

# Planning Proposal Manchester Road, Auburn



Amendment to Auburn Local Environmental Plan 2010  
Submitted to Cumberland Council  
On behalf of PAYCE Consolidated

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## Contact

**KEYLAN**  
consulting pty ltd

Suite 2, Level 1  
1 Rialto Lane  
Manly NSW 2095  
ABN 51 45 22 11 892  
ACN 613 590 775

Dan Keary  
Director  
E: [dan@keylan.com.au](mailto:dan@keylan.com.au)

Michael Woodland  
Director  
E: [michael@keylan.com.au](mailto:michael@keylan.com.au)

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## Table of contents

1	Executive Summary .....	6
1.	Public Benefits .....	20
1.1	Staging and Delivery .....	22
2	The Case for Change .....	23
3	Introduction .....	25
3.1	Consultation .....	26
3.2	Project Objectives and Team .....	27
4	The Site and Locality .....	28
4.1	Site Description and History .....	28
4.1.1	Local Context .....	29
4.2	Regional Context and Key Linkages.....	32
4.3	Characteristics of the Site .....	33
4.3.1	Built Form.....	33
4.3.2	Services.....	35
4.3.3	Topography.....	36
4.3.4	Vegetation .....	37
4.3.5	Flooding.....	37
4.3.6	Contamination .....	37
4.3.7	Geotechnical .....	39
4.3.8	Heritage.....	39
5	Opportunities and Constraints.....	40
6	Planning Context .....	41
6.1	Auburn Local Environmental Plan 2010.....	41
6.2	Auburn Development Control Plan 2010.....	46
7	Manchester Road Masterplan .....	47
7.1	Landscape Masterplan .....	49
8	The Planning Proposal .....	50
8.1	Vision and Guiding Principles .....	50
8.2	Explanation of provisions.....	51
8.2.1	Rationale for Proposed Land Use Controls .....	52
8.3	Justification.....	60
8.3.1	Section A – Need for a Planning Proposal .....	60
8.3.2	Section B - Relationship to Strategic Planning Framework.....	66
8.3.3	Section C - Environmental, Social and Economic Impact.....	103
8.4	Environmental Sustainability .....	122
8.5	Mapping.....	123
9	Community consultation .....	125
9.1	Project Timeline.....	125
10	Conclusion .....	126

## Figures

Figure 1.	Manchester Road Masterplan (Source: PTW 2017).....	10
Figure 2.	New housing, jobs and public spaces (Source: PTW 2017).....	21
Figure 3.	Revitalized Duck River, public access and bicycle path (Source: PTW 2017) .....	21
Figure 4.	Indicative Staging Plan (Source: PTW 2017) .....	22
Figure 5.	Indicative industrial Area (Source PTW 2017) .....	24
Figure 6.	The Site (Source: PTW 2017).....	28
Figure 7.	The new “Hub” building located to the north-west of the Site (source: TfNSW) .....	30
Figure 8.	Looking east toward Manchester Road.....	30
Figure 9.	The Auburn Maintenance Centre located to the north of the Site.....	31
Figure 10.	The Clyde Centre Warehouse located to the north of the Site.....	31
Figure 11.	Key Regional Linkages (Source: PTW).....	32
Figure 12.	Regional Context (Source: PTW) .....	33
Figure 13.	Existing View of BlueScope warehouse on Site .....	34
Figure 14.	View from Manchester Road entrance looking north-west toward with the Wall .....	34
Figure 15.	View of furniture warehouse taken from on top of the containment cell .....	35
Figure 16.	View of eastern end of Site with Manchester Road to the right .....	35
Figure 17.	Existing ramp and wall adjoin Railway land .....	36
Figure 18.	View of existing warehouse on the Site.....	36
Figure 19.	Aerial view of Lot 12 (Source: DLA LUSR) .....	38
Figure 20.	An extract from the Land Zoning Map (Source: AUBURN LEP 2010) .....	42
Figure 21.	An extract from the AUBURN LEP 2010 Minimum Lot Size Map.....	42
Figure 22.	An extract from the AUBURN LEP 2010 Height of Buildings Map .....	43
Figure 23.	An extract from the AUBURN LEP 2010 Floor Space Ratio Map .....	43
Figure 24.	An extract from the AUBURN LEP 2010 Heritage Map .....	44
Figure 25.	An extract from the AUBURN LEP 2010 Acid Sulfate Soils Map.....	45
Figure 26.	An extract from the AUBURN LEP 2010 Foreshore Building Line Map .....	45
Figure 27.	An extract from the AUBURN LEP 2010 Flood Prone Land Map .....	46
Figure 28.	Manchester Road Masterplan (Source: PTW 2017).....	48
Figure 29.	Manchester Road Landscape Masterplan (Source: Context 2017).....	49
Figure 30.	Proposed landscaping treatment Duck River interface (Source: Context 2017) .....	49
Figure 31.	Proposed changes to the Land Use Zoning Map (Source: PTW).....	53
Figure 32.	Proposed changes to the Height of Building Height Map (Source: PTW) .....	58
Figure 33.	Proposed changes to FSR Map (Source: PTW 2017) .....	59
Figure 34.	Map of Clyburn (Precinct 9) (Source: Auburn ELS 2015).....	61
Figure 35.	Precinct 9 and 12 (Source: AEC 2015) .....	81
Figure 36.	Consideration of the recommendations of the ELS in relation to the Proposal.....	84
Figure 37.	Auburn Residential Development Strategy (Auburn RDS).....	86
Figure 38.	Comparison of the Clyburn Precinct. ....	87
Figure 39.	Recommended Option 3 (source: Jacobs) .....	111
Figure 40.	Bus routes (source: Jacobs).....	112
Figure 41.	Bus routes (source: Jacobs).....	112
Figure 42.	One of the existing entrances to the pedestrian path to Clyde Station.....	113
Figure 43.	Auburn Trade Area (Source: Leyshon Consulting 2017) .....	119
Figure 44.	Proposed Zoning Map (Source: PTW) .....	123
Figure 45.	Proposed Height Map (Source: PTW) .....	124
Figure 46.	Proposed FSR Map (Source: PTW).....	124

## Attachments

- Attachment 1** Urban Design Report, Landscape Strategy and Masterplan prepared by PTW/Context
- Attachment 2** Transport and Traffic Impact Assessment prepared by Jacobs
- Attachment 3** Economic Impact Assessment & Potential Economic Landuse Opportunities prepared by SGS Economics
- Attachment 4** Retail Economic Impact Assessment prepared by Leyshon Consulting
- Attachment 5** Heritage Impact Statement prepared by Casey Lowe
- Attachment 6** Social Impact Assessment prepared by SGS Economics
- Attachment 7** Landuse Suitability Reports (Remediation Action Plan, Site Investigation, Landuse Suitability) coordinated by Trace Environmental
- Attachment 8** Preliminary Flood and Site Servicing Report prepared by Northrop
- Attachment 9** Acoustic Assessment prepared by Acoustic Logic
- Attachment 10** Ecological Impact Assessment prepared by Cumberland Ecology
- Attachment 11** Sustainability Report prepared by Northrop
- Attachment 12** Land Survey prepared by LTS Lockley
- Attachment 13** Odour Impact Assessment prepared by Pacific Environment
- Attachment 14** Clyde Intermodal Terminal Assessment prepared by Arcadis/Neil Matthews Consulting
- Attachment 15** Notification Plans prepared by PTW
- Attachment 16** Submission to Cumberland Draft EILS dated 3 November 2017 prepared by Keylan Consulting & SGS Economics



# 1 Executive Summary

This report has been prepared by *KEYLAN Consulting Pty Ltd* on behalf of PAYCE Consolidated (PAYCE) in support of a Planning Proposal to Cumberland Council (Council) to amend the planning controls relating to a 14.1 hectare (ha) Site in Manchester Road, Auburn to facilitate its urban renewal and future mixed use development.

## The Planning Proposal

The Planning Proposal (the Proposal) seeks amendments to the *Auburn Local Environmental Plan 2010* (Auburn LEP 2010) for land known as 300 Manchester Road, Auburn (the Site). The primary purpose of the Proposal is to:

- rezone the southern 10.1ha of the Site from the *IN1 General Industrial* zone to a range of business, mixed use, residential and recreation zones to facilitate the urban renewal of the Site; and
- maintain the existing industrial zone on the northern 4ha of the Site with amendments to allow additional permitted uses:
  - *Office premises (limited to max 10% of total GFA)*
  - *Car park*
  - *Health service facility*
  - *Respite day care*
  - *Centre-based childcare facility*

A previous Planning Proposal was lodged with Council in 2015 and subsequently withdrawn on 14 December 2016. This Proposal sought to rezone the Site to enable redevelopment of the Site (formerly part of the Clyde Marshalling Yards) for residential purposes, to accommodate approximately 2,900 dwellings, with a neighbourhood retail centre, community facilities, public streets and public open space. The proposed zones were R4 High Density Residential, B2 Local Centre and RE1 Public Recreation.

A comparison of the original and revised Planning Proposal is provided below:

Key Component	Previous planning proposal	Revised planning proposal	Difference
Dwellings	2,900 dwellings	approx 1,800 dwellings	approx 1,100 dwellings
Affordable rental housing	-	90 dwellings (5%)	90 dwellings (5%)
Total Gross Floor Area (GFA)	274,950m <sup>2</sup>	199,541m <sup>2</sup>	75,409m <sup>2</sup>
Total Residential GFA	266,950m <sup>2</sup>	164,307m <sup>2</sup>	102,643m <sup>2</sup>
Total Non-residential GFA	Employment uses - N/A Retail - 4,500m <sup>2</sup> Community - 2,500m <sup>2</sup> Child care centre 1,000m <sup>2</sup>	Employment uses - 30,000 - 40,000m <sup>2</sup> Retail - 6,000m <sup>2</sup> Community - 2,000m <sup>2</sup> Child care centre 1,000m <sup>2</sup>	Employment uses - 30,000 - 40,000m <sup>2</sup> Retail - 1,500m <sup>2</sup> Community - 500m <sup>2</sup> Child care centre - nil
FSR	1.95:1	1.1:1 (northern area) 1.7:1 (southern area)	0.85 (northern area) 0.25 (southern area)
Building Height	4 to 18 storeys	3 to 12 storeys	3 to 12 storeys

Table1: Comparison with previous Planning Proposal for the Site

The current Planning Proposal seeks more appropriate built form controls, a range of dwelling types with varying height controls to a new maximum of 42 metres (equivalent to 12 storeys), with an overall floorspace ratio (FSR) of 1.7:1 for the southern area and retention of the 1:1 FSR for northern area of the Site.

A Voluntary Planning Agreement (VPA) offer is also intended to be included, to deliver many public benefits in addition to s94A contributions towards local services, consistent with the public benefits outlined in this report and subject to negotiation with the Council.

### Public Benefits

The urban renewal of the Site will result in significant public benefit for new communities within the Site, existing communities and surrounding neighbourhood.

The proposal will provide for;

- A total of approx 1,800 dwellings
- 5% of total dwelling yield as affordable rental dwellings
- A 4ha Site providing 30,000 - 40,000m<sup>2</sup> of gross floor area for employment uses
- 6,000m<sup>2</sup> of gross floor area for retail uses, 1000m<sup>2</sup> childcare centre and 2,000m<sup>2</sup> for community facilities
- More than 1.78ha of public open space, including
  - A large park to be fronting the River (i.e. 'Duck River Park')
  - A series of pocket parks
- A landscaped central boulevard and landscaping throughout the whole precinct

The development (when fully operational) will provide between 1,664 jobs (direct and indirect) representing a strong contribution to the Cumberland LGA economy. The Proposal will also provide up to 4,551 construction related jobs (direct and indirect).

PAYCE will deliver essential infrastructure required to service the Site, including the construction and dedication of internal roads in close consultation with Council. The public benefits and Section 94 contributions associated with the proposed urban renewal of PAYCE's land at Auburn amount to a contribution of up to **\$104 million**<sup>1</sup> for the locality as follows:

- 1% levy for Section 94 Contributions valued at **\$9.82 million**.
- public benefits within the Site valued over **\$22.44 million** including
  - A large public park fronting the river ('River Park')
  - A networks of pocket parks and connected by landscaped road reserves
  - Community facility
  - Child care centre
  - 5% of total dwelling yield as affordable rental dwellings in accordance with the 5% target contained in the Cumberland Affordable Housing Strategy for a 12-15 year period

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<sup>1</sup> All figures are approximate for the purposes of the Planning Proposal report. An independent and comprehensive cost evaluation will be undertaken for any formal VPA offer if accepted by Cumberland Council in accordance with the relevant legislation and guidelines.

- Public benefits located outside of the Site valued over **\$43.56 million** including
  - Duck River regeneration including scope of works and costs
  - Cycleway upgrades
  - Construction of a new vehicle /pedestrian bridge over Duck River to connect the Site to Seventh Street
  - Infrastructure upgrades – including Mona Street bridge, services and road upgrades
  - Free Shuttle Bus Service – Hino Poncho Bus x 1 connecting residents to Auburn Town Centre with PAYCE to buy and operate bus for a minimum period of five years

PAYCE propose to ensure the delivery of these benefits through a formal offer to enter into a VPA with Cumberland Council subject to the provisions of the *Environmental Planning and Assessment Act 1979*.

### **The Case for Change**

While the Site adjoins land used for railway purposes, the western half of the Site has been used for non-rail industrial uses for nearly 45 years and presently accommodates only 30 jobs. The eastern half of the Site is vacant and has not been developed for industrial uses.

The existing low employment numbers are indicative of the poor prospects of achieving future industrial development on the Site, a point acknowledged by the endorsed *Auburn Employment Lands Study 2015*. Similarly, the *Draft Cumberland EILS-LUPF 2017* documents high vacancy levels and a general lack of development activity in the Clyburn Precinct.

The Site faces several challenges that has inhibited new industrial uses on the site to date, including:

- no financial drivers to deliver new industrial floorspace on undeveloped land due to the feasibility equation where low revenues are unlikely to cover site acquisition and development costs resulting in a negative residual land value
- poor vehicular accessibility through local roads with no through access
- not connected to major roads and isolated from major employment clusters
- potential land-use conflict between industrial users and existing residential development along Manchester Road
- strong competition from better located and connected industrial land in the Western Sydney Priority Growth Area with stronger multi-modal freight links, lower per m<sup>2</sup> land costs and minimal land use conflict

The analysis supporting this planning proposal concludes that the proposed mixed-use development will act as a *feasibility lever* leading to increased economic activity and contemporary sustainable employment numbers on the Site.

The Proposal retains the industrial zoning of the northern 4ha of the Site, however, proposes to alternate and additional land uses which have been identified in various strategic studies. This part of the Site adjoins railway uses including the new Sydney Trains building known as *The Hub* and the Auburn Maintenance Centre and the Auburn Stabling Yard. These areas contain a diversity of employment uses such as core logistics, warehousing, offices, training facilities and maintenance.



The retention of northern 4ha of land for new employment uses provides a buffer between the proposed residential uses and the existing railway use and ensures that the land remains available for rail uses in the long term should the need ever eventuate.

In addition to the range public benefits listed above, the Proposal will also result in an overall significant increase in jobs on the Site.

The Proposal converts an underutilised and aesthetically unpleasing Site into an active, vibrant area providing; a 30,000 - 40,000m<sup>2</sup> employment hub with up to 1,664 new jobs; approximately 1,800 new dwellings; a new bridge connection over Duck River, new community and retail facilities, parks and an environmental upgrade to the adjoining Duck River.

### Masterplan

The *Manchester Road Masterplan* outlines the proposed internal street layout, open space, community uses, public domain, building platforms, heights and future landuses. The Masterplan is accompanied by an Urban Design Report and Landscape Masterplan. Key features of the Masterplan include:

- a large park fronting Duck River with a Town Centre and associated community facilities
- a vehicle and pedestrian bridge over Duck River connecting the Site with Seventh Street
- provision of a central tree lined boulevard
- provision of a series of pocket parks connected by landscaped road verges
- a street network radiated from a central Boulevard allowing view corridors towards the river
- development which turns its back on the railway lands and orientates toward the river and open space network
- contributing to and strengthening the existing Green Grid which runs along the Duck River corridor

The Masterplan comprises of the following components:

- a 4ha employment area with a childcare centre
- a large Central Park
- a local retail centre
- a central neighbourhood
- an eastern neighbourhood
- a community facility with adjoining public park

The Masterplan provides certainty for future landuses and built form (augmented by proposed Auburn LEP 2010 amendments) and is proposed to form the basis of a Site-specific Development Control Plan (DCP) for the Site in collaboration with Council following the Gateway process.

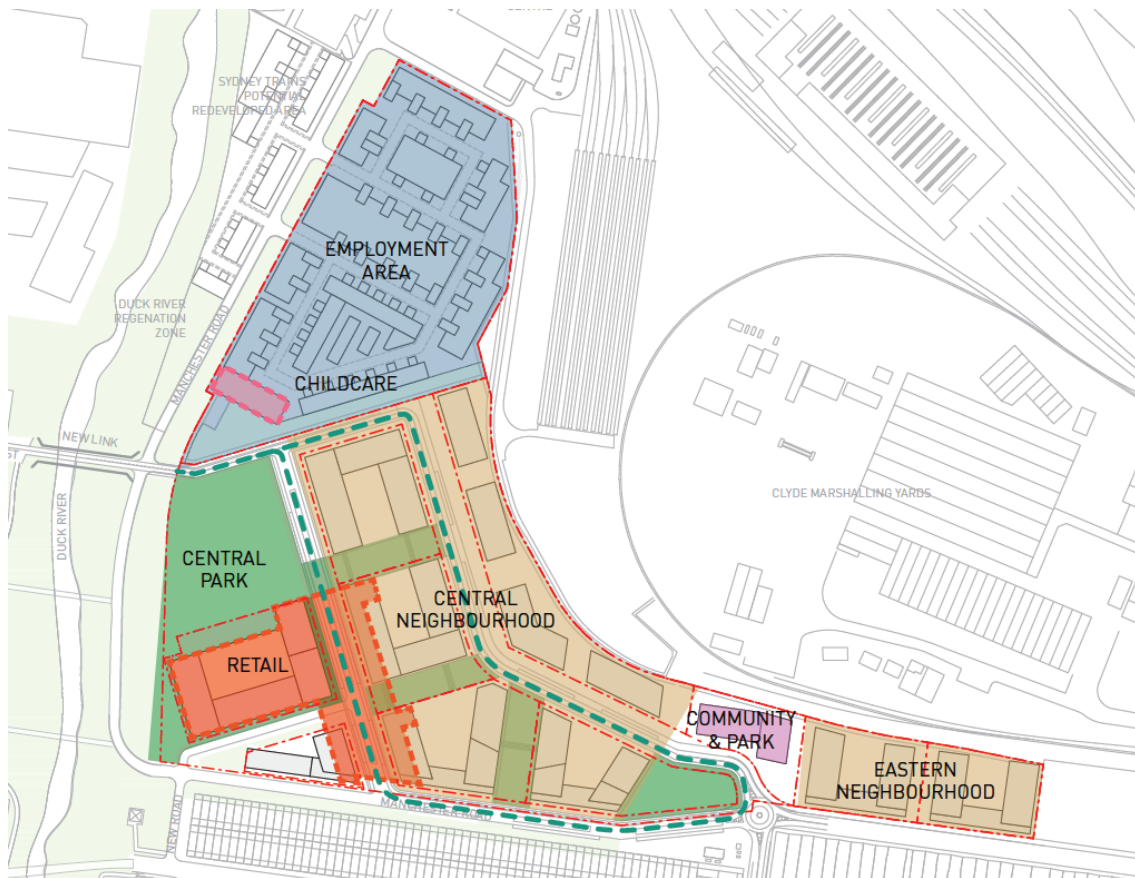


Figure 1. Manchester Road Masterplan (Source: PTW 2017)

### Strategic Planning Context

The Proposal is generally consistent with the relevant Strategic Plans, including:

- A Plan for Growing Sydney
- Draft Greater Sydney Regional Plan
- The Draft West Central District Plan
- Cumberland Community Strategic Plan
- Auburn Employment Lands Strategy
- Draft Employment and Innovation Lands Strategy and Land Use Planning Framework
- Auburn Residential Development Strategy
- Draft Cumberland Affordable Housing Strategy

#### **A Plan for Growing Sydney**

The metropolitan planning strategy, *A Plan for Growing Sydney (2014)* seeks to guide land use planning decisions for Sydney for the next 20 years within the Vision of a *Strong Global City and A Great Place To Live*. The Government's goals to achieve this vision are:

- a competitive economy with world-class services and transport;
- a city of housing choice with homes that meet our needs and lifestyles;
- a great place to live with communities that are strong, healthy and well connected; and

- a sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

As part of *A Plan for Growing Sydney*, the NSW Government has established the independent Greater Sydney Commission, which combines local government areas into five (formerly six) subregions. Cumberland LGA is part of the *Central City District (formerly West Central District)* subregion, which also includes parts of the LGAs of Canterbury-Bankstown, Blacktown, Parramatta and The Hills.

*A Plan for Growing Sydney* states that over the next 20 years, the number of people in Western Sydney will grow faster than other parts of Sydney and estimates that almost one million more people will live west of Homebush by 2031. The plan sets out a vision for Western Sydney to secure the city's productivity into the future, so that Western Sydney can meet its full potential, build strong centres and be good place to live. Western Sydney is projected to drive the future productivity of Sydney and NSW and seen to be the key to Sydney's success.

The Proposal is consistent with the relevant goals, policy and actions identified in *A Plan for Growing Sydney* including the priorities provided for the West Central subregion.

#### ***Draft Greater Sydney Regional Plan***

The Proposal is consistent with the recently released *draft Greater Sydney Regional Plan* (draft GSR).

The draft GSR Plan, prepared by the Greater Sydney Commission (GSC) was launched for public comment on 22 October 2017, together with Transport for NSW's *Future Transport 2056*.

Greater Sydney will become 3 connected cities over the next 40 years, linked by new public transport, giving more communities access to job opportunities, new homes and services within 30 minutes.

The plans are the first long-term land use and transport strategies to be developed both collaboratively and concurrently.

The three cities vision is also at the heart of *Future Transport 2056*. Reshaping Greater Sydney as a metropolis of three cities – the Western Parkland City, Central River City and Eastern Harbour City will rebalance Sydney, fostering jobs, improving housing choice and affordability, easing congestion and enhancing our enviable natural environment across the entire region.

The draft GSR includes a new city is to emerging west of the M7, where the new Western Sydney Airport and Badgerys's Creek Aerotropolis will support tens of thousands of jobs. Penrith, Liverpool and Campbelltown will become university towns, which create future job opportunities in the West.

### **Draft West Central District Plan**

The *Draft West Central District Plan* (District Plan) sets out the 20-year vision for the West Central District, which includes the Blacktown, Cumberland, Parramatta and The Hills Local Government Areas.

It seeks to provide the district level framework to implement the goals and directions outlined in *A Plan for Growing Sydney* and is intended to be used to inform the preparation of Local Environmental Plans, planning proposals, and strategic land use and transport and infrastructure planning.

The Plan's key goals are to provide a productive, liveable and sustainable city. The Proposal is consistent with the productivity, liveability and sustainability targets.

### **Employment, Economic and Retail**

This Proposal is supported by the following economic reports prepared by SGS Economics & Planning (**Attachment 5**):

- *Potential Economic Land Use Opportunities at Manchester Road*
- *Economic Impact Assessment*

These reports investigate the potential for viable employment uses for the site and the associated economic impacts.

### **Employment Analysis**

This analysis notes that while the site is 14ha in size, a significant part of the Site has never been developed and remains vacant. This undeveloped land is faced with several site-specific challenges that previous strategic, LGA-wide reports such as the AELS 2015 and Draft EILS 2017 reports aren't able to consider on a site-by-site basis.

In summary, this analysis identifies the following key barriers to further industrial development:

1. *The feasibility of delivering new industrial land on undeveloped sites is likely to be marginal. Revenues from traditionally lower value uses (from a lease revenue perspective) are unlikely to cover the site acquisition and development costs in a central location. This would deliver a negative Residual Land Value (RLV) and therefore not be attractive for investment in the short-medium term.*
2. *The land-use conflict with existing residential development along the southern boundary of Manchester Road.*
3. *The poor vehicular accessibility along local roads and access to major motorways.*
4. *There is strong competition from newer industrial precincts in Western Sydney Priority Growth Area (such as Eastern Creek and Erskine Park).*

The analysis finds that the Site has the potential to deliver between 30,000 – 40,000m<sup>2</sup> of industrial or urban services floorspace. However, in order to deliver this employment floorspace, the inclusion of residential and associated community and retail uses is required to provide the *feasibility lever*.

The report concludes that a viable employment precinct for the Site must provide for a variety of employment uses and is highly dependent on a mixed use/residential component as proposed on the Manchester Road Site as detailed in the extract below (Bold our emphasis):

*...The Manchester Road site provides an opportunity to realise the employment potential of the precinct, by increasing the intensification of urban services or industrial jobs on it through the **delivery of a mixed-use development**. This supports the accommodation of future industrial and urban services employment and floorspace demand in the LGA through facilities that provide **both industrial and associated office floorspace for business operations**. It also supports Cumberland's desire to meet wider social objectives such as the provision of new homes, improvement to public amenity and providing opportunities for jobs that align with the skills of many residents of the Cumberland LGA...*

The undertaking of an LGA-wide Employment Lands Study is necessarily high level. SGS acknowledges that the need to consider all precincts in light of local and regional strategy makes the interrogation of site-specific opportunities difficult. Additionally, the scope of such a study does not consider other, non-employment objectives such as housing and social infrastructure delivery.

This report demonstrates that the Manchester Road site can play an important role in the future of the LGA's employment and innovation strategy while simultaneously supporting a wider range of local and regional objectives around liveability and environmental sustainability.

To realise this potential, and to deliver a precinct that is in line with local and regional aspirations, a mixed-use approach as proposed by PAYCE is required so that the appropriate employment floorspace is provided to the north of the site. Without it, the site risks under-performing in its role as important employment land and under-utilising its locational assets.

There are opportunities for contemporary employment uses, including some of the key industry sectors identified in the EILS, on the northern 4ha of land at the Manchester Road site. The SGS report identifies the following employment uses most suited to the employment precinct at the Site:

- low impact niche manufacturing activities in for example, food, apparel and small-scale furniture
- wholesaling activities in, for example, food and groceries and imported goods and materials
- service industries including small-scale, local distribution centres, repairs, laundries, domestic and professional storage
- local light industrial business

Importantly, the SGS report acknowledges the adjoining railway uses stating:

*.....In addition, because of its proximity to the intensifying rail operations on the state-owned rail land to the north, a nexus and connection to these activities should be anticipated and not precluded...*

Noting the logistic and design function of the recently constructed Sydney Trains Hub building which, for all intents and purposes, is a commercial building, provisions in the LEP to enable similar uses on the adjoining part of the Manchester Road site is a sensible planning measure.



This amendment will either allow the future expansion of the Sydney Trains operation (for car parking or office expansion) or for the establishment of supporting businesses or similar industries (for example, Sydney Light Rail headquarters).

Council's draft EILS and the SGS Report also both identify emerging *live-work* opportunities which are currently not recognised in the existing planning framework. The SGS report states:

*...The transition to the residential area to the south might include 'live-work' and incubator spaces. These can provide enterprise and economic pathways for the local labour force including immigrant communities. Co-work spaces and incubator facilities in good amenity settings are desirable...*

While the existing IN1 Industrial zoning currently permits many of the suitable manufacturing, industrial and business uses identified, other viable employment uses are not currently permissible under the existing planning controls.

It is therefore recommended that to encourage alternate employment uses, reflecting both the key growth sectors identified in the draft EILS (that is, businesses, creative and artisan industries, live-work dwellings) and the additional uses identified in the SGS Report, that the IN1 industrial zoning be maintained on the northern 4ha of the site with the following additional uses permitted on the Site:

- Supporting office premises (with 10% overall GFA limitations)
- Car park
- Health service facility
- Respite day care
- Live-work dwellings

### **Economic Analysis**

The *Economic Impact Assessment* (EIA) has been prepared by SGS Economics and Planning to analyse the economic impacts likely to result from the Proposal and subsequent redevelopment of the Site.

The SGS report states:

*...An EIA measures the degree to which the economic stimulus associated with a development project accumulates in total economic activity levels (incomes, jobs), i.e. after measuring the cumulative impact of all the buyer/ supplier transactions that are triggered in the local region...*

The EIA estimates the expected employment and value-added generation throughout the construction and operational phases of the proposed project. The EIA examines the following development scenarios:

- a mixed use "hybrid scenario" proposal as outlined in this Planning Proposal
- a base case with limited industrial development
- a residential development only scenario

Following an analysis, the EIA concludes:

*... the Hybrid scenario (the project case) will provide a higher number of jobs and value-add during the construction phase than either the base case or the residential-only scenarios (a combined 3,780 related jobs and \$869 million in value added compared with the next strongest option – residential only – at 2,988 jobs and \$504 million value-added).*

*In addition, the amount of industrial or urban services type employment that the proposed quantum of floorspace could accommodate is estimated to be over 700% higher than the base case scenario (413-630 jobs versus 50 jobs currently).*

*Combined, the proposed development enables the site to realise its industrial or urban services employment potential and establishes a stronger economic output than the current site use....*

The SGS Report emphasises the need for a *feasibility lever* to enable the intensification of the industrial floorspace. The report notes;

*...The inclusion of residential and associated community and retail uses provides the feasibility lever to deliver between 30,000m<sup>2</sup> and 40,000m<sup>2</sup> of industrial or urban services floorspace with the possibility of some associated office floorspace in the vein of industrial strata units with incorporated office functions...*

Without the residential lever, the demand for new industrial only floorspace on the site is unlikely to eventuate. In this 'do nothing' scenario, the precinct will continue to underperform from an industrial effectiveness perspective.

The proposed Hybrid scenario will not only deliver increases in employment numbers on the Site but will also meet local and metropolitan policy aspirations of urban renewal, satisfaction of housing targets and the environmental revitalisation of the highly degraded Duck River.

### **Retail Analysis**

A Retail Impact Assessment (RIA) has been undertaken by Leyshon Consulting (Attachment 3). This report examines the potential of incorporating retail floorspace as part of the redevelopment of the site and the potential impacts such a centre would have on existing centres.

A key principle in the re-development of the Site is the introduction of a new Local Centre which will support existing and new communities and employment areas. The Manchester Road Local Centre proposes approximately 6,000m<sup>2</sup> of Gross Floor Area (GFA) which translates to approximately 5,000m<sup>2</sup> of net leasable area.

The local centre will support both the new residential and worker populations and will incorporate the following:

- a small-scale supermarket
- retail shops
- approx. 2,000m<sup>2</sup> community facility
- approx. 1,000m<sup>2</sup> childcare facility

The RIA examines the local retail facilities, noting the closest retail/commercial centres of significance are Auburn, Granville and Lidcombe. Other smaller centres reviewed include Berala, Regents Park and a neighbourhood centre at the intersection of Wellington Road and Cumberland Road.

The RIA undertakes an analysis of impact upon the existing centres. The report notes that the impact on existing centres in 2021 can be categorised as either very low or low/medium impact. The report also undertakes an assessment against the State's Draft Centres Policy, noting that the Proposal will exhibit a positive net community benefit when assessed against the criteria.

The report concludes that in the longer term there will be significant benefits in terms of job creation and the provision of convenient access to retail facilities for nearby residents.

### ***Traffic, Transport and Connectivity***

Manchester Road provides the primary vehicular access to the southern edge of the Site, served by Chisholm Road from the south. Further south, Mona Street provides the closest vehicular crossing of Duck River. A private road provides additional access points along the southern and western boundaries of the Site.

The Site is relatively well located for accessing public transport services. The northern part of the Site is within 800 metres from Clyde railway station while the central part of the Site is around 1 km from the Clyde railway station.

Traffic modelling by Jacobs identified capacity constraints at the Mona Street / Clyde Street intersection as well as significant delays at other intersections as a result of the traffic generated by the site.

The Transport Impact Assessment (TIA) identifies a number of options to mitigate any potential traffic impacts to reduce the potential impact of the traffic generated by the proposal. The TIA recommends a series of traffic measures including a new road bridge crossing of the Duck River to provide access to the west and upgrade of the intersection of Clyde Street and Mona Street including turning bays on Mona Street and Clyde Street.

The TIA concluded that a new bridge for road traffic at Seventh Street will distribute traffic evenly away from the site and remove the need for intersection upgrades on Chisholm Road. In addition, this option provides opportunity for improved pedestrian and cyclist connections to the site.

The TIA also found that this option would result in the least overall impact on the surrounding road network and the optimal improvement for traffic and provide two access points to the development.

The proposed upgrades to intersections will have a wider benefit for general community by providing more road capacity at existing intersections than the current situation.

### **Affordable Rental Housing**

The Proposal includes the provision of 90 affordable dwellings for key workers which meets the 5% target contained in the *Cumberland Interim Affordable Housing Policy*. These will be managed by a registered Community Housing Provider and would provide important housing for key workers and those on lower incomes, which is important in making new communities and centres functional and socially responsible.

PAYCE is also committed to exploring other options regarding initiatives for first home-buyers, innovative housing products, possible equity-sharing and other models to encourage housing affordability, in collaboration with the Local and State Government, provided appropriate models and incentives were provided.

### **Heritage**

A detailed Heritage Impact Assessment (HIA) has been undertaken for the Site by Casey and Lowe (Attachment 5). The HIA concludes that the Site retains no elements relevant to its original heritage listing as the Clyde Marshalling Yards.

As the Site contains no heritage elements and is physically separated from the remaining marshalling area, the proposal will not lead to any heritage impacts.

### **Sustainability**

Environmental Sustainability is a guiding principle in the development of the Masterplan and Landscape Masterplan.

This report outlines numerous sustainability objectives, measures and initiatives to be further developed during the development of the Site. The key sustainability initiatives relate to energy efficiency, indoor environment quality, water management, sustainable transport, waste minimisation, materials selection, land use and ecology and community and liveability.

These sustainability initiatives have been incorporated in the Urban Design Report by PTW to inform the Masterplan and Landscape Masterplan.

### **Community Facilities, Education and Social Impacts**

The *Social Impact Assessment* (SIA) prepared by SGS Planning and Economics also includes a community and recreation facility assessment (Attachment 6).

The SIA finds that demand for primary school, secondary school and pre-school places would need to be satisfied in the surrounding locality. Otherwise, most community needs for the incoming population can be met on-site. The open space provision is comparatively high and will exceed target rates of provision in terms of the share of land devoted to open space, and in terms of access.

