

Item No: C04/19-64

### AUBURN AND LIDCOMBE TOWN CENTRES PLANNING CONTROLS STRATEGY

Responsible Division:Environment & PlanningOfficer:Director Environment & PlanningFile Number:S-5740-02Community Strategic Plan Goal:A resilient built environment

### SUMMARY

This report provides an update on the planning controls strategy for the Auburn and Lidcombe Town Centres. It outlines the outcomes of the public exhibition process, including submissions received and key issues, and the recommended approach for planning controls in the Auburn and Lidcombe Town Centres.

Council has undertaken work on a planning controls strategy for the Auburn and Lidcombe Town Centres. The primary focus of this work is to better align the planning controls related to zoning, height and floor space ratios, which enable a broader range of building design options to be realised. This approach provides better opportunities for innovation in the built form of these town centres, and contributes to the quality of amenity and public domain within the Cumberland area.

The draft strategy for the Auburn and Lidcombe Town Centres was placed on public exhibition from 7 February 2017 to 8 March 2017. A total of 52 submissions were received. Key items raised included feedback on the proposed planning controls, infrastructure availability and built form interfaces with existing land uses.

Following a review of submissions and further assessment by Council, the recommended planning controls strategy for the Auburn Town Centre includes:

- retention of existing floor space ratios in precincts where a reduction was proposed, as development has proceeded under the current controls
- changes to maximum heights for some precincts to allow for improved building design while maintaining the existing floor space ratios at these precincts
- minor changes to zonings and/or floor space ratios for Precinct 17 to better support the activation of Auburn Town Centre at this location

Following a review of submissions and further assessment by Council, the recommended planning controls strategy for the Lidcombe Town Centre includes:

 retention of existing floor space ratios in precincts where a reduction was identified for consideration, as development has proceeded in these precincts with the current controls

- changes to zonings and/or floor space ratios for Precincts 7, 10, 15 (part) and 16 to better support the activation of Lidcombe Town Centre at these locations, as well as to provide a better design and built form response. This approach minimises pressure on existing services and infrastructure by only providing a minor increase in potential development yield
- changes to maximum heights for some precincts to allow for improved building design while maintaining the existing floor space ratios at these precincts

The report also outlines the implementation of the planning controls strategy through the new Cumberland Local Environmental Plan (LEP) if endorsed by Council. This process will require the preparation of a planning proposal, review and advice from the Cumberland Local Planning Panel, Gateway determination by the NSW Government, public consultation and finalisation of the planning proposals for the new LEP. This work is a high priority of Council and is scheduled for completion in mid-2020.

### RECOMMENDATION

### That Council:

- 1. Note the submissions received on the planning controls strategy for Auburn and Lidcombe Town Centres.
- 2. Note that planning controls for the Auburn Town Centre remain unchanged for Precincts 4, 5, 7 and 10.
- 3. Adopt the planning controls strategy for Auburn Town Centre in Precincts 2, 3, 6, 8, 11, 14, 15, 16a and 18, with these controls reflecting current arrangements or exhibited controls.
- 4. Adopt the planning controls strategy for Auburn Town Centre in Precincts 1, 9, 12, 13 and 17, with revisions made to these controls in response to submissions or further assessment by Council.
- 5. Adopt the planning controls strategy for Lidcombe Town Centre in Precincts 4, 5, 6, 10, 11, 12, 13, 15 east, 16a and 17, with these controls reflecting current arrangements or exhibited controls.
- 6. Adopt the planning controls strategy for Lidcombe Town Centre in Precincts 1, 2, 3, 7, 8, 9, 14 and 15, with revisions made to these controls in response to submissions or further assessment by Council.
- 7. Implement the adopted planning controls strategy for Auburn and Lidcombe Town Centres as part of the new Cumberland Local Environmental Plan.
- 8. Note that the adopted planning controls strategy for Auburn and Lidcombe Town Centres will be subject to further public consultation and further review by the Cumberland Local Planning Panel as part of the new Cumberland Local Environmental Plan.
- 9. Note that further assessment on the planning controls strategy for Auburn Town Centre will be undertaken in Precincts 16b, 21 and 22.



### Background

Council has undertaken work on a planning controls strategy for the Auburn and Lidcombe Town Centres. The primary focus of this work is to better align the planning controls related to zoning, height and floor space ratios, which enables a broader range of building design options to be realised. This approach provides better opportunities for innovation in the built form of these town centres, and contributes to the quality of amenity and public domain within the Cumberland area.

A chronology of the work undertaken on the planning controls strategy for Auburn and Lidcombe Town Centres is provided in Table 1. Further background information from previous Council and Independent Hearing and Assessment Panel reports are provided in Attachments 3 and 4.

Former Auburn City	Former Auburn City Council					
2014 - 2015	Resolutions to increase heights in Auburn and Lidcombe Town Centres.					
2015 - 2016	Preliminary Consultant work					
Cumberland Council						
May 2016	Council amalgamation – review of planning controls placed on hold					
September- October 2016	Internal work to finalise draft Strategy					
November 2016	Report to IHAP - recommending exhibition					
December 2016	Report to Council. Resolution to exhibit (Administrator)					
7 Feb – 8 March 2017	Exhibition of draft Strategy					
2017 – 2019	Analysis of issues raised in submissions and review of draft Strategy					
April 2019	Report to Council on Planning Controls Strategy					

Table 1: Chronology of planning controls strategy for Auburn and Lidcombe Town Centres

### Auburn Town Centre

This work considered the planning controls for a number of precincts in the Auburn Town Centre, as outlined in Figure 1. A range of public submissions were received and considered for the various precincts in the town centre. Council has also reviewed development applications and building construction activity in the town centre since the public consultation period to ensure that the recommended planning controls respond to the current built form in the town centre.





Figure 1: Auburn Town Centre Precincts

The key elements of the recommended planning controls strategy for the Auburn Town Centre include:

- retention of existing floor space ratios in precincts where a reduction was proposed, as development has proceeded in these precincts under the current controls
- changes to maximum heights for some precincts to allow for improved building design while maintaining the existing floor space ratios at these precincts
- minor changes to zonings and/or floor space ratios for Precinct 17 to better support the activation of Auburn Town Centre at this location
- further assessment of planning controls in selected precincts in response to submissions and planning proposals received following public exhibition

Information by precinct is provided in Table 2 and Attachment 1 of the report.



UBURN TOWN CENTRE		no change different to existing	different to existing and exhibited control
<b>Precinct</b> (refer to precinct maps for precir boundary details)	Existing Controls ALEP act 2010	Exhibited Controls (2017)	Recommended controls
Precinct 1 Auburn Road, Mary Street, Harrow Road,	Zoning: B4 Mixed Use FSR: 5:1 Heiaht: 49m	Zoning: B4 Mixed Use FSR: 5:1 Heiaht: 60m	Zoning: B4 Mixed Use FSR: 5:1 Height: 70m
Queen Street EAN Precinct 2 Park Road, north of Mary St, Harrow Road	Zoning: B4 Mixed Use FSR: 5:1 Height: 38m	Zoning: B4 Mixed Use FSR: 5:1 Height: 60m; NE corner 49m	Zoning: B4 Mixed Use FSR: 5:1 Height: 60m; NE corner 49m
Precinct 3 South of Mary St, Harrow Road, Susan Street, Kerr Parade	Zoning: B4 Mixed Use FSR: 5:1 Height: 38m	Zoning: B4 Mixed Use FSR: 5:1 Height: 55m	Zoning: B4 Mixed Use FSR: 5:1 Height: 55m
Precinct 4 Auburn Central	Zoning: B4 Mixed Use FSR: 3.75:1 Height: 49m	Zoning: B4 Mixed Use FSR: 3.75:1 Height: 49m	Zoning: B4 Mixed Use FSR: 3.75:1 Height: 49m
Precinct 5 South Parade, Vales Lane, Auburn Road, Civic Road, Kerr Parade	Zoning: B4 Mixed Use FSR: 2.4:1 Height: 18m	Zoning: B4 Mixed Use FSR: 2.4:1 Height: 18m	Zoning: B4 Mixed Use FSR: 2.4:1 Height: 18m
Precinct 6 South Parade, Alice Street, Queen Street and Park Road	Zoning: B4 Mixed Use FSR: 5:1 Height: 38m	Zoning: B4 Mixed Use FSR: 3:1 Height: 38m	Zoning: B4 Mixed Use FSR: 5:1 Height: 38m
Precinct 7 Queen Street, Alice Street, Mary Street, Park Road	Zoning: B4 Mixed Use FSR: 3:1 Height: 27m	Zoning: B4 Mixed Use FSR: 3:1 Height: 27m	Zoning: B4 Mixed Use FSR: 3:1 Height: 27m

<b>Preci</b> n (refer to precinct m boundary	aps for precinct	Existing Controls ALEP 2010	Exhibited Controls (2017)	Recommended controls
Precinct 8 lots zoned B4 fronting southern side of Mary St	No.	Zoning: B4 Mixed Use FSR: 5:1 Height: 38m	Zoning: B4 Mixed Use FSR: 3:1 Height: 32m	Zoning: B4 Mixed Use FSR: 5:1 Height: 38m
Precinct 9 Harrow Road, north of Beatrice Street, Susan Street		Zoning: B4 Mixed Use FSR: 5:1 Height: NW corner 36m, remainder 38m	Zoning: B4 Mixed Use FSR: 5:1 Height: 45m	Zoning: B4 Mixed Use FSR: 5:1 Height: 55m remainder 45m (NW corner)
Precinct 10 Queen St, Susan Street, Beatrice Street, Marion Street		Zoning: B4 Mixed Use FSR: 3:1 Height: 27m	Zoning: B4 Mixed Use FSR: 3:1 Height: 27m	Zoning: B4 Mixed Use FSR: 3:1 Height: 27m
Precinct 11 Kerr Parade, Marion Street, Queen Street		Zoning: B4 Mixed Use FSR: 3:1 Height: 27m	Zoning: B4 Mixed Use FSR: 3:1 Height: 32m	Zoning: B4 Mixed Use FSR: 3:1 Height: 32m
Precinct 12 Station Road, Kerr Parade, Auburn Road		Zoning: B4 Mixed Use FSR: 2.4:1 Height: 18m	Zoning: B4 Mixed Use FSR: 2.4:1 Height: 18m	Zoning: B4 Mixed Use FSR: 2.4:1 Height: 27m
Precinct 13 northern side of Rawson Street and west of Station Road		Zoning: B4 Mixed Use FSR: 5:1 Height: 38m	Zoning: B4 Mixed Use FSR: 5:1 Height: 55m	Zoning: B4 Mixed Use FSR: 5:1 Height: 65m

Table 2: Planning Control Strategy by Precinct for Auburn Town Centre



<b>Precinct</b> (refer to precinct maps for precinct boundary details)		Existing Controls ALEP 2010		Exhibited Controls (2017)		nended controls
Precinct 14	and a	Zoning: B4 Mixed Use	Zoning: B4 Mix	ed Use	Zoning: B4 Mix	xed Use
Mid-block between Macquarie and Northumberland	ANK.	FSR: 5:1	FSR: 5:1		FSR: 5:1	
Roads	CT Y	Height: 38m	Height: 55m		Height: 55m	
Precinct 15		Zoning: B4 Mixed Use	Zoning: B4 Mix	ed Use	Zoning: B4 Mix	xed Use
mid-block between Station and Northumberland	CAR .	FSR: 5:1	FSR: 5:1 and reco defer consideratio		FSR: 5:1	
Road	FRAN	Height: 38m	Height: 38m and to defer considerat	d recommendation tion	Height: 38m	
Precinct 16	83.1918		16a (north)	16b (south)	16a (north)	16b (south)
16a north of Rawson	AN	Zoning: B4 Mixed Use	Zoning: B4 Mixed Use		Zoning: B4 Mixed Use	
Street 16b south of Rawson	L'AR	FSR: 3.6:1	FSR: 3.6:1	3.6:1	FSR: 3.6:1	FSR: defer consideration
St	E	Height: 32m	Height: 38m	Height: 38m	Height: 38m	Height: defer consideration
Precinct 17 Station Road/Hall	AN				Holliday Lane- Station Street	Holliday Lane- Dartbrook Rd
Street/Holliday Lane	No.	Zoning: R4 High Density Residential	Zoning: R4 High Residential	Density	Zoning: B4	Zoning: R4
	The second	FSR: 1.7:1/2:1 corners	FSR: 2.1:1		FSR: 3.6:1	FSR: 2.1:1
	14	Height: 18m/20m corners	Height: 20m		Height: 25m	Height: 20m
Precinct 18	AV	Zoning: B4 Mixed Use	Zoning: B4 Mix	ed Use	Zoning: B4 Mix	xed Use
Macquarie Road, Hall Street, Station Road	FCD, 2 C.1			FSR: 3.6:1		
	EN DI	Height: 32m	Height: 38m		Height: 38m	
	There is no Preci	nct 19 or 20				

Precinct (refer to precinct maps for precinct boundary details)		Existing Controls ALEP 2010	Exhibited Controls (2017)	Recommended controls
Precinct 21 South of Rawson	Ne	Zoning: R2 Low Density Residential	Zoning: B4 Mixed Use	Zoning: defer consideration
Street, east of Dartbrook Road	ESD -	FSR: no FSR	FSR: 2.1:1	FSR: defer consideration
		Height: 9m	Height: 20m	Height: defer consideration
Precinct 22 Rawson Street, Percy	N	Zoning: R2 Low Density Residential	Zoning: R3 Medium Density Residential	Zoning: defer consideration
Street, Gellibolu Parade	LEN S	FSR: no FSR control	FSR: 0.75:1	FSR: defer consideration
		Height: 9m	Height: 9m	Height: defer consideration

Table 2: Planning Control Strategy by Precinct for Auburn Town Centre (cont.)

### Lidcombe Town Centre

This work considered the planning controls for a number of precincts in the Lidcombe Town Centre, as outlined in Figure 2. A range of public submissions were received and considered for the various precincts in the town centre. Council has also reviewed development applications and building construction activity in the town centre since the public consultation period to ensure that the recommended planning controls respond to the current built form in the town centre.



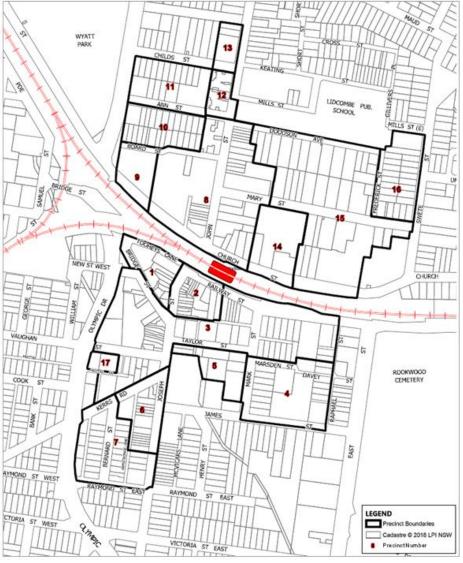


Figure 2: Lidcombe Town Centre Precincts

The key elements of the recommended planning controls strategy for the Lidcombe Town Centre include:

- retention of existing floor space ratios in precincts where a reduction was identified for consideration, as development has proceeded in these precincts with the current controls
- changes to zonings and/or floor space ratios for Precincts 7, 10, 15 (part) and 16 to better support the activation of Lidcombe Town Centre at these locations, as well as to provide a better design and built form response. This approach minimises pressure on existing services and infrastructure by only providing a minor increase in potential development yield
- changes to maximum heights for some precincts to allow for improved building design while maintaining the existing floor space ratios at these precincts

Information by precinct is provided in Table 3 and Attachment 1 of the report.



IDCOMBE TOWN CENTRE			no change different to existing different to existing and exhibited controls							
(refer to precin	r <b>ecinct</b> ct maps for precinct ary details)	Existing Controls ALEP 2010	E	Exhibited (	Controls (201)	7)		Recommen	ded contro	ls
Precinct 1 Bridge Street, Tooheys Lane,		Zoning: B4 Mixed Use FSR: 5:1	5		Zoning: B4 FSR: 5:1	4 Mixed Use	2			
Joseph Street	रिष्य	Height: 36m	Height:	60m			Height: 70	)m		
Precinct 2 East of Joseph Street, fronting	見可	Zoning: B4 Mixed Use FSR: 5:1	Zoning: FSR: 5:1	B4 Mixed (	Jse		Zoning: B4 FSR: 5:1	4 Mixed Use	•	
Railway Street	क्षिय	Height: 32m	Height:	55m			Height: 65	ōm		
Precinct 3 3a: fronting Railway Street between station and Mark Street		Zoning: B4 Mixed Use FSR: 5:1	Zoning: B4 Mixed Use FSR: 5:1 3a, 3b, 3c (eastern part), 3d Barton Council to investigate reduction in FSR							
3b: Mark, Railway, Raphael, Davey- Marsden Streets 3c: east of Joseph Street and around Taylor Street	3d: Bridge, Joseph and Vaughan Streets)	Height: 32m	<sup>3a</sup> <i>Height:</i> 55mm	<sup>3b</sup> <i>Height:</i> 45m	3c Height: 38m and further investigation	<sup>3d</sup> <i>Height:</i> 55m	<sup>3a</sup> <i>Height:</i> 60m	<sup>3b</sup> <i>Height:</i> 50m	3c <i>Height:</i> 38m	<sup>3d</sup> <i>Height:</i> 65m
Precinct 4 Marsden-Davey, Mark, janes and Raphael Streets		Zoning: B4 Mixed Use FSR: 5:1 Height: 32m	Zoning: B4 Mixed Use FSR: 5:1 Height: 38m		Zoning: B4 Mixed Use FSR: 5:1 Height: 38m					
Precinct 5 Between Taylor Street and Remembrance Park	ALL	Zoning: B4 Mixed Use FSR: 5:1	Zoning: part RE1 part B4 Mixed Use FSR: no FSR (RE1 5:1 remainder part)		Zoning: B4 Mixed Use FSR: 5:1					
	131-3	Height: 32m	Height: (RE1 par	no height rt)	38m remair	nder	Height: 32	2m		

