

ITEM 8. PUBLIC EXHIBITION - GREEN SQUARE TOWN CENTRE LIBRARY AND PLAZA - DRAFT PLANNING PROPOSAL AND DEVELOPMENT CONTROL PLAN AMENDMENT**FILE NO: S107149****SUMMARY**

The Green Square Town Centre is identified as a 'Planned Major Centre' in the NSW Government's *Metropolitan Plan for Sydney 2036* and the Draft *Metropolitan Strategy for Sydney to 2031*. It is also identified as a future 'Activity Hub' in the City's *Sustainable Sydney 2030 Strategy*. The Town Centre will make a substantial contribution to the *Sustainable Sydney 2030* targets and directions that support sustainable urban renewal, sustainable forms of transport and affordable housing.

The Town Centre is planned around a new public plaza and civic building - the Green Square Library and Plaza. This important project will be a catalyst for residential and commercial development and will establish the character of the future Town Centre. The location of the Green Square Library and Plaza within the wider planned precinct and proposed street layout is shown at Figure 1.

The Library and Plaza area is located within two sites, the development rights for which are controlled by Urban Growth NSW (previously Landcom) and the Green Square Consortium, consisting of Mirvac Projects and Leighton Properties. The Library and Plaza area is expected to be dedicated to Council in late 2013.

The City held an international design competition for the Library and Plaza in 2012, which was won by Sydney-based architects, Stewart Hollenstein. The proposed design incorporates a below-ground library building underneath a landscaped civic plaza, a slim seven floor tower containing further library facilities, a glass entry triangle and a data tower. The building includes approximately 2,800 square metres of floor space. Initial architectural design drawings and a model are provided in Attachment C. The scheme is currently being progressed to concept development stage, with a development application expected to be lodged by the City early in 2014.

The successful design for the Library and Plaza differs from the built form originally envisaged for the site and expressed in the Town Centre Planning Proposal approved by Council and the Central Sydney Planning Committee (the CSPC) in December 2011. A Local Environmental Plan (LEP) to put into effect the Planning Proposal is being prepared by Parliamentary Counsel; this is titled the *Sydney Local Environmental Plan (Green Square Town Centre) 2013*. The making of this LEP by the Minister for Planning and Infrastructure is imminent. *The Green Square Town Centre Development Control Plan 2012* was approved by Council in March 2012.

In incorporating a facility underground with a narrower seven floor tower element above ground, the design departs from the approved controls. By constructing the bulk of the building below the Plaza, the environmental and community impacts will be less, in particular, less overshadowing of the public plaza. Despite this, the height and other controls require relatively minor amendments to ensure the scheme can progress to development application.

This report seeks Central Sydney Planning Committee approval to publicly exhibit the draft planning proposal to amend the planning controls within the Draft *Sydney Local Environmental Plan (Green Square Town Centre) 2013*, shown at **Attachment A** to this report. A draft amendment to the *Green Square Town Centre Development Control Plan 2012* is also being put to Council for approval alongside the draft Planning Proposal and is discussed in this report. This is shown at **Attachment B** to this report.

The draft planning controls introduce amended provisions to guide the future development of the Green Square Library and Plaza. This includes additional wording in the Development Control Plan to include a more specific reference to the role and importance of the Library to the Green Square Town Centre.

Further additional amendments to the Development Control Plan are proposed to refine and update the document, accounting for issues that have arisen since it was first prepared and adopted in 2012, and to clarify certain clauses. In the main, these include amendments to: provide some flexibility for the design and location of the transit corridor; controlled vehicular access to the plazas from Barker Street; provision of on-site waste facilities and minor amendments to maps and sections.

If approved by Council and the Central Sydney Planning Committee for public exhibition, the City will submit the draft Planning Proposal to the Department of Planning and Infrastructure to seek a 'Gateway Determination'. It is intended that the draft Planning Proposal and draft Development Control Plan be exhibited at the same time.