The on-site facilities in the Proposal include a child care centre (1,000m<sup>2</sup>), a community facility space (2,000m<sup>2</sup>), a River Park and pocket parks (total open space equating to of up to 17.6% of the 10ha site). Amongst the commercial floorspace, the provision of a 500m<sup>2</sup> medical centre and a 500m<sup>2</sup> gym have been suggested in the SIA.

The provision of these new community and recreation facilities, will provide convenient access to services, an attractive living environment for residents of the new development, and encourage social interaction between residents. In addition, the facilities provide a new walkable focus of community life for residents in the 'host' community.

In terms of social impact, the Proposal has the potential for overall positive social impacts and wider public benefits to the community, as identified in the SIA below:

*The population of the adjacent area identified in the above figure was identified as 2,324 in the 2016 Census, and was included in the suburb of Auburn. With the incoming population of about 5,000, a new community of 7,000 or so people will be created. The existing residents will have easy access to facilities, including additional open space, which are currently not provided in the immediate area.*

*The proposed scale of the new development will provide the potential for additional benefits to be gained from the co-location of community facilities with retail, recreation and small scale employment. It will also be closer for some current residents of the adjacent area to access these new facilities, compared to travelling further to access shops and services elsewhere in Auburn or surrounding suburbs.*

*Residents from surrounding areas, as well as residents of the new development, will be able to access benefits associated with the new River Park and other recreation, service provision, employment and community facilities.*

*The location of the proposed site close to the Clyde and Auburn Railway stations will also provide the opportunity for the new facilities and services to be conveniently accessed by residents of adjacent areas on their way to or from the stations.*

### **Proposed Planning Controls**

The Planning Proposal seeks amendments to the *Auburn Local Environmental Plan 2010* (Auburn LEP 2010) for land at Manchester Road, Auburn (the Site). The primary purpose of this Proposal is to:

1. Amend the Land Use Zoning Map to rezone the southern 10.1ha of the Site from the *IN1 General Industrial* zone to a range of mixed use and residential zones to facilitate the urban renewal of the Site as follows:
  - B2 Local Centre
  - R4 High Density Residential
  - RE1 Public Recreation
2. Retain the existing *IN1 General Industrial* zoning on the northern 4ha of the Site with the following additional uses as an amendment to *Schedule 1 - Additional permitted uses*:
  - *Office premises (limited to max 10% of total GFA)*
  - *Car park*
  - *Health service facility*
  - *Respite day care*
  - *Centre-based childcare facilities*
3. Amend the Height of Buildings Map to allow a maximum height limit of up to 42 metres (12 storeys to allow for contamination cell and associated parking) on the southern 10.1ha of the Site.



4. Amend the Floor Space Ratio Map to allow a maximum FSR of 1.7:1 on the southern 10.1ha of the Site.
5. Amend the Lot Size Map to have no minimum lot size on the site.

PAYCE proposes to work closely with Council staff on appropriate controls to be part of any formal public exhibition package following Gateway determination.

### Next Steps

- Exhibition of Planning Proposal
- Consideration by Council and submission to DP&E (subject to in principle Council support)
- Continue working with Council and State agencies on the provision of associated infrastructure including relevant delivery mechanisms
- Council to formally consider the Planning Proposal and supporting reports
- Work with Council on detailed DCP controls for the Site (including public domain)
- Consultation with agencies and stakeholders prior to formal public exhibition
- Completion of any planning reports to address post Gateway requirements
- Public exhibition of the Planning Proposal
- Consideration of submissions by Council following public exhibition
- Finalisation of the LEP amendment

## 1. Public Benefits

The urban renewal and transformation of PAYCE'S land at Manchester Road will result in significant public benefits for new communities within the Site, existing residents and the surrounding neighbourhood.

On-Site public benefits include:

- A total of approx 1,800 dwellings comprising of a mix of apartment sizes and terrace housing
- 5% of total dwelling yield as affordable rental dwellings (equating to 90 dwellings)
- A 4ha Site providing for 30,000 - 40,000m<sup>2</sup> of gross floor area for employment uses
- 6,000m<sup>2</sup> of gross floor area for retail uses
- A 1,000m<sup>2</sup> childcare centre
- A 2,000m<sup>2</sup> community facility
- More than 1.78ha of public open space, comprising of;
  - A large park fronting Duck River (i.e. 'River Park')
  - A series of pocket parks
- Landscaping throughout the whole precinct
- A central boulevard and connecting internal roads

The off-Site public benefits include:

- Duck River regeneration
- Affordable Housing –5% of the unit yield as affordable rental housing per the interim Affordable Housing policy to be held by PAYCE for 12-15 year period
- New Bridge construction
- Other infrastructure upgrades – incl. Mona St bridge, services, other road upgrades
- Remediation costs
- Traffic upgrades to adjoining street network
- A new bridge crossing over Duck River to provide access from the West

The public benefits and Section 94 contributions associated with the proposed urban renewal of the Site amount to a contribution up to **\$76 million** for the locality.

These community benefits are indicative and will be subject to further consultation with Council during the Planning Proposal process and VPA. These benefits include works in kind, land value and monetary contributions in addition to the required 1% levy for Section 94 Contributions in accordance with the *Auburn Council Development Contributions Plan* (under the proposed scheme valued at **\$9.82 million**).



Figure 2. New housing, jobs and public spaces (Source: PTW 2017)



Figure 3. Revitalized Duck River, public access and bicycle path (Source: PTW 2017)



## 1.1 Staging and Delivery

The staging and delivery of the redevelopment of PAYCE's Site at Auburn is a key element in the implementation of the Masterplan. The delivery of public open space, infrastructure and proposed transport initiatives need to be delivered early to create a sustainable community for people to live and work.

The attraction of new employers and workers is a primary objective of the Proposal by creating a high amenity environment with higher employment densities.

It is estimated approximately 300 to 500 apartments can be delivered each year<sup>2</sup> with settlements commencing in year 3. A high level Staging Plan, indicating early delivery of key public benefits to support future residential and employment areas will be prepared in consultation with Council as part of the Planning Proposal process and VPA

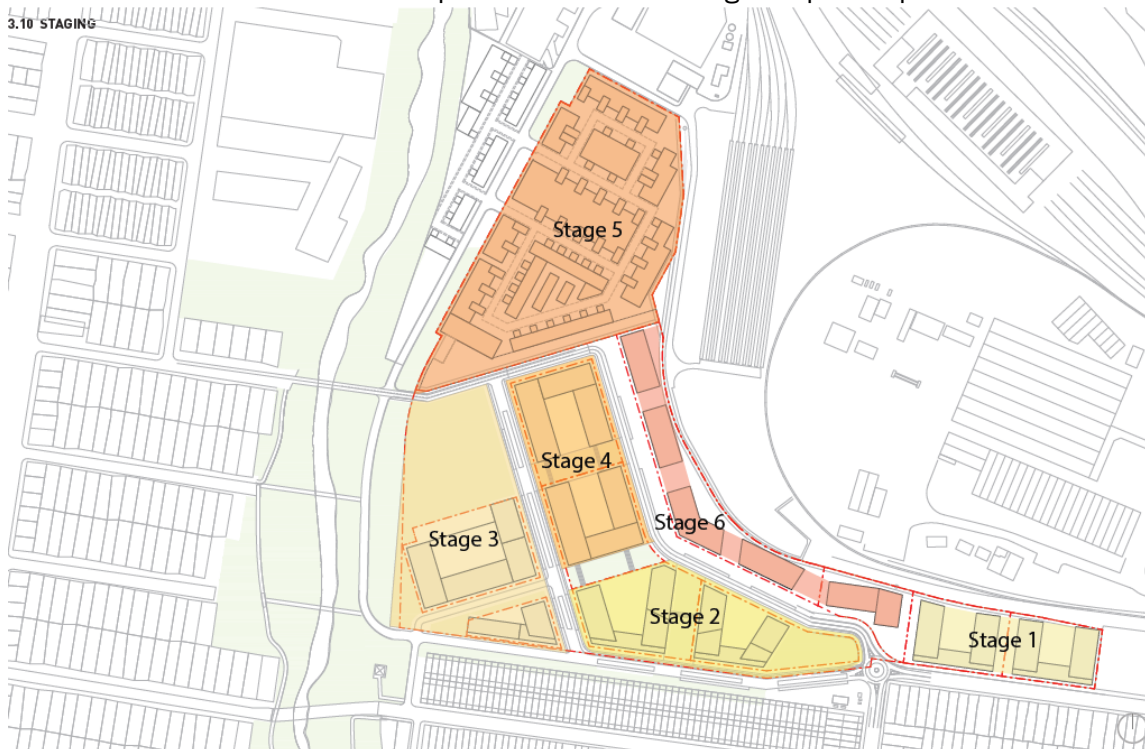


Figure 4. Indicative Staging Plan (Source: PTW 2017)

<sup>2</sup> Apartment delivery is a guide only and is subject to changes in residential market conditions, authority approvals and delivery constraints.

## 2 The Case for Change

The Site is located at 300 Manchester Road, Auburn. The 14 ha Site is characterised by approximately 6ha of vacant, undeveloped land with the remaining 8 ha occupied by two industrial premises, including long standing tenants Bluescope Steel for warehousing and storage.

The Site was found to be surplus government land and was disposed of in 1989. It has been used for non-related uses for nearly 45 years when it was originally leased to BlueScope on 20 August 1971. The State Rail Authority of NSW later sold it to Janyon Pty Ltd on 5 April 1989.

The existing low employment numbers are indicative of the poor prospects of achieving future industrial development on the Site, a point acknowledged by the endorsed Auburn Employment Lands Study 2015.

Similarly, the *Draft Cumberland EILS-LUPF 2017* documents high vacancy levels and a general lack of development activity in the Clyburn Precinct.

The Site faces several challenges that has inhibited new industrial uses on the site to date, including:

- no financial drivers to deliver new industrial floorspace on undeveloped land due to the feasibility equation where low revenues are unlikely to cover site acquisition and development costs resulting in a negative residual land value
- poor vehicular accessibility through local roads with no through access
- not connected to major roads and isolated from major employment clusters
- potential land-use conflict between industrial users and existing residential development along Manchester Road
- strong competition from better located and connected industrial land in the Western Sydney Priority Growth Area with stronger multi-modal freight links, lower per m<sup>2</sup> land costs and minimal land use conflict

If there are no changes to the existing planning framework on the site, SGS predict that site will remain operational in the long term, but based on the recent history of the site, significant growth is not expected. Employment is currently 30 jobs across two businesses. Future Development on the vacant land is unlikely.

The analysis supporting this planning proposal concludes that the proposed mixed-use development will act as a *feasibility lever* leading to increased economic activity and contemporary sustainable employment numbers on the Site.

The Proposal retains the industrial zoning of the northern 4ha of the Site, however, proposes to alternate and additional land uses which have been identified in various strategic studies. This part of the Site adjoins railway uses including the new Sydney Trains building known as *The Hub* and the Auburn Maintenance Centre and the Auburn Stabling Yard. These areas contain a diversity of employment uses such as core logistics, warehousing, offices, training facilities and maintenance.



The retention of northern 4ha of land for new employment uses provides a buffer between the proposed residential uses and the existing railway use and ensures that the land remains available for rail uses in the long term should the need ever eventuate.

In addition to the range public benefits listed above, the Proposal will also result in an overall significant increase in jobs on the Site.

The Proposal converts an underutilised and aesthetically unpleasing Site into an active, vibrant area providing; a 30,000 - 40,000m<sup>2</sup> employment area with up to 1,664 new jobs; approximately 1,800 new dwellings; a new bridge connection over Duck River, new community and retail facilities, parks and an environmental upgrade to the adjoining Duck River.



Figure 5. Indicative industrial Area (Source PTW 2017)

### 3 Introduction

This report has been prepared by *KEYLAN Consulting Pty Ltd* on behalf of PAYCE Pty Ltd (PAYCE) in support of a Planning Proposal to Cumberland Council (Council) to rezone part of the Manchester Road Site in Auburn to facilitate its urban renewal and future mixed-use development.

The Proposal seeks amendments to the *Auburn Local Environmental Plan 2010* (AUBURN LEP 2010) for land at Manchester Road, Auburn (the Site).

#### Current Planning Controls

The Site is currently zoned *IN1 General Industrial* under the provisions of the Land Use Table in Part 2 of Auburn LEP 2010. There is one development standard for the Site which is a maximum floorspace ratio of 1:1. The Site is subject to the provisions of Clause 6.1 and an Acid Sulfate Soils Classification of Class 4 and 5.

Schedule 5 of the Auburn LEP identifies the Site and adjoining lands, collectively referred to as the *Clyde Marshalling Yards* in Rawson Street, as an archaeological item of local heritage significance.

#### Proposed Planning Controls

The primary purpose of this Planning Proposal is to rezone part of the Site to a range of business, mixed use and residential zones to facilitate the urban renewal of the Site. The following amendments are required. The primary purpose of this Proposal is to:

1. Amend the Land Use Zoning Map to rezone the southern 10.1ha of the Site from the *IN1 General Industrial* zone to a range of mixed use and residential zones to facilitate the urban renewal of the Site as follows:
  - B2 Local Centre
  - R4 High Density Residential
  - RE1 Public Recreation
2. Retain the existing *IN1 General Industrial* zoning on the northern 4ha of the Site with the following additional uses as an amendment to *Schedule 1 - Additional permitted uses*:
  - Office premises (limited to max 10% of total GFA)
  - Car park
  - Health service facility
  - Respite day care
  - Centre-based childcare facilities
3. Amend the Height of Buildings Map to allow a maximum height limit of up to 42 metres (12 storeys to allow for contamination cell and associated parking) on the southern 10.1ha of the Site.
4. Amend the Floor Space Ratio Map to allow a maximum FSR of 1.7:1 on the southern 10.1ha of the Site.
5. Amend the Lot Size Map have no minimum lot size on the site.

### Statutory Context and Guidelines

This Planning Proposal is prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* (EP&A Act), which requires:

- (a) *a statement of the objectives or intended outcomes of the proposed instrument,*
- (b) *an explanation of the provisions that are to be included in the proposed instrument,*
- (c) *the justification for those objectives, outcomes and provisions and the process for their implementation (including whether the proposed instrument will comply with relevant directions under section 117),*
- (d) *if maps are to be adopted by the proposed instrument, such as maps for proposed land use zones; heritage areas; flood prone land—a version of the maps containing sufficient detail to indicate the substantive effect of the proposed instrument,*
- (e) *details of the community consultation that is to be undertaken before consideration is given to the making of the proposed instrument.*

This report has also been prepared in accordance with the provisions of the NSW Department of Planning and Environment's (DP&E) - *A Guide to preparing Planning Proposals August 2016*.

The report is also accompanied by a comprehensive range of specialist expert reports to support the proposed new planning regime for the Site.

These reports have helped guide the Proposal to ensure it maximises the opportunities for benefits delivered with the Site, responds to its existing environmental constraints as well as ensuring that the future use as a mixed-use Precinct will have acceptable impacts on the environment, infrastructure and surrounding development / communities.

### 3.1 Consultation

Consultation including a community engagement program will be undertaken following Gateway determination as part of the formal public exhibition.

PAYCE propose to work in collaboration with Council. The Manchester Road community consultation will be supported by communications and information distribution, encouraging full community participation in the process.

Community and stakeholder engagement are essential parts of successful and sustainable urban development. PAYCE has built a reputation around engaging with local communities in the delivery of urban renewal projects, with recent projects including Wentworth Point, Riverwood and Victoria Park.

### 3.2 Project Objectives and Team

This report is the result of an evidence based and comprehensive assessment of the existing constraints and opportunities of the Site. The project objective is as follows:

An expert project team has been formed for the Planning Proposal as follows:

Discipline	Consultant
Urban Planners	KEYLAN Consulting Pty Ltd
Urban Design	PTW Architects
Landscape Design	Context
Heritage	Casey and Lowe
Transport and Traffic	Jacobs
Employment and Economic Analysis	SGS Economics and Planning
Retail Analysis	Leyshon Consulting
Social Impact Assessment	SGS Economics and Planning
Landuse Suitability	Trace
Sustainability Report	Northrop
Noise Impact	Acoustic Logic
Odour Assessment	Pacific Environmental
Ecological Assessment	Cumberland Ecology
Infrastructure /Services/ Flooding / Stormwater	Northrop
Land Survey	LTS Lockley
Rail/ Freight Assessment	Acadis/Neil Matthews Consulting
Visual	Ivolve Studio
Project Manager	M Projects

Table 2: Project Team



## 4 The Site and Locality

### 4.1 Site Description and History

The Site is located in the suburb of Auburn within the newly formed Cumberland Local Government Area (LGA) and was previously located in the former Auburn LGA. The suburb of Auburn is located 19 km west of the Sydney central business district in is characterised by established detached dwelling houses, retail shopping strip and industrial uses. The western railway line traverses the suburb.

The Site comprises of two separate parcels of land and is known as 300 Manchester Road, Auburn. The total Site area is approximately 14.12ha, which is legally described as Lots 11 and 12 of DP1166540. The Site is irregular in shape with approximate dimensions comprising of a 560m western boundary, a staggered 570m southern boundary, a 100m northern boundary and a curved 850m boundary along the north-eastern boundary.

The eastern portion of the Site (Lot 12) comprises of approximately 6ha of vacant, undeveloped land while the western portion of the Site (Lot 11) has area of approximately 8ha and is occupied by two industrial premises.

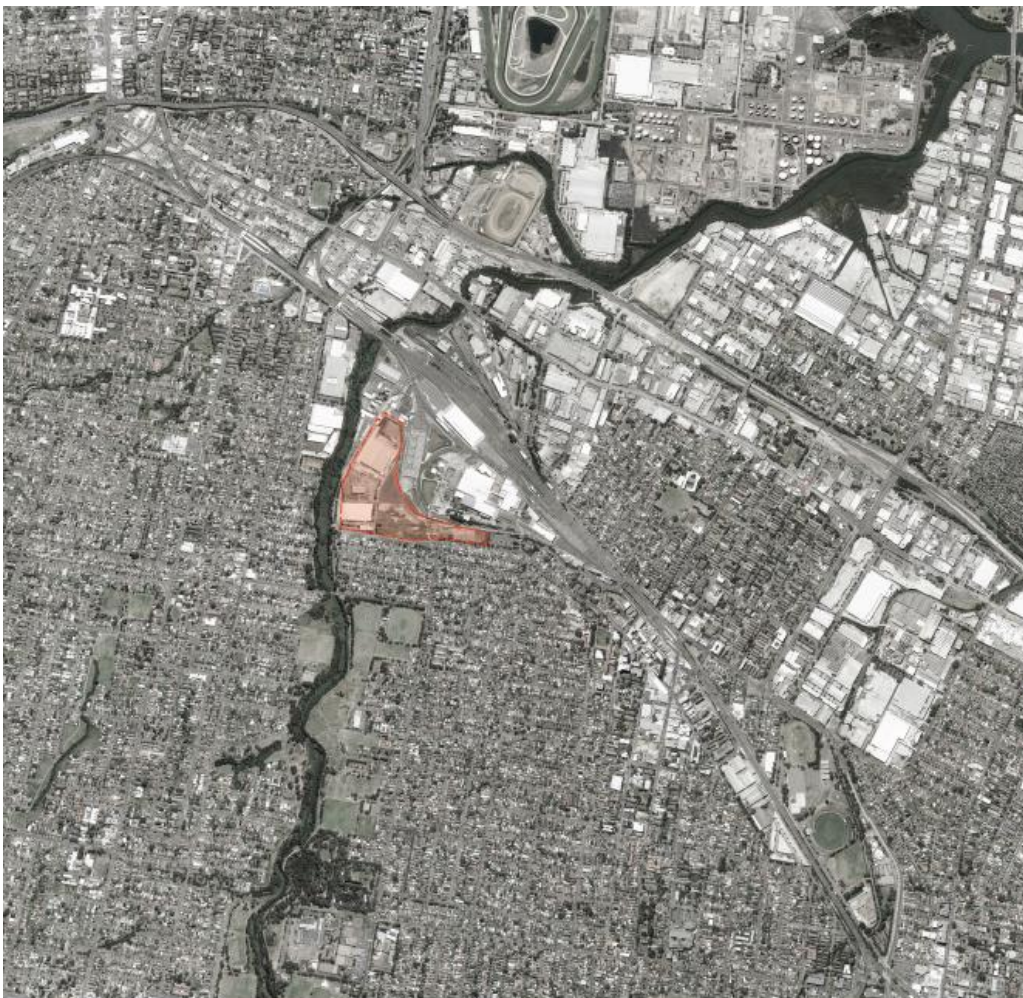


Figure 6. The Site (Source: PTW 2017)

Direct access to the Site is available from Manchester Road for a length of approximately 230m along the southern boundary. Access is also available from a Right of Way (over adjoining RailCorp land) which connects to Manchester Road and continues along the southern boundary, turning north for approximately 150m and then back into the Site at one access point along the western boundary.

The Heritage Impact Assessment (Attachment 5) states that the land was originally acquired by the government in 1874 for the Clyde Railway workshops. Various applications describe the land as vacant with no buildings. The first buildings to be erected on the Site were railway structures. From this time, railway buildings and infrastructure started to accumulate. By 1951, the present study area was occupied by railway sidings and cuttings, and several buildings.

The Site was found to be surplus government land and was disposed of in 1989. It has been used for non-related uses for nearly 45 years when it was originally leased to BlueScope on 20 August 1971. The State Rail Authority of NSW later sold it to Janyon Pty Ltd on 5 April 1989.

#### **4.1.1 Local Context**

The Site adjoins low density residential housing to south. The Site directly abuts a strip of RailCorp land to the west with the Duck River corridor beyond that. Low density residential development is also located on the western side of Duck River.

The Site adjoins rail uses to the north and north-east to the west. The Clyde Marshalling Yards comprise of a number of facilities servicing the Sydney Trains passenger network. These are:

- Auburn Passenger Rail Stabling Yard
- Auburn Rail Maintenance Centre
- UGL Unipart Rail Maintenance Centre
- Auburn Logistics Services Warehouse
- Auburn Network Base

In addition to the above uses, Sydney Trains has recently completed construction of a new state-of-the art building known as The Hub. The Hub consists of a five-storey office building with two storey amenities building and car parking. Pedestrian pathways to Clyde Station have been upgraded as part of The Hub development.

It has been constructed on RailCorp land which is zoned SP2 Special Uses (Railway) and is located adjacent to north-western corner of the Manchester Road Site. This facility significantly changes the character of the area. The Hub is essentially a large office complex which accommodates approximately 1,500 rail workers and will become the headquarters for all Sydney Train operations.

Access to these rail operations is provided by Manchester Road and the private road owned by RailCorp which is a right of way.





Figure 7. The new “Hub” building located to the north-west of the Site (source: TfNSW)



Figure 8. Looking east toward Manchester Road



*Figure 9. The Auburn Maintenance Centre located to the north of the Site*



*Figure 10. The Clyde Centre Warehouse located to the north of the Site*



## 4.2 Regional Context and Key Linkages

The Site is well situated between the City of Parramatta and Auburn Town Centre. It is 1.3 kilometres from Auburn Town Centre, 4.5 km from Sydney Olympic Park, 3.3 km from Parramatta CBD and 17.5 km from Sydney CBD as shown in Figure 12. The Western Railway corridor forms a barrier to the north.

The immediate locality to the south and south-west is characterised as low density residential development. Railway and industrial uses are the predominant uses to the north-west, north and east.

The northern part of the Site is located within 800m walking distance of Clyde Train Station and the south-eastern part of the Site is within 1km of Auburn Train Station. The Site is located within 400m of several bus routes and bus stops.

Manchester Road provides the primary vehicular access point to the eastern end of the Site. Secondary access is provided by Chisolm Road from the south, connecting traffic to Mona Street, the closest vehicular crossing over Duck River.

The Site is located to the east of Duck River and is in close proximity to open space and recreational amenities. The Duck River corridor between Wellington Road and Mona street forms a network of open spaces including Auburn Botanical Gardens, Webbs Avenue Playing Fields and Mona Park. Sydney Olympic Park and its associated open space, sport, recreation and entertainment facilities are easily accessed by car from the Site (15-minute drive), however, currently less accessible by public transport.

The Cumberland LGA is one of the fastest growing areas in the Sydney Metropolitan Region and will continue to experience significant growth. The population of Cumberland LGA is projected to grow from about 226,051 in 2016 to about 304,811 in 2036, an increase of some 78,760 people or 34.84% population growth (profile.id).

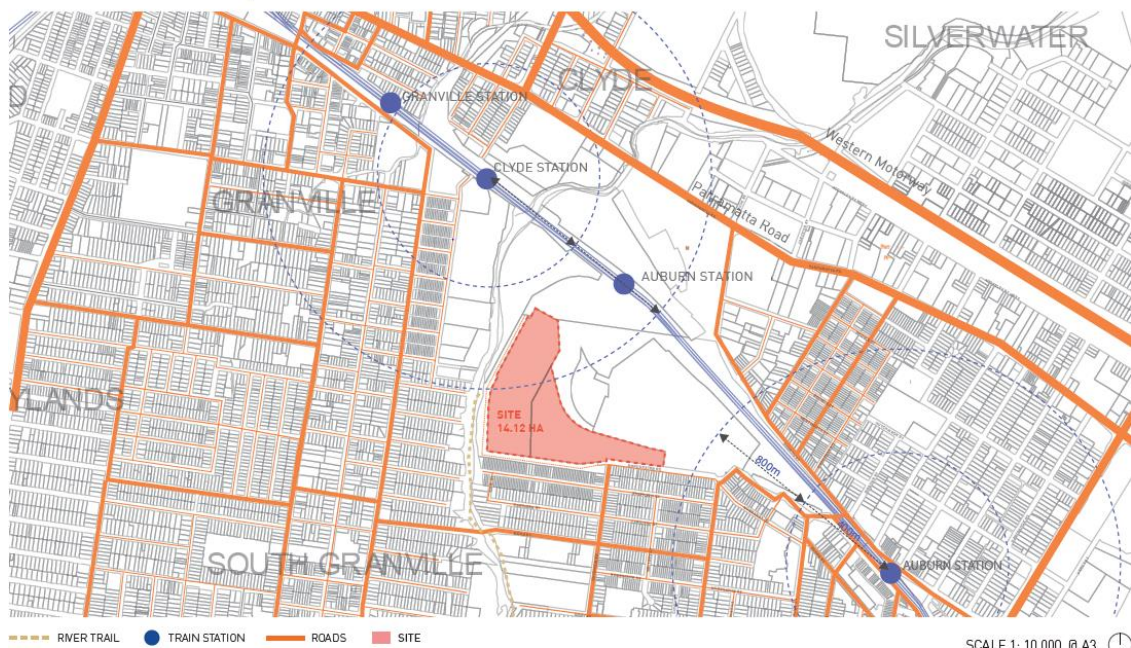


Figure 11. Key Regional Linkages (Source: PTW)



Figure 12. Regional Context (Source: PTW)

## 4.3 Characteristics of the Site

### 4.3.1 Built Form

As shown in the recent aerial photograph in Figure 13, the eastern portion of the Site comprises some 6ha of undeveloped, vacant land (Lot 12 of DP1166540), whilst the western portion contains two industrial premises (Lot 11 of DP1166540), of which BlueScope (to the south) is the only major industrial occupier. The western portion of the Site is largely impervious comprising buildings, hardstand storage and car parking. The north-eastern edge of the Site is defined by a curved wall separating the Site from rail activities to the north and east. A private road giving access to the Site and rail yards extends along the western and southern boundaries of the Site. The Site contains the following built form elements:

- BlueScope Steel warehousing operation
- Large furniture Storage Building
- Hard surface car parking areas
- A 14m high curved wall running along the north-eastern boundary
- An elevated, paved containment cell with ramp leading from natural ground to the top





Figure 13. Existing View of BlueScope warehouse on Site



Figure 14. View from Manchester Road entrance looking north-west toward with the Wall





Figure 15. View of furniture warehouse taken from on top of the containment cell



Figure 16. View of eastern end of Site with Manchester Road to the right

#### 4.3.2 Services

A report regarding services on and to the Site has been provided by Northrop (Attachment 8). This report describes the services available on and to the Site, outlines easement constraints and assesses the capacity of the services.

The report concludes that the outcomes of preliminary investigations suggest existing water, sewer, natural gas and electricity supply infrastructure can be augmented or extended to secure services to the new development.

#### 4.3.3 Topography

Survey information indicates that levels across the Site range between RL7.10m (western boundary) and RL14.6 (eastern boundary). The elevated containment cell has a maximum height of RL13.45.

An access ramp extends to the southern corner of the raised containment area.



Figure 17. Existing ramp and wall adjoin Railway land



Figure 18. View of existing warehouse on the Site

#### 4.3.4 Vegetation

The Site is devoid of any significant vegetation.

#### 4.3.5 Flooding

The Auburn LEP Flood Maps indicate the Site is not categorised as 'Flood Prone Land'. The Northrop Flood advice (Attachment 8) reviews the potential effects of flooding on the proposed development, particularly from Duck River and concludes the following:

- A comparison of the flood levels presented in the Flood Study Review (2012), with the surveyed levels for the Site, indicate the Site will not be inundated by floodwaters in the design 100-year ARI flood event.
- The Site is susceptible to flooding in the Probable Maximum Flood (PMF) event. The Site is categorised as a 'Low Flood Risk' area. The *Auburn Development Control Plan 2010 (Stormwater Drainage)* requires residential development within Low Flood Risk Precincts implement Flood Evacuation measures to:
  - a) *Achieve reliable access for pedestrian or vehicles from the dwelling.... to an area of refuge above the PMF level, and*
  - b) *Demonstrate the development is to be consistent with any relevant DISPLAN or flood evacuation strategy.*

The development proposed in the Proposal will meet the DCP in terms of Low Flood Risk Precincts – Flood Evacuation measures. The indicative plan below from PTW demonstrates compliance by incorporating a rising road access to safe haven and an evacuation strategy.

#### 4.3.6 Contamination

PAYCE have previously commissioned DLA Environmental Services (DLA) to undertake site investigations of both Lots 11 and 12 (Attachment 7):

- Stage 1 Preliminary Site Investigation for Lot 11 in DP 1166540; and
- Preliminary Land Use Suitability Review report for Lot 12 in DP 1166540 of the Manchester Road site.

##### *Stage 1 Preliminary Site Investigation for Lot 11*

Historical research shows that Lot 11 has been predominantly used for commercial and industrial uses since the 1970s primarily for large factories. It is understood that extremely heterogeneous historical fill has been placed at Lot 11 in the past with inherent variability in the concentrations of heavy metals, TRH and PAH. Asbestos has been found to be present in surface soils.

Groundwater investigations have confirmed the presence of some elevated heavy metal concentrations. Assessment of these concentrations and neighbouring groundwater characteristics indicate these concentrations are likely to be associated with background levels and do not warrant further assessment.



The Site Auditor recommended that groundwater hydrocarbon assessment around the possible on-site UST(s) may be needed upon assessment of this area in accordance with relevant guidelines and regulations.

Based on the supplied data, if Lot 11 were to be redeveloped in the future, remediation would be required to render the land to a standard consistent with the development scenario. It is therefore envisioned that a site remedial strategy specific to the proposed mid-high density residential land use will need to be developed and implemented.

The application of the former RAP prepared by (JBS&G, 12 December 2013) would therefore require reconsideration under the proposed land use change.

Localised contamination from the Site's historical activities does exist, primarily in the form of asbestos. DLA has provided preliminary recommendations to address this contamination and reduce any potential adverse impacts to the environment or human health to acceptable levels.

The Stage I PSI concludes that in its current condition, the Site can be made suitable for the future intended land use, consistent with the criteria outlined in the NEPM (NEPC, 2013) for Residential B land use criteria, following the implementation of a Remediation Action Plan and appropriate Validation. All remediation and validation works should be undertaken in accordance with the Remediation Action Plan, which is to be prepared for the intended land use, in accordance with the master plan, once rezoning has been approved.

#### *Land Use Suitability Review report for Lot 12*

Trace was commissioned to prepare a Land Use Suitability Review (LUSR) for containment cell materials at the property identified at Lot 12

The southern portion of Lot 12 is referred to as Area A and has been previously remediated (validated). While the northern portion of Lot 12 is referred to as Area B. Area B is limited to the portion of the Site which has been designated as the containment cell was the focus of this report. Both areas are shown in Figure 20 below.



**Figure 19.** Aerial view of Lot 12 showing the previously remediated (validated) site area and the containment cell (Source: DLA LUSR)

The Land Use Suitability Review and Stage I Preliminary Site Investigation conclude that following the implementation of a Remediation Action Plan and Validation, the site can be made suitable for the future intended land uses, consistent with the criteria outlined in the National Environment Protection (Assessment of Site Contamination) Measures.

#### **4.3.7 Geotechnical**

An initial geotechnical investigation has been undertaken by DLA Environmental Services (Attachment 7). The Site is not identified as liable to land slip or mine subsidence.

#### **4.3.8 Heritage**

Clyde Railway Yards & Signal Box is listed as a heritage item in Auburn LEP 2010 as an archaeological Site and listed on RailCorp's S.170 register (under the provisions of the NSW Heritage Act 1977) as a goods yard with potential archaeological features.

The Site is listed on the Auburn LEP as an archaeological Site. This listing appears to derive from its inclusion in the Auburn Heritage Study where its heritage significance was defined as:

The Clyde Marshalling Yard is significant in demonstrating the large volume of railway goods traffic generated by the Sydney Metropolitan area, both in historical and current terms. It also demonstrated the close relationship between local industry and rail transport.

The Heritage Impact Assessment (Attachment 5) accompanying this Proposal concludes that all present and past investigations into heritage on the Site conclude that there are no elements remaining on the Site that are relevant to its original heritage listing as part of the Clyde Marshalling Yards, and contains no identified heritage elements and has been physically separated from the remaining marshalling area.

In the absence of any identified heritage structures, archaeological Sites or features, or industrial vistas within the study area, re-zoning of the study area will lead to no loss of heritage values within the Local Government Area.



## 5 Opportunities and Constraints

An Opportunities and Constraints analysis has been undertaken as part of the Site analysis and is presented in the *Urban Design Report* prepared by PTW (Attachment 1). High level images indicating the opportunities and constraints for the Site in the context of the surrounding locality are detailed below.

This work informed the proposed landuses, and indicative built form and landscape outcomes as detailed in the Masterplan and Landscape Masterplan for the Site.

