

## Auburn and Lidcombe Town Centres Strategy

Responsible Division:	Environment and Infrastructure
Officer:	Group Manager Planning
File Number:	S-5740-01
Delivery Program Code:	2a.2.1 Prepare land use and local centre studies. 1a.1.1 Enhance community participation, collaboration and engagement 5.1.1 Oversee the land use planning, design and compliance framework for managing and facilitating appropriate development 5.2.1 Identify strategies that support the development of local centres and business areas across the city

### Summary

JBA Consultants completed a study of the heights and zoning in Auburn and Lidcombe Town Centres in February/March 2016 for the former Auburn City Council, consistent with Council's resolution of 20 May 2015 [Item 086/15]. As a result the *Draft Auburn and Lidcombe Town Centres Strategy (Attachments 4 to 9)* was prepared and considered by the Cumberland Independent Hearing and Assessment Panel (CIHAP) at its meeting of 17 November 2016 [Item C030/16]. The draft Strategy has been amended in line with the CIHAP recommendations.

This report seeks a recommendation to publicly exhibit the draft Strategy.

### Report

#### *Background*

A review of the permitted heights for Auburn and Lidcombe town centres was first initiated by Council resolution on 16 April 2014 in response to a DA proposal for land in Auburn Town Centre, which highlighted that the heights and FSRs in the Town Centres were poorly aligned. This was followed by Councillor workshops and further resolutions of the former Auburn City Council to progress the study. JBA consultants completed a review of the heights in Auburn and Lidcombe Town Centres in February/March 2016. They were also asked to consider some specific precincts for changes to zoning and floor space ratios (FSRs). The JBA review is included at Attachment 9.

Council planners have reviewed the recommendations of the consultant review as well as a range of other strategies and studies completed or in preparation for a review of the Auburn LEP 2010. A number of changes to the outcomes proposed by JBA are considered appropriate, and a slightly broader approach to the centres is warranted. Accordingly a *Draft Auburn and Lidcombe Town Centres Strategy* has been prepared. Attachment 2 provides an outline of the history of the strategy to date.

## *Cumberland IHAP Resolution*

The draft strategy was reported to the Cumberland IHAP (CIHAP) at its meeting of 17 November 2016 [Item C030/16] (see **Attachment 1**). CIHAP resolved the following:

1. *'That Council publicly exhibit the Draft Auburn and Lidcombe Town Centres Strategy as per the recommendations in Attachment 1 and the Auburn and Lidcombe Town Centres: Investigation into height of building controls and zoning (JBA study), and bring a report back to the CIHAP and to Council following the consideration of submissions.*
2. *That a minimum Floor Space Ratio (FSR) of 0.5:1 be non-residential uses in the following precincts in the core of both town centres:*
  - a. *Precincts 1, 2, 3, 4, 5, 12, 13, 14 and 16 in Auburn Town Centre; and*
  - b. *Precincts 1, 2, 3, 8, 9, 10, 14 and 15 in Lidcombe Town Centre.*
3. *That consultants be engaged to prepare a detailed view line analysis and study of the Gelibolu Precinct (Precinct 22) and a general view analysis of the surrounding residential areas in both Town Centres, and that a report be brought back to CIHAP and subsequently to Council for consideration.*
4. *That Council staff investigate the potential for provisions for design excellence as part of the preparation of a Comprehensive Local Environmental Plan (LEP) for Cumberland.*
5. *That some preliminary investigation of potential opportunities to foster an innovation ecosystem in Lidcombe be undertaken as part of the Cumberland Employment Lands Strategy.*
6. *That a consultant be engaged to prepare a Traffic and Pedestrian circulation study for Lidcombe Town Centre in line with priorities identified in Council's Delivery Program and Operational Plan, and that a report be brought back to CIHAP and to Council for consideration in the future.*
7. *That Council investigate the reduction of the FSR for the part of the Lidcombe Town Centre Precinct 3 north of the park.*
8. *That Council investigate the introduction of minimum lots sizes in the Auburn LEP 2010 for the B4 Zone linked to the appropriate FSR and height.*
9. *That Council investigate the height and FSR objectives for the B4 Zone in the Auburn LEP 2010.*
10. *That Council consider the heritage listing of the Gallipoli Mosque and shop facades of both Town Centres as an early stage of the Cumberland Heritage Study.*
11. *That the Auburn DCP 2010 controls be updated to support the proposed amendments to the development controls in Auburn and Lidcombe Town Centres.'*

