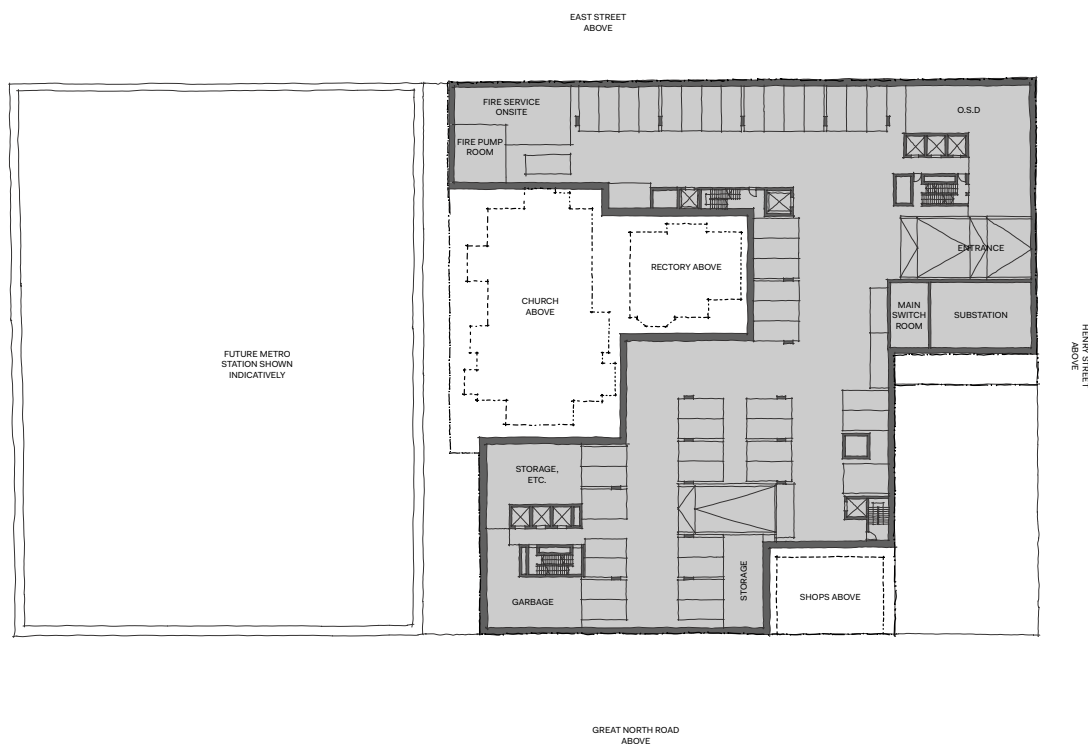


Figure 76 "Basement Typical" plan from Urban Design Report (Carter Williamson, 2023).

Response

The planning proposal seeks to change the zoning controls from a 17m maximum building height to a 75m maximum building height (20 storeys). The proponent appears to justify the additional height for the development of residential towers based on the fact that the site adjoins the future Five Dock Metro Station and it is considered 'Transport Oriented Development'.

The NSW Government outlines TOD as "a land use planning approach that encourages sustainable and mixed-use development around transport and aims to create vibrant and walkable communities." The NSW draft Transport Oriented Development SEPP is intended to be adopted in April 2024. This policy has two parts. One part intends to alter the planning controls within 400m of 31 well-located Metro and rail stations. Within 400m of these stations shop top housing will be allowed in local and commercial centres. It is currently proposed that development will have a 21m max height and 3:1max FSR although there have been submissions on this draft SEPP that indicate these FSRs are too high for the proposed heights. The TOD SEPP heights and FSR's are much lower than indicated in the Planning Proposal.

The reference scheme provides car parking provisions in line with the requirements of the DCP, however these requirements were put in place before the future Five Dock Metro was announced. Providing more car spaces than the number of dwellings, even if in line with the DCP requirements, does not align with the sustainable approach to transport oriented development. It promotes car-ownership and usage rather than active and public transport usage. The PP should instead follow the 'Residential Parking Requirements' outlined in Category D (designed for Rhodes West and Rhodes East which are situated near train stations). Under the Category D requirements, the current proposal would require 147 car spaces (114 residential parking spaces and 33 visitor parking spaces) for the residential towers. Car parking requirements would be further reduced with a smaller development that is more sympathetic to the heritage of the site.

3-2 Design review

Objective 5 Better Working – functional efficient and fit for purpose

The Heritage Listed Church Hall

The Church Hall is listed as a heritage item in Schedule 5 Part 1 of the Canada Bay Local Environmental Plan 2013 (Item I228) as 'Church Hall and Shops'.

The State Heritage Inventory Listing sheet for the Hall (SHI 2891062) contains a statement of significance:

"An excellent part of the church group and an interesting addition to the streetscape with its well-proportioned form, intact original awning and symmetrical design. It retains early shopfronts and detailing. A very unusual example of a church hall combined with commercial premises."

The building was constructed in 1933 and replaced an earlier hall on the site. The provision of church halls is a very common feature of church sites throughout NSW and it is clear from the HIS that the new hall was considered necessary to replace the hall that had been demolished to make way for the current Church.

The Planning Proposal involves the partial demolition of the hall, and identifies that the demolition of this hall is "a contentious issue due to it being a local heritage item", however outlines its reasons for the proposed demolition. Reasons for the demolition include:

- "The hall is not used by the Church for Sunday School classes as it becomes too noisy with many children and impractical to divide into multiple classes".
- "The hall also requires regular maintenance as well [as] some major capital maintenance requirements identified in upcoming years (e.g. major floor repair)".
- "Currently, the hall is leased to a local dance business at a subsidised rate due to the maintenance requirements and predominantly used after school hours".
- "In its current form, the hall is not well suited to contemporary Church needs and has low utilisation value for the Parish and the community. As such, the hall is of limited social significance for the Church".

The Statement of Heritage Impact Report (Appendix 4) provides justification for the demolition of the hall. The report states: "The wider community wants historic and beautiful churches to be conserved; they are not particularly concerned with the requirements of the congregation or with the financial requirements arising from the maintenance of churches. The wider community has an expectation that these churches will be conserved but are happy to place the financial burden of the conservation on the congregation, even if heritage status is imposed by Local Government."



Figure 77 View of St Alban's Anglican Church Hall and Shops (local heritage item) from Great North Road.

Response

Better Design for Heritage Objective 5 states that "Expectations of buildings and places can change dramatically over time. Some heritage places have outlived their functional life - either because the use is outdated, or because the building no longer meets current requirements. Buildings and sites that are not in use are likely to deteriorate rapidly, which can lead to 'demolition by neglect' and poor social and economic outcomes for surrounding areas and communities."

The hall is unusual in having a commercial frontage to Great North Road that provides the main access to the Hall and its upper floor. It is a large and handsome building that is relatively intact in form, layout and detail and has exposed trusses in the main hall. It is a key component in the overall composition of the Church site and plays a strong role in its social significance. It also plays an important role in the local streetscape and the setting of the Church and Rectory.

The building is in good condition and appears to be well used. Its demolition has not been adequately justified in the Statement of Heritage Impact.

The Hall is a heritage item and should be conserved to allow an appreciation of its qualities, its role in the historical development of the place and to maintain its social significance.

Consideration could be given to the demolition of the gabled service wing at the rear if this facilitates some level of development particularly at the basement car park levels.

Any development along Great North Road should allow for some separation from the Hall in the form of a public through route to allow the building to be read in the round. It would also be preferred that development be set to allow some visual linkage between the Hall, Church and Rectory.

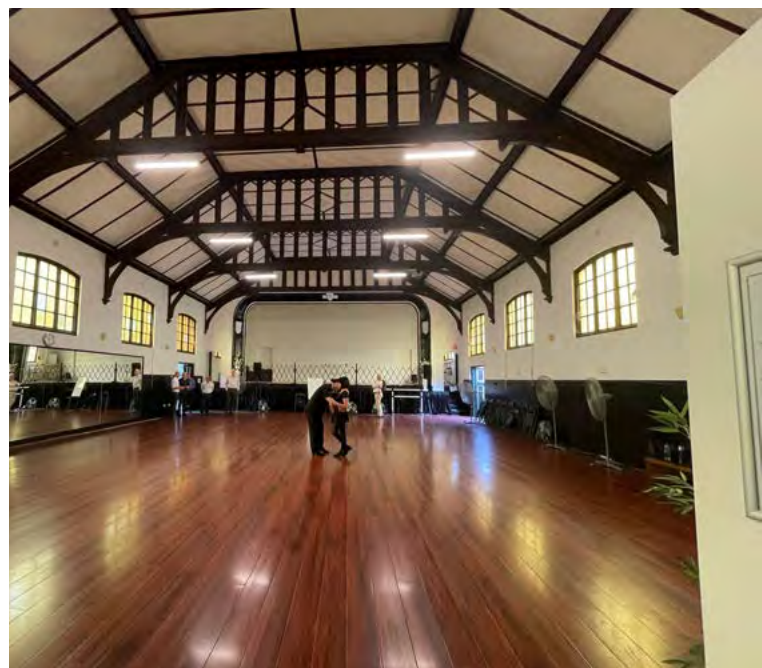


Figure 78 Interior view of St Alban's Anglican Church Hall.