Preci (refer to precinct r boundary	maps for precinct	Existing Controls ALEP 2010	Exhibited Controls (2017)		Recommended controls		ded controls		
Precinct 6 B4 zoned land south west of Kerrs Road and		Zoning: B4 Mixed Use FSR: 5:1	<u> </u>		Zoning: B4 Mixed Use FSR: 5:1				
Joseph Street		Height: 32m	Height: 38m			Height: 3	8m		
Precinct 7 Kerrs Road,	表面	Zoning: R2 Low Density Residential	Zoning: R4 H	igh Density Re	sidential	Zoning: R	4 High Densi	ty Residential	
Olympic Drive,	ALC: NOT	FSR: no FSR	FSR: 2:1			FSR: 2:1			
Raymond Street East, Joseph Street		Height: 9m	Height: 20m			Height: 25m			
Precinct 8	- 11	Zoning: B4 Mixed Use	Zoning: B4 Mixed Use		Zoning: B4 Mixed Use				
8a north east of Mary and Board	C 1	FSR: 5:1		<i>FSR</i> : 5:1 <i>FSR</i> : 5:1			FSR: 5:1		
-	c east of John Street	Height: 36m	8a <i>Height:</i> 50m	8b <i>Height:</i> 55m	8c <i>Height:</i> 60m	8a <i>Height:</i> 38m	8b <i>Height:</i> 55m	8c <i>Height:</i> 70m	
Precinct 9	r-A	Zoning: B4 Mixed Use	Zoning: B4 N	lixed Use		Zoning: B	4 Mixed Use		
Western half of	1 21	FSR: 5:1	FSR: 5:1			FSR: 5:1			
Dooleys site	- Carlos	<i>Height:</i> 60m	<i>Height:</i> 60m		Height: 7	0m			
Precinct 10	0	Zoning: R4 High Density	Zoning: B4 Mixed Use		Zonina: B	4 Mixed Use			
Ann Street, Olympic Drive,	AT I	FSR: 1.7:1/2:1 corners	FSR: 3.5:1		FSR: 3.5:				
Board Street	E AN	Height: 18m/20m corners	Height: 38m			Height: 38m			

### Table 3: Planning Control Strategy by Precinct for Lidcombe Town Centre



(refer to precin	r <b>ecinct</b> ct maps for precinct ary details)	Existing Controls ALEP 2010			l Controls 17)			Recommen	ded control	s
Precinct 11 Ann Street,	-	Zoning: R4 High Density Residential	Zoning: F	84 High Der	nsity Reside	ential	Zoning: R	4 High Dens	ity Resident	ial
Olympic Drive, Child Street		FSR: 1.7:1/2:1 corners	FSR: 3:1				FSR: 3:1			
	Ch-	Height: 18m/20m corners	Height: 3	2m			Height: 32	m		
Precinct 12	1-1	Zoning: B4 Mixed Use	Zoning: B	4 Mixed Us	e		Zoning: B4	Mixed Use		
Childs, John, and Ann Streets (east	A D	FSR: 5:1	FSR: 5:1				FSR: 5:1			
of John Street)	1 Contraction	Height: 36m	Height: 3	8m			Height: 38	m		
Precinct 13 North of Childs	F.	Zoning: R4 High Density Residential	Zoning: R4 High Density Residential			Zoning: R4 High Density Residential				
Street, east of John Street	Kill	FSR: 1.7:1/2:1 corners	FSR: 2:1			FSR: 2:1				
	R.	Height: 18m/20m corners	Height: 2	0m			Height: 20m			
Precinct 14	r-A	Zoning: B4 Mixed Use	Zoning: B	4 Mixed Us	e		Zoning: B4 Mixed Use			
Mid-block between Church	REP	FSR: 5:1	FSR: 5:1				FSR: 5:1			
and Mary Streets	ALC: N	Height: 32m	Height: 5	5m			Height: 38	m		
Precinct 15	-1	15a, 15b, 15c, 15d	15a	15b1	15b2	15c	15a	15b1	15b2	15c
15a Doodson Ave,		Zoning: R4 High Density	Zoning:	Zoning:	Zoning:	Zoning:	Zoning:	Zoning:	Zoning:	Zoning:
Frederick and Mary	-b1		R4 High	B4 Mixed	B4 Mixed	B4 Mixed	R4 High	R4 High	B4 Mixed	B4 Mixed
Streets 15b1 mid-block.	En bz	FSR: 1.7:1/2:1 corners	Density FSR: 3:1	Use FSR:	Use FSR:	Use FSR:	Density FSR: 2.2:1	Density FSR: 2.2:1	Use FSR: 2.2:1	Use FSR: 2.5:1
south of Mary	CH	ron: 1.7:1/2:1 corners	rsk: 5:1	3.5:1	3.5:1	3.5:1	F3R: 2.2:1	F3R: 2.2:1	F3R: 2.2:1	F5K: 2.3:1
Street 15b2 mid-block, fronting Church St, east of precinct 15c	15c fronting Church Street (mid-block), east of precinct 14	Height: 18m/20m corners	Height: 32m	Height: 38m	Height: 38m	Height: 38m	Height: 29m	Height: 29m	Height: 29m	Height: 36m

<b>Precinct</b> (refer to precinct maps for precinct boundary details)	Existing Controls ALEP 2010	Exhibited Controls (2017)		Recommended controls	
Precinct 15 east 31 and 33 Mary Street (now included as part of Precinct 15)	Zoning: R4 High Density FSR: 1.7:1 Height: 18m	Zoning: R4 Hig FSR: 1.7:1 Height: 20m	h Density	Zoning: R4 High De FSR: 2:1 Height: 20m	nsity
Precinct 16 16a Mary, Swete, Mills (E), and Frederick Streets 16b (extension of Precinct 16 to southern side of Mills Street)	Zoning: R3 Medium Density FSR: 0.75:1 Height: 9m	16a Zoning: R4 High Density FSR: 2:1 Height: 20m	16b (Lot between Mills St and Precinct 16) Zoning: R3 Medium Density FSR: 0.75:1 Height: 9m	16a Zoning: R4 High Density FSR: 2:1 Height: 20m	16b (Lot between Mills St- Precinct 16) Zoning: R4 High Density FSR: 2:1 Height: 20m
Precinct 17 Vaughan Street, Olympic Drive, Kerrs Road	Zoning: R4 High Density Residential FSR: 1.7:1/2:1 corner Height: 18m/20m corners	Zoning: R4 High Density Residential FSR: 2:1 Height: 20m		Zoning: R4 High De FSR: 2:1 Height: 20m	nsity Residential

Table 3: Planning Control Strategy by Precinct for Lidcombe Town Centre (cont.)

### Next Steps

Subject to endorsement by Council, the implementation of the adopted planning controls strategy will be undertaken through the new Cumberland Local Environmental Plan (LEP). This process will require the preparation of a planning proposal, review and advice from the Cumberland Local Planning Panel, Gateway determination by the NSW Government, public consultation and finalisation of the planning proposal for the new LEP. This work is a high priority of Council and is scheduled for completion in mid-2020.



### **COMMUNITY ENGAGEMENT**

The draft Strategy was exhibited from 7 February 2017 to 8 March 2017. Two public information evening sessions were held during the exhibition: one at the Lidcombe Community Centre (20 February 2017); and one at Council's Auburn Administration Centre (23 February 2017).

A total of 52 submissions were received, including:

- 16 submissions and 1 petition (29 signatures) generally objecting to the draft Strategy;
- 13 submissions (including 10 form letters) in support of the draft Strategy; and
- the remainder raising various issues and comments.

Key items raised in the submission (as shown in Figure 3) included feedback on the proposed planning controls, infrastructure availability and built form interfaces with existing land uses. A summary and response to the submissions received is provided in Attachment 2.

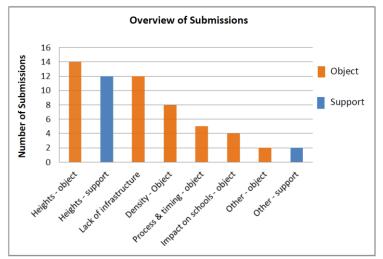


Figure 3: Overview of submissions received

### POLICY IMPLICATIONS

Policy implications are outlined in the main body of this report.

### **RISK IMPLICATIONS**

There are minimal risk implications for Council associated with this report. The primary focus of this work is to better align planning controls for Auburn and Lidcombe Town Centres that can enhance design and built form outcomes. The introduction of the Cumberland Design Excellence Panel at the development application stage will further mitigate risks in achieving these outcomes.



### FINANCIAL IMPLICATIONS

There are minimal financial implications for Council associated with this report. The primary focus of this work is to better align planning controls for Auburn and Lidcombe Town Centres that can enhance design and built form outcomes.

### CONCLUSION

This report provides an update on the planning controls strategy for the Auburn and Lidcombe Town Centres. It outlines the outcomes of the public exhibition process, including submissions received and key issues, and the recommended approach for planning controls in the Auburn and Lidcombe Town Centres.

The Draft Strategy for the Auburn and Lidcombe Town Centres was placed on public exhibition from 7 February 2017 to 8 March 2017. A total of 52 submissions were received. Key items raised included feedback on the proposed planning controls, infrastructure availability and built form interfaces with existing land uses.

Following a review of submissions and further assessment by Council, the recommended planning controls strategy for the Auburn Town Centre includes:

- retention of existing floor space ratios in precincts where a reduction was proposed, as development has proceeded under the current controls
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- further assessment of planning controls in selected precincts in response to submissions and planning proposals received following public exhibition

Following a review of submissions and further assessment by Council, the recommended planning controls strategy for the Lidcombe Town Centre includes:

- retention of existing floor space ratios in precincts where a reduction was identified for consideration, as development has proceeded in these precincts with the current controls
- changes to zonings and/or floor space ratios for Precincts 7, 10, 15 (part) and 16 to better support the activation of Lidcombe Town Centre at these locations, as well as to provide a better design and built form response. This approach minimises pressure on existing services and infrastructure by only providing a minor increase in potential development yield
- changes to maximum heights for some precincts to allow for improved building design while maintaining the existing floor space ratios at these precincts

The report also outlines the implementation of the planning controls strategy through the new Cumberland Local Environmental Plan (LEP) if endorsed by Council. This



process will require the preparation of a planning proposal, Gateway determination by the NSW Government, public consultation and finalisation of the planning proposals for the new LEP. This work is a high priority of Council and is scheduled for completion in mid-2020.

The primary focus of this work is to better align the planning controls related to zoning, height and floor space ratios, which enables a broader range of building design options to be realised. The adoption of the planning controls strategy for the Auburn and Lidcombe Town Centres provides better opportunities for innovation in the built form of these town centres, and contribute to the quality of amenity and public domain within the Cumberland area.

### ATTACHMENTS

- 1. Planning Controls Strategy for Auburn and Lidcombe Town Centres 😃 🛣
- 2. Submissions received during public exhibition <u>U</u>
- 3. Council Report and Minutes 21 December 2016 🕂 🖀
- 4. Cumberland IHAP Reports 17 November 2016 🗓 🛣

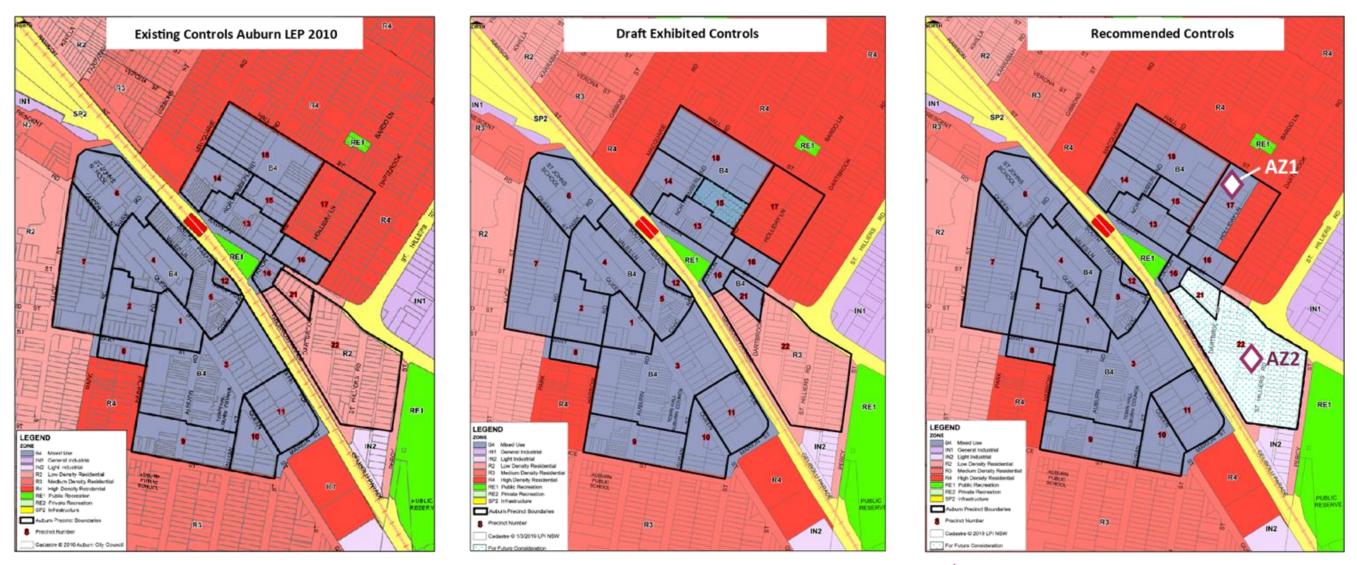
# DOCUMENTS ASSOCIATED WITH REPORT C04/19-64

# Attachment 1

# Planning Controls Strategy for Auburn and Lidcombe Town Centres



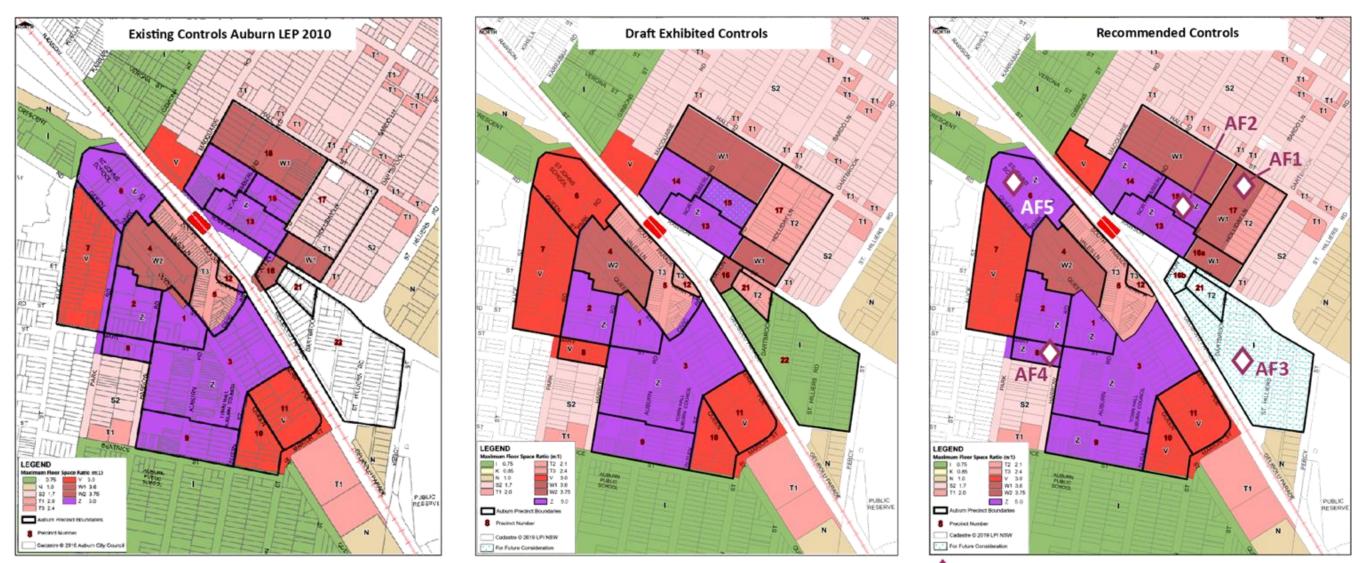
### AUBURN TOWN CENTRE - ZONING



recommended change to zoning post-exhibition



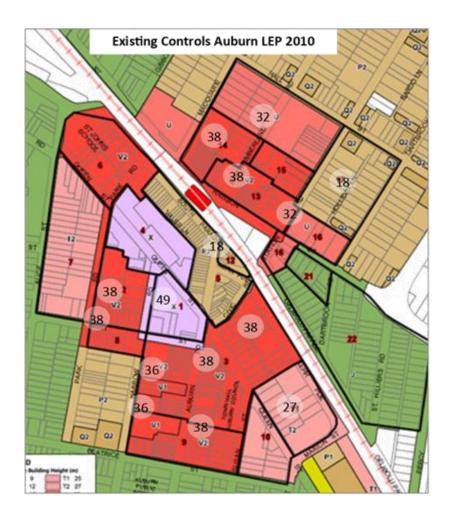
### AUBURN TOWN CENTRE - FSR

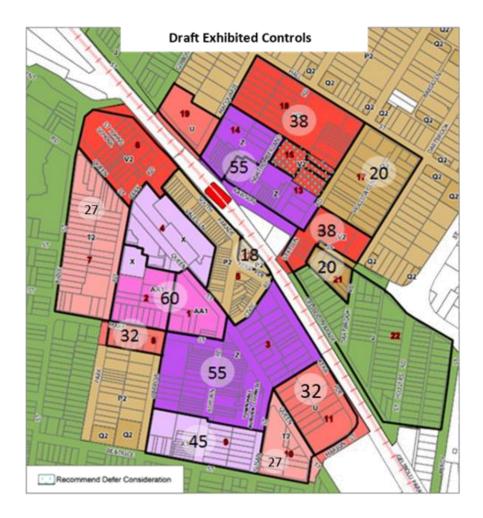


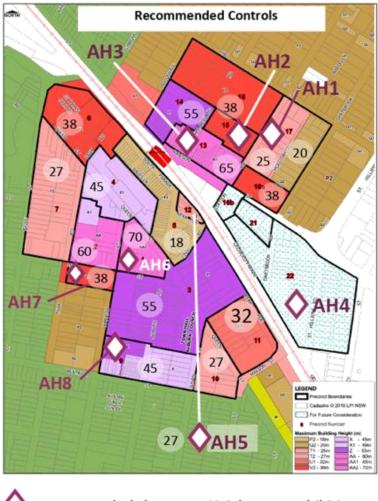
recommended change to FSR post-exhibition



### AUBURN TOWN CENTRE - BUILDING HEIGHT







Height in metres	Approximate number of storeys	Height in metres	Approximate number of storeys
9	2 -3	45	13 -14
20	5 -6	50	15 - 16
25	6 -7	55	16 - 17
29	8 -9	60	18 -19
36	10 -11	65	20
38	11 -12	70	21

recommended change to Height post-exhibition



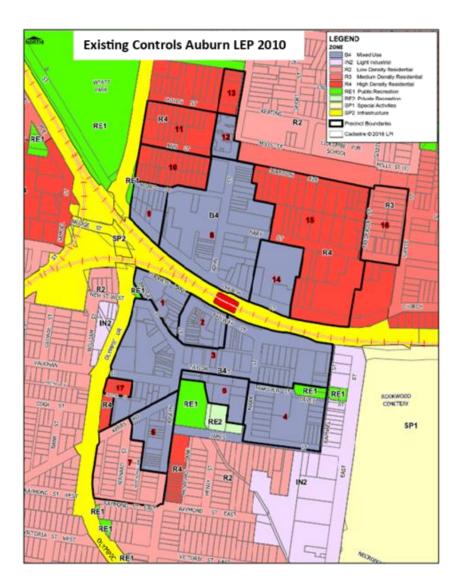
### AUBURN TOWN CENTRE - INDICATIVE VIEW