RECOMMENDATION

It is resolved that:

- (A) the Central Sydney Planning Committee approve *Draft Planning Proposal: Green Square Town Centre Library and Plaza*, shown at Attachment A to the subject report, for submission to the Minister for Planning and Infrastructure with a request for a Gateway Determination;
- (B) the Central Sydney Planning Committee approve *Draft Planning Proposal: Green Square Town Centre Library and Plaza* for public authority consultation and public exhibition in accordance with the Gateway Determination;
- (C) the Central Sydney Planning Committee note the recommendation to Council's Planning and Development Committee on 19 August 2013 that Council approve the draft amendment to the *Green Square Town Centre Development Control Plan 2012*, shown at Attachment B to the subject report, for public authority consultation and public exhibition in parallel with the draft Planning Proposal as per the Gateway Determination;
- (D) authority be delegated to the Chief Executive Officer to make any minor variations to the Planning Proposal following receipt of the Gateway Determination; and
- (E) the Central Sydney Planning Committee note the recommendation to Council's Planning and Development Committee on 19 August 2013 that following consideration of any submissions, and refinements as necessary, *Draft Planning Proposal: Green Square Town Centre Library and Plaza* and the draft amendment to the *Green Square Town Centre Development Control Plan 2012* will be reported back to Council for final approval.

ATTACHMENTS

Attachment A: Draft Planning Proposal: *Green Square Town Centre Library and Plaza* dated August 2013

Attachment B: *Draft Amendment: Green Square Town Centre Development Control Plan 2012* dated July 2013
(Note - This attachment will be circulated separately from the Agenda Paper and to Central Sydney Planning Committee members and relevant senior staff only. A copy will be available for viewing on Council's website and at the One Stop Shop and Neighbourhood Service Centres.)

Attachment C: Additional information relating to Green Square Town Centre Library and Plaza: Architectural drawings by Stewart Hollenstein and overshadowing diagrams prepared by the City.

Attachment D: Draft Town Centre LEP 2013 Floor Space Ratio and Height of Buildings Maps and Town Centre DCP 2012 Building Height in Storeys Map.

BACKGROUND

1. The proposed Green Square Library will be located within the Green Square Town Centre. The Town Centre is an area of 13.74 hectares, located within the wider Green Square Renewal Area, 4.5 km south of Central Sydney. It is identified as a 'Planned Major Centre' in the NSW Government's *Metropolitan Plan for Sydney 2036* and the Draft *Metropolitan Strategy for Sydney to 2031*. It is also identified as a future 'Activity Hub' in the City's *Sustainable Sydney 2030 Strategy*. The area will make a substantial contribution to the *Sustainable Sydney 2030* targets and directions that support sustainable urban renewal, sustainable forms of transport and affordable housing.
2. Residential and commercial development is proposed north and south of the Plaza, and a public square, Neilson Square, is proposed to the east, as part of the plaza development. Figure 1 shows the Library within the context of the proposed future street layout in Green Square Town Centre. Figure 2 shows the location and extent of the area included within the Planning Proposal.

