

# Marrickville Metro Shopping Centre

Concept Plan Application  
MP\_09\_0191

Preferred Project Report

Volume 1

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urbis

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<b>1</b>	<b>Executive Summary .....</b>	<b>1</b>
<b>2</b>	<b>Introduction.....</b>	<b>3</b>
<b>3</b>	<b>Site Description .....</b>	<b>5</b>
<b>4</b>	<b>Identification of Key Issues from Consultation Process .....</b>	<b>7</b>
4.1	Overview.....	7
4.2	Department of Planning.....	7
4.2.1	Schedule 1 – Department of Planning Key Issues.....	7
4.3	Key Stakeholder and Public Submissions.....	8
<b>5</b>	<b>Development Description and Modifications to the Concept Plan .....</b>	<b>11</b>
5.1	Overview of Proposed Amended Concept Plan.....	11
5.2	Key Amendments to the Concept Plan – “The Preferred Project” .....	11
5.3	Detailed Description of the “Preferred Project” .....	12
5.3.1	Demolition.....	12
5.3.2	Built form .....	12
5.3.3	Floor Space .....	13
5.3.4	Height .....	13
5.3.5	Heritage Conservation.....	13
5.3.6	Landscaping and Public Domain.....	13
5.3.7	Car parking, Vehicle Access and Circulation .....	14
5.3.8	Loading/Unloading.....	15
5.3.9	Public Transport .....	15
5.4	Staging of Proposed Development.....	15
5.4.1	Stage 1 .....	15
5.4.2	Stage 2 .....	15
5.5	Statement of Commitments.....	16
<b>6</b>	<b>Response to Department of Planning Key Issues .....</b>	<b>17</b>
6.1	Overview.....	17
6.2	Smidmore Street.....	17
6.2.1	The Smidmore Street Vision .....	17
6.2.2	Retail Activation on Smidmore Street.....	18
6.2.3	Traffic Management.....	19
6.2.4	Retention of Landscaping.....	20
6.2.5	Summary .....	20
6.3	Traffic Impact/Public Transport .....	20
6.3.1	Traffic Modelling .....	20
6.3.2	Provision for Bus Transportation .....	20
6.3.3	On-Street Car Parking Impacts .....	21
6.3.4	Smidmore Street.....	22
6.4	Economic Impact.....	22
6.4.1	Background .....	22
6.4.2	Updated Impact Assessment .....	23
6.4.3	Response to Issues from Submissions .....	24
6.4.4	Opportunities to Support the Retail Strips .....	24
6.4.5	Summary .....	25
6.5	Built Form & Design.....	25

6.5.1	Spiral Ramps .....	25
6.5.2	Light Spill & Acoustic Impacts of Ramp Design .....	26
6.5.3	Relationship with the Mill House .....	26
6.5.4	Murray Street Architectural Treatment .....	27
<b>7</b>	<b>Issues Raised in Other Submissions .....</b>	<b>29</b>
7.1	Consistency with Planning Policy .....	29
7.2	Parking Impacts .....	29
7.3	Impacts on Access to the Shopping Centre .....	30
7.4	Part 3A Process .....	31
7.5	Inadequate Community Consultation .....	31
7.6	Impact on Character of Area .....	32
7.7	Landscaping and Removal of Trees .....	32
7.8	Social and Community Impacts .....	33
7.9	Impact on Residential Amenity .....	33
7.10	Shopping Centre Operation and Management .....	35
7.11	Safety and Security .....	35
7.12	Noise and Pollution .....	36
7.13	Loss of Residential Property Value .....	36
7.14	Commitment to ESD .....	37
7.15	Flood/Stormwater Management .....	37
7.16	Construction Management .....	38
<b>8</b>	<b>Conclusion .....</b>	<b>41</b>

#### **ATTACHMENTS:**

Attachment 1 - Response to agency submissions

Attachment 2 – Response to public submissions

Attachment 3 – Statement of Commitments

#### **VOLUME 2:**

Architectural Report and Drawings

#### **VOLUME 3:**

Technical Reports

# 1 Executive Summary

This report has been prepared in response to the letter from the Department of Planning (DOP) dated 14 October 2010 requesting a Preferred Project Report to be prepared. The letter requested the PPR respond to specific issues raised by the Department of Planning and other stakeholders during the assessment and consultation process of the Environmental Assessment of the Concept Plan for the development of the land at 34 Victoria Road and 13-55 Edinburgh Road, Marrickville.

The report includes a response and additional information in relation to each of the issues raised by the above stakeholders.

The Preferred Project incorporates a number of significant amendments to the original proposal in response to the issues raised during the consultation phase. The amendments include:

- The adoption of the “alternative proposal” for Smidmore Street as outlined in section 5.6 of the Environmental Assessment Report, meaning that all proposed development within the Smidmore Street road reserve has been deleted from the proposal and the road will remain open to vehicle traffic.
- Removal of the draft VPA from the PPR following Marrickville Council’s decision not to grant owner’s consent for the inclusion of Smidmore Street in the application.
- Accompanying refinements to the design of the buildings fronting Smidmore Street to address the existing street interface, optimise pedestrian access between the two buildings and maximise street front retail activation and pedestrian amenity.
- A reduction in the gross leasable floor space of the new development from 21,470sqm to 16,767sqm (a reduction of 22% in floor area).
- A reduction in the number of new car parking spaces from 715 to 528.
- A significant reduction in the new building footprint above the existing shopping centre within the north-east section of the site, including the removal the spiral ramp near the corner of Victoria Road and Murray Street.
- Retention of the existing vehicle ramp location within Murray Street and the relocation of the access from Murray Street to the new loading dock 3 further to the south.
- A public domain ‘concept vision’ for Smidmore Street which will be subject to the further agreement of Marrickville Council.
- Retention of all existing mature Lemon Scented Gums in Smidmore Street.
- Revised Statement of Commitments.

As outlined in the body of this report, the amendments to the proposal and additional information provided is considered an appropriate and constructive response to the issues raised during the consultation and assessment process for the Concept Plan. Indeed the proponent has listened to the views expressed by all stakeholders by proposing significant refinements to the overall scale of the proposed expansion. Such changes will assist to further ameliorate concerns raised in respect to built form, traffic and economic impact and in our submission make such issues entirely manageable and acceptable.

That is not say that such amendments will satisfy all the submitters, noting that many of the submissions expressed the view that Marrickville Metro should not expand. We remain convinced based on research undertaken on behalf of AMPCI as well as Council’s own community survey that the majority of the community are supportive of the opportunities to expand the centre in order to enhance services and the amenity of the centre. The proposed preferred project seeks to undertake the expansion in a manner that is considerate of the surrounding context and within the capacity of the established infrastructure.

We submit that the preferred scheme will elevate Marrickville Metro from what is today a 'tired' centre that is now falling short of meeting the needs of the local community to one that will provide a broader range of retail services, enhanced public domain and a centre that will better integrate with the surrounding context.

The preferred project will achieve a range of important outcomes for the local region and the local community. Specifically:

- It addresses the significant under supply of retail floor space in the Marrickville area and will keep more retail expenditure within the local region.
- It will significantly improve the internal and external environment of the shopping centre.
- It provides significant on-going employment in the order of 625 jobs, the majority of which are expected to be local.
- It provides the opportunity to create quality urban spaces which will enhance the role of Marrickville Metro as a future Town Centre.
- It will enhance the environmental performance of the centre to Australian 'best practice' standards.

Importantly, where impacts have been identified in the environmental assessment, ameliorative measures will be introduced by a number of Statement of Commitments to ensure that the implications of the development can be appropriately managed.

Overall, the redevelopment of Marrickville Metro development will bring with it positive social and economic benefits for the local region and Sydney generally.

*The report has been written by Urbis, with input from a number of other expert consultants, on behalf of AMP Capital Investors. The accuracy of the information contained herein is to the best of our knowledge not false or misleading. The comments have been based on information and facts that were correct at the time of writing the report.*

## 2 Introduction

This Preferred Project Report (PPR) has been prepared on behalf on AMP Capital Investors for the Marrickville Metro Shopping Centre.

This report has been prepared in accordance with the provisions of Section 75H(6) of the Environmental Planning and Assessment Act 1979 (the Act) which states:

*The Director-General may require the proponent to submit to the Director-General:*

- (a) a response to the issues raised in those submissions, and*
- (b) a preferred project report that outlines any proposed changes to the project to minimise its environmental impact, and*
- (c) any revised statement of commitments.*

The PPR provides a brief history of the Marrickville Metro project, including the key steps associated with the preparation, lodgement and assessment of the Part 3A application and outlines the proponent's response to the issues raised by the Department of Planning (DoP) in their role as the assessment authority and the issues arising from the public exhibition of the application.

It should be noted that on the basis that Marrickville Council has determined not to grant land owner's consent at this time for the development across Smidmore Street, the application has been amended and removes Smidmore Street from the proposed development. This design option was foreshadowed in the original Environmental Assessment report and was referred to as the 'alternative design option'.

The report summarises the "Preferred Project" being amendments to the Concept Plan proposal, as well as a detailed response to the submissions received. The key changes documented in the PPR comprise:

- A modified and reduced built form and gross floor area of the proposed development;
- Retention of Smidmore Street as a public road;
- A revised Statement of Commitments.

The PPR is supplemented by the following documents to assist the Department of Planning in the final assessment of the Part 3A application.

**Volume 2 – Drawing Package** incorporating:

- Architectural Drawings, including floor plans, elevations, sections prepared by Lend Lease Design.
- Architectural Statement & Analysis prepared by Lend Lease Design.
- Landscape Plans prepared by Site Image.