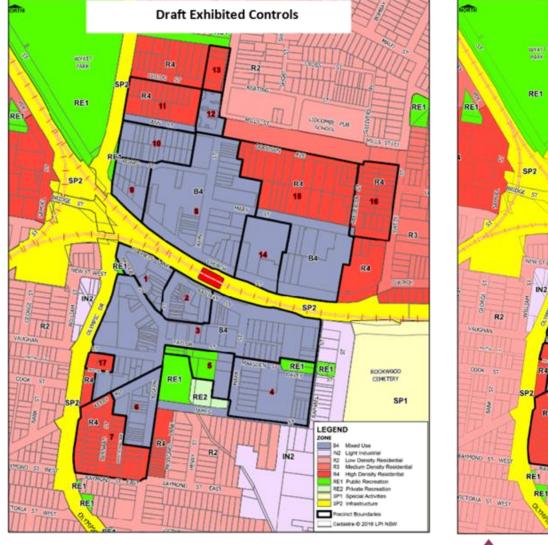


Areas that require further review



### LIDCOMBE TOWN CENTRE - ZONING





RE1

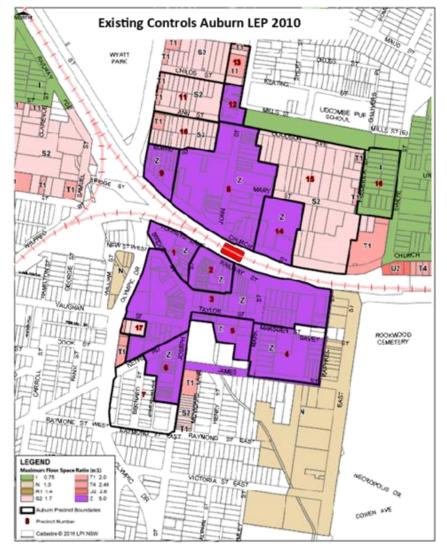
R4

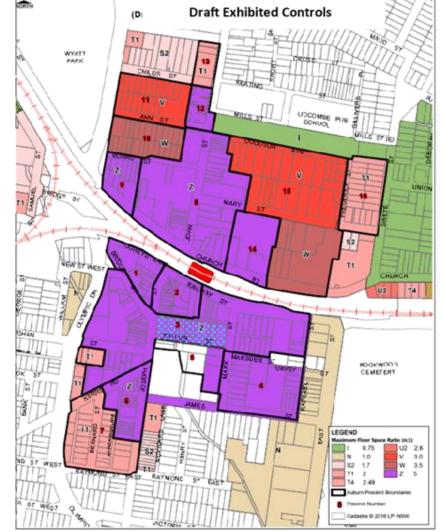


recommended change to zoning post-exhibition

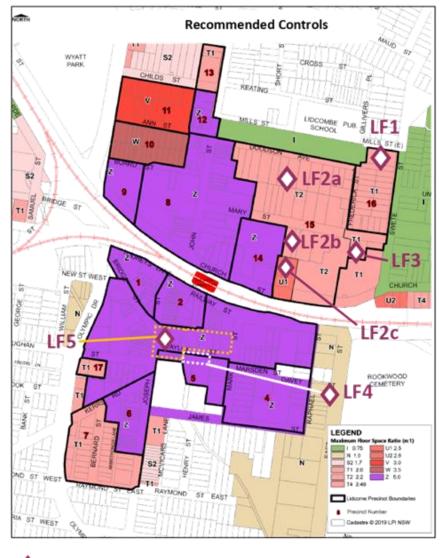


### LIDCOMBE TOWN CENTRE - FSR





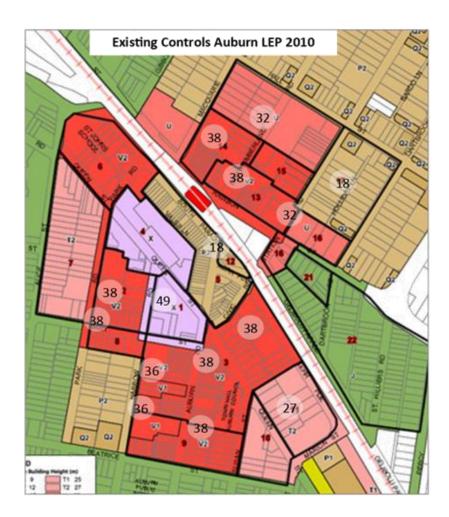
Council to investigate a reduction in FSR for this part of precind 3

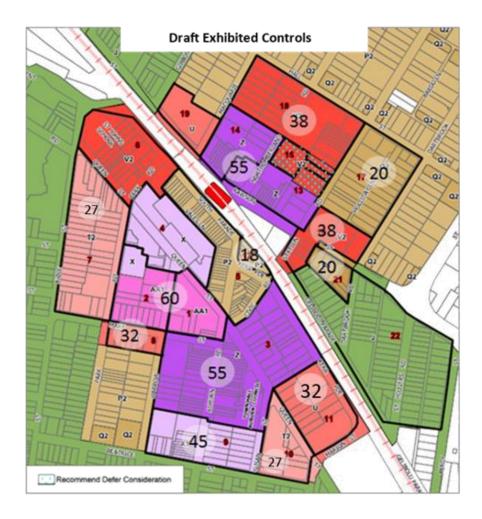


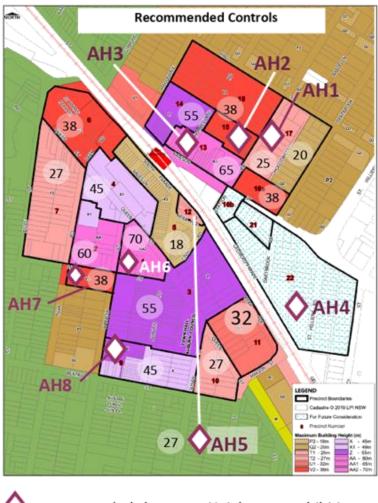
recommended change to FSR post-exhibition



### AUBURN TOWN CENTRE - BUILDING HEIGHT







Height in metres	Approximate number of storeys	Height in metres	Approximate number of storeys
9	2 -3	45	13 -14
20	5 -6	50	15 - 16
25	6 -7	55	16 - 17
29	8 -9	60	18 -19
36	10 -11	65	20
38	11 -12	70	21

recommended change to Height post-exhibition



### AUBURN TOWN CENTRE - INDICATIVE VIEW



Areas that require further review



#### AUBURN TOWN CENTRE

Map ref	Location	Recommendation	Rationale
	Auburn Town Ce	ntre - Zoning	
AZ1	Precinct 17 Station Road/Hall Street/Holliday Lane	Recommendation: B4 Mixed Use (west of Holliday Lane only) - currently R4 High Density Residential - exhibited as R4 High Density Residential	Both sides of Station Road will be able to have mixed use development, reflecting this street's central location within Auburn Town Centre and its role as one of the key northern entry points to the centre.
AZ2	Precinct 21 and Precinct 22 Rawson Street, Percy Street, Gellibolu Parade	Recommendation: for further consideration - currently R2 Low Density Residential - exhibited as R3 Medium Density Residential	The capacity of this precinct is potentially constrained by traffic access and the objective of maintaining significant view lines to the Gallipoli mosque. A view line analysis of this precinct has been completed and a draft traffic study is currently being reviewed by the RMS, both of which will be reported to Council shortly for consideration.
	Auburn Town Ce		
AF1	Precinct 17 Station Road/Hall Street/Holliday Lane	Recommendation: 3.6:1 (west of Holliday Lane only) - currently 1.7:1, 2:1 on corner lots - exhibited as 2.1:1	An FSR of 3.6:1 continues the FSR on the western side of Station Road to the eastern side of the road, whilst still maintaining a transition to the lower FSR of 2.1:1 on the eastern side of Holliday Lane. As Station Road is one of the main entry points to the town centre from the north, and this block is close to the town centre core, a slightly higher density fronting both sides of Station Road is considered appropriate.
AF2	Precinct 15 Mid-block between Northumberland and Station Roads	Recommendation: 5:1 (retain existing FSR) - currently 5:1 - exhibited as 5:1 with a recommendation to defer consideration	This precinct is predominantly Council- owned land. At the time of public exhibition, the former Auburn City Council had not made a decision on the future of this land. No direction from Council has since arisen, thus retaining the existing FSR of 5:1 is recommended.
AF3	Precinct 16b, 21 and 22 16b south east of Station Road - Rawson Street 21 Rawson Street, Dartbrook Road, laneways 22 Rawson and Percy Streets, Gellibolu Parade	Recommendation: for further consideration - currently 3.6:1 (16b), no FSR (Precincts 21 and 22 - R2 zone) - exhibited as 3.6:1 (16b), 2.1:1 (Precinct 21), and 0.75:1 (Precinct 22). [0.75:1 is the standard FSR control for the R3 zone under Auburn LEP 2010]	As per zone comment for these precincts.



Map ref	Location	Recommendation	Rationale
Aubur	n Town Centre – FS	R (continued)	
AF4	Precinct 8 lots zoned B4 fronting southern side of Mary St	Recommendation: 5:1 (retain existing FSR) - currently 5:1 - exhibited as 3:1	This precinct was exhibited with a proposed FSR of 3:1 with the view to creating a better transition in scale to the land zoned R4 High Density Residential immediately to the south. Retention of the existing 5:1 FSR control is recommended as reductions in FSR are usually only considered in extenuating circumstances, and in this case, smaller lots sizes will contribute to a transition in scale, together with detailed assessment at the development application stage.
AF5	Precinct 6 South Parade, Alice Street, Queen Street and Park Road	Recommendation: 5:1 (retain existing FSR) - currently 5:1 - exhibited as 3:1	This precinct was exhibited with a proposed FSR of 3:1 with the view to creating a better transition in scale to the R3 zoned land to the west and the lower scale development to the east along South Parade. Retention of the existing 5:1 FSR control is recommended as reductions in FSR are usually only considered in extenuating circumstances, and the existing school at the north western end of this precinct provides a transition in scale to the lower density development further west. A transition in scale to South Parade on the eastern side is not considered critical due to the predominance of business uses which are considered less sensitive to variations in scale on adjoining land. In addition, development within this precinct has since proceeded under the current planning controls.
3.			
AH1	Precinct 17 Station Road/Hall Street/Holliday Lane	Recommendation: 25m - currently 18m/20m corners - exhibited as 20m	A minor increase in maximum building height is recommended commensurate with the recommended minor increase in FSR.
AH2	Precinct 15 Mid-block between Northumberland and Station Roads	Recommendation: 38m (retain existing height) - currently 38m - exhibited as 38m with a recommendation to defer consideration	As above. No direction from Council has arisen in the intervening period which would require a review of the existing maximum building height control, thus retaining the existing height of 38m is recommended.



Map ref	Location	Recommendation	Rationale
Aubur	n Town Centre – He	eight (continued)	1
AH3	Precinct 13 northern side of Rawson Street and west of Station Road	Recommendation: 65m - currently 38m - exhibited as 55m	In response to submissions received, a number of sites in the core of both centres were reviewed and a modest increase in height over what was exhibited is recommended for these sites. This additional height will assist in achieving better design outcomes with the existing 5:1 FSR, which is considered relatively high for town centres of this scale.
AH4	Precinct 16b, 21 and 22 16b south east of Station Road - Rawson Street 21 Rawson Street, Dartbrook Road, laneways 22 Rawson and Percy Streets, Gellibolu Parade	Recommendation: for further consideration - currently 32m (Precinct 16b), 9m (Precincts 21, 22) - exhibited as 38m (Precinct 16b), 20m (Precinct 21), 9m Precinct 22)	As per zoning comment for these precincts.
AH5	Precinct 12 Station Road, Kerr Parade, Auburn Road	<i>Recommendation: 27m</i> - currently 18m - exhibited as 18m	This site is constrained in terms of access and topography. No change to FSR is recommended, however additional height in this location will assist in achieving better design outcomes, given these constraints.
AH6	Precinct 1 Auburn Road, Mary Street, Park Road, Queen Street	Recommendation: 70m - currently 49m - exhibited as 60m	In response to submissions received, a number of sites in the core of both centres were reviewed and a modest increase in height over what was exhibited is recommended for these sites. This additional height will assist in achieving better design outcomes with the existing 5:1 FSR, which is considered high for town centres of this scale. This site is the key site in Auburn Town Centre on the southern side of the station. Modelling indicates that a maximum building height of 70 metres together with the existing FSR of 5:1 will result in a design outcome that meets the SEPP 65 Apartment Design Guide requirements, delivers public open space of a useable size as identified in Council's DCP, and will minimise adverse impacts on the public domain of Auburn Road or Queen Street.



Map ref	Location	Recommendation	Rationale
Aubur	n Town Centre – H	eight (continued)	
AH7	Precinct 8 lots fronting southern side of Mary Street	Recommendation: 38m (retain existing height) - currently 38m - exhibited as 32m	It is recommended that the existing FSR be retained, and as such, it is recommended that the existing height of 38 metres also be retained.
AH8	Precinct 9 small part: 93 - 105 Auburn Rd/118 Harrow Rd	Recommendation: 55m - currently 36m - exhibited as 45m	The Land and Environment Court recently approved a development application at 93 - 105 Auburn Rd/118 Harrow Rd Auburn with a height of 56.7m. A height of 55m is recommended for this site, to reflect this determination.



#### LIDCOMBE TOWN CENTRE

Map ref	Location	Recommendation	Rationale
4.	Lidcombe Town (	Centre – Zoning	
LZ1 LZ2	Precinct 16 small extension to include the lot immediately south of Mills Street (known as 16b) Precinct 15 Part 15b1 only – south of and fronting Mary Street	Recommendation: R4 High Density Residential - currently R3 Medium Density Residential - exhibited as R3 Medium Density Residential Recommendation: R4 High Density Residential - currently R4 High Density Residential - exhibited as B4 Mixed Use	In response to a submission received, it is recommended that the adjacent R4 zone be extended to the southern side of Mills Street, to include the last remaining allotment. This land was exhibited as B4 Mixed Use due to its proximity to Lidcombe Station, however in response to submissions received, including concerns raised by the nearby school, it is recommended that the current R4
LZ3	Precinct 5 5c (eastern part) between Taylor Street and Remembrance Park	Recommendation: B4 Mixed Use (retain existing) - currently B4 Mixed Use - 5c eastern part exhibited RE1 Public Recreation, (remainder of 5c was exhibited as B4)	zone be retained. This site is adjacent to Remembrance Park. It was exhibited as RE1 Public Recreation, however in response to a submission from the landowner it is recommended that the current zoning be retained. If Council is able to negotiate the expansion of Remembrance Park in the future, then the zoning can be adjusted at that time.
5.	Lidcombe Town C		
LF1	Precinct 16 16b small extension to include the lot immediately south of Mills Street	Recommendation: 2:1 (adjacent FSR) - currently 0.75:1 - exhibited as 0.75:1	In response to a submission received, and the above recommendation to extend the adjacent R4 zone to the southern side of Mills Street, it is also recommended that adjacent FSR of 2:1 be extended to include this last remaining allotment.
LF2a LF2b LF2c	Precinct 15 part 15a north of Mary Street and part 15b1, 15b2, and 15c south of Mary Street	Recommendation: 2.2:1 (for part 15a, part 15b1 and 15b2); 2.5:1 (part 15c) - currently all 1.7:1 - exhibited as 3:1 (part 15a) and 3.5:1 (part 15b1, 15b2, and 15c)	In response to submissions received, including from the adjacent school, a lower FSR of 2.2:1 is recommended for most of Precinct 15, with 2.5:1 recommended for part 15c. This recommended FSR, whilst lower than the FSR exhibited, is higher than the current FSR of 1.7:1, recognising this precinct's proximity to Lidcombe Station and central location within Lidcombe Town Centre.
LF3	Precinct 15 east 31 and 33 Mary Street	Recommendation: 2:1 (adjacent FSR) - currently 1.7:1 - exhibited as 1.7:1	As exhibited, these two lots are a small isolated parcel with an FSR lower than surrounding land in all directions. In response to a submission, it is recommended that the adjacent FSR of 2:1 be extended to these two lots.



Map ref	Location	Recommendation	Rationale
	nbe Town Centre –	FSR (continued)	
LF4	Precinct 5 5c (eastern part only) - land fronting Taylor Street	Recommendation: 5:1 (retain existing FSR) - currently 5:1 - exhibited as "Council to consider a reduction in FSR for this part of precinct 3".	As noted above, if in the future Council negotiates an expansion of Remembrance Park, then the LEP controls can be adjusted at that time. Retention of the existing controls is recommended.
LF5	Precinct 5 (part) and Precinct 3 (3c eastern part) around Taylor Street	Recommendation: 5:1 (retain existing FSR) - currently 5:1 - exhibited as 5:1 with a notation "Council to investigate a reduction in FSR for this part of Precinct 3"	Options for a reduction in FSR in this area were investigated, and whilst the precinct has some constraints in terms of access, heritage and location to the north of Remembrance Park, it is recommended that the existing FSR of 5:1 be retained. Design outcomes will be assessed at the development application stage, and managed through the application of appropriate DCP controls.
6.	Lidcombe Town (	Centre – Height	
LH1	Precinct 16 16b extension of Precinct 16 - Mills and Swete Street, allotment immediately south of Mills Street	Recommendation: 20m - currently 9m - exhibited 9m	Recommended extension of Precinct 16 to include last remaining lot south of Mills Street. In response to a submission received, and the above recommendation to extend the adjacent R4 zone and adjacent FSR of 2:1 to the southern side of Mills Street, it is also recommended that adjacent maximum building height control of 20 metres also be extended to include this last remaining allotment.
LH2a LH2b LH2c	Precinct 15 15a: Doodson Avenue, and Frederick and Mary Streets; 15b1: mid-block, south of Mary Street, between Mary and Church Streets; and 15b2: mid-block, fronting Church Street 15c: mid-block, fronting Church Street, east of precinct 14	Recommendation: 29m (part 15a, 15b1 and 15b2); 36m (part 15c) - currently 18m - exhibited as 32m (part 15a) and 38m (part 15b1, 15b2, and 15c)	In response to submissions received, including from the adjacent school, a lower height of 29m than the exhibited heights of 32 and 38 metres is recommended, proportionate to the recommended FSR of 2.2:1. 29 metres is higher than the existing 18 metre maximum building height limit, recognising this precinct's proximity to Lidcombe Station and central location within Lidcombe Town Centre, whilst responding to concerns raised during exhibition.