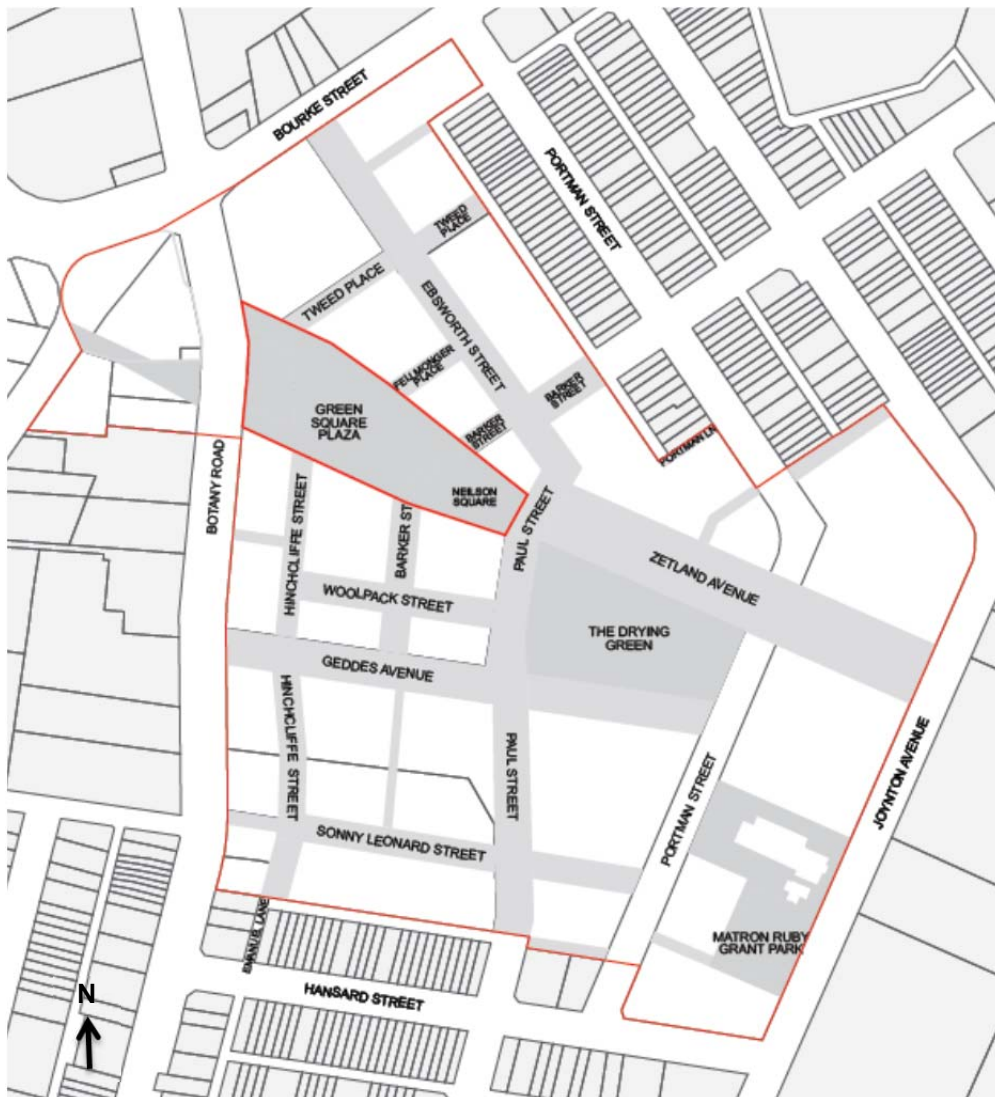


Figure 1 – Green Square Town Centre proposed street layout, including Library and Plaza site boundary