### Site Opportunities

- single ownership to ensure certainty of delivery of enabling infrastructure, housing, affordable rental housing and future employment opportunities
- opportunity for urban renewal to activate the Site and broader Precinct that is complementary to the existing residential land uses directly adjoining the Site to the south
- improved pedestrian connectivity to Clyde, Auburn and Granville Train stations
- investigate improved vehicular access to the wider road network
- investigate opportunities for business and retail uses to improve the vitality and mix of land uses in the local area
- opportunity for the provision of community facilities (childcare centre, community centres etc)
- environmental upgrade of the Duck River corridor
- improved open space and pedestrian accessibility to Duck River and connection to the regional open space network
- remediation of existing industrial land
- investigate new vehicle and pedestrian crossings over the Duck River linking the Site to areas to the west

### Site Constraints

- limited road access
- potential conflict between proposed residential uses with adjoining railway uses
- contamination – location of existing central contamination cell on Site
- existing low density residential development to the south and west of the Site
- limited connectivity to surrounding areas

## 6 Planning Context

### 6.1 Auburn Local Environmental Plan 2010

The Site is zoned *IN1 General Industrial* pursuant to the Land Use Table in the *Auburn Local Environmental Plan 2010* (Auburn LEP 2010) as detailed below:

#### *Zone IN1 General Industrial*

##### *1 Objectives of zone*

- *To provide a wide range of industrial and warehouse land uses.*
- *To encourage employment opportunities.*
- *To minimise any adverse effect of industry on other land uses.*
- *To support and protect industrial land for industrial uses.*
- *To encourage economic growth of the locality.*
- *To minimise adverse effects on the natural environment.*

##### *2 Permitted without consent*

*Nil*

##### *3 Permitted with consent*

*Building identification signs; Business identification signs; Depots; Freight transport facilities; Garden centres; General industries; Hardware and building supplies; Industrial training facilities; Kiosks; Light industries; Markets; Neighbourhood shops; Places of public worship; Restaurants or cafes; Roads; Warehouse or distribution centres; **Any other development not specified in item 2 or 4***

##### *4 Prohibited*

*Agriculture; Amusement centres; Animal boarding or training establishments; Boat sheds; Camping grounds; Car parks; Caravan parks; Cemeteries; Charter and tourism boating facilities; Child care centres; Correctional centres; Crematoria; Eco-tourist facilities; Educational establishments; Entertainment facilities; Environmental facilities; Exhibition homes; Exhibition villages; Extractive industries; Farm buildings; Forestry; Funeral homes; Health services facilities; Heavy industries; Highway service centres; Home occupations (sex services); Information and education facilities; Marinas; Mooring pens; Moorings; **Office premises**; Passenger transport facilities; Recreation facilities (major); Registered clubs; Research stations; Residential accommodation; Respite day care centres; Restricted premises; Retail premises; Rural industries; Signage; Tourist and visitor accommodation; Veterinary hospitals; Water recreation structures; Water supply systems; Wharf or boating facilities*

The Land Use Zoning Map shows that the Site is zoned IN1 General Industrial. An extract from the AUBURN LEP 2010 zoning map is provided below.

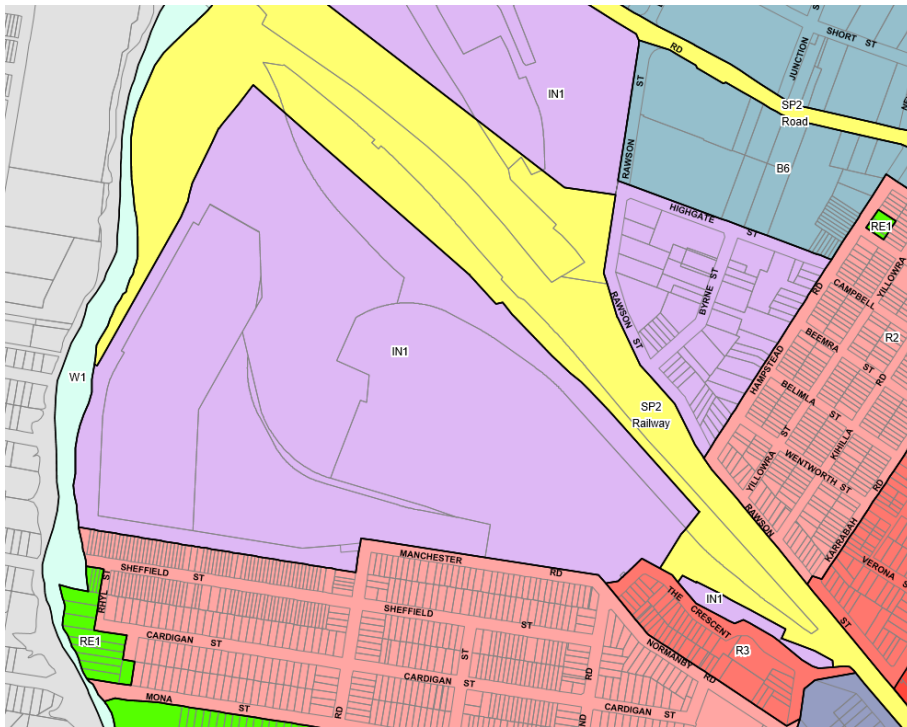


Figure 20. An extract from the Land Zoning Map (Source: AUBURN LEP 2010)

Clause 4.1 of the Auburn LEP 2010 establishes minimum lots sizes for development. Clause 4.1(3) states that the size of any lot resulting from a subdivision is not to be less than the minimum size shown on the Lot Size Map. The map applies a minimum lot size of 1500m<sup>2</sup> to the Site.

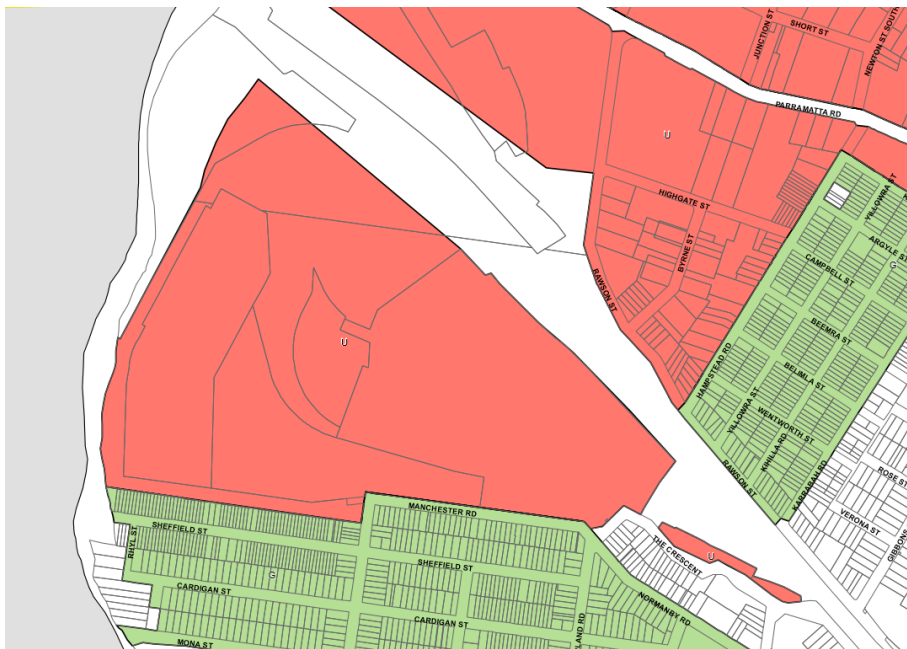


Figure 21. An extract from the AUBURN LEP 2010 Minimum Lot Size Map

Clause 4.3 of the Auburn LEP 2010 establishes maximum building heights for development. Clause 4.3(2) states that the maximum height of a building is not to exceed the maximum building height shown on the Height of Buildings Map. This map does not apply a maximum building height to the Site.



Figure 22. An extract from the AUBURN LEP 2010 Height of Buildings Map

Clause 4.4 of the Auburn LEP 2010 establishes a maximum floor space ratios (FSRs) for development. Clause 4.4(2) states that the maximum FSR a building on any land is not to exceed the FSR shown on the Floor Space Ratio Map. This map applies an FSR of 1:1 to the Site.

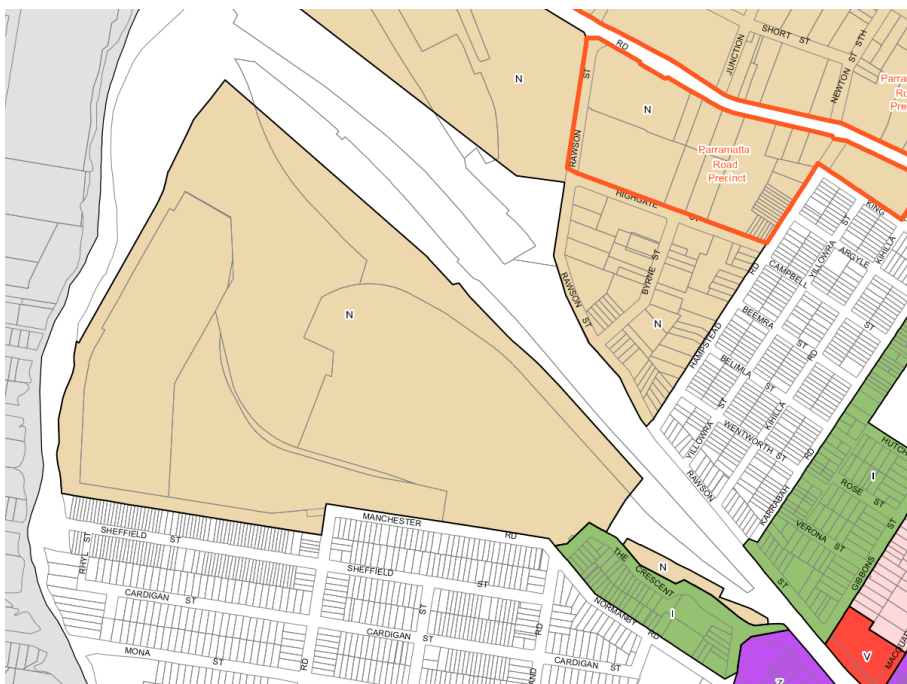


Figure 23. An extract from the AUBURN LEP 2010 Floor Space Ratio Map



Clause 5.10 of Auburn LEP 2010 notes that heritage items are listed in and described in Schedule 5. The Site is included as part of a larger area which is listed as an archaeological heritage item, numbered A50 in Schedule 5 and described as *Clyde Marshalling Yards*. It is noted as having local level heritage significance.

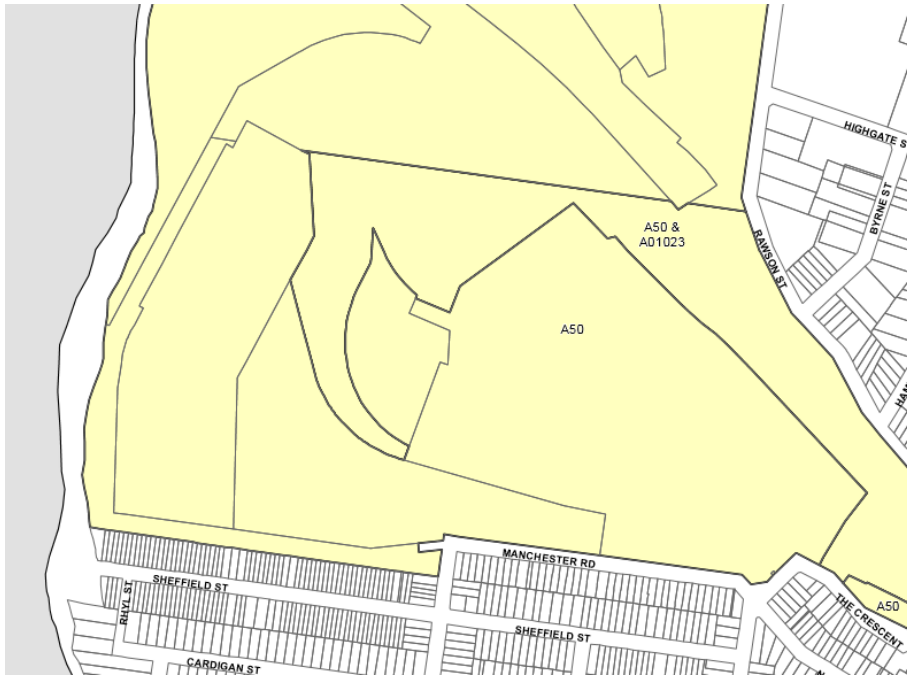


Figure 24. An extract from the AUBURN LEP 2010 Heritage Map shows the Site and the adjacent Clyde Marshalling Yards is listed as an archaeological item

Clause 6.1 of Auburn LEP 2010 relates to acid sulfate soils. Clause 6.1(2) states that development consent is required for the carrying out of works described in the Table on land shown on the Acid Sulfate Soils Map as being of the class specified for those works.

The map identifies the Site as being Class 4 and 5 land. These are the least sensitive classes of Acid Sulphate Soils. For works described below an acid sulfate soils management plan is required to be prepared and provided to the consent authority prior to the granting of development consent.

- *For Class 4 land: Works more than 2 metres below the natural ground surface. Works by which the watertable is likely to be lowered more than 2 metres below the natural ground surface.*
- *For Class 5 land requires: Works more than 2 metres below the natural ground surface. Works by which the watertable is likely to be lowered more than 2 metres below the natural ground surface.*

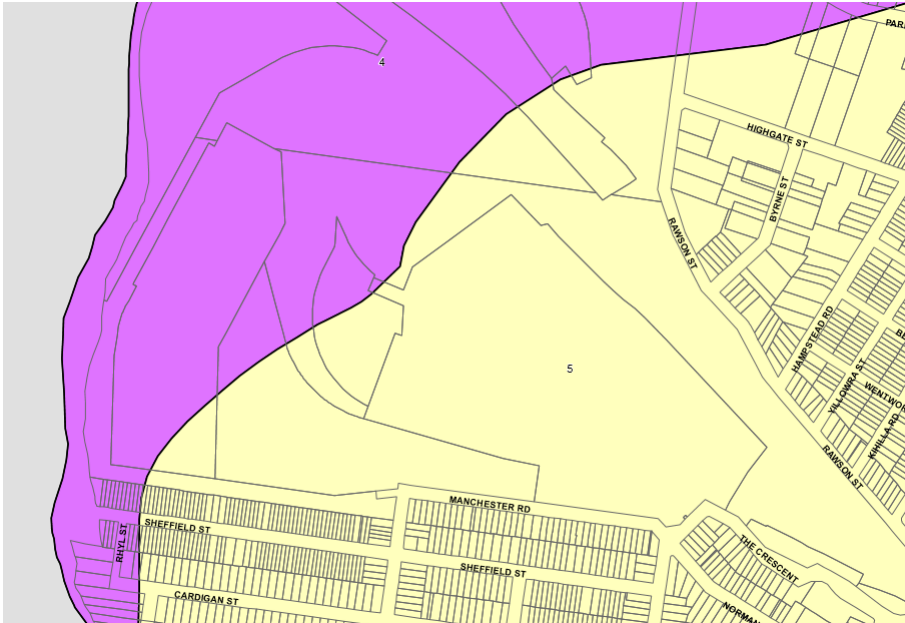


Figure 25. An extract from the AUBURN LEP 2010 Acid Sulfate Soils Map shows the Site and the adjacent Clyde Marshalling Yards is listed as an archaeological item

Clause 6.4 of Auburn LEP 2010 applies to land identified as below the foreshore building line on the Foreshore Building Line Map. The Map shows that the Site is adjacent to but not affected by this control along Duck River.



Figure 26. An extract from the AUBURN LEP 2010 Foreshore Building Line Map shows the Site is adjacent to but not affected by this control along Duck River

Clause 6.3 of Auburn LEP applies to land that is shown as a flood planning area on the Flood Planning Map. The Site is not located within a flood planning area.

## 6.2 Auburn Development Control Plan 2010

- provide detailed controls which support the Auburn LEP 2010
- ensure high quality development across the LGA
- provide guidelines to applicants in formulating development proposals
- identify the criteria and process for assessing DAs and responsibilities
- provide development controls for Council to assess development proposals

This Planning Proposal is supported by a Masterplan and Urban Design Report. The Urban Design Report forms the basis of a future Site specific DCP for the Site. This report is based on the guiding principles for the redevelopment of the Site combined with more detailed urban design, public domain and landscape principles to guide future built form. It is proposed that the Site be identified in the ADCP 2010 as a Special Precinct with its own section in the ADCP 2010. The applicant proposes to work closely with Council on the following controls to be part of any formal public exhibition package following Gateway determination:

- Page 46

## 7 Manchester Road Masterplan

The Manchester Road Masterplan and Urban Design Report (Attachment 1) has been prepared by PTW to support the Planning Proposal. This is also supported by a Landscape Plan prepared by Context (Attachment 1).

The Masterplan demonstrates the immediate and broader public benefits associated with the transformation of this former industrial land to a contemporary urban village with alternative employment uses, residential, open space and to respond to the evolving digital economy.

The Masterplan is supported by the Urban Design report prepared by PTW. The Masterplan outlines proposed internal street layout, open space, public domain, building platforms, heights and land uses. The Masterplan seeks the following yields for the Site:

- approximately 1,800 dwellings including 90 affordable rental housing dwellings
- employment uses - 30,000 - 40,000m<sup>2</sup>
- retail uses – 6,000m<sup>2</sup>
- community uses – 2000m<sup>2</sup>
- childcare – 1,000m<sup>2</sup>

The Masterplan will allow for housing diversity with a range of apartment sizes to accommodate a wide range of residents. The Masterplan has been designed with an indicative apartment mix likely to be in the range of:

- studio apartments – 2%
- 1-bedroom apartments – 25%
- 2-bedroom apartments – 65%
- 3-bedroom apartments – 5%
- Duplex Terrace – 3%

The Masterplan should be read in conjunction with the Landscape Masterplan prepared by Context. The Masterplan is the result of an evidence based approach to urban design that examines the Site, strategic context, methodology, opportunities and constraints, urban design principles, landscaping and public domain.

Key vision for the site is a vibrant mixed-use community within a public domain with a distinct and memorable urban character. The success of the residential and public areas will act as a catalyst for new employment uses on the northern part of the site. The formulation of the Masterplan is based on the following strategies:

- *Provision of new employment opportunities located to the northern portion of the site, adjoining emerging employment types (note there will be no heavy industrial uses permitted)*
- *Provision a range of housing types in close proximity to public transport, integrated with high quality open space areas that respond to an increase in population;*
- *Provision of new built form to spatially define new pedestrian linkages and new public open space areas as an attractive urban precinct;*



- Provision of modulated built form that will accommodate differences in housing choice, reflecting changes in household size and lifestyle choices;
- Acknowledgment of the site's strategic location with linkages to adjoining existing urban pattern;
- The transition from a former large scale heavy industrial site to a finer grained, more densely populated and mixed use community.

The Masterplan divides the Site into 6 key focus areas or precincts within the Site with attention to the existing streetscape and neighbourhoods as follows:

- Employment Area
- River Park
- Town Centre
- Central Neighbourhood
- Eastern Neighbourhood
- Childcare and park

The Masterplan provides certainty for future landuses and built form and is proposed to form the basis of a DCP for the Site and informs the LEP planning controls for the Site.

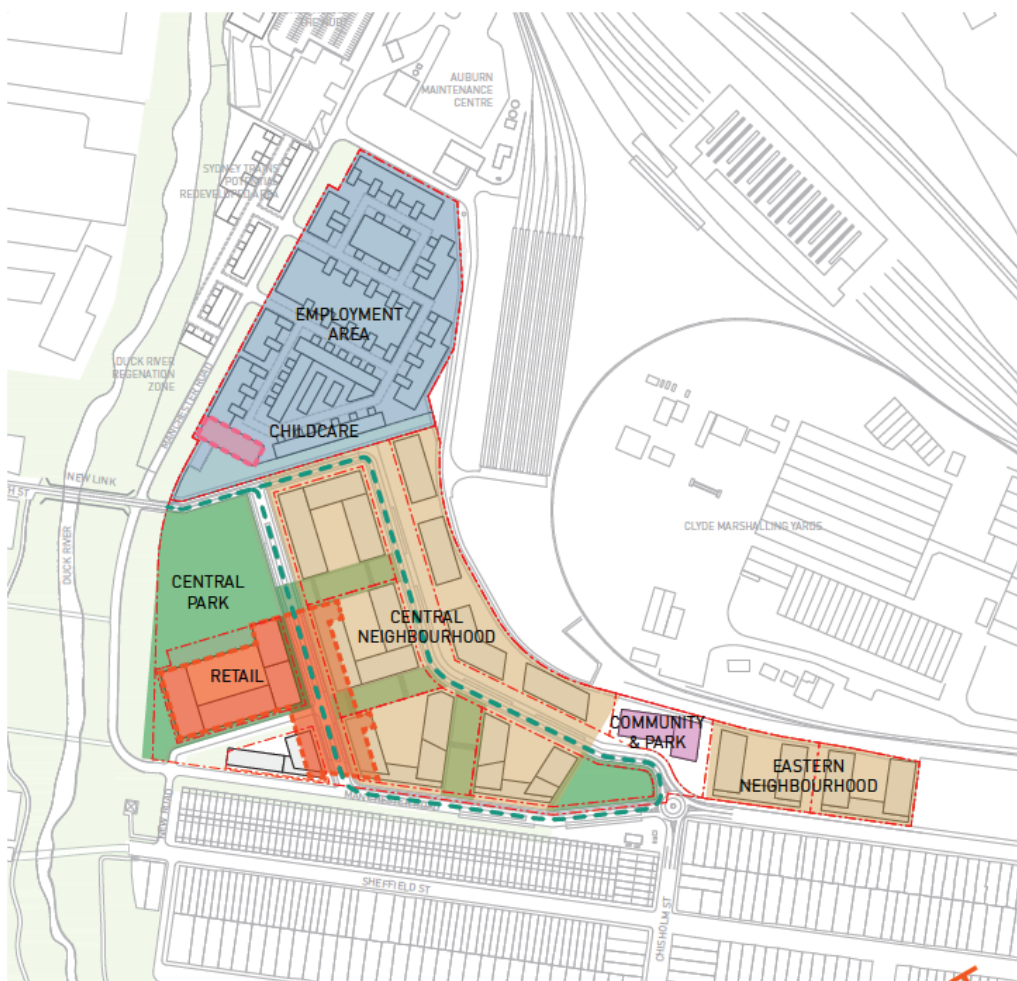


Figure 28. Manchester Road Masterplan (Source: PTW 2017)

## 7.1 Landscape Masterplan

A Landscape Masterplan and report has been prepared by Context (Attachment 1) to inform the Masterplan for the Site.

The plan incorporates a sequence of unified landscape spaces across the site with connection to the Duck River Riparian zone, with 6 landscape zones:

- Duck River Riparian;
- Duck River Park;
- Gateway Park
- Linear Parks;
- Residential Precincts (with communal spaces); and
- Employment Precinct; and
- Pedestrian Laneways



Figure 29. Manchester Road Landscape Masterplan (Source: Context 2017)



Figure 30. Proposed landscaping treatment Duck River interface (Source: Context 2017)

## 8 The Planning Proposal

### 8.1 Vision and Guiding Principles

The Vision for the Site is as follows:

- revitalisation of an underutilized industrial site
- retain 4ha of the Site for emerging employment uses
- foster a new connected and sustainable community through: creating a productive, sustainable and liveable place
- facilitate a range of residential densities which are transit oriented to create an active, safe and vibrant local centre with building heights transitioning from the centre of the Site to lower heights at the residential interface
- create a tree-lined Boulevard to function as the main transit boulevard, connecting the employment area to the north with retail and residential precincts
- encourage travel on foot, bike and public transport will be realistic and viable modes of travel
- create a network of high quality, flexible and diverse public spaces that will be the focus of activity, encourage social interaction, and make the area an attractive place to live and work
- enhance public access and public ownership of the Duck River foreshore
- protect the ecological values of the Duck River foreshore
- develop innovative measures to reduce waste and water consumption, and to improve energy efficiency

The Planning Proposal seeks to achieve this Vision by allowing the redevelopment of the Site as mixed-use development with a range of employment, residential, retail, commercial, and community uses. The Guiding Principles for this Proposal are:

- establish infrastructure that improves the connectivity of people, places and ideas
- support innovation through the growth of new employment uses that can co-exist with the adjoining railway uses to the north and residential development to the south
- foster a dynamic, integrated community by creating places for people to work, live and play
- regenerate the areas natural assets, in particular, the Duck River corridor, to create a clean and healthy environment
- prioritise design quality as a tool to create a built environment that is unique to the area
- create an efficient, resilient precinct that achieves environmental best practice and demonstrates leadership in sustainability

The Planning Proposal seeks to achieve the Vision by proposing amendments to the *Auburn LEP 2010* and rezone 10ha of the Site to recreation, mixed use and residential land use zones. It is also intended that the Proposal progress with a VPA offer to secure public benefits and a DCP to give greater certainty on built form and public domain outcomes.

The Masterplan and Urban Design Report provide an analysis, key connections, built form, landscaping, public domain and streetscape which forms the basis of the proposed LEP provisions.

This comprehensive analysis combined with the wide range of multi-disciplinary reports support a future built form up to 12 storey buildings (excluding parking for some buildings, stepping down to 3 storey buildings in residential interface areas) and landuses to support future employment, while not resulting in any significant adverse environmental impacts on the surrounding locality.

## 8.2 Explanation of provisions

The Planning Proposal seeks an amendment to the *Auburn Local Environmental Plan 2010* (Auburn LEP 2010) for land at Manchester Road, Auburn (the Site).

The primary purpose of the Proposal is to rezone the Site from the *IN1 General Industrial* zone to a range of business, mixed use, residential and open space zones to facilitate the urban renewal of the Site.

The Proposal also seeks more appropriate built form controls, seeking a new maximum height limit of up to 42 metres/12 storeys, with a floorspace ratio of 1.7:1.

The Proposal will nominate a maximum of 46,000m<sup>2</sup> of non-residential landuses across the Site to promote employment uses with 6,000m<sup>2</sup> within the B2 – Local Centre zone (The Town Centre) and 30,000m<sup>2</sup> – 40,000m<sup>2</sup> in the retained industrial zone.

It is proposed the heritage item listing on the Site be retained.

Summary of Proposed LEP Amendments		
Current Auburn LEP 2010		Proposed
Land Zoning Map	IN1 General Industrial	<ul style="list-style-type: none"> <li>Retain northern 4ha of Site as IN1 General Industrial</li> <li>Rezone southern 10ha of land to:               <ul style="list-style-type: none"> <li>B2 - Local Centre</li> <li>R4 – High Density Residential</li> <li>RE1 – Public Recreation</li> </ul> </li> </ul>
Minimum Lot Size	1,500m <sup>2</sup>	Amend the Lot Size Map to have no minimum lot size on the site
FSR	1:1	1:1 on northern 4ha 1.7:1 on southern 10ha
Height of buildings	No height limit	No height limit on northern 4ha Ranging from 9 metres to 42 metres (2 to 12 storeys).
Heritage Map	Listed in Sch 5	No change
Acid Sulphate Soils	Class 4 and 5	No change
Additional Permitted Uses	No additional uses permitted on subject site	Amend Schedule 1 to permit the following additional uses on the northern 4ha of the site: <ul style="list-style-type: none"> <li>Office premises (limited to max 10% of total GFA)</li> <li>Car park</li> <li>Health service facility</li> <li>Respite day care</li> <li>Centre-based child care facility</li> </ul> Identify northern 4ha of Site on the Additional Permitted Uses Map

Table 3: Summary of proposed LEP amendments



It is proposed that the Site be identified in Part 4 of the *Auburn Development Control Plan 2011* as a *Special Precinct*. PAYCE proposes to work closely with Council staff on appropriate controls to be part of any formal public exhibition package following Gateway determination.

A VPA is also proposed to be progressed in parallel with the Planning Proposal.

### 8.2.1 Rationale for Proposed Land Use Controls

This Planning Proposal and supporting reports makes the case for change to rezone the Site from an *IN1 General Industrial* zone to a range of other zones. The consideration of appropriate zones and key built form controls (height and FSR) follows an evidence-based approach which investigated in detail the economic, environmental (including traffic and transport) and social impacts of a new mixed-use development of the Site.

A planning justification and rationale for these proposed land use zones and key built form controls is detailed below.

#### Proposed Land Use Zones

The proposed zones for the Site are considered the most appropriate to deliver the desired future outcomes as detailed in the Masterplan for the Site.

Proposed Zone	Planning Justification
<b>IN1 General Industrial</b>	<ul style="list-style-type: none"> <li>Maintain the existing zone with additional permitted uses;               <ul style="list-style-type: none"> <li><i>Office premises</i> (limited to max 10% of total GFA)</li> <li><i>Car park</i></li> <li><i>Health service facility</i></li> <li><i>Respite day care</i></li> <li><i>Centre-based child care facility</i></li> </ul> </li> </ul>
<b>B2 Local Centre</b>	<ul style="list-style-type: none"> <li>The B2 Local Centre Zone is considered the most appropriate zone to create a new Town Centre for the Site.</li> <li>The objectives of the zone will ensure that this will function as a Town Centre with activation of the street for retail, community and employment opportunities as well as providing residential interface through shop top housing for affordable rental housing.</li> <li>The permissible uses within the zone limit residential flat buildings and ensure its activation as a new retail and commercial centre for the Site and precinct.</li> <li>The Retail Assessment undertaken by Leyshon Consulting (Attachment 4) demonstrates that the centre will not lead to unacceptable impacts on surrounding centres.</li> <li>The Traffic and Transport Study (Attachment 2) demonstrates that the centre in this location (as associated traffic movements) will not lead to unacceptable traffic impacts subject to a range of measures and public transport initiatives.</li> </ul>
<b>R4 High Density Residential</b>	<ul style="list-style-type: none"> <li>The R4 High Density residential zone is considered the most appropriate zone to deliver the desired urban outcomes for the Site and provide housing choice to meet projected demand for the LGA.</li> </ul>

Proposed Zone	Planning Justification
	<ul style="list-style-type: none"> <li>The objectives of this zone exist in Auburn LEP 2011 and will ensure that future development will provide for high quality housing to meet the needs of the community.</li> <li>This zone allows for the provision of large areas of dedicated active and passive open space and high quality public domain outcomes and a range of other public benefits as detailed in this Planning Proposal both within and outside the Site (Section 1 of this report). The zoning of roads is consistent with the approach taken in Auburn LEP 2011.</li> <li>This zone allows for future residential development that best responds to the existing constraints of the Site, including the existing adjoining railway lands</li> <li>This zone will ensure that future land uses are restricted to residential uses (and community uses/other uses including neighbourhood shops which serve the community consistent with the existing zoning objectives and permissible uses).</li> <li>Essential to the success of this zone is the relationship with the proposed height and FSR maps that ensure that buildings with the maximum heights are appropriately located.</li> </ul>
<b>RE1 Public Recreation</b>	<ul style="list-style-type: none"> <li>The RE1 Public Recreation zone is considered the most appropriate zone for the areas of proposed communal open space.</li> <li>This ensures that large areas of open space are dedicated to Cumberland Council, providing a valuable resource for the wider community for opportunities for passive and active recreation.</li> </ul>

Table 4: Summary of proposed LEP zones

The proposed new land use zones are illustrated in Figure 32 below.

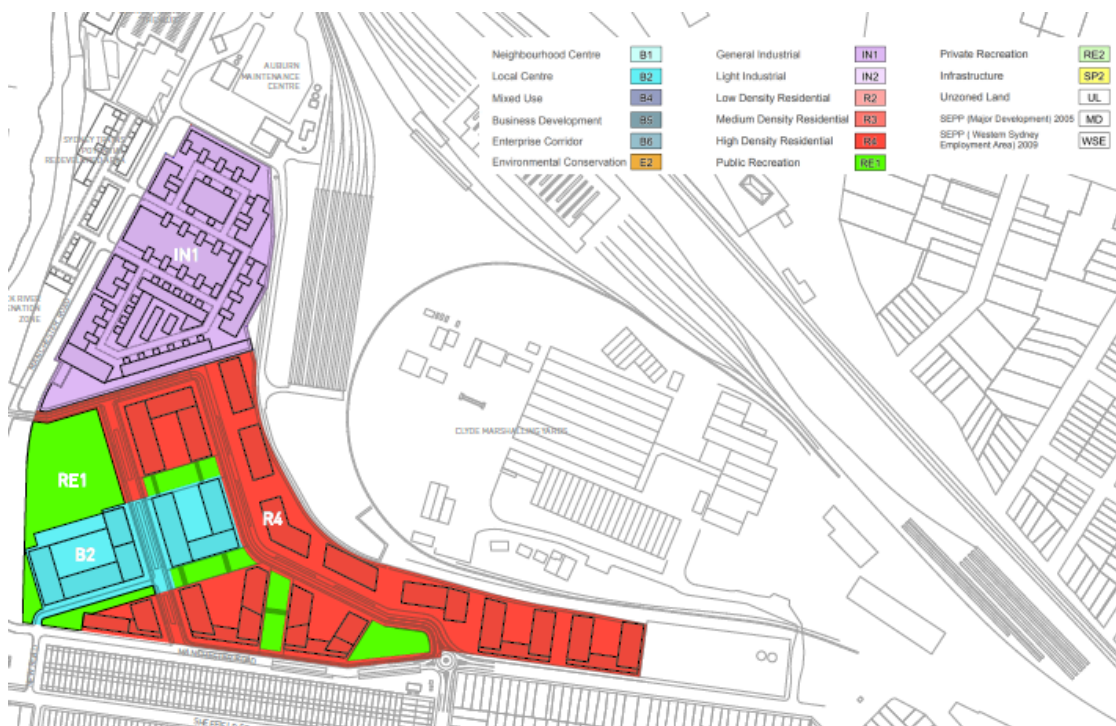


Figure 31. Proposed changes to the Land Use Zoning Map (Source: PTW)

The proposed zones as detailed in the Auburn LEP 2010 are detailed below indicating objectives and permissible uses.

#### **Zone IN1 General Industrial**

##### **1 Objectives of zone**

- To provide a wide range of industrial and warehouse land uses.
- To encourage employment opportunities.
- To minimise any adverse effect of industry on other land uses.
- To support and protect industrial land for industrial uses.
- To encourage economic growth of the locality.
- To minimise adverse effects on the natural environment.