See Attachment 3 for the detailed recommendations in item 1 above.

The draft Strategy has been amended in line with the CIHAP recommendations.

## 1. DRAFT AUBURN AND LIDCOMBE TOWN CENTRES STRATEGY

As previously outlined, the draft Strategy (**Attachment 4**) builds on the work of the JBA study, other technical studies and District planning processes. It proposes a number of principles for the growth of each centre and recommends changes to the existing planning controls to support these principles for both Auburn and Lidcombe Town centres. **Attachment 8** provides an outline of the existing controls, those recommended by the consultants, and the recommendations in this draft Strategy.

The principles build on the strengths of each centre, and seek to enable an improved and more diverse built form, with a greater emphasis on how people interact with each other and with the built environment.

In addition, a small increase in the area of the B4 zoned area in Lidcombe Town Centre (the business area) is proposed, and it is anticipated that the proposed changes will support the first steps in the establishment of an innovation ecosystem<sup>1</sup>. Such systems, as foreshadowed in the *GPOP Greater Parramatta and the Olympic Peninsula 2016*, support the creation of new jobs in the economy, by providing start-up businesses with links to research facilities, mentoring, networking opportunities and more.

The greatest height proposed in both town centres, on the recommendation of the CIHAP, is 60m. The proposed increases in heights improve the relationship between building heights and FSRs. They will foster a diversity of built form, provide for a more varied and visible skyline and importantly, will provide opportunities for open space and improved connectivity at the street level. Podium and tower forms are sought to achieve these outcomes.

The difference between the height recommendations proposed to CIHAP, and those recommended by CIHAP for Auburn Town Centre are shown at Figures 1 and 2. Figures 3 and 4 illustrate the same for Lidcombe Town Centre. **Attachments 6 and 7** illustrate the proposed changes in zoning, FSR and heights from the existing planning controls under Auburn LEP 2010 as recommended by CIHAP.

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<sup>1</sup> Innovation Ecosystem City Exchange Report 2016 *Growing the Australian Economy*

AUBURN TOWN CENTRE  
Proposed maximum height of building (in metres)