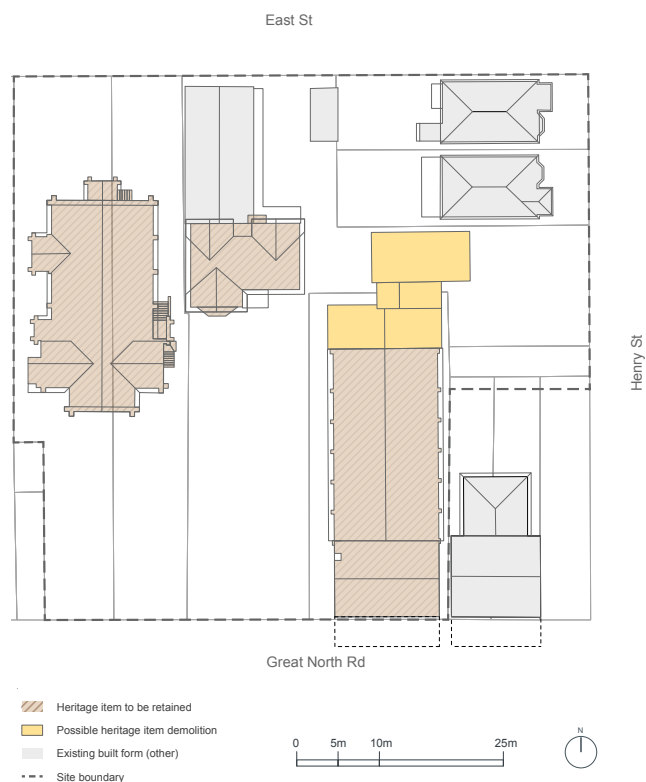


Figure 79 SGL recommended heritage plan

3-2 Design review

Objective 6 Better Value – creating and adding value

“Good design generates ongoing value for people and communities and minimises costs over time. Creating shared value of place in the built environment raises standards and quality of life for users, as well as adding return on investment for industry.”

SEPP 65 Design Principle 6: Amenity

"Good design positively influences internal and external amenity for residents and neighbours. Achieving good amenity contributions to positive living environments and residents well being.

Good amenity combines appropriate room dimensions and shapes, access to sunlight, natural ventilation, outlook, visual and acoustic privacy, storage, indoor and outdoor space, efficient layouts and service areas, and ease of access for all age groups and degrees of mobility."

Better Design for Heritage Objective 6: Better value - creating and adding value

"The value and benefit of heritage places accrue to the broad community as well as to individual owners.

Heritage places have different values to different people. For the owner, a place has a practical and market value as well as heritage value. For the wider public, heritage value is usually paramount, but not all heritage places are equally loved.

Design for the re-use of a heritage site can play an important role in bringing it back into public favour, negotiating multiple agendas, and providing amenity for neighbours and visitor as well as the owners."

Better value
creating and adding value

Open space

The Planning Proposal outlines the intention to create a north-south centralised plaza space that covers approximately 29% of the site. It identifies that the plaza space will provide a pedestrian connection between Henry Street and the new Metro station, and between Great North Road and East Street (see Figure 80).

Appendix 3 (Landscape Report) identify that the "design intent and function" for the Plaza is to "create a place for the wider community as well as church users to gather, with flexibility to accommodate permanent and temporary events, markets and performances".

SGL Response

The "Central Plaza" as documented in Figure 80, is calculated to cover approximately 29% of the site area. This calculation assumes the demolition of the heritage listed Church Hall, and will not accurately reflect the provision of open space if the hall were to be retained. Parts of the proposed plaza are also located underneath the proposed large residential tower and so will have more of an undercroft character than an open plaza feel.

While the Church Hall may not provide significant value to the church (land owner) or church community, it is valued and regularly used by the wider Five Dock community. The PP does not explain why the Church Hall could not be used by other uses, such as the current dance school or for community events. The Church Hall holds both heritage value and serves an important role in the community by providing a large

03 Urban Design Review

communal space that can be rented out and utilised as a performance or creative arts space. These types of spaces play an important role in the life of a local community, and are currently limited within Five Dock. For these reasons, the proponent should consider alternative options to demolition.

Retaining the Hall will reduce the size of the proposed plaza and amount of open space on the site. This is not considered a problem as a smaller, more intimate space, surrounded by smaller buildings would integrate well with the scale of the existing heritage buildings.

The site has considerable heritage qualities and includes a handsome Church, a large and well-detailed Hall and an exceptionally finely detailed Presbytery (Rectory). The buildings have a landscape setting to Great North Road and East Street and the Church was built to face this frontage.

The three components and their landscape setting combined provide evidence of the early and larger development of the place, are built representations of the desire of parishioners to establish and continue a spiritual and community presence on the site, and are important built elements in the local area. This is reflected in the listing of the three buildings as heritage items in the CBLEP.

Any development on the site needs to be very carefully considered. The current Planning Proposal pays very little regard to the heritage qualities of the site. The proposal requires the demolition of one of the heritage components and will alter the landscape setting of the heritage buildings.

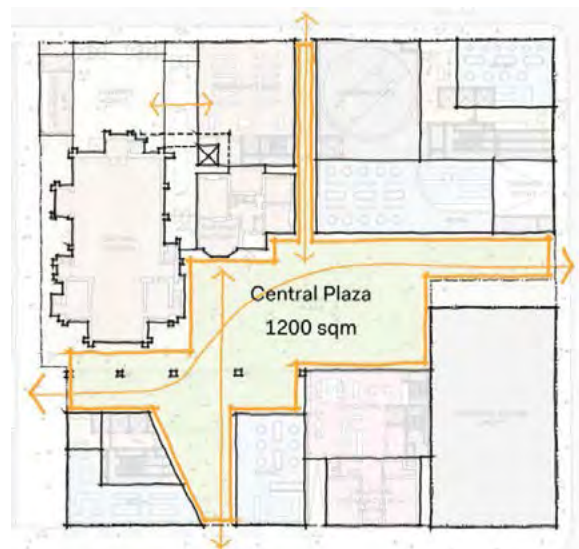


Figure 80 Central Plaza diagram from Urban Design Report (Carter Williamson, 2023).

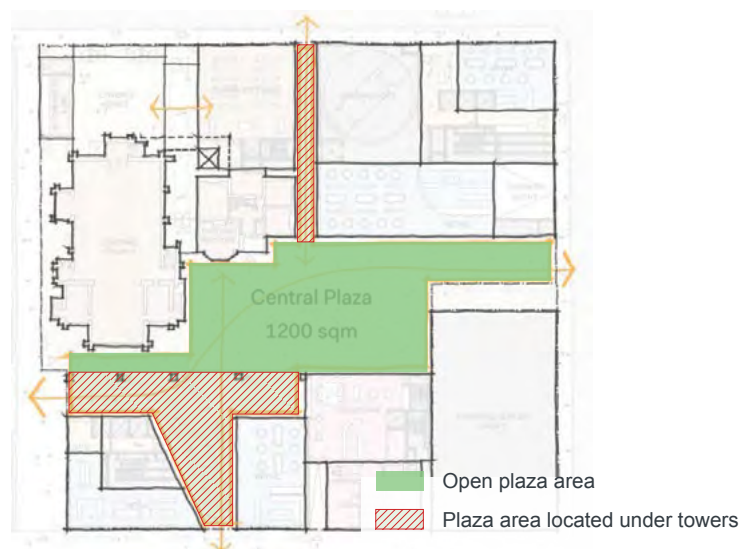


Figure 81 SGL annotations on central Plaza diagram from Urban Design Report (Carter Williamson, 2023).



Figure 82 SGL modified plan showing proposed built form and plaza

3-2 Design review

Objective 7 Better look and feel – engaging, inviting and attractive

"The built environment should be welcoming and aesthetically pleasing, encouraging communities to use and enjoy local places. The feel of a place, and how we use and relate to our environments is dependent upon the aesthetic quality of our places, spaces and buildings. The visual environment should contribute to its surroundings and promote positive engagement."

SEPP 65 Design Principle 9: Aesthetics

"Good design achieves a built form that has good proportions and a balanced composition of elements, reflecting the internal layout and structure. Good design uses a variety of materials, colours and textures."

"The visual appearance of well designed apartment development respond to the existing or future local context, particularly desirable elements and repetition of the streetscape."

Better Design for Heritage Objective 7: Better look and feel - engaging, inviting and attractive

"New design work should respect and reinforce a heritage place. It should complement rather than compete, while also providing an excellent example of design in its own right."

"Many heritage places are welcoming and aesthetically pleasing, and may be significant for their architectural sophistication or rarity as well as their cultural or social contribution. In such places, new design can help maintain and enhance these aesthetic and architectural qualities."

Better look and feel
engaging, inviting and attractive

View corridors

The Statement of Heritage Impact Report (Appendix 4) states that "The St Albans Church Group is only partially visible on approach from either direction along Great North Road due to the large setback of the Church and the Rectory." Referencing the view of the site from the east (including the terminating view along Second Avenue) the report states "From directly out the front of the church at the Great North Road the Church and Rectory are visible beyond the church grounds, however are partly obscured by parking and vegetation on the site".

