

## MODIFICATION REQUEST: Mixed Use Development 78-90 Old Canterbury Road, Lewisham

MP 08\_0195 MOD 4

Modification to Solar Access Requirements for the Central Open Space - Condition B3



Director-General's Environmental Assessment Report Section 75W of the Environmental Planning and Assessment Act 1979

December 2013

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## 1. BACKGROUND

The purpose of this report is to assess a request to modify the approved Concept Plan for the Lewisham Estate Mixed Use Development, 78-90 Old Canterbury Road, Lewisham. The modification seeks to amend Condition B3 by reducing the requirement for the portion of the central open space to receive a minimum of 2 hours solar access in mid winter from 50% to 30%.

#### 1.1 Site Description

The site is within the Marrickville Local Government Area (LGA), approximately 6 kilometres west of the Sydney CBD (**Figure 1**). The site is also near the boundary of Ashfield LGA.



Figure 1: Local Context Plan

#### 1.2 Previous Approvals

On 15 March 2012, the Planning Assessment Commission (PAC) approved a Concept Plan for a mixed use development consisting of 7 separate buildings ranging in height from 4 to 10 storeys, basement level and at grade car parking, internal and external road works and public pedestrian and cycle pathways. In addition to the department's recommended modifications, the PAC approval required a number of modifications to the development including:

- increased building separation between various buildings;
- removal of the loading area adjacent to Building D and replacement with a landscaped and publically accessible through site link;
- increased central open space having a total area of not less than 3000m<sup>2</sup> with a minimum width of 20 metres (excluding on-street parking and adjacent footpath); and

 at least 50% of the central open space receiving a minimum of 2 hours solar access at mid winter.

On 28 June 2012, 6 July 2012, 13 July 2012 and 16 July 2012, the proponent submitted amended plans to the department to satisfy the requirements of the modifications imposed by the PAC on the Concept Approval MP08\_0195. The amended plans provided for:

- increased building separation between Buildings A and B, B and D, C and D, C and E, E and F and E and G;
- removal of the loading area adjacent to Building D;
- increased open space with an area of at least 3,000m<sup>2</sup> and a width of 20 metres; and
- amendments to buildings to the north of the open space including stepping back of upper levels to provide 50% of the open space with 2 hours of solar access at mid winter (Figure 2).



Figure 2: Modified approved site plan

As a result of the above amendments, the development was modified as follows:

- overall GFA of the development was reduced from 41,007m<sup>2</sup> to 34,437m<sup>2</sup>;
- residential floor space was reduced from to 38,533m<sup>2</sup> to 32,438m<sup>2</sup>;
- retail floor space was reduced from 643m<sup>2</sup> to 430m<sup>2</sup>;
- shop top / commercial floor space was reduced from 720m<sup>2</sup> to 524m<sup>2</sup>;
- storage space was reduced from 1110m<sup>2</sup> to 1044m<sup>2</sup>; and
- FSR (excluding storage) was reduced from 3.04:1 to 2.55:1.

The department notes that in its review of the amended plans, the proponent submitted half hourly shadow diagrams between 9:30am and 11:30am which clearly highlighted that 50% of the open space would receive solar access for the 2 hour period during midwinter (**Appendix C**). Further, the department verified that the central open space area is 20 metres in width and is  $3,000m^2$  in area, consistent with the PAC's definition of the central open space in the determination report.

On 19 July 2012, the department advised the proponent that based on the information provided it was satisfied the amended plans complied with Modifications B1, B2 and B3 of the Concept Approval.

On 13 February 2013, the Deputy Director General approved MP08\_0195 MOD 2 to modify Condition A3 relating to timing of the required Voluntary Planning Agreement.

On 5 July 2013, the Planning Assessment Commission approved MP 08\_0195 MOD 1 to modify the Concept Plan in relation to the following:

- re-alignment of the space between Buildings A and B ;
- modulation of approved building heights;
- reduction in the size of the central open space from 3,054m<sup>2</sup> to 3,002m<sup>2</sup>;
- introduction of the concept of "dual use" spaces to provide flexibility in providing ground floor retail / commercial floor space;
- changes to internal solar access requirements;
- clarification around the provision of affordable housing;
- treatment of the public domain;
- relocation of the loading dock; and
- amending the Terms of Approval and the Statement of Commitments.