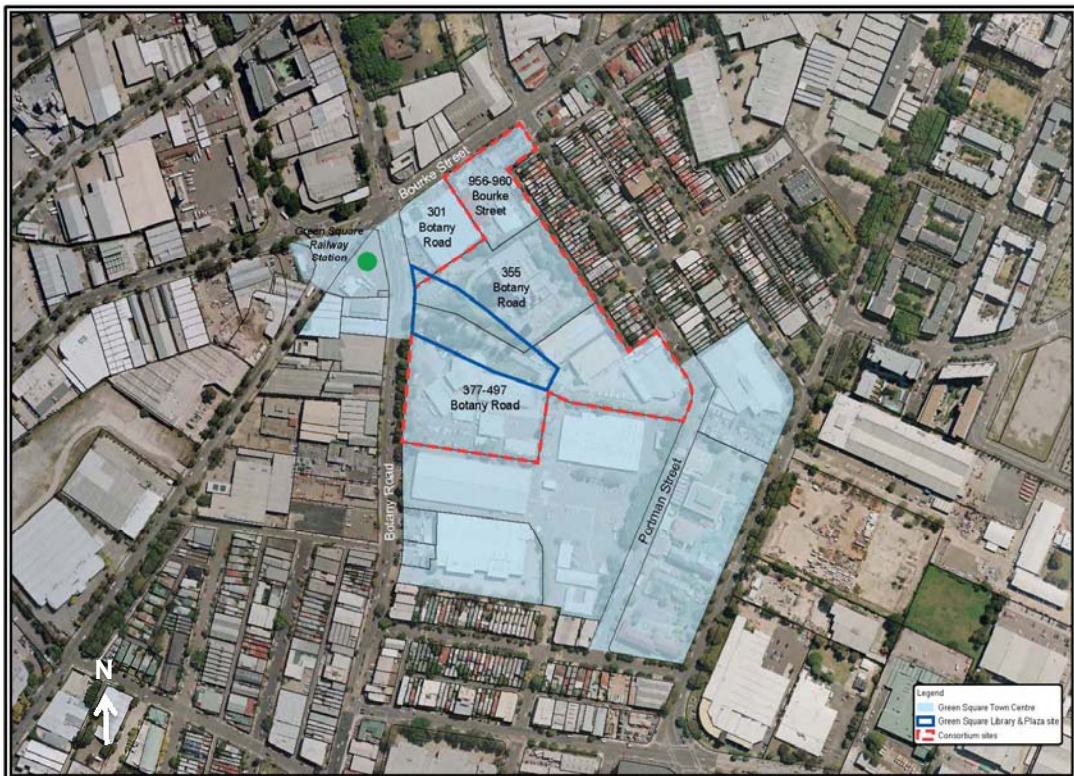


Figure 2 – Green Square Town Centre and Library site boundary (in blue) and the Consortium-controlled sites boundary (in red)

3. The Green Square Plaza has a total area of approximately 7,800 square metres, and the total excavation area required for the proposed library is up to 2,800 square metres. The Library and Plaza area is located within two existing lots, Lot Y DP 413956 (355 Botany Road) and Lot 1 DP 628547 (377-497 Botany Road), the development rights for which are controlled by Urban Growth NSW (previously Landcom) and the Green Square Consortium, consisting of Mirvac Projects and Leighton Properties, together referred to as the Consortium in this report. This is shown in Figure 2. In a planning agreement being finalised between the Consortium and City of Sydney Council, this land is to be dedicated to the City, and is expected to be registered at the Land Titles Office in late 2013.
4. Part of the site was previously the location of a waste facility (incinerator and landfill) operated by Waverly and Woollahra Councils. The southern section of the site was used as a NSW Police Service Facility. The site now consists of hard-paved areas and grass, with larger vegetation cleared in preparation for development.
5. A further small section on the north-western corner of the Library and Plaza site (231 square metres) is located within the property known as 301 Botany Road (formerly known as the “John Newell” site). This parcel of land is to be dedicated to the City as part of the planning agreement executed for 301 Botany Road. No changes are proposed to the planning controls that apply to this parcel in this current planning proposal.

The Town Centre Planning Proposals and Draft Sydney Local Environmental Plan (Green Square Town Centre) 2013

6. In May 2010, Urban Growth NSW and the Green Square Consortium (the Consortium) lodged a planning proposal for the sites: 956-996 Bourke Street, 355 Botany Road and 377-497 Botany Road, Zetland to replace the current *South Sydney Local Environmental Plan 1998 (Amendment No. 17) - Green Square Town Centre*. The planning proposal requested an amendment to the Local Environmental Plan controls to vary the permissible gross floor area, land use mix, building heights and public domain layout.
7. The Planning Proposal was exhibited twice, in November-December 2010 and again in September-October 2011. Following a detailed review by the City responding to the issues raised in submissions, the revised Planning Proposal was approved by Council and the Central Sydney Planning Committee (CSPC) in December 2011.
8. The drafting of the Local Environmental Plan (LEP) to put into effect the approved planning proposal is being undertaken by Parliamentary Counsel, in consultation with the City. The LEP is titled the *Draft Sydney Local Environmental Plan (Green Square Town Centre) 2013 (Draft Town Centre LEP 2013)*. The drafting has been undertaken alongside separate negotiations for the planning agreement for the Consortium sites. The planning agreement outlines the Consortium's public benefit obligations to contribute to the Town Centre civil and green infrastructure, and dedication of public domain lands.
9. Completion of the planning agreement, including the registration of title, is imminent. Once this is done, the LEP can then be made by the Minister and published on the NSW legislation website. The Consortium's public benefit obligations then commence. The transfer of the Green Square Library and Plaza land to the City is scheduled for late 2013 under the planning agreement.
10. It is noted that a second Planning Proposal for the remainder of the Town Centre lands (excluding the Consortium land) is also being progressed. This Planning Proposal was approved by Council and the CSPC in March 2012. The *Green Square Town Centre DCP 2012 (the Town Centre DCP 2012)* was also approved by Council in March 2012. The LEP to put into effect the second planning proposal is also imminent.