Second Avenue runs perpendicular to Great North Road, and is a major east-west connection between Five Dock Park and residences in eastern Five Dock and the future Metro station. As the subject site is situated adjacent to the future Metro station, the boundary between the subject site and the future Metro station forms the terminating view along Second Avenue. The existing terminating view frames the heritage items (St Alban's Anglican Church and St Albans' Anglican Church Rectory), and features a leafy landscape with a open space in the south-eastern corner of the site that provides views through to the heritage sites (see Figure 84 on page 69).

The Planning Proposal states it intends to contribute to the continuous street wall aspect of Great North Road. This involves placing one of the 20-storey towers in the south-east corner of the site, which blocks the existing view of the heritage listed Church from both Great North Road and from Second Avenue (see Figure 85 on page 69). The Planning Proposal references the existing scale of the street by providing a four-storey podium.

Appendix 4 includes a plan that shows view corridors based off the proposed Reference Scheme where green arrows show view corridors that are maintained, orange arrows show view corridors that are reduced, and blue arrows show view corridors that are created.



Figure 83 View corridors that are maintained (green arrows) view corridors that are reduced (orange arrow) and view corridors that are created (blue arrow) diagram from Appendix 4 (Weir Phillips Heritage, 2023).



Figure 84 2021 view (pre-metro construction) of the heritage listed church from Second Avenue (Google, 2021).

Response

The location of the site adjacent to the future Metro station means that this part of the Five Dock Town Centre will become the focus of activity and will be more frequently visited at all times of day. As Second Avenue runs perpendicular to Great North Road, and is a major east-west connection point between residences in the eastern part of Five Dock and the Metro station, it will soon service high levels of commuter traffic (including pedestrian, cycle and vehicular traffic). The boundary between the subject site and the future Metro station forms the edge of a terminating view to the west along Second Avenue.

The Church was built to front East Street and the view to the Church along Second Avenue is to its rear elevation and is not considered a key component, though it would be of benefit that views through the site from Second Avenue to part of the Church are maintained.

While the built form in the Planning Proposal features a 4-storey podium with the intent to reference the existing scale of the built form along Great North Road, the upper levels would read as continuous. From Second Avenue the podium setback is unsuccessful in reducing the perceived bulk and scale. The existing view that frames the heritage listed Church and features established green landscaping would be replaced by a large 20-storey tower that dominates the streetscape and blocks views of the Church.

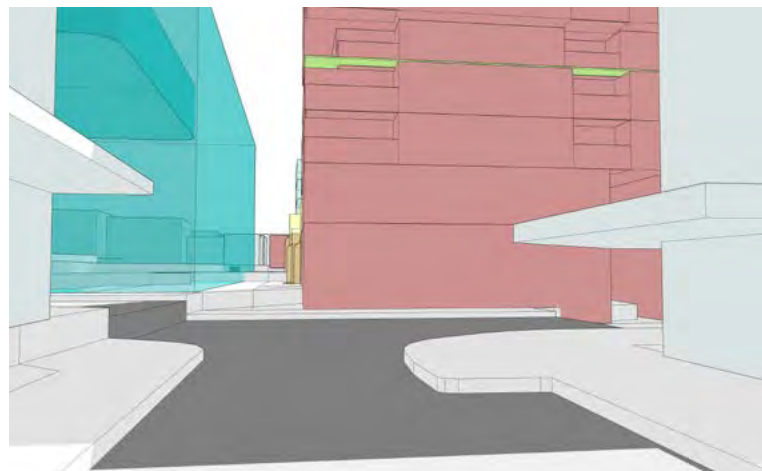
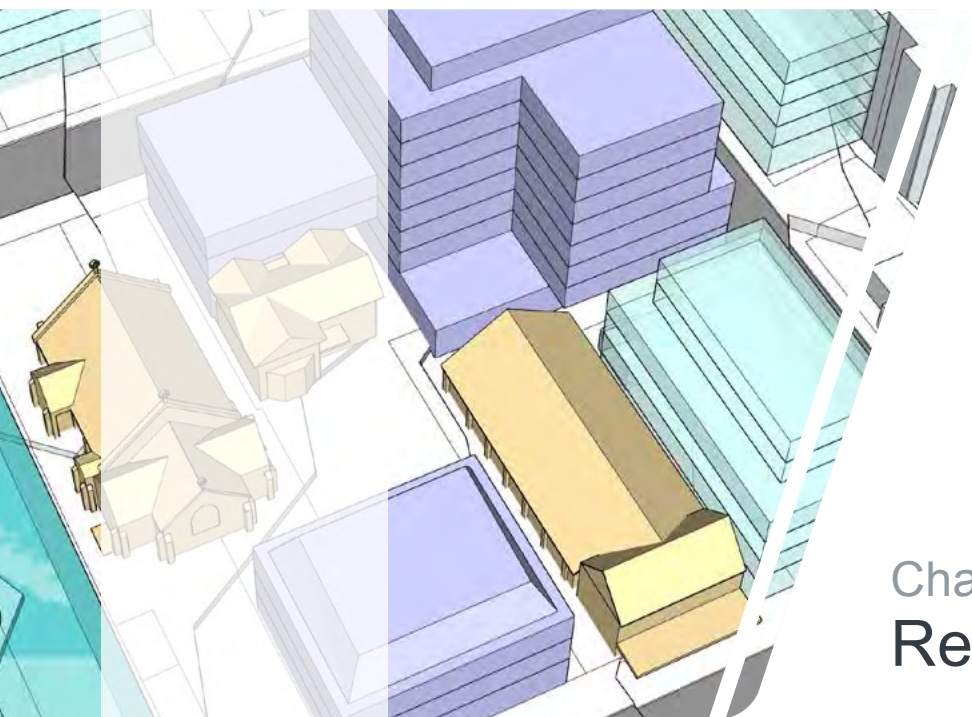


Figure 85 SGL 3D model showing proposed terminating view along Second Avenue (looking west).



Chapter 4

Recommendations

4-1 Overview

4-2 Overview of recommendations

04 Recommendations

4-1 Overview

The urban design review of the Planning Proposal has identified a series of key recommendations to improve the future development outcomes on the 171-179 Great North Road & 1A-1B Henry Street site within the Five Dock town centre. The review has investigated the proposal from both an urban designer and heritage conservation perspective given the significant heritage context of the site.

The Planning Proposal review and recommendations detailed in Chapter 3 have been summarised in Chapter 4. These recommendations have been informed by the physical and strategic context, and the design objectives identified in *Better Placed*, *Evaluation Good Design* and the *Design Guide for Heritage*.

The review has taken into consideration the proposed amendments to the CBLEP controls including the maximum height of buildings and maximum floor space ratio for the site.

Key areas of concern for the Planning Proposal have been identified under the *Better Placed* design objectives and include:

- Better fit - contextual, local and of its place
- Better performance - sustainable, adaptable and durable
- Better for community - inclusive, connected and diverse
- Better for people - safe, comfortable and liveable
- Better working - functional, efficient and fit for purpose
- Better value - creating and adding value
- Better look and feel - engaging, inviting and attractive.

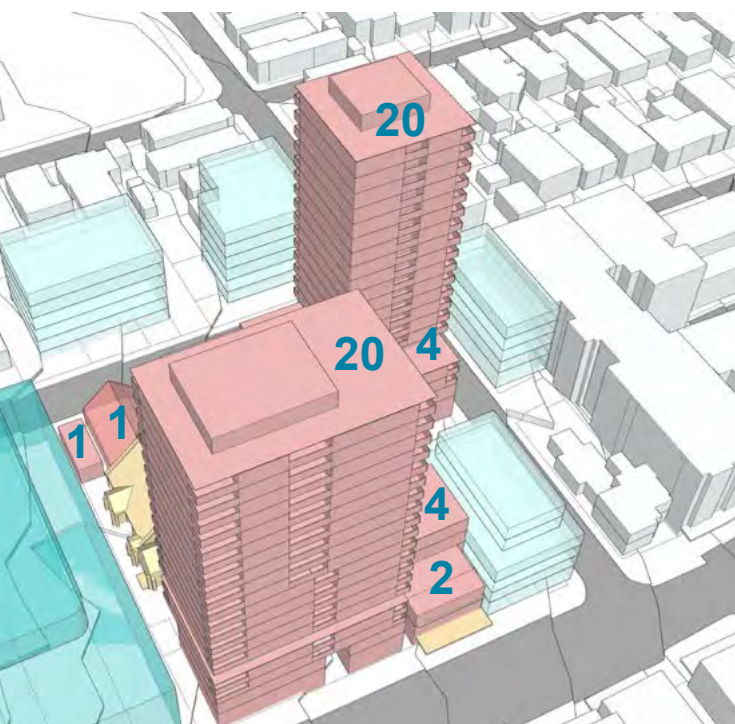


Figure 86 Perspective view: Planning Proposal with proposed building heights in storeys

