

## 4. PLANNING CONTEXT AND COMMENTARY

### 4.1 This Chapter

The purpose of this chapter is to provide the Department with detail of relevant planning controls and related strategic documents of varying relevance to the proposed concept plan, accompanied by planning commentary as to how the proposed development performs in those regards. It does so through the following structure:-

- Current Strathfield controls;
- Other relevant plans, provisions and policies;
- Strategic planning context.

### 4.2 Current Strathfield Controls

Principal amongst these is the Strathfield Planning Scheme Ordinance, which remains to this day the relevant deemed statutory Environmental Planning Instrument applying to the land.

The subject land is zoned partly Mixed Use 10, partly Proposed Open Space 6(d) and partly Proposed Local Road 9(a) under the provisions of the Strathfield Planning Scheme Ordinance (SPSO) (see Figure 5 in Chapter 2). There are no applicable 'development standards' (as defined).

The Mixed Use 10 zone and Proposed Local Road 9(a) zone apply to that part of the land on the eastern side of Powells Creek while the land on the western side of the Creek is zoned Proposed Open Space 6(d). The Powells Creek stormwater channel land itself is zoned Special Uses 5(a) "Drainage".

#### (a) Mixed Use Zone

The development control table to Clause 22 of the SPSO provides that the following development is prohibited in the Mixed Use zone;

*Boarding houses; brothels; bulk stores; bus depots; caravan parks; extractive industries; gas holders; generating works; industries (other than light industries); junk yards; liquid*

*fuel depots; mines; offensive or hazardous industries; roadside stalls; sawmills; stock and sale yards; transport terminals.*

**[Comment:** All other development is therefore permissible with the consent of Council, including the subject proposal.]

Clause 41D of the SPSO relates to development in the Mixed Use (10) zone and provides as follows:-

- "(1) *The Council shall not grant consent to development on land within Zone No. 10 for the purpose of shops unless it is satisfied that:-*
- (a) suitable land for the development is not available in any nearby business centre; and*
  - (b) the proposed development will not detrimentally affect the viability of any business centre within the locality and the development is unlikely to encourage illegal parking or dangerous traffic movements on Parramatta Road.*

**[Comment:** Proposed shops are ancillary, and will not negatively impact other centres or vehicle movement – see Economic and Traffic reports].

- "(2) *Subject to subclause (3), the Council shall not grant consent to development on land within Zone No. 10 for the purpose of a supermarket, department store, discount department store, clothing or footwear shop or small electrical appliances shop or for any other purpose which the Council considers would be more appropriately located in a business centre.*

**[Comment:** Not proposed, other than a local-serving superette – see 3(b) below]

- "(3) *This clause does not apply to:-*
- (a) the retailing on land of goods produced or stored on the same land where such retailing is secondary and ancillary to a manufacturing or storage use; or*
  - (b) a small supermarket which, in the opinion of the Council, is primarily intended to serve local residents and has a floor area consistent with that function. “*



**[Comment:** As noted, superette only, no supermarket]

Clause 41E of the SPSO relates to traffic and parking in the Mixed Use zone and provides:-

*“Cl.41E(1) Subject to subclause (2), the Council shall not grant consent to any development within Zone No. 10 unless it is satisfied that:-*

- (a) the proposed development will be capable of accommodating its parking and servicing needs and associated vehicle movements on the land on which the development is to be carried out; and*
- (b) the proposed development will not adversely affect any planned improvements to Parramatta Road or any associated local area traffic management schemes; and*
- (c) the proposed development is unlikely to generate increased traffic movements, particularly by heavy vehicles, in any residential street in the vicinity; and*
- (d) the particular traffic generating characteristics of the proposed development will be unlikely to cause any significant or cumulative change to the level of performance and safety of Parramatta Road; and*
- (e) the proposed development will not involve the creation of additional vehicle access points to Parramatta Road.*

**[Comment:** See assessment of these issues in the CBHK Traffic and Parking Report lodged with the Project Application at Annexure 6.].