Applicable Planning Controls

11. The primary planning controls that apply to the Green Square Library and Plaza site under the Draft Town Centre LEP 2013 and Town Centre DCP 2012 are:
 - (a) B4 Mixed Use zoning;
 - (b) a maximum building height of RL 26 for the eastern portion of the building envelope and RL 41.5 to RL 44.5 for the western portion of the building envelope in the LEP;
 - (c) a maximum height of six storeys, five storeys and three storeys for the western built component of the site, with no building envelope or heights provided for the eastern section of the site;

- (d) a maximum base Floor Space Ratio (FSR) of 3.18:1 for the southern portion of the site (known as Area 2 on the Floor Space Ratio Map), and a maximum base FSR of 2.56:1 for the northern portion of the site (known as Area 3 on the Floor Space Ratio Map);
 - (e) in Area 2, eligibility for additional floor space equal to 2.6% of the floor space dedicated to community facilities (not exceeding 2,500 square metres); and
 - (f) In Area 3, eligibility for additional floor space equal to 4.0% of the floor space dedicated to community facilities (not exceeding 1,500 square metres). The Area 2 and 3 floor space of 4,000 square metres is intended for the library buildings.
12. An extract of these planning controls is provided at Attachment D to this report.

Rationale for amendments to planning controls

13. The Town Centre is planned around a new public plaza and civic building - the Green Square Library. This important project will be a catalyst for residential and commercial development and will establish the character of the future Town Centre. The location of the Library and Plaza within the wider precinct is shown at Attachment C to this report.
14. The Green Square Library and Plaza international design competition was initiated by the City in June 2012. The competition aimed to find a library design that would deliver a library for tomorrow: 'more than a repository of books', a 'gateway to knowledge, a hub of community activity and a building that interrelates with the public plaza.' The brief required the Plaza to be designed as 'a place for the community - a place to gather, to linger, to dine and shop. It should be capable of accommodating public events and markets, as well as day-to-day practicalities such as shade and shelter and conversely, places to enjoy sunshine.'
15. One hundred and sixty seven (167) entries were received for Stage 1 of the competition, and these were assessed by an expert jury appointed by the City. Five entrants were invited to further develop their designs and these were subject to detailed engineering and viability testing. In a unanimous decision, the competition was won by Sydney-based architects Stewart Hollenstein, whose design incorporates a below-ground building underneath a landscaped civic plaza, a slim seven floor tower containing further library facilities, a glass entry triangle and a data tower. The design is currently being progressed to concept development stage and a development application is expected to be lodged by the City in April 2014.
16. The winning project design was considered in the Jury's report to represent 'a great library for the future', and 'a very positive asset for the entire Green Square community'. The scheme places the Plaza over the Library, providing both a building and a suitably scaled urban plaza for the future developments around the site. The Jury responded positively to how this scheme would maximise the opportunity for sunlight into the entire plaza.