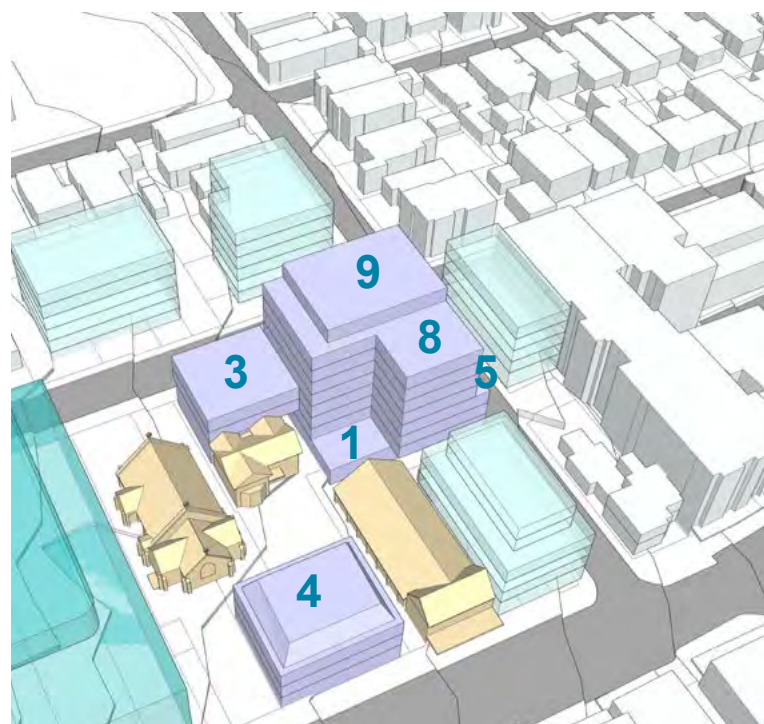


Figure 87 Perspective view: SGL scheme with proposed building heights in storeys

4-2 Overview of recommendations

4.2.1 Better fit

- The bulk and scale of development proposed in the Reference Scheme is not supported. The two proposed 20-storey towers dominate the heritage environment.
- A maximum building height of 75m or 20 storeys is not supported and does not reflect the existing or desired future context for the Five Dock town centre.
- The existing heritage buildings on the site form the immediate context and character for future development, as does the recently developed 5 storey apartment building on the northern side of Henry Street, and the low-density mixed-use town centre.
- It is recommended that a heritage conservation management plan is developed to ensure a cohesive vision is established for the three heritage buildings on the subject site. The heritage conservation management plan should identify appropriate guidelines and boundaries to support future development on the site.
- It is recommended that either the existing landscaped open space fronting Great North Road is retained, or a new centralised plaza space is introduced with a four storey commercial building fronting Great North Road to the east. A centralised plaza or open space is required to ensure the heritage buildings remain connected in their setting, and provide the opportunity to appreciate the heritage buildings.
- It is accepted that the site could provide some additional height, slightly greater than the current 3 to 7 storey context, given the restricted nature of where development can occur on the site and its proximity to the future Five Dock Metro Station.
- A varied maximum building height should be set across the site. A maximum building height of 30m or 9 storeys is recommended in the north-western corner of the site. A maximum building height of 15.2m or 4 storeys is recommended along the south-eastern frontage to Great North Road. No more than 3 storeys or a maximum building height of 12.4m should occur between the Rectory and East Street. See Figure 93 on page 77 for further detail on proposed changes to the maximum height of building within the CBLEP.
- A maximum LEP height of building should be no more than 30m anywhere on the subject site. Subject to heritage advice, it may be possible to slightly increase the height of the building in the north west corner above 9 storeys if there is no development behind the Rectory, allowing this building to be reoriented in a landscape setting. There is the possibility of a second built form configuration whereby the applicant submits a Clause 4.6 and seeks to move the bulk and scale of the built form proposed behind the Rectory to the top of the 9 storey building. These changes should not result in an increase of the overall FSR. Any potential additional height calculations, i.e. the 30% increased height for the provision of 15% affordable housing, should be based off the recommended maximum LEP height of 30m.
- The Planning Proposal request to amend the maximum FSR control from 2.5:1 to 4.5:1 is not supported. The existing site FSR of 2.5:1, applies to most properties along Great North Road, and assumes development can be built boundary to boundary, reflective of a main retail street in a town centre. The retention of heritage buildings on the site and a recommended built form of up to 9 storeys achieves an FSR of approximately 1.73:1, as seen in the recommended scheme prepared by Studio GL (see A-2 on page 82). The achieved FSR of 1.73:1 is lower than the current FSR which is expected considering that the site is highly constrained with low scale existing heritage properties, and taller development risks overshadowing to Fred Kelly Place. It is noted that if the existing landscaped open space is retained, the FSR may be approximately 1.49:1 according to SGL's proposed Option 2 built form (see Figure 99 on page 85).
- Retaining the existing maximum site FSR of 2.5:1 is recommended, although it is recognised that development on this site may not be able to achieve this FSR.

04 Recommendations

4.2.2 Better Performance

- Maximising the number of dual aspect apartments is supported.
- The demolition of the Church Hall is not supported and does not promote sustainable development. It is recommended that the Planning Proposal pays greater attention to the retention of existing built and natural features on the site.
- It is recommended that the Planning Proposal considers retaining some of the existing tree canopy on the site, particularly in the landscaped frontage between the Church and East Street. If the trees are not retained, it is recommended that they are replaced.
- The "Covered Space" extension between the church frontage and East Street, covering the proposed tree planting, is not supported and would have a detrimental effect on the landscape setting of the Church.
- The Reference Scheme proposal of a 1% deep soil zone is not supported. It is recommended that the amount of deep soil on the site is increased from 1% to a minimum of 10% (see Figure 67 on page 55).

4.2.3 Better for community

- It is recommended that any proposed dwelling mix meets the LEP requirements (Clause 6.11 in CBLEP 2013) by providing a minimum of 20% one-bedroom units.
- The Planning Proposal's provision of 15% affordable housing is supported. It is recommended that both the affordable housing and market housing each individually meet the recommended dwelling mix outlined in Clause 6.11 of the CBLEP 2013.
- It is recommended that the Planning Proposal specifies how many units or how much floor space is to be allocated for the identified community benefit uses that are outlined in the proposal. E.g. how much 'Specialist Disability Accommodation' (SDA), student housing, key worker housing, aged care/seniors living, youth recreational facilities, crisis accommodation, or shared office spaces does the Planning Proposal intend to deliver?

- It is recommended that the Planning Proposal identify how many of the social infrastructure provisions identified in the proposal will be publicly accessible, how many are desired to service only the Church community and how many will be delivered on this site and benefit the surrounding local community.
- The provision of childcare on the site is supported, however locating the childcare along Great North Road does not promote the fine grain typology of mixed-use buildings that contribute to the activated frontages along Great North Road. It is recommended that any childcare facility is located off East Street and the proposal provides a fine grain frontage to Great North Road.
- It is noted that the Planning Proposal seeks to demolish and replace the existing childcare on site and therefore this would not provide additional benefits to the wider Five Dock community.

4.2.4 Better for people

- It is noted that the Planning Proposal makes a number of references to providing a north south pedestrian through site link between Henry Street and the northern edge of the Metro Station. Sydney Metro West have not identified a station entry from the southern facade, and this through site link is therefore not of high value.
- It is recommended that the two proposed east-west pedestrian through-site links are lined up to provide a line of sight through the site from East Street to Great North Road.
- It is noted that the Planning Proposal identifies a through-site link connecting East Street with Great North Road at the south of the site. This through-site link is provided by Sydney Metro West not the Proponent.

4-2 Overview of recommendations

- It is recommended that the Planning Proposal supports, expands and improves the east west link provided by Sydney Metro. There should be no development between the easternmost edge of the church and the southern site boundary. This area should be a landscaped setback to contribute to the streetscape of Metro's pedestrian link. Consequently, the proposed 'Kitchenette and WC' and the 'Covered Space' in the Church frontage are not supported.
- Given the narrow road reserves of East Street and Henry Street, there are visibility concerns in relation to vehicular entry points, visibility and pedestrian safety. It is recommended that proposed ground floor development along these streets are setback a minimum of 1m from the site boundary.
- The overshadowing produced by the proposed 20-storey towers is not supported. It is recommended that the height of any proposed built form is reduced to a height that causes no additional overshadowing to Fred Kelly Place in mid winter, or the potential future 'town square' site identified in the DCP (post-office site) on the opposite side of Great North Road in mid winter between 9am and 3pm.

4.2.5 Better working

- The proposed car-parking provisions do not reflect transport oriented design and are not supported. Given the location of the site adjacent to the future Five Dock Metro Station, it is recommended that the car parking provisions are reduced to align with Category D requirements in the Canada Bay DCP and that the overall size of the basement car park is reduced to allow for greater deep soil coverage.
- It is recommended that the heritage listed Church Hall (listed in Schedule 5 Part 1 of the Canada Bay LEP 2013 (Item I228) as 'Church Hall and Shops') is retained on the site. Consideration could be given to the demolition of the gabled service wing at the rear if this facilitates some level of development particularly at the basement car park levels.
- It is recommended that any development along Great North Road allows for some separation from the Hall in the form of a public through-site link (approximately 5m wide).

4.2.6 Better value

- It is recommended that the Proponent consider alternative options to the demolition of the Church Hall. While the Hall may not be of value to the Church community, it holds both heritage value, and serves an important role in the community providing a large communal space that can be rented out.
- A smaller more intimate plaza space, which is a result of the retained Church Hall, will integrate well with the proposed heights of buildings. It is recommended that the plaza space is viewed as a feature that provides a visual curtilage and connects the three heritage items.
- The Planning Proposal pays very little regard to the heritage qualities of the site, including the landscaping, and is not supported. It is recommended that development of the site is more carefully considered, and heritage items are retained so as not to alter the landscape setting of the heritage buildings.