##### **2 Permitted without consent**

*Nil*

##### **3 Permitted with consent**

*Building identification signs; Business identification signs; Depots; Freight transport facilities; Garden centres; General industries; Hardware and building supplies; Industrial training facilities; Kiosks; Light industries; Markets; Neighbourhood shops; Places of public worship; Restaurants or cafes; Roads; Warehouse or distribution centres; Any other development not specified in item 2 or 4*

##### **4 Prohibited**

*Agriculture; Amusement centres; Animal boarding or training establishments; Boat sheds; Camping grounds; Car parks; Caravan parks; Cemeteries; Charter and tourism boating facilities; Centre-based child care facilities; Correctional centres; Crematoria; Eco-tourist facilities; Educational establishments; Entertainment facilities; Environmental facilities; Exhibition homes; Exhibition villages; Extractive industries; Farm buildings; Forestry; Funeral homes; Health services facilities; Heavy industries; Highway service centres; Home occupations (sex services); Information and education facilities; Marinas; Mooring pens; Moorings; Office premises; Passenger transport facilities; Recreation facilities (major); Registered clubs; Research stations; Residential accommodation; Respite day care centres; Restricted premises; Retail premises; Rural industries; Signage; Tourist and visitor accommodation; Veterinary hospitals; Water recreation structures; Water supply systems; Wharf or boating facilities*

#### **Zone B2 Local Centre**

##### **1 Objectives of zone**

- To provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area.
- To encourage employment opportunities in accessible locations.
- To maximise public transport patronage and encourage walking and cycling.
- To encourage high density residential development.
- To encourage appropriate businesses that contribute to economic growth.
- To achieve an accessible, attractive and safe public domain.

##### **2 Permitted without consent**

*Nil*

##### **3 Permitted with consent**

*Boarding houses; Child care centres; Commercial premises; Community facilities; Educational establishments; Entertainment facilities; Function centres; Group homes; Information and education facilities; Medical centres; Passenger transport facilities; Recreation facilities (indoor); Registered clubs; Residential flat buildings; Respite day care centres; Restricted premises; Roads; Self-storage units; Service stations; Serviced*

apartments; Shop top housing; Tourist and visitor accommodation; Warehouse or distribution centres; Any other development not specified in item 2 or 4

#### 4 Prohibited

Agriculture; Air transport facilities; Animal boarding or training establishments; Boat building and repair facilities; Boat sheds; Camping grounds; Caravan parks; Cemeteries; Charter and tourism boating facilities; Correctional centres; Crematoria; Depots; Eco-tourist facilities; Electricity generating works; Environmental facilities; Exhibition homes; Exhibition villages; Extractive industries; Farm buildings; Forestry; Freight transport facilities; Heavy industrial storage establishments; Highway service centres; Home occupations (sex services); Industrial retail outlets; Industrial training facilities; Industries; Marinas; Mooring pens; Moorings; Open cut mining; Port facilities; Recreation facilities (major); Research stations; Residential accommodation; Rural industries; Sewerage systems; Sex services premises; Storage premises; Transport depots; Waste or resource management facilities; Water recreation structures; Water supply systems; Wharf or boating facilities; Wholesale supplies

### **Zone R4 High Density Residential**

#### 1 Objectives of zone

- To provide for the housing needs of the community within a high density residential environment.
- To provide a variety of housing types within a high density residential environment.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To encourage high density residential development in close proximity to bus service nodes and railway stations.

#### 2 Permitted without consent

Nil

#### 3 Permitted with consent

Attached dwellings; Bed and breakfast accommodation; Boarding houses; Building identification signs; Business identification signs; Child care centres; Community facilities; Hostels; Hotel or motel accommodation; Multi dwelling housing; Neighbourhood shops; Places of public worship; Residential flat buildings; Respite day care centres; Roads; Semi-detached dwellings; Shop top housing; Any other development not specified in item 2 or 4

#### 4 Prohibited

Agriculture; Air transport facilities; Amusement centres; Animal boarding or training establishments; Boat building and repair facilities; Boat sheds; Camping grounds; Car parks; Caravan parks; Cemeteries; Charter and tourism boating facilities; Commercial premises; Correctional centres; Crematoria; Depots; Eco-tourist facilities; Electricity generating works; Entertainment facilities; Environmental facilities; Exhibition homes; Exhibition villages; Extractive industries; Farm buildings; Forestry; Freight transport facilities; Function centres; Heavy industrial storage establishments; Highway service centres; Home occupations (sex services); Industrial retail outlets; Industrial training facilities; Industries; Information and education facilities; Marinas; Mooring pens; Moorings; Mortuaries; Open cut mining; Passenger transport facilities; Port facilities; Recreation facilities (major); Registered clubs; Research stations; Residential accommodation; Restricted premises; Rural industries; Service stations; Sewerage systems; Sex services premises; Signage; Storage premises; Tourist and visitor accommodation; Transport depots; Vehicle body repair workshops; Vehicle repair stations; Veterinary hospitals; Warehouse or distribution centres; Waste or resource management facilities; Water recreation structures; Water supply systems; Wharf or boating facilities; Wholesale supplies



## **Zone RE1 Public Recreation**

### **1 Objectives of zone**

- To enable land to be used for public open space or recreational purposes.
- To provide a range of recreational settings and activities and compatible land uses.
- To protect and enhance the natural environment for recreational purposes.
- To protect open space at riparian and foreshore locations.

### **2 Permitted without consent**

Nil

### **3 Permitted with consent**

Child care centres; Community facilities; Depots; Environmental facilities; Environmental protection works; Function centres; Information and education facilities; Kiosks; Markets; Places of public worship; Public administration buildings; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Respite day care centres; Restaurants or cafes; Roads; Water recreation structures

### **4 Prohibited**

Any development not specified in item 2 or 3

## **Amend Schedule 1 - Additional Permitted Uses**

It is proposed to allow the following additional permitted uses on the northern 4ha of the Site:

- Office premises (limited to max 10% of total GFA)
- Car park
- Health service facility
- Respite day care
- Centre-based child care facility

These uses are defined in the Dictionary of AUBURN LEP 2010 as follows:

**office premises** means a building or place used for the purpose of administrative, clerical, technical, professional or similar activities that do not include dealing with members of the public at the building or place on a direct and regular basis, except where such dealing is a minor activity (by appointment) that is ancillary to the main purpose for which the building or place is used.

**car park** means a building or place primarily used for the purpose of parking motor vehicles, including any manoeuvring space and access thereto, whether operated for gain or not.

**health services facility** means a building or place used to provide medical or other services relating to the maintenance or improvement of the health, or the restoration to health, of persons or the prevention of disease in or treatment of injury to persons, and includes any of the following:

- (a) a medical centre,
- (b) community health service facilities,
- (c) health consulting rooms,
- (d) patient transport facilities, including helipads and ambulance facilities,
- (e) hospital.

**respite day care centre** means a building or place that is used for the care of seniors or people who have a disability and that does not provide overnight accommodation for people other than those related to the owner or operator of the centre.

**centre-based child care facility means:**

**(a) a building or place used for the education and care of children that provides any one or more of the following:**

**(i) long day care,**

**(ii) occasional child care,**

**(iii) out-of-school-hours care (including vacation care),**

**(iv) preschool care, or**

**(b) an approved family day care venue (within the meaning of the Children (Education and Care Services) National Law (NSW)),**

The inclusion of these additional uses will provide more employment opportunities and greater flexibility on the retained industrial zoned land.

Office premises is a use that is consistent with that of the recently constructed Sydney Trains headquarters known as *The Hub* which primarily comprises of a five-storey office building/logistics centre and is located to the north-west of the Site. The limitation on the GFA of office premises will protect future employment lands, by allowing flexibility for future contemporary employment uses (eg ability for shared office space)

#### **Proposed amendments to Height of Buildings Map**

The proposed built form is underpinned by the strategic direction to transform the Site as indicated in the Masterplan as demonstrated through the following principles:

- locating the highest buildings along the railway lands edge with heights cascading down interface with the residential low density areas and the Duck River open space corridor
- enabling the Town Centre to function for, retail and community uses
- preserving the northern end of the Site for employment uses

The Urban Design Report prepared by PTW (Attachment 1) outlines the guiding principles, methodology, opportunities and constraints, urban design principles, landscaping and public domain. This Report investigates several focus areas or precincts within the Site considering potential impacts on adjoining properties and consideration of the existing and evolving character of the locality.

These investigations also carefully examine the Site conditions, noting that the centre of the Site contains an elevated contamination containment cell.

The building height and density strategy seeks to optimise the proximity of the Site to good rail services at both Clyde and Auburn train stations, while respecting the scale and built form of residential development to the south.

The Proposal seeks a range of building heights, according to the proposed Masterplan, ranging in height from 9 metres to 42 metres (up to 12 storeys). This is based on an average assumed floor to floor height of 3.1m. This 42 metre height limit is proposed to allow for car parking above the contamination cell. This strategy responds to the existing landform and constraints of the site and does not lead to any adverse amenity impacts.

The proposed maximum 42 metre height limit is acceptable in limited locations on the Site where impacts will be minimal.

The proposed amendments sought to the Height of Buildings Map in Auburn LEP 2010 are illustrated in Figure 33 below.



Figure 32. Proposed changes to the Height of Building Height Map (Source: PTW)

The Proposal seeks to amend the height of buildings controls in Auburn LEP 2010 to introduce height controls and permit maximums of:

- 9m in areas notated J enabling development up to 3 storeys
- 18m in areas notated P2 enabling development up to 6 storeys
- 22.9m in areas notated R enabling development up to 6 storeys
- 24m in areas notated S enabling development up to 8 storeys
- 27m in areas notated T2 enabling development up to 8 storeys
- 36m in areas notated V1 enabling development up to 10 storeys
- 42m in areas notated W enabling development up to 12 storeys

### Proposed amendments to the Floor Space Ratio Map

In terms of proposed floorspace ratio (FSR), the Proposal seeks to:

- Retain an FSR of 1:1 for the northern 4ha of the Site; and
- Permit a maximum gross FSR of 1.7:1 for the southern 10ha of the Site.

The proposed FSR is generally consistent with the Auburn LEP 2010 planning framework which includes FSRs with a range of 1:1 to 2.6:1 for existing R4 High Density Zones. The proposed FSR of 1.7:1 is in the middle of this range.

This FSR is appropriate for the desired built form outcomes given the size and opportunities to provide significant areas of open space, with a total of 1.7ha of publicly accessible open space.

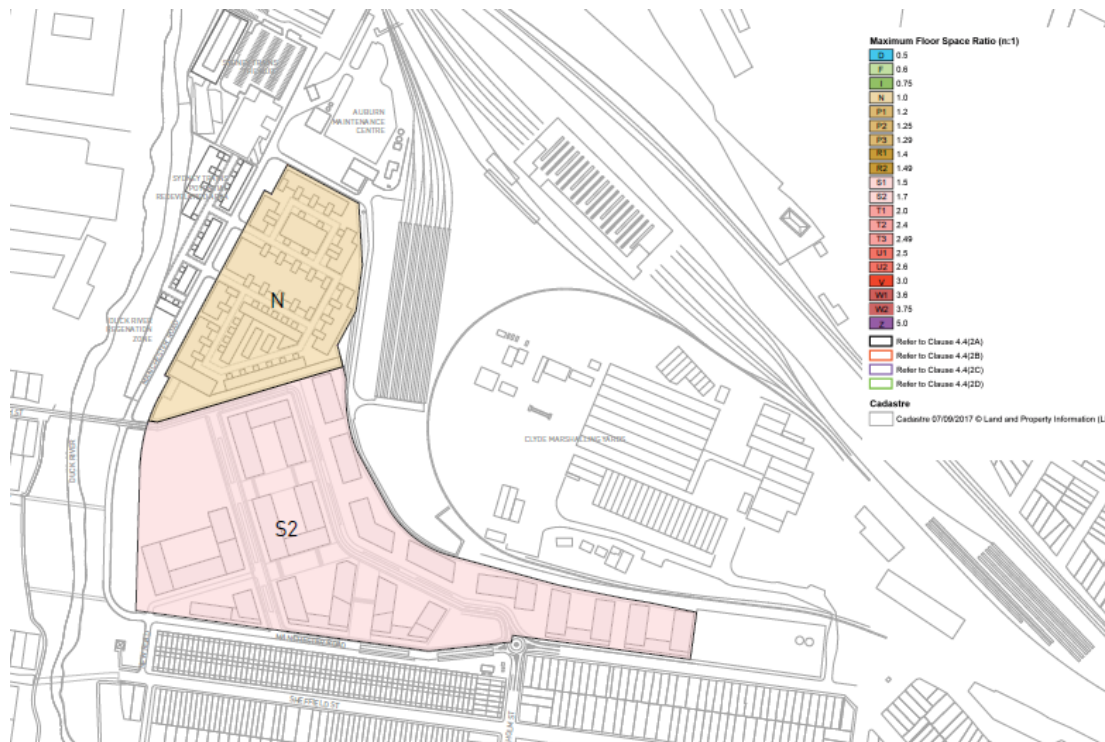


Figure 33. Proposed changes to FSR Map (Source: PTW 2017)

### Proposed amendments to the Lot size Map

A minimum lot size of 1,500m<sup>2</sup> currently applies to the site.

The Proposal seeks to amend the Lot size Map in Auburn LEP 2010 to remove the minimum lot size requirement, that is, to have no minimum lot size control for the site.

This will allow realisation of the masterplan which incorporates a range of lot sizes from super lots to smaller lots for the terrace housing fronting Manchester Road.



## 8.3 Justification

### 8.3.1 Section A – Need for a Planning Proposal

#### *Is the Planning Proposal a Result of Any Strategic Study or Report?*

The Planning Proposal is the outcome of a number of strategic studies and reports. The Proposal is also supported by a wide range of technical reports including traffic and transport, urban design and environmental studies.

The key studies that underpin the Site's transition from traditionally industrial zoned land to a mixed-use precinct are the economic studies undertaken by the SGS Group on behalf of PAYCE, the adopted *Auburn Employment Lands Strategy 2015* and *Cumberland Council's Draft Employment and Innovation Lands Strategy 2017*. These studies are summarised with further analysis below.

#### ***Auburn Employment Lands Strategy 2015***

The *Auburn Employment Lands Strategy* (ELS) report was prepared by AEC for the former Auburn City Council and adopted by Council in December 2015. The Strategy was commissioned to enable the Council to plan for future employment growth and change in the LGA, particularly on land covered by industrial or business zones.

The ELS relates to lands zoned for employment within the Auburn LGA (those lands within the industrial and business zones in the LEP) and focuses on land for retail, commercial or industrial activities. To align with other longer-term State and local strategies and policies, the strategy has a 17-year horizon to 2031.

The ELS draws together economic and property market research and employment growth projections to ascertain the likely nature and quantum of demand for employment lands (including centres) within the former Auburn LGA.

The study area for the report included a series of employment precincts within the former Auburn LGA, categorised as either industrial or business zoned areas. For each precinct, the report considered factors including whether existing planning controls were appropriate, sustainable, and likely to accommodate future business, industry and community needs.

The Site is part of Precinct 9, which is primarily comprised of the Clyde Marshalling Yards, and includes the warehouses occupied by RailCorp in the south-east portion, the BlueScope Steel distribution facility, and vacant parcels of land. It is important to note that the Precinct 9 and 12 are separated by the railway lines and that analysis of Precinct 9 encompasses the Clyde site, but also includes a substantial area which is not part of the site, as illustrated below.



Figure 34. Map of Clyburn (Precinct 9) (Source: Auburn ELS 2015)

The ELS highlights that the viability and sustainability of lands for continued industrial use is underpinned by their ability to:

- be directly accessed off major arterial roads and highways.
- operate in a conflict-free environment
- cluster with other businesses and industry

The study identifies the Clyburn precinct as strategically important due to its linkages with continued rail operations. The study's high-level position however means that the role and function of different parts of the precinct were not undertaken and so no clear link – or distinction - has been made between the Site's role and that of the wider precinct. This position follows on from the 2008 Subregional Plans which also identify it as strategically important and to be retained.

Under its employment growth scenarios, the Auburn ELS projected that the whole of the precinct would have an additional 7,900 square metres of floorspace between 2011 and 2031, and an additional 418 jobs.

The Strategy identifies Precinct 9 as having several competitive features, including: its location adjacent to the rail corridor – It is identified as part of Sydney's wider freight plan and in *A Plan for Growing Sydney* as one of the Intermodal Terminals within the freight network.

The ELS highlights that flexible planning controls are key to assisting industries and businesses as they continue to transition during structural economic change. Not meeting the changing needs of industrial activities will result in high levels of vacancy and undermine viability and sustainability.

The ELS contains recommendations for each Precinct. For Clyburn, 2 scenarios are presented, dependant on whether long-term access can be resolved.

An analysis of the ELS recommendations against the Proposal is contained later in this report concludes that should access issues not be resolved, that land use changes will be required for parts of the precinct.

***Draft Cumberland Council Employment and Innovation Lands Strategy and Land Use Planning Framework***

The Cumberland Draft Employment and Innovation Lands Strategy and Land Use Planning Framework (Draft EILS) 2017 has been undertaken by a consultant team comprising of AEC Group and Mecone on behalf of Auburn City Council. The EILS aims to promote *firmer and innovative employment, business and economic outcomes for Cumberland through development of a Land Use Planning Framework*.

The key implications for employment and innovation lands for the whole LGA identified in the report are:

- Demand for accessible lands close to customers and labour pools will increase with the rise and growth of Parramatta.
- Use of high knowledge workers, increased automation and shorter distribution chains will increase as businesses seek to value add and improve efficiency/productivity.
- Logistics will remain the dominant driver of demand with new warehousing models emerging, and will include strong demand for small-scale facilities.
- Cumberland is well-placed to capture emerging demand from re-shored manufacturing facilities, with a large labour and consumer market.
- The fit-out and configuration of warehouses will evolve with the use of robots and supply chain efficiencies, with the potential need for greater heights and FSRs.
- More traditional industry sectors are likely to depart the LGA. As such, Cumberland has the opportunity to attract businesses across a range of other industrial activities – including those focused on warehousing and distribution, and manufacturing industries in knowledge, technology, innovation and value adding activities.

Overall for the LGA, the report recommended that in the short-term, employment and innovation lands should be retained, in line with the ‘precautionary approach’ of the Greater Sydney Commission; that freight network planning be undertaken to support the viability of related businesses; and that an ‘Innovation Toolbox’ of planning mechanisms be developed to allow Council to incentivise and grow innovative businesses within the LGA’s employment lands.

The key sectors identified in the Draft EILS for the Cumberland LGA to focus on to develop the economy, and where there are opportunities for growth, are:

- Advanced manufacturing
- Food and beverage manufacturing
- Digital technologies and media
- Advanced knowledge services
- Creative industries
- Fashion
- Allied health
- Freight and logistics

The Draft EILS outlines the current competitive advantages that the LGA has in relation to these industries, based on its employment profile from the 2011 Census and benchmarked to both Parramatta and Greater Sydney.

Freight and logistics are shown to be a significant competitive advantage for the LGA, being highly represented in employment and contributing significantly to both value-add and the share of wages paid. Advanced manufacturing has a significant employment base, and contributes more than its share of employment in value add and wages, though the report found fewer specialist skills associated with the sector than those in Freight and Logistics.

The LGA was also found to have competitive advantages Food and Beverage Manufacturing based on its existing employment profile, where it contributes more than its share of employment in wages and industry value add, though it is a smaller sector.

Compared to both Parramatta and Greater Sydney, the LGA was found to have a lower prevalence of employment in Digital Technologies and Media, Creative Industries, and Allied Health.

In relation to the other sectors, the LGA had a higher prevalence of both Advanced Knowledge Services and Fashion compared to Parramatta, but a lower prevalence than Greater Sydney.

The Draft EILS identifies that there will be opportunities for Cumberland in:

- the development of business and supply chain clusters – using existing employment lands to support innovation, capitalising on proximity to transport networks and in attracting new businesses
- research and development – catalysed by proximity to a university, hospital or research organisation
- technology and creative industries – being able to accommodate and grow high knowledge and creative jobs, which typically gravitate to areas with retail amenity, transport access, and proximity to major centres like Parramatta
- artisan industry – ethnically diverse population could be leveraged for their artisanal skills and contribute to the overall uniqueness and character of the LGA, and could be housed anywhere, including in existing centres

The site is included as part of the Clyburn precinct, 1 of 15 analysed in the Draft Strategy. The Clyburn precinct includes a larger area including the rail land and marshalling yards south of the rail way as well as the more accessible industrial area north of the rail lines not previously included in the adopted EILS.

The combining of the 2 areas is not supported as the area north of the railway is isolated from Clyburn by the railway line. There is no direct connection or relationship between these two distinct areas.

The Draft EILS identifies Clyburn as being characterised by small industrial factory units, large warehouse sheds, and big box retail sheds, with generally smaller lots, with the major land uses being in automotive industries, warehousing, bulky goods and industrial supplies. The ageing of existing factory units, and a lack of public car parking leading to road congestion is identified as an issue for the precinct.



The Draft EILS notes that within the precinct there is a general lack of development activity in either new buildings or additions. It also notes the designation of the Clyde area as an intermodal terminal, and its relatively strong level of access to the M4 Motorway, Parramatta Road, and the T1 Western rail line, with its main competitors in terms of industrial precincts being Silverwater, Lidcombe West, and Rydalmere.

The Draft EILS sets out a vision for the Clyburn precinct as focusing on providing ‘Services for the Service Sector,’ including high-value activities crucial to the city’s metabolism, such as:

- Manufacturing
- Maintenance
- Rails maintenance
- Waste management
- Recycling
- Wholesale and
- Logistics

The Draft EILS suggests principles, barriers and actions for the Clyburn Precinct. These are summarised below:

*Planning principles:*

- To ensure that functional industrial and logistical uses are maintained to support industrial, logistical, transport, freight and waste uses.
- Improve the desirability of the precinct for business by providing vehicular access across the rail line.
- Transport, logistics and freight industries continue to be targeted for the precinct, along with employment uses and businesses that can co-exist with these uses.

*Barriers:*

- Vehicular access to the precinct is the biggest constraint on businesses, particularly crossing the railway line and in this regard the Draft EILS recommends that Council investigate new rail crossing with the NSW Government.
- Residential growth is an issue and the Draft EILS recommends that any new residential development should not impact on the viability of these existing uses.

*Actions:*

- In the short term, the Draft EILS suggests that employment uses in the precinct should be retained, in line with the ‘Services for the Service Sector’ vision for the site, and that Council should engage with the NSW Government on improving rail crossings and including this in strategic planning.
- In the medium-term, the Draft EILS recommends no precinct specific changes, as achieving the vision for the precinct is possible under the current planning framework.

An analysis of the recommendations for the Clyburn precinct contained in the Draft EILS is contained later in this report.

### ***Potential Economic and Land Use Opportunities (SGS Economics and Planning)***

SGS Economics and Planning has undertaken a preferred employment uses study for the Site. This study is at Attachment 3 to this report.

This report notes that the Site has potential for industrial floorspace intensification however it states that there needs to be a 'feasibility lever' to deliver it. The Proposal provides an opportunity to realise the employment potential of the Site, by increasing the intensification of urban services and industrial jobs on Site through delivery of a mixed-use development.

The report notes that the Sites' significant floorspace potential is, as yet not fully realised. This is evidenced by low sales activity, high vacancy rates and undeveloped land. Industrial use alone is unlikely to deliver floorspace due to the unfeasibility of this locating in this location.

In order to realise the Sites potential for further employment uses, there needs to be a financial driver. As such, the residential development is needed to unlock this floorspace potential due to its higher-value market offer. This will enable the viability of the higher density employment on the northern 4ha of the Site.

The delivery of 30,000 – 40,000m<sup>2</sup> of industrial or urban services floorspace could deliver in the order of 413 - 630 industrial jobs on a Site currently providing less than 30. This floorspace could support between 11-17% of future urban service or industrial jobs projected in the Cumberland LGA over the next 20 years.

However, this is contingent upon that land's optimal industrial job density being realised. This can only occur with the proposed residential development providing the "feasibility lever" to deliver this floorspace.

The analysis identifies that the employment uses most suited to the employment precinct at Manchester Road include:

- *Low impact niche manufacturing activities in for example, food, apparel and small-scale furniture*
- *Wholesaling activities in, for example, food and groceries and imported goods and materials*
- *Service industries including small-scale, local distribution centres, repairs, laundries, domestic and professional storage*
- *Local light industrial businesses*

The report also notes that because of the sites' proximity to the intensifying rail operations on the state-owned rail land to the north (that is, The Hub), a nexus and connection to these activities should be anticipated and not precluded.

In order to encourage and enable similar and supporting business to the Hub to locate and/or cluster, it is recommended that 'office premises (limited to max 10% of total GFA) be permitted on the northern 4ha of the Site which is to be retained an industrial zoning.

***Is the Planning Proposal the Best Means of Achieving the Objectives or Intended Outcomes, or is there a Better Way?***

The Planning Proposal is the best and most appropriate means of achieving the desired future redevelopment of the Site. As demonstrated in this Proposal, the current zoning and built form controls do not allow the Site to be developed in a manner that will deliver a sustainable urban framework, built form outcomes, open space or sufficient employment densities.

The current zoning and landuse controls sterilises the Site for future mixed use and residential outcomes to meet the future population demands of the Cumberland LGA and broader region.

The economic justification in this Proposal and accompanying technical reports undertake an evidence-based approach which demonstrates the current zoning is inappropriate. Further investigation into other employment uses for the Site indicate that a mixed use zoning will provide the amenity sought by contemporary employment uses, combined with a new Town Centre and community uses for the Site to support a new residential community.

The existing planning controls do not adequately address the required land uses to deliver a new centre, residential and contemporary employment uses or the required built form controls to ensure traffic, environmental and other potential impacts on adjoining properties and surrounding neighbourhood can be comprehensively addressed and mitigated.

Accordingly, the proposed rezoning of the Site through an amendment to the Auburn LEP 2010 is the most appropriate method to deliver the desired outcomes.

### **8.3.2 Section B - Relationship to Strategic Planning Framework**

***Is the Planning Proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?***

#### **Premier's Priorities 2015**

The NSW Premier announced in 2015 the following 12 priorities for the state. These priorities remain relevant to the current Premier and should be considered in the context of the Government's key areas of focus including transport, health, education, environment, police and justice, infrastructure, family and community services, economy and accountability.

- |  |  |
|--|--|
| • <i>Creating jobs</i>                         | • <i>Protecting our kids</i>             |
| • <i>Building infrastructure</i>               | • <i>Reducing youth homelessness</i>     |
| • <i>Reducing domestic violence</i>            | • <i>Driving public sector diversity</i> |
| • <i>Improving service levels in hospitals</i> | • <i>Keeping our environment clean</i>   |
| • <i>Tackling childhood obesity</i>            | • <i>Faster housing approvals</i>        |
| • <i>Improving education results</i>           | • <i>Improving Government services</i>   |

The Planning Proposal is consistent with the relevant priorities namely, creating jobs; building infrastructure; tackling childhood obesity (through improved open space, active choices and healthy environments); and keeping our environment clean.

### **NSW Draft Centres Policy 2009**

In 2009, the then Department of Planning released the *Draft Centres Policy – Planning for Retail and Commercial Development*. The document was released as a *Consultation Draft* and endorsed *Not Government Policy*. Notwithstanding its current status (presently unknown), the Draft policy outlines key principles which should apply to the planning of centres:

- retail and commercial activity should be located in centres to ensure the most efficient use of transport and other infrastructure, proximity to labour markets, and to improve the amenity and livability of those centres
- the planning system should be flexible enough to enable centres to grow, and new centres form
- the market is best placed to determine the need for retail and commercial development
- the role of the planning system is to regulate the location and scale of development to accommodate market demand
- the planning system should ensure that the supply of available floorspace always accommodates the market demand, to help facilitate new entrants into the market and promote competition
- the planning system should support a wide range of retail and commercial premises in all centres and should contribute to ensuring a competitive retail and commercial market
- retail and commercial development should be well designed to ensure it contributes to the amenity, accessibility, urban context and sustainability of centres

The Draft Policy also introduces the concept of a *Net Community Benefit Test* (NCBT), noting that net community benefit arises when the sum of the benefits of a rezoning are greater than the sum of all costs from a community welfare perspective.

A NCBT has been undertaken by SGS Economics (Attachment 3) and is outlined later in this report.

### **A Plan for Growing Sydney 2014**

*A Plan for Growing Sydney* prepared by the DP&E outlines 4 key Goals - supported by numerous directions and actions, covering the following:

- Economy
- Housing
- Liveability
- Natural Environment

This report demonstrates that the Proposal addresses the Goals and associated Directions of *A Plan for Growing Sydney* in particular:

- economy – building a strong case for the transition of industrial land to a contemporary employment precinct linked to a mixed use residential development; and
- housing/livability – delivery of a comprehensive urban renewal response to the Site through a Masterplan for the Site that identifies precincts, land uses, built form and response to the Site characteristics and surrounding neighbourhood.



A response to the relevant Goals, Directions and Actions in the Plan follows:

Goal, Direction, Action	Response
GOAL 1 SYDNEY'S COMPETITIVE ECONOMY	<ul style="list-style-type: none"> <li>• An overriding Goal identifies Western Sydney as the key to Sydney's success.</li> <li>• The Proposal supports this fundamental policy setting by successfully transitioning an existing outdated industrial land to provide for a contemporary employment and retail area with 1,664 jobs to support Western Sydney in terms of housing (quantity, affordability &amp; choice) and employment opportunities to meet future population</li> </ul>
<p>DIRECTION 1.5 ENHANCE CAPACITY AT SYDNEY'S GATEWAY AND FREIGHT NETWORKS</p> <p>ACTION 1.5.2: Support the productivity of the freight network by identifying buffers around key locations on the freight network</p>	<ul style="list-style-type: none"> <li>• As part of Goal One, Direction 1.5 of A Plan for Growing Sydney seeks to enhance transport capacity at Sydney's gateways and the improve freight network.</li> <li>• It requires an appreciation of the following strategies and Masterplans of the NSW Government:               <ul style="list-style-type: none"> <li>○ NSW Long Term Transport Masterplan</li> <li>○ State Infrastructure Strategy</li> <li>○ NSW Freight and Ports Strategy</li> </ul> </li> </ul> <p>Arcadis/Neil Matthews were commissioned to undertake research into Sydney's strategic freight and rail policy and specifically the existing and future rail and freight operations for the Clyde Intermodal Terminal especially as it relates to IMEX container market. (Refer to An Assessment of the Clyde Intermodal Terminal in the Appendices).</p> <p>The Clyde Intermodal Terminal immediately adjoining north of the Main Western Rail Line is identified in Figure 14 of A Plan for Growing Sydney and comprises the Veolia waste management facility as well as a series of sidings which includes the Boral facility that distributes cement powder and fly ash to the Sydney Market.</p> <p>It has reduced in extent over recent years with the closure of the spur line across Parramatta Road. It is understood that the State government has not identified the need for "buffer measures" for the Clyde freight facilities or initiated any such process.</p> <p>Notwithstanding, the Planning Proposal is consistent with Action 1.5.2 as:</p> <ul style="list-style-type: none"> <li>• no physical barriers will result to the ongoing operation of the freight management facilities which enjoy direct access to Parramatta Road;</li> <li>• the Planning Proposal has examined the potential impact on the facilities in terms of any sensitivity to anticipated odour and noise</li> </ul>

Goal, Direction, Action	Response
	<p>(especially at night) which can be satisfactorily mitigated by reasonable means; and</p> <ul style="list-style-type: none"> <li>the means to mitigate any impacts from the nearby freight facilities remove the need to extend the physical buffer beyond the existing separation of over 350m at its closest point and over 1km at their respective furthest extents.</li> </ul>
<p><b>DIRECTION 1.9 SUPPORT PRIORITY ECONOMIC SECTORS</b></p> <p>Actions 1.9.1 and 1.9.2: Support the growth of priority industries and key industrial sectors with appropriate planning controls</p> <p>The Industrial Lands Strategic Assessment Checklist will guide the assessment of proposed rezonings of industrial lands. It poses questions about whether the Site is near or within direct access to key economic infrastructure, how it contributes to a significant industry cluster, and how the proposed rezoning would impact on industrial land stocks and employment objectives in each sub-region. The Checklist allows for evidence-based decisions and aims to prevent encroachment on important industrial Sites.</p> <p>The Government will: undertake an analysis of Sydney's stock of industrial zoned land to identify key industrial precincts and use the findings to:</p> <ul style="list-style-type: none"> <li>determine where improved planning controls are required to better protect industrial land from conversion to other uses;</li> <li>identify where improved and innovative planning controls will allow for the ongoing evolution of industrial activities to more intensive commercial activities; and</li> <li>update the Industrial Lands Strategic Assessment Checklist.</li> <li>assess new Proposals to convert existing industrial zoned land to other uses under the Industrial Lands Strategic</li> </ul>	<ul style="list-style-type: none"> <li>Any rezoning of industrial land must address specific actions and undertake an assessment under the <i>Industrial Lands Strategic Assessment Checklist</i> as detailed in Action 1.9.2.</li> <li>A detailed response to the Checklist is provided in this report.</li> <li>This is supported by the SGS report, which provides the evidence base to support a part rezoning from industrial to a mixed-use precinct.</li> </ul>
<p><b>GOAL 2 SYDNEY'S HOUSING CHOICES</b></p>	<ul style="list-style-type: none"> <li>This report strongly argues that the Proposal meets these objectives to justify reduction of IN1 industrial land.</li> </ul>
<p><b>Direction 2.1: Accelerate housing supply across Sydney</b></p>	<ul style="list-style-type: none"> <li>The Proposal is consistent with this direction by accelerating housing supply through the</li> </ul>