The department is concurrently considering two other modification applications to modify the Concept Plan. These applications seek to amend:

- conditions A3 and A20 surrounding the framework for a Voluntary Planning Agreement (MP08\_0195 MOD 5); and
- condition 11 to permit through site links and drainage reserves in the calculation for a minimum provision of 3,000m<sup>2</sup> of central open space (MP08\_0195 MOD 6).

## 2. PROPOSED MODIFICATION

The proponent seeks to amend Condition B3 by reducing the requirement for 50% of the central open space to receive a minimum of 2 hours solar access in mid winter to 30%, as follows:

B3 The "central open space" must have a total area not less than 3,000m<sup>2</sup> and the area north of Hudson Road must have a minimum width of 20m (excluding on-street parking and adjacent footpath). At least 50% 30% of the "central open space" must receive a minimum of 2 hours solar access in mid winter.

The proponent notes that this modification request follows the outcome of a more detailed solar access review. This review reveals that the minimum 50% solar access requirement is not yet achieved (as required by Condition B3). A substantial redesign to the building envelopes would be required to comply with the condition, resulting in a significant loss in developable floor space which has a serious effect on the commercial viability of the project. The proposed modification is therefore submitted for consideration.

# 3. STATUTORY CONTEXT

#### 3.1 Continuing Operation of Part 3A to Modify Approvals

In accordance with Clause 3 of Schedule 6A of the Environmental Planning and Assessment Act (EP&A Act), Section 75W of the EP&A Act as in force immediately before its repeal on 1 October 2011 and as modified by Schedule 6A, continues to apply to transitional Part 3A projects.

Consequently, this report has been prepared in accordance with the requirements of Part 3A and associated regulations, and the Minister (or his delegate) may approve or disapprove of the carrying out of the project under Section 75W of the EP&A Act.

#### 3.2 Modification of a Minister's Approval

The modification application has been lodged with the Director-General pursuant to Section 75W of the EP&A Act. Section 75W provides for the modification of a Minister's approval including *"revoking or varying a condition of the approval or imposing an additional condition of the approval."* 

The Minister's approval for a modification is not required if the project as modified will be consistent with the existing approval. However, in this instance, the proposal seeks to modify a specific Term of Approval and therefore approval to modify the application is required.

#### 3.3 Environmental Assessment Requirements

Section 75W(3) of the EP&A Act provides that the Director General may notify the proponent of environmental assessment requirements (DGRs) with respect to the proposed modification that the proponent must comply with before the matter will be considered by the Minister.

In this instance, following an assessment of the modification request, it was not considered necessary to notify the proponent of environmental assessment requirements pursuant to Section 75W(3) with respect to the proposed modification, as suitable information was provided to the department to consider the application.

#### 3.4 Delegated Authority

On 4 April 2013, the Minister delegated his functions to determine modification requests under Section 75W of the EP&A Act to the Department in cases where:

- the relevant local Council has not made an objection, and
- a political disclosure statement has been made, but only in respect of a previous related application, and
- there are less than 10 public submissions in the nature of objections to the proposal.

A political disclosure statement was made, but only in respect of a previous related application. Notwithstanding, as council has objected to the development and more than 10 public submissions objecting to the development have been received, the application is referred to the Planning Assessment Commission for determination in accordance with the Minister's delegation dated 14 September 2011.

## 4. CONSULTATION AND SUBMISSIONS

In accordance with Section 75X of the EP&A Act and clause 8G of the EP&A Regulation, the Director-General is required to make the modification request publicly available. The modification request was made available on the department's website and referred to Marrickville Council for comment. Due to the nature of the proposed modification, the modification request was not exhibited by any other means.

Council has objected to the proposed changes and concerns raised are discussed in **Section 5** of the report.

17 submissions of which 16 were proforma submissions were received from the public in response to the proposed modification. It is noted all submissions related to this proposal and the proposal to modify condition 11 to permit through site links and drainage reserves in the calculation for a minimum provision of 3,000m<sup>2</sup> of central open space (MP08\_0195 MOD 6). The key issues raised in public submissions is detailed in **Table 1**.

Table 1: Summary of issues raised in public submissions.

Issue	Percentage
Solar access requirement should be maintained in accordance with PAC's approval	100%
Adverse impacts on amenity of central open space	100%
Central open space primary function is a community park and through site link	100%
Central open space should be useable and friendly	94%
Open space provided is inadequate	94%
Open space is noncompliant with council's DCP and McGill Street Precinct Master Plan	94%

# 5. ASSESSMENT

#### Reduction in solar access to central open space

The proposal seeks to amend Condition B3 by reducing the required portion of the central open space to receive a minimum of 2 hours solar access in mid winter from 50% to 30%.