4.2.7 Better look and feel

- It is recommended that the terminating view of the Church from Second Avenue (looking west) is retained so as to see at a minimum the heritage building between the southern boundary and the highest cross on the Church roof (see Figure 89 on page 75). A 6m setback from the southern site boundary and development that fronts Great North Road, with a roof form to the fourth storey appears to achieve this.

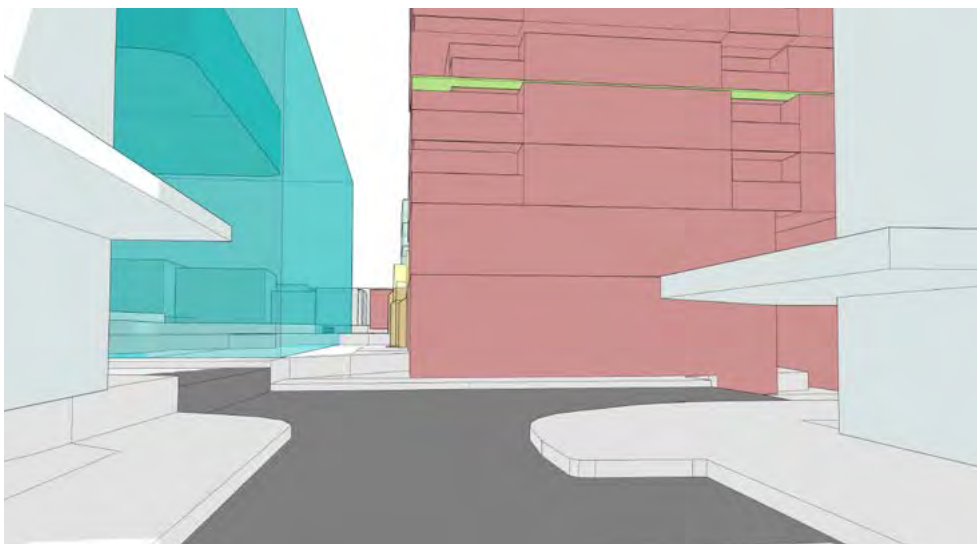


Figure 88 Terminating view from Second Avenue (looking west) with PP proposed built form.



Figure 89 Terminating view from Second Avenue (looking west) with SGL proposed built form.

4-3 Overview of proposed SGL development

As identified, the height and scale of the development proposed on the site is not supported from an urban design perspective or heritage conservation perspective, and the proposed Reference Scheme does not reflect the existing or desired future context of the Five Dock town centre.

It is recommended that the south-eastern tower is reduced to a four storey commercial building with a retail component on the ground floor that provides an active frontage along Great North Road. A 20-storey tower is not appropriate in this location as it is to the south of the site, and the overshadowing impacts to Fred Kelly Place are high (see Winter Solstice shadow analysis diagrams on page 94). As this building is situated directly adjacent to the Metro station, providing commercial uses is more desirable than residential uses. As this building forms the fourth 'edge' of the space created by the three heritage items, the detailed design including the materials and the roof form will need to be carefully considered. It is recommended that the four storey commercial building is located on the southern edge of the boundary to Great North Road, with a 6m setback to Metro's through site link.

It is also recommended that the heritage listed Church Hall is retained (see 'Objective 5: Better Working' on page 64 for further details on the retention of the Church Hall).

Locating the tallest building in the north-western corner of the site is supported, however it is recommended that the height is reduced from 20-storeys to nine storeys to better reflect the likely future scale of the Five Dock town centre,

The recommended configuration features a similar scheme to the Planning Proposal with a large floor building plate that forms the podium of the taller building in the north-western corner of the site, with a smaller floor plate building (3-storeys) to replace the Parish Centre (Planning Proposal seeks to demolish the Parish Centre) and joins to the main building through levels 2 and 3. The demand for a new community hall may be mitigated by the recommended retention of the existing Church Hall, so the development may benefit from placing alternative uses in this space. It is recommended that the maximum

height of building LEP controls for the north-western corner are adjusted to 30m to allow the development of a 9 storey building that features a mixed-use ground floor and residential upper floors.

The proposed Reference Design achieves a maximum FSR of approximately 4.5:1 (see Appendix: A-1 on page 80 for further details). Studio GL's recommended built form achieves an FSR of approximately 1.78:1 (see Appendix: A-2 on page 82).



Figure 90 SGL modelled Planning Proposal built form

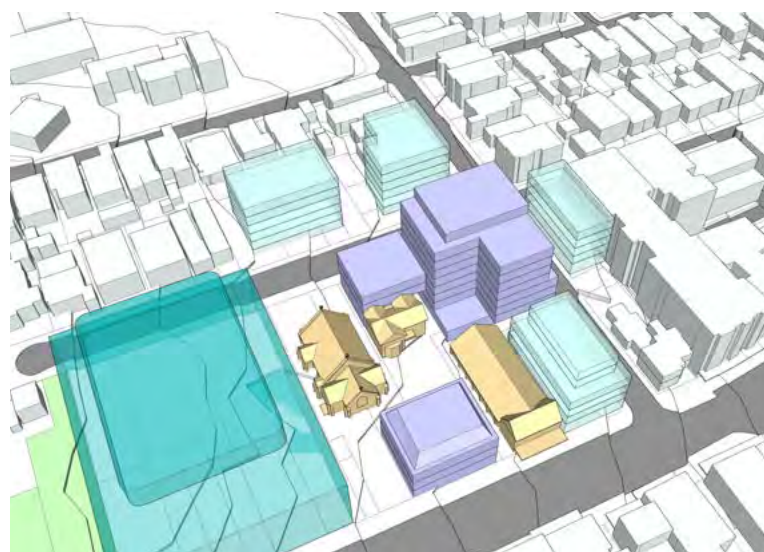


Figure 91 SGL recommended built form

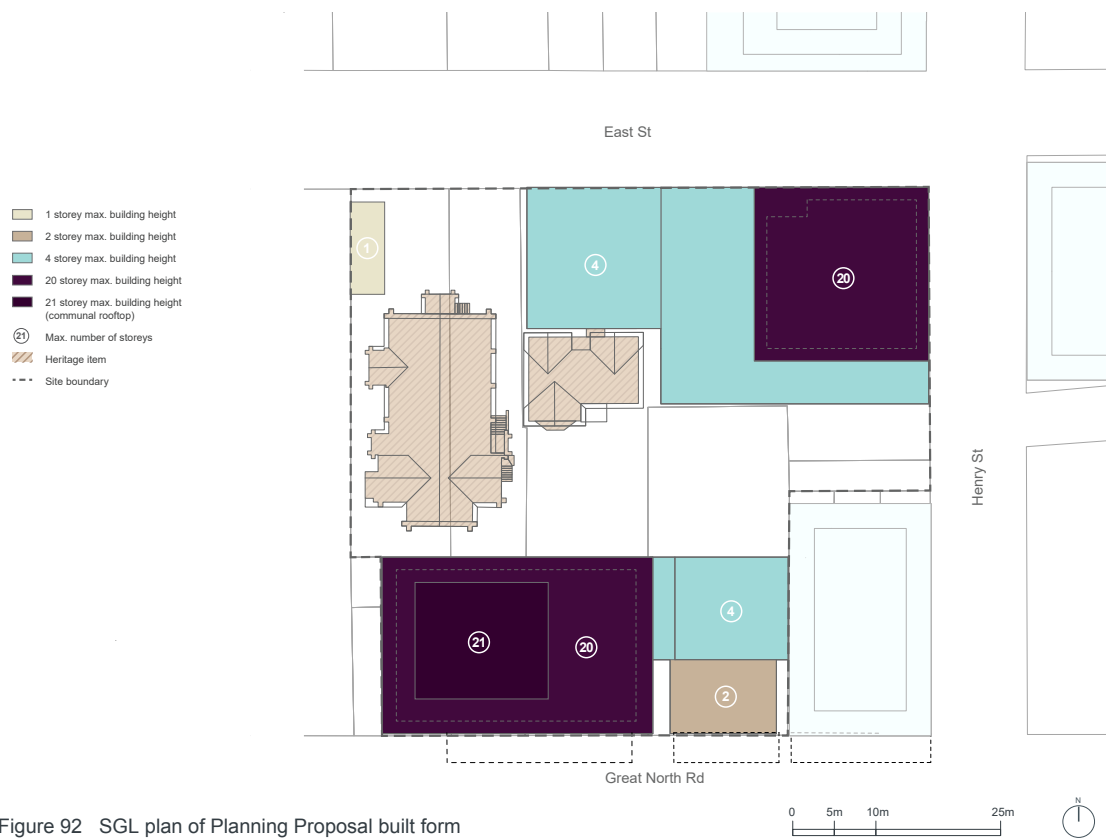
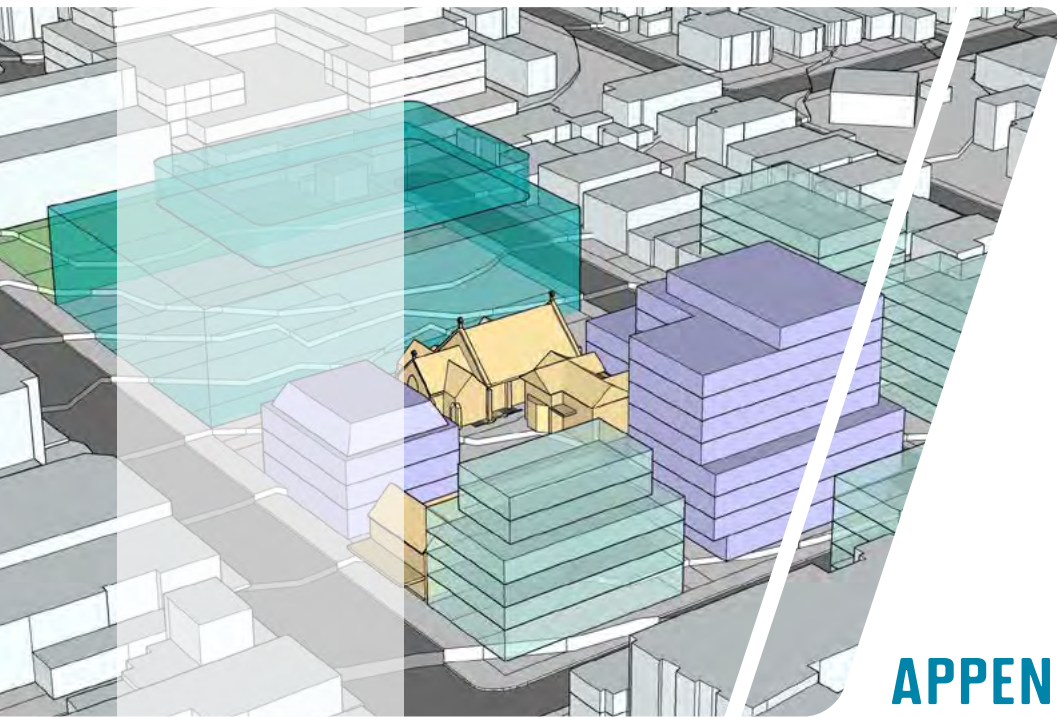