17. The unique design proposed by the winning team differs from the built form originally envisaged when the Town Centre DCP 2012 and Draft Town Centre LEP 2013 were drafted. In incorporating a facility underground with a narrower tower element above ground, the design departs from the LEP and DCP controls. However, in doing so, it reduces the above-ground bulk and, therefore, the environmental and community impacts will be less, in particular, less overshadowing of the public plaza. This proposal seeks relatively minor amendments to the DCP and LEP to ensure the scheme can progress to development application.

Amendment to Draft *Sydney Local Environmental Plan (Green Square Town Centre) 2013 - Height of Buildings*

18. The proposed amendment to the Draft Town Centre LEP 2013 is included in the Planning Proposal provided at Attachment A to this report.
19. The height controls in the Draft Town Centre LEP 2013 envisage an above-ground library building of up to approximately six storeys in height at the western edge of the Plaza, adjacent to Botany Road. This equates in the Draft LEP to RL 44.5 for the north side of the building and RL 41.5 for the southern side. The maximum permissible height for the Plaza itself is shown in the Draft LEP as RL 26. This is illustrated in the Floor Space Ratio and height maps included at Attachment D to this report.
20. The proposed Library and Plaza development consists of a number of 'cut-out' elements, with much of the library building being housed under the Plaza, and the tallest element being a seven floor tower plus roof services enclosed in an eight storey volume in the centre of the Plaza. This design differs from that originally envisaged and, despite having a lesser impact, requires an amendment to the building envelope and height controls in the LEP.
21. It is proposed that the Height of Buildings map is amended so that a simplified maximum envelope of RL 46 is provided across the footprint required for the Library. This will allow the development to occur in its proposed form. Whilst this represents an increase in height controls, the overall effect on environmental and community considerations will be less than would have occurred if the building conformed to the draft LEP and DCP controls previously approved by Council and the CSPC. The extent of the built envelope to be developed above floor level is set out in the proposed amendment to the Town Centre DCP 2012.
22. No further changes are required to the Draft Town Centre LEP 2013 to enable the proposed Library and Plaza.

Amendment to *Green Square Town Centre Development Control Plan 2012*

23. The proposed Library and Plaza development requires a number of changes to the Town Centre DCP 2012 to ensure the design can progress to development application. These primarily relate to the change in the building envelope and height. It is also proposed to amend the DCP to strengthen reference to the important role of the Library in the Town Centre.
24. In addition, some amendments to the Town Centre DCP 2012 are proposed to refine and update the document, accounting for issues that have arisen since the DCP was first prepared and adopted in 2012, and to clarify certain clauses in the document.

25. These include, in the main, amendments to: provide some flexibility for the design and location of the transit corridor along the northern side of the Green Square Plaza; return the use of Barker Street along the Plaza to primarily serve activities in the Library and Plaza (rather than through-traffic); and include provisions for on-site waste facilities.
26. The proposed changes to the Town Centre DCP 2012 are summarised below:

Reference to DCP provisions	Proposed change and reasoning
Green Square Library and Plaza design	
GSTC 1 - Introduction	Minor changes to update references to other documents.
GSTC 2 - Desired Future Character	Additional reference in Locality Statement and inclusion of a specific principle for the Library and Plaza to recognise their role and importance to the Green Square Town Centre.
GSTC 3 - Local Infrastructure, including various figures	Reference to role of major events and landscaping in the Plaza. Include reference to underground Library building. Amend sunlight diagrams to show the new area of the Plaza that should be in direct sunlight between 12 midday and 2pm on 21 June. Amend text to exclude community buildings from shadow diagrams, as this is subject to detailed design. Amendment to through-site link for Library (no longer required). Clarification of vehicular access requirements in the Plaza.
GSTC 6 – Building layout, Form and Design Amendments to table and figures relating to building heights	Amendments to text, table and figures to reflect proposed Library design, including changes to building envelope and height limit to accommodate the tower building – from a maximum six storeys (26 metres including plant room) to a maximum eight storeys (31 metres including plant room).