**Volume 3 – Technical Reports** supporting the revised design concept including:

- Traffic Impact Assessment and Traffic Management Plan by Halcrow.
- Economic Impact Assessment by Pitney Bowes Business Insight.
- Heritage Impact Assessment prepared by Graham Brookes and Associates.
- Consultations Outcome Report – Elton Consulting.
- Infrastructure & Hydrology report by Golder Associates.
- BCA Compliance by Steve Watson and Partners.

- Wind Assessment by CPP.
- Environmental Sustainability - Bovis Lend Lease.
- Geotech, Site Contamination Assessment - Douglas Partners.
- Accessibility Assessment - Accessibility Solutions.
- Fire Safety – DeFire.
- Noise Emission Assessment - Acoustic Logic Consultancy.
- Arboricultural Assessment - Integrated Vegetation Management.
- Operational Waste Management Plan - Waste Audit and Consultancy Services.
- Civil Design – Cardno.



### 3 Site Description

Marrickville Metro is a subregional shopping centre, approximately seven kilometres from the Sydney CBD. The shopping centre consists of the major tenants of Kmart, Woolworths and Aldi and a range of speciality stores.

The Preferred Project relates to two principal land parcels:

1. Marrickville Metro Shopping Centre located at 34 Victoria Road, Marrickville. This land has an area of approximately 3.566 hectares.
2. 13-55 Edinburgh Road, which has an area of approximately 8,800m<sup>2</sup> and is located to the south of Marrickville Metro, with frontage to Smidmore Street, Murray Street and Edinburgh Road. An industrial warehouse development currently occupies this land.

The section of Smidmore Street immediately to the south of Marrickville Metro, between Murray Street to the east and Edinburgh Road to the west will continue to operate as a vehicular road between the two parcels.

Pedestrian access to Marrickville Metro Shopping Centre is from Victoria Road to the north and Smidmore Street to the south and from the rooftop car parking areas down into the centre.

Open loading dock areas are located along the frontage of Murray Street and from Smidmore Street and two vehicle access ramps accessed off Smidmore and Murray Street provide car access to the roof top parking.

The site is also occupied by "Mill House", a listed heritage item currently used as the Centre Management Office. Remnants of the 'Old Vickers Mill' façade remain along the Victoria Road frontage of the site.

13-55 Edinburgh Road is located on the opposite side of Smidmore Street to the south and bounded by Edinburgh Road and Murray Street. The site is occupied by a two storey factory/warehouse building that is built to the street frontages. Open grade car parking is located on the western side of the site.



## 4 Identification of Key Issues from Consultation Process

### 4.1 Overview

The Concept Plan and Environmental Assessment (EA) prepared in association with the Part 3A Application for Marrickville Metro Shopping Centre was made publicly available between 28 July 2010 to 10 September 2010.

A total of 576 public submissions were received in relation to the Concept Plan, 549 submissions raised objection to the proposed development, and 27 submissions raised support for the development. A petition opposing the proposed development was also submitted with a total of 4830 signatures.

This section of the PPR outlines the key issues arising from both the preliminary assessment of the Concept Plan by Department of Planning and a review of each of the submissions arising from the public notification process.

Each of the issues raised by the public authorities and agencies, non-government agencies, local interest groups and the existing and surrounding residents and land owners during the notification of the Part 3A application is addressed. The key matters for consideration are discussed in **Sections 6 and 7** of this PPR and in the Response to Submissions at **Attachments 1 and 2**.

A number of amendments to the Statement of Commitments and amendments to the Concept Plan have been undertaken to respond to the key issues raised from the public notification process.

### 4.2 Department of Planning

Following the preliminary assessment of the application and the submissions received, the Department of Planning, by letter dated 14 October 2010 advised the proponent of the issues to be addressed in a Preferred Project Report as follows:

#### 4.2.1 Schedule 1 – Department of Planning Key Issues

##### **1. Partial Closure of Smidmore Street**

*The PPR should sufficiently respond to Council's resolution in terms of Option B. Any alternative option that maintains Smidmore Street as a through road open to traffic should give consideration to creating active frontages on both sides of Smidmore Street between Murray Street and Edinburgh Road, and a high quality public domain. This should encourage pedestrian activity, thereby minimising additional amenity impacts to residents of Victoria Road.*

*Consideration should also be given to the role of Smidmore Street as a link between the existing centre and the Edinburgh Road site, encouraging pedestrians and vehicles to circulate while minimising the potential adverse conflicts between users. This should include a detailed assessment of the treatment/possible upgrade of Smidmore Street to reinforce its role as a link between the two sites.*

##### **2. Traffic Impact/Public Transport**

*Consideration shall be given to the ability to provide additional bus services to cater for the proposed increased floorspace proposed. Evidence of consultation with the STA should be provided in this regard.*

### 3. Economic Impact

*Further consideration and proposed mitigating measures to address any likely economic impact of the proposal on existing nearby strip shopping centres should be provided. In particular, an assessment of the likely impact of the proposal on the extent and adequacy of facilities and services available to the local community in those centres should be addressed.*

### 4. Built Form

*The prominence of the two proposed spiral ramps requires consideration from a design and amenity perspective. Further options for the access and egress of vehicles using the roof level car parks, including ramp design and external treatment, configuration or relocation should be submitted. These options shall include an assessment of light spill from interior lighting and headlights of moving vehicles and ensure that acoustic impacts are minimised.*

*Further consideration should be given to the proximity of the upper level additions to the Heritage-listed Mill House, and the façade treatment of the Murray Street elevation between Victoria Road and Edinburgh Road. In this regard, the following should be considered:*

- *Increased separation between the Heritage-listed Mill House and the upper levels of the adjacent additions.*
- *Further options for the façade treatment of the Murray Street elevation between Victoria Road and Edinburgh Road to provide greater consistency and rhythm in the elevations, the introduction of high quality materials and finishes and to provide additional landscape elements.*

Each of these matters is addressed in **Section 6** of the report.

## 4.3 Key Stakeholder and Public Submissions

Written submissions were received from a number of state and local public authorities and agencies including:

- Marrickville Council.
- State Transit Authority.
- RailCorp.
- RTA (Sydney Regional Development Advisory Committee).
- Transport NSW.
- Sydney Water.
- RTA (Property).

Detailed assessment and response to agency submissions are tabled in Attachment 1.

A significant number of submissions were also received from local residents and land owners. Copies of all submissions received arising from the public notification of the application were provided to the proponent for review following the completion of the exhibition period.

In addition to the key issues raised by Department of Planning a number of other issues have been raised. These are summarised as:

- Consistency with planning policy.
- Part 3A process.
- Inadequate community consultation.

- Impact on heritage significance.
- Impact on character of area.
- Landscaping and removal of trees.
- Social and community impacts.
- Impact on residential amenity.
- Shopping centre management.
- Safety and security.
- Noise and pollution.
- Loss of residential property value.
- Commitment to ESD.

These issues are detailed in **Attachments 1 and 2** and addressed in **Section 7** of this report.



## 5 Development Description and Modifications to the Concept Plan

### 5.1 Overview of Proposed Amended Concept Plan

The Preferred Project incorporates a number of significant amendments to the original proposal in response to the issues raised during the consultation phase.

The proposal as amended has three key elements:

- An extension of retail floor area at first floor level above the existing shopping centre building with further additional roof top parking above.
- Redevelopment of the existing industrial land south of Smidmore Street (13-55 Edinburgh Road) to create a two level free-standing retail addition to the shopping centre with car parking above.
- The retention of Smidmore Street between Edinburgh Road and Murray Street as a public road with street level retail activation.

### 5.2 Key Amendments to the Concept Plan – “The Preferred Project”

The Preferred Project includes the following key amendments to the original proposal:

- The adoption of the “alternative proposal” for Smidmore Street as outlined in section 5.6 of the Environmental Assessment Report, meaning that all proposed development within the Smidmore Street road reserve has been deleted from the proposal and the road will remain open to vehicle traffic.
- Removal of the draft VPA from the PPR following Marrickville Council’s decision not to grant owner’s consent for the inclusion of Smidmore Street in the application.
- Accompanying refinements to the design of the buildings fronting Smidmore Street to address the existing street interface, optimise pedestrian access between the two buildings and maximise street front retail activation and pedestrian amenity.
- A reduction in the gross leasable floor space of the new development from 21,470sqm to 16,767sqm (a reduction of 22% in floor area).
- A reduction in the number of new car parking spaces from 715 to 528.
- A significant reduction in the new building footprint above the existing shopping centre within the north-east section of the site, including the removal the spiral ramp near the corner of Victoria Road and Murray Street.
- Retention of the existing vehicle ramp location within Murray Street and the relocation of the access from Murray Street to the new loading dock 3 further to the south.
- A public domain ‘concept vision’ for Smidmore Street which will be subject to the further agreement of Marrickville Council.
- Retention of all existing mature Lemon Scented Gums in Smidmore Street.
- Revised Statement of Commitments.

## 5.3 Detailed Description of the “Preferred Project”

### 5.3.1 Demolition

The proposal seeks approval for demolition of existing warehouse buildings and associated structures located at 13-55 Edinburgh Road.

The majority of the buildings located on the site occupied by the existing Marrickville Metro Shopping Centre are to be retained. The following demolition works to the centre will include:

- Structures located on Level 1 including the decked car park structure.
- The existing redundant vehicle access ramp located on the Victoria Road frontage.
- Building elements on the frontage to Smidmore Street.

### 5.3.2 Built form

The proposal involves alterations and extensions to the existing shopping centre building and the construction of a new building to the south.