Figure 92 SGL plan of Planning Proposal built form



Figure 93 Plan showing SGL recommended built form

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APPENDIX

A-1 Planning Proposal Reference Design

Key information for the PP showing building heights, FSR and building envelopes:

Total Site Area	4,076 m ²
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Total GROSS FSR	4.54:1
Total GFA	18,510 m²

Uses	GFA
Existing church + rectory + rec hall	517 m ²
New ministry functions	628 m ²
Retail/ commercial / childcare	1,978 m ²
Residential	15,387 m ²

For detailed FSR breakdown see A-4 on page 86.

Birds eye looking south-west



Birds eye looking north









- | | |
|--|--|
|  Heritage built form on site |  Potential future built form |
|  PP reference design built form |  Indicative existing surrounding built form |
|  Indicative Metro built form |  Fred Kelly Place |

Figure 94 PP reference design building envelopes birds eye views



Figure 95 PP reference design building envelopes and heights in storeys

A-2 SGL Recommendations Overview

Key information showing SGL recommendations for building heights, FSR and building envelopes:

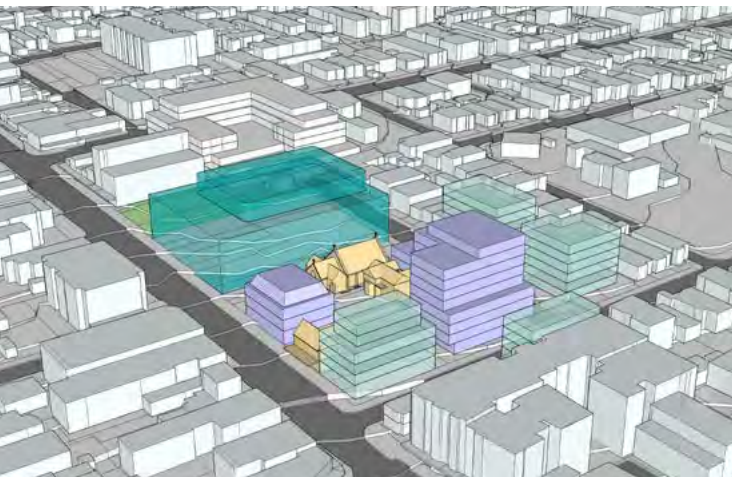
Total Site Area	4,076 m ²
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Total GROSS FSR	1.73:1
Total GFA	7,093 m²

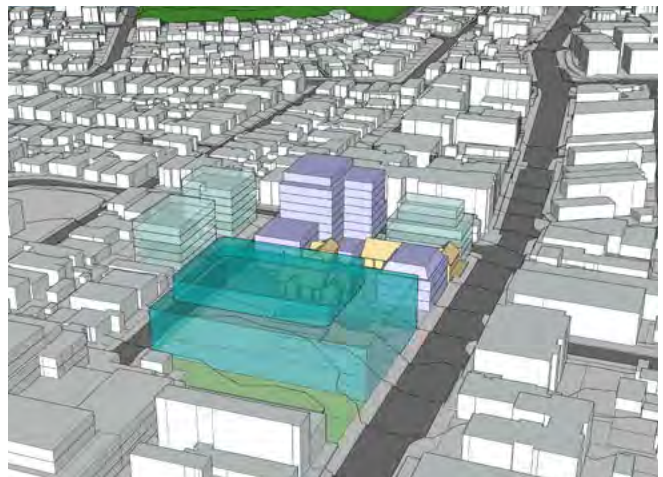
Uses	GFA
Existing church + rectory + rec hall	964 m ²
New ministry functions	623 m ²
Retail/ commercial / childcare	1,833 m ²
Residential	3,619 m ²

For detailed FSR breakdown see A-5 on page 88.

Birds eye looking south-west



Birds eye looking north









- | | |
|---|--|
|  Heritage built form on site |  Potential future built form |
|  SGL recommended built form |  Indicative existing surrounding built form |
|  Indicative Metro built form |  Fred Kelly Place |

Figure 96 SGL recommended building envelopes birds eye views



Figure 97 SGL recommended building envelopes and heights in storeys

A-3 SGL Recommendations (Option 2) Overview

Key information showing SGL recommendations for building heights, FSR and building envelopes:

Total Site Area	4,076 m ²
-----------------	----------------------

Total GROSS FSR	1.49:1
Total GFA	6,055 m²

Uses	GFA
Existing church + rectory + rec hall	964 m ²
New ministry functions	623 m ²
Retail/ commercial / childcare	849 m ²
Residential	3,619 m ²

For detailed FSR breakdown see A-6 on page 90.

Birds eye looking south-west



Birds eye looking north









- | | |
|---|--|
|  Heritage built form on site |  Potential future built form |
|  SGL recommended built form |  Indicative existing surrounding built form |
|  Indicative Metro built form |  Fred Kelly Place |

Figure 98 SGL recommended building envelopes birds eye views (Option 2)



Figure 99 SGL recommended building envelopes and heights in storeys

A-4 Planning Proposal Reference Design - FSR Calculations

Studio GL calculated the overall site FSR of the Planning Proposal using the reference design prepared in the Carter Williamson Urban Design Report.



Figure 100 Envelopes used to measure GBA and GFA outlines used to calculate FSR for the planning proposal reference design

		SGL Measured GFA	
Site Area		4,076 m ²	
Total Site FSR (GFA/ site area)		4.54 : 1	
Total GFA (res, comm, retail, other)		18,510 m ²	

Area calculation by level		GBA	GFA Measured	GFA/GBA
		as measured in CAD	as measured by SGL in CAD	SGL Measurements GBA to GFA Ratio
Existing church + rectory	Ground floor (00)	482 m ²	410 m ²	0.85
	Level 1	128 m ²	108 m ²	
	Subtotal	610 m²	517 m²	
New ministry functions	Ground floor (00)	269 m ²	214 m ²	0.76
	Level 1	-	-	
	Level 2-3	556 m ²	414 m ²	
	Subtotal	825 m²	628 m²	
Retail, commercial & childcare	Ground floor (00)	1,233 m ²	791 m ²	0.66
	Level 1	1,347 m ²	925 m ²	
	Level 2-3	402 m ²	261 m ²	
	Subtotal	2,982 m²	1,978 m²	
Residential	Ground floor (00)	-	55 m ²	0.73
	Level 1	-	-	
	Level 2-3	3,087 m ²	2,164 m ²	
	Level 4	840 m ²	598 m ²	
	Level 5-9	5,686 m ²	4,071 m ²	
	Level 10-19	11,372 m ²	8,379 m ²	
	Roof	224 m ²	120 m ²	
	Subtotal	21,210 m²	15,387 m²	
	Total	25,627 m²	18,510 m²	

Total Non-Resi GFA	3,122 m ²
Total Resi GFA	15,387 m ²

Figure 101 FSR calculations prepared by Studio GL using CAD measurements of the PP reference design