*“(Cl.41E(2) The Council may grant consent to development on land within Zone No. 10 which does not satisfy any one or more of the criteria set out in subclause (1) where it is satisfied that the traffic, servicing, access and parking measures proposed in, or in association with, the development are likely to create a net improvement over existing actual or potential conditions.*

**[Comment:** Site Access and parking conditions will be improved]

*(Cl.41E(3) As a condition of a consent referred to in this clause, the Council may require the consolidation of allotments of land within Zone No. 10 prior to any*

*increased intensity of development taking place, so as to enable improvements to access, servicing and parking arrangements.”*

**[Comment:** Proposed development is holistically designed, with no new site access points off Parramatta Road other than the George Street extension. The land will be consolidated on the basis of the proposed development sites, which follow lot ownership patterns and logical development sequencing].

Clause 41F of the SPSO relates to urban design considerations in the Mixed Use zone and provides:-

*“The Council shall not grant consent to development on land within Zone No. 10 until the Council is satisfied that an assessment has been made of the extent to which the development will:*

- (a) complement significant elements of the built environment in the vicinity of the land; and*
- (b) improve the appearance of the built environment in the vicinity of the land, particularly in the relationship of buildings to each other and from the perspective of motorists, pedestrians and employees; and*
- (c) complement established landscaping themes or landscaping themes that the Council considers to be desirable; and*
- (d) enable the removal of unsightly or visually intrusive structures.”*

**[Comment:** Great attention has been given these considerations, and the result is judged to be a good one – see Dr Richard Lamb and Prof. Webber’s assessments lodged as part of this application and discussion and analysis within this EA report.]

### **(b) Proposed Open Space 6(d) Zone**

The development control table to Clause 22 of the SPSO provides that the following development may be undertaken, subject to the imposition of conditions, in the 6(d) zone:

*Children’s playgrounds; gardens; parks; sportsgrounds.*

The development control table to Clause 22 provides that the following development is permissible only with the consent of Council in the 6(d) zone:



*Drainage; roads; utility installations other than generating works or gas holders.*

**[Comment:** All other development is prohibited in the zone, making the proposed uses permissible or only subject to condition].

Clause 18A of the SPSO relates to acquisition of land within Zones Nos. 6(d) and 9(a). It provides as follows:

- “Cl.18A (1) The owner of any land within Zone No. 6(d) or 9(a) may, by notice in writing, request the Council to acquire the land.*
- (2) Subject to subclause (3), on receipt of such a notice, the Council must acquire the land;*
- (3) Until;*
- (a) land the subject of the notice referred to in subclause (1) is acquired by the Council, or*
- (b) land that has been acquired under this clause is developed for the purpose for which it has been acquired,*
- development may, with development consent, be carried out on the land for any purpose, if the Council is satisfied that the development will not adversely affect the usefulness of the land for the purpose for which it has been reserved.*
- (4) In determining whether to grant consent to development under subclause (3), the Council must take into consideration:*
- (a) the effect of the proposed development on the costs of the acquisition, and*
- (b) the imminence of acquisition, and*
- (c) the cost of re-instatement of the land for the purposes of public open space, local roads and road widening.”*

**[Comment:** The 6(d) land and proposed embellishment as local park will be offered to Council as a Section 94 offset as part of this application].

**(c) Proposed Local Road 9(a) Zone**

The development control table to Clause 22 of the SPSO provides that the following development is permissible with the consent of Council in the 9(a) zone;

*Drainage roads; utility installations other than generating works or gas holders.*

Clause 18A of the SPSO set out above in relation to the 6(d) zone also applies to the 9(a) zone, giving Council discretion on non-complying DA's.