#### Existing shopping centre

- Ground floor
  - Creation of new retail floor space to the north eastern corner of the site (in the location of the redundant access ramp) behind the former Vicars wall.
  - Creation of new retail floor space fronting onto Smidmore Street.
  - Reconfiguration of specialty retail shops.
  - Rationalisation of the existing loading docks on the Murray Street frontage into a single consolidated facility, with the redundant loading dock openings to be closed.
  - Reconfiguration of internal access including installation of travelators and access and relocation of amenities.
  - Reconfiguration of existing car park ramp on Smidmore Street.
- First floor
  - Construction of first floor addition to south eastern portion of existing building providing a setback between 63.1-87.9 metres from the northern boundary and a 42.7 metre setback from the western boundary.
  - Provision for a large retail floor plate for discount department store and back of house.
  - Specialty retail tenancies.
- Second and third floors
  - Construction of a new roof top car park (over 2 levels) above the first floor retail extension.

#### New shopping centre building (13-55 Edinburgh Road)

- Ground floor
  - Construction of new specialty retail fronting Smidmore Street;
  - New loading dock facility with access off Murray Street;
  - Retail pedestrian entry and ‘market plaza’ accessed from Smidmore Street.



- New retail space for mini major fronting Edinburgh Road.
- Pedestrian entry from Edinburgh Road.
- Installation of new amenities and travelators to the south western corner of the building.
- First floor
  - New supermarket above loading from below.
  - New specialty retail and internal access space.
  - Amenities and travelators.
- Second and third floors
  - Roof top car parking for 195 cars on level 2 and 238 cars on level 2A above.

### 5.3.3 Floor Space

- Increase gross floor area (GFA) of shopping centre from 28,925sqm to **50,705sqm**.  
This includes replacement of existing warehouse building on industrial land (6,705sqm) with new shopping centre building (12,934sqm GFA).
- Increase in gross lettable area (GLA) from 22,933sqm to **39,700sqm**. (Note this area excludes the existing warehouse GLA to be removed as part of the development).

### 5.3.4 Height

- Height of proposed extension and new building is approximately **14.5 metres**.

### 5.3.5 Heritage Conservation

- Retention of 'Mill House' and improved setting.
- Retention of brick paving to Victoria Road.
- Retention of existing Vicars Walls.

### 5.3.6 Landscaping and Public Domain

The proposal involves a range of landscaping improvements which are concentrated to the following areas:

- Civic Place (Victoria Road frontage)
  - Provision of a raised planter centrally located within the entry to the site which will also form a proposed location for public art.
  - New sitting stairs stepping down from Mill House and the main plaza area.
  - Retain existing form and function of existing landscaping around Mill House.
  - Refurbishment of areas to front of Mill House to improve views and connectivity with the shopping centre.
  - Removal of low level existing planting to allow for unified planting scheme with low level shrubs, accent and ground cover plantings.
  - Additional paving to the west of Mill House to allow for seating.
  - Retention of trees in the south west corner of the plaza.

- New paving to plaza.
- Victoria Road Streetscape
  - Construction of 8 metre long rain gardens within existing tree framework along the eastern end of the street.
  - 5 x 8 metre lots of the existing verge treatment.
  - 5 x 8 metre lots of rain gardens.
  - 5 new trees (one per rain garden).
  - 4 x new street trees to be planted within the pavement zone in front of the Mill House.
  - Infill between existing tree planting with rain garden and street tree planting.
- Murray Street Streetscape
  - Retention of majority of existing fig trees along Murray Street north of Smidmore Street and replacement planting of the 4 trees proposed for removal resulting from reconfiguration of the loading docks.
  - New street planting and paving along the Edinburgh Road frontage and Murray Street (south of Smidmore Street) subject to confirmation regarding services constraints within the road reserve.
- Western Boundary
  - Retention of existing fire egress along the western side of the building and the fire travel path along the western boundary.
  - Retention of existing western boundary wall to maintain security and prevent access from/to the site from the rear of the residential properties along Bourne Street.
- Smidmore Street Streetscape
  - The public domain of Smidmore Street will be upgraded to reflect its new character as an activated retail street.
  - Importantly, the existing significant street trees within the road reserve will be retained.
  - Section 6.2 of this report provides further detail on the proposed vision for the streetscape which is subject to the further agreement with Marrickville Council.

### 5.3.7 Car parking, Vehicle Access and Circulation

#### *Access*

- Retention of existing vehicle access ramp from Murray Street.
- Access to the southern car park via a combined entry/exit point from Edinburgh Road. A circular access ramp will transport vehicles to car parking levels above.
- Relocate the existing vehicle access ramp located on Smidmore Street further to the west to allow continued active retail frontage fronting the street.

#### *Car Parking*

- The western and north-eastern portions of the existing roof top car parking spaces located on level 1 will be retained.
- Additional car parking will be provided at levels 2 and 2A.
- A total of 1628 car parking spaces will be provided on site.

### 5.3.8 Loading/Unloading

- Creation of new loading dock (Loading dock 1) on eastern side of new shopping centre building with access via Murray Street. This loading dock will service the new mini major, specialty retail and supermarket above.
- Retain existing loading dock located on the western side of the existing shopping centre building. The dock located immediately east of the existing loading dock will continue to service the Woolworths and Kmart retail space.
- Consolidation of existing smaller loading docks located along Murray Street to be replaced by a central loading dock to service the existing specialty retail and Aldi store at ground level and the proposed discount department store and specialty stores above. This relocation and consolidation of loading docks is proposed in response to consultation with Murray Street residents.

### 5.3.9 Public Transport

- Removal of existing bus stop from the northern side of Smidmore Street.
- Creation of new bus stop with associated shelter and seating to the northern side of Edinburgh Road adjacent to the pedestrian entry to the expanded shopping centre.
- Provision of new taxi rank, pick up and drop off and a community bus stop in Smidmore Street.

## 5.4 Staging of Proposed Development

Given the scale of the project, it is proposed that the development will be constructed over two stages. The proposed staging will enable the retail centre to continue to function and operate during its redevelopment.

Drawings identifying the two primary stages of work are included within the architectural drawing set in **Volume 2**.

In simple terms, stage 1 will include the development of the new retail centre on the land at 13-55 Edinburgh Road, with the associated works to integrate the current centre with the new by activating Smidmore Street. Stage 2 will involve the extensions to the current shopping centre.

### 5.4.1 Stage 1

- Redevelopment of the industrial site at 13-55 Edinburgh Road to accommodate the two level retail centre.
- New vehicle entrance from Edinburgh Road and circular ramp for access to upper level parking.
- Creation of an activated retail edge along Smidmore Street between Murray Street and the area east of the vehicle access ramp.
- Refurbishment and expansion of the existing shopping centre building east of the existing car park ramp along the southern side fronting the new Smidmore Street.
- Reconfiguration and expansion of works to the centre fronting the civic place at Victoria Road behind Vicars walls.
- Landscaping and public domain works to Civic Place & Smidmore Street.

### 5.4.2 Stage 2

- Construction of the first floor addition over part of the existing shopping centre to accommodate a discount department store, new back of house space and new specialty retail tenancies and internal circulation space.

- Reconfiguration of ground floor retail space within existing shopping centre building and alterations to internal circulation and access including new travelators and lift access.
- Consolidation and reconfiguration of loading docks on the eastern side of the existing shopping centre fronting Murray Street.
- Construction of 2 levels of parking above the new extension to the existing shopping centre building.
- Footpath upgrade and landscaping work along Murray Street (north of Smidmore Street) and Victoria Road.
- Relocation of the existing vehicle ramp at Smidmore Street (9 metres to the west) improving activated retail edge.

## 5.5 Statement of Commitments

An updated Statement of Commitments has been prepared and are included in **Attachment 3** to this report.

The Statement of Commitments outline a range of ameliorative measures that the proponent will implement as part of the development. The commitments have been drafted to reflect the proposed staged construction process.

## 6 Response to Department of Planning Key Issues

### 6.1 Overview

As identified in Section 4, the Department of Planning raised a number of key issues in relation to:

- The partial closure of Smidmore Street.
- Traffic impact and public transport.
- Economic impact.
- Built form.

The response to the key issues is addressed in three key ways:

- By the specific modifications that have been made of the proposed development “the preferred project”.
- By supplementing and refining the Statement of Commitments.
- By the provision of additional information, analysis and/or justification in respect to the specific issues.

It is our submission that the amended proposal and the additional supporting information comprehensively and constructively address the key issues raised by the Department of Planning.

### 6.2 Smidmore Street

The Environmental Assessment Report supporting the Concept Plan provided for an alternative design concept for Smidmore Street in the event that no agreement with Council was reached to sell and close Smidmore Street. Marrickville Council has recently resolved not to provide owner's consent for the closure of Smidmore Street and hence forces the proponent to adopt the alternative design concept as outlined in the original Environmental Assessment Report.

As outlined in the previous EA report (section 5.6), this option is substantially the same design with the exception that Smidmore Street remains open as a trafficked street. Specifically:

- Street edge retailing will continue to be proposed along both sides of Smidmore Street.
- Pedestrian access between the two parts of the centre would be across Smidmore Street via a pedestrian crossing.
- Relocation of buses to Edinburgh Road.

Accordingly, the decision of Council was anticipated and provided for in the EA and ensures that this recent Council resolution does not require a radical transformation of the project, nor introduce a concept that was not notified as part of the community consultation process.

#### 6.2.1 The Smidmore Street Vision

The retention of Smidmore Street as a public road, open to vehicle traffic, creates the opportunity to create an activated and vibrant retail street connecting the two parts of the shopping centre. The vision is to transform what is currently the “back door” of the centre into a vibrant and activated public domain that is visually interesting and creates a new destination within the expanded shopping centre.

The final streetscape and public domain concept vision will be subject to agreement with Marrickville Council and has been included within the landscape master plans. The public domain vision includes:

- The retention of two way traffic;

- The widening of the footpaths but with on-street parking retained on the south side of the street;
- A narrowed carriageway at the pedestrian crossing point between the two parts of the centre including a raised threshold;
- New road paving to assist in providing a 'traffic calmed' and pedestrian priority street;
- The opportunity to temporarily close down the eastern section of Smidmore Street for special community events, monthly markets and festivals.