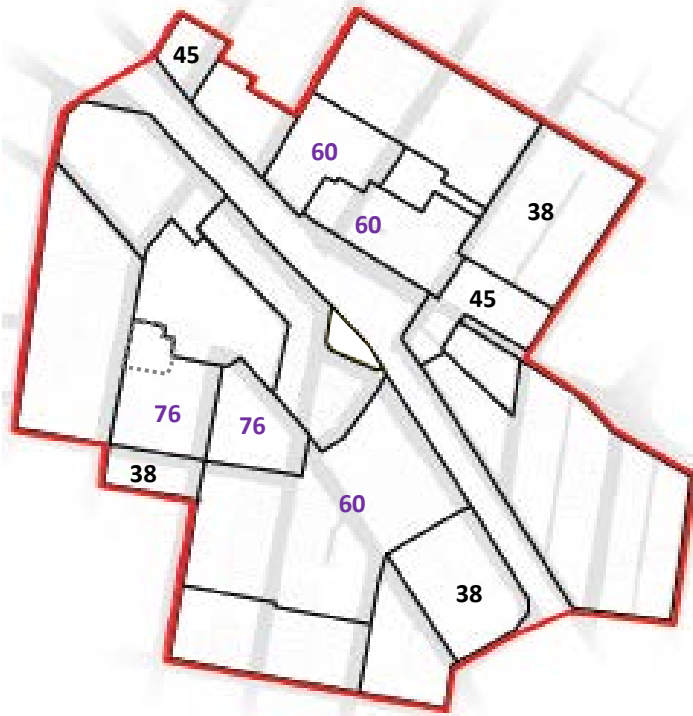


Figure 1. Recommendations to CIHAP

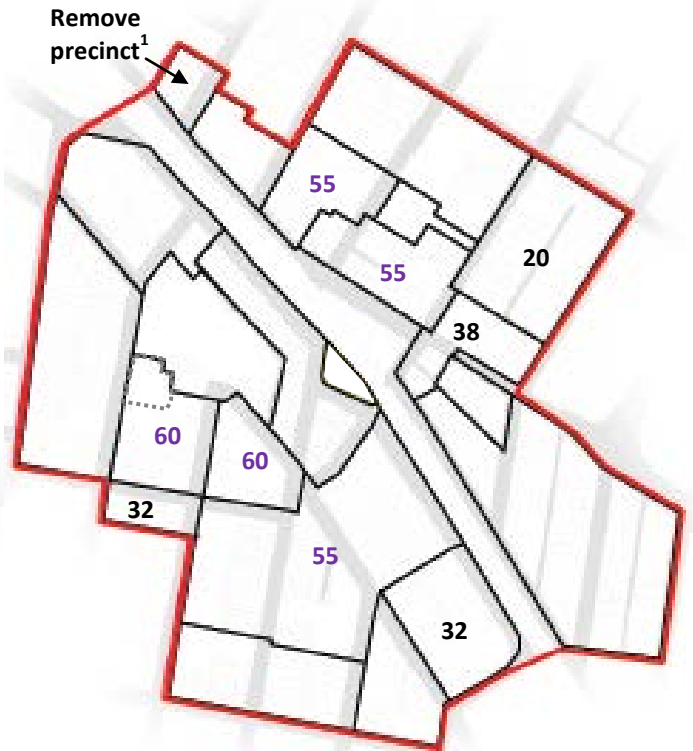


Figure 2. Recommendations made by the CIHAP

1. This precinct (20) is proposed for high density residential in the *Parramatta Rd Urban Transformation Strategy*. In line with the recommendation of the CIHAP, this precinct has been removed from the Strategy, and will be considered as part of a future planning proposal for the Parramatta Rd Urban Transformation Strategy.