A-5 SGL Recommendations - FSR Calculations

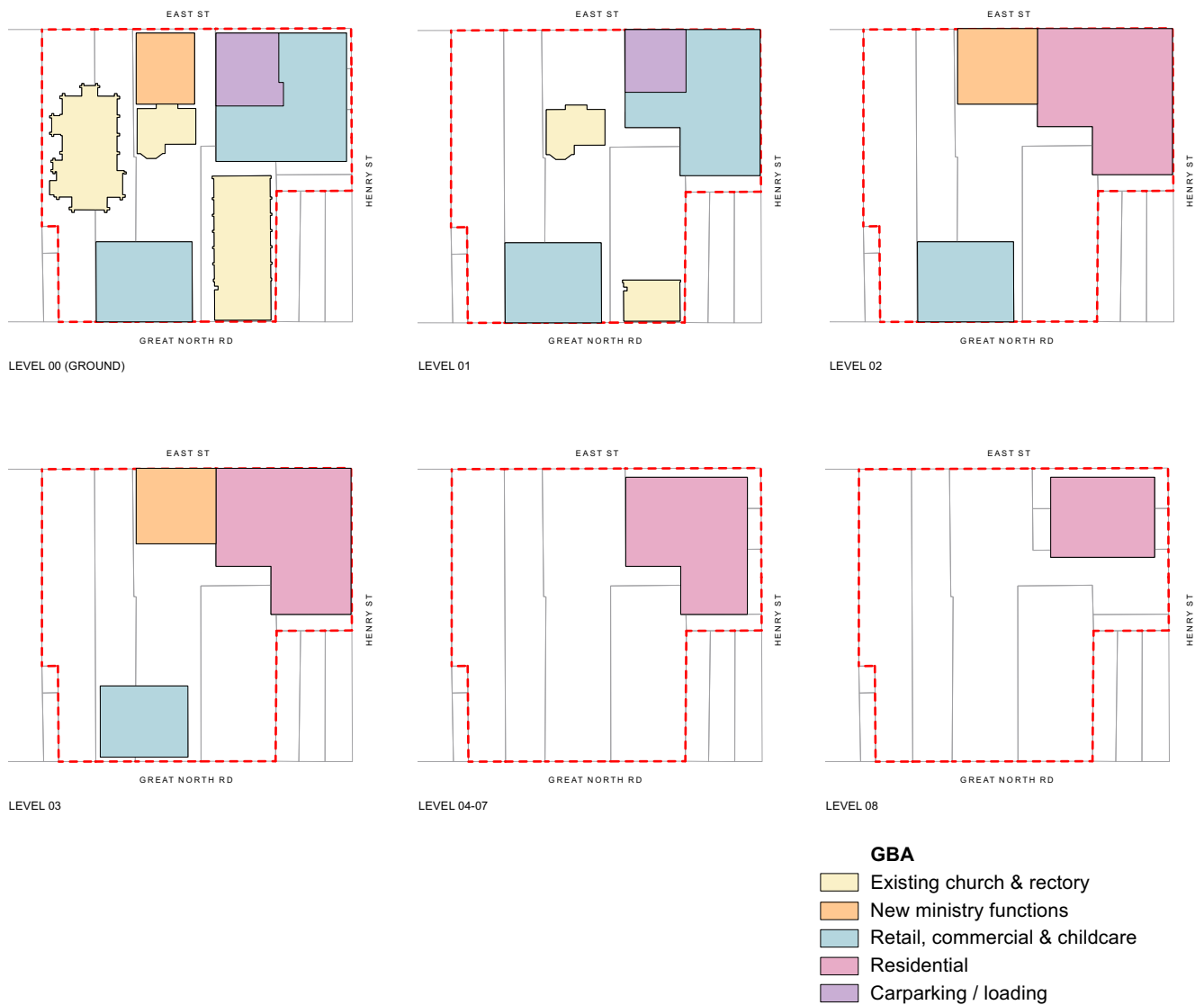


Figure 102 Envelopes used to calculate GBA for the recommended Studio GL Option

		SGL GFA Ratios	
Site Area		4,076 m ²	
Total Site FSR (GFA/ site area)		1.73 : 1	
Total GFA (res, comm, retail, other)		7,039 m ²	

Area calculation by level		GBA	GFA Calculated	GFA/GBA
		as measured in CAD	GBA x Ratio	Ratio Used
Existing church, rectory + rec hall	Ground floor (00)	893 m ²	757 m ²	0.85
	Level 1	244 m ²	207 m ²	
	Subtotal	1,137 m²	964 m²	
New ministry functions	Ground floor (00)	210 m ²	159 m ²	0.76
	Level 1	-	-	
	Level 2-3	609 m ²	463 m ²	
	Subtotal	819 m²	623 m²	
Retail, commercial & childcare	Ground floor (00)	1,000 m ²	663 m ²	0.66
	Level 1	1,060 m ²	703 m ²	
	Level 2	389 m ²	258 m ²	
	Level 3	314 m ²	208 m ²	
	Subtotal	2,763 m²	1,833 m²	
Residential	Level 2-3	1,727 m ²	1,253 m ²	0.73
	Level 4-7	2,841 m ²	2,061 m ²	
	Level 8	420 m ²	305 m ²	
	Subtotal	4,988 m²	3,619 m²	
Total		9,708 m²	7,039 m²	

Total Non-Resi GFA	3,420 m ²
Total Resi GFA	3,619 m ²

Figure 103 FSR calculations prepared by Studio GL of the recommended built form

Note: Studio GL have applied consistent GBA to GFA efficiencies as achieved in the reference design scheme when calculating the FSR for the recommended option.

A-6 SGL Recommendations (Option 2) - FSR Calculations

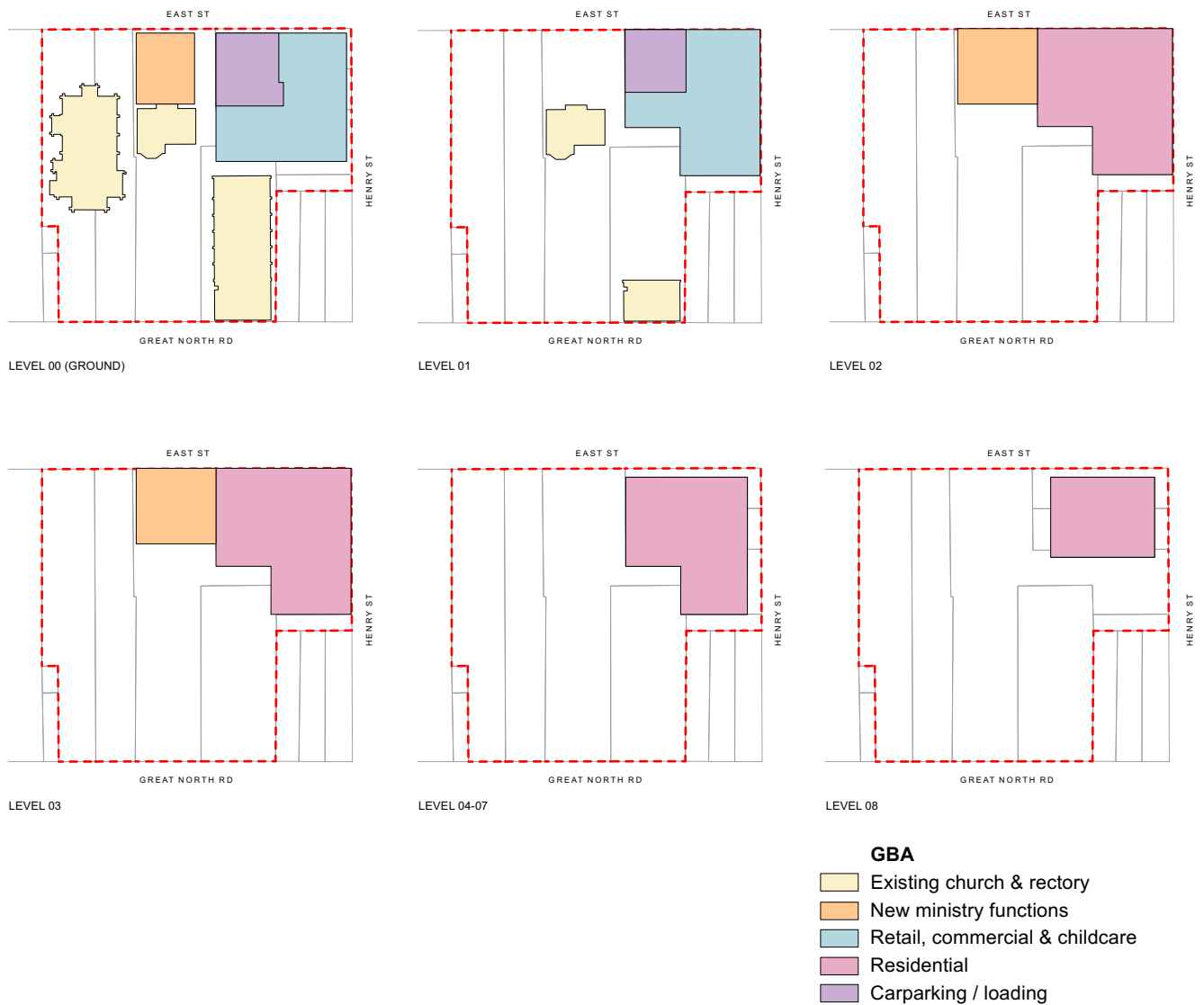


Figure 104 Envelopes used to calculate GBA for the recommended Studio GL Option 2

	SGL GFA Ratios
Site Area	4,076 m ²
Total Site FSR (GFA/ site area)	1.49 : 1
Total GFA (res, comm, retail, other)	6,055 m ²