The proponent notes that following a more detailed solar access review of the modified approval plans, the minimum 50% solar access requirement is not yet achieved (as required by Condition B3). Rather, the current plans achieve the following levels of solar access:

- During mid winter (June 21<sup>st</sup>):
  - 10:00am (37.9% solar access over the surface of the park);
  - 11:00am (40.2% solar access over the surface of the park); and
  - 12:00pm (31.9% solar access over the surface of the park).
  - During the equinox (March/September 21):
    - 10:00am (63.7% solar access over the surface of the park);
    - 11:00am (69.6% solar access over the surface of the park); and
    - 12:00pm (69.8% solar access over the surface of the park)(Figure 3).

The proponent notes in order to comply with the requirement, the development would require substantial further changes to building envelopes and footprints reducing the total gross floor area (excluding storage) from the maximum approved 39,986m<sup>2</sup> to 27,876m<sup>2</sup> (-30.1%) and reduction in the maximum number of achievable dwellings from 430 to 327 (24%). The proponent contends that the resulting loss of floor space has a serious impact on the commercial viability of the development and such a significant change would not have been in the range of expectations by the PAC.







NSW Government Department of Planning & Infrastructure

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The proponent considers that the proposed reduction in solar access is acceptable and provided a number of reasons for the proposal. Key points raised include:

- the central open space is not large enough to be a full multi-purpose facility and does not justify provision of 2 hours of solar access to 50% of the space in midwinter. The 30% proposed is well balanced from an economic and environmental perspective;
- there are no prescribed minimum solar access requirements to open spaces in the McGill Street Precinct Master Plan. Despite not providing the required 50% of solar access, the development has been designed to achieve "better design practice" where building separation at the northern edge of the central open space comprises distinctive stepping of Building C whereas the McGill Street Precinct Master Plan provides a solid building for the entire northern edge of the central open space;
- the central open space will be limited to being a pedestrian connection for the light rail with limited opportunities for passive recreation and community use, with the exception of the playground that is likely to be permanently shaded to protect children from the summer sun. This is also recognised in the McGill Street Precinct Master Plan where the central open space primary function is a physical and visual connection between the northern and southern portions of the precinct to the light rail; and
- the final design and detailed layout of the central public open space will comply with the council's Development Control Plan.

The proponent notes that other open spaces in higher density urban environments are subject to overshadowing by surrounding buildings citing examples of the proposed Green Square Library and Plaza. Whilst specific details have not been provided, the proponent contends that that this demonstrates an acceptance of overshadowing on public open space in higher density urban areas.

Council and public submissions object to the proposed modification. Council comment that the loss in development yield as a consequence of complying with Condition B3 was intended by the PAC in its determination. Council consider that the commercial viability of the project is not a matter that should be given weight. Further council does not support the proposal for the following reasons:

- the central open space primary function is not a pedestrian link. The McGill Street Precinct Master Plan clearly establishes that the central open space should provide a public open space seen as an important focal point for informal recreation; and
- the PAC's assessment concluded that further modifications to the central open space were required to ensure the space functions as a highly practical and useable space for the local community, including increasing the amount of available solar access to the space.

In the department's assessment of the original proposal, the department considered the issue of solar access to the central open space. In its assessment of the merits of the level of solar access to this central open space area for the original proposal the department considered:

- the original proposed development provided 2 hours of solar access during mid winter to approximately 20% of the central open space (provided primarily between 10am to 1 pm). This would be the minimum and at all other times of the year the space will receive good solar access;
- the recommended modifications to increase building separation would further improve solar access to the central open space; and
- the significant reductions to building heights required in order to achieve solar access to 50% of the open space in winter is not justified given the site's ability to accommodate a higher density transit oriented development.

In this regard, the department notes that the current approved plans provide 2 hours of solar access during mid winter to 31.9% to 40.2% of the central open space. This is an improvement from what was originally deemed an acceptable level of solar access amenity for the central open space by the department. Further, solar access improves significantly throughout other times of the year achieving 2 hours of solar access to 63.7% to 69.8% of the central open space during the equinox.