**[Comment:** From the above, it is considered that the proposed redevelopment of the Columbia Precinct Lands is permissible with Consent under the statutory SPSO provisions (although is not in accordance with the area-specific DCP 20 provisions discussed below). It is therefore arguably the case that the proposal could proceed directly to Part 3A Application without a prior Concept Plan approval stage, however the Major Projects Branch of the Department has required a Concept Plan Application to be lodged (to facilitate ongoing detailed applications and development staging), which is the subject of this Report.]

**4.2.1 Strathfield DCP No. 20**

Behind that SPSO document is the Strathfield Consolidated Development Control Plan No.20 – Parramatta Road Corridor Area, which is over five years old and now to some degree superseded by subsequent strategic planning principles for the area. Although not a matter requiring statutory assessment for a Concept Plan Application, DCP 20 is mentioned in the attachment to the DGR's and so is addressed here by way of context.

The purpose of DCP 20 is to control and guide the nature, form and scale of multiple-unit housing and mixed use developments within the Parramatta Road Corridor Area. Its provisions are based on the Parramatta Road Corridor Master Plan which dates back to studies undertaken during the 1990's. An extract from the Master Plan showing the subject and surrounding land is contained in Attachment G to this report.



The aims and objectives of the DCP, which have been to some degree superseded by more recent metropolitan planning initiatives (see #4.6 following), are as follows:

*“The aim of this Development Control Plan (DCP) is to achieve development within the Parramatta Road Corridor Area which is sympathetic and appropriate for the natural and built environment, optimises opportunities for utilising public transport, and is acceptable to its community and economically feasible...”*

*The specific objectives of this DCP are:*

#### **Location**

- (a) To recognise the strategic importance of Parramatta Road as a major regional connection; and*
- (b) To build on the opportunities provided by the proximity of the Corridor Area to the Olympic Park.*

**[Comment:** Both of these DCP objectives have been paramount considerations of the Concept Plan design development.]

#### **Accessibility**

- 1. To provide better links, both in terms of accessibility and urban form, between residential development and other services in the Corridor Area;*
- 2. Provide a safe and accessible system of pedestrian and cycle links throughout the area, and to desirable destinations outside the Corridor Area;*
- 3. Reinforce the public transport role in the Corridor Area; and*
- 4. Improve traffic and parking management in the Corridor Area;*

**[Comment:** Pedestrian and public transport accessibility are key objectives underpinning the development philosophy – see various discussions across the EA documentation.]

#### **Public Domain**

- 1. To improve pedestrian amenity throughout the Corridor Area;*
- 2. To reduce vehicular/pedestrian conflicts;*
- 3. To provide a stronger public domain focus to the Corridor area and more open space;*
- 4. To encourage provision of community services and facilities as part of site redevelopments;*
- 5. Create an accessible and safe public domain;*

6. *Enhance the existing streets and lanes with tree planting to improve pedestrian amenity; and*
7. *Ensure private open space areas are designed with security in mind.*

**[Comment:** As discussed in this report, each of these objectives has been comprehensively followed and accommodated in the design, with particular attention given to pedestrian amenity, priority and safety.]

### **Streetscape**

1. *To provide direction and certainty of outcome in relation to built form to ensure:
 
  - a. *A coherent street scale;*
  - b. *Compatibility with the existing urban fabric.**
2. *To enhance the character of individual streets in the Corridor Area by appropriate landscape design and coordinated built form; and*
3. *To re-establish the market place function near Homebush Station and along parts of Parramatta Road.*

**[Comment:** See Dr Lamb (esp. #4.3.2) and Professor Webber reports under separate Annexures accompanying this project application, and previous discussions in this EA report. The proposed development is assessed to perform well against these Streetscape criteria.]