**LIDCOMBE TOWN CENTRE**  
Proposed maximum height of building (in metres)

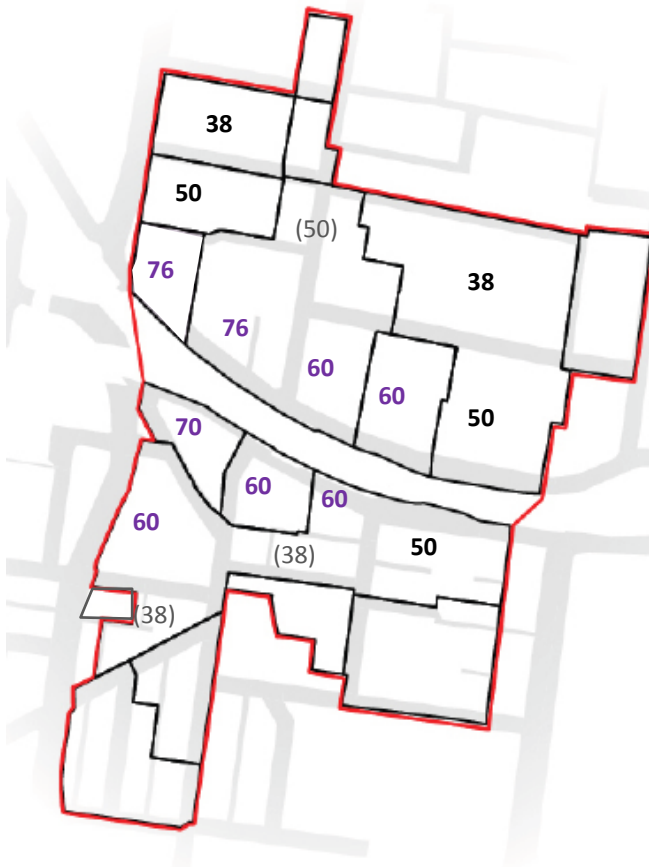


Figure 3. Recommendations to CIHAP

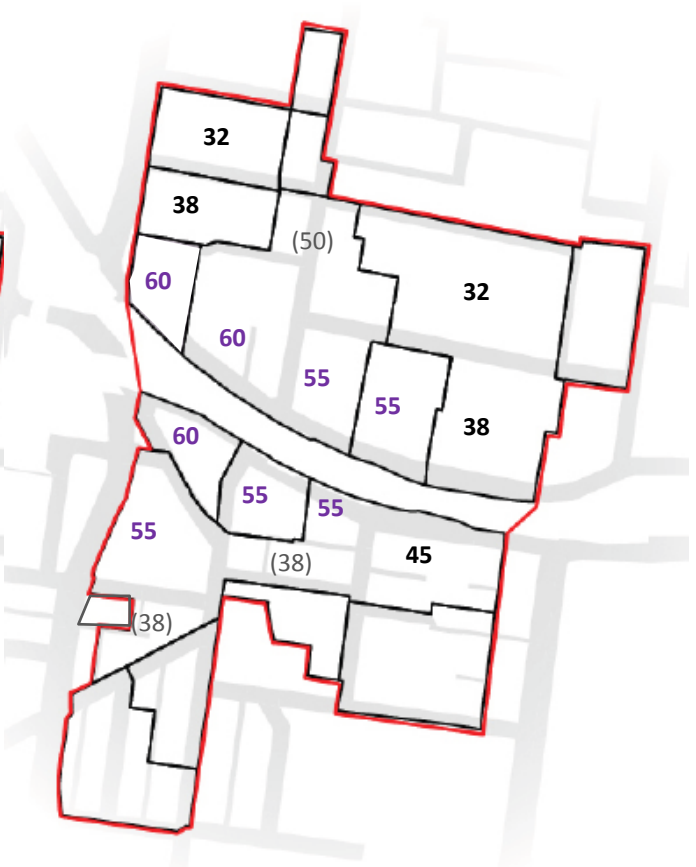


Figure 4. Recommendations made by CIHAP

**Consultation**

The exhibition of the draft Strategy is proposed commence in mid January for a minimum of 28 days. The exhibition would include a notice in the local paper and a letter to directly affected and surrounding property owners, as well as availability of the draft Strategy on Council’s website, both Administration Centres, and in key libraries.

**Financial Implications**

The exhibition of the *Draft Auburn and Lidcombe Town Centres Strategy* is covered within the normal budget of Planning.

The recommendations include the completion of additional supporting work. Some of this work would depend on the outcomes of the exhibition and the likely timeframe for the making of a planning proposal should the recommendations be adopted by Council following the exhibition.

Additional work recommended by the draft Strategy can be considered for inclusion in the budget for forthcoming financial year/s for Council. These are outlined below:

Short term:

- i. *The Gelibolu Precinct study; general viewline analysis of the two town centres (as proposed) from the surrounding residential areas; investigation of reduced FSR for part of Precinct 3 in Lidcombe*

These can be covered under the Planning Unit budget.

- ii. *Consideration of the potential heritage listing of the Gallipoli Mosque and shop facades of both Town Centres*

This will be undertaken as part of the Cumberland Heritage Study to be commenced early in 2017. The funding for this LGA-wide study has been approved by Council.