Map ref	Location	Recommendation	Rationale
Lidcon	nbe Town Centre –	Height	
LH3	Precinct 14 small mid-block precinct between Church Street and Mary Street	Recommendation: 38m - currently 32m - exhibited as 55m	In response to submissions received, including from the nearby school, a lower height of 38m is recommended. Whilst lower than the 50 metre height exhibited, the recommended 38 metre maximum building height is a small increase on the current 36 metre height control.
LH4	Precinct 8 part 8a between Mary Street and Doodson Avenue, east of John Street [Note: part 8c west of Joseph Street/ south of Board Street addressed below]	Recommendation: 38m (part 8a) - currently 36m - exhibited as 50m (no change to height for part 8b)	A lower maximum building height (38 metres) than the exhibited 50 metres is recommended in response to concerns raised by the nearby primary schools relating to overshadowing of school grounds. The recommended 38 metres is a small increase on the existing 36 metre maximum building height control.
LH5	Precinct 8 (part 8c) and Precinct 9 (Dooleys site)	Recommendation: 70m - currently 60m (Precinct 9) and 36m (Precinct 8, part 8c) - exhibited as 60m.	This is the key site on the northern side of the rail line, and a small increase in height (to a maximum of 70 metres) is recommended (from the 60 metres exhibited). This height together with the large footprint of this site should result in very strong deign outcomes with the existing 5:1 FSR.
LH6	Precinct 1 Bridge Road, Tooheys Lane, Joseph Street	Recommendation: 70m - currently 36m - exhibited as 60m	This is the key precinct on the southern side of the rail line. A small increase in height is recommended following review of the exhibited planning controls, to correspond to the 5:1 FSR in this core of centre location.
LH7	Precinct 2 land fronting Railway Street between Joseph Street and the station	Recommendation: 65m - currently 32m - exhibited as 55m	Small proportionate increase in height is recommended. This will maintain the transition in height from the centre core to the periphery, and is considered appropriate given this part of the precinct's location directly opposite Lidcombe station.



Map	Location	Recommendation	Rationale
ref			
Lidcon	nbe Town Centre –	Height	
LH8a LH8b LH8c LH8d	Precinct 3 3a: fronting Railway Street between the station and Mark Street; 3b: Railway, Raphael, Davey- Marsden and Mark Streets; 3c: east of Joseph Street and around Taylor Street; and 3d: Bridge, Joseph and Vaughan Streets	Recommendation: part 3a: 60m part 3b: 50m part 3c 38m part 3d 65m - currently 32m (part 3a, 3b and 3c) and 36m (part 3d) - exhibited as 55m (part 3a and 3d); 45m (part 3b); and "38m + to be determined" (part 3c).	A small, proportional increase in height is recommended for parts a, b and d of this precinct to facilitate a transition in heights down from the core to the centre to the periphery. Part c is a more constrained area of this precinct, being immediately north of Remembrance Park and including a heritage item (former Lidcombe Post Office), and a small height increase is recommended to again facilitate improved design outcomes with the recommended existing 5:1 FSR control.
LH9	Precinct 5 Between Taylor Street and Remembrance Park	Recommendation: 32m (retain existing height) - currently 32m - exhibited as "no height; to be determined"	The exhibition of this area with no height control was directly related to the exhibited RE1 Public Recreation control. In response to submission and discussions with the landowner, it is recommended that the existing height control for this area be retained. Retaining the existing controls would not prevent a revision of these controls in the future should Council be able to negotiate an expansion of the park.
LH10	Precinct 7 Kerrs Road, Joseph Street, Raymond Street East	Recommendation: 25m - currently 9m - exhibited as 20m	Minor increase in height (maximum height of 25 metres) is recommended over what was exhibited (20 metres) to encourage better design outcomes.

# DOCUMENTS ASSOCIATED WITH REPORT C04/19-64

Attachment 2

# Submissions received during public exhibition



### SUMMARY OF GENERAL SUBMISSIONS

Overall view/ Number of submissions	Submission issue	Response
Object to Process (raised in 4 submissions)	<ul> <li>Object that:</li> <li>consultation was not reasonable - only the residents of affected sites were notified, rather than the wider communities, such as Berala and Regents Park</li> <li>the documents are complex and quite technical making it hard to understand</li> <li>the local paper does not go out to all residents</li> <li>notification was 'hidden' in the Council advertisement</li> <li>more effort should be made to engage residents for whom English is not their first language</li> <li>an extension of time should be granted and discussions held with the wider community.</li> </ul>	Noted and addressed below. Minor changes recommended The draft Strategy was exhibited from Tuesday 7 February 2017 to Wednesday 8 March 2017. Notification of exhibitions in local newspapers is consistently in the Council notices section, alongside details of development applications and other Council projects on public exhibition. Exhibition material was available on Council's website, at Council offices and local libraries. Individual notification letters were sent to an area well beyond the two town centres (as far as Cardigan St in Aubum and Nottinghill Rd in Lidcombe). The letters included basic information on the proposal in 5 languages other than English (widely spoken in this part of Cumberland).Two evening information workshops were held, (one per centre), where staff were available to answer questions and explain the proposed changes.
	<ul> <li>Consultation is not adequate:</li> <li>define what each zone means</li> <li>identify heights by storeys, not just in metres</li> <li>slimmer buildings with space and low rise around them can be appealing, but floor space ratios are resulting in 'fat' buildings occupying the entire street frontage.</li> <li>disappointed that Lidcombe materials were not on display at the Auburn workshop</li> <li>developer driven DAs negate and fragment planning process</li> <li>the town centre boundaries should be discussed with the community and agreed boundaries adhered to</li> <li>most residents have limited time for this project – it is requested that our thoughts are filed as they come to mind, and collated from comments on previous DAs, rather than</li> </ul>	The zones are defined in the Auburn Local Environmental Plan (LEP), however a brief explanation can be included in the Council report and final documents to provide more context. A table can be added to provide a guide to the relationship between building height and number of storeys, noting that it will not be definitive, as it varies according to the mix of uses. The Strategy seeks to improve the relationship between height and FSR in Auburn and Lidcombe town centres, with the primary objective of improving building designs, including slimmer buildings which have a better relationship to the street. The Lidcombe materials were available at the Auburn workshop and vice versa. There are a number of steps and future opportunities for



Overall view/ Number of submissions	Submission issue	Response
Object to Process (continued)	<ul> <li>providing a timeframe in which to respond to a specific strategic project.</li> <li>Council and the community should identify pinnacle sites, then Council should buy the land, prepare an ideal DA then sell it to a developer who agrees to the DA limits.</li> </ul>	consultation and public comment. If Council resolves to proceed with the Strategy, formal public consultation will be required (post-Gateway) as part of the process to amend the Local Environment Plan (LEP). The boundaries of the study area primarily follow the existing town centre boundaries which largely align with the boundaries of the B4 Mixed Use zones in both centres. The purchase of land by Council is a policy decision to be made at the appropriate time
	Council is requested to ask the local paper why residents across the Lidcombe/Auburn area are not receiving the Auburn Review.	Whilst not directly related to this study, the Auburn Review was contacted and advised that their distribution area covers all of Auburn and Lidcombe to the southern end of Botanica.
Object to timing and decision making (raised in 3 Submissions)	<ul> <li>Object to timing of the draft Strategy:</li> <li>it should only be introduced after a Council is elected. An appointed administrator should not make significant decisions of this type.</li> <li>significant doubts about any long term planning associated with the former Auburn City Council - the inquiry should run its course before decisions are made.</li> <li>it is noted that the JBA study was commissioned and completed during the time of the compromised Auburn City Council.</li> </ul>	<ul> <li>Noted and addressed below. No change recommended.</li> <li>Whilst the draft Strategy was exhibited while Cumberland Council was under Administration, any decisions about the study recommendations will be made by the elected Councillors. The Public Inquiry has now been completed.</li> <li>The JBA Study was a preliminary background study. Whilst aspects of this study have been used to inform the draft Strategy, a significant amount of additional work has also been undertaken in the preparation of the Strategy.</li> <li>The draft Strategy was also considered by the Cumberland Independent Hearing and Assessment Panel (IHAP) in November 2016 which recommended further changes. The draft Strategy was then reported to Council for consideration prior to public exhibition.</li> </ul>



Overall view/ Number of submissions	Submission issue	Response
Support for heights (10 form letters and 2 submissions)	<ul> <li>Form letters: Support the draft Strategy:</li> <li>recognises need for growth in centres</li> <li>maximises FSR without compromising efficient design principles or modifying additional land use zones</li> <li>eliminates need for 'spot rezoning' in the centres</li> <li>Will help the town centres meet design and population growth needs.</li> <li>Submissions: Support the draft Strategy, as our work on various projects in these centres over the last 5 years has led our architects to recognise the need for increased permitted heights to better achieve key urban design and SEPP 65 objectives.</li> <li>To grow, Auburn needs to change the building height restrictions. We need more bridges across rail lines any better road structures to support the increased population.</li> </ul>	Support noted.
Object to heights (raised in 6 submissions)	<ul> <li>Object to proposed heights:</li> <li>Lidcombe is already unattractive, and higher, more crowded buildings will have a detrimental effect.</li> <li>Lidcombe and Auburn are aesthetically worse than 10 years ago with the new buildings. Draft Strategy does nothing to add a Coles (long promised by Council) or other facilities. No additional height should be given.</li> <li>no reason why high rise zones should be close to the station. Spreading them over the suburb makes more sense to avoid causing trouble to locals living near the station.</li> <li>unhealthier for occupants - the higher you work or live in a building, the less likely you are to go to the street for a walk and the unhealthier you are. These developments will simply warehouse workers near a station to shuttle them on an overcrowded service to the city.</li> <li>draft Strategy will encourage development and may</li> </ul>	Noted and addressed below. Some decreases in building heights are recommended. Development for high rise residential must comply with SEPP 65 and the Apartment Design Guide (ADG). In Aubum and Lidcombe town centres, however, the mismatch between existing FSRs and heights results in blocky, shorter buildings. Increasing heights will allow for better building design. Whilst the draft Strategy cannot specifically facilitate a supermarket, there are a number of sites which are sufficient in size to accommodate a supermarket. Location of taller buildings close to stations maximises the proportion of the population able to walk to public transport and other services, reducing reliance on the car and providing health benefits.



Overall view/ Number of submissions	Submission issue	Response
Object to heights (continued)	<ul> <li>increase density – no evidence of 'density well done'</li> <li>shopping streetscape in both centres should be maintained at 2 storeys</li> <li>many residents prefer a maximum of 5 storeys in Auburn</li> <li>high rise (3+ storeys) should be limited to 500m walk from station</li> <li>Auburn should have an umbrella skyline from the roof of Auburn Primary School, the Baptist Church tower and roof of Auburn Central</li> <li>B4 and R4 zones should have subzones with different heights: 6 storeys, 12 storeys (general town centre limit)</li> <li>developers should be required to buy the airspace over adjoining properties to prevent rows of 12 storey buildings.</li> </ul>	Some decreases in building heights are recommended in response to issues raised in submissions; however, not to the extent sought in this submission. The existing heights permitted under the current planning controls for both centres allow more than five storeys. Given the relatively high FSRs in both centres, reducing the height would adversely impact on building design outcomes. The heights recommended seek to create a transition in building height, stepping down from the core of each centre to lower scale building heights towards the edge of the centres.
Object to heights <u>and</u> density (Petition with 39 signatures) <i>Note: Some</i> <i>petition</i> <i>signatories also</i> <i>sent individual</i> <i>submissions</i>	<ul> <li>Object to increasing heights in Lidcombe Town Centre, due to:</li> <li>insufficient school capacity</li> <li>inadequate parking</li> <li>lack of Infrastructure to support so many more residents.</li> <li>To address density and bulky buildings the FSR should be reduced.</li> <li>No further large scale developments should be approved in Lidcombe until the above issues are addressed.</li> </ul>	<ul> <li>Noted and addressed below. No change recommended. Council continues to advocate for and work collaboratively with the NSW government in terms of public school infrastructure and capacity.</li> <li>Reducing FSRs requires extenuating circumstances. The Strategy seeks to improve the relationship between height and FSR controls to achieve better building designs in these centres.</li> <li>Each new development must incorporate an appropriate amount of parking. Council's planning controls set out the required rates for each type of development.</li> </ul>
Support for Strategy (raised in 1 submission) (continued)	On behalf of 2 owners (precinct 15), this submission endorses the methodology and recommendation of the draft strategy, and that it is worthy of informing a Draft LEP for Lidcombe centre. A DCP should be prepared providing design criteria to reflect the objectives of the Lidcombe town centre and to ensure high quality urban renewal of the town centre.	Support noted.



Overall view/ Number of submissions	Submission issue	Response
Object to Strategy (raised in 1 submission)	The proposal is purely to provide affordable housing, but there is already a considerable amount of affordable housing already in Auburn and Lidcombe. It is also a "cash grab" for rates, given the loss of income through amalgamations, without regard to the amenity of residents.	Noted and addressed below. No change recommended. The draft Strategy does not specifically facilitate the provision of affordable housing. Council has, however, since adopted an <i>Interim Affordable Housing Policy</i> and a <i>Planning Agreements</i> <i>Policy and Guideline</i> which seek to facilitate affordable housing across Cumberland. The Strategy provides for a minor increase in dwelling numbers, and as such, there will be only be a limited increase in rates income, mostly as a result of the increased commercial components to support the economic growth of the town centres.
Object to dwelling mix (raised in 1 submission)	New apartment developments consist mainly of 2 bedroom flats, despite the fact that this area has one of the highest birth rates in the country. This means the handful of 3 bedroom units are ridiculously expensive to rent. Before encouraging new development, I want to see evidence that Council can reverse this situation so most new units are 3 bedrooms.	<b>Noted.</b> Council's current planning controls encourage a mix of unit sizes. The mix of unit sizes is influenced by market demand and development feasibility.
Concerns about lack of business diversity and convenience (raised in 1 submission)	Increasing density is sold as a way to enliven a suburb and increase services. But this has not been the case in Lidcombe. 30 years ago, with a much smaller population, we had 3 medium sized supermarkets, butchers, a fruit shop, various doctors and small businesses. All but one butcher have gone. Basic groceries are not available in walking distance, so residents drive to Auburn, Chullora or Bankstown to shop. Change can be a good thing, but we need positives. One would be more diversity in the types of shops, reflecting the multicultural population.	Noted. Whilst Council would like to see a mixed of shops and other day to day services in each town centre, Council cannot control the type of shops. There are a number of sites within Lidcombe town centre which are the subject of current or likely future planning proposals which will hopefully result in an increased mix of shops and other services in the near future. Council's planning controls supports a range of land uses in the town centre; however, the mix of shops is influenced by external factors.



Overall view/ Number of submissions	Submission issue	Response
Object to and concern about impact on schools (raised in 4 submissions)	Concerned about the cumulative increases in traffic generation should additional development occur within the vicinity of local Catholic Schools (St John's Primary, Trinity College and St Joachim's Primary) and the impact on pedestrian and student safety. Concerned about the bulky appearance of buildings, and the potential for overlooking and overshadowing of school sites.	Noted. A reduction in height and FSR controls for land near the primary schools in Lidcombe is recommended. The Strategy proposes minimal change to densities within the town centres. In response to comments received during exhibition, a reduction in heights and some FSRs near the two primary schools in Lidcombe is proposed. The land surrounding St John's Primary and Trinity College in Auburn is largely developed already, and no changes to the existing controls are proposed.
		land (including schools), as well as pedestrian safety will continue to be assessed at the development application stage.
Object to lack of open space (raised in 4 submissions)	<ul> <li>No mention of need for additional open space for the increased population which is critical for physical and mental health:</li> <li>local recreational areas are inadequate. Phillips Park, Lidcombe, is not in the immediate area of the proposed high and medium density areas</li> <li>with many more families living in apartments there is a need for areas where children can play and people can sit in groups.</li> </ul>	On the southern side of the railway in Lidcombe is Remembrance Park. The potential to open up Remembrance Park to the north will be subject to further discussion with landholders. On the northern side of the railway in Lidcombe, there will be more reliance on future development activity to provide open space. An additional area of public open space in Aubum town centre is identified in Council's planning controls (corner of Queen Street and Auburn Road). This will add to the existing play spaces and seating recently installed by Council as part of the Aubum town centre public domain upgrade.
Object to impact on space and light (raised in 1 submission)	<ul> <li>Object to the draft Strategy:</li> <li>it 'rips off' new buyers by reducing space</li> <li>it reduces the green space and light</li> <li>Lidcombe already has massive development – eg Dooleys</li> </ul>	Noted. No change recommended. There is no proposal to reduce any public green space. All developments in the R4 High Density Residential zones are required to have a minimum amount of deep soil area for green space. Apartment buildings are also required to have common and private open spaces, and minimum standards of solar access are required.



Overall view/	Submission issue	Response
Number of submissions		
Object to lack of infrastructure (raised in 13 submissions)	<ul> <li>Object to draft Strategy as it will result in overdevelopment and exacerbate the existing infrastructure problems:</li> <li>increasing population by raising heights will increase traffic pressure in centres, exacerbated by the WestConnex toll</li> <li>intersections of Harrow Rd/Beatrice St and Harrow Rd/ Helena St should be upgraded.</li> <li>it is difficult get around Lidcombe on foot, especially for mobility impaired - 401 bus services at night or Sundays to connect to the train service would assist</li> <li>trains are already at capacity and there is a lack of parking</li> <li>existing school capacity in both centres (primary, high school) is insufficient: a co-ed public high school is needed</li> <li>Aubum Hospital is already at capacity</li> <li>Police resources are already too stretched.</li> <li>childcare, library services, neighbourhood centre and community services will need a considerable injection of Council resources</li> <li>increased mixed use and dwellings will result in increased waste. Council waste services are poor now, and would require substantial resources to address the problem</li> <li>drainage and electricity infrastructure in Lidcombe will not cope.</li> </ul>	Noted. No change to Strategy recommended. The Strategy would result in a minor increase in dwelling numbers and population only. Council continues to plan and work with other stakeholders to align infrastructure capacity with growth.