Goal, Direction, Action	Response
<b>ACTION 2.1.1: ACCELERATE HOUSING SUPPLY AND LOCAL HOUSING CHOICES</b>	<p>provision of approximately 1,800 residential dwellings.</p> <ul style="list-style-type: none"> <li>• An indicative apartment mix is likely to be in the range of:               <ul style="list-style-type: none"> <li>• Studio apartment – 2%</li> <li>• 1-bedroom apartments – 25%</li> <li>• 2-bedroom apartments – 65%</li> <li>• 3-bedroom apartments – 5%</li> <li>• Duplex terrace – 3%</li> </ul> </li> <li>• Affordable rental housing – minimum 90 apartments (5%)</li> </ul>
<b>ACTION 2.1.2: ACCELERATE NEW HOUSING IN DESIGNATED INFILL AREAS (ESTABLISHED URBAN AREAS) THROUGH THE PRIORITY PRECINCTS AND URBANGROWTH NSW PROGRAMS</b>  ...Locations with large lots within the existing urban area that are close to centres on the rail, light rail and rapid bus systems are particularly suited to urban renewal...	<ul style="list-style-type: none"> <li>• The 14.1ha Site in single ownership provides an excellent opportunity to deliver sustainable urban renewal outcomes.</li> <li>• Although the Site is not identified as a Priority Precinct, this report demonstrates that it can support other identified precincts as well as provide for suitable infill development within an existing urban area and close to strategic transport corridors and existing services.</li> </ul>
<b>Direction 2.2: Accelerate urban renewal across Sydney – providing homes closer to jobs</b>	<ul style="list-style-type: none"> <li>• The Plan states that urban renewal is essential to meet the demand for new housing in Sydney over the next 20 years and that new urban renewal locations will be selected in or near centres on the public transport network, where it will make it easier for people to get to jobs and services and it takes pressure off congested roads.</li> <li>• To make the living environment more attractive, new housing will be supported by social infrastructure, such as parks and sporting facilities, schools and medical services.</li> </ul>
<b>ACTION 2.2.2: UNDERTAKE URBAN RENEWAL IN TRANSPORT CORRIDORS WHICH ARE BEING TRANSFORMED BY INVESTMENT, AND AROUND STRATEGIC CENTRES</b>  Future investments in rail and light rail corridors identified in the Long-Term Transport Masterplan and the Rebuilding NSW - <i>State Infrastructure Strategy 2014</i> have significant potential to act as a catalyst for new housing development and will give new communities shorter commutes to major job centres. The scale of investment will mean these corridors are transformational in nature. They offer the potential to deliver homes close to jobs and give residents the choice to walk or use public transport. They will provide a legacy for future generations.	<ul style="list-style-type: none"> <li>• The redevelopment of the Site will support the NSW Government's strategic transport initiatives identified in the Long Term Transport Masterplan, including response to:               <ul style="list-style-type: none"> <li>• Sydney's Rail Future</li> <li>• Sydney's Light Rail Future</li> <li>• Sydney's Bus Future</li> <li>• Sydney's Ferry Future</li> </ul> </li> <li>• A detailed analysis of the Site in the context of these transport initiatives is provided in this report.</li> </ul>

Goal, Direction, Action	Response
The sub-regional planning process may identify additional opportunities for significant urban renewal along other transport corridors.	
Direction 2.3: Improve housing choice to suit different needs and lifestyles	<ul style="list-style-type: none"> <li>• The Proposal includes a range of dwelling types.</li> <li>• An indicative apartment mix is likely to be in the range of:               <ul style="list-style-type: none"> <li>• Studio apartment – 2%</li> <li>• 1-bedroom apartments – 25%</li> <li>• 2 -bedroom apartments – 65%</li> <li>• 3 -bedroom apartments – 5%</li> <li>• Duplex terrace – 3%</li> </ul> </li> <li>• Affordable rental housing –minimum 90 apartments (5%)</li> </ul>
<p><b>ACTION 2.3.1: REQUIRE LOCAL HOUSING STRATEGIES TO PLAN FOR A RANGE OF HOUSING TYPES</b></p> <p>A Plan for Growing Sydney provides for Councils to use local housing strategies to identify housing needs, plan for a range of housing types and identify supporting local infrastructure. Local housing strategies are seen to be the first step towards coordinating local and State-funded infrastructure for local infill development.</p>	<ul style="list-style-type: none"> <li>• Cumberland Council has endorsed the Auburn Residential Development Strategy 2015 for the former Auburn LGA. The purpose being to guide planning for future housing needs in Auburn City over a 20-year period.</li> <li>• The Auburn Residential Development Strategy is discussed in this report. The Planning Proposal is considered to meet elements of this Direction and Action, as it seeks to:               <ul style="list-style-type: none"> <li>• deliver a range of dwellings types that can meet the needs of the local housing market in an established urban area that can take advantage of good public transport, jobs and services;</li> <li>• meet demand for inner city living with apartments located close to public transport and existing centre;</li> <li>• propose up to 1,800 new dwellings in a diverse mix of apartments, townhouses and shoptop / live-work accommodation, with a choice of studio, 1 bed, 2 bed and 3 bed dwellings to meet the range of demand</li> <li>• add to the diversity of local housing stock and present opportunities for older generation locals to downsize and remain within their community and for the younger generations to have good access to public transport, metropolitan job markets, the attractions of Auburn Town Centre and connected open space and riverside parklands.</li> </ul> </li> </ul>
<b>GOAL 3 SYDNEY'S GREAT PLACES TO LIVE</b>	
<p>Direction 3.2: Create a network of interlinked, multipurpose open and green spaces across Sydney</p> <p>Direction 3.3: Create healthy built environments</p>	<ul style="list-style-type: none"> <li>• The Proposal creates 1.7ha of new parkland and open space within the Site to be dedicated to Council for the community.</li> <li>• As a pilot project, A Plan for Growing Sydney proposes the Parramatta Green Grid which connects to Duck River.</li> <li>• Major upgrades to Duck River and the adjoining open space and cycleways promote healthy</li> </ul>



Goal, Direction, Action	Response
	<p>living combined with the high level of sustainability measures as detailed in this report.</p> <ul style="list-style-type: none"> <li>The proposal will improve north-south public open space riverside connections along a key section of Duck River; - create a new east west pedestrian / cycleway/vehicle bridge crossing over Duck River; and - conserve and enhance the biodiversity of Duck River.</li> </ul>

Table 5: Consideration of a Plan for Growing Sydney 2014

### **Draft Greater Sydney Region Plan**

The draft *Greater Sydney Region Plan* outlines how Greater Sydney will manage growth and change and guide infrastructure delivery. It sets the vision and strategy for Greater Sydney, to be implemented at a local level through District Plans.

The draft Region Plan is currently on exhibition from 22 October to 15 December 2017. Once adopted, the draft Region Plan will replace *A Plan for Growing Sydney* as the leading region plan.

The overriding vision for Greater Sydney in the draft Region Plan is to rebalance Sydney into a metropolis of three unique but connected cities; an Eastern Harbour City, the Western Parkland City west of the M7 and the Central River City with Greater Parramatta at its heart.

Historically, Greater Sydney's jobs and transport have been focused to the east, requiring many people to make long journeys to and from work and other services. The three cities vision allows opportunities and resources to be shared more equitably while enhancing the local character we value in our communities.

By integrating land use, transport links and infrastructure across the three cities, more people will have access within 30 minutes to jobs, schools, hospitals and services.

The Site is strategically located in an identified economic corridor between Parramatta and Sydney Olympic Park in the Central River City. The Proposal is consistent with the draft Region Plan as it is in an identified urban renewal area and therefore has the potential to deliver the objectives of the draft Region Plan in terms of job creation and new dwellings.

### **Draft West Central District Plan**

The *Draft West Central District Plan* outlines the Greater Sydney Commission's (GSC) vision for the Blacktown, Cumberland, Auburn, Parramatta and The Hills Local Government Areas.

This vision includes cementing the Central City District (formerly West Central District) as Sydney's economic powerhouse, supported by planned investment in new transport infrastructure, the provision of new and diverse housing options, and the expansion and diversification of employment opportunities that build on and respect the regions significant cultural and landscape assets.

It seeks to provide the district level planning framework to implement the goals and directions outlined in *A Plan for Growing Sydney* and is intended to be used to inform the preparation of Local Environmental Plans, Planning Proposals, and strategic land use and transport and infrastructure planning.

The productivity, liveability and sustainability goals relevant to the assessment of this application include:

#### **Productivity**

- Driving the growth of the Central City
- Growing the City Central District with a smart jobs economy
- Improving access to a greater number of jobs and centres within 30 minutes
- Attracting employment and urban services activity

#### **Liveability**

- Improving housing choice
- Improving housing diversity and affordability
- Creating great places
- Fostering cohesive communities
- Responding to the need for additional services

#### **Sustainability**

- Delivering Sydney's Green Grid
- Creating an efficient Central City District

The Draft Plan's key goals are to provide **a productive, liveable and sustainable city**. An assessment of compliance with the productivity, liveability and sustainability priorities relevant to the assessment of this Planning Proposal are summarised in Table 6 below.

Priority	Response
Productivity Priority 1: Integrate Transport and Land Use Strategy  Any relevant land use and transport initiatives in Council's Strategic Plan and Local Environmental Plan should align with the updated future Transport Strategy and planning principles for the priority growth areas across the District.	<ul style="list-style-type: none"> <li>• The Site is within general proximity to the Parramatta Road and M4 road networks and is within close proximity to the heavy rail line.</li> <li>• The redevelopment of the Site will support the NSW Government's strategic transport initiatives identified in the Long-Term Transport Masterplan.</li> </ul>
Productivity Priority 2: Support the growth of tourism infrastructure	<ul style="list-style-type: none"> <li>• The proposal will contribute to the upgrade of Duck River, the green space corridor along the river and the associated cycleways which will assist in attracting visitors.</li> </ul>
Productivity Priority 3: Manage growth and change in strategic and district centres and, as relevant local centres  Planning Proposals should consider: <ul style="list-style-type: none"> <li>• Opportunities for existing centres to grow and new centres to be planned to meet the forecast demand across a range of retail types.</li> </ul>	<ul style="list-style-type: none"> <li>• The Proposal will facilitate the creation of a new Local Centre within proximity to existing transport links.</li> <li>• The Planning Proposal will facilitate up to 1,664 new direct jobs which will assist in achieving the 2036 job target of 156,000 jobs identified in the District Plan.</li> <li>• The Retail Assessment prepared to support the Planning Proposal demonstrates the creation of</li> </ul>

Priority	Response
<ul style="list-style-type: none"> <li>The need to reinforce the suitability of centres for retail and commercial uses while encouraging a competitive market.</li> <li>The commercial requirements of retailers and commercial operators.</li> <li>How a Proposal will deliver on the strategic and district centre's job targets.</li> <li>Meet the retail service needs of the community.</li> <li>Facilitate the reinforcement and/or expansion of allied health and research activities.</li> <li>Promote the use of walking, cycling and integrated public transport solutions.</li> <li>Provide urban spaces such as meeting places and playgrounds.</li> <li>Respond to the centre's heritage and history.</li> <li>Promote community arts and cultural activities.</li> <li>Reflect crime prevention through environmental design (CPTED) principles.</li> <li>Manage the transition between higher intensity activity in and around a centre and lower intensity activity that frames the centre.</li> </ul>	<p>up to 6,000m<sup>2</sup> of new retail floor space will not result in any adverse impacts at existing or planned retail centres. Further, the Proposal will ensure sufficient floorspace is provided to meet the retail and service needs of existing and future residents within Auburn.</p> <ul style="list-style-type: none"> <li>The Masterplan has been designed to provide shared access routes for bicycles and pedestrians. These routes connect with existing and proposed bus stops and train stations to promote walking, cycling and increased public transport use within the Site.</li> <li>The Proposal also provides an opportunity to improve through Site connectivity over Duck River to the residential areas of Granville.</li> <li>The Proposal seeks to create 1.78ha of open space for active and passive recreation as shown in the Masterplan.</li> <li>Despite being listed as a heritage item, the Heritage Assessment prepared to support the Proposal concludes the Site does not contain any elements of relevant to its original heritage listing as part of the Clyde Marshalling yards.</li> <li>The Masterplan and Landscape Masterplan include best practice design principles to ensure future buildings are designed to minimise opportunities for crime.</li> <li>The proposed height limits will facilitate the construction of taller buildings along the curved railway wall that transitions sensitively to the residential neighbourhoods to the south.</li> </ul>
Productivity Priority 4: Plan for a growing and vibrant Parramatta City	<ul style="list-style-type: none"> <li>N/A – this Site is not located within the Parramatta CBD.</li> </ul>
Productivity Priority 5: Expand health and education activities in Westmead	<ul style="list-style-type: none"> <li>N/A – this Site is not located in Westmead.</li> </ul>
Productivity Priority 6: Grow economic activities in Blacktown Strategic Centre	<ul style="list-style-type: none"> <li>N/A – this Site is not located within the Blacktown Strategic Centre.</li> </ul>
Productivity Priority 7: Grow economic activities in the Norwest Strategic Centre	<ul style="list-style-type: none"> <li>N/A – this Site is not located in the Norwest Strategic Centre.</li> </ul>
Productivity Priority 8: Prioritise the provision of retail floor space in centres  Planning Proposals should address: <ul style="list-style-type: none"> <li>Existing and future supply and demand for retail floor space within the District based on the DP&amp;E's medium population growth scenario.</li> <li>The accessibility of different types of retail and commercial floor space to communities</li> <li>Opportunities to allow retail and commercial activities to innovate.</li> <li>The impacts of new retail and commercial Proposals to the viability</li> </ul>	<ul style="list-style-type: none"> <li>The Retail Assessment prepared to support the Proposal demonstrates minor impact on three surrounding centres by 2021. However, the assessment concludes that the minor negative impact will be outstripped by growth in population in sales arising from the proposed residential development on the Site. The proposed retail floor space will not compromise the viability and vitality of existing or planned retail centres within the Auburn trade area.</li> <li>The new roads, walking/cycling and public transport connections outlined in the supporting Masterplan demonstrate the Town Centre will be highly accessible for residents and workers within and external to the Site.</li> </ul>

Priority	Response
<p>and vitality of existing and planned centres.</p> <ul style="list-style-type: none"> <li>The need for new retail development to reinforce/enhance the public domain.</li> <li>The net social, economic and environmental benefits of new supply within different locations.</li> </ul>	<ul style="list-style-type: none"> <li>The Clyburn Industrial Precinct has been in a state of decline since 2011, with only 30 jobs remaining on the Site. The introduction of new retail and employment floor space will reverse this decline by providing up to 992 direct new jobs. The Masterplan demonstrate the Proposal will facilitate the provision of a suitable mix of retail uses.</li> </ul>
<p>Productivity Priority 9: Protect and support employment and urban services land</p> <ul style="list-style-type: none"> <li>Relevant planning authorities should take a precautionary approach to rezoning employment and urban support lands, or adding permissible uses that would hinder their role and function.</li> <li>Proposals to rezone employment and urban services land maybe supported where a net community benefits assessment is provided, and an alternate strategy has been endorsed by the relevant planning authority.</li> </ul>	<ul style="list-style-type: none"> <li>As outlined in Section 8.3.1, Auburn Council adopted the <i>Employment Lands Strategy 2015</i>. This strategy responds to the policy directions and actions outlined in <i>A Plan for Growing Sydney</i> and the findings of the <i>Employment Lands Development Program Update Report 2014</i>. Specifically, the Strategy seeks to:           <ul style="list-style-type: none"> <li>Promote opportunities for employment and economic growth</li> <li>Facilitate the renewal of employment land precincts to attract business and investment</li> <li>Protect strategically important employment lands</li> <li>Facilitate the preparation of structure plans for key employment precincts</li> </ul> </li> <li>Several studies have been prepared to identify the highest and best use for the Site and identify the benefits associated with amending the planning controls to allow additional employment uses on the Site and a range of residential densities. These studies conclude that the Proposal will facilitate the transition of the Precinct to meet floorspace requirements of key growth industries of employment in Auburn, as well as meet the evolving nature of floorspace requirements of businesses who would otherwise completely transition off the Precinct.</li> </ul>
<p>Livability Priority 1: Deliver West Central's five year housing targets</p>	<ul style="list-style-type: none"> <li>The five year housing target for Cumberland is 9,350.</li> <li>The Planning Proposal will assist with the creation approx 1,800 new dwellings which represents approximately 1% of the 202,500 new dwellings targeted within the West Central District by 2021.</li> </ul>
<p>Livability Priority 2: Deliver Housing Diversity</p> <p>Planning Proposals should demonstrate:</p> <ul style="list-style-type: none"> <li>Housing diversity that is relevant to the needs of the existing and future local housing market.</li> <li>Deliver quality design outcomes for both buildings and places.</li> </ul>	<ul style="list-style-type: none"> <li>The Planning Proposal will facilitate a range of built forms and housing choices on-Site, with a minimum of 90 affordable dwellings proposed to be accommodated on-Site.</li> <li>The Masterplan has been designed to provide a high quality built form that is orientated toward the Duck River corridor and integrates with the adjoining residential development located to the south of the Site.</li> </ul>



Priority	Response
<p>Livability Priority 3: Implement the Affordable Rental Housing Target</p> <ul style="list-style-type: none"> <li>A target of 5 to 10 per cent of new floor space will be applied at the rezoning stage, where appropriate research identifies a current or future need for affordable rental housing, or for land within a new urban renewal or greenfield area.</li> </ul>	<ul style="list-style-type: none"> <li>The initial provision of a minimum of 90 affordable rental housing are proposed to be secured via a VPA.</li> <li>PAYCE are seeking a target of 5% or 90 affordable rental housing dwellings on the Site, subject to ongoing discussions with Council and the DP&amp;E and the GSC regarding the provision of affordable rental housing and the mechanisms and incentives to provide such housing.</li> </ul>
<p>Livability Priority 4: Increase social housing provision</p>	<ul style="list-style-type: none"> <li>N/A – This Site is not a Site with a high concentration of social housing.</li> </ul>
<p>Livability Priority 5: Facilitate the development of safe and healthy places</p> <p>Planning Proposals should demonstrate:</p> <ul style="list-style-type: none"> <li>How the development will facilitate a healthy and safe built environment.</li> <li>Consider the inclusion of planning mechanisms such as floor space bonuses to incentivise the provision of:             <ul style="list-style-type: none"> <li>Neighbourhoods with good walking and cycling connections, particularly to schools.</li> <li>Social infrastructure such as public libraries or child care.</li> <li>Urban agriculture, community and roof gardens for productive food systems.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>The Proposal will facilitate the creation of a high quality, safe and healthy built environment via:             <ul style="list-style-type: none"> <li>The provision of active streetscapes at a human scale</li> <li>New areas of public open space with space for community gardens</li> <li>A new multi-purpose community facility and a new child care centre to allow social interaction for existing and future residents</li> </ul> </li> <li>The creation of new cycle and walking links the Site with the existing Duck River cycleway which connects to Parramatta River to the Sydney Water Pipeline at Chester Hill.</li> <li>In addition, the VPA offer drafted to support the Proposal will facilitate more than \$16.45 million in upgrades to existing open space and the provision of additional community facilities.</li> </ul>
<p>Livability Priority 6: Facilitate enhanced walking and cycling connections</p> <ul style="list-style-type: none"> <li>Planning Proposals should demonstrate how enhanced walking and cycling outcomes will be provided to deliver District and regional connections and walkable neighbourhoods.</li> </ul>	<ul style="list-style-type: none"> <li>As outlined above, the Proposal will create permeability through the Site and will provide new walking and cycling connections that link in with existing local, district and regional transport infrastructure and open spaces.</li> </ul>
<p>Livability Priority 7: Conserve Heritage and unique local characteristics</p> <p>Planning Proposals should:</p> <ul style="list-style-type: none"> <li>Demonstrate adaptive re-use of historic and heritage listed buildings and structures in a way that enhances and respects heritage values.</li> <li>Protect Aboriginal cultural and natural heritage places, spaces and qualities.</li> </ul>	<ul style="list-style-type: none"> <li>As outlined in Sections 5.3.8 and 5.3.9, the Site is included in the larger Clyde Marshalling yards which is listed as an archaeological item with local heritage significance (Item A50).</li> <li>There is no known Aboriginal cultural heritage on-Site.</li> <li>The Heritage Assessment prepared to support the Proposal concludes the Proposal is acceptable.</li> </ul>
<p>Livability Priority 8: Foster the creative arts and culture</p> <p>Planning Proposals should:</p> <ul style="list-style-type: none"> <li>Integrate arts and cultural outcomes into urban development through Planning Proposals that nurture a</li> </ul>	<ul style="list-style-type: none"> <li>As documented in the Masterplan, the Site has been designed to accommodate a 2,000m<sup>2</sup> community centre and a 1,000m<sup>2</sup> child care centre to promote community interaction, the arts and cultural activities.</li> </ul>

Priority	Response
<p>culture of art in everyday local spaces and enhance access to the arts in all communities.</p> <ul style="list-style-type: none"> <li>Give due consideration to the inclusion of planning mechanisms that would incentivise the establishment and resourcing of creative hubs and incubators and accessible artist run spaces.</li> </ul>	
<p>Livability Priority 9: Share resources and spaces</p> <p>Planning Proposals should:</p> <ul style="list-style-type: none"> <li>Consider the delivery of shared local facilities and public libraries as multifunctional shared spaces.</li> </ul>	<ul style="list-style-type: none"> <li>The Proposal seeks to create a 1000m<sup>2</sup> multi-purpose and adaptable community centre to meet the needs of the community, as well as an adaptable 1000m<sup>2</sup> community facility potentially for seniors, youth or sporting user groups.</li> </ul>
<p>Livability Priority 10: Support innovative school planning and delivery</p>	<ul style="list-style-type: none"> <li>The Proposal does not generate the requirement for a new school, the proposal will improve pedestrian and cycleway access to the surrounding schools. Granville East Public, Granville and Granville Boys High Schools will all benefit from improved access over Duck River.</li> </ul>
<p>Livability Priority 11: Support planning for emergency services</p>	<ul style="list-style-type: none"> <li>N/A the Proposal will not generate the need for new emergency services in the locality.</li> </ul>
<p>Livability Priority 12: Support planning for cemeteries and crematoria</p>	<ul style="list-style-type: none"> <li>N/A.</li> </ul>
<p>Sustainability Priority 1: Maintain and improve water quality and waterway health</p>	<ul style="list-style-type: none"> <li>The Proposal will result in improved water quality and water treatment to improve runoff and better connections to and along the river foreshores.</li> </ul>
<p>Sustainability Priority 2: Protect and conserve the values of the Parramatta River and Sydney Harbour</p> <p>Planning Proposals should:</p> <ul style="list-style-type: none"> <li>Conserve and interpret Aboriginal and European heritage.</li> <li>Protect and enhance aquatic and terrestrial biodiversity.</li> <li>Enhance access to and along the foreshore and provide connected green space around the foreshore.</li> </ul>	<ul style="list-style-type: none"> <li>As previously outlined, the Site does not contain any known items of Aboriginal significance. Further, the heritage report concludes that the archaeological listing is not relevant to the Site and that heritage listing should be removed for the Site.</li> <li>The flora and fauna assessments prepared to support the Proposal demonstrate there are no significant biodiversity values on-Site.</li> <li>The Proposal will provide new through Site connections to the foreshore and will enhance public access to this valuable resource. This will also facilitate priority project 2, the Duck River Open Space Corridor.</li> <li>This project involves creating a continuous walking and cycling link north-south linking Auburn, Regents Park and south to Bankstown in the Souths District. The Plan seeks to enhance and expand the existing open space assets to establish the corridor as a regional open space destination with improved recreational space, habitat for ecological communities and better treatment of stormwater.</li> </ul>

Priority	Response
<p>Sustainability Priority 3: Enhance access to the Parramatta River and Sydney Harbour foreshore and waterways</p> <p>Planning Proposals should consider ways to manage competing demands placed on Sydney Harbour including:</p> <ul style="list-style-type: none"> <li>• Growth in boat ownership.</li> <li>• Change in boat size.</li> <li>• Demand for moorings and marinas dinghy storage and other boat support infrastructure.</li> <li>• Demand for on-street boat parking.</li> <li>• Public access to the foreshore and waterway.</li> <li>• Protection of flora and fauna.</li> </ul>	<ul style="list-style-type: none"> <li>• The Proposal will enhance access to the foreshore areas of Duck River.</li> </ul>
Sustainability Priority 4: Avoid and minimize impacts on biodiversity	<ul style="list-style-type: none"> <li>• N/A – as outlined above, the Site has no known significant biodiversity values.</li> </ul>
Sustainability Priority 5: Align strategic planning to the vision for the green grid	<ul style="list-style-type: none"> <li>• The Proposal will assist with the on-going implementation of Sydney's Green Grid by creating an additional 2.1ha of new open space and upgrading and connecting the existing green spaces along Duck River.</li> </ul>
<p>Sustainability Priority 6: Protect, enhance and extend the urban canopy</p> <p>Planning Proposals should consider:</p> <ul style="list-style-type: none"> <li>• How tree canopy cover in land release and established urban areas can be protected and increased, with a focus on providing shade to streets.</li> <li>• Councils should include green cover and shade tree planning along major transport corridors in local infrastructure investment planning, development control and design.</li> </ul>	<ul style="list-style-type: none"> <li>• The Masterplan and Landscape Masterplan identify the locations for tree planting within the public domain. The Proposal will increase the canopy cover across the Site, consistent with the objective of this priority.</li> </ul>
Sustainability Priority 7: Improve protection of ridgelines and scenic areas	<ul style="list-style-type: none"> <li>• N/A the Site is not located within a scenic area.</li> </ul>
Sustainability Priority 8: Discourage urban development in the Metropolitan Rural Area	<ul style="list-style-type: none"> <li>• N/A this Site it not located in the Metropolitan Rural Area.</li> </ul>
Sustainability Priority 9: Consider environmental, social and economic values when planning for the Metropolitan Rural Area	<ul style="list-style-type: none"> <li>• N/A this Site it not located in the Metropolitan Rural Area.</li> </ul>
Sustainability Priority 10: Provide for rural residential development while protecting the values of the Metropolitan Rural Area	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
Sustainability Priority 11: Support opportunities for District waste management	<ul style="list-style-type: none"> <li>• The Veolia waste transfer facility is located and contained on the northern side of the Main Western Rail Line and accessed via Parramatta Road and is some 350m-500m to the north the Manchester Road Site. The Proposal will not affect the operations of this facility.</li> </ul>

Priority	Response
Sustainability Priority 12: Mitigate the urban heat island effect  Planning Proposals should: <ul style="list-style-type: none"> <li>Consider where the urban heat island effect is experienced, and the location of vulnerable communities and use strategic plans to reduce impacts from extreme heat.</li> </ul>	<ul style="list-style-type: none"> <li>Significant landscaping treatments are proposed to mitigate the urban heat island effect, with particular reference to the climatic conditions of Western Sydney.</li> <li>The mitigation of urban heat will also extend to proposed materials in both the built form and public domain elements.</li> </ul>
Sustainability Priority 13: Integrate land use and transport planning to consider emergency evacuation needs  Planning Proposals should: <ul style="list-style-type: none"> <li>Consider land use and local road planning so that it is integrated with emergency evacuation planning and considers the cumulative impact of growth on road evacuation capacity</li> </ul>	<ul style="list-style-type: none"> <li>The Traffic Report demonstrates the Proposal will not result in any adverse traffic impacts, subject to the implementation of the recommended road upgrades and travel demand management measures.</li> <li>A Traffic Assessment has been undertaken to address this issue to support the proposed road network's integration into the existing local network to allow for acceptable accessibility for emergency vehicles.</li> </ul>
Sustainability Priority 14: Use buffers to manage the impacts of rural activities on noise, odour and air quality	<ul style="list-style-type: none"> <li>N/A this Site it not located within proximity to rural lands.</li> </ul>
Sustainability Priority 15: Assist local communities to develop a coordinated understanding of natural hazards and responses to reduce that risk	<ul style="list-style-type: none"> <li>N/A this action relates to work being undertaken by the GSC.</li> </ul>

Table 6: Consideration of the Draft West Central District Plan 2016

### **West Central Draft Subregional Plan**

The *Draft West Central Draft Subregional Strategy 2007* was prepared under the then NSW Government's 2005 Metropolitan Strategy. The NSW state government is currently working on updated subregional plans to be prepared in consultation with Councils and the local community. The subregional strategy will deliver the key deliverables of the Metropolitan Strategy as it relates to the subregion.

In terms of housing, within the Draft Strategy there is recognition that two thirds of growth would ideally occur within 800 metres of a train station or 400 metres from a high frequency bus route. The Site is within 800m walking distance of Clyde Train Station and the south-eastern part of the Site is within 1km of Auburn Train Station. This is within 400 metres of several bus stops and bus routes identified in the Transport and traffic report. The Proposal will assist in meeting future growth and take pressure off less accessible Sites, which is positive and consistent with wider strategic directions.

In terms of jobs growth, the real issue facing the Site is the current job decline. The Proposal seeks to reverse this decline, with appropriate new employment uses. The Draft Strategy also identified industrial employment areas for retention or transformation.

### ***Parramatta Light Rail***

Parramatta Light Rail is one of the State Government's major public transport projects in Western Sydney. Parramatta Light Rail Stage 1 connects Westmead to Carlingford via Parramatta CBD and Camellia. The alignment links Parramatta CBD and Parramatta's Transport Interchange to the Westmead Health precinct, Parramatta North Urban Transformation Program, the new Western Sydney Stadium, the new Powerhouse Museum and Riverside Theatres Cultural Hub, the private and social housing redevelopment at Telopea, Rosehill Gardens Racecourse and three Western Sydney University campuses.

The preferred route for Stage 2 is approximately nine kilometres and connects with Stage 2 of the project north of the Parramatta River through the suburbs of Ermington, Melrose Park, Wentworth Point and on to Sydney Olympic Park. This route supports new communities and the public places planned between Camellia and Ermington and the future development planned for Melrose Park.

The Parramatta Light Rail is located north of the Parramatta River and will provide a modern transport service between Parramatta and Sydney Olympic Park. While not directly impacting on the redevelopment of the Site it will provide indirect benefits from this initiative by improved regional road and public transport access and amenity.

### ***Is the Planning Proposal Consistent with Council's Local Strategy or Other Local Strategic Plan?***

#### ***Cumberland Council Community Strategic Plan 2017-2017***

This document sets out the community's vision for the future; the strategies in place to achieve it, and how progress towards or away from the vision will be measured. This plan is based on extensive community engagement with over 2,500 residents, government agencies, community groups and businesses.

It helps set the broad strategic direction for Cumberland Council's operations which are aligned directly to the community vision through the six strategic goals and supporting activities contained in the plan. The strategic plan has the following six strategic goals:

1. A great place to live
2. A safe accessible community
3. A clean and green community
4. A strong local economy
5. A resilient built environment
6. Transparent and accountable leadership

The Proposal is consistent with the strategic goals as it will result in the following:

- a distinctive coherent community that can offer diverse new housing choice opportunities;
- improved connectivity and accessibility with new green links connecting through the Site and across Duck River;
- improve environmental sustainability, public access and use of the Duck River corridor;
- improve walkability and health;



- positively contribute to Cumberland's economy by creating a range of full-time retail and service jobs in the proposed local centre and construction jobs during implementation; and
- positively contribute to a liveable Auburn.

For these reasons, the Proposal is consistent with and supportive of the key strategic directions contained in Cumberland Council Community Strategic Plan 2017-2017.

### ***Auburn Employment Lands Strategy 2015***

The *Auburn Employment Lands Strategy* (ELS) report was prepared by AEC for the former Auburn City Council and adopted by Council in December 2015. The Strategy was commissioned to enable the Council to plan for future employment growth and change in the LGA, particularly on land covered by industrial or business zones.

The ELS relates to lands zoned for employment within the Auburn LGA (those lands within the industrial and business zones in the LEP) and focuses on land for retail, commercial or industrial activities. To align with other longer-term State and local strategies and policies, the strategy has a 17-year horizon to 2031.

The ELS draws together economic and property market research and employment growth projections to ascertain the likely nature and quantum of demand for employment lands (including centres) within the former Auburn LGA.

The study area for the report included a series of employment precincts within the LGA, categorised as either industrial or business zoned areas. For each precinct, the report considered factors including whether existing planning controls were appropriate, sustainable, and likely to accommodate future business, industry and community needs.

The Site is part of Precinct 9, which is primarily comprised of the Clyde Marshalling Yards, and includes the warehouses occupied by RailCorp in the south-east portion, the BlueScope Steel distribution facility, and vacant parcels of land. It is important to note that the Precinct 9 and 12 are separated by the railway lines and that analysis of Precinct 9 encompasses the Clyde site, but also includes a substantial area which is not part of the site.

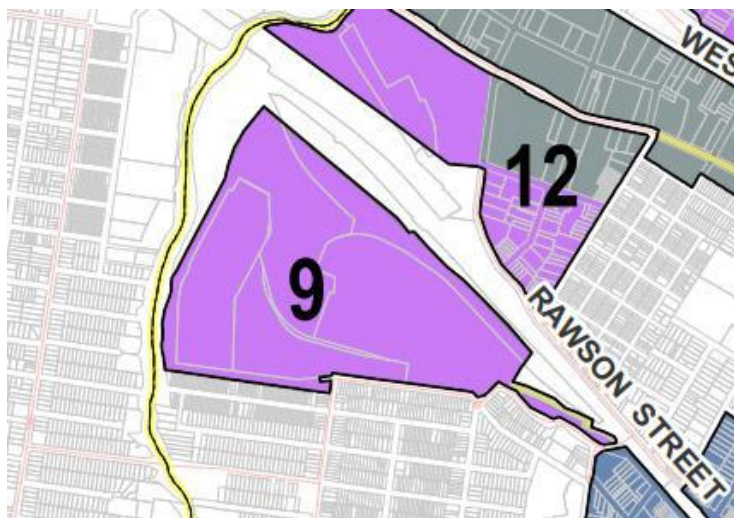


Figure 35. Precinct 9 and 12 (Source: AEC 2015)

The Site is located within Precinct 9 Clyburn. The ELS identifies the competitive features associated with the Site's role providing land for employment. Average lot sizes in the Clyburn are the largest across the former Auburn LGA with 45% of lands sized greater than 1 hectare. The ELS notes the benefits of current industrial uses on the Site including strong spatial function and proximity to transport networks.

The ELS recognises the Site's poor location for industrial uses due to its' isolation from arterial road access. In addition, the Site's proximity to residential areas and the environmentally sensitive Duck River, limit the suitability of the Site for a range of economic sectors. The ELS acknowledges that the Site does not meet the requirements of contemporary industrial users.

It should be noted that the Manchester Road Site is only part of the precinct which is referred to in these conclusions. The marshalling yards role will continue the railway lands. The employment component of the Site can play a role in providing service-based businesses as suggested by the Strategy.

The Auburn ELS identifies an emerging surplus of industrial land which is a result of the changing nature of employment uses in the former Auburn LGA and the ability to achieve greater land efficiency in the industrial areas given their traditional uses and layouts.

The ELS identifies a range of recommendations for industrial zoned land in the former Auburn LGA including protect and retain large clusters of functional employment lands and support businesses located in fragmented and orphaned industrial Sites. Specifically, for the Clyburn precinct, the ELS recommendations are based on two scenarios.

- If the access constraints were resolved, the ELS recommends that it could operate in conjunction with the Auburn West precinct (to the north of the Site) as a highly productive employment area accommodating future employment growth over the longer term.
- Should access issues not be resolved the ELS recommends that the precinct be retained as IN1 General Industrial with consideration given to a B5 Business Development zone, in the longer term to retain employment uses if current uses cease, and potentially consider complementary residential uses.