The department is satisfied that provision of a minimum of 2 hours of solar access during midwinter for 30% of the central open space is an acceptable level of amenity for the following reasons:

- the 30% is an improvement from what was originally deemed an acceptable level of solar access amenity for the central open space by the department;
- the 30% represents a minimum amount of solar access and the space will enjoy significantly improved solar access throughout the year, very similar in solar access provision to the current approved plans; and
- the space will remain a highly practical and useable space available for passive recreation use within a finally designed space within a high density urban area.

The development has further reviewed the likely effect that the 50% solar access requirement would have on the development density. A summary of the development yield based upon the solar access to the central open space is provided in **Table 2**.

Table 2: Summary of solar access provision to the central open space and resultant development de	ensity
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% Solar Access during mid winter	FSR	Indicative GFA	Indicative Dwelling Yield
50%	2.13:1	27,876m <sup>2</sup>	327
30%	2.67:1	35,000m <sup>2</sup>	380
Approx 20%	3.04:1	39,986m <sup>2</sup>	430

The department considers that whilst it is desirable to maximise solar access in mid winter to the central open space, the department maintains its view that the significant reductions in floor area and dwelling yield in order to achieve 2 hours of solar access to 50% of the central open space during mid winter are not justified given the opportunity for the site to accommodate a high density transit oriented development immediately adjacent public transport.

Noting the above, the department considers that the proposal strikes a reasonable balance between the opportunity for the site to increase housing supply in a location with excellent access to public transport and providing a reasonable amenity for the future open space. In addition, the department recommends that Condition B3 be amended to include a further requirement to provide a minimum of 2 hours solar access to a minimum 60% of the "central open space" during the equinox. i.e the condition would read "at least 60% of the central open space must receive a minimum 2 hours solar access during the equinox.

Notwithstanding, the department recommends that should PAC refuse the requested modification to Condition B3, a condition should be imposed requiring revised plans and supporting information be submitted to the department for approval demonstrating the proposal complies with the 50% solar access requirement.

#### 6. **RECOMMENDATION**

It is therefore recommended that the Planning Assessment Commission:

- (a) consider the findings and recommendations of this report;
- (b) approve the modifications subject to conditions under Section 75W of the Environmental Planning and Assessment Act 1979; and
- (c) sign the attached Instrument of Modification (Appendix D).

Prepared by: Simon Truong Senior Planner, Industry, Key Sites and Social Projects

Endorsed by:

20/12/13

Endorsed by:

23.12.13

Chris Wilson Executive Director Development Assessment Systems & Approvals

Daniel Keary Director Industry, Key Sites and Social Projects

#### APPENDIX A **MODIFICATION REQUEST**

See the department's website at <a href="http://majorprojects.planning.nsw.gov.au/index.pl?action=view\_job&job\_id=6218">http://majorprojects.planning.nsw.gov.au/index.pl?action=view\_job&job\_id=6218</a>

#### **APPENDIX B SUBMISSIONS**

See the department's website at <a href="http://majorprojects.planning.nsw.gov.au/index.pl?action=view\_job&job\_id=6218">http://majorprojects.planning.nsw.gov.au/index.pl?action=view\_job&job\_id=6218</a>

## APPENDIX C COMPLIANCE PLANS FOR CONDITION B3 AS APPROVED BY THE DEPARTMENT

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12/11795

Mr Tony Owen Tony Owen Partners Pty Ltd Level 2, 12 Queen Street CHIPPENDALE NSW 2008

Dear Mr Owen,

Modifications B1, B2 and B3 Concept Approval MP08\_0195 for a mixed use development at 78-90 Old Canterbury Road, Lewisham

I refer to your correspondence received on 28 June 2012, 6 July 2012, 13 July 2012, 16 July 2012 and 19 July 2012 including amended plans to satisfy the modification requirements imposed by the Planning Assessment Commission on the above Concept Approval.

The department advises that the amended plans as detailed in **Attachment A** satisfy the requirements of Part B – Modification requirements B1, B2 and B3 of the Concept Approval. A copy of the stamped approved plans which now form part of the Concept Approval is attached.

Please note that **Attachment B** includes plans submitted for the information of the Director General in undertaking the assessment of the compliance with the Modification requirements. These plans do not form part of the approval given by the Director General.

Your contact officer for this proposal, Amy Watson can be contacted on 02 9228 6379 or via email at amy.watson@planning.nsw.gov.au.