Figure 1 – Smidmore Street (east) Public Domain Vision Concept (Site Image)

### 6.2.2 Retail Activation on Smidmore Street

The proposed development will create street front retail on Smidmore Street where no such amenity currently exists. This will focus on the eastern end of Smidmore Street, noting the car park ramp on Smidmore Street which will be relocated only 9 metres to the west from its current position.

The 'market place' proposed to be located in the new retail building to the south of Smidmore Street has been relocated in the revised design such that it now fronts directly to Smidmore opposite the existing entry to the shopping centre. Operable doors are proposed so that in appropriate weather conditions the market place can be open to the street. Similarly, the existing pedestrian entry from the centre will 'flare out' creating a wider opening to the street. This design approach will help to draw and connect the two parts of the centre and encourage pedestrians to move between the two retail buildings.

A raised threshold is proposed across Smidmore Street (opposite the building entries) to allow pedestrians to cross the road in a safe and designated location. This is consistent with that found in many local shopping centres.

The proposed new retail building is proposed to be setback at ground level from the Smidmore Street boundary in order to provide an open retail colonnade. This design approach will allow for some important design outcomes to be achieved including:

- Increased space for outdoor seating associated with the tenancies noting the excellent sun exposure to the south side of the street;

- The raised floor level of the colonnade (particularly at the corner of Murray Street) in order to achieve the required free-board levels for flood events;
- Weather protection for pedestrians;
- Retail tenancies that are directly accessible to the street;
- Street furniture including passive seating opportunities.



Figure 2 – Smidmore Street – an active and vibrant street

### 6.2.3 Traffic Management

While Smidmore Street will remain a trafficked street, the most appropriate urban design outcome is to implement traffic calming measures to ensure that it balances the needs of both vehicles and pedestrians.

As part of the public domain works and a traffic calming strategy, it is proposed to repave the eastern section of Smidmore Street, while leaving the western portion as currently existing.

It is necessary to retain a vehicle access point from Smidmore Street as part of the redevelopment in order to ensure efficient access and egress to the car parking areas. As part of the proposed works, it is proposed to relocate the ramp approximately 9 metres further to the west, thereby moving it further away from the proposed pedestrian crossing. It is intended that the majority of traffic using this entry point will enter and exit to the west noting that a no right turn ban into this entry point is proposed from Smidmore Street.

#### 6.2.4 Retention of Landscaping

The further benefit of retaining Smidmore Street as a public road is the ability to retain all existing mature lemon scented gum trees that are located within the road reserve. These are high stemmed trees that add significant amenity of the surrounding precinct and the removal to allow for the retail extension across of the road was not supported by Council. Tree protection measures will be necessary to protect the trees during the construction process as recommended by the arborist.

#### 6.2.5 Summary

The preferred project proposes an attractive street retail environment to Smidmore Street that will significantly enhance the existing public domain. The amended design seeks to maximise the amount of street front retail activation within the constraints of the site and will create a strong pedestrian connection between the two retail buildings.

The final public domain outcomes achieved for the Smidmore Street precinct will be subject to further discussions and agreement with Marrickville Council.

### 6.3 Traffic Impact/Public Transport

A number of key issues have been raised in respect to the transport implications of the project. These have been comprehensively addressed in the Transport Report prepared by Halcrow and included in **Volume 3** of the PPR documentation.

The key issues are:

- Traffic modelling results including the distribution of traffic.
- The impact on bus routes and the ability to provide for additional future bus capacity.
- The impact on on-street parking as a result of recommended changes to intersections.
- Provision for taxis, pick up and drop off facilities in Smidmore Street.

#### 6.3.1 Traffic Modelling

The traffic modelling has been updated to reflect the reduced floor area of the preferred project as well as the implications associated with the retention of Smidmore Street to traffic. The reduced retail floor space of the preferred project has the benefit of reducing the volume of traffic generated by the proposal.

Halcrow has also responded to specific concerns relating to the distribution of the additional traffic that will be generated by the proposed development. Halcrow maintain the view based on the analysis provided that there will be only minor changes in traffic flows on Edgeware Road as a consequence of the proposed development.

The updated intersection analysis provided indicates that all existing intersections would operate satisfactorily under the forecasted future traffic conditions of the preferred project. In addition, the proposed improvements to the Bedwin Road intersection with May Street-Campbell Road-Unwins Bridge Road would result in a net improvement in the performance of this intersection above current operating levels.

#### 6.3.2 Provision for Bus Transportation

The original proposal with Smidmore Street closed required the bus services that arrived from the east (Routes 308 and 352) to U-turn at a new large roundabout to be constructed at the intersection of Edinburgh Road with Sydney Steel Road.



The buses that arrived from the west (Route 355) would have been required to turn around via a route extension using Edinburgh Road, Edgeware Road, Smidmore Street and Murray Street. This proposed arrangement raised some concerns from the relevant transport agencies.

Importantly, the retention of Smidmore Street to vehicular traffic means that neither the U-turn movement at Sydney Steel Road, nor the route extension to Edgeware Road is required. Instead buses would loop around the block, resulting in no change to their travel distance. This is a significant improvement to the proposed arrangements and in our view satisfactorily addresses one of the key concerns with the proposed relocation of the bus terminus to Edinburgh Road.

Detailed engineering plans have been prepared and issued to the STA as requested.

The other consideration is the capacity to provide for future bus services as a result of the proposed expanded centre, noting that the actual increase in bus services is a matter for the transport authorities.

Halcrow have prepared a detailed assessment of the capacity of the existing and proposed bus terminus and advise that:

- The existing bus zone on Smidmore Street currently has a length of 35.8 metres and accommodates 2 buses.
- The proposed bus zone on Edinburgh Road has a length of 70 metres which would allow for the independent operation of 3 normal 12.5 metre long buses.

The proposed bus terminus will thus increase bus stop capacity by 50%. This will provide more than sufficient capacity to meet the needs of the proposed expansion of Marrickville Metro.

### 6.3.3 On-Street Car Parking Impacts

The TMAP forming part of the original Environmental Assessment report identified the need for changes to on-street parking provision adjacent to existing key intersections. As a consequence, some concern has been raised in respect to the impacts of such changes. These works have been further reviewed in the Preferred Project Report by Halcrow as follows:

#### **Edgeware Rd / Llewellyn St / Alice St Intersection**

The previous proposal recommended extending no parking restrictions on Edgeware Road north approach and Alice Street approach to 50m. At present, 17m on the Alice Street approach is designated as 'No Stopping', with a following 50m of kerbside designated as 'No Parking between 3.30 – 5.30pm, Mondays to Fridays'. It is has been recommended that the existing restriction be extended to 6.00pm to fully cover the weekday evening peak period. This would result in the loss of about 8 parking spaces, but only over a half hour weekday period.

#### **Bedwin Rd / May St / Campbell Rd / Unwins Bridge Rd Intersection**

The previous proposal recommended banning parking for a length on the southern side of May Street and the northern side of Unwins Bridge Road.

The current proposal is generally similar to the previous proposal and includes parking restrictions on the northern side of Unwins Bridge Road that would result in the loss of about three parking spaces during weekday evening and Saturday peak traffic periods. However, the scheme has been further amended so that existing parking on the southern side of May Street is maintained by reducing the eastbound provision in May Street to one lane and displacing about three parking spaces on that side instead. This would leave existing parking intact adjacent to houses on the southern side of May Street and only displace parking adjacent to the park opposite.

#### **Edinburgh Road Intersections with Sydney Steel Street and Murray Street**

The previous proposal involving the closure of Smidmore Street required roundabout intersections that could accommodate U-turning buses.

With the retention of Smidmore Street, the proposal is for a smaller roundabout for the intersection with Sydney Steel Road and the maintenance of the existing roundabout at the Murray Street intersection. This change would minimise any reductions in footpath widths adjacent to the roundabout.

It is considered that the above measures are a reasonable and appropriate response to mitigate the impacts of the proposed works.

#### 6.3.4 Smidmore Street

The submissions also raised issues regarding the provision of convenient taxi parking and drop off and pick up points.

The retention of Smidmore Street as a trafficked carriageway will allow the kerbside lanes on each side to be allocated to uses related to the shopping centre and to the convenience of customers. In addition, the location of the bus terminus in Edinburgh Road adjacent to the centre will allow additional kerb space on Smidmore Street to be allocated to taxis. It will also allow the opportunity to provide a community bus stop location on the south side of the street. The community bus location has been reviewed with the operators of the community bus service and have advised that this acceptable.

The overall arrangement would give more emphasis to buses, taxis and private drop-off and pick-ups rather than car parking. This approach is considered appropriate because car parking would be satisfactorily accommodated within the car parks on the site, whereas the other activities could only reasonably take place on-street.

### 6.4 Economic Impact

#### 6.4.1 Background

The potential for adverse economic impacts on the nearby retail shopping strips has been identified by the Department as a key planning issue to be resolved as part of the PPR. Similarly, this issue is of paramount concern and interest to the broader community as evidenced through the submissions received.

This concern has its origins from the original opening of Marrickville Metro in 1987 and the perceived negative impacts that this new centre had on the retail strips at this time, noting that this was a period of an economic downturn in the late 80's. Despite this long standing tension between Marrickville Metro and the strips, until now, there has been little detailed research into the role of the shopping centre compared to that of the retail strips.

AMPCI has been researching the economic implications of a proposed expansion of Marrickville Metro since 2005 through to current day by:

- Surveying customers (the local community) about their retail needs.
- Analysing the quantum of retail floor space supply and demand for the surrounding community.
- Surveying the retail strips to understand their composition and role compared to the retail services provided and proposed within Marrickville Metro.