Consequently, the potential for residential development on the Site was included in the adopted ELS, as complementing the provision of service-based businesses (such as respite day care, commercial premises, community facilities, childcare centres and health service facilities) which support the vitality of the area.

Inadequate access to transport infrastructure, with the precinct's location within with primary access predominantly past residential areas, is a major disadvantage for the Precinct. The lack of desirability for future investment in industrial uses on the Site is acknowledged at page 125 of the Auburn ELS as follows:

*While Precinct 9 (Clyburn) has the highest average allotment size in the Study Area, owing to its location adjoining residential areas and restricted access, market appeal of vacant blocks, despite their scarcity in the Study Area, is limited.*

The Auburn ELS identifies the following emerging trends within the Auburn LGA:

- The structure of the LGA is forecast to shift away from traditional industrial style activities such as manufacturing and warehousing towards population and household-led service employment (health care and social assistance services, and education and training);
- This will be augmented by increased knowledge-driven employment;
- Manufacturing and the demand for industrial floorspace and Sites is forecast to decline within Auburn;
- The LGA has sufficient capacity to absorb market demand for employment growth;
- The viability and sustainability of land for continued industrial use is underpinned by its accessibility, ability to operate in a conflict free environment and the ability to cluster with other industries. Where these elements cannot be achieved, alternative uses should be considered.

The overall recommendations for the Clyburn precinct are presented as two scenarios depending on whether access issues are resolved. Over the much longer term, the precinct could facilitate a mix of business uses to support the Parramatta Road B6 Enterprise Corridor, subject to the operational requirements of the Clyde Marshalling Yards and assuming that current access issues are resolved. It is suggested that improvements would need to be made to the precinct's accessibility from Parramatta Road and Rawson Street in the north, or alternatively from Manchester Road in the south before an intensification of employment uses could be considered.

The ELS's recommendations for the Clyburn Precinct in relation to the Planning Proposal are addressed in the table below:

Adopted ELS recommendations for the Clyburn Precinct	The Planning Proposal
<p><b>Scenario 1: Access Improved and Strengthen</b></p> <p><i>In the much longer term, closer to the end of the 20 year planning horizon envisaged in this Strategy, subject to improved access either from Parramatta Road and Rawson Street in the north or from Manchester Road in the south, an intensification of employment uses could be considered. Potential land uses include warehouse or distribution centres, hardware and building supplies, landscaping material supplies or other uses that support the viability of bulky goods premises along the Parramatta Road B6 Enterprise Corridor, for instance by providing back-of-house operations for a use along Parramatta Road.</i></p> <p><i>In the much longer term and with these access issues resolved, Clyburn could operate in conjunction with Auburn West as a highly productive employment area to accommodate employment growth and its evolving nature. It is however stressed that this is a very long-term scenario as the Clyburn precinct continues to be valuable for industrial purposes with the rail operations likely to remain as a permanent feature of the precinct.</i></p>	<p>This scenario is unlikely to eventuate as investigations have shown that a bridge over the railway line connecting the two sides of the precinct is not feasible. In addition, due to the large width of the railway line in the precinct, it is not the ideal location for a railway crossing.</p>

<p><b>Scenario 2: Access Issues Not Resolved</b></p> <p><i>Should access issues be unable to be resolved and access remains poor and traversing residential areas, it is likely that lands will remain in their present form, accommodating large warehouses and sheds. In this scenario, new industrial uses are unlikely to be attracted to the precinct.</i></p> <p><i>Owing to the precinct's close proximity to established residential areas, the precinct is likely to appeal more to business users who respond to population growth and play a local service role, rather than business/industrial users who respond to economic activity in the broader region. Uses could include respite day care centres, commercial premises, community facilities, childcare centres and health services facilities.</i></p> <p><i>In this scenario, residential uses could be considered to complement the provision of and contribute to the viability/vitality of business floorspace, particularly in the portion of the precinct closest to existing residential uses, subject to resolution of interface and amenity issues with the marshalling yards.</i></p>	<p>The Proposal is consistent with this recommendation. The proposed additional population generated by the Proposal will drive local business growth which will be accommodated in the local centre and 4ha employment area.</p> <p>The proposed additional uses of office premises (limited to max 10% of total GFA), respite day care centres and health services and car park are consistent with this recommendation.</p> <p>The residential component of the Proposal will result in population driven demand for local business, services and retail facilities, thus providing viability for businesses leading to a vibrant and healthy community.</p> <p>Amenity issues between the residential uses and the railway uses (notably the marshalling yards) will be addressed by carefully designed residential buildings, incorporating noise mitigation measures.</p>
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Figure 36. Consideration of the recommendations of the ELS in relation to the Proposal

The ELS recommends retaining the IN1 zoning of the precinct, given its strategic importance and support role as marshalling yards, and that over the longer term, a B5 Business Development zoning be considered, subject to the existing accessibility issues being resolved.

Given that the accessibility issues to the north cannot be resolved, the first scenario is unlikely to eventuate. Therefore, the recommendations contained in the second scenario are relevant. In this regard, the Proposal is consistent with the ELS recommendation, providing for a broader range of employment uses and local service based business as well as complementary residential development and open space areas.

### **Auburn Residential Development Strategy 2015**

The purpose of the Auburn Residential Strategy 2015 is to guide planning for future housing needs in Auburn City (former Auburn local government area) over the next 20 years.

The Strategy considers appropriate locations throughout Auburn City (former Auburn local government area) to accommodate increased residential growth and also proposes amendments to planning controls that may facilitate growth to cater for ongoing market demand.

The Strategy examines the prevailing wider planning context of Auburn City (former Auburn local government area), analyses the current supply and demand for housing in the area, and investigates from this base, the potential to meet future growth in Auburn over the next 20 years. It also provides an important source of analysis and information in the assessment of planning proposals and development applications for new housing in Auburn.

The Strategy and has been developed through detailed analysis of various factors that will influence residential development, including:

- The broader planning context of Auburn City (former Auburn local government area), including analysis of the existing strategic and statutory framework
- Existing development constraints, including flood prone land, strata titled land, heritage items and conservation areas, open space, land zoned for employment use, schools and places of public worship
- Projected population and dwellings growth
- Current supply and demand for housing
- Current and projected demographic characteristics
- Planned and proposed development within and outside Auburn City (former Auburn local government area), including major developments such as Sydney Olympic Park, Wentworth Point and Carter Street Urban Activation Precincts
- Recent history of dwelling production, approvals and uptake in Auburn City

Auburn's Residential Development Strategy projects that 23,000 new dwellings will be required to accommodate over 50,000 new residents to 2031.

This range is used to determine the potential surplus number of dwellings that will need to be accommodated once known approved and proposed development proposals have been taken into account.

Figure 38 reproduces Figure 2 of the Draft Residential Development Strategy (modified to include the Clyde train station catchment) and illustrates the structure of residential areas and mixed use town centres with respect to rail lines and train stations, key roads and the open space network.



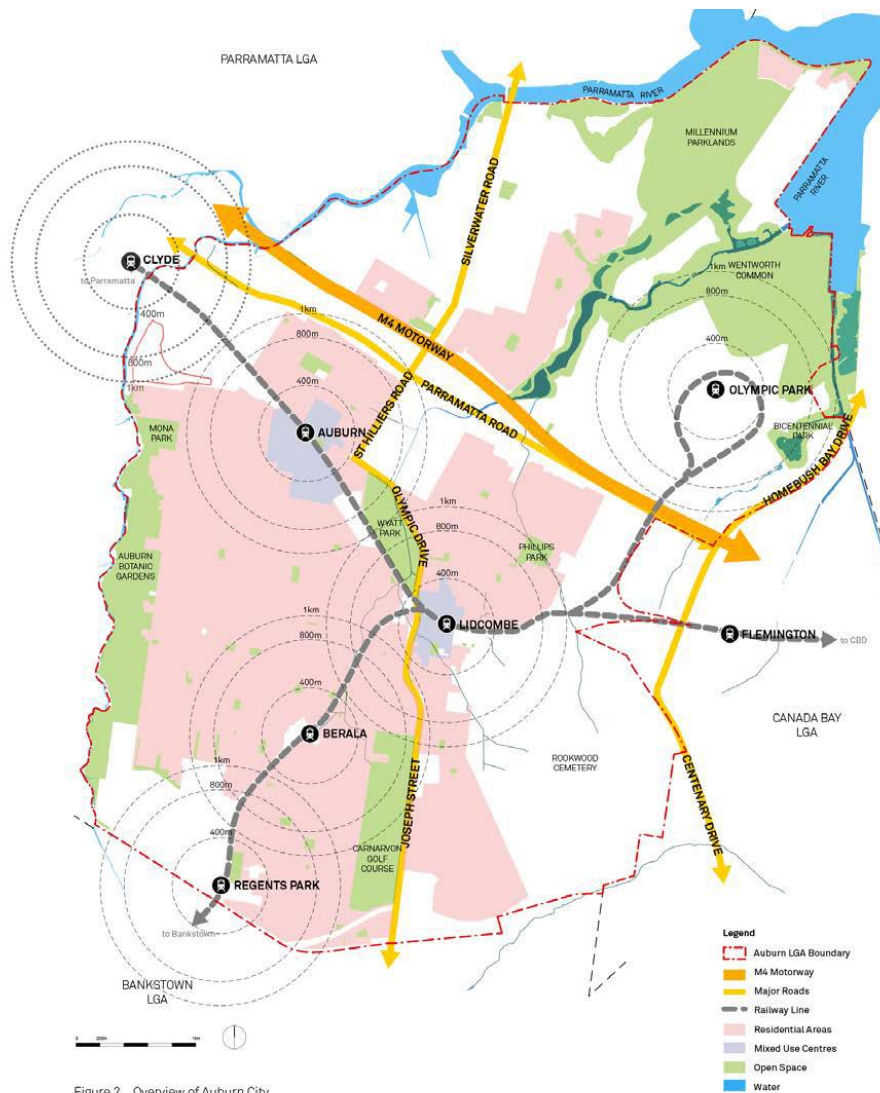


Figure 2 Overview of Auburn City

Figure 37. Auburn Residential Development Strategy (Auburn RDS)

### **Cumberland Draft Employment and Innovation Lands Strategy and Land Use Planning Framework**

The Cumberland Draft Employment and Innovation Lands Strategy and Land Use Planning Framework (Draft EILS - LUPF) 2017 has been undertaken by AEC Group/ Mecone on behalf of Auburn City Council. The EILS aims to promote firmer and innovative employment, business and economic outcomes for Cumberland through development of a Land Use Planning Framework.

The Draft EILS focuses on the importance of innovation and acknowledges the opportunities for the following key growth industries:

- Business and supply chain clusters;
- Research and development;
- Technology and creative industries;
- Artisan Industries.

### Defining the Precinct

The proposed employment land at the Manchester Road Site is perfectly situated to provide opportunities for a range of new employment opportunities including the above industries.

Under the Draft EILS Strategy, the Site is located within a larger Clyburn precinct which incorporates industrial land on the northern side of the railway land. This is a significant difference from the endorsed Auburn ELS which defines Clyburn as industrial lands south of the railway land. The area north of Clyburn is classified as a separate precinct known as “Auburn West”.

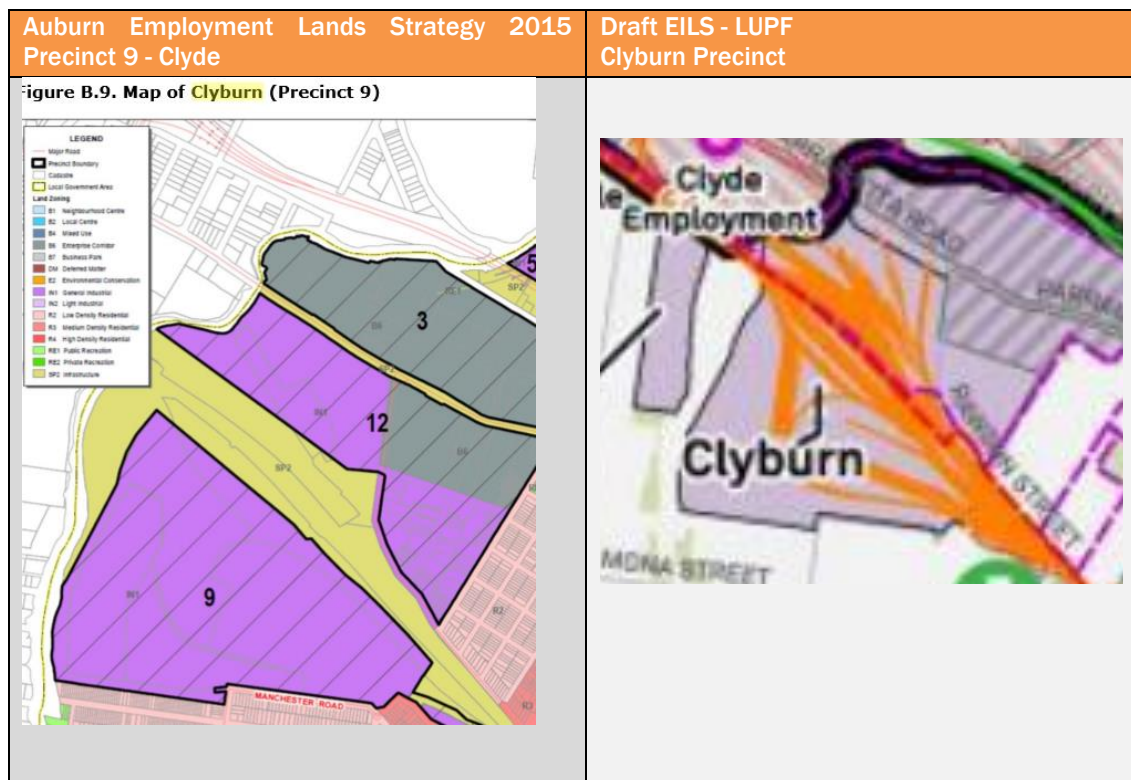


Figure 38. Comparison of the Clyburn Precinct defined in the Draft EILS and the endorsed Auburn ELS 2015.

The combining of the two areas is **not** supported as the Auburn West is isolated from Clyburn by the railway line. There is no direct connection or relationship between these two distinct areas.

The Draft EILS identifies the competitive features associated with the Site’s role providing land for employment. Average lot sizes in the Clyburn are the largest across the former Auburn LGA with 45% of lands sized greater than 1 hectare. The ELS notes the benefits of current industrial uses on the Site including strong spatial function and proximity to transport networks.

We contend that the endorsed Auburn ELS Clyde/Clyburn boundary is more logical as the areas north and south of the railway line have no physical connection being completely severed by the railway line.

The Precinct north of the railway line in the adopted Auburn ELS is the Auburn West Precinct and contains manufacturing and logistic users including Cement Australia and Boral Cement. The Clyde Intermodal Terminal, is also located north of the railway line. The importance of these uses is acknowledged; however, the validity of these uses being treated as a *naturally occurring cluster* is questioned.

There is no physical connection between the area north and south of the railway land as the railway line acts as a physical barrier between the two areas, with no existing or proposed bridge connecting these areas and the uses/characteristics of the 2 precincts are very different.

#### *Future Employment uses*

We also note that the Draft EILS finds that the Clyburn Precinct is characterised by high vacancy levels and a lack of development activity. Given this general low demand, alternative and contemporary employment uses should be investigated for part of the Manchester Road Site and this should be reflected in new a planning control regime for the Site.

The Draft EILS identifies the following key industry sectors for development and growth in Cumberland: These key sectors are:

- Digital technologies/media
- Advanced knowledge services
- Creative industries
- Advanced manufacturing
- Food and beverage manufacturing
- Freight and logistics

The proposed employment land at Manchester Road site is suitable for the delivery of five key industry sectors, that is; digital technologies/media, creative industries, fashion, allied health and advanced knowledge services.

The Draft EILS - LUPF contains vision themes that are intended to reinforce existing successful industries in the immediate term while outlining aspirational vision for the longer term. The theme for the Clyburn Precinct is 'Services for the Services Sector' this is described as follows (page 81):

*Services for the service sector includes those activities crucial to a city's metabolism including manufacturing and maintenance, rail maintenance, waste management and recycling and wholesale and logistics. Although these uses may not employ a high intensity of workers, they are nevertheless important for a city to function.*

A critical focus of activities in the precinct is the Clyde Transfer Terminal which is a designated intermodal terminal. It is critical to note, however, that this facility is located on the northern side of the railway line and has no direct relationship to the Site.

The Clyde Intermodal Terminal is a relatively small-scale facility in metropolitan terms. It is located on the northern side of the main rail corridor, some 350-500m to the north of The Clyde Intermodal Terminal is a relatively small-scale facility in metropolitan terms. It is located on the northern side of the main rail corridor, some 350-500m to the north of the Manchester Road Site and benefits from direct access to Parramatta Road. The terminal contains a waste transfer facility operated by Veolia and an adjacent multi-user freight yard in which Boral operates a facility for the delivery of cement powder and fly ash. As there is no crossing over the rail corridor, the northern part of the Clyburn Precinct is physically separate from the southern side.

The Clyde Marshalling Yards are located on the southern side of the railway line and comprise of several facilities servicing the passenger rail network including; Auburn Rail and Maintenance Centre; Auburn Logistics Services Warehouse Centre; Auburn Network Base; Auburn Stabling Yard and UGL Unipart Rail Maintenance Centre. Their importance in the provision of state infrastructure is acknowledged. However, it is important to note that vehicular access to these operations is limited to Manchester Road and a private road.

The impacts of the recently constructed Sydney Trains building known as The Hub warrants investigation. The Hub is essentially a large office complex which will accommodate 1,500 rail workers and will become the headquarters for all Sydney Train operations. Its operation opens up possibilities for either expansion or complementary uses. There are opportunities for synergies and relationships with this facility.

The construction of the Hub further reinforces the suitability of the area for alternative, technology intensive employment uses. The location of the proposed new 4ha employment area within the Proposal adjoining the Hub allows for opportunities for complementary uses (for example, car parking or supporting service businesses). This may include potential future expansion of rail-related uses within the new precinct.

The fact that there has been no demand for the Manchester Road site for rail or other industrial uses, suggests that a no-change approach to the precinct will not result in any increase in the employment uses on this land.

There are several geographical and physical factors which are barriers for industrial use, including:

- lack of accessibility
- separation from the rail corridor by the rail marshalling yard; and
- residential interface along Manchester Road leading to potential operation conflict issue.

Expansion of the heavy rail uses or industrial uses in the south of the Clyburn Precinct is limited given that the only access is through a residential area.

The single ownership of the Site provides a unique opportunity for a master planned response which respects both the railway uses to the north and the residential areas to the south. This proposal will comprise of light industrial/business uses, a local retail centre serving both worker and residential populations, recreational open space and with residential uses toward the southern edge which adjoins the existing residential uses along Manchester Road.

The Proposal provides a transition between the 'Services for the Service Sector' land to the north and the residential areas to the south.

#### *Innovation for future employment uses*

The Land Use Planning Framework (LUPF) accompanying to the Daft EILS includes an *innovation toolbox* to unlock the employment and innovation lands to more high-knowledge workers over time is supported.

In particular, the use of the following incentives is encouraged:

- Floor space/land use incentives
- Live-in Work opportunities
- Affordable employment spaces
- Incentive based LEP provisions

In relation to the Clyburn Precinct the Manchester Road Site provides an opportunity to provide for key growth industries with high worker amenity, 'live-work' opportunities and a better transition to adjoining residential lands.

The Draft EILS proposes the use of 'Innovation Criteria' to allow for evidence-based decisions in the consideration of Planning Proposals that seek to change permissible land uses in industrial zones.

In this regard, the lack of demand for the vacant land at Manchester Road for industrial uses is indicative of its unsuitability for this purpose. The Planning Proposal at Manchester Road is consistent with the Criteria in that it will provide opportunities for the location of key growth employment sectors.

The Draft EILS suggests that the planning principles for the precinct should ensure that functional industrial and logistical uses are maintained to support industrial, logistical, transport, freight and waste uses. As well as this, it suggests that to improve the desirability of the precinct for business that vehicular access across the rail line would need to be improved. It also suggests that residential development north of Manchester Road should continue to be limited to minimise land use conflicts.

In line with the above, it is recommended in the report that transport, logistics and freight industries continue to be targeted for the precinct, along with employment uses and businesses that can co-exist with transport and freight industries and environments.

An assessment against the Vision and Strategies in the Draft EILS is detailed below:

Vision and Strategies for Clyburn	
Draft EILS and LUPF	Comment
<b>Vision</b> <i>The vision for the Clyburn Precinct is to provide Services for the Service Sector; high-value activities crucial to the city's metabolism including manufacturing and maintenance, rail maintenance, waste management and recycling, wholesale and logistics.</i>	<p>Agree for the majority of the Precinct, that is, lands north of the railway line and the existing railway uses immediately south of the railway line should be maintained and protected.</p> <p>However, the Manchester Road Site presents an opportunity to be planned and developed to provide a buffer/transition area between the railway/industrial lands to the north and the residential development to the south.</p>
<b>Planning Principles</b> <ul style="list-style-type: none"> <li>• Ensure the Clyde Intermodal Terminal and Clyde Transfer Terminal have primacy of operation as part of NSW freight infrastructure network.</li> </ul>	<p>Agree</p> <p>Agree</p>



Vision and Strategies for Clyburn	
Draft EILS and LUPF	Comment
<ul style="list-style-type: none"> <li>• <i>Maintain functional industrial and logistic uses to support the important transport, freight and waste recycling function of the Precinct.</i></li> <li>• <i>Council to work with NSW Government to improve vehicular access across the railway to improve the long-term desirability of the precinct for businesses.</i></li> <li>• <i>Continue to restrict residential development north of Manchester Road to minimise land use conflict.</i></li> </ul>	<p>While a bridge over the railway line in this location is desirable, we understand that previous investigations concluded that this is not feasible and therefore extremely unlikely.</p> <p>Agree. Well-designed residential development integrated with public open space and transitioning from employment uses to the north is an appropriate use of the land to the south of the railway land.</p> <p>The SGS Report concludes that a viable employment precinct for the site is dependent on a mixed use/residential component as proposed on the Manchester Road Site.</p> <p>Further, a large part of the Manchester Road Site is currently vacant and underutilised. Given its urban location this large landholding presents an opportunity revitalise not only the site but the adjoining Duck River corridor.</p> <p>The incorporation of public open spaces, community facilities and a local retail centre into the redevelopment of the Manchester Road Site will benefit not only future residents of the Site but also existing residents in adjoining areas as well as a significant improvement to existing and future worker amenity.</p>
<b>Target Activities</b> <ul style="list-style-type: none"> <li>• <i>Target continued transport and logistics/freight industries.</i></li> <li>• <i>Support employment uses and businesses that can co-exist within the transport and freight environment</i></li> </ul>	<p>Agree for the lands adjacent to the railway line. Not appropriate for land with no direct access to the railway line or where the only access is through residential areas.</p> <p>Agree. The northern part of the Manchester Road Site is ideally located to provide employment uses and business.</p>
<b>Barriers to Vision</b> <p><i>Businesses are currently constrained by poor vehicular access across the railway. Council should engage with NSW Government about options for new rail crossings.</i></p> <p><i>Residential growth in the surrounding area could create land use conflicts with the primacy of the logistics, rail and waste transfer activities in Clyburn. Council should ensure any new residential development will not impact upon the viability of these uses.</i></p>	<p>Agree that there is inadequate access across the railway. However, a new rail crossing is extremely unlikely in this location.</p> <p>Agreed. The Clyde Intermodal Terminal is located on the northern side of the railway line and will therefore be unaffected by residential in the south of the precinct.</p> <p>Appropriate planning (for example, the incorporation of open spaces and mixed-use zones as buffer areas) and design considerations (noise mitigation measures) will ensure that any new residential development will not impact the viability of these uses.</p>

Vision and Strategies for Clyburn	
Draft EILS and LUPF	Comment
	<p>The Planning Proposal represents a considered and well-designed response which respects the existing industrial and railway uses to the north of the Site. The residential development contained in the Proposal has been designed with the importance of these facilities in mind.</p> <p>It is noted that the endorsed Auburn ELS stated that should access issues not be resolved, that owing to the precinct's proximity to established residential areas, that alternate employment uses and residential uses could be considered.</p> <p>The Auburn ELS recommended that in the longer term a B5 Business Development zone be considered for the precinct, provided that a change of zone would not prejudice the operations of ongoing rail uses.</p>
<p><b>Actions</b></p> <p>The following short-term actions are recommended:</p> <ul style="list-style-type: none"> <li>• Retain employment uses in line with the vision, Services for the Service Sector.</li> <li>• Council to engage with NSW Government to include cross rail transport accessibility into strategic planning.</li> </ul> <p>The following medium-term actions are recommended:</p> <ul style="list-style-type: none"> <li>• No precinct specific amendments recommended to the planning framework, as the planning framework currently allows the key industries indicated in the vision.</li> </ul>	<p>The existing industrial uses north of the railway line, the railway line and associated uses and the lands south of the railway line, owned by RailCorp should be retained.</p> <p>As discussed previously – not feasible and highly unlikely to occur.</p> <p>Disagree. The Manchester Road Site is currently underutilised. It is unsuitable for further industrial development due to its immediate proximity to existing residential areas and lack of vehicular access.</p> <p>The single ownership of this Site provides an opportunity to develop this Site in a way that respects the significance of the industrial lands while being sensitive to the existing residential areas. This is demonstrated through the new 4ha Employment Precinct which could generate up to 630 new jobs.</p> <p>It is recommended that the planning framework be amended to allow the appropriate redevelopment of this Site.</p>
<p><b>Planning Interventions</b></p> <ul style="list-style-type: none"> <li>• Retain sufficient and adequate buffer areas to ensure long term sustainability of this important precinct for activities that support the city's metabolism.</li> <li>• No precinct specific amendments recommended to the planning framework, as the planning framework currently allows the key industries indicated in the vision.</li> </ul>	<p>Agree. It is recommended that the planning framework be amended to allow additional employment uses on the northern 4ha section of the Site. This will provide an appropriate buffer to the redevelopment of the southern section of the Manchester Road Site.</p> <p>Disagree. Recommend that the planning framework be amended to:</p>

Vision and Strategies for Clyburn	
Draft EILS and LUPF	Comment
	<ul style="list-style-type: none"> <li>• Allow additional permitted uses (for example, business, creative and artisan industries, 'live-work' dwellings) on the northern 4ha of the Manchester Road site.</li> <li>• Recognise the endorsed <i>Auburn ELS</i> in terms of the area of the Precinct</li> <li>• Provide a large public park adjacent Duck River and a series of pocket parks which will contribute to high worker amenity for the area.</li> <li>• Allow well designed residential development in the southern portion of the precinct.</li> </ul>

Table 7: Consideration of the Draft EILS 2017

### Is the Planning Proposal consistent with Applicable State Environmental Planning Policies?

#### **SEPP 19 – Bushland in Urban Areas**

This SEPP applies to the Cumberland LGA and applies to urban remnant bushland on land zoned public open space, seeking to appropriately protect and preserve bushland and habitat. The Site is not zoned open space however the adjoining lands of the Duck River corridor have ecological significance. The significance of the riparian corridor of Duck River is detailed in the *Ecological Assessment Report* by Cumberland Ecology (Attachment 10).

SEPP 19 is relevant to the proposed rehabilitation works along the Duck River Corridor.

#### **SEPP 32 – Urban Consolidation (Redevelopment of Urban Land)**

SEPP 32 aims to promote the orderly and economic use and development of land (an Object of the EP&A Act) by enabling urban land that is no longer required for the purpose for which it is zoned or used for to be redeveloped for multi-unit housing and related development (objective 2(1)(a)).

The land is no longer suited for General Industrial purposes for which it is zoned. The Proposal is wholly consistent with the objectives of SEPP 32 and supports urban consolidation on an appropriate Site, to reduce reliance on outlying *greenfield* development Sites and to make efficient use of infrastructure.

#### **SEPP 55 – Remediation of Land**

SEPP 55 aims to provide for a State-wide consistent planning approach to the remediation of contaminated land, with various objectives and provisions, particularly to reduce the risk of harm to human health and the environment.

Clause 6 of SEPP 55 states that an environmental planning instrument should not include a zone that would change the use of the land, particularly for residential, educational, childcare or hospital uses unless the planning authority is satisfied that the potential risk to human health has been considered.

Similarly, Clause 7 of the SEPP requires the Council to consider whether a Site is contaminated and whether the Site is suitable for the proposed use (before or after remediation). In this regard, the contamination report undertaken by DLA Environmental finds that the land could be made suitable after remediation for the proposed land uses in the Planning Proposal under SEPP 55.

The Land Use Suitability Review and Stage I Preliminary Site Investigation conclude that following the implementation of a Remediation Action Plan and Validation, the Site can be made suitable for the future intended land uses, consistent with the criteria outlined in the National Environment Protection.

For the purposes of the SEPP, it is reasonable to conclude that the Site will be able to be made suitable for the proposed uses.

#### ***SEPP 65 – (Design Quality of Residential Apartment Development)***

SEPP 65 and the supporting *Apartment Design Guide* (ADG) seek to improve the design quality of residential apartment development in New South Wales. Nine *Design Quality Principles* are established in the SEPP, while the ADG provides further guidance in expanding upon and meeting such principles.

The Masterplan is designed to have close regard to SEPP 65 and associated ADG. The Masterplan is generally compliant with the ADG. The matters relevant in SEPP 65 are capable of being satisfied at development application stage, based on the Masterplan provided. Naturally, details and provisions will need to be carefully considered as the Proposal continues to develop through the planning process.

#### ***SEPP (Affordable Rental Housing) 2009***

This SEPP has 7 aims, including to facilitate the effective delivery of new affordable rental housing by providing incentives by way of expanded zoning permissibility, floor space ratio bonuses and non-discretionary development standards. There is currently no affordable rental housing on the Site.

In July 2017, Cumberland Council adopted an Interim Affordable Housing Policy. Council's interim target for planning proposals is to provide for 5% of any additional residential floor space for very low and low-income households.

PAYCE has guaranteed to initially provide a minimum of 5% or 90 dwellings rented at discount market rental as affordable rental housing (to be secured through a VPA). This is a higher proportion than required by the new Interim Policy.

The affordable rental housing would be owned by PAYCE, held for 12-15 years as affordable rental housing and managed by a registered Community Housing Provider (CHP). The management by a CHP will ensure the housing is made available to those in need, and consistent with the provisions of the SEPP and governing regime established by NSW Housing.

The Planning Proposal, and provision of affordable rental housing, is generally consistent with the SEPP (Affordable Rental Housing) and the Council's *Interim Affordable Housing Policy*.

**SEPP (Building Sustainability Index: BASIX)**

SEPP - BASIX aims to minimise the demand of residential development upon energy demand and the State's potable water supply, particularly by setting a target of 40% reduced water use and 20% less energy use compared to average usage and verification through a Certification system. Future development applications will need to demonstrate that the BASIX requirements are met.

The requirements of BASIX will be met in the development phase of the Proposal.

**SEPP (Infrastructure) 2007**

*SEPP (Infrastructure) 2007* aims to facilitate the effective delivery of infrastructure across the State. This includes by identifying matters to be considered in the assessment of development adjacent to types of infrastructure development, and providing for consultation with relevant public authorities about certain development during the assessment process or prior to development commencing.

Many of the provisions relate to development by the Crown and exempt development of certain development by on behalf of the Crown, which is not relevant to the Proposal.

The Site is adjacent to and has a common boundary with land used for rail purposes adjoining a rail corridor. Before determining any development applications on the Site, the consent authority will, in accordance with clauses 85, 86 and 87 of the SEPP, give written notice of the proposed development to the rail authority. Consideration will be given to the potential effects of any excavation on the rail corridor and the potential impact of rail noise or vibration on future residential uses.

Clause 87(3) requires that residential development must not be granted consent unless appropriate measures have been undertaken to ensure that the following LAeq levels are not exceeded:

- (a) *in any bedroom in the building—35 dB(A) at any time between 10.00 pm and 7.00 am,*
- (b) *anywhere else in the building (other than a garage, kitchen, bathroom or hallway)—40 dB(A) at any time.*

The Masterplan has been designed with respect to the above requirements and the provisions of *Development Near Rail Corridors and Busy Roads – Interim Guideline*. Noise considerations to and from the proposed development can be addressed through the detailed design stage and would not be a determinative factor in rezoning the Site.

Clause 104 of Division 17 identifies the capacity or size of developments, including apartments or residential flat buildings with 300 or more dwellings, that require referral to Roads and Maritime Services (RMS). Both RMS and Transport for NSW will need to continue to be closely consulted throughout the Planning Proposal process, given the potential impacts (and opportunities) of the development on the adjoining road network, and wider commitments for public transport enhancement associated with the Planning Proposal.



### ***SEPP (State and Regional Development) 2011***

SEPP (State and Regional Development) 2011 outlines criteria and processes associated with certain types of development (or within certain areas) deemed to be of State or Regional Significance, and the associated determination regime for such development.

Future development applications for the Site would be subject to the SEPP and are proposed to be determined under Part 4 of the EP&A Act.

Where development has a capital investment value exceeding \$20 million, Council staff would undertake the assessment of the application although the determination function would be exercised by the Sydney West Central Planning Panel.

### ***Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005***

The Site is not within a zoned area of *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005*, although the generic provisions of the deemed SEPP apply.

There are provisions within Part 2 of the Plan which outline principles within the wider catchment (Clause 13) and Waterway Area (Clause 14).

The Sydney Harbour Catchment SREP boundary encompasses much of the land within the Cumberland LGA and directly affects some areas. The Proposal is located within the overall Sydney Harbour catchment boundary, but is not directly impacted by the provisions of the SREP other than in meeting stormwater quality standards and the associated proposal to assist with the rehabilitation of Duck River. The Proposal is consistent with the principles for the wider catchment.

There are 12 objectives related to the Sydney Harbour Catchment in Clause 13 of the Plan. The Planning Proposal reasonably considers these matters and development of the Site has key potential benefits in terms of water quality and water treatment to improve runoff and better connections to and along the harbour foreshores.

### ***State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017***

This policy applies to the non-rural LGAs of the NSW and therefore applies to the Site. The aims of this Vegetation SEPP are to protect the biodiversity values of trees and other vegetation and to preserve the amenity of non-rural areas through the preservation of trees and other vegetation.

The Vegetation SEPP works together with the *Biodiversity Conservation Act 2016* and the *Local Land Services Amendment Act 2016* to create a framework for the regulation of clearing of native vegetation in NSW.