- iii. *Preliminary investigation of potential opportunities to foster an innovation ecosystem in Lidcombe*

This would be initially undertaken as part of the Cumberland Employment Lands Strategy which will be undertaken in 2017 and covered under the Planning Unit Budget. If the preliminary investigations are positive, further work will be required in the medium to longer term.

Medium term: (note: the financial implications of these items below will be presented to Council as separate Council reports in the future, subject to being endorsed and prioritised in Council's future delivery Program)

- iv. *Investigation of active frontages and design excellence measures, and height and FSR objectives for the B4 Zone*

This work will be included in the work for the preparation of a new comprehensive LEP.

- v. *Acquisition of land for open space in Precinct 5 in Lidcombe*

Council already owns 2,369m<sup>2</sup> adjoining the park. However the recommended zoning of RE1 Public Recreation would result in the need to acquire a further 2,400m<sup>2</sup> over time.

- vi. *Lidcombe Town Centre Traffic and Pedestrian Circulation Strategy*

This is a major study, which will take time to complete, and is anticipated to include a number of options for Council's consideration. Council's Chief Financial Officer has identified that there have been funds collected under the relevant section of the Development Contributions Plan to cover the cost of the preparation of this study, however, the timeframe and priority in Council's future Delivery Program is yet to be determined.

- vii. *The preparation of the site specific DCP for both centres and a public domain plan for Lidcombe*

These could only occur once the Lidcombe circulation strategy is adopted.

- viii. *Updating the Contributions Plan*

This will support changes to circulation infrastructure and public domain upgrades in Lidcombe.

- ix. *Future use of Precinct 15 in Auburn*

The financial implications for Precinct 15 in Auburn (north side) and immediately surrounding sites will depend on the future decision as to best use for this land. If the site itself is retained for community uses, funding will need to be found to support this.

- x. *A pilot façade upgrade program for Precinct 5 in Auburn Town Centre*

Subject to inclusion and priorities yet to be determined in Council's future Delivery Program.

### **Policy Implications**

It is intended that the draft Strategy would ultimately inform a planning proposal to amend the Auburn LEP 2010, and amendments to Auburn DCP 2010. Some of the additional work is only likely to effect the future comprehensive LEP for Cumberland.

### **Communication / Publications**

Public notification will require letters to nearby landholders and an ad in the local papers, with hard copies available at Council's administration buildings and libraries.

### **Report Recommendation**

- i) **That Council publicly exhibit the Draft Auburn and Lidcombe Town Centres Strategy as attached and bring a report back to the CIHAP and to Council on submissions received.**
- ii) **That a minimum Floor Space Ratio (FSR) of 0.5:1 be non-residential uses in the following precincts in the core of both town centres:**
  - a. **Precincts 1, 2, 3, 4, 5, 12, 13, 14 and 16 in Auburn Town Centre; and**
  - b. **Precincts 1, 2, 3, 8, 9, 10, 14 and 15 in Lidcombe Town Centre.**
- iii) **That consultants be engaged to prepare a detailed view line analysis and study of the Gelibolu Precinct (Precinct 22) and a general view analysis of the surrounding residential areas in both Town Centres, and that a report be brought back to CIHAP and subsequently to Council for consideration.**

- iv) That Council staff investigate the potential for provisions for design excellence as part of the preparation of a Comprehensive Local Environmental Plan (LEP) for Cumberland.
- v) That some preliminary investigation of potential opportunities to foster an innovation ecosystem in Lidcombe be undertaken as part of the Cumberland Employment Lands Strategy.
- vi) That a consultant be engaged to prepare a Traffic and Pedestrian Circulation Study for Lidcombe Town Centre in line with priorities identified in Council's Delivery Program and Operational Plan, and that a report be brought back to CIHAP and to Council for consideration in the future.
- vii) That Council investigate the reduction of the FSR for the part of the Lidcombe Town Centre Precinct 3 north of the park.
- viii) That Council investigate the introduction of minimum lots sizes in the Auburn LEP 2010 for the B4 Zone linked to the appropriate FSR and height.
- ix) That Council investigate the height and FSR objectives for the B4 Zone in the Auburn LEP 2010.
- x) That Council consider the heritage listing of the Gallipoli Mosque and shop facades of both Town Centres as an early stage of the Cumberland Heritage Study.
- xi) That the Auburn DCP 2010 controls be updated to support the proposed amendments to the development controls in Auburn and Lidcombe Town Centres.'