Yours sincerely

Alan Bright

A/Director, Metropolitan & Regional Projects South (as delegate of the Director General)

Department of Planning & Infrastructure 23-33 Bridge Street, Sydney NSW 2000 GPO Box 39, Sydney NSW 2001 Phone 02 9228 6111 Fax 02 9228 6455 Website planning.nsw.gov.au

## **Attachment A**

Drawing No.	Name of Plan	Drawn By	Date	
12.2	Master Plan (Rev B)	Tony Owen Partners	25 June 2012	
12.3	Subject Site Master Plan (Rev B) Traffic, Access & Parking	Tony Owen Partners	25 June 2012	
12.4	Subject Site Master Plan (Rev B) Land Use	Tony Owen Partners	25 June 2012	
12.5	Subject Site Master Plan (Rev B) Building Height	Tony Owen Partners	25 June 2012	

## **Attachment B**

Drawing No.	Revision	Name of Plan	Drawn By	Date
800	E	Proposed Scheme Green Landscape Area Diagram	Tony Owen Partners	25/06/12
100	J	Basement Level 1	Tony Owen Partners	12/07/12
100A	К	Basement Level 2	Tony Owen Partners	16/07/12
101	L	Lower Ground Plan	Tony Owen Partners	19/07/12
102	К	Ground Floor Plan	Tony Owen Partners	16/07/12
103	К	Level 1 Plan	Tony Owen Partners	12/07/12
104	К	Level 2 Plan	Tony Owen Partners	12/07/12
105	К	Level 3 Plan	Tony Owen Partners	12/07/12
106	К	Level 4 Plan	Tony Owen Partners	12/07/12
107	К	Level 5 Plan	Tony Owen Partners	12/07/12
108	К	Level 6 Plan	Tony Owen Partners	12/07/12
109	К	Level 7 Plan	Tony Owen Partners	12/07/12
110	К	Level 8 Plan	Tony Owen Partners	12/07/12
400	G	Section AA and BB	Tony Owen Partners	05/07/12
401	G	Section CC	Tony Owen Partners	05/07/12
151	С	Lower Ground Approved Masterplan Outline Overlay	Tony Owen Partners	19/07/12
152	С	Ground Floor Approved Masterplan Outline Overlay	Tony Owen Partners	16/07/12
153	В	Level 1 Plan Approved Masterplan Outline Overlay	Tony Owen Partners	12/07/12
154	В	Level 2 Plan Approved Masterplan Outline Overlay	Tony Owen Partners	12/07/12
155	В	Level 3 Plan Approved Masterplan Outline Overlay	Tony Owen Partners	12/07/12
156	В	Level 4 Plan Approved Masterplan Outline Overlay	Tony Owen Partners	12/07/12
157	В	Level 5 Plan Approved Masterplan Outline Overlay	Tony Owen Partners	12/07/12
158	В	Level 6 Plan Approved Masterplan Outline Overlay	Tony Owen Partners	12/07/12

159	В	Level 7 Plan Approved Masterplan Outline Overlay	Tony Owen Partners	12/07/12
160	К	Level 8 Plan Approved Masterplan Outline Overlay	Tony Owen Partners	12/07/12
23.1.1	В	Solar Access to central open space (June 21 0930)	Tony Owen Partners	25/06/12
23.1.2	В	Solar Access to central open space (June 21 1000)	Tony Owen Partners	25/06/12
23.1.3	В	Solar Access to central open space (June 21 1030)	Tony Owen Partners	25/06/12
23.1.4	В	Solar Access to central open space (June 21 1100)	Tony Owen Partners	25/06/12
23.1.5	В	Solar Access to central open space (June 21 1130)	Tony Owen Partners	25/06/12
801	A	Proposed Scheme June 21 0930 Solar Access Central Open Space	Tony Owen Partners	25/06/12
802	A	Proposed Scheme June 21 1000 Solar Access Central Open Space	Tony Owen Partners	25/06/12
803	A	Proposed Scheme June 21 1030 Solar Access Central Open Space	Tony Owen Partners	25/06/12
804	A	Proposed Scheme June 21 1100 Solar Access Central Open Space	Tony Owen Partners	25/06/12
805	A	Proposed Scheme June 21 1130 Solar Access Central Open Space	Tony Owen Partners	25/06/12
-	C	Schedule of Areas	-	19 July 2012





















# APPENDIX D RECOMMENDED MODIFYING INSTRUMENT