### **Landscaped Open Space**

1. *To provide for an increased demand for open space caused by the anticipated increased residential population in the Corridor Area;*
2. *To maintain a viable amount of landscaped space on private land to preserve and enhance the existing character of the Corridor Area;*
3. *To encourage the planting of native vegetation;*
4. *To ensure landscaped spaces are provided in appropriate locations and designed to standards consistent with Ecologically Sustainable Development principles;*
5. *Upgrade existing infrastructure easements to incorporate links and recreation facilities; and*
6. *Provide a range of recreation opportunities, in line with the objectives of the Strathfield Council Parks and Recreation Plan.*

**[Comment:** Additional public open spaces and landscaped areas proposed in Columbia Precinct will create enormous improvement in these regards. The



current EA Report plus the Landscape Report prepared by Site Image and lodged as part of the EA documentation as Annexure 8 provide a great deal of analysis and discussion of these six criteria and their accommodation in the design.]

### **Building Form**

1. *Promote a more vibrant urban form and character within the Corridor Area;*
2. *Promote high quality design of building form that is essential for areas of increased density;*
3. *Provide for a variety of building types;*
4. *Encourage the construction of flexible accommodation and a diverse mix of uses;*
5. *Encourage the provision of economically and environmentally sustainable development which is energy efficient and provides good solar access;*
6. *Provide an acceptable acoustic environment for residents through appropriate design, layout and construction measures, which mitigate noise and vibration impacts from nearby road and rail transport activities;*
7. *Preserve items of cultural or heritage significance;*
8. *Promote a mix of housing types to increase housing within the Corridor Area and within the Strathfield Municipality generally;*
9. *Ensure that the buildings are designed incorporating Ecologically Sustainable Development principles by requiring the construction of energy smart buildings; and*
10. *To improve residential amenity in the Corridor Area, and integrate built form with public and provide landscaped open space."*

**[Comment:** Vibrancy, design quality, building variety, flexibility, energy efficiency, acoustics, heritage, amenity and good access to public spaces are all factors given close attention in the design and examined in detail in the EA documentation, both in this report and in accompanying specialist reports on transport, urban design, acoustics, ESD, heritage and the like.]

DCP 20 contains a range of provisions to guide development in the Corridor including:

- **site analysis -** **comment:** *all elements of required site analysis are covered in this EA Report.*
- **building footprint -** **comment:** *the DCP 20 approach is a 'cookie cutter' solution proposed along the whole Parramatta Road*

*corridor which appears to have no regard for site-specific circumstances and does not consider the realities of land ownership, pre-dates more recent strategic thinking, and under-represents true site potential.*

- **building height -**

**comment:** *again, the DCP approach under-achieves the true development potential of these 'island' lands, and is considered to be a restricted and unimaginative solution. See 3D representation overpage. It does however embody the principle of street-frontage lower buildings, which the current proposal also adopts.*

- **built form -**

**comment:** *the DCP's suggested built form is a product of building placement and height, both of which are considered sub-optimal for Columbia Precinct when regard is had for the detailed site analysis undertaken for the current proposal and the unique site circumstances and context. See Figures overpage. Residential unit sizes suggested in DCP #2.4 are generally consistent with what is proposed however.*

- **roof form -**

**comment:** *the Concept Plan has given close attention to high quality contemporary architectural solutions to roof forms, integrated with the remainder of each building in a holistic manner.*