Overall view/ Number of submissions	Submission issue	Response
Other comments	<ul> <li>Parramatta Rd should be B4 Mixed Use, but not high rise residential. It should have a streetscape of 2 storeys with setback of lawns and gardens.</li> </ul>	Noted. Outside scope of Strategy Council has resolved to implement the NSW Government's Parramatta Road Corridor Urban Transformation Strategy
(raised in 1 submission)	<ul> <li>Hall St to Parramatta Rd should be R3 Medium Density Residential.</li> <li>west of Gibbons St should be R2 Low Density Residential.</li> <li>please confirm that 1a, 1b Queen St will remain industrial, as shown on the map.</li> </ul>	which covers most of these areas. 1A/1B Queen Street was previously rezoned to R4 (separate planning proposal). This typographical error has been corrected in the final documents.
Other	Please rezone land along roads such as Park Rd and Vaughn	Noted and addressed below. No change recommended.
comments	St to townhouses or terraces with rear access onto the back	The portion of Park Rd within the centre is already zoned B4
(raised in 1	streets to eliminate driveways and facilitate turning lanes.	Mixed Use.
submission)		



### PRECINCT SPECIFIC SUBMISSIONS - AUBURN TOWN CENTRE (Excluding precincts 16b, 21 and 22)

Note: Each row relates to a matter raised in a single submission

Current	Exhibited	Submission issue	Response
controls	draft controls		
<b>Precinct 1</b> B4 Mixed Use FSR – 5:1 Height – 49m	Precinct 1 B4 Mixed Use FSR – 5:1 Height – 60m	Precinct 1 Auburn (Queen St, Auburn Rd Mary St and Harrow Rd)	
		<ul> <li>Landowner submission seeks recognition of the opportunity provided by this amalgamated site, approximately 190m from the station.</li> <li>The IHAP recommended a height of 60m for this Precinct (lower than the 76m previously considered in JBA background study), and a minimum non-residential FSR of 0.5:1. This equates to a loss of approximately 3 storeys plus overrun.</li> <li>A previous planning proposal for 5,800m<sup>2</sup> portion of this precinct sought 96m, an FSR of 9:1, and proposed a courtyard, public library shell and 4,400m<sup>2</sup> retail. Not supported by Council or IHAP, however, both Council and IHAP recognised the opportunity presented by the site.</li> <li>Submission included modelling of different scenarios for Precinct 1:</li> <li>46m (approx 13 storeys) 5:1, dedication of 2,000m<sup>2</sup> public open space and laneway</li> <li>76m (approx. 23 storeys) – 7.1:1 FSR, 2,000m<sup>2</sup> of public open space and laneway</li> <li>one 107m tower, remaining towers maximum 76m, with 8.5:1 FSR, 2,000m<sup>2</sup> public open</li> </ul>	Noted and addressed below. An increase in height is recommended. Precinct 1 is a key site at the core of Auburn Town Centre, and its location and configuration provide significant opportunity for redevelopment which includes provide open space and improved connectivity, as identified in the DCP. The preliminary study by JBA was used as background information in the preparation of the draft Strategy, however a number of other considerations, including the IHAP's recommendations have informed the Strategy. Further analysis has been undertaken in response to this submission and a height of 70m is now recommended for this precinct, to enable better design outcomes and provision of public open space and through site links as per the existing DCP controls.



Current	Exhibited	Submission issue	Response
controls	draft controls		
Precinct 1 (continued) B4 Mixed Use FSR – 5:1 Height – 49m	Precinct 1 (continued) B4 Mixed Use FSR – 5:1 Height – 60m	<ul> <li>Submission on behalf of the owners of Aubum Central generally supportive of the draft Strategy.</li> <li>Expressed concerns that:</li> <li>any new planning proposals, particularly for Aubum Shopping Village, need to address traffic flows, access requirements and local road capacity.</li> <li>any increase in development within the town centre should address appropriate funding mechanisms to ensure that infrastructure is delivered.</li> </ul>	Noted and addressed below. An increase in height is recommended (see previous). Each planning proposal is assessed in terms of its strategic merit. This strategic merit assessment includes consideration of traffic measures. Further detailed assessment is also undertaken at the development application stage. Council is preparing a new contributions plan to appropriate fund local infrastructure associated with growth.
		Submission supports high rise for this site/precinct. It should link to Auburn Central, through the underground car park and via an overhead walkway from the post office to upper level of Auburn Shopping village. However, increased height here should be compensated by a permanent 12 storey limit generally in the centre.	Noted and addressed below. An increase in height is recommended (see previous). Detailed design of any development itself will be assessed at DA stage. The primary focus of the Strategy was to improve the relationship between building heights and FSR. Limiting the heights in the rest of the town centre would adversely impact on design outcomes, given the scale of the existing FSRs. Varying building heights are recommended across both centres.
Precinct 2 B4 Mixed Use FSR – 5:1 Height- 38m	Precinct 2 B4 Mixed Use FSR – 5:1 Height – Part 60m, part 49m	Precinct 2, Auburn (1 -13 Harrow Ro	I, 9 -23 Mary St, 6 – 24 Park Rd)
		Submission objecting to proposed increase in height for Precinct 2, as it would have the potential to overlook Trinity College (Park Rd, Precinct 7). Redevelopment of sites to 60m would create an adverse impact on the visual amenity of the school.	Noted and addressed below. No change recommended. The remaining area within Precinct 2 that is not already redeveloped is west/south-west of Trinity College and, as a result, would have little overshadowing impact on the school. Any development application would need to consider the visual amenity and overshadowing of the surrounding development, particularly schools. Increased building heights in this location will allow some flexibility in design, and will assist with distribution of the FSR across the site, helping to address impacts on adjoining development.



Current controls	Exhibited draft controls	Submission issue	Response
Precinct 4 B4 Mixed Use FSR – 3.75:1 Height – 49m	Precinct 4 No change	Precinct 4, Auburn (Auburn Central)	1
		The proposed FSR map references the precinct as W2 – but there is no W2 in the accompanying legend.	Noted and amended. There is no change proposed to the FSR. This has been added for greater clarity.
Precinct 5 B4 Mixed Use FSR – 2.4:1 Height – 18m	Precinct 5 No change	Precinct 5, Auburn (South Parade and land bound by Auburn Rd, Kerr Parade and Civic Rd)	
		It is recommended that this precinct allow 5 storeys generally, with 12-20 storeys at key points. Council should buy the site, prepare a DA, on-sell to a developer, with a condition that the DA remain in place for 50 years.	Noted and addressed below. No change recommended. This precinct is characterised by narrow shopfronts which provide a distinctive character along South Parade. The street block is not very deep (approximately 28-29m), with most sites in single ownership, making redevelopment difficult to achieve. Council acquisition of this land is neither feasible nor practical. Under the <i>Environmental Planning and Assessment Act</i> , Council cannot extend a development consent beyond 5 years.
Precinct 6 B4 Mixed Use FSR – 5:1 Height – 38m	Precinct 6 B4 Mixed Use FSR – 3:1 Height – 38m	Precinct 6, Auburn (Land bound by	Queen St Alice St South Parade and Vales Lane)
		Submission raises no objection to the proposed decrease in FSR, for Precinct 6, as it would allow a staggered building form from the town centre to the periphery and allow future development to be considerate of its surroundings.	Addressed below. Retention of existing FSR recommended. Since exhibition in 2017, the majority of this precinct (excluding the primary school) has been either developed or granted development consent under the current LEP controls. As such, retention of the existing 5:1 FSR is recommended.
		Park Rd should be the limit of any high rise. It is disappointing that it has already been breached.	As per comment above.



Current controls	Exhibited draft controls	Submission issue	Response
Precinct 7 B4 Mixed Use FSR – 3:1 Height – 27m	Precinct 7 No change	Precinct 7, Auburn (Mary St, Park I	Rd, Queen St and Alice St)
		Park Rd should be the limit of any high rise. It is disappointing that it has already been breached. Precinct 7 should be R2 Low Density Residential, or certainly no more than R3 Medium Density.	Noted and addressed below. No change recommended. As acknowledged, this precinct is already zoned B4 Mixed Use with a height of 27m. No change is proposed due to the location of the school, as well as the role of the precinct as a transition to the low density area to the west.
Precinct 9 B4 Mixed Use FSR – 5:1 Height - 38m and part 36m	Precinct 9 B4 Mixed Use FSR – 5:1 Height – 45m	Precinct 9, Auburn (18 Harrow Rd, 7	1-9 Beatrice St; 93-125 Auburn Rd, 72 Auburn Rd)
		The submission seeks an increase in permitted height to at least 55m for this site as the proposed 45m will not allow the 5:1 FSR to be achieved. A 55m height limit would still allow a transition down to Beatrice St, and the shadows will fall substantially within the same shadow areas as 45m towers at Beatrice St.	Noted and addressed below. An increase in height is recommended for part of this precinct. Precinct 9 is at the end of Auburn town centre and transitions to residential areas to the west (18-to 20m height; 1.7:1 to 2:1 FSR) and to the south (9m height and 0.75:1 FSR), with the closest area occupied by a primary school. The draft Strategy was exhibited with a maximum 45m height to enable better building design with reduced shadow and visual impacts.
			The Land and Environment Court has since approved a building height for part of this precinct (NW corner) of 56.7m (modification to DA-368/2013). The Strategy recommendation for part of this precinct has been amended to 55m to reflect this determination.



Current controls	Exhibited draft controls	Submission issue	Response
Precinct 9 (continued) B4 Mixed Use FSR – 5:1 Height - 38m and part 36m	Precinct 9 (continued) B4 Mixed Use FSR – 5:1 Height – 45m	Submission objects to the proposed height for this precinct. The Venture site approval, with a 5 storey street wall is a poor streetscape outcome, and contrary to the desired LEP objectives. This was strongly opposed by residents, and school P&C. Key issues included overlooking of the school playground, and the need for more than one car per household. This approval should not be used as a precedent, and other parts of Auburn town centre should be reduced to 5 storeys to compensate.	Noted and addressed below. An increase in height is recommended for part of this precinct. Reducing the rest of the centre to five storeys would impact on design outcomes. This will be particularly important for many of the other precincts in Auburn which are closer the station and form the core of the centre.
Precinct 10 B4 Mixed Use FSR – 3:1 Height – 27m Precinct 11 B4 Mixed Use FSR – 3:1 Height – 27m	Precinct 10 No change Precinct 11 B4 Mixed Use FSR – 3:1 Height – 32m	Precinct 11, Auburn (9 Marion	ind by Queen St, Beatrice St and Susan St) St, 3-19 Queen St, 8-24 Kerr Parade, Auburn) on Rd 35 – 45 Rawson St, 4A – 6 Dartbrook Rd)
Precinct 16 B4 Mixed Use FSR – 3.6:1 Height - 32m	Precinct 16 B4 Mixed Use FSR – 3.6:1 Height - 38m	Submission would like these precincts to be R3. The B4 zone in Auburn town centre should be more contained: it should not extend beyond Beatrice St, nor extend up Queen St beyond the Susan St roundabout; it should also be contained by Rawson St from Station Rd to Macquarie Rd and only the Rawson St side of Hall St. This area should have been rezoned to B4 years ago, however submission is against any rezoning in this area due to interface and overshadowing issues with adjoining land.	Noted and addressed below. No change to exhibited zoning controls recommended Precincts 10 and 11 are currently zoned B4 Mixed Use and there is no strategic merit to rezone to R3 Medium Density. The B4 Mixed Use zone is not proposed to extend beyond Beatrice St at this time. Precinct 16 is currently zoned B4 Mixed Use. Given its proximity to the station. This zone is considered suitable.



Current controls	Exhibited draft controls	Submission issue	Response	
Precinct 12 B4 Mixed Use FSR - 2.4:1 Height – 18m	Precinct 12 B4 Mixed Use FSR - 2.4:1 Height – 18m	Precinct 12, Auburn (Land bound	Precinct 12, Auburn (Land bound by Auburn Road, Kerr Parade and the railway line)	
		Submission seeks an increase in height and FSR for this precinct. It is less than 50m to the station entry, and is centrally located within the town centre. Increased residential density in this location would be consistent with government policy. The precinct has two road frontages, allowing vehicular access to be provided (as currently) via Kerr Parade. The precinct could be amalgamated, having an overall area of 1,650m <sup>2</sup> . The precinct is unconstrained by flooding or heritage, and can readily accommodate a mixed use development with a height to 38m and a maximum FSR of 5:1.	Noted and addressed below. An increase in height is recommended. This precinct has a number of constraints including topography, relatively small total site size with an irregular shape, proximity of the railway line, and congestion on and around the road frontages. It is noted that parts of the existing building are located on the road reserve, and this would not continue if site was redeveloped. No change in FSR is recommended; however, an increase in height from 18 metres to 27 metres is recommended. Additional analysis was undertaken post-exhibition in response to submissions received, and an increase in building height for this precinct is recommended (27m)	
Precinct 17 R4 High Density Residential FSR – 1.7:1, 2:1 corners Height – 18m, 20m corners	Precinct 17 R4 High Density Residential FSR – 2:1 Height – 20m	Precinct 17, Auburn (Rawson and	Hall Streets, Dartbrook and Station Roads)	
		<ul> <li>Submission seeks B4 zoning, 3.6:1 FSR and 45m height for whole of precinct 17:</li> <li>in line with neighbouring precincts</li> <li>precinct has a mixed use feel with non-</li> </ul>	Noted and addressed below. Change to zoning, FSR and height recommended for western half of this precinct. In response to submissions received, further review of this precinct was undertaken. The Station Road frontage is directly opposite an existing B4 zone. Providing the potential to activate	





 xhibited ft controls	Submission issue	Response
s S S C C C C C C C C C C C C C C C C C	<ul> <li>residential uses such as the Masonic Centre</li> <li>B4 would help achieve the goal of making the centre active and vibrant</li> <li>recognises transitional nature of the area with buildings over 30m under construction in the precinct</li> <li>tall slim towers improve resident amenity, so height and building envelopes should exceed FSR to provide flexibility and good urban design outcomes</li> <li>the proposed 20m height is not a transition.</li> <li>Submission indicates that residents do not want to ive in a crowded area as proposed by the draft Strategy. Recently objected via a petition to the construction of a 15 storey building in Dartbrook Rd, which was approved, has been in the construction phase for 2 years, and blocks airflow and sunlight.</li> </ul>	the street on both sides of the road is likely to also support the existing B4 zone on the western side of Station Rd. It is therefore recommended that the western part of Precinct 17 in Auburn (from Holiday Lane to Station Road) be: • zoned B4 Mixed Use • FSR of 3.6: 1 • height of 25m These recommended changes provide a transition to the R4 zoned land to the east of Holliday Lane. In terms of crowding, the Strategy seeks to improve design and public domain outcomes to improve liveability and amenity, rather than increasing density. The height and FSR changes proposed are minor, and maintain a transition in scale to the north and east of the town centre boundary. The change to B4 recommended above is likely to have a minor impact on Dartbrook Rd in terms of built form. Matters such as the impact of development on adjoining properties (including sunlight access and airflow impacts) are assessed at the development application stage.



### PRECINCT SPECIFIC SUBMISSIONS - LIDCOMBE TOWN CENTRE

Note: Each row relates to a matter raised in a single submission.

Current controls	Exhibited Draft Strategy	Submission comments	Comment
controlsDrPrecinct 3Pr(part 3d)(part 3d)B4 Mixed UseB4FSR - 5:1FS		<ul> <li>Part of Precinct 3, Lidcombe (Olympic Dr, V</li> <li>Landowner submission states that the size of the total site (7,134m<sup>2</sup>), its single ownership and its prominent location make this site ideal for future intensification, beyond what is suggested in the draft Strategy.</li> <li>commends Council on the initiative to increase permitted heights to work more efficiently with FSRs</li> <li>seeks an increase in height to 60m (as a baseline) which would lead to a superior urban design outcome</li> </ul>	Aughan St and Bridge St - 'Westella site') Noted and addressed below. An increase in height is recommended. This is an important site within the Lidcombe Town Centre, and one of few sites where a supermarket could be accommodated. It is noted that the Strategy does not seek a single blanket height across the centre, however, it does provide a single height for this precinct. This is a
		<ul> <li>while improving the human scale street experience.</li> <li>seeks a Design Excellence Competition bonus of 15% of FSR and height for the site and the town centre immediately.</li> <li>included an urban design report showed a proposed concept of 6 towers of varying heights to 65m with an FSR up to 6:1 are possible on the site under a different amalgamation pattern. This also includes a supermarket.</li> <li>seeks to work with Council on the DCP.</li> </ul>	<ul> <li>maximum height, not a required height.</li> <li>The recommended increased maximum height is intended to provide opportunities for a variety of heights and built form by working together with the existing FSR of 5:1. Multiple design outcomes are possible under this scenario.</li> <li>Whilst the options presented in the submission are not considered suitable, a modest increase in height to 65 metres is recommended for this part of Precinct 3 to enable high quality design outcomes, including public domain improvements at ground level. No change to the FSR is recommended.</li> </ul>
		There is <i>no basis</i> for the description of the role of Lidcombe centre as having potential for commercial expansion and intensification, nor for it to form part of a 'broader ecosystem of innovation and enterprise across	Noted and addressed below. An increase in height is recommended. There are very few changes proposed to expand the B4 Mixed Use zone in Lidcombe. The actual mix of



Current controls	Exhibited Draft Strategy controls	Submission comments	Comment
Precinct 3 (continued)	Precinct 3 (continued)	Cumberland'. This is only an urban design strategy.	businesses within the town centre will not be prescribed by Strategy.
Precinct 3 (part) B4 Mixed Use FSR – 5:1 Height – 32m	Precinct 3 (part) B4 Mixed Use FSR 5:1* *Council to investigate reduction in FSR Height – 38m	Part of Precinct 3, Lidcombe (Land from	nting the north side of Taylor St)
		<ul> <li>Submission supports the intent to maintain a gradual decline in building height and FSR away from the station to establish a stepped skyline and retain solar access to Remembrance Park, however lowering the FSR is not the best means to do this:</li> <li>reducing the FSR would not be consistent with the objectives of Cl. 4.4 in the Aubum LEP 2010 – as the current 5:1 FSR enables appropriate density that reflects the locality</li> <li>a development's inability to achieve the maximum FSR at a particular point in time and place does not mean it will never be achieved in the future</li> <li>reduced FSR will reduce development potential – reducing the number of affordable housing units</li> <li>submission included indicative plans for ground floor, and typical floor levels and schematic elevation for a proposed to "enhance and conserve this local heritage building by dismantling the whole structure and rebuilding with the same or same type of materials, moving the building forward 2m to the boundary, with the new building starting from the 3 internal columns, and from the roof ridge back".</li> </ul>	Noted and addressed below. Retention of existing FSR and exhibited height recommended.Council has sought specialist advice on the significance of the former Lidcombe Post Office (built 1920 and designed during the tenure of NSW Government Architect George McRea, who also designed the Queen Victoria Building).Development application to which submission refers has since been withdrawn.It is recommended that the existing FSR of 5:1 be retained along with the exhibited height of 38m.Any future development application for this site will undergo detailed assessment with specific focus on potential impacts on the heritage item and overshadowing of Remembrance Park. Dismantling and reconstructing the heritage item (former Lidcombe Post Office) is unlikely to be supported.