This detailed research forms the basis of two detailed reports that were submitted as part of the Concept Plan application prepared by Pitney Bowes Business Insight. In this context, it is important to revisit the principle findings of this detailed research:

- *The trade area served by the centre is characterised by a **significant under supply** of retail floorspace.*
- *Marrickville Metro is the only existing shopping centre within the defined main trade area which offers consumers significant comparison shopping facilities.*

- *The rest of the centre's main trade area competitive landscape is characterised by discrete retail shopping strips, with the more successful examples of these offering targeted, convenience-oriented shopping facilities to residents in their immediate localities.*
- *It unlikely that national brand retailers not currently represented would be drawn to any of the strips.*
- *Consumer research suggests that there is demand in the trade area for the provision of a 'one-stop-shopping' destination, to complement the localised offers of retail strips within the trade area.*
- *The proposed expansion of Marrickville Metro would be expected to have some trading impacts on retailers throughout the trade area. In the case of Marrickville Road, the trading impact is forecast to be around 5%. However, these impacts are not likely to be so significant as to threaten the ongoing viability on any one retail facility or strip.*
- *A greater proportion of the sales expected to be generated by the proposed expansion of Marrickville Metro is expected to come from the retention of resident spending which is currently escaping the trade area.*
- *The expanded Marrickville Metro is likely to take on a more comprehensive role in the retail hierarchy, meeting a greater range of trade area residents' comparison shopping needs than does the centre's current offer. As such, it will compete more directly with the higher order facilities located beyond the trade area, such as the Sydney CBD, Westfield Eastgardens, Burwood and Bondi Junction, Ashfield Mall and the Campsie Centre.*
- *The proposed expansion of Marrickville Metro will also result in a range of very important economic benefits, including the provision of a wider range of shopping facilities to trade area residents, additional employment, and improved amenity for local residents.*
- *The 6 surrounding strip centres have approximately 1200 shops (128,500sqm approx.).*
- *There is a large supply of strip retail space. Given the level of supply, and the extensive distances over which the space is dispersed, it is to be expected that some space will be vacant.*
- *Most of the centres are healthy, with a few areas evident where there are difficulties.*
- *The healthiest centres (King St., Marrickville Rd.) are those located closest to Marrickville Metro, which indicates that they don't compete directly with Marrickville Metro.*
- *Because of their nature and tenancy profiles, the strip centres have a clearly differentiated offer to Marrickville Metro.*
- *The strips offer cultural specialisation (Vietnamese, Chinese, Lebanese, Pakistani, Portuguese), independent traders, many food catering facilities and largely convenience shopping.*
- *The strips do not offer, and cannot offer, large format supermarkets, discount department stores. Traditionally they have not attracted many national brand retailers.*
- *The types of national tenants who will be sought for Marrickville Metro are not likely to locate in the strips.*
- *Most local consumers quite naturally want to be able to shop at both types of destinations – strips and centres.*

#### 6.4.2 Updated Impact Assessment

The proposed preferred project seeks an extension in floor area of 16,767sqm which is 22% less than that submitted as part of the original Concept Plan application. Given the significant reduction in floor area, the economic impact assessment has been updated to reflect the revised floor space areas. This report is included in **Volume 3**.

The analysis identifies some important considerations:

- The majority of sales will be drawn from Broadway SC (-\$16.8 million) being a centre that provides a similar retail offer.
- The impact on Marrickville Road/Illawarra Road will be reduced (from the previous proposal) to an impact of approximately **-4.1%**. This level of impact is considered to be well within the bounds of normal competition and will not threaten the on-going viability of these centres.

The amended economic modelling demonstrates that the impact of the proposed development on the nearby strip centres will be less than previously modelled as a consequence of the reduced floor area proposed.

### 6.4.3 Response to Issues from Submissions

There is a broad but unsubstantiated view that the expansion of the Metro will have negative impacts upon the viability of the local retail strips. It is a view that the Marrickville Road Chamber of Commerce and Marrickville Council have held for many years. Retail property economics is however far more sophisticated and complex than presented by such views and fails to distinguish between the different retail formats and needs of the community. Put simply, an expansion of one type of retail centre (such as Marrickville Metro) does not automatically mean that the greatest impact will fall on the closest existing centres (i.e. Marrickville Road).

The PBBI report has undertaken a detailed analysis of the retail market in the local area as well as an audit of the retail strips. This work has identified the different roles and retail functions provided by the different retail centres. It also explains why the greatest impact of the proposed development will occur on like centres that are located outside of the LGA (i.e. Broadway). The greatest impact will fall to such centres because research has shown that half of the residents of the Marrickville region shop primarily outside the area for their clothing, homewares and giftware needs.

The reality is that the expanded Marrickville Metro will attract retail sales that are leaking outside of the local area to larger shopping destinations. This brings with it other social and economic benefits including less travel time and traffic as well as increased local employment.

While the economic modelling shows that there will be an impact on the local centres in terms of projected retail turnover, the extent of impact is nowhere near the scale of change that would provide any basis to suggest that the viability and sustainability of the strips are under pressure as a consequence.

PBBI has prepared a detailed response to the HillPDA report prepared on behalf of the Chamber of Commerce that alleged that the retail turnover impacts on the local Marrickville strips would be -16% to -17%. The PBBI raises some serious questions about the credibility of the modelling adopted by HillPDA to arrive at such a significant trading impact. Indeed it is noted that according to PBBI that this 'gravity' model is almost never used for any serious calculation of retail analysis in Australia and is certainly to their knowledge not used for commercial assessments. For the reasons expressed by PBBI, we submit that the Department should give no weight to the HillPDA analysis.

### 6.4.4 Opportunities to Support the Retail Strips

Council in its submission stated the following:

*This is an excellent opportunity for the Metro to become a better corporate citizen by creating a real partnership with the local shopping strips similar to the de facto partnerships evidenced in their case studies of similar expansions, but with real intent and purpose. A commitment to assisting with the upgrade of shopping strips such as Marrickville Road would result in a win - win situation where the existing socio-economic infrastructure is conserved and each precinct can feed off the other.*

*Formally acknowledging the applicant in any voluntary scheme would be part of developing an ongoing business partnership designed to benefit the Marrickville community as a whole and not just single vested interest.*

The amended PBBI report identifies a number of potential strategies that the local strip shopping centres can adopt in order to mitigate any impacts that they might otherwise experience from the expansion of Marrickville Metro. These recommendations include:

- Promoting their differentiation as localised and specialised convenience centres.
- Playing to the current strengths including the independent character and ethnically diverse specialty store types.
- Physical maintenance such as improved streetscapes, beautification, improved pedestrian amenity and if possible improved car parking.
- Maintaining individual properties to a high standard of presentation.
- Marketing themselves as individual entities with particular strengths.

Building on the suggestions of Council and the potential opportunities identified by PBBI, AMPCI is prepared to enter into a voluntary arrangement with Council to support the upgrade of the nearby retail strips. The arrangement will need to be resolved in further detail with Council's Economic Development Manager. One of the options available is to participate in a new initiative of Council being the establishment of an Economic Development Forum and to fund studies/programs that arise from this forum.

#### 6.4.5 Summary

Detailed economic modelling has been undertaken as part of the Environmental Assessment to ascertain the likely impacts on other retail centres. This economic modelling has been informed by extensive consumer research to understand the shopping needs and behaviours of the local community. The updated modelling (based on the reduced size of the preferred project) demonstrates that the trading impacts on other centres will not be significant and certainly not of a scale to threaten the viability of other centres.

In summary, *the extent and adequacy of facilities and services available to the local community* will be enhanced by the proposed development.

### 6.5 Built Form & Design

The issues identified in the Department's letter relating to built form and design can be summarised as being:

- The prominence of the spiral ramps.
- Light spill and acoustic impacts from the ramp design.
- The relationship of the upper level additions with the Mill House cartilage.
- Façade treatment on Murray Street.

As outlined in the description of the preferred project, the proposed development has been significantly amended that addresses many if not all of the built form concerns raised by the Department.

#### 6.5.1 Spiral Ramps

The new spiral ramp on the corner of Victoria Road and Murray Street has been deleted from the preferred project scheme. Instead, the existing vehicle access arrangements on Murray Street will be retained. This change alone has a significant positive impact on views of the proposed development from the north-east.

It is proposed to retain the spiral ramp to be located on the corner of Smidmore Street and Edinburgh Road. This feature is located within an industrial context that can support the proposed structure, which is vastly different to the Victoria Road corner.

The circular ramp introduces an architectural feature that identifies a key entry point to the centre and will also support water tanks contained within the structure. A circular ramp has far greater architectural quality than a long straight ramp that would be otherwise required to gain vehicle access to the rooftop.

### 6.5.2 Light Spill & Acoustic Impacts of Ramp Design

The decision to delete the circular ramp in the north-east corner of the site and retain the existing Murray Street access point largely overcomes this specific concern. By retaining the Murray Street access arrangements, there will be no effective change to the light spill and acoustic impacts within this part of the site. The roof top parking will be retained in this part of the site (behind the existing parapet) with ramps accessing upper levels well setback from the site boundaries.