#### Council Resolution

Min. 198      ITEM 133/16 – AUBURN AND LIDCOMBE TOWN CENTRE STRATEGY

Note: Mr. Frank Sartor and Mr. Ross Grove each in turn, addressed the meeting on this item.

Moved and declared carried by the Administrator that:

- i) Council publicly exhibit the Draft Auburn and Lidcombe Town Centres Strategy as attached and bring a report back to the CIHAP and to Council on submissions received.
- ii) A minimum Floor Space Ratio (FSR) of 0.5:1 be non-residential uses in the following precincts in the core of both town centres:
  - a. Precincts 1, 2, 3, 4, 5, 12, 13, 14 and 16 in Auburn Town Centre; and
  - b. Precincts 1, 2, 3, 8, 9, 10, 14 and 15 in Lidcombe Town Centre.
- iii) Consultants be engaged to prepare a detailed view line analysis and study of the Gelibolu Precinct (Precinct 22) and a general view analysis of the surrounding



residential areas in both Town Centres, and that a report be brought back to CIHAP and subsequently to Council for consideration.

- iv) Council staff investigate the potential for provisions for design excellence as part of the preparation of a Comprehensive Local Environmental Plan (LEP) for Cumberland.
- v) Some preliminary investigation of potential opportunities to foster an innovation ecosystem in Lidcombe be undertaken as part of the Cumberland Employment Lands Strategy.
- vi) A consultant be engaged to prepare a Traffic and Pedestrian Circulation Study for Lidcombe Town Centre in line with priorities identified in Council's Delivery Program and Operational Plan, and that a report be brought back to CIHAP and to Council for consideration in the future.
- vii) Council investigate the reduction of the FSR for the part of the Lidcombe Town Centre Precinct 3 north of the park.
- viii) Council investigate the introduction of minimum lots sizes in the Auburn LEP 2010 for the B4 Zone linked to the appropriate FSR and height.
- ix) Council investigate the height and FSR objectives for the B4 Zone in the Auburn LEP 2010.
- x) Council consider the heritage listing of the Gallipoli Mosque and shop facades of both Town Centres as an early stage of the Cumberland Heritage Study.
- xi) The Auburn DCP 2010 controls be updated to support the proposed amendments to the development controls in Auburn and Lidcombe Town Centres.
- xii) The Interim General Manager arrange at least one workshop in each town centre to facilitate face to face consultation during the exhibition period.

#### Attachments

1. Report to the Cumberland Independent Assessment Panel, 17 November 2016 - T111855/2016
2. Background to the Strategy - T096946/2016
3. Minutes of the Cumberland Independent Assessment Panel, 17 November 2016 - T109185/2016 and T109131/2016
4. *Draft Auburn and Lidcombe Town Centres Strategy* - T109873/2016
5. Appendix A - Auburn and Lidcombe Town Centre Precincts - T110405/2016 and T110406/2016
6. Appendix B – Comparison of existing and proposed LEP maps - Auburn Town Centre - T117280/2016

7. Appendix C - Comparison of existing and proposed LEP maps - Lidcombe Town Centre -T117301/2016
8. Appendix D - Summary Table - Draft Auburn and Lidcombe Town Centres Strategy - T110715/2016
9. Appendix E - JBA (March 2015) *Auburn and Lidcombe Town Centres: Investigation into height of building controls and zoning* - T021864/2016