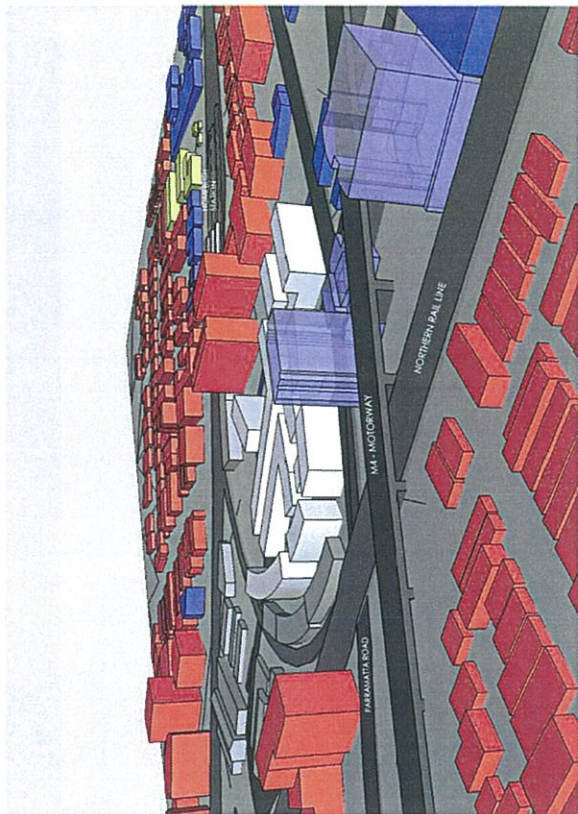
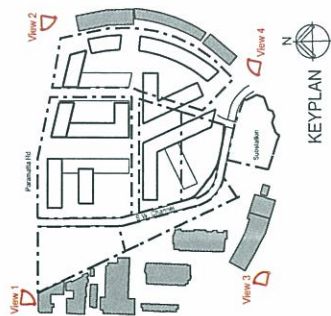
- **façade composition -**

**comment:** *close attention has been given to all the considerations listed under this DCP heading. However, given that this Precinct is an 'island' site and that the surrounding buildings are of questionable architectural merit, it is considered more relevant here to adopt a high-quality contemporary design solution that does not seek to replicate a non-existent local idiom.*