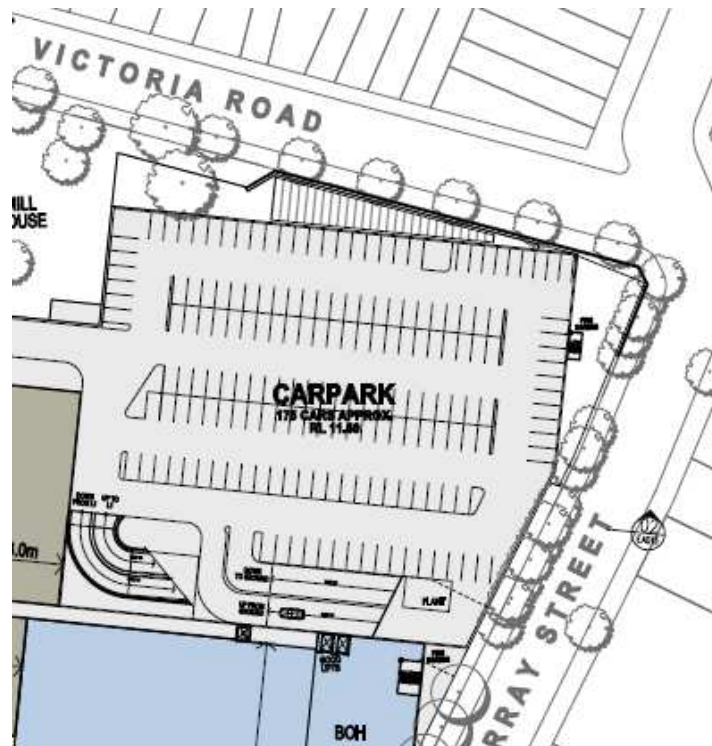


Figure 3 – Extract from First Floor Plan showing location of ramps well setback from the site boundaries and residential properties

The proposed access ramp from Smidmore Street will similarly be retained in-situ, except that the entry point is relocated slightly further west on Smidmore Street. Once on the ramp, vehicles will circulate on the first floor and upper car park decks as they do now. In other words, essentially the status quo will remain in terms of the movement of vehicles around the rooftop.

All car park levels have a safety hob 1200mm high above the floor in concrete. The height of this hob is sufficient to prevent light spilling out of the car park.

### 6.5.3 Relationship with the Mill House

Concern has been raised with the relationship of the upper level addition and car parking decks with the Mill House. This issue has been addressed in two principal ways:

- By the removal of the cantilever of the car park structures as proposed in the original design. The projecting car park structures above the first floor retail addition have been setback a further 9 metres from the original proposal. This will create a more polite and recessive backdrop to the Mill House curtilage.

- The removal of much of the upper level addition in the north east corner of the site results in a significantly more recessive built form as evidenced in the perspective image below.

In summary, the combination of the increased setback and the significant setback of the first floor (eastern section) the visual impact on the Mill House curtilage is considerably lessened in the Preferred Project. As per the amended Heritage Impact Statement prepared by Graham Brooks & Associates (**refer to Volume 3**), the relationship between the proposed works and the heritage listed Mill House is considered acceptable.



Figure 4 – Victoria Road streetscape

#### 6.5.4 Murray Street Architectural Treatment

In response to the Department's comments, the architectural treatment along Murray Street in particular has been revised.

The proposal removes the existing precast walls along Murray and Smidmore Street and replaces them with shopfronts and banded brickwork to balance the proposed façades of the Edinburgh Road building. The walls that mask the new loading dock and services will be clad in precast with a grooved pattern that extend the banding effect of the brickwork. The precast will have the same colour oxide as the panels on the building on the Edinburgh industrial site to present a cohesive visual picture along Murray Street. The section of wall that abuts the existing brick wall will be detailed to resolve the two different patterns and materials.

The overall feel for the new buildings and the additions to the existing centre are industrial in respect of the heritage of the site and the context of the development. Whilst most retail centres adopt an exuberant festive look and feel this proposal chose a more restrained approach. The choice of material, the degree of detail and the elegant resolution of corners and change of materials is paramount at pedestrian level where the beauty and attention to detail can be appreciated and celebrated. The mass and bulk of the buildings above the awning level are simply expressed with different materials branding the two sides of the centre.





## 7 Issues Raised in Other Submissions

### 7.1 Consistency with Planning Policy

Council and other submitters raised concern regarding compliance and consistency with existing planning controls and policies. Concerns primarily related to:

- Inconsistency with the directions outlined within the Draft South Subregional Strategy (dSSS) and Council's request for amendment that Marrickville Metro be identified as a '*stand alone shopping centre*'.
- Inconsistency with directions outlined in Marrickville Employment Lands Study (MELS).
- Inconsistency with Marrickville Action Plans for Urban Centres 2009 (Action Plan). An Action Plan which does not support expansion of Marrickville Metro Shopping Centre.
- Non - compliance with zoning controls outlined within Marrickville LEP and DCPs including Council's Business Centre DCP No.38 and Parking DCP No.19.

These concerns are specifically addressed in the submissions response tables in **Attachments 1 and 2**.

A summary of the responses provided is outlined below:

- The EA provides a detailed assessment of the key directions outlined within the DSSS. It also acknowledges that the SSS is a draft policy document and that Council's requests may not be incorporated in to the final document. The DSSS identifies the opportunities to change the land use on the adjoining site at 13-55 Edinburgh Road and the proposed preferred project design creates a vibrant and attractive 'place' by creating an activated retail environment in Smidmore Street.
- The project has been declared a Major Project under Part 3A of the Act and accordingly is being assessed ahead of any potential future directions in respect to the recommendations of the MELS.
- Contrary to the Action Plan, the Draft Sub-Regional Planning Strategy identifies the opportunities for the land at 13-55 Edinburgh Road. The expansion and revitalisation of the Marrickville Metro will facilitate future development of the area.
- The EA provides an assessment of the proposed development against the relevant development standards and controls within the Marrickville planning controls. The proposal is generally consistent with the strategic intent of these controls including provision of an appropriate number of parking spaces for shopping centres and the desired future character of Marrickville Metro.

### 7.2 Parking Impacts

Concerns were raised by Council, the RTA (Sydney Regional Development Advisory Committee) and public submitters in relation to on-street parking restrictions and the impact on local resident on-street parking availability. In particular, concerns related to:

- The proposed extension to parking restrictions along approaches to intersection at Edgeware/Alice and Llewellyn Streets.
- Proposed slip lane and parking restrictions extensions along May Street approaching Bedwin Street.
- Removal of parking along May Street and Unwin's Bridge Road.
- Additional parking congestion caused by the development along Enmore Road, Marrickville Roads and Juliette Street.

The parking restrictions proposed in the Preferred Project is limited to the loss of 8 car spaces over a half hour weekday period along Alice Street. These restrictions are in addition to existing 'no-stopping' parking restrictions in place between 3.30 and 5.30pm on weekdays. It is anticipated that the need for such parking restrictions will also arise irrespective of the expansion of Marrickville Metro from other approved development including Council's new Aquatic Centre in Enmore Park and private development on Alice Street.

With regard to May Street, the design has been amended to maintain the existing parking on the south side of the street, reducing the east bound provision by a total of 3 spaces. This will retain the on street parking adjacent to the existing residential dwellings and a total loss of 3 spaces is not considered to be a significant impact and will assist to improve the performance of this intersection.

Further, it is not anticipated that the proposal will result significant parking congestion on surrounding streets as sufficient parking space is provided on site. The proposed number of parking spaces for the shopping centre accords with the RTA rates for shopping centres (which requires 4.1 spaces/100sqm for shopping centres with over 30,000sqm) and is considered appropriate for the projected demands of the centre.

### 7.3 Impacts on Access to the Shopping Centre

Concern was raised with respect to access to the shopping centre. The issue of access has been specifically addressed in the Halcrow Transport Report and detailed in submission response tables in **Attachments 1 and 2**.

Concerns were raised in relation to:

- Bicycle access paths.
- Pedestrian access.
- Accessible car parking and drop off difficulties for disabled customers.

In response to these concerns, the Preferred Project incorporates the following measures involving:

- Retention of the proposed cycle route from Sydenham Station along Shirlow Street, with a slight amendment to use Saywell and Cadogen Streets, then use of Sydenham Road to get to the Sydenham Road/Shirlow Street intersection. Thereafter a two-way route would continue along Sydenham Road and Railway Parade to Sydenham Station as originally proposed.
- Regional Cycle Rate No. 5 (Stage 2) has been added to the TMAP plans.
- It is anticipated that pedestrian trips to and from the centre at the busiest time will increase by about 270 trips per hour and spread over about 8 principal access routes to the centre. Therefore an increase on any one would be on average about 35 trips per hour. Pedestrian access points are proposed to be improved and enhanced around the site.
- Accessible parking will be provided on site in accordance with the BCA and DDA requirements. Disabled parking can also be accommodated on-street as needed.
- Inclusion of designated pick up and set down locations along Smidmore Street in close proximity to the entrances to the existing and proposed centre entrances.

The preferred project will improve access to and around the shopping centre catering for pedestrian, vehicle and bicycle access. Bike parking and showers are proposed within the development, and the alterations to the shopping centre entrances, new signage, upgrading of footpaths and activation along the street fronts will improve pedestrian amenity and safety.

## 7.4 Part 3A Process

Concerns have been raised in respect to the Part 3A process and are specifically addressed in the submissions response tables in **Attachment 1 and 2** of this report.

The decision of the Minister of Planning to declare the project to be a Major Project under the Major Development SEPP is consistent with the provisions of this Statutory Instrument. The project has a significant capital investment cost well in excess of the required threshold and will deliver important services and employment opportunities.

## 7.5 Inadequate Community Consultation

Concerns were raised by the public in relation to the consultation process undertaken with respect to the proposed development. In particular, that consultation measures were inadequate and/or misleading. In summary, the issues raised were:

- Lack of adequate community consultation including inconvenient consultation times, lack of adequate information provided about project, limited advice provided in forums and concerns raised ignored, questionnaire was restrictive and questions in surveys biased.
- Consultation provided misleading information about development- AMP has not been truthful about the development. Misconception that 'Revitalisation' meant refurbishment and upgrade, not renovation and expansion to the proposed scale.
- No consultation with community prior or during design development of the scheme. Residents only notified of development once Part 3A application on exhibition, not before.