Current controls	Exhibited Draft Strategy	Submission comments	Comment	
Precinct 5 B4 Mixed Use FSR - 5:1 Height - 32m	controls Precinct 5 Part RE1 Public Recreation No Height/FSR Part B4 Mixed Use FSR - 5:1 Height -38m	Precinct 5, Lidcombe (2-6 Taylor St, 29 – 33	Joseph)	
		Landowner submission objecting to proposed RE1 zone for 2 Taylor St. Acquisition of this site has potential to impact the viability of the church and its ability to remain on site. Rezoning the site without Council having identified a budget, timeframe and acquisition plan, would result in uncertainty, and would be burdensome for the Church to hold land where it cannot increase its operations. Church supports retention of the B4 zone with appropriate height and FSR. The potential overshadowing of the park can be mitigated through other planning and design measures. The landowner (Church) seeks to work with Council to find an alternate solution to allow the church to continue its activities, and enable Council to improve the street address of Remembrance Park, eg through reconfiguration of the overall site and/or boundary adjustments or land swap.	Noted. Retention of existing zoning, height and FSR controls is recommended. Following receipt of this submission, Council and the landowner have met to discuss potential options including land swap and reconfiguration of sites. As discussions have yet to reach a conclusion, it is recommended that the existing zoning, height and FSR be retained. This approach does not preclude future negotiations as outlined above, and the planning controls can be amended to reflect an agreed outcome for this area in the future.	
Precinct 6 B4 Mixed Use FSR - 5:1 Height – 32m	Precinct 6 B4 Mixed Use FSR - 5:1 Height – 38m	Precinct 6, Lidcombe (2-10 Kerrs Rd, 46 -74	Joseph St Lidcombe)	
		Supports the draft Strategy. Suggest increasing the FSR to 5.9:1 to expand the common area and allow for a community room in our DA submission.	Noted and addressed below. No change recommended. The submission does not provide strategic merit for the requested increase in FSR. Precinct 6 is at the	



Current controls	Exhibited Draft Strategy controls	Submission comments	Comment
			southern edge of the B4 zone, and forms part of the transition from the core of the centre to surrounding residential areas. No change to FSR is recommended.
			Specific proposals will be considered on merit as part of the development application process.
Precinct 7 R2 Low Density Residential No FSR Height – 9m	Precinct 7 R4 High Density Residential FSR 2:1 Height - 20m	Precinct 7, Lidcombe (Olympic Dr, Ker	rrs Rd, B4 lands and Raymond St East)
		<ul> <li>Submission supports the proposed R4 zoning, but seeks an increase in the permitted height:</li> <li>Iand immediately to the north would have a maximum height of 38m, in contrast to our site which would have only 20m, resulting in a neighbouring development that would be much higher</li> <li>failure to adopt a consistent height across the R4 zone will prevent amalgamation with a view to large single development</li> <li>the border between the R4 zones is arbitrary – in the middle of the block - the natural boundary of the zone should be Raymond Street and Armstrong Lane</li> <li>extension of the permitted height to Raymond Street would not result in overshadowing as the land on Bernard St and the eastern side of Joseph St would form a transition zone.</li> <li>Joseph St is the main promenade in Lidcombe with a width to support large tall buildings.</li> </ul>	<ul> <li>Noted and addressed below. An increase in height is recommended.</li> <li>The Strategy seeks a transition in height and scale from the core of both centres to the centre edge and beyond, and in some locations this transition is more gradual than others. Increasing their height in this precinct to 38m as sought by the submission would not support a smooth transition to the land to the south of Precinct 7, currently zoned R2, with a 9m height limit.</li> <li>Further analysis following exhibition found that a building height of 25m in this location, while retaining an FSR of 2:1, would still allow for a mix of built form design that takes into account the development in Precinct 6 in the north, as well as the need to transition to the low density residential area to the south. The revised Strategy recommends this is approved.</li> </ul>



Current controls	Exhibited Draft Strategy controls	Submission comments	Comment
East of Precinct 7 R4 High Density Residential FSR 1.7 – 2:1 Height 18-20m	East of Precinct 7 No change	For many years the residents of Precinct 7 have endured the loss of a supermarket within walking distance, with many elderly residents left stranded by development. The closest shopping centre is more than 2 kilometres away without adequate public transport. Residents in this area have felt ignored in the past about development issues that affect us. We recommend that the proposed R4 zone from Kerrs Rd to Raymond St be amended to B4, with a maximum height of 32 metres along Bernard St in keeping with an aesthetic look for the precinct, and with consideration for an adequate supermarket/ shopping centre to support current and future residents. R4 is recommended further south. East of Precinct 7 (between Joseph St, Mc	Noted and addressed below. An increase in height is recommended. The need for a supermarket in Lidcombe is recognised and encouraged through the controls proposed in the Strategy. Extending the B4 zone is not supported for this precinct, as it would extend the centre too far from the core. The land further south (south of Raymond St), was not part of the study area for the draft Strategy, and is well outside the town centre. Consideration of this area is beyond the scope of this Strategy. However, as outlined above, an increase in height (to 25m) is recommended for Precinct 7.
		Raymond St East is a peaceful cul de sac, which would be ruined by the development proposed under the draft Strategy for the area between James St, Joseph St, McVicars Lane and Raymond St East. High density development will affect the ambience and safety of this street, will result in overcrowding and massive buildings towering over homes. It will mean that the on street parking will be taken by the new apartments. Objects to the draft Strategy. I urge reconsideration of the high density status proposed for the Joseph St side that connects to Raymond St East and McVicars Lane.	Noted and addressed below. No change recommended. The area of concern identified is outside the study area and separated by Joseph St. The R4 High Density Zone is the existing zone in this location. There are no changes proposed to the zone, the height or the FSR. The changes proposed by the Strategy in this area are limited to the western side of Joseph St adjoining Raymond St East (this was not raised in this submission as an issue).



Current controls	Exhibited Draft Strategy controls	Submission comments	Comment
Precinct 8 B4 Mixed Use FSR - 5:1 Height - 32m (part) and 36m Precinct 9 B4 Mixed Use FSR - 5:1	Precinct 8 B4 Mixed Use FSR - 5:1 Height - 60m (part c); Precinct 9 B4 Mixed Use FSR - 5:1	Precinct 8 Irregular precinct between Church St and Doodson Ave centred on John St, Lidcombe, and	Precinct 9 1-5A Church St, 13 – 25 Board St Lidcombe
Height – 60m	Height – 60m (parts a and b are addressed below)	the Dooleys site within Precincts 8 (western part) and 9, as they will go some way to ensuring better urban design and architectural outcomes for the town centre. This large landholding provides a long term opportunity under these controls to strengthen the vitality the centre consistent with Council's planning objectives. Landowner looks forward to the opportunity to comment on controls under the future planning proposal.	for part of Precinct 8 and Precinct 9 are recommended. In response to submissions received an increase in the exhibited height from 60m to 70m is recommended for Precinct 9 and the western half of Precinct 8 (west of John Street). This creates an opportunity to improve public domain and interface with John Street, as well as north-south through site links. The location of this precinct on the northern side of the station means that shadows cast by any redevelopment will fall primarily on the train line and Olympic Drive, rather than existing residential development.
		Object to proposed development for Lidcombe Dooley's site. The proposal is financed by and will enhance its gaming facilities. It is primed to overshadow and drive out other businesses, whereas we need business competition. Although I live in Lidcombe I bypass its shopping and transport due to overcrowding on the infrastructure - the streets, and station exits.	Noted. As per comments above.



Current controls	Exhibited Draft Strategy controls	Submission comments	Comment
(between John St and precinct 14) B4 Mixed Use FSR - 5:1 Height - 32m and 36m	Precinct 8 – (parts a and b: between John St and precinct 14) 34 Mixed Use 5 SR - 5:1 Height – 50m horth of Mary St; 55m south of Mary Street	Precinct 8 (part), Auburn (between Jo	hn St and Precinct 14)
		<ul> <li>Sydney Catholic Schools' submission objects to proposed changes, to parts of Precinct 8 that adjoin St Joachim's Primary School (east of John Street), including: <ul> <li>could leave the school with a 'boxed in' feel</li> <li>could overlook and overshadow play spaces</li> <li>would result in increased traffic, with particular concern for pedestrian safety</li> <li>does not support environmental comfort, good amenity, or responsiveness to context.</li> </ul> </li> <li>See also submission issues under Precinct 15.</li> <li>Objects to the proposed 55m heights on Church and Mary Streets for apartments that will be very close together forming walls that will block the view and ventilation of the residents.</li> </ul>	Noted and addressed below. An increase in height is recommended. In response to submissions received, a decrease in the exhibited heights (50 metres down to 38 metres) is proposed for this part of Precinct 8. The existing FSR of 5.1 remains unchanged. Any proposal will undergo further detailed assessment at the development application stage, and would consider impacts on adjoining properties. Noted and addressed below. No change recommended. The recommended increased height controls, with existing FSR will improve opportunities for more slender tower forms and increased building separation, resulting in improved opportunities for view corridors and ventilation. Aspects like ventilation, solar access, privacy and views would be further assessed at the development application stage.



Current controls	Exhibited Draft Strategy controls	Submission comments	Comment
Precinct 14 B4 Mixed Use FSR - 5:1 Height – 32m Precinct 15	Precinct 14 B4 Mixed Use FSR – 5:1 Height – 55m Precinct 15	Precinct 14, Lidcombe (39 and 43 Church St and 7 Mary St, Lidcombe)	Precinct 15, Lidcombe (land b between Doodson and Church Streets, east of Frederick Street)
R4 High Density Residential FSR – 1:7:1 2:1 at corners Height – 18m 20m at corners	part a: North of Mary St R4 High Density Residential FSR - 3:1 Height - 32m part b and c: South of Mary St B4 Mixed Use FSR - 3.5:1 Height - 38m	<ul> <li>Landowner submission objects to the changes in controls for the land close to St Joachim's Primary School, particularly increased heights, which:</li> <li>could leave the school with a 'boxed in' feel, rear of the school could look isolated</li> <li>could overlook and overshadow play spaces, with negative impacts on wellbeing of students and inconsistent with Greater Sydney Commission's goals</li> <li>would result in increased traffic, with particular concern for pedestrian safety</li> <li>does not support good amenity, responsiveness to context, or street level views that enhance a sense of place.</li> </ul>	Noted. Changes recommended in response.Precinct 14 is predominantly occupied by St Joachim'sPrimary School, and has an existing FSR of 5:1. Theprecinct includes a recently constructed 10 storey(32m) apartment building (43 Church St) to a height of32.4m which uses the maximum FSR of 5:1.Further analysis was undertaken as part of the reviewof submissions process. In response to issues raisedin submissions, and to facilitate a better transition inscale with the primary school, a reduction in theexhibited draft heights and FSRs for Precincts 14 and15 is recommended as follows:Precinct 14Precinct 15• FSR retain existing 5:1• Height 38m• Height 29m (part a and b) and 36m (part c)
		Object to the proposed 55m heights on Church and Mary Streets for apartments that will be very close together, forming walls that will block the view and ventilation of the residents.	Noted. Changes recommended in response. See comment above.



Exhibited Draft Strategy controls	Submission comments	Comment
Draft Strategy	Submission on behalf of 31 Mary St Lidcombe, adjoining         Precinct 15, to which has similar characteristics. Suggests         Swete St as logical eastern boundary of the centre, and         seeks a height of height of 25m for 31 Mary Street.         Surrounding development at 81 Church St, on the corner of         Swete St, while not part of the study area, has established         a strong built form typical of a 'gateway site' with an FSR of         2:1 and a height of 25m. This has set a precedent and 31         Mary St and the adjoining properties, 33 Mary St and 11         Swete St, should, to be consistent, also benefit from an         FSR of 2:1 and a height of 25m. These recommended         increases would encourage amalgamation and quality         urban design.         It is recommended that the land between Swete St and         Precinct 15, south of Mary St be included in the draft         Strategy to inform an upward review of controls.	Noted and addressed below. Minor change recommended.         31 and 33 Mary St currently have an FSR of 1.7:1 and maximum height of 18m, while the adjoining properties to the north and east have a recommended FSR of 2:1 and a maximum height of 20m. Land to the south (outside the town centre boundary) has these controls.         The Strategy, as exhibited, would result in a lower permitted FSR and height on two isolated sites surrounded by land with a greater FSR and height (located further from the station), without any planning rationale.         Image: Imag
		FSR - exhibited FSR - recommended
	controlsEast of Precinct 15Not in study area – directly east of Precinct 15	controlsEast of Precinct 15 Not in study area – directly east of Precinct 15 No changeEast of Precinct 15Submission on behalf of 31 Mary St Lidcombe, adjoining Precinct 15, to which has similar characteristics. Suggests Swete St as logical eastern boundary of the centre, and seeks a height of height of 25m for 31 Mary Street.Surrounding development at 81 Church St, on the corner of Swete St, while not part of the study area, has established a strong built form typical of a 'gateway site' with an FSR of 2:1 and a height of 25m. This has set a precedent and 31 Mary St and the adjoining properties, 33 Mary St and 11 Swete St, should, to be consistent, also benefit from an FSR of 2:1 and a height of 25m. These recommended increases would encourage amalgamation and quality urban design.It is recommended that the land between Swete St and Precinct 15, south of Mary St be included in the draft



Current controls	Exhibited Draft Strategy controls	Submission comments	Comment
			<ul> <li>The following minor changes to the controls for 31 and 33 Mary St, Lidcombe, are recommended:</li> <li>increase the maximum FSR to 2:1</li> <li>increase the maximum height of buildings to 20m consistent with proposed controls for Precinct 16.</li> </ul>
North of Precinct 16 R3 Medium Density Residential FSR – 0.75:1 Height – 9m	North of Precinct 16 Not in study area – directly north of Precinct 16 No change	North of Precinct 16	
		Landowner submission on behalf of 31-33 Swete St Lidcombe. This 2,049m <sup>2</sup> site is on the corner of Swete St and Mills St, contains the former RMS Motor Registry, adjoins Lidcombe Public School (heritage listed) to the west and the residential block (Precinct 16) to the south. This site is part of this residential block, but was excluded from Precinct 16, presumably due to previous Motor Registry use. Submission seeks the same zone as Precinct 16 - R4 High Density Residential. It also seeks a base FSR of 2:1 plus an incentive FSR for social or community use, and a maximum	Noted and extension of proposed zoning, height and FSR from Precinct 16 recommended.In response to submissions, the proposed controls for 31-33 Swete Street were reviewed. It is recommended that the proposed zoning (R4), height (20m) and FSR (2:1) of Precinct 16 be extended to include this last lot within the street block.The request for FSR and height greater than those proposed for Precinct 16 is not recommended as: 
		<ul> <li>height of 25m as:</li> <li>Site forms a natural end to the residential block that includes Precinct 16, and would form an appropriate transition to/from the town centre</li> <li>The site is 630m walking distance to the station</li> <li>Given the location adjoining the school, the site provides an opportunity to provide a social or community use, however this would require a larger ground floor elevation and therefore a greater maximum highlight of buildings than the 20m proposed</li> </ul>	<ul> <li>away from the station and core of the centre than Precinct 16. It would also compromise the capacity to provide a transition to the low density residential area to the north.</li> <li>there is significant capacity within the B4 zone in Lidcombe to accommodate additional dwellings, without the need to substantially increase development potential beyond the edge of the town centre.</li> <li>the proposed location of a through site link to</li> </ul>



controls Dra	Exhibited aft Strategy controls	Submission comments	Comment
		<ul> <li>for Precinct 16.</li> <li>submission included a massing study which showed a podium of 4 storeys with a maximum 6 storeys with a northern frontage to maximise sun access, as well as potential for a through site link between Mills St and 29 Swete St (also shown as a through site link).</li> </ul>	Doodson Ave/the school in the submission is shown wholly on the adjacent site (29 Swete St). This is a separate lot under different ownership, unrelated to the site subject site. Any through site link would need to be shared between these two properties.

## DOCUMENTS ASSOCIATED WITH REPORT C04/19-64

Attachment 3 Council Report and Minutes - 21 December 2016



**Cumberland Council** 

### Auburn and Lidcombe Town Centres Strategy

Responsible Division: Officer: File Number: Delivery Program Code: Environment and Infrastructure Group Manager Planning S-5740-01 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.

<sup>&</sup>lt;sup>1</sup> Innovation Ecosystem City Exchange Report 2016 Growing the Australian Economy

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

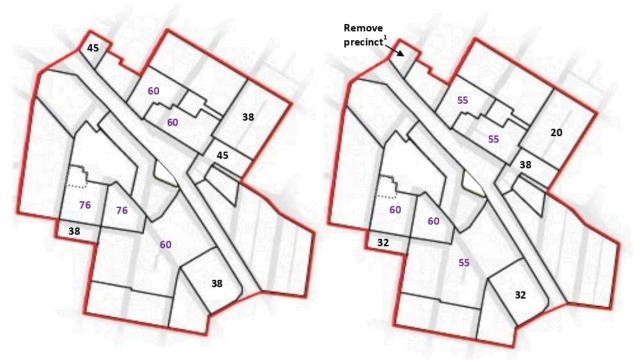
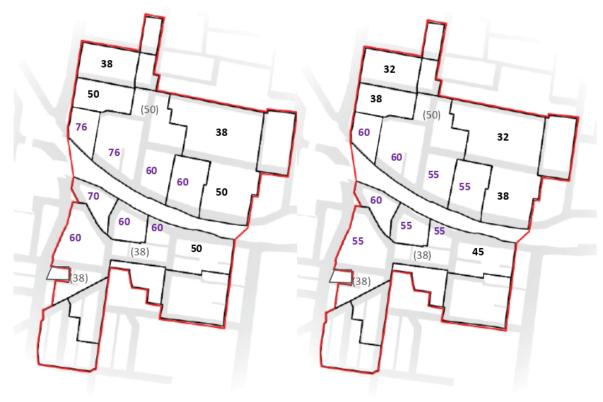


Figure 1. Recommendations to CIHAP

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



### **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.

<u>Medium term:</u> (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  $2,369m^2$  adjoining the park. However the recommended zoning of RE1 Public Recreation would result in the need to acquire a further  $2,400m^2$  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

- 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.

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- 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

<u>Note:</u> 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.
- 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

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- 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

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## DOCUMENTS ASSOCIATED WITH REPORT C04/19-64

# Attachment 4 Cumberland IHAP Reports - 17 November 2016



**Cumberland Council** 

### Auburn and Lidcombe Town Centres Strategy

Responsible Division: Officer: File Number: Delivery Program Code: Environment & Infrastructure Manager Strategy Q-2014-036 2a.1.3 Provide advice on development, construction and planning issues

### 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]. At its meeting of 24th August 2016 [Item C017/16], the Cumberland IHAP resolved that this study be reported to it.

Council planners have reviewed the recommendations of the study as well as a range of other strategies and studies completed or in preparation since that time. 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* have been prepared. This report seeks a recommendation to publicly exhibit the draft Strategy.

### 1. BACKGROUND

#### a. History

A review of the permitted heights for Auburn and Lidcombe town centres was first initiated by Council resolution on 16 April 2014. At this meeting, Council considered DA368/2013 (for the former Venture site) and an associated voluntary planning agreement (VPA). At Item 073/14 Council resolved (in part) the following:

- 3. That due to the events that led to the resulting VPA, being the different forms and design qualities a development can take but remaining within the gazetted floor space ratio, Council resolve:
  - a. That a planning proposal be prepared to allow for different design concepts within the Auburn Town Centre in the form of increases in height controls and remaining within the gazetted floor space ratios.
  - b. The increase in height controls yet complying with the current floor space ratio is to provide building envelopes that will achieve better urban design outcomes, promote design excellence and facilitate the achievement of the objectives of SEPP 65 and the associated Residential Flat Design Code.