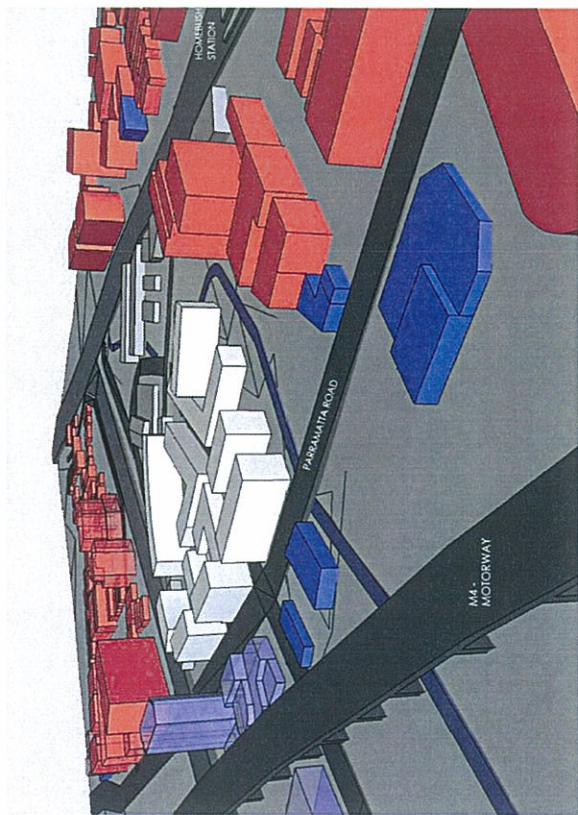


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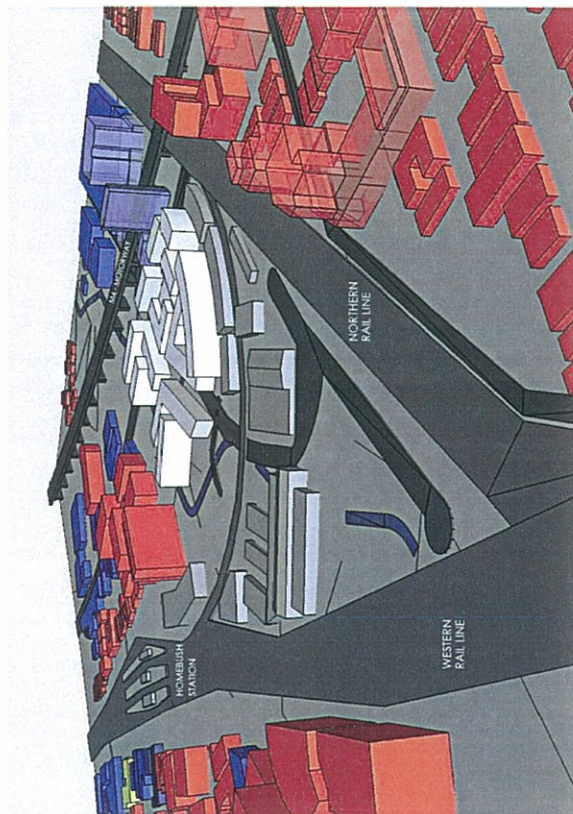
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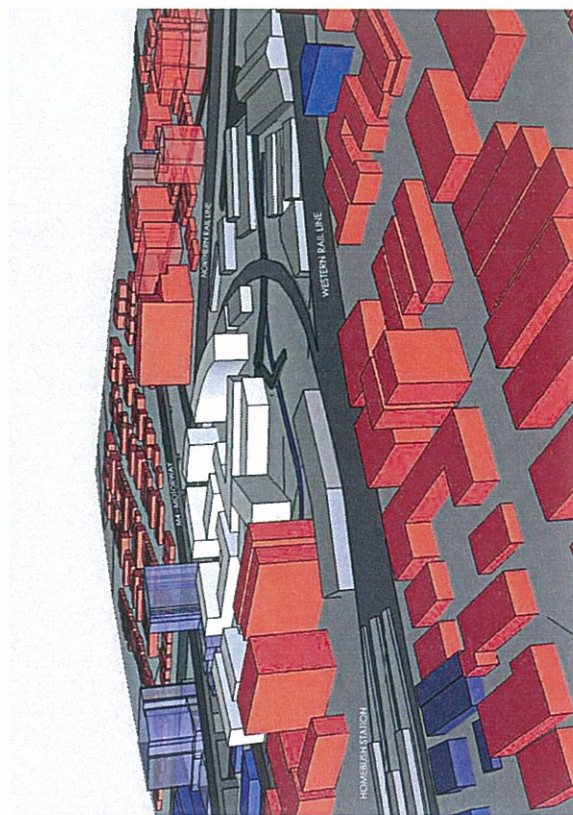
2. AERIAL VIEW - LOOKING SOUTH WEST



1. AERIAL VIEW - LOOKING SOUTH EAST



4. AERIAL VIEW - LOOKING NORTH WEST



3. AERIAL VIEW - LOOKING NORTH EAST

Issue	Amendment Description	Date
A	CONCEPT PLAN DRAFT SUBMISSION	05-07-11
B	ENVIRONMENTAL ASSESSMENT ISSUE	13-10-11

[illegible]

Client's  
DAVID LHUEDE PTY LTD  
KENNARDS SELF-STORAGE PTY LTD  
HAI PHONG PROPERTIES PTY LTD

Dionne et al.

Comparative Option  
Strathfield DCP 20 Prescribed Scheme  
SERIAL BUILDING ENVELOPE VIEWS

Project	CONCEPT PLAN APPLICATION FOR -

**columbia**precinct  
regeneration  
HOMEBUSH

Grade: N/A	JOB NO: 0934
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LEGEND:

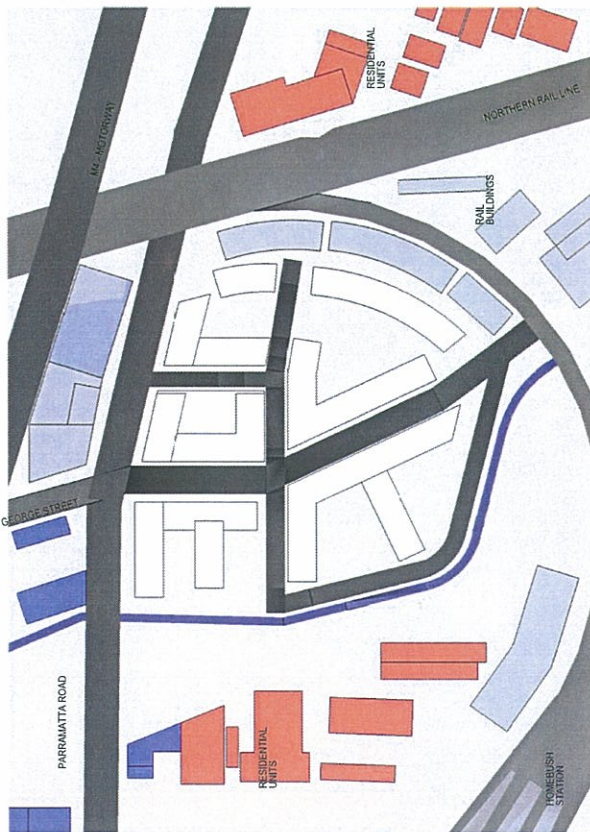
- DCP 20 PRESCRIBED BUILDING ENVELOPE ON SUBJECT SITE
- EXISTING RESIDENTIAL
- APPROVED RESIDENTIAL BY OTHERS (UNITS UNDER CONSTRUCTION)
- EXISTING INFRASTRUCTURAL/INDUSTRIAL
- EXISTING COMMERCIAL
- PROPOSED COMMERCIAL BY OTHERS



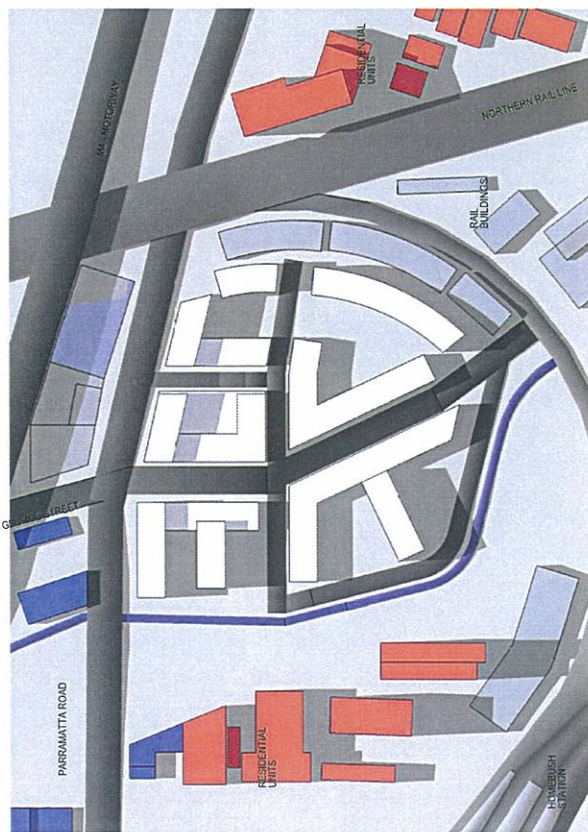
9:00 am (21 June)



3:00 pm (21 June)



12:00 pm (21 June)



9:00 pm (21 June)

B	ENVIRONMENTAL ASSESSMENT ISSUE	18-05-11
A	CONCEPT PLANNING SUBMISSION	05-07-11
Title		Development Description
Author		Date

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Comparative Option  
 Stratfield DCP 20 Prescribed Scheme  
 SITE PLAN & WINTER SHADOW

CONCEPT PLAN APPLICATION FOR:  
**columbia precinct**  
 regeneration  
 2-20 Parramatta Road & 11-13 Columbia Lane, Homebush NSW

Two North Scale: N/A Job No: 0504  
 Client: PH Date: 11.11  
 Design: AS.01  
 Issue: B