Detailed responses are provided in the submissions response tables in **Attachments 1 and 2**. In summary, these assertions are not agreed with for a number of reasons being:

- Extensive consultation was undertaken with community and relevant stakeholder groups prior and during the design development process.
- The consultation process was carried out in accordance with Department of Planning's consultation guidelines and involved door knocking and surveying surrounding neighbours, newsletters distributed to the wider community, establishment of a project website and community information days held at the shopping centre prior to lodgement of the application and during the public exhibition period.
- Feedback from the community received during the consultation process was recorded and taken into consideration during the design development.
- All details provided on the development during consultation were accurate and truthful.
- The purpose of the Part 3A exhibition period is to provide an opportunity for the public to submit their concerns. Public exhibition period was extended by the DoP by 14 days, at the community's request.

AMPCI have undertaken comprehensive community consultation with respect to the development before the design concept was developed, during the design development and since lodgement of the Part 3A application. Consultation has been carried out in accordance with the Department of Planning guidelines and all true information has been publically available for access by the community.

As mentioned in the Environmental Assessment, AMPCI commissioned economic and consumer research in 2005 to understand consumer and retail demands of the shopping centre patrons. These included, exit interviews of over 500 customers carried out by Directional Insights, telephone surveys by UrbisJHD, as well as social research and investigation undertaken by Two Blind Mice in 2008 to determine community attitudes about the existing shopping centre and the potential for its expansion.

Findings from this research indicated that the majority of the Marrickville community is willing or open to change to the Metro (subject to resolution of final design) and that 80% of respondents were either enthusiastic or supportive depending on final concept.

## 7.6 Impact on Character of Area

Concern was raised by the public in relation to the development and its impact on the existing character of the area. In particular:

- That the large shopping centre is not suited to local area and will have a negative impact on residential precinct. The area is not a commercial precinct.
- The lack of public transport and infrastructure to support development.
- The proposal will have negative impact on the natural environment.

In response to these concerns the Preferred Project proposes:

- That the expansion of the existing Marrickville Metro shopping centre will be orientated towards the southern side of the site, and will extend into 13-55 Edinburgh Road located on the opposite side of Smidmore Street which is currently industrial land. As the site is surrounded by residential properties to the north, northeast and west, and industrial land to the south, southeast, and southwest, the additional bulk will be significantly setback from the residential interfaces and will not cause loss of amenity or visual impacts to the residential area.
- Promotion of public transport use and improvements to access to the shopping centre including construction of new bus shelter to service buses along Edinburgh Road, improved pedestrian connections to railway stations, improved public domain and landscaping around the site, provision of cycle routes and bicycle facilities located at the shopping centre entrances in Murray Street, Victoria and Edinburgh Roads, provision of car sharing spaces allocated within the centre car park and improved pick up and set down areas for shuttle buses and customers.
- Upgrade of existing open space area (Civic Place) at the northern end of the site to enhance the setting of heritage item 'Mill House' and provide safe, attractive recreational area for shoppers. The Preferred Project also involves the retention of majority of Fig trees along Murray Street (and replacement planting of 4 trees required to be removed) and the retention of mature Eucalyptus (Lemon Scented Gum) trees along Smidmore Street.

These measures are considered to preserve the existing residential character to north and enhance liveability and access to the shopping centre as well as enhance the setting of the natural and historic environment.

## 7.7 Landscaping and Removal of Trees

Concern has been raised by Council and other submitters in respect the loss of existing trees as a result of the proposed development. This concern arose in three specific areas:

- The loss of the lemon scented gums (street trees) in Smidmore Street.
- The removal of trees within the curtilage of the site on the Victoria Road frontage as a result of the revised landscape design concept.
- The planned 'staged' removal of the fig trees along the Murray Street frontage.

In response to these concerns, the preferred project proposes the following:

- The retention of all street trees in Smidmore Street, which now becomes possible with the removal of the building extension across the road reserve. Appropriate tree protection measures will be put in place during the construction phase.

- The retention of the mature trees on the Victoria Road frontage, specifically those trees referenced by Council for retention (refer to the submissions response table in **Attachment 2** to this report).
- The removal of the 'rain gardens' concept for Murray Street and therefore the removal of the proposed staged replacement of the existing fig trees. The trees will be maintained as part of the proposed development.

The preferred project response will ensure that the majority of significant trees within or adjacent to the site will be retained. The project also provides for the planting of new additional trees (i.e. on Murray Street where loading dock access points will be redesigned) that will further contribute to the visual amenity of the precinct.

## 7.8 Social and Community Impacts

Concerns were raised by a number of submitters with regard development's impacts on the community and social fabric of the area. Specifically:

- Impacts on the vibrant, creative diverse, environmentally friendly communities.
- Loss of local 'niche' feeling/village like community/cultural hub, undermining community space, imposition of pre-fabricated culture.
- Alienation of residents and the negative impact on liveability of area.
- That there is an adequate level of existing community facilities in Marrickville and there is no need for more services such as a new library.

As mentioned in the Environmental Assessment Report, research was undertaken to determine the social and community impacts of the development. Findings of this research indicated that the proposal will not result in any significant change to the social fabric of the area as the shopping centre currently exists and the proposed expansion is towards an industrial zone.

Social research also indicates that the proposed expansion will benefit the community by providing additional services for the community but not at the expense of local shops as people are likely to shop along strip shops and at centres which provide floor space to accommodate national brands and major supermarkets.

The Preferred Project proposes a reduced built form and scale to that originally proposed which will lessen its visual impact on adjoining residential properties to the north, northeast and west. The development also includes new landscaping to existing open space and enhancement of setting of heritage item, retention of majority of significant street trees along Smidmore and Murray Streets, activation of the Smidmore Street frontages, provision of additional public transport options and improved vehicle and pedestrian access to and from the site.

Furthermore, the concern regarding existing community facilities is noted and there are no additional community facilities (such as library) proposed as part of the Preferred Project.

## 7.9 Impact on Residential Amenity

Concerns were raised in the public submissions regarding impacts on residential amenity, including:

- Impacts on residential health and lifestyle.
- Overshadowing impacts.
- Loss of visual privacy to properties in Llewellyn Street.
- Noise and air pollution from traffic generation.
- Acoustic/noise impacts from mechanical ventilation.

The proposed development involves the expansion and upgrade of an existing shopping centre and extension to an existing industrial site, south of Smidmore Street (refer to Figure 5). The proposal includes upgrade and enhancement of existing open space, increased pedestrian activation around the site, improved vehicular access and landscaping works including retention of significant trees along Murray and Smidmore Streets.



Figure 5 – Preferred Project proposed bulk and surrounding context

The Preferred Project proposes the bulk of the extension at the southern portion of the site, setback between 63.1 & 87.9m from the northern boundary and 42.7m from the western boundary. The additional bulk will be significantly separated from residential interfaces to the north, northeast and west. Accordingly, the proposal will not result in any additional overshadowing impacts on adjoining or nearby residential properties.

With regard to impacts on properties located along Llewellyn Street, the existing shopping centre is located approximately 200m from Victoria Road (the northern portion of the building) which equates to approximately two (2) blocks. As mentioned, the proposed additions will be located towards the southern portion of the site and setback significantly from the north and will not cause visual privacy loss for residents along Llewellyn Street.

Traffic generation on surrounding residential streets is expected to be manageable within an existing constrained environment. Noise impacts resulting from traffic generation as well as acoustic impacts from mechanical ventilation are addressed in the revised Acoustic Report prepared by Acoustic Logic and included in **Volume 3**.

## 7.10 Shopping Centre Operation and Management

Concern has been raised by public submitters in respect to operation and management of the shopping centre. Council also raised concern with respect to waste management processes. Concern arose in several specific areas being:

- Maintenance of Marrickville Metro and its surrounds including walking and cycling routes.
- Management of waste including prevention of associated health concerns, recycling and reuse of organic waste.
- Poor trolley management.
- Emergency evacuation management.
- Provision of dog leash area.
- Provision of adequate amenities such as toilets.

In response to these concerns, the Preferred Project proposes the following:

- An Operational Management Plan for the centre will specify maintenance strategy for walking and cycling paths around centre.
- Commitment to effective operational management which will specify management of safety and security and management of waste including identification and implementation of operational waste strategy.
- An Operational Management Plan which encompass a strategy for trolley management.
- Refurbishment and upgrade of existing shopping centre building to current fire safety standards. Design and construction of new building at 13-55 Edinburgh Road to comply with the DTS provisions of the BCA including fire safety requirements. Emergency and fire evacuation has been considered and addressed in EA and report prepared by Defire.
- Refurbishment and upgrade of shopping centre which will improve amenities and facilities within the shopping centre including upgrade of toilet facilities, provision of showers for cyclists and provision of adequate number of these facilities to comply with BCA requirements.

AMPCI is committed to providing effective management of the shopping centre and provision of facilities and ensure operation of the shopping centre will not impact on the amenity of shoppers or surrounding residents. Details of the Operational Management Plan are located in the Statement of Commitments in **Attachment 3**.

## 7.11 Safety and Security

Further to the concerns relating to operation and management of the shopping centre, submitters raised concern regarding safety and security management. In particular regard to:

- Increase in drug dealing and car theft.
- Anti-social behaviour in the open space areas.
- Increase smoking areas.

In response to these concerns, the Preferred Project proposes crime prevention through environmental design (CPTED) initiatives including enhanced landscaping around the site and activated street frontages to improve natural/passive surveillance, security measures such as CCTV to entrances and around site, access control for loading docks and access control for car park areas, regular security patrols, appropriate signage and lighting and management regime for on-going maintenance of the centre. In addition, security will be managed in accordance with a Security Management Plan prepared for the shopping centre and specified in the Statement of Commitments in **Attachment 3**.