Area calculation by level		GBA	GFA Calculated	GFA/GBA
		as measured in CAD	GBA x Ratio	Ratio Used
Existing church, rectory + rec hall	Ground floor (00)	893 m ²	757 m ²	0.85
	Level 1	244 m ²	207 m ²	
	Subtotal	1,137 m²	964 m²	
New ministry functions	Ground floor (00)	210 m ²	159 m ²	0.76
	Level 1	-	-	
	Level 2-3	609 m ²	463 m ²	
	Subtotal	819 m²	623 m²	
Retail, commercial & childcare	Ground floor (00)	611 m ²	405 m ²	0.66
	Level 1	670 m ²	445 m ²	
	Level 2	m ²	m ²	
	Level 3	m ²	m ²	
	Subtotal	1,281 m²	849 m²	
Residential	Level 2-3	1,727 m ²	1,253 m ²	0.73
	Level 4-7	2,841 m ²	2,061 m ²	
	Level 8	420 m ²	305 m ²	
	Subtotal	4,988 m²	3,619 m²	
Total		8,225 m²	6,055 m²	
Total Non-Resi GFA		2,437 m ²		
Total Resi GFA		3,619 m ²		

Figure 105 FSR calculations prepared by Studio GL of the recommended built form (Option 2)

Note: Studio GL have applied consistent GBA to GFA efficiencies as achieved in the reference design scheme when calculating the FSR for the recommended option.

A-7 Planning Proposal approximate comparative shadow analysis: Summer solstice

Shadow Analysis Disclaimer

Shadow analysis is not based on detailed survey information and is approximate only. The height of the Planning Proposal is based on an estimation of the proposed ground level of the building and the provided floor to floor levels. Modelling of the future Metro station is also based off publicly accessible information and additional information provided by Council.

Existing site with future Metro Station modeled



Figure 106 Shadow extent of existing context & future Metro station at 9:00am on Dec 21st

PP modeled in context



Figure 107 PP additional shadow extent at 9:00am on Dec 21st



Figure 108 Shadow extent of existing context & future Metro station at 12:00pm on Dec 21st



Figure 109 PP additional shadow extent at 12:00pm on Dec 21st



Figure 110 Shadow extent of existing context & future Metro station at 3:00pm on Dec 21st



Figure 111 PP additional shadow extent at 3:00pm on Dec 21st

A-8 Planning Proposal approximate comparative shadow analysis: Spring equinox

Shadow Analysis Disclaimer

Shadow analysis is not based on detailed survey information and is approximate only. The height of the Planning Proposal is based on an estimation of the proposed ground level of the building and the provided floor to floor levels. Modelling of the future Metro station is also based off publicly accessible information and additional information provided by Council.

Existing site with future Metro Station modeled

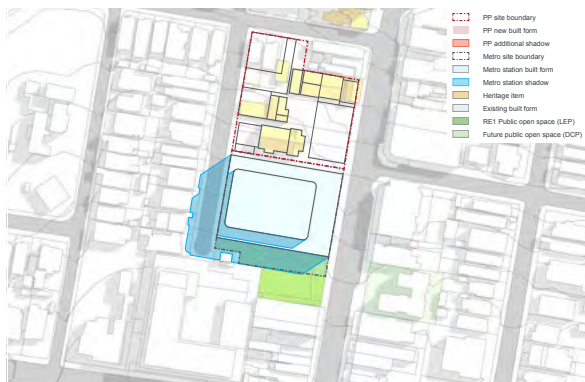


Figure 112 Shadow extent of existing context & future Metro station at 9:00am on Sep 22nd

PP modeled in context

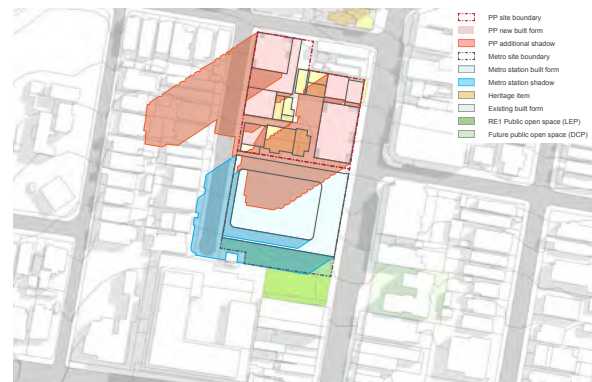


Figure 113 PP additional shadow extent at 9:00am on Sep 22nd

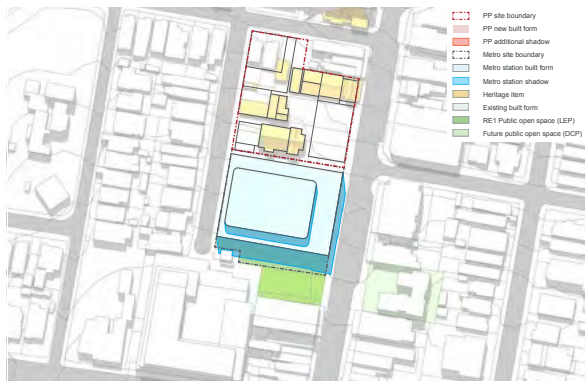


Figure 114 Shadow extent of existing context & future Metro station at 12:00pm on Sep 22nd

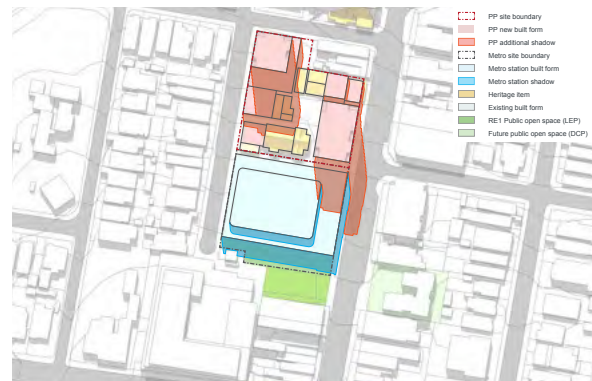


Figure 115 PP additional shadow extent at 12:00pm on Sep 22nd

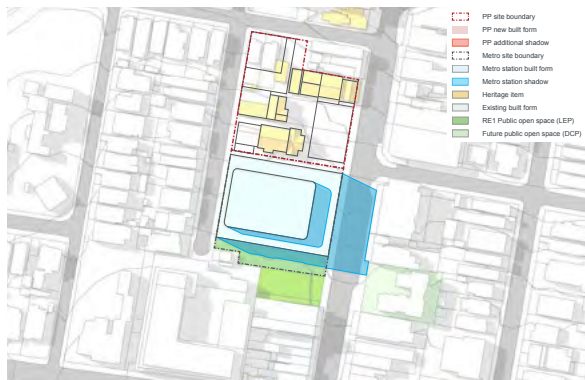


Figure 116 Shadow extent of existing context & future Metro station at 3:00pm on Sep 22nd

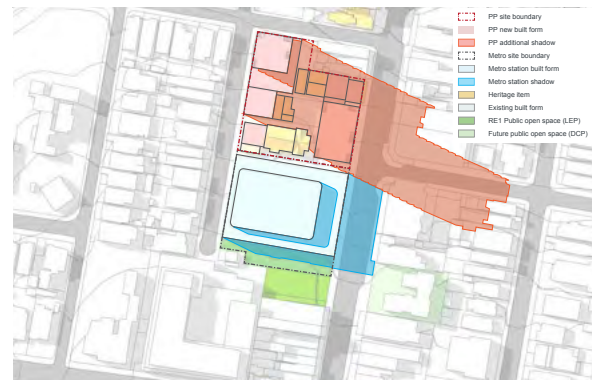


Figure 117 PP additional shadow extent at 3:00pm on Sep 22nd

A-9 Planning Proposal approximate comparative shadow analysis: Winter solstice

Shadow Analysis Disclaimer

Shadow analysis is not based on detailed survey information and is approximate only. The height of the Planning Proposal is based on an estimation of the proposed ground level of the building and the provided floor to floor levels. Modelling of the future Metro station is also based off publicly accessible information and additional information provided by Council.

Existing site with future Metro Station modeled



Figure 118 Shadow extent of existing context & future Metro station at 9:00am on June 21st

PP modeled in context



Figure 119 PP additional shadow extent at 9:00am on June 21st



Figure 120 Shadow extent of existing context & future Metro station at 10:00am on June 21st



Figure 121 PP additional shadow extent at 10:00am on June 21st



Figure 122 Shadow extent of existing context & future Metro station at 11:00am on June 21st



Figure 123 PP additional shadow extent at 11:00am on June 21st

Appendix



Figure 124 Shadow extent of existing context & future Metro station at 12:00pm on June 21st



Figure 125 PP additional shadow extent at 12:00pm on June 21st



Figure 126 Shadow extent of existing context & future Metro station at 1:00pm on June 21st



Figure 127 PP additional shadow extent at 1:00pm on June 21st



Figure 128 Shadow extent of existing context & future Metro station at 2:00pm on June 21st



Figure 129 PP additional shadow extent at 2:00pm on June 21st



Figure 130 Shadow extent of existing context & future Metro station at 3:00pm on June 21st



Figure 131 PP additional shadow extent at 3:00pm on June 21st