A number of other resolutions of Council or the Cumberland Independent Hearing and Assessment Panel also relate to the review.

Appendix 1 provides an outline of the initiation of the *Investigation of heights and zoning in Auburn and Lidcombe Town Centres*, and its progress to date.

This report addresses the relevant parts of Council resolutions from 16 April 2014 and 20 May 2015 and of the Cumberland IHAP of 14 September 2016.





In August 2015, JBA Consultants were engaged to prepare a review of town centre heights and some zoning and FSRs in Auburn and Lidcombe Town Centres anticipated to support a comprehensive review of the *Auburn Local Environmental Plan* (LEP) 2010.

With the postponement of any work on a review of Auburn LEP 2010, primarily due to Council amalgamations, it was recognised there was a need to progress the draft study to public exhibition due to its implication for a number of planning proposals. In addition, Council planners have continued to work on the technical studies in the context of the preparation of the draft district plan with the Greater Sydney Commission. Therefore to take into account both the consultant study, and this continuing work, a *Draft Auburn and Lidcombe Town Centres Strategy* has been prepared.

### b. JBA Study

The *Investigation into height of building controls and zoning - Auburn and Lidcombe* (JBA 2015) is included at Attachment 2 and provides the basis for the *Draft Auburn and Lidcombe Town Centres Strategy* (included as Attachment 3). In preparing their study, JBA reviewed the planning controls for 22 precincts in and immediately surrounding Auburn Town Centre and 16 precincts in and around Lidcombe Town Centre. The precincts are shown at Attachment 4.

The main focus of the changes is an increase in both the range and the extent of the maximum height of buildings. For a few precincts only, the consultants were also requested to consider whether a zoning or FSR change would be appropriate.

The study modelled options that comply with the requirements of SEPP 65 *Design Quality* of *Residential Apartment Development* for a number of specified precincts to guide its recommendations. Examples are provided at Figures 1 and 2. A summary of JBA's recommendations for each precinct and the responding recommendations in the Draft Strategy are outlined in Attachment 5.

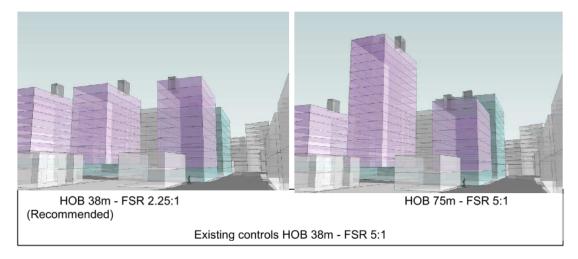
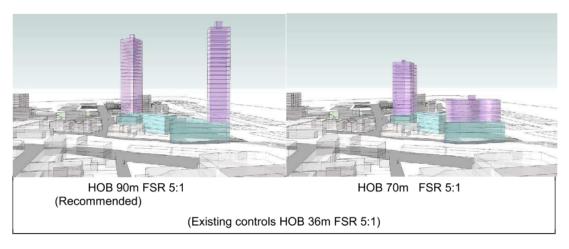


Figure 1 Precinct 2 Auburn



### **Cumberland Council**

Figure 2. Precinct 1 Lidcombe



### 2. DRAFT AUBURN AND LIDCOMBE TOWN CENTRES STRATEGY

As previously outlined, the draft Strategy (Attachment 3) 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 4 provides an outline of the existing controls, those recommended by JBA, and the recommendations in this draft Strategy.

The principles build on the strengths of each centre, and 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 as those mentioned in the Greater Sydney Commission's *GPOP Greater Parramatta and the Olympic Peninsula (2016)* vision. Such systems 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 centres is 76m. The proposed increases in heights have been tested and will be more aligned with the 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.

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#### <sup>1</sup>Innovation ecosystem

A system of elements built around a locational strength that together to create jobs in a new economy. These elements may include:

- Low cost spaces for emergent businesses
- Office space for established companies
- Co-working spaces and networking infrastructure
- Incubators and accelerators
- Specialist labs and maker spaces
- Multi-modal transport and high speed broadband
- A mix of housing (including low cost housing and live-work spaces)
- Parks, retail spaces
- Public private partnerships, mentoring

City Exchange Report 2016 Growing the Australian Economy

The modelling done by JBA demonstrates how increasing heights can achieve public domain improvements. This will be critical in both centres to improve the walkability of the centres, and provide the opportunities for interaction. Nevertheless, this may be harder to achieve in some of the areas where the proposed height increases are more limited where the precinct provides a transition between the business centre and adjoining residential areas.

#### a. Auburn Town Centre - building heights

A number of changes to maximum building heights are proposed in the *Draft Auburn and Lidcombe Town Centres Strategy* (Attachment 3) for Auburn Town Centre. On the southern side of the railway, a maximum height of building of 76m is proposed for Precincts 1 and 2 (adjoining Queen St and Harrow Rd), both proposed as key sites. Heights then step down from this core to 60m for the civic precinct and main shopping strip to the south dropping to 45m at the southern part of the shopping strip. The existing height of 18m close to the station is retained to protect the fine grain shop-front facades.

On the northern side, the maximum height proposed is 60m adjoining the rail station (precincts 13 and 14), stepping down away from the station to 38m at the northern fringe. Heights between 27m and 38m are proposed at the peripheries of the centre.

Figure 3 identifies the precincts where a change to the current building heights is proposed. Table 1 below provides a general summary of these height changes.

The maps at Attachment 6 illustrate the current planning controls for each precinct and the controls as recommended in the Draft Strategy.

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### **Cumberland Council**

#### Table 1. Permitted heights proposed to be changed under the Draft Strategy - Auburn

Precinct	Existing height	Proposed height	Rationale
1	49m	76m	Core of centre – potential catalyst for renewal
2	38m	76m	Similar to 1 - potential catalyst for renewal
3	38m	60m	Frames core – encourages design diversity
9	38m	45m	Consistent with approval for 'Venture' site
11	27m	38m	Opportunities for transitional development
13	38m	60m	Provides opportunities for improved public domain
14	38m	60m	Provides opportunities for improved public domain
16	32m	45m	Potential gateway to Auburn from the east
17	18-20m	38m	To support extension of laneways
18	32m	38m	Opportunities for improved design for transitional development
21	9m	20m	Potential gateway to Auburn from the east – increase linked to change to B4 zone, but also considers transition to south
15	38m	38m	Defer consideration, pending decision on use of Council land
22	9m	9m	Defer consideration, pending outcome of further study.

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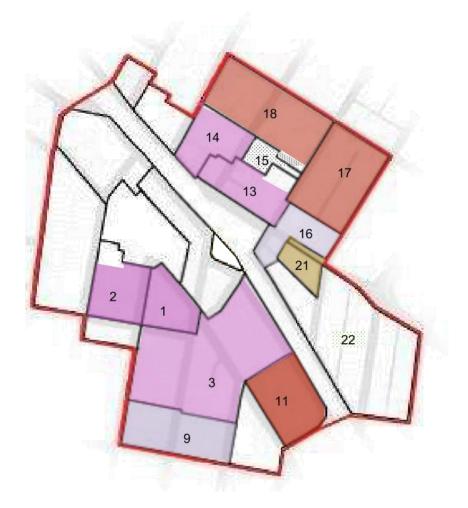


Figure 3. Where changes in building height are proposed – Auburn

Sites where deferral is recommended.

### b. Auburn Town Centre - zoning and FSR

While the main focus of the study was addressing the discrepancy between heights and existing FSRs, a few changes to zoning and FSR are also proposed in the draft Strategy (Attachment 3). Following is an outline of the precincts where changes are recommended to FSR or for 2 (starred) precincts, to zoning, or where further consideration is required.

Figure 4 identifies the precincts where a change to the current building heights is proposed. Table 2 provides a general summary of these changes.

See Attachment 5 for a more detailed analysis of both the consultant's and the recommendations of the Draft Town Centres Strategy for each precinct in Auburn.





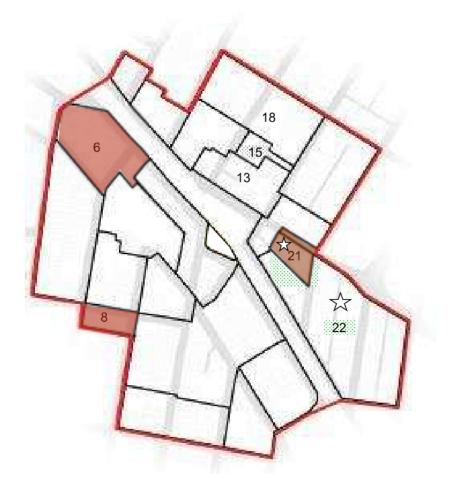


Figure 4. Where changes in zoning or FSR are proposed – Auburn  $\swarrow$  Sites where zoning changes are also proposed



### **Cumberland Council**

Table	Table 2 . Zoning and/or FSR proposed to change under the Draft Town Centres Strategy - Auburn			
Precinct	Existing zoning and FSR	Proposed zoning and FSR	Rationale	
6	B4 Mixed Use 5:1	B4 Mixed Use 3:1	<ul> <li>Constraints of the precinct warrant reduction in FSR:</li> <li>Gateway site partially opposite low density residential. 60% of site is church/school owned – there is already substantial opportunity for redevelopment.</li> <li>Only 2 quite small lots remain undeveloped - it would not be not possible to an FSR close to the permissible FSR and meet the requirements of SEPP 65.</li> </ul>	
8	B4 Mixed Use 5:1	B4 Mixed Use 3:1	Constraints of this precinct warrant reduction in FSR: Overshadowing to the south will be an issue as the precinct is only 1 block deep and to the north of the side boundaries of R4 high Density Residential lands. Further, 1/8 <sup>th</sup> of this already small precinct is heritage listed.	
21	R2 Low Density Residential No FSR	B4 Mixed Use 3.6:1	Ground floor retail/commercial uses should be encouraged, given its potential as a gateway to Auburn and proximity to the station and other B4 zoned lands.	
15	B4 Mixed Use 5:1	B4 Mixed Use 5:1	Current uses of Council land no longer required. Defer consideration, pending decision on best use.	
22	R2 Low Density Residential No FSR	R3 medium Density Residential X 0.75:1	Proximity to station warrants consideration of increased density. This limited change is proposed as an interim measure, pending the outcome of studies into traffic access and view lines to the Gallipoli Mosque.	

### c. Implications for the Auburn Shopping Village Planning Proposal Application

The application for a planning proposal for 41 Auburn Rd Auburn (Auburn Shopping Village) PP-4/2015 was considered at the September IHAP meeting as discussed in the Background to this report. It was refused at the Council meeting of 5 October 2016, as per the following resolution:

i) The application for a planning proposal to amend the permissible height of building control from 49m to 96m, and to amend the permissible floor space ratio control from 5:1 to 9:1, for the subject land at 41 Auburn Road, Auburn, not be supported;

*ii)* This application not proceed to the Department of Planning and Environment;

iii) The draft investigation into height and zoning for Auburn and Lidcombe town centres be reported to the Cumberland Council Independent Hearing and Assessment Panel (CIHAP) for review and recommendation, prior to being reported to Council.

Endorsement of the *Draft Auburn and Lidcombe Town Centres Strategy* for public exhibition will ensure that this strategic work can be used to guide the assessment of planning proposals within the town centres, including the Auburn Village Proposal, should it be amended and re-lodged, or considered by a Sydney Planning Panel in response to an appeal by the applicant.



# **Cumberland Council**

Brief consideration of the Auburn Shopping Village (ASV) proposal within the context of the heights and zoning investigation and draft Strategy



Figure 5. Precinct 1 JBA study

- A. The ASV site is part of a key town centre precinct bound by Harrow Road to the west, Mary Street to the south, Auburn Road to the east and Queen St to the north. The recent planning proposal application excludes 5 separately owned sites within the precinct. The five sites are located on the Mary St, Harrow Rd and Auburn Road frontages. However, consideration of this key precinct as a whole would release its potential for redevelopment into focal, well designed buildings in a central part of the Town Centre.
- B. The precinct is identified as Precinct 1 in Auburn in the JBA study as shown in Figure 5.
- C. The ASV concept includes a proposed thirty storey mixed use development comprising two (2) residential towers with a conceptual estimated total of 518 units built above a commercial podium. Ground level retail and a public courtyard (600m<sup>2</sup>) with site through-links to Queen Street and a 2,000m<sup>2</sup> cold shell space for a library within the commercial podium were also proposed.

For this precinct (Precinct 1), both the JBA study and the draft Town Centres Strategy concur that:

- the precinct provides an opportunity for landmark architecture podium/ tower forms, with high quality public domain, through-site links, a mix of uses, active street edges and 2-3 storey street wall heights.
- the precinct is a key site at the core of the Auburn Town Centre.
- a mix of height and diversity of form will reinforce its role as a key precinct within Auburn Centre.
- an increase in the maximum height to 76m with the existing zoning and FSR could deliver these outcomes.

A comparison of the controls proposed for the ASV site is outlined in Table 3 (over page).



# CO30/16

# **Cumberland Council**

Table 3. Comparison of controls proposed under Draft Town Centres Strategy and JBA study								
	Zoning		H	eight of Build	ling	Floo	r Space Ratio	(FSR)
Existing	Applicant Proposal	JBA and Draft Strategy proposal	Existing	Applicant Proposal	JBA and Draft Strategy proposal	Existing	Applicant Proposal	JBA and Draft Strategy proposal
B4 Mixed Use	B4 Mixed Use	B4 Mixed Use	49m	96m	76m	5:1	9:1	5:1

Note: The columns in red were not supported at the Cumberland IHAP meeting of August 2016.

The ASV planning proposal sought to justify the proposed 96m HOB and 9:1 FSR on the basis that it would provide a substantial public benefit, considered in a report by Hill PDA. The proposed benefits related to the provision of a cold shell for a library within the retail component of the proposed development as well as a courtyard with frontage to Queen Street. A further assessment of this is provided below.

#### Public Benefits – Proposed Cold Shell Library Space

In terms of the library cold shell, the Hill PDA report estimated the public benefit to be worth \$9.9 million. However, Council's Community Development Unit advised that:

• The splitting of services across two locations (less than two hundred metres apart) and construction of a public library within the retail development was inconsistent with the Council's *Community Facilities Strategy* 2014 – 2024.

The Facilities Strategy proposes to expand the current library within the existing civic precinct which would support both operational efficiencies and best practice criteria for libraries. These include ground floor access, high levels of personal and property safety, full accessibility including from local schools, potential outdoor space, convenient and safe parking and future expansion potential. The eventual relocation of the former Auburn Council's administration offices is likely to facilitate this expansion. This would enable the library to meet the identified best practice benchmark of a minimum gross floor area requirement of 3,535m<sup>2</sup> for a District Library, taking into consideration the anticipated population growth (calculated at the Public Library benchmark of 39m<sup>2</sup> per 1000 people).

The benefits of an expanded library in the current location and in Council ownership, versus the costs of a Council fit out, and the disadvantages of a leased facility, were not considered by the Hill PDA report.

Advice received from NSW Police (Flemington Area Command) stressed that a library facility at the Auburn Shopping Village location would place young people and school aged persons in a vulnerable position given the location of the public square and current safety and crime issues in that vicinity. NSW Police also supported an expanded library as an integral component of the Civic Precinct and ensure safety for all users.



### **Cumberland Council**

### Public benefits - Proposed Courtyard and Site Through-linkages

In relation to the courtyard and site through-linkages, the Hill PDA report estimates the public benefit to be \$4.33 million. In this regard, it is considered appropriate for buildings within Precinct 1 (which includes the ASV site) to be of a form that would facilitate the development of a public courtyard and pedestrian linkages consistent with the public domain plan for the Town Centre. Such public domain benefits would provide positive social benefits and improve the public amenity of Town Centre.

It is agreed that the current height of building controls for Precinct 1 could be varied to encourage a taller building form than is permissible under the existing height control of 49m and FSR of 5:1.In this way, delivery of public domain improvements including the courtyard and site through-linkages can be facilitated and the role of this focal precinct as the core of the town centre, reinforced.

However, the existing FSR of 5:1 together with an increased height of 76m as proposed in the *Draft Auburn and Lidcombe Town Centres Strategy* provides significant scope to deliver substantial public domain improvements while achieving a feasible and well-designed development. This is supported by the modelling undertaken by JBA for the adjoining precinct (Precinct 2) identified as a similar site. The modelling found that substantial increases in open space/linkages could be provided with an FSR of 5:1 and a height of 76m.

Indeed, in its modelling, JBA found that public domain improvements could also be achieved with lower heights, as ascertained for other precincts, however, this greater height of 76m was recommended to reinforce the role of both Precincts 1 and 2 as the core of Auburn Town Centre.

### d. Lidcombe Town Centre - Heights

A number of changes to maximum building heights are proposed for Lidcombe Town Centre. On the northern side of the railway, a maximum height of 76m, the greatest height in Lidcombe overall, is proposed for Precincts 9 and part of 8 (the Dooley's site) at the western edge of the town centre. This location is at a prominent point at the entry to Lidcombe from the north, and is in single ownership. The recommended heights then step down along the Church St and the rail line to 70m to the east and then to 60m and 50m adjoining the existing residential apartment block on the corner of Church and Swete Streets. To the north, away from the station, the heights are recommended to step down through 50m to 38m, and down to 20m for the northern and eastern extremities where R4 is recommended. Note that 38m is recommended for the transition areas of the B4 zone on both sides of the railway.

On the southern side the height progression along the rail line generally reflects that to the north, stepping down from 70m for Precinct 1, the triangular precinct to the west containing Council's car park and library, to 50m for the northern part of the Marsden St precinct between Mark and Raphael Streets. To the south along Olympic Drive the heights also step down away from the rail line, forming an L shape around Remembrance Park. The southern-most recommended B4 precincts are proposed at 38m, dropping to 20m for a new high density residential area south of Kerrs Rd.

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Height changes are proposed for all precincts, though for some precincts the change is minimal. Table 4 below provides a general summary of the height changes. Figure 6 maps the proposed height controls.

The maps at Attachment 7 illustrate the current planning controls for each precinct and the controls as recommended in the Draft Strategy, while Attachment 5 provides a more detailed analysis by precinct.