## 7.12 Noise and Pollution

Concerns were raised by submitters in relation to acoustic impacts and air pollution caused by traffic and light spill from the proposed development. More specifically, concerns related to:

- Increased traffic noise resulting health issues for residents including sleep deprivation for use of loading docks (24 hours).
- Acoustic impacts from cleaning and management of building and surrounds – leaf blowing/hosing.
- Light spill from car park areas and from car park ramp.
- Brightness of signage.

The amended scheme involves relocation and reconfiguration of the existing loading docks along Murray Street to a single loading dock (Loading Dock 3) which is setback and away from residential properties located to the northeast on the opposite side of Murray Street. Loading dock 1 will be accessed via Murray Street, south of Smidmore Street, adjacent to industrial land, and the existing Loading dock 2 will be retained in its current location with access from Smidmore Street. The Preferred Project also proposes to limit hours of the loading dock between the hours of 7am to 10pm to minimise potential impacts on residential amenity. The acoustic impacts of the development have been measured and assessed in the Acoustic Report prepared by Acoustic Logic located in **Volume 3**.

Cleaning and maintenance of the shopping centre and its surrounds will be carried out in accordance with the Operational Management Plan.

With regard to light spill, the amended scheme involves the deletion of the circular ramp in the north-east corner of the site and the retention of the existing car park access point which is located adjacent to Loading Dock 2 and away from residential properties to the northeast. By retaining the Murray Street access arrangements, there will be no change to the existing situation. The roof top parking and associated ramps accessing upper levels in this part of the site is proposed for retention (behind the existing parapet) and will be significantly setback from the site boundaries.

Although the Preferred Project involves a slight relocation of the existing vehicle access ramp from Smidmore Street, vehicles will continue to move as they currently do around the first floor and upper deck. The car park levels have a safety hob 1200mm high above the floor in concrete and the height of this hob is sufficient to prevent light spilling out of the car park and will not impact residential properties along Bourne Street.

Further, with regard to signage, only indicative signage zones have been proposed. Details of signage, size, lighting and colours will be subject to separate development approval.

In view of the above, it is considered the Preferred Project will not cause any significant acoustic impacts on nearby residential properties and potential light spill impacts have been mitigated through the amended design and setting back of the additional levels from the north/north-eastern boundaries.

## 7.13 Loss of Residential Property Value

Concerns were raised by submitters regarding the proposal and its negative impacts on residential property value.

The Preferred Project incorporates mitigation measures designed to prevent the loss of residential amenity including reduced bulk set back from the adjoining residential interface, improved pedestrian and vehicular access to the site, enhanced landscaping and public domain treatments, improved setting of the heritage item, retention of significant trees around the site and improved activation of street frontages. It is therefore envisaged that the development will positively impact on property values.



## 7.14 Commitment to ESD

Concerns were raised by Council and submitters regarding ESD initiatives for the development. In particular:

- The lack of demonstration of commitments to ESD.
- The EA does not mention embodied energy in terms of the construction and choice of building materials.
- The proposal does not mention innovation regarding energy generation.
- Proposed expansion will result in significant emissions.

Lend Lease Design considers embodied energy as described in Section 6.5 of the ESD report. The carbon analysis carried out on retail centres shows that up to 80% of the embodied energy will be in four key areas; concrete and steel structure, facade selection, internal partitioning and floor finishes. BLL construction teams have consistently reduced embodied energy by using flyash as cement replacement, steel reinforcement with up to 100% recycled content, lightweight internal blockwork and safe, natural non-slip floor finishes that require minimal ongoing maintenance (no chemicals or energy use). All of this experience will be brought to the detailed design of Marrickville Metro.

With regard to energy generation, the application considers the use of onsite renewables and co-generation (also commonly referred to as tri-generation once absorption cooling is added) in Section 6.1 of the ESD report. The provision of on-site solar renewables is straightforward and has little ongoing operational implications for the owner but the provision of gas-fired decentralised power is not so straightforward and should be managed by a specialist energy services company (ESCO).

Decentralised cogeneration increases reliance on natural gas (fossil fuel) infrastructure and introduces issues of local air quality for nearby residents. Many experts in the industry recognise cogeneration as a transition technology that can be used to reduce our reliance on fossil fuels but it can only go so far; a truly zero carbon future can only be delivered by renewable energy sources and solutions that take us straight to that scenario, leapfrogging any transitional fossil fuel based solutions, are certainly of equal merit to cogeneration.

Whichever path is taken to reduce energy supply side emissions the first priority should always be to reduce energy demand. AMPCI will be investing in efficient building services that minimise the energy used to light and condition the space while maintaining appropriate air quality and visual and thermal comfort.

## 7.15 Flood/Stormwater Management

Concerns were raised by Council and Sydney Water in relation to the flooding, on-site detention and drainage. In summary, these concerns were:

- Flooding at Victoria Road during a 2 year ARI storm. Development should incorporate creation of a 1 in 100 year overland flow path and/or provision of additional or upgraded drainage lines.
- Preparation of a specific flood emergency response plan.
- Provision of on-site detention (OSD).
- Relocation of low point in gutter at Edinburgh Road intersection with Steel Road, and new stormwater drainage line at low point.
- Stormwater drainage shall be designed in accordance with local and national codes and standards.
- Construction of development over Marrickville Valley (SWC 66) stormwater channel.
- Preparation of water sensitive urban design (WSUD) strategy implementation of WSUD measures.

The revised Infrastructure and Hydrology Report has been prepared by Golder Associates and addresses the above concerns in detail. This report is included in **Volume 3**.

With regard to the issue of flooding and the creation of an overland path, it has been agreed with Council that the two additional options will be investigated at the detailed design stage. These options have also taken into account the existing limitations in respect to the heritage street paving and street trees in Victoria Road. The options include:

- Provision of pipe drainage from the low point in Victoria Road to an appropriate location on Murray Street, or
- Provide an overland flow path from the low point in Victoria Road to get an appropriate location on Murray Street to achieve a suitable grade.

It was also agreed that a flood risk management plan will be prepared as a condition of development consent.

The Preferred Project includes OSD in accordance with both Sydney Water and Marrickville Council's requirements. The storage requirements and permissible site discharge will be determined in further consultation and agreement with Sydney Water.

In addition, the Preferred Project will involve the works to the road adjacent to the intersection of Edinburgh and Steel roads to upgrade and relocate the low point further west along the road in accordance with Marrickville Council's requirements.

All stormwater drainage will be designed in accordance with Australian Rainfall and Runoff (ARR), Australian Standard 3500.3-2003 Stormwater Drainage-Accessible Solutions, and Marrickville Council Stormwater and On Site Detention Code. Pipe drainage systems will also be designed to cater for the twenty (20) year Average Recurrence interval (ARI) storm, and major event surface flow paths shall be designed to cater for the one hundred (100) year ARI storm.

In response to Sydney Water concerns regarding the construction over the Marrickville Valley (SWC 66) stormwater channel, further discussions have been undertaken with Sydney Water and it has been agreed that:

- The culvert under the new building at 13-55 Edinburgh Road will be upgraded as part of the new development to match or exceed the lifespan of the built over structure.
- The requirement to upsize the culvert would be established after review of the existing flood study results for the local catchment.

In relation to the provision of WSUD, WSUD measures will be incorporated for the new development at 13-55 Edinburgh Road to meet the 1997 NSW EPA requirements. With regard to the existing shopping centre, improvements will be made to the site, but the scope will be limited due to the existing constraints of the building. Notwithstanding this, a detailed WSUD Strategy will be prepared that details the available WSUD initiatives including stormwater quality model, location, size and configuration of stormwater treatments and a summary of MUSIC parameters.

AMPCI is committed to effective and sustainable drainage design, flood prevention, on-site detention, and WSUD. Specific details in relation to the above are provided in the Statement of Commitments in **Attachment 3**.

## 7.16 Construction Management

Concerns were raised in the public submissions regarding impacts from construction of the development. In particular, noise impacts from construction works at night and the inconvenience of the staged construction program. The Sydney Transit Authority (STA) also raised concern in relation to traffic management during construction and the impacts on bus operations.

In response, a detailed Construction Management Plan will be prepared as indicated within the Statement of Commitments in **Attachment 3** and will detail construction hours and traffic management.

In addition, the proposed staging of the development has been incorporated to ensure impacts on residential amenity are kept to a minimum. Stage 1 of the development will involve works at 13-55 Edinburgh Road, located to the south and away from residential properties to the north, northeast and west.

Furthermore, the Statement of Commitments has been amended to specifically to address the issue of construction impacts on bus operations to and from the site to ensure on-going provision of public transport.

Construction will be managed to ensure surrounding residential amenity is protected and minimal disruptions to the ongoing operation and function of the shopping centre.



## 8 Conclusion

This Preferred Project Report has been prepared in response to the letter from the Department of Planning (DOP) dated 14 October 2010. This Preferred Project Report responds to the specific issues raised by the Department, relevant stakeholders and the public during the assessment and consultation process of the Concept Plan.

The issues raised have been carefully considered and AMPCI have undertaken further analysis and assessment to address the key issues identified including additional traffic modelling, parking assessment and economic impact assessment of the proposed development.

Importantly, the design of the development and the final proposed built form has been modified and significantly reduced in direct response to concerns raised. The Preferred Project involves:

- A reduction in bulk and scale particularly where adjacent to the residential interfaces.
- Improved access to and within the site.
- Retention of the majority of trees around the development.
- The retention of Smidmore Street for vehicular traffic.

The amendments proposed and the revised Statement of Commitments under the Preferred Project will ensure that the development is able to address the significant under supply of retail floor space within the Marrickville area, provide an improved internal and external shopping centre environment and provide on-going local employment without harming the surrounding residential amenity.

Overall, the Preferred Project for the Marrickville Metro development provides a positive design outcome for the site with social and economic benefits for the local area.



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