The SEPP will ensure the biodiversity offset scheme (established under the Land Management and Biodiversity reforms) will apply to all clearing of native vegetation that exceeds the offset thresholds in urban areas and environmental conservation zones that does not require development consent.

The Vegetation SEPP applies to clearing of:

- native vegetation above the Biodiversity Offset Scheme (BOS) threshold where a proponent will require an approval from the Native Vegetation Panel established under the Local Land Services Amendment Act 2016; and
- vegetation below the BOS threshold where a proponent will require a permit from Council if that vegetation is identified in the council's development control plan (DCP).

As the Site has very little vegetation, point 1 above is not relevant. Any removal of trees on the site will be subject to an application for a permit for tree removal from Cumberland Council.

***Is the Planning Proposal consistent with applicable Ministerial Directions (s.117 directions)?***

The Proposal is consistent with the relevant Local Directions issued by the Minister for Planning under S117 of the EP&A Act as detailed in Table 8 below:

Ministerial Direction	Consistent	Comment
<b>1. Employment and Resources</b>		
<b>1.1 Business and Industrial Zones</b>		
	Yes	<p>The Proposal complies with this objective</p> <p>The proposed urban renewal of the Site is consistent with the objectives of the zone as follows:</p> <ul style="list-style-type: none"> <li>• The Proposal seeks to provide for new and alternate employment uses</li> <li>• The Proposal provides for up to 992 direct new jobs which exceeds the existing jobs on the Site (30) to transition the Site to a more contemporary employment centre</li> <li>• The Proposal is supported by studies that indicate that it will support the viability and seeks to protect existing identified centres of Auburn and Lidcombe</li> </ul> <p>The Proposal is justified by several studies to support the rezoning of the Site from an IN1 General Industrial Zone to a combination of business, mixed use and residential zones, namely various economic studies prepared by SGS and Retail economic analysis prepared by Leyshon.</p>
Objective: Encourage employment growth in suitable locations		<p>The Proposal complies with this objective.</p> <p>The Site currently contains several older warehouse buildings. Combined, the buildings currently located on the Site accommodate approximately 30 jobs. The Proposal envisages development of the Site to accommodate:</p> <ul style="list-style-type: none"> <li>• a minimum of 30,000 - 40,000m<sup>2</sup> of employment land</li> <li>• 6,000m<sup>2</sup> of retail and commercial floorspace of</li> <li>• 2,000m<sup>2</sup> of community floorspace</li> <li>• 1,000m<sup>2</sup> childcare centre</li> </ul> <p>The Proposal will provide for a total of 992 direct jobs on the Site, representing a net increase of approximately 932 direct jobs.</p>

Ministerial Direction	Consistent	Comment
Objective: Protect employment land in business and industrial zones		<p>The Proposal complies with this Objective.</p> <p>The proposed planning amendment will lead to a decrease in the quantum of land zoned for employment generating land uses in the Cumberland LGA. However, the total number of jobs generated on the Site is estimated to increase to 992 jobs, representing a net increase of approximately 932 jobs and an intensification of land use.</p> <p>This is supported by an evidence based study demonstrating that traditional industries are not viable in this location, demonstrated by the changing nature of the industry and current land vacancy on the Site.</p>
Objective: Support the viability of identified strategic centres		<p>The Proposal complies with this objective</p> <p>The Proposal consolidates new homes, jobs and investment in Cumberland in accordance with <i>A Plan for Growing Sydney</i> which states that the West Central Subregion will;</p> <p><i>... be a significant focus for infrastructure investment and intensive growth over the next 20 years. Greater Parramatta will continue to be Sydney's second CBD and a focus for jobs growth and services delivery in Sydney's west. A growing and prosperous Greater Parramatta will be supported by a network of centres providing jobs and services closer to home for many of the subregion's residents. This will improve liveability and contribute to strong, resilient communities throughout the subregion...</i></p>
1.2 Rural Zones	N/A	N/A
1.3 Mining, Petroleum Production and Extractive Industries	N/A	N/A
1.4 Oyster Aquaculture	N/A	N/A
1.5 Rural Lands	N/A	N/A
<b>2. Environment and Heritage</b>		
2.1 Environment Protection Zones	N/A	N/A
2.2 Coastal Protection	N/A	N/A
2.3 Heritage Conservation	Yes	<p>The Proposal complies with this Direction.</p> <p>A detailed heritage assessment of heritage impacts has been undertaken for the Site by Casey and Lowe.</p> <p>The Heritage Assessment concluded that "in the absence of any identified heritage structures, archaeological Sites or features, or industrial vistas within the study area, re-zoning of the study area will lead to no loss of heritage values"</p>
2.4 Recreation Vehicle Areas	N/A	N/A
<b>3. Housing, Infrastructure and Urban Development</b>		

Ministerial Direction	Consistent	Comment
3.1 Residential Zones	Yes	<p>The Proposal complies with this objective</p> <p>The proposed Masterplan supported by guiding principles and Urban Design Report for the Site allows a wide range of residential apartment types which met existing market demand.</p> <p>The Proposal is supported by a Masterplan and Landscape Masterplan which will inform a future DCP to deliver high quality and sustainable residential outcomes with appropriate access to existing infrastructure and services.</p> <p>The Proposal is consistent with Direction 3.1, as it proposes to:</p> <ul style="list-style-type: none"> <li>• increase housing supply in an urban location and broaden the choice of available building types;</li> <li>• makes more efficient use of urban land optimising the use of existing public transport infrastructure and services;</li> <li>• offers well connected housing in an urban location that can reduce the consumption of land for housing on the urban fringe, and</li> <li>• demonstrates good urban and environmental design, with an urban form and structure characterised by suitable building forms, significant public parks and spaces, a new pedestrian and cycle pathways including a new bridge over Duck River and improvements to the Duck River riparian corridor.</li> </ul>
3.2 Caravan Parks and Manufactured Estates	N/A	N/A
3.3 Home Occupations	N/A	<p>The Proposal complies with this objective</p> <p>The Proposal will allow home occupations in accordance with the provisions of AUBURN LEP 2010.</p>
3.4 Integrating Land Use and Transport	Yes	<p>The objective of this Direction 3.4 is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning objectives:</p> <ol style="list-style-type: none"> <li>improve access to housing, jobs and services by walking, cycling and public transport, and increase the choice of available transport and reduce dependence on cars;</li> <li>reduce travel demand including the number of trips generated by development and the distances travelled, especially by car;</li> <li>support the efficient and viable operation of public transport services, and provide for the efficient movement of freight.</li> </ol> <p>As discussed in previous sections, the Proposal is consistent with this direction as it allows an underutilised Site to make better use of its proximity to major public transport and other services to assist the reduction in car dependency and travel demand in general.</p>

Ministerial Direction	Consistent	Comment
3.5 Development Near Licensed Aerodromes	N/A	N/A
3.6 Shooting Ranges	N/A	N/A
<b>4. Hazard and Risk</b>		
4.1 Acid Sulphate Soils	Yes	<p>The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils. This direction applies to all relevant planning authorities that are responsible for land having a probability of containing acid sulfate soils, as shown on Acid Sulfate Soils Planning Maps. Auburn LEP 2010 illustrates the potential for Class 4 and Class 5 Acid Sulphate Soils on the Site, which are classified as the least sensitive classes of Acid Sulphate Soils.</p> <p>Analysis of the Acid Sulfate Soils Map – Sheet ASS_002 of Auburn LEP 2010 indicates that the majority of Lot 11 is located within a Class 4 affected area.</p> <p>Auburn LEP 2010 will therefore require that an Acid Sulphate Soil Management Plan be provided with future development applications for the Site. The Planning Proposal is consistent with this direction.</p>
4.2 Mine Subsidence and Unstable Land	N/A	N/A
4.3 Flood Prone Land	Yes	<p>The Proposal complies with this Direction.</p> <p>The Auburn LEP 2010 flood prone map shows that the Site is not located within the defined Flood Planning Area.</p> <p>However, Council's Flood Study indicates that a PMF event would affect the Site. Direction 4.3 therefore applies to the Site, as the Site is located within 'flood prone land', which is defined in the Floodplain Development Manual, 2005 as 'Land susceptible to flooding by the Probable Maximum Flood (PMF) event'.</p> <p>Whilst the Site is located within the area potentially affected by a PMF event, it is not located within the flood planning area mapped in Auburn LEP 2010 and is therefore consistent with the Direction. Refer to Flood Management Advice at 8.</p>
4.4 Planning for Bushfire Protection	N/A	N/A
<b>5. Regional Planning</b>		
5.1 Implementation of Regional Strategies	N/A	N/A
5.2 Sydney Drinking Water Catchments	N/A	N/A
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	N/A	N/A



Ministerial Direction	Consistent	Comment
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	N/A	N/A
5.5 Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA)(Revoked 18 June 2010)	N/A	N/A
5.6 Sydney to Canberra Corridor (Revoked 10 July 2008. See amended Direction 5.1)	N/A	N/A
5.7 Central Coast (Revoked 10 July 2008. See amended Direction 5.1)	N/A	N/A
5.8 Second Sydney Airport: Badgerys Creek	N/A	N/A
5.9 North West Rail Link Corridor Strategy	N/A	N/A
<b>6. Local Plan Making</b>		
6.1 Approval and Referral Requirements	Yes	<p>Direction 6.1 requires that LEP provisions encourage the efficient and appropriate assessment of development. Planning proposals must be substantially consistent with the terms of this direction.</p> <p>As a standard template instrument, Auburn LEP 2010 contains the relevant referral provisions to ensure the efficient and appropriate assessment of development.</p> <p>Should this planning proposal proceed, as an amending instrument to Auburn LEP 2010, the Proposal will be consistent with this direction.</p> <p>The Proposal does not include consultation, concurrence or referral above and beyond the provisions of the Auburn LEP 2011. The Proposal does not include designated development.</p> <p>The Proposal complies with Direction 6.1.</p>
6.2 Reserving Land for Public Purposes	Yes	<p>The Proposal complies with this direction.</p> <p>The Proposal seeks to rezone part of the existing private land to RE1 Public Recreation with the relevant approval of Cumberland Council and the other authorities as required.</p> <p>The land proposed to be zoned RE1 – Public Recreation will be dedicated to Council by way of a VPA.</p>

Ministerial Direction	Consistent	Comment
6.3 Site Specific Provisions	Yes	<p>The Proposal complies with this direction.</p> <p>Direction 6.3 seeks to discourage unnecessarily restrictive Site-specific planning controls.</p> <p>The Proposal seeks to rezone the Site to several zones in accordance with the Standard Instrument (SI). The proposed additional permitted uses in the IN1 zone are aimed at expanding the range of employment uses on the site.</p>
7. Metropolitan Planning		
7.1 Implementation of A Plan for growing Sydney	Yes	The Proposal is consistent with the relevant Goals and directions in the Strategy as outlined in this report.

Table 8 - Consideration of Section 117 Planning Directions

### 8.3.3 Section C - Environmental, Social and Economic Impact

*Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the Proposal?*

The Site was formally part of the Clyde Marshalling Yards, with part of the Site used as an active industrial site. The western half of the Site is categorised by several large warehouses, stockpiling yards and car parks. The eastern half of the subject site is remediated and vacant land.

An Ecological Impact Assessment (EIA) has been prepared by Cumberland Ecology (Attachment 10) which assesses the potential impacts from the Proposal on threatened species, populations and ecological communities (TECs) listed under state and federal legislation, including the Grey-headed Flying-fox (*Pteropus poliocephalus*), Green and Golden Bell Frog (*Litoria area*) and River-flat Eucalypt Forest Endangered Ecological Community (EEC).

The Report notes that the Site has been entirely cleared of native vegetation, with no remnant woodland or forest remaining on the site. Low numbers of urban plantings are retained around buildings and in the eastern portion of the site, large bare areas have been established with exotic grasses, presumably for soil stabilisation.

As the Site is separated from the Duck River riparian corridor to the west by Manchester Road, any existing vegetation is completely disconnected from any canopy vegetation in the Duck River corridor.

The EIA is an update of an assessment undertaken for the previous planning proposal for the Site. The Report has also been updated to include any species listed under state and federal legislation since the earlier (March 2016) Ecological Impact Assessment.

This updated EIA has been prepared to address issues raised in the previous application and address the revised Proposal as detailed in a relevant extract below:

*.. the former Auburn City Council advised that several native vegetation communities listed as TECs under the NSW Threatened Species Conservation Act 1995 (TSC Act) are known to be present in the riparian corridor of Duck River. Council also noted that a Grey-headed Flying-fox colony is known to occur along the upper Duck River, to the immediate south of the railway pedestrian bridge and railway line. Grey-headed Flying-fox is a Vulnerable species listed under the NSW TSC Act and also under the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act).*

*Due to the proximity of the TECs and the Grey-headed Flying-fox colony, Council requested that Assessments of Significance prepared in accordance with Section 5A of the NSW Environmental Planning and Assessment Act 1979 (EP&A Act) are provided with the Planning Proposal to assess the potential impacts on these matters from future residential development of the subject site. Council also indicated that the impacts of Grey-headed Flying-fox on the amenity of future residents should be discussed and mitigation measures proposed to minimise potential resident/colony conflicts.*

*A review of flora and fauna records within a 10 km radius of the subject site (i.e. the 'locality') was undertaken. Threatened species records were obtained from the Atlas of NSW Wildlife database, which is administered by the NSW Office of Environment and Heritage (OEH, 2015a). A list of nationally protected species predicted to occur within the locality was*

*generated using the Commonwealth Department of the Environment and Energy (DoEE) Protected Matters Search Tool (DoE, 2016a).*

*Updated searches of both databases were undertaken on 22 September 2017 in order to identify any additional species that may have been listed since the earlier searches were undertaken. These records and species predictions were also duly considered and their likelihood of occurrence on the subject site assessed...*

The EIA has been updated following an assessment of comments from Council and other stakeholders, and results from the database assessment. The following entities are covered within the scope of the EIA:

- Grey-headed Flying-fox
- Green and Golden Bell Frog (*Litoria aurea*)
- Tadgell's Bluebell (*Wahlenbergia multicaulis*)
- Migratory wading (i.e. wetland) birds (listed under Section 209 of the Environment Protection and Biodiversity Assessment Act 1999, or EPBC Act)
- Threatened ecological communities.

Following survey and assessment, the EIA concludes that the Proposal is unlikely to have a significant impact on TECs and Grey-headed Flying-fox.

#### *Recommendations to manage any potential risks to TECs*

The EIA makes the following recommendations to manage the risks on TECs and the nearby flying-fox colony, and to minimise the risk of human conflicts with the colony:

- Maintaining a buffer of at least 100 m between the camp and any residential land use, as recommended in the Duck River Grey-headed Flying-fox Management Plan (Dragonfly Environmental, 2014);
- Implementing a well-considered landscape management plan that does not attract large numbers of flying-foxes to the residential areas to feed, thus reducing interactions with residents and potential damage to property;
- Implementing detailed erosion, surface water and sewerage management plans to minimise the offsite impacts on the TECs and Grey-headed Flying-fox habitat in the adjacent Duck River corridor;
- Considering a number of design potentials to minimise resident/bat conflicts such as:
  - Underground parking spaces to limit potential damage to vehicles from bat excrement
  - Double glazing of windows facing the camp;
  - Appropriate sound insulation in the building;
  - Limiting the number of windows facing the camp, or requiring non-opening windows;
  - Installing of air conditioners; and
  - Outdoor areas, including balconies and courtyard gardens, positioned away from the river/camp
- Undertaking acoustic testing during construction phases as required to monitor and manage noise levels affecting the camp site
- Timing construction works as required to avoid critical birthing and pup-rearing phases of the species' life cycle;

- Timing restoration works in the Duck River corridor (especially approaching the specific camp site area) to avoid critical birthing and pup-rearing phases of the species' life cycle;
- Facilitating community awareness of Grey-headed Flying-fox to encourage better understanding of the species' behaviours and options available to reduce risk of disturbance to residents;
- Approaching restoration works in the Duck River corridor in a manner that will maintain structural layers at any point in time and not cause further harm to the colony (i.e. retaining exotic trees and understorey cover until replanted vegetation can develop sufficiently to provide shelter for the colony);
- Approaching restoration works in the buffer between the camp and any residential land, so as not to result in expansion of the bat colony. This will include considering the use of plants that are not preferred flying-fox habitat species in landscaping plans, or limiting works to bank stabilisation and weed control as required; and
- Avoid clearing native trees and shrubs for the construction of the river crossing by making use of natural gaps between trees to locate infrastructure.

The proposed Masterplan and allocation of landuses, in particular residential uses are consistent with these recommendations.

### ***Threatened Ecological Communities***

The EIA concludes that the Planning Proposal unlikely to result in a direct impact on TECs. The updated report notes that no TECs occur within Site and no vegetation loss within the adjacent Duck River corridor is proposed as part of the planned future residential development. Any rehabilitation work undertaken as part of the regeneration of the Duck River will be undertaken in close consultation with Council and the appropriate authorities.

The EIA makes the following conclusions in relation to potential impact on TECs near the site (bold our emphasis):

*... that Planning Proposal may exacerbate indirect threatening processes that can continue to degrade the TECs in the adjacent Duck River corridor. Pollution from urban runoff and higher density occupation of the subject site may increase weed impacts on the riparian zone. However, the development of the subject site is likely to involve detailed erosion, surface water and sewerage management plans and it is expected that the risks will be manageable.*

*Furthermore, the proponent is proposing to undertake restoration activities along Duck River, which will also mitigate the potential impacts on riparian vegetation and facilitate the recovery of the TECs.*

*The proposed pedestrian and cycle bridge may have a very minor impact upon River-flat Eucalypt Forest but the impact is **unlikely to be significant and can be minimise simply by designing a footbridge to avoid the need to clear trees.***

*It is concluded that the Planning Proposal is **unlikely to result in a significant impact on TECs. As such, no Species Impact Statement is required....***



## Threatened Species

The EIA concludes that the Planning Proposal is unlikely to result in a significant impact on Grey-headed Flying-fox. As such, no Species Impact Statement and no EPBC Act referral are required.

Key conclusions from the EIA in relation to potential impacts on any threatened species follows:

*...no threatened flora or fauna species were found or considered likely to occur on the subject site other than Grey-headed Flying-fox, which camp nearby in the Duck River riparian corridor. No migratory species are considered to make significant use of the subject site.*

*No Grey-headed Flying-fox were found to be using the camp at the time the site was surveyed. Fly-out patterns could not be observed and assessed further.*

*Notwithstanding, the main threat to any Grey-headed Flying-fox colony is likely to be from loss of habitat at the camp site, or loss of foraging habitat within 20-50 km of the camp site (which would reduce the suitability of the camp for prolonged periods of roosting and breeding).*

*At the Duck River site, the indirect impacts to a colony due to noise, heat, interactions with humans and altered fly-out patterns are not likely to be a significant issue.*

*The Planning Proposal will not remove roosting or foraging habitat within 20-50 km of the camp site. The potential impacts from interactions with future residents, change in noise levels and possible offsite effects on the quality of the riparian vegetation along Duck Creek are not expected to be significant and are likely to be manageable.*

*The proponent is also proposing to implement a restoration program for the riparian vegetation along a section of Duck River upstream of the camp site, which will improve foraging habitat and the suitability of the camp site for roosting.*

*Further and more detailed studies of flying foxes will be made during later stages of the planning and design process to ensure that negative resident and flying-fox interactions will be minimised....*

The current proposal and masterplan has been formulated based on the assessments within the EIA. Based on the conclusions and recommendations of the EIA, the likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the Proposal has been satisfactorily addressed in this Planning Proposal.

**Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?**

## Built Form and Amenity

The Masterplan is designed to have close regard to SEPP 65 and associated ADG. This seeks to reduce impacts to adjoining properties and ensure high levels of amenity for future communities. The proposed built form is justified in this location based on the following rationales adopted for the Masterplan:

#### *Location and orientation of Built Form*

- building heights range between 2-12 storeys, with tallest buildings located adjacent to the railway land curving around the north-eastern boundary
- additional height is required to allow for carparking above the containment cell to respond to the site constraints
- low rise 2-3 storeys terraces along the southern boundary to aid with the sensitive transition of the Site to the neighbouring low-rise dwellings in Manchester Road
- taller buildings are designed with smaller footprints, rather than lower bulkier buildings to achieve larger and improved public domain, parks and open space outcomes for the Site
- taller buildings are located to minimise impacts on adjoining residential properties in terms of excessive overshadowing, overlooking, bulk and scale visual impacts
- the Masterplan proposes an average of circa 6 storeys across the Site, with only two buildings at 12 storeys avoiding a monotonous height across the Site leading to improved urban design outcomes

#### *Transition Zones*

- to ensure a sensitive transition to existing low-density dwellings along Manchester Road, all development with an address to Manchester Road will be limited to 3 storeys
- all other development along the western and southern boundaries will be 4 to 6 storeys; to help transition building heights
- western boundaries are co-located with open space buffers to assist in the transition of building forms

#### *Building Orientation*

- A graduation of building height will provide site orientation and view sharing toward Duck River.
- New built form is arranged to provide optimum solar orientation and building energy performance.

#### *Solar access and Overshadowing Impacts*

- all buildings over 10 storeys are orientated along south-east boundary to reduce the impacts of overshadowing on residences, open space and adjoining neighbourhoods
- taller residential buildings are proposed to address the Central Boulevarde. This allows the width of the roads to absorb part of the bulk and scale of taller building forms and ensures minimal overshadowing of residences
- lower buildings are proposed along the Manchester Road boundary to minimise overshadowing impact on existing neighbourhoods
- All residential apartment buildings meet ADG requirements

#### *Building Typology*

- There are a range of building layouts and heights proposed
- Typical floor plans for buildings are contained in the Urban Design Report (Attachment 1)

### *Street Network*

- There will be permeable network of streets and open spaces which will encourage movement through the site;
- The proposal incorporates a hierarchy of access-ways consisting of a main boulevard, secondary road and existing access road;

### *Public Domain*

- the proposed road network aims to integrate Auburn into the existing local road network
- a new Common, with direct links to the Town Centre
- through-Site links to increase permeability for (pedestrians and cyclists), while respecting private open space for future communities

### *Landscaping and Green Spaces will be provided in the form of:*

- Recreational and environmental improvement along the Riparian Duck River;
- Public open space parkland
- Linear parkland links across the site
- The public domain of the streetscape.

### *FSR Assumption*

- realistic assumptions regarding FSR relationship to envelopes to allow good articulation with the southern 10.1ha having an FSR of 1.7:1 and the remaining industrial zone retaining the FSR of 1:1

### ***Heritage***

A detailed assessment of heritage impacts (HIA) has been undertaken for the Site by Casey and Lowe (Attachment 5). This report followed a report prepared for the previous Planning Proposal for the Site, which identified no impacts in relation to aboriginal and European heritage. Key findings and observations in the current report are detailed below.

Clyde Railway Yards & Signal Box is listed as a heritage item in Auburn LEP 2010 as an archaeological Site and listed on RailCorp's S.170 register (under the provisions of the NSW Heritage Act 1977) as a goods yard with potential archaeological features. Details of the Clyde Railway Yards & Signal Box heritage item listing are provided below:

The S170 listing specifically mentions the potential for archaeological remains:

### *Potential Archaeological Features*

There is a potential for remnants of early structures within the Goods Yard, which requires further archaeological assessment. The site was analysed by archaeologist Edward Higginbotham for the Auburn Heritage Study in 1995, who established that there was physical evidence of heritage significance. The scattered nature of the remains is most likely the reason why the site is listed on the Auburn LEP as an archaeological site. The site has continued to be degraded since assessed in 1995.

The listing specifically excludes any aboveground structures. This listing excludes property not owned by RailCorp and all above surface buildings and structures. The HIA advises that the effect of listing on the S170 register is that an appropriate approval, in this case a S139/140 approval under the *Heritage Act 1977*, be obtained prior to the disturbance of significant archaeological remains, if these exist within the site area. The site is listed on the Auburn LEP as an archaeological site. This listing appears to derive from its inclusion in the Auburn Heritage Study where its heritage significance was defined as:

*The Clyde Marshalling Yard is significant in demonstrating the large volume of railway goods traffic generated by the Sydney Metropolitan area, both in historical and current terms. It also demonstrated the close relationship between local industry and rail transport.*

The HIA reviews the heritage values of the Site in terms of:

- its role as a potential archaeological Site
- railway heritage
- industrial heritage

In terms of any archaeological heritage impacts, the HIA notes the following (bold our emphasis):

*...The study area appears to have been termed an archaeological site when it retained evidence of its use from the end of the nineteenth century as part of the Clyde Marshalling Yards, and railway tracks, sidings and buildings associated with its railway use were still present. Lots 11 and 12 no longer retain evidence of being part of the marshalling yards and the land has been cleared and apparently remediated in places. **Apart from some stray artefacts relating to rail infrastructure, there is no evidence that the site contains buried remains or remains that would have archaeological research potential ...***

In relation to railway heritage impacts, the HIA makes the following assessment:

*...The present study area is effectively separated from the remainder of the Clyde Marshalling Yards by the existing fencing and noise wall. There are no visual links or signs that indicate the land was once part of the Marshalling Yards. There are no remaining elements of industrial heritage or evidence of the land's previous use as part of the marshalling yards...*

In relation to potential industrial heritage impacts, the HIA makes the following assessment:

*...The study area has industrial elements in the form of the warehousing, although the warehousing is not linked to the railway use of the land or the marshalling yards further to the north. The existing warehousing has not been identified as being of heritage value and does not reflect the use of the land as part of the marshalling yards...*

The HIA concludes that the current Planning Proposal does not result in any adverse heritage impacts as detailed below:

*...The land in question is expected to retain no elements relevant to its original heritage listing as part of the Clyde Marshalling Yards. It contains no identified heritage elements and has been physically separated from the remaining marshalling area. The original heritage listing, therefore, cannot be sustained and is no longer relevant. In the absence of any identified heritage structures, archaeological sites or features, or industrial vistas within the study area, re-zoning of the study area will lead to no loss of heritage values within the Auburn Local Government Area...*

### **Transport and Traffic**

A Traffic and Transport Impact Assessment (TIA) has been undertaken by Jacobs (Attachment 2). Their report assesses the existing traffic and transport conditions and an assessment of the impact of the development on the transport network.

Manchester Road provides the primary vehicular access to the southern edge of the site, served by Chisholm Road from the south. Further south, Mona Street provides the closest vehicular crossing of Duck River. A private road owned by RailCorp continues west from Manchester Road and provides additional access points along the southern and western boundaries of the site.

Under the provisions of the Proposal, vehicular access to the Site would remain predominantly from Manchester Road. Additional vehicular access is proposed across Duck River in the form an extension of Seventh Street. The internal road network would be used to provide access to car parks below the development.

Traffic modelling by Jacobs identified capacity constraints at the Mona Street / Clyde Street intersection as well as significant delays at other intersections as a result of the traffic generated by the site. To reduce the potential impact of the traffic generated by the proposal the TIA, identifies a number of options as follows:

- Option 1: Upgrade of existing intersections
- Option 2: A new road access between Manchester Road and Mona Street
- Option 3: A new road bridge crossing of the Duck River to provide access to the west.

The TIA notes that each of the options assessed identify that an upgrade of the intersection of Clyde Street and Mona Street is required. The upgrade involves the provision of turning bays on Mona Street and Clyde Street.

This may require some widening of both Mona Street and Clyde Street which may involve land acquisition. All options would allow the intersection analysed to operate with acceptable levels of service at D or better which is better than the existing operation.

The key findings of the TIA are as follows:

*Option 1 would require the upgrading of a number of intersections and concentrates the traffic growth on Chisholm Road.*

*Option 2 would require the acquisition of Council land to facilitate the new connection from Bangor Street to Mona Street. Analysis of the traffic conditions indicates that widening of the bridge on Mona Street would also be needed to allow the new intersection at Bangor Street to operate at an acceptable level.*

*Option 3 with a new bridge for road traffic at Seventh Street would distribute traffic evenly away from the site and remove the need for intersection upgrades on Chisholm Road. In addition, this option would provide opportunities for better pedestrian and cyclist connections to the site. Option 3 is recommended as the option that would have the least overall impact on the surrounding road network and the optimal improvement for traffic and provide two access points to the development. The upgrades to intersections would have a wider benefit for general community by providing more road capacity at existing intersections than is currently provided*



The report concludes that the implementation of the Option 3 works would allow the intersection performance to remain at acceptable levels or similar to existing levels of congestion.

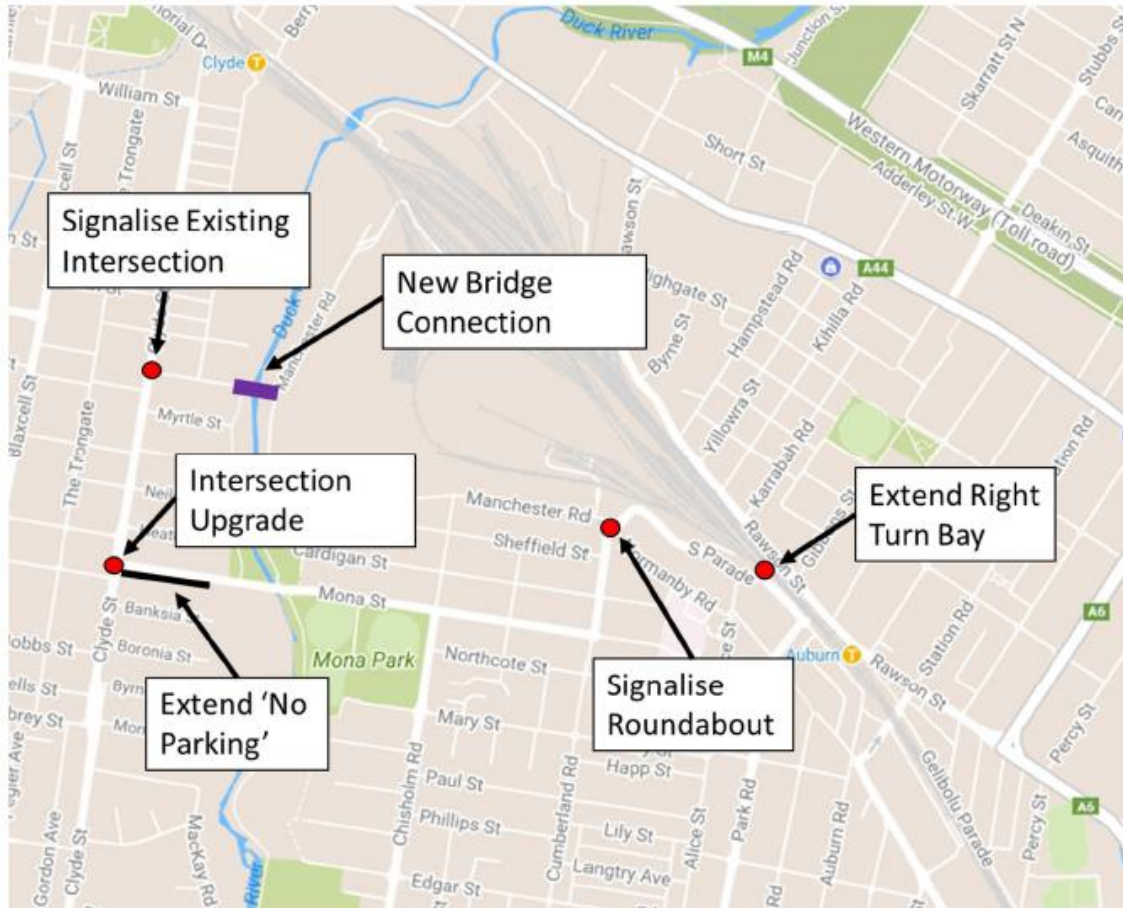


Figure 39. Recommended Option 3 (source: Jacobs)

#### Public Bus Routes

The local bus routes are shown in the Figure 41 below. Routes S2 and S3 only operate in peak commuter periods. Bus route 908 operates from Bankstown to Merrylands via Birrong and Auburn.

The buses are operated by Busways and have approximately 60 – 30-minute headways during peak periods. There are bus stops located approximately 200m walking distance south of the site on Cumberland Road and Monna Street.

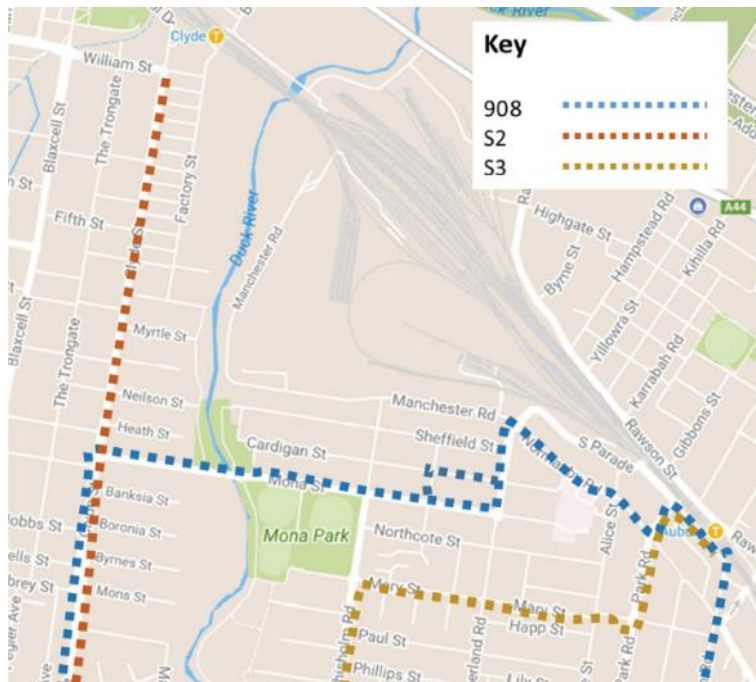


Figure 40. Bus routes (source: Jacobs)

The TIA identifies an opportunity to improve bus services by modifying the existing bus route 908 to service the site along Manchester Road and provide a bus connection to Auburn Station.