Precinct	Existing height	Proposed height	Rationale
1	36m	70m	Provides opportunities for improved built form and
			pedestrian links/open space, and potentially, changes
			in traffic patterns. Contains Council owned land.
2	32m	60m	Potential catalyst for renewal. Steps down from the
			west.
3	32m and 36m	60m,	60m fronting Railway St and for 'Westella' site
		50m and	warranted due to proximity to station and/or lot
		38 - 45m	ownership patterns. The 50m would provide a step
		$\overrightarrow{\Delta}$	down to the east, further from the station.
		24	
			The 38m-45m component limits the height to protect
			solar access to Memorial Park. The 45m would be
			permitted only where solar access is not reduced.
			Alternatively, a reduced FSR could be considered for
			this section of the precinct to protect solar access to
	0.0	000	the park.
4	32m	38m	Provides opportunities for improved design in a
-	20	Deut 20mm ment	transition area.
5	32m	Part 38m, part	The 38m component - provides opportunities for
		no height	improved design in a transition area. The no -height
			component - associated with the proposed rezoning to
6	32m	38m	RE1 Public Open Space. Provides opportunities for improved design in a
0	52111	5011	transition area.
7	9m	20m	Associated with the proposed change in zoning to R4
· ·	311	2011	High Density Residential.
8	32m and 36m	76m. 70m and	Provides opportunities for new links and open space,
0	S2III and S0III	50m	and reinforces centre hierarchy. Steps down away
			from precinct 9.
9	60m	76m	Key corner location –opportunities for new pedestrian
			links. Potential catalyst for renewal.
10	18-20m	50m	Associated with proposed rezoning to B4 to expand
			the commercial area. Provides step down to the north
			away from the rail line.
11	18-20m	38m	Increased height warranted due to proximity to centre.
			38m provides opportunities for good design in a
			transition area.
12	36m	38m	Building under construction – no practical effect, but
			consistent with other transition precincts.
13	18-20m	20m	Single height and FSR is more practical for this
			precinct
14	32m	60m	Similar to precinct 2. Would allow school to develop a
			vertical campus.
15	18-20m	38m and	38m provides increased opportunities for good design
			in a transition area.
		50m	50m area is associated with proposed change in
			zoning to B4, and proximity to station
16	9m	20m	Change associated with proposed change in zoning to
			high density residential.





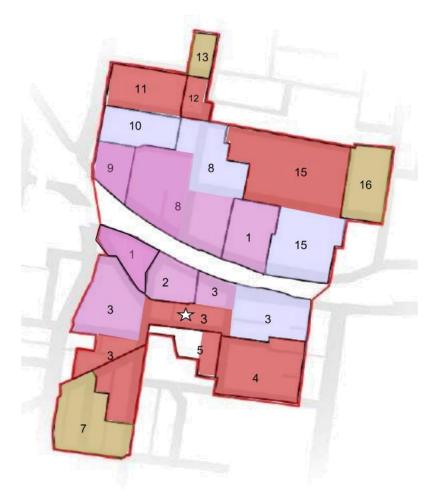


Figure 6. Proposed changes in building height - Lidcombe

### e. Lidcombe Town Centre - Zoning and FSR

As with Auburn Town Centre, a few changes to zoning and FSR are also proposed for Lidcombe Town Centre. Table 5 below outlines the key changes recommended to zoning or FSR or where further consideration is required. Figure 7 maps the precincts where changes are proposed. See Attachment 5 for a detailed analysis of both the consultant's and staff recommendations for each precinct in Lidcombe.

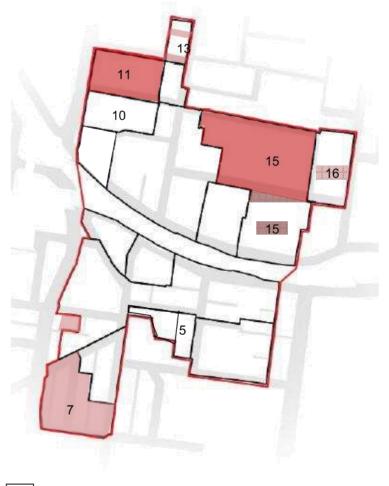


# **Cumberland Council**

Precinct	Existing zoning and FSR	Proposed zoning and FSR	Rationale
5	B4 Mixed Use 5:1	Part B4 Mixed Use 5:1 and Part RE1 Public Recreation No FSR	The draft Open Space and Recreations Strategy for the former Auburn LGA recommends rezoning the land fronting Taylor St for the extension of Remembrance Park - already part owned by Council However, the proposed zoning would result in the need to acquire a further 2,400m <sup>2</sup> over time.
7	R2 Low Density Residential No FSR	R4 High Density Residential FSR - 2	Within 600m walk from the rail station Minimises land use conflict with B4 to the north east. Consistent with the R4 zoning to the east.
10	R4 High Density Residential FSR – 1:7 2:1 at corners	B4 Mixed Use FSR - 3.5	Consistent with Council's resolution of 20 May 2015. Could assist in servicing strong local retain demand. Note this site is now subject to assessment for a State Significant Development proposal.
<b>11</b> 4	R4 High Density Residential FSR 1.7 with 2 at corners	R4 High Density Residential FSR – 3	Warranted as precinct is close to centre Provides opportunities for through links and open space.
13	R4 High Density Residential FSR 1.7 with 2 at corners	R4 High Density Residential FSR – 2	Single FSR more practical for this precinct.
15	R4 High Density Residential FSR 1.7 with 2 at corners	South of Mary St B4 Mixed Use FSR - 3.5 North of Mary St R4 High Density Residential FSR - 3	Zoning increases retail capacity and jobs close to the station. Increased FSR warranted as precinct is close to core of centre Transitions to residential to the north. Supports public domain improvements.
16	R3 Medium Density Residential FSR – 0.75	R4 High Density Residential FSR – 2	Within 600m walk from the rail station. Supports opportunities for an east-west link through the precinct.
Land north of Freitas Lane	R4 High Density Residential FSR 1.7 and 2	R4 High Density Residential FSR- 2	Not in study area, however, effectively surrounded by Precinct 3. Consistent FSR across this tiny precinct more practical.







Sites where zoning is proposed to be changed

Figure 7. Precincts where changes are proposed to zoning and/or FSR – Lidcombe

#### f. Supporting Work

The recommended changes in zoning, height and FSR are anticipated to encourage better design quality while improving the feasibility of redevelopment under the LEP. In a number of cases the proposed increases in height are substantial. It is clear that the increases in heights will significantly improve the opportunities for landowners to achieve the associated FSRs.

If quality design and good public domain outcomes are to be achieved, the following additional work is recommended by the Draft Strategy:

- i. Site specific Development Control Plan (DCP) amendments, to include:
  - The formalisation of the overarching vision for each centre
  - The urban design principles for each precinct
    - Public domain outcomes sought for each precinct
  - Desired amalgamation patterns



### **Cumberland Council**

- Controls for active street frontages in the business areas, and
- The identification of key sites for landmark architecture to reinforce the hierarchy and role of the centres.
- ii. Investigation of mechanisms to achieve design excellence, such as a design excellence provision in the LEP. The CIHAP may wish to consider reviewing heights in the core of both town centres to allow for the possible introduction of design excellence provisions in the future, as part of the preparation of a comprehensive LEP for Cumberland.
- iii. Investigation of measures to ensure active frontages within the B4 zone, e.g.:
  - A minimum non-residential FSR within the overall permitted floor space in the B4 zone, particularly within the core of these centres. This report recommends a minimum FSR of 0.5:1 be non-residential uses within certain precincts of the core of both centres as an initial step.
  - An active frontages clause in the LEP
  - Other strategies.
- iv. Inclusion of minimum lot size requirements in the LEP for redevelopment in the centres.

The studies that are still in preparation, such as the *Draft Open Space and Recreation Strategy*, and the draft Bike Plan will help to inform the final adopted direction for key parts of these centres.

In addition, the following recommended work is specific to each centre:

<u>Auburn</u>

- i. A view line analysis of the Gallipoli Mosque and its incorporation within a masterplanning process that includes consideration of access, traffic and flooding for Precinct 22.
- ii. A pilot Façade Upgrade Program to support landowners in Precinct 5 to de-clutter and appropriately restore/renovate/paint the traditional shop facades

#### <u>Lidcombe</u>

Unlike Auburn Town Centre, no improvements have been made to the traffic, bicycle and pedestrian circulation patterns in Lidcombe Town Centre. The increased heights will enable new developments to provide public domain benefits, including opportunities that would allow for improved circulation around the centre.

Updating the Contributions Plan will support changes to circulation infrastructure and public domain upgrades in Lidcombe, supported by other value capture mechanisms, such as voluntary planning agreements. A major review of the Contributions plans for Cumberland is currently underway and is being progressed as a key priority for Council.

#### It is recommended that:

i. A Traffic (vehicle and pedestrian) circulation study be prepared for Lidcombe Town Centre to enable the efficient functioning of the centre and to guide the site specific DCP controls for Lidcombe.



- ii. A public domain plan be prepared following the completion Traffic circulation strategy.
- iii. A supportive planning framework be investigated for the surrounding lands, and that Council start to actively build relationships with key industries and landowners, mentoring organisations and educational facilities, to enable the establishment of an innovation ecosystem.

### 3. 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, with the exception of the Gelibolu Precinct study, which is considered to be a high priority.

- The Gelibolu Precinct study (high priority), and the investigation of active frontages and design excellence.
   These can be covered under the Environment and Infrastructure budget.
- *ii.* 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.
- iii. Preliminary investigation work in relation to the potential interest from research institutions, landholders and developers and mentoring associations to support the establishment of an innovation ecosystem in Lidcombe.
   This work may be collaboratively undertaken by a number of teams across Council, and would be informed by the draft Cumberland Employment lands Strategy which will be undertaken in 2017.

### Report Recommendation:

#### That the Cumberland Independent Hearing and Assessment Panel (CIHAP) recommend:

1. That Council publicly exhibit the Draft Auburn and Lidcombe Town Centres Strategy and the Auburn and Lidcombe Town Centres: Investigation into height of building controls and zoning (JBA study) and bring a report back to the Cumberland Independent Hearing and Assessment (IHAP) and to Council following the consideration of submissions.

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- That a minimum FSR of 0.5:1 be non-residential uses in the following precincts in the core of both town centres:
  - a. Precincts 1 and 2 in Auburn Town Centre; and
  - b. Precincts 1, 2, 9, and the parts of Precinct 8 with a recommended height designation of AA2 (that is, south of Board Street on the western side of John Street, and south of Mary Street on the eastern side of John Street).
- 3. That consultants be engaged to prepare a view line analysis and study of the Gelibolu Precinct (Precinct 22) and that a report be brought back to Cumberland IHAP and to Council for consideration.
- 4. That Council staff investigate the potential for provisions for design excellence as part of the preparation of a Comprehensive 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 Cumberland IHAP and to Council for consideration in the future.

#### ATTACHMENTS (to be circulated to CIHAP members under separate cover):

- 1. Background to the Draft Auburn and Lidcombe Town Centres Strategy T096946/2016
- JBA (March 2015) Auburn and Lidcombe Town Centres: Investigation into height of building controls and zoning - T021864/2016
- 3. Draft Auburn and Lidcombe Town Centre Strategy T086788/2016
- 4. Appendix B Precinct maps -T008794/2016
- 5. Appendix D Summary of outcomes of the study and staff recommendations T002553/2016
- Appendix C Maps of Auburn Town Centre current and recommended controls -T010223/2016
- Appendix E Maps of Lidcombe Town Centre current and recommended controls -T017973/2016



### Minutes of the Council Meeting 17 April 2019

### Meeting commenced at 6:36pm

### Present:

Greg Cummings (Mayor) Glenn Elmore (Deputy Mayor) Ned Attie George Campbell Steve Christou Paul Garrard Ross Grove Ola Hamed Kun Huang Lisa Lake Joseph Rahme Suman Saha Eddy Sarkis Michael Zaiter Tom Zreika Hamish McNulty Melissa Attia Daniel Cavallo Brooke Endycott Peter Fitzgerald	Councillor Councillor (arrived 6:44pm) Councillor Counc
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### Also Present:

Charlie Ayoub	Group Manager Corporate & Customer
Monica Cologna	Manager Strategic Planning
Carol Karaki	Governance Coordinator
Laith Jammal	Governance Administration Officer

### **Opening Prayer**

The opening prayer was read by Pdt Jatinkumar Bhatt from Sri Mandir Hindu Temple.

### Acknowledgement of Country

The Mayor, Councillor Cummings opened the Meeting with the following Acknowledgement of Country:

*"I would like to acknowledge the traditional owners of this land – the Darug People, and pay my respects to their elders both past and present."* 



# C04/19-62 Tender Evaluation Report - Granville Multipurpose Centre

This item was dealt with earlier in the meeting.

### Min.490 C04/19-63 Request for Partnership - Community Iftar Dinner 2019

### Resolved (Zreika/Attie)

That Council support the delivery of a Community Iftar Dinner on Tuesday, 21 May 2019 in partnership with the Auburn Gallipoli Mosque.

### Min.491 C04/19-64 Auburn and Lidcombe Town Centres Planning Controls Strategy

**Note:** Councillor Zreika exited the Chamber at 7:34pm during the consideration of this item as he had declared a pecuniary interest in this item.

### Motion (Attie/Sarkis)

That Council:

- 1. Note the submissions received on the planning controls strategy for Auburn and Lidcombe Town Centres.
- 2. Note that planning controls for the Auburn Town Centre remain unchanged for Precincts 4, 5, 7 and 10.
- 3. Adopt the planning controls strategy for Auburn Town Centre in Precincts 2, 3, 6, 8, 11, 14, 15, 16a and 18, with these controls reflecting current arrangements or exhibited controls.
- Adopt the planning controls strategy for Auburn Town Centre in Precincts 1, 9, 12, 13 and 17, with revisions made to these controls in response to submissions or further assessment by Council.
- 5. Adopt the planning controls strategy for Lidcombe Town Centre in Precincts 4, 5, 6, 10, 11, 12, 13, 15 east and west along Mary St to be zoned B4 until the intersection of Frederick St, 16a and 17, with these controls reflecting current arrangements or exhibited controls.
- 6. Adopt the planning controls strategy for Lidcombe Town Centre in Precincts 1, 2, 3, 7, 8, 9, and 14, with revisions made to these controls in response to submissions or further assessment by Council.
- 7. Implement the adopted planning controls strategy for Auburn and Lidcombe Town Centres as part of the new Cumberland Local Environmental Plan.
- 8. Note that the adopted planning controls strategy for Auburn and Lidcombe Town Centres will be subject to further public consultation and further review by the Cumberland Local Planning Panel as part of the new Cumberland Local Environmental Plan.



9. Note that further assessment on the planning controls strategy for Auburn Town Centre will be undertaken in Precincts 16b, 21 and 22.

### Amendment (Lake/Elmore)

That recommendations 2-9 be omitted from the Motion and the following be inserted:

- 2. Council hold a workshop to consider the effect of any design excellence provision to be included in the Cumberland Local Environmental Plan on proposed planning controls for the Auburn and Lidcombe Town Centres.
- 3. Council then resolve the effect of this provision as outlined in Recommendation 1.
- 4. In accordance with Council resolution 21.12.16, the Draft Auburn and Lidcombe Town Centres Strategy and submissions received be reported to the Cumberland Local Planning Panel for consideration and recommendation to Council.
- 5. A site visit of the Auburn Town Centre and a site visit of the Lidcombe Town Centre be held with reference to the draft strategy.
- 6. The Auburn Town Centre Strategy and the Lidcombe Town Centre Strategy be reported to Council separately.

The Amendment moved by Councillor Lake seconded by Councillor Elmore on being Put was declared CARRIED.

A division was called, the result of the division required in accordance with Council's Code of Meeting Practice is as follows:

Councillor(s) For the Amendment:	Campbell, Christou, Elmore, Garrard, Hamed, Huang, Lake and Saha.
Councillor(s) Against the Amendment:	Attie, Cummings, Grove, Rahme, Sarkis and Zaiter.

The Amendment moved by Councillor Lake seconded by Councillor Elmore then became the motion as follows:

### Motion (Lake/Elmore)

That Council:

- 1. Note the submissions received on the planning controls strategy for Auburn and Lidcombe Town Centres.
- 2. Council hold a workshop to consider the effect of any design excellence provision to be included in the Cumberland Local Environmental Plan on proposed planning controls for the Auburn and Lidcombe Town Centres.
- 3. Council then resolve the effect of this provision as outlined in Recommendation 1.
- 4. In accordance with Council resolution 21.12.16, the Draft Auburn and Lidcombe Town Centres Strategy and submissions received be reported to the Cumberland Local Planning Panel for consideration and recommendation to Council.
- 5. A site visit of the Auburn Town Centre and a site visit of the Lidcombe Town Centre be held with reference to the draft strategy.



6. The Auburn Town Centre Strategy and the Lidcombe Town Centre Strategy be reported to Council separately.

The motion moved by Councillor Lake seconded by Councillor Elmore on being Put was declared CARRIED to become the resolution of Council.

A division was called, the result of the division required in accordance with Council's Code of Meeting Practice is as follows:

Councillor(s) For the Motion:	Campbell, Christou, Elmore, Garrard, Grove, Hamed, Huang, Lake and Saha.
Councillor(s) Against the Motion:	Attie, Cummings, Rahme, Sarkis and Zaiter.

Councillor Zaiter left the Meeting at 7:34pm and returned to the Meeting at 7:37pm during the consideration of this item.

Councillor Christou left the Meeting at 7:42pm and returned to the Meeting at 7:44pm during the consideration of this item.

Councillor Sarkis left the Meeting at 7:57pm and returned to the Meeting at 7:59pm during the consideration of this item.

Councillor Rahme left the Meeting at 7:59pm and returned to the Meeting at 8:07pm during the consideration of this item.

Councillor Grove left the Meeting at 8:04pm and returned to the Meeting at 8:09pm during the consideration of this item.

Councillor Zaiter left the Meeting at 8:06pm and returned to the Meeting at 8:07pm during the consideration of this item.

Councillor Rahme left the Meeting at 8:11pm and returned to the Meeting at 8:16pm during the consideration of this item.

Councillor Hamed left the Meeting at 8:12pm and returned to the Meeting at 8:16pm during the consideration of this item.

### Min.492 C04/19-65 264 Woodville Road, Merrylands (Former John Cootes Site): Update on Draft Development Control Plan and Voluntary Planning Agreement Offer

**Note:** Councillor Zaiter exited the Chamber at 8:42pm during the consideration of this item as he had declared a significant, non-pecuniary interest in this item.

### **Resolved (Attie/Garrard)**



9. Undertake consultation with affected residents as part of this process.

A division was called, the result of the division required in accordance with Council's Code of Meeting Practice is as follows:

Councillor(s) For the Motion:	Attie, Campbell, Christou, Cummings, Elmore, Hamed, Huang, Lake, Saha, Zaiter and Zreika.
Councillor(s) Against the Motion:	Garrard, Rahme and Sarkis.

### Min.496 Leave of Absence – Councillor Sarkis

<u>Note:</u> Councillor Sarkis requested Leave of Absence for the Council Meeting to be held on 1 May 2019.

### Resolved (Garrard/Zreika)

That Councillor Sarkis be granted Leave of Absence for the Council Meeting to be held on 1 May 2019.

The Mayor, Councillor Cummings closed the meeting at 9:09pm.

humming General Manager Chairperson\_