### Trains

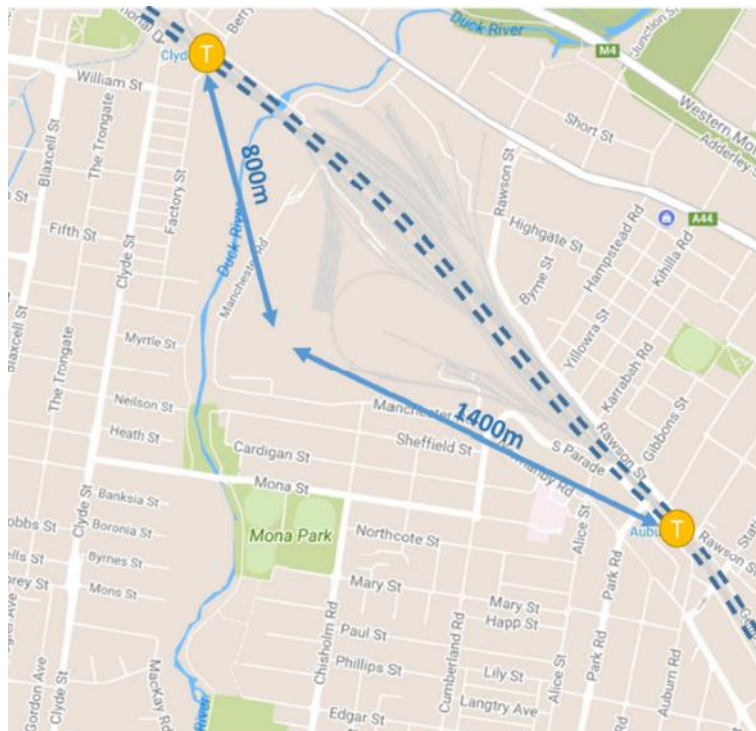


Figure 41. Bus routes (source: Jacobs)

Clyde Station and Auburn Station are the closest rail stations to the Site. Both Stations are within walking distance of the site. The northern portion of the site is within the typical 800m radius catchment for Clyde Station.

In relation to these stations, the TIA notes the following:

**Clyde Station** is about 1km walking distance from the centroid of the site. There is a public walkway that runs parallel to the railway line and provides walking access between the site and the station and a crossing of the Duck River. There are currently up to 11 services per hour that stop in the peak hour. There will be a new timetable adopted in November 2017.

**Auburn Station** is approximately 1.4km walking distance from the centroid of the site with access along public footpaths. There are approximately 18 services stopping at Auburn Station per hour.

The Proposal (including the proposed traffic measures) will improve access to these stations in order to reduce dependence on private vehicles. This will be achieved by providing links to existing pedestrian paths that lead to the local stations.

#### *Active Transport*

There are existing off-road cycle routes adjacent to the western side of Duck River. An extension of this shared path to the north has been identified within Council's Bike Plan. There are currently no other bicycle routes marked in the Bike Plan that connect the site to the nearest train stations. There are existing pedestrian connections to Auburn Station available along the existing road side footpaths.

There are new pedestrian connections available from the northern end of the site via RailCorp land to Clyde Station. These have been provided to allow easy access for workers at the Hub to Clyde Station.



Figure 42. One of the existing entrances to the pedestrian path to Clyde Station



### ***Land Use Suitability***

A land use suitability review for the Proposal has been undertaken by TRACE Environmental (Attachment 7). In consideration of the proposed new land uses on the site, TRACE Environmental has reviewed the following environmental reports prepared for the site:

- *Remediation Action Plan*, Lot 12 DP1166540, Manchester Road, Auburn, NSW, prepared by E3Consulting Australia Pty Ltd, 9 July 2012
- *Report & Remedial Action Plan*, 300 Manchester Road, Auburn, NSW, prepared by JBS&G (VIC & SA Pty Ltd), 12 December 2013
- *Stage 1 Preliminary Site Investigation*, Lot 11 DP1166540, 300 Manchester Road, Auburn, NSW, prepared by DLA Environmental Services Pty Ltd, 2 July 2015
- *Land Use Suitability Review*, Lot 12 DP1166540, 300 Manchester Road, Auburn, NSW, prepared by DLA Environmental Services Pty Ltd, 2 July 2015

Based on a review of the above referenced environmental reports, and the requirements of SEPP No. 55 – Remediation of Land and the National Environment Protection (Assessment of Site Contamination) Amendment Measure (NEPM, 2013), TRACE Environmental concluded that the site can be made suitable for all land uses associated with the proposed redevelopment, including residential, childcare centres, public open space, footpaths, roadways, commercial land uses such as retail shops and offices.

A Remedial Action Plan (RAP) will be prepared for the site following any rezoning, outlining the requirements for remediation and validation of each stage of the proposed redevelopment, in accordance with the approved master plan.

### ***Stormwater & Flooding***

There are no flooding maps associated with the Auburn LEP 2010, the Site is not below the 1 in 100 year flood level and the Site is not known to be flood liable.

### ***Servicing and Survey Report***

A report regarding services on and to the Site has been provided by Northrop (Attachment 8). This report describes the services available on and to the Site, outlines easement constraints and assesses the capacity of the services.

There is an easement for electricity in the south-east corner of the Site, and various rights of way (of variable width) providing access around the perimeter of the Site to the railway lands, as detailed on the land survey by LTS Lockley. There is a stormwater pit and pipe network that collects and discharges the majority of stormwater flows generated across the Site. Currently, stormwater flows generated from Lot 11 drain to the west (towards Duck River), while surface flow from Lot 12 drains to the south (towards Manchester Road).

The western half of the Site is largely covered by buildings and concrete/paving with approximately 60% of the Site being impervious. The eastern portion of the Site comprises some 6ha of undeveloped and vacant land. In terms of stormwater, there are two overland paths traversing the Site. The proposed redevelopment, by provision of open space, leading public domain design and On-Site Detention (OSD) has the potential to significantly reduce runoff and improve water quality in accordance with Council requirements.

In terms of potable water, the Site is currently serviced by a water main owned by Sydney Water Corporation (SWC). This main runs along the southern side of Manchester Road (at the eastern end). A water main is also located directly opposite (on the northern side).

The existing water main is not expected to be large enough to service demand from the proposed development and therefore a larger water main will be required to supply water to the Site.

Water requirements for fire-fighting purposes (including pumps and dedicated on-Site water storage tanks) will be subject to confirmation through the design and detailed Authority consultation phase, including water meters to service various zones / buildings (as required).

The provision of water and sewer services (and the management of new development considering existing easements) can be managed through the Planning Proposal and direct engagement with Sydney Water.

There are gas services available to the Site (to the south in Manchester Road) and telecommunication services would be enabled for the proposed redevelopment.

There is sufficient capacity in the high-pressure main to service the Site. A direct connection to the DN350 high-pressure gas main will not be permissible.

A separate extension from the main will need to be provided to the Site, with a pressure reduction substation. Preliminary calculations indicate that a 1050 kPa main would be sufficient to secure the supply of natural gas to the new development. The final scope of works for natural gas supply will be subject to Jemena.

The Site currently accommodates a single sub-station owned by AusGrid. The substation is serviced directly by high-voltage feeder lines from the Lidcombe Zone Substation which is located approximately 2km from the subject development Site.

Preliminary load calculations indicate that the proposed development would require approximately eight (8) to ten (10), 1,000 kVA substations to service electricity for the Site. The ultimate number of substations will depend on the size of the substations installed across the Site.

It is expected new feeder lines will need to be extended from the Lidcombe Zone Substation to service the total demand for the proposed development. There are currently spare conduits in the HV feeder services trench, which potentially could be used to extend new feeder lines to the Site.

A formal application will need to be submitted to AusGrid to confirm sufficient capacity within the existing Lidcombe Zone Substation; the final infrastructure provisions to be made to service the proposed development; and removal of the existing on-Site sub-station. It is recommended future substations be placed above RL 6.2 m AHD, to avoid any possibility for inundation from the adjoining floodwaters.



## ***Has the Planning Proposal Adequately Addressed Any Social and Economic Effects?***

### ***Economic Impact Assessment***

SGS Economics and Planning has undertaken an assessment of economic impacts from the proposed development outlined in the Planning Proposal.

SGS has prepared both an Economic Impact Assessment (EIA) and Net Community Benefit Assessment of the redevelopment project. The conclusions of their assessment, in terms of the Social and Economic Effects, are summarised below.

#### *Net community benefit assessment*

In 2009, the then Department of Planning released the *Draft Centres Policy – Planning for Retail and Commercial Development* as a *Consultation Draft* only. The Draft Policy introduces the concept of a *Net Community Benefit Test (NCB Test)*, noting that net community benefit arises when the sum of the benefits of a rezoning are greater than the sum of all costs from a community welfare perspective.

The NCB test assesses the merit of a development project to assess whether it is worth doing from a broad societal perspective.

Using a Cost-Benefit Analysis (CBA) framework and principles, the NCB test contrasts the project's economic, social and environmental benefits with its costs, compared to a base or business as usual case, to establish if the benefits outweigh the costs. Where the project's benefits in sum are considered to outweigh the costs of the project, then it is considered worth doing from a broad community welfare (or economic efficiency) perspective.

SGS have undertaken the NCB test from a New South Wales perspective and have found that that the mixed-use "Hybrid" option contained in the Planning Proposal will deliver an increase in wider benefits compared to the base case, including:

- *the provision of accessible new homes and employment*
- *infrastructure cost savings compared to an alternative greenfields development*
- *increased open space values given the proposed River Park in the Duck River Corridor*
- *more efficient provision of urban services activities, nearer to customers*
- *a higher value mixed use urban environment*

The SGS report concludes that both the proposed Hybrid scenario and a residential only scenario would deliver a higher net community benefit than the current use or base case scenario. However, they note that the hybrid scenario retains a future use 'option' value by including an employment area, and also adds to the resilience of the urban environment by providing a mixed use rather than a homogeneous development. The value of this diversity is difficult to quantify however the qualitative review suggests that it is likely to be significant and therefore the mixed-use scenario, as contained in the Proposal, is preferred.

### *Economic Impact Assessment findings*

The Economic Impact Assessment component of the SGS report finds that the mixed-use scenario (the Proposal) will provide a higher number of jobs and value-add during the construction phase than either the base case or the residential-only scenarios (a combined 3,780 related jobs and \$869 million in value added compared with the next strongest option – residential only – at 2,988 jobs and \$504 million value-added).

In addition, the SGS assessment finds that the amount of industrial or urban services type employment that the proposed quantum of floorspace could accommodate is estimated to be over 700% higher than the base case scenario (413-630 jobs versus 30 jobs currently).

The Proposal enables the site to realise its employment potential (industrial or urban services) and establishes a stronger economic output than the current site use.

### *Industrial Lands Checklist*

In accordance with *A Plan for Growing Sydney*, an assessment of the Planning Proposal against the key criteria identified in the Industrial Lands Assessment Checklist, is outlined below. The analysis confirms that the proposal is consistent with this policy and supports the rezoning of industrial land to a mixed use development providing contemporary employment opportunities to respond to the constraints of the Site, the changing nature of the areas economic and demographic profile and shift the manufacturing industry for the Site.

<b>Industrial Lands - Strategic Assessment</b>		
<b>(Assessment criteria for determining planning proposals that are inconsistent with the strategy)</b>		
<b>Checklist</b>	<b>Consistency</b>	<b>Response</b>
Is the proposed rezoning consistent with state and/or council strategies on the future role of industrial lands?	Consistent	<p>The adopted ELS, draft EILS and the SGS analysis shows that there is very little demand for industrial uses on the site.</p> <p>While the Proposal will result in a reduction in industrial zoned land on the site, it will enable an increase in employment numbers on the site as demonstrated by SGS analysis contained in the 2 economic reports supporting this Planning Proposal</p> <p>The ELS found that rezoning the land shown as proposed Precinct 9B to a mix of residential, local centre and open space would not preclude or prevent ongoing industrial development activity and operations within Clyde Marshalling Yards.</p> <p>Hence, the proposed rezoning is not inconsistent with State and/or Council strategies</p>
Is the Site near or within direct access to key economic infrastructure?	Consistent	No. Clyde Marshalling Yards to the north and Duck River to the west, effectively isolate the Manchester Road Site from access to the key road infrastructure of Parramatta Road and the M4 motorway.

Industrial Lands - Strategic Assessment		
		Despite being alongside a rail yard, the Manchester Road Site does not benefit a rail spur connection, nor are there any know plans to construct one.
Is the Site contributing to a significant economic cluster?	Consistent	No. The current limited warehouse uses and vacant land do not contribute to a broader economic cluster. Warehouse/heavy industrial uses are better located elsewhere in Cumberland, for example, within the employment cluster around Silverwater.
How would the proposed rezoning impact the industrial land stocks in the subregion or region and the ability to meet future demand for industrial land activity?	Consistent	Analysis contained in the adopted Auburn ELS and Draft Cumberland EILS, demonstrates that manufacturing employment is forecast to decline in the LGA, and that this will result in reduced demand for industrial lands. The existing stock of industrial lands within the LGA can meet projected demand moving forward.
Is there a compelling argument that the industrial land cannot be used for an industrial purpose now or in the foreseeable future and what opportunities may exist to redevelop the land to support new forms of industrial land use such as high-tech or creative industries?	Consistent	<p>The fact that one third of the Site remains undeveloped highlights the ongoing lack of demand for the Site from industrial users. Both the Auburn ELS and Draft Cumberland EILS confirm that there is a lack of sales and rental activity for industrial/manufacturing uses in the Precinct.</p> <p>In its current form, the Site is not competitive due to is poor access, comparative isolation and lack of worker amenity.</p> <p>There are opportunities for new employment uses on part of the site, however, this is dependent upon a financial lever to deliver it (in the form of incoming residential population and an increase in the amenity of the area in the form of rehabilitated Duck River, provision of public parks / pathways and a new centre.</p>
Is the Site critical to meeting the need for land for an alternative purpose identified in other NSW Government or endorsed council planning strategies?	Consistent	<p>No. It should be noted that the government found the Site to be surplus government land and disposed of it in 1989.</p> <p>The Site has not been identified for an alternative purpose in NSW government or endorsed Council planning policies.</p> <p>The Proposal would not preclude ongoing infrastructure and rail activity on the adjoining railway lands including Clyde Marshalling Yards.</p>

Table 9 - Preliminary Industrial Lands Strategic Assessment

## Retail Impact Assessment

One of the key features of the proposed redevelopment of the Site is the introduction of a new local centre which will support both existing and new communities

To determine the potential impacts associated with the proposed retail uses, an economic impact assessment of the proposed retail uses has been undertaken by Leyshon Consulting (Attachment 4).

This assessment examines the existing local retail facilities, noting there are almost no retail facilities within the defined trade area at present. The closest retail/commercial centres of significance are Auburn Town Centre, Granville and Lidcombe. Other strip retail facilities are found at Berala and Regents Park. Leyshon's analysis of these centres indicate there is currently a very low level of vacant floorspace, which suggests *prima facie* that existing centres are currently trading at acceptable levels.

A trade analysis was undertaken to establish primary and secondary trade areas for the Site as shown in Figure 44.

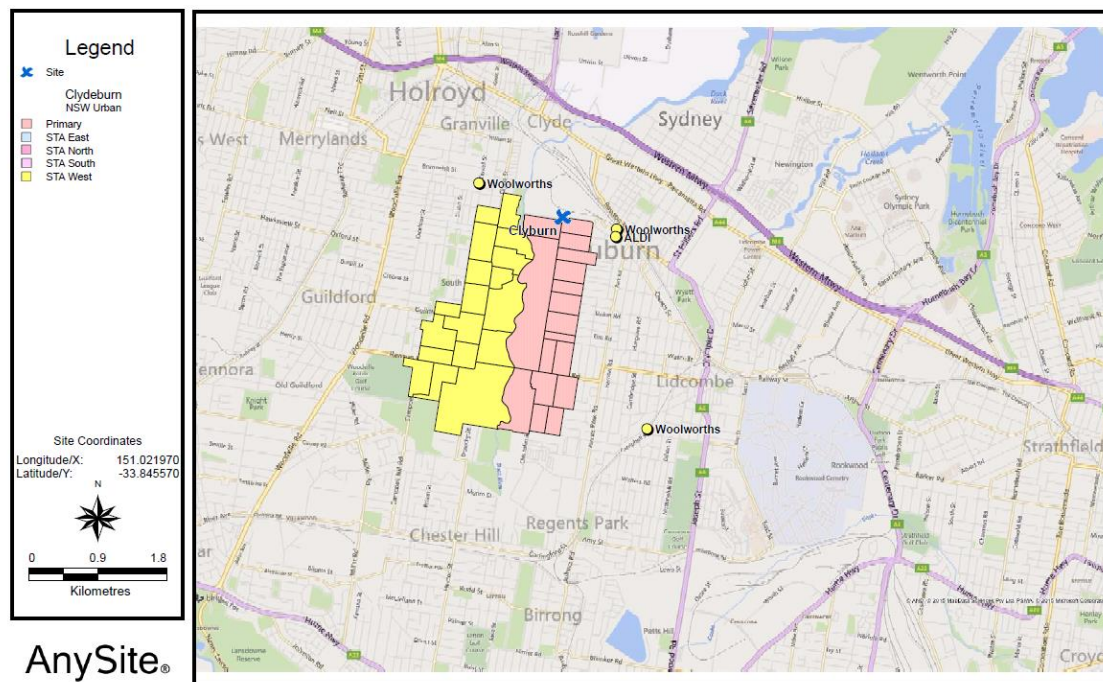


Figure 43. Auburn Trade Area (Source: Leyshon Consulting 2017)

The report notes that the impact on existing centres in 2021 fall into either the very low or the low/medium category of impact.

The overall provision of approximately 6,000m<sup>2</sup> of retail GFA appears an appropriate provision for retail facilities to be developed as part of the overall project.

The report notes that Auburn LGA is experiencing rapid population growth at present due to record levels of new housing development. This in turn is producing a significant increase in available retail spending and a consequent increase in the demand for retail facilities.

The assessment finds that while there would be a minor impact (between -3 to -5%) on three existing centres (Woolworths South Granville, Berala and Auburn Town Centre), the minor loss will be offset by spending growth arising from proposed residential development on the site.

The sales impact of the proposed development on all centres identified in the report in 2021 would be classified as being in the very low range. Such impacts would have no material effect on the trading level or viability of the centres concerned. The assessment finds that in this case the estimated impacts are of even less significance given that Auburn is experiencing a relatively high rate of population growth and there is no evidence that existing centres in Auburn are trading sub-optimally.

In terms of other economic benefits, the report notes that the proposed development will generate significant economic benefits in terms of job creation in the Auburn Area. The report estimates the proposed local centre will create approximately 160-185 jobs on both a full-time and part-time basis.

The report finds that the proposed local centre will create significant net community benefits, specifically:

1. it will improve significantly residents' convenient access to modern supermarket facilities. This is particularly so given the nearby Auburn Town Centre no longer contains a Coles supermarket; and
2. the impact of the development in 2021 is minimal as far as existing centres are concerned.

The report concludes that these net community benefits will not be diminished by any adverse trading impacts given the proposal's modest impacts as identified in this assessment. In addition, the rapid population growth after 2021 on the site and within surrounding suburbs will increase available retail spending significantly to the benefit of all operating in the Auburn retail sector.

The Assessment concludes the impact of the proposed development in 2021 will not give rise to adverse economic impacts on existing centres. In contrast, the Assessment finds that growth in available resident spending associated with the residential component of the Proposal will in itself generate an estimated \$116 million of additional available retail spending between 2016-24.

### ***Social Impact Assessment***

A Social Impact Assessment (SIA) has been undertaken for the Proposal by SGS Economics and Planning (Attachment 6).

The estimated population of the proposed residential development is approximately 5000, based on an average occupancy of 2.8 people per apartment for the whole of the Cumberland LGA in 2016.

The SIA has predicted the needs generated by the new population and considered the provision of community and recreation facilities and whether these will be provided on-site or off-site.



The table shows that demand for primary school, secondary school and pre-school places would need to be satisfied 'off-site', with the provision of a pre-school / early years K-2 school facility being a possibility on-site. The remaining community needs for the incoming population would be met on-site. The open space provision will exceed target rates of provision in terms of the percentage of land devoted to open space, and in terms of access.

The on-site facilities in the Proposal include a child care centre 1000m<sup>2</sup>, a community facility building (2,000m<sup>2</sup>), a large River Park and numerous pocket parks (with total open space equating to of 17.6% of the 10ha site). Amongst the commercial floorspace, the provision of a 500m<sup>2</sup> medical centre and a 500m<sup>2</sup> gym have been suggested in the SIA and will be permissible uses in the town centre.

The provision of the proposed new open space, community and recreation facilities, will provide convenient access to services, an attractive living environment for residents of the new development, and encourage social interaction between residents. In addition, the facilities provide a new walkable focus of community life for residents in the existing 'host' community.

In terms of social impact, the Proposal has the potential for overall positive social impacts and wider public benefits to the community. The SIA concludes that the impact on the 'host' community is as follows:

*...The proposed scale of the new development will provide the potential for additional benefits to be gained from the co-location of community facilities with retail, recreation and small scale employment. It will also be closer for some current residents of the adjacent area to access these new facilities, compared to travelling further to access shops and services elsewhere in Auburn or surrounding suburbs.*

*Residents from surrounding areas, as well as residents of the new development, will be able to access benefits associated with the new River Park and other recreation, service provision, employment and community facilities...*

The location of the proposed site close to the Clyde and Auburn Railway stations will also provide the opportunity for the new facilities and services to be conveniently accessed by residents of adjacent areas on their way to or from the stations.

The SIA also notes that the provision of 1,800 new dwellings will make a significant contribution toward achieving the target of 9,350 new dwellings in Cumberland identified in the *Draft West Central District Plan*.

The Proposal includes 90 new affordable rental housing units which is generally consistent with the provisions of the *Cumberland Interim Affordable Housing Policy* which has identified a growing waiting time for social housing in the area. These additional dwellings will thus help alleviate pressures on existing social housing in the area.

## 8.4 Environmental Sustainability

Environmental Sustainability is a guiding principle in the development of the Masterplan and Landscape Masterplan. This principle carries through every aspect of the Planning Proposal both at a macro and micro level from the improvements to Duck River to building design and public domain, open space and increased areas for active public recreation.

The Planning Proposal incorporates a number of sustainability objectives, measures and initiatives to be further developed during the development of the Site. These objectives have also been adopted in PTW's Urban Design Report to inform the Masterplan and Landscape Masterplan.

The sustainability objectives and initiatives to be incorporated into the planning for the Site include:

- Energy Efficiency
- Indoor Environment Quality
- Water Management
- Sustainable Transport
- Sunlight and Daylight
- Waste Management
- Material Selection
- Land Use and Ecology
- Community and Livability

Further, the sustainability initiatives evident in the Masterplan will also be incorporated into detailed development plans to reduce the impact on the environment, and enhance the quality of living for the precinct. These key areas have a common theme with the sustainability objectives:

Sustainability Initiative	Areas of future investigation for the Site
Energy Efficiency	<ul style="list-style-type: none"> <li>• Passive design to response to prevailing winds and Site conditions for optimal natural ventilation</li> <li>• HVAC systems for zoned air conditioning and energy efficient appliances</li> <li>• Investigation of solar photovoltaic cells, central domestic hot water systems</li> <li>• Integrated renewable energy generation, building integrated wind turbines</li> </ul>
Indoor Environment Quality	<ul style="list-style-type: none"> <li>• Thermal comfort through use of suitable building materials</li> <li>• Cross ventilation/ natural lighting in future building design</li> </ul>
Water Management	<ul style="list-style-type: none"> <li>• High rating fittings and fixtures throughout the development</li> <li>• Water recycling including rain water harvesting</li> <li>• Grey and Black Water recycling</li> <li>• Water Sensitive Urban Design through rain gardens, bio swales and tree gardens/pits to be integrated into the development</li> </ul>
Sustainable Transport	<ul style="list-style-type: none"> <li>• Consideration of electric car charging points for residents</li> <li>• Cyclist facilities for residents at end point destinations</li> </ul>
Waste Minimisation	<ul style="list-style-type: none"> <li>• Waste sortation for residents to enable recycling and organic waste stream to a communal compost system</li> </ul>
Materials Selection	<ul style="list-style-type: none"> <li>• Sustainable construction methods</li> </ul>

Sustainability Initiative	Areas of future investigation for the Site
	<ul style="list-style-type: none"> <li>Sustainable use of resources with low embodied CO<sub>2</sub>, regard to health impacts, suitable environmental accreditation and recycled content in future development</li> </ul>
Land Use and Ecology	<ul style="list-style-type: none"> <li>Masterplan that provides increased ecological value through the transformation of a former industrial land to providing parks and ovals, street landscaping and roof gardens</li> <li>Reducing the heat island effect through landscaping and increased vegetation and water features</li> </ul>
Community and Liveability	<ul style="list-style-type: none"> <li>Building a sense of community through communal gardens and facilities</li> <li>Community environmental education</li> <li>Innovative way finding for residents and visitors</li> </ul>

Table 10: Sustainability Initiatives (Source: Northrop)

Future detailed design stages of the development will explore integrating these sustainability principles including implementation strategies to be covered in the Site specific DCP for the Site.

## 8.5 Mapping

The Planning Proposal is accompanied by zoning, height and FSR maps, which have been prepared in accordance with the Planning Proposal guidelines and if approved will be consistent with the standard technical requirements for LEP maps:

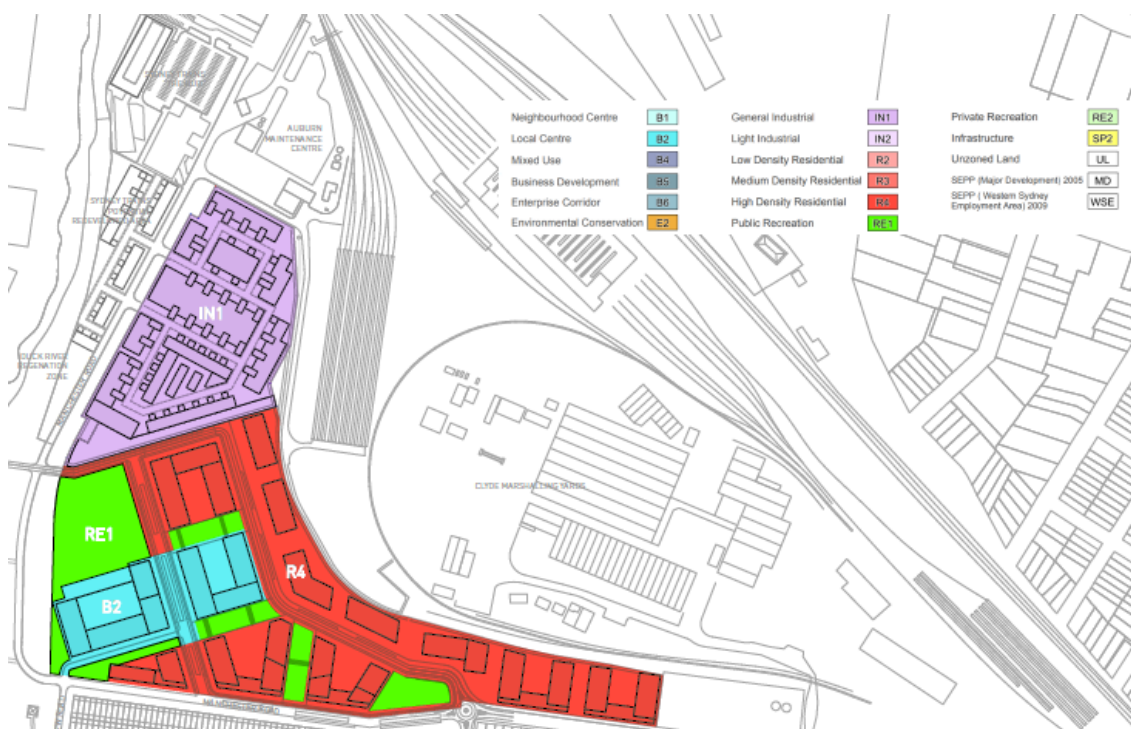


Figure 44. Proposed Zoning Map (Source: PTW)



Figure 45. Proposed Height Map (Source: PTW)

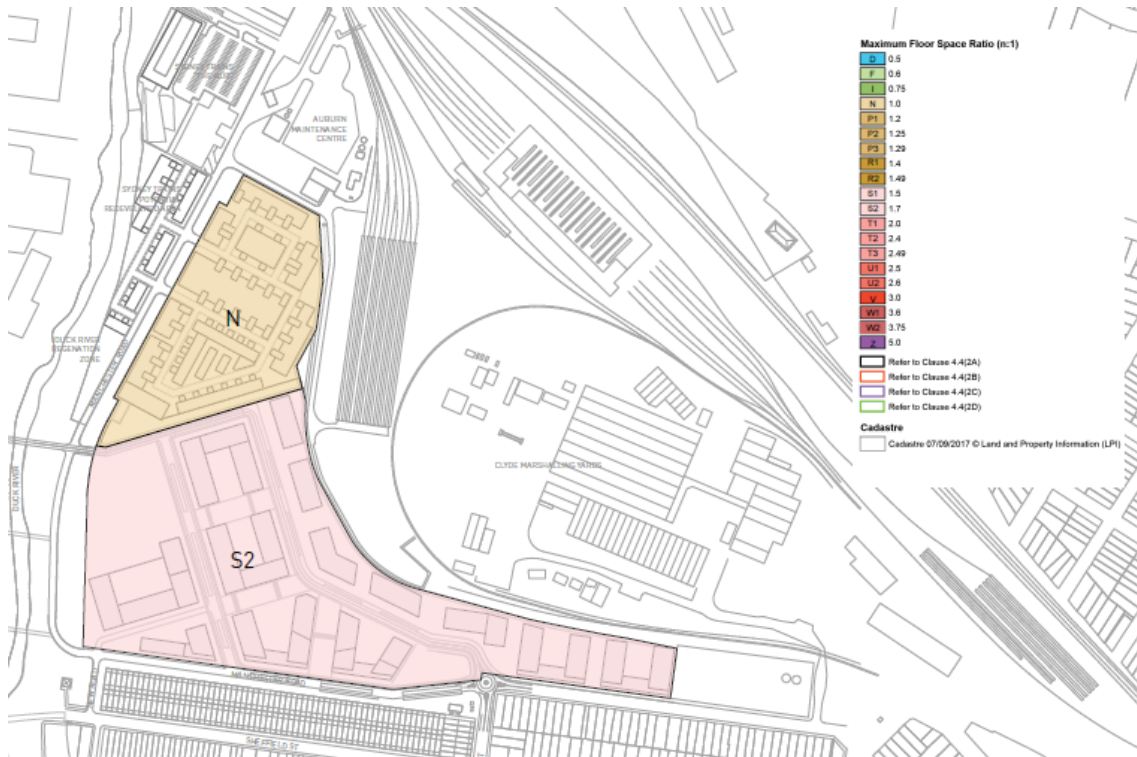


Figure 46. Proposed FSR Map (Source: PTW)

## 9 Community consultation

PAYCE propose to work in collaboration with Council and the Cumberland community. Consultation will be supported by communications and information distribution, encouraging full community participation in the process. Community and stakeholder engagement are essential parts of successful and sustainable urban development.

PAYCE has built a reputation around engaging with local communities in the delivery of urban renewal projects, with recent projects in Melrose Park, Ermington, Wentworth Point, Riverwood and Victoria Park. Future community engagement for the Site will be based on the following principles:

- **Proactive**- Communicate with relevant stakeholders. Ensure they remain informed through the provision of timely, relevant and targeted information. Identify and report issues and special needs to build solutions into the program where possible
- **Inclusive** - Ensure all key stakeholders have easy access to the program to ensure there are 'no surprises' and they do not feel that they are being 'left in the dark'
- **Accessible** - The team will be accessible for the duration of the development of the project
- **Transparent and accountable** - Record, publish and make information publicly available. Ensure that stakeholders are provided with information on the decision-making processes during the delivery of the project
- **Responsive** - Respond in an effective manner to individual concerns. Ensure every reasonable effort is made to resolve issues to the satisfaction of all involved
- **Reliable** - Honour all commitments and be consistent in communication and interaction with communities and stakeholders
- **Organised** - Record engagement activities to ensure that all issues are properly dealt with and documented for future reference

### 9.1 Project Timeline

The proposed project timeframe for the completion of the Planning Proposal is dependent on the complexity of the project and the nature of any additional information that may be required by the Council and/or DP&E including the need for agency and community consultation.

PAYCE proposes to work in collaboration with Council, DP&E and other relevant agencies on a proposed project timeline which will include the following key milestones:

- anticipated commencement date (date of Gateway determination)
- anticipated timeframe for the completion of required technical information
- timeframe for government agency consultation (pre and post exhibition as required by Gateway determination)
- commencement and completion dates for formal public exhibition period
- dates for public hearing (if required)
- timeframe for consideration of submissions
- timeframe for the consideration of a Proposal post exhibition
- date of submission to the department to finalise the Local Environmental Plan (LEP)
- anticipated date Relevant Planning Authority (RPA) will make the plan (if delegated)
- anticipated date RPA will forward to the DP&E for notification.



## 10 Conclusion

This Planning Proposal has been prepared pursuant to Section 55 of the *Environmental Planning and Assessment Act 1979* and in accordance with the provisions of the DP&E's - *A Guide to Preparing Planning Proposals October (2012)*.

The Planning Proposal seeks an amendment to Auburn Local Environmental Plan 2010 for land at Manchester Road, Auburn (the Site). The primary purpose of the Planning Proposal is to rezone the Site from the *IN1 General Industrial* zone to a range of employment, mixed use, residential retail and open space zones to facilitate the urban renewal of the Site.

The Planning Proposal also seeks more appropriate built form controls, seeking a new maximum height limit of up to 42 metres (12 storeys), a floorspace ratio of 1.7:1 on the southern 10ha of the site and removal of the minimum lot size controls for the site.

Key public benefits would be secured through a Voluntary Planning Agreement, in close consultation with the Council.

This Proposal has taken an evidence-based approach to deliver a vision for the Site in the context of the wider Cumberland Local Government Area. This report clearly articulates the case for change for the Site.

The adopted Masterplan demonstrate the redevelopment of the Site can provide appropriate services and employment opportunities to arrest the decline in employment. The provision of residential development on the site will act as a lever, to unlock higher contemporary employment densities that suit the resident profile of the area and changing employment characteristics, while appropriately responding to the Site's opportunities and constraints.

The Masterplan seeks to deliver world class urban renewal accompanied by an extensive range of public benefits for new and existing residents and workers. The proposed bridge over Duck River seek to address potential traffic impacts, allowing through traffic, whilst providing a better connection to the adjoining suburbs to the west.

The report is accompanied by a comprehensive range of specialist expert reports to support the proposed new planning regime for the Site. These reports guide the Proposal to ensure it maximises the opportunities for benefits delivered with the Site, responds to its existing constraints as well as ensuring that the future use as a mixed-use precinct will have acceptable impacts on the environment, infrastructure and surrounding development/communities.