Reference to DCP provisions	Proposed change and reasoning
Transport-related amendments	
GSTC 3 - Local Infrastructure	<p>Include reference to Australian Standards for car parking dimensions.</p> <p>Amendments to the text and to tables throughout the section to allow for flexibility for the transit corridor in relation to the short-term bus route on Green Square Plaza. This is to allow for variation to the design and location subject to detailed design and discussion with the NSW Government's Roads and Maritime Services.</p> <p>Amendment to Barker Street provisions to provide controlled vehicular access and servicing. Barker Street is not required for permanent vehicular access and may cause safety concerns being close to the Library tower and amphitheatre.</p> <p>Removal of text relating to vehicular access alongside the public building - no longer required.</p> <p>Amendments to indicative section figures to reflect current understanding of vehicular movement and access in plaza and neighbouring streets.</p>
Amendments to various diagrams in GSTC -3 Local Infrastructure and GSTC 10 - Transport and Parking	<p>Amendments to allow for flexibility for the transit corridor in relation to the short-term bus route on Green Square Plaza. This is to allow for variation to the design and location subject to detailed design and discussion with the NSW Government's Roads and Maritime Services.</p> <p>Amendments to reflect below ground parking and entrance/exit arrangements resulting from the outcomes of planning agreements, a better understanding of site constraints for retail, commercial and residential development.</p>
GSTC 6 Building Layout Form and design	Minor amendment to landscape setbacks for sites in south of Town Centre.
Waste Management provisions	
GSTC 8.4 Waste	<p>Require development to provide space for off-street collection of waste.</p> <p>Include requirements for waste management plans.</p> <p>Remove requirements for development to provide infrastructure associated with automated waste.</p>
Other amendments	
Various minor amendments to update and clarify text, table and figures.	

KEY IMPLICATIONS**Strategic Alignment - Sustainable Sydney 2030 Vision**

27. *Sustainable Sydney 2030* is a vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as 10 targets against which to measure progress.
28. The draft planning controls for the Green Square Town Centre and Library precinct are aligned with the following *Sustainable Sydney 2030* strategic directions and objectives:
 - (a) Direction 1 – A globally competitive and innovative city - The proposal supports innovation through helping to facilitate the development of a world-class library facility and plaza development at the centre of Green Square. The facility will act as a catalyst for development and will set the future character of the area.
 - (b) Direction 2 – A leading environmental performer - The Library is being designed to achieve high-level sustainability targets, incorporating: energy-efficient design and fixtures, passive ventilation, excellent indoor environmental quality and water reuse.
 - (c) Direction 3 – Integrated transport for a connected city - Proximity to the Green Square train station and buses will ensure a high level of public transport use by library users. The Library will be about 100 metres from the Green Square Train Station. There are longer term plans for a light rail route running through the Plaza, adjacent to the Library and this will further enhance the accessibility of the development. There are no provisions for additional parking for the Library, which will help in minimising car journeys to the Town Centre.
 - (d) Direction 4 – A city for pedestrians and cyclists - The Plaza design includes provisions for walking and cycling and the creation of a pedestrian-centred public open space. Car-based travel is discouraged through limiting parking. Public and staff bicycle parking will be provided. A diversity of uses in the Plaza, including a program of special events, will help to activate the space. The proposed long opening hours for the Library building and active uses along the Plaza edge will also help to create a safe space for pedestrians. Changing the function of Barker Street to a service-road will further improve conditions for pedestrians.
 - (e) Direction 6 – Vibrant local communities and economies - The Planning Proposal will act as a catalyst for the development of a vibrant new Town Centre that serves the wider Green Square area. The Library and Plaza will be a focal point for the Town Centre and will provide an anchor for retail, restaurant and other businesses to locate in the centre, supporting the local economy.

- (f) Direction 7 – A cultural and creative city - The Green Square Library and Plaza will play a key role in facilitating culture and creativity in the south of the LGA. The Library is intended to be a hub for community cultural and creative activity, with residents involved early in developing a participatory public art strategy. The Plaza design includes consideration of its role as a major events hub, and an amphitheatre has been included to provide a space for outdoor events.
- (g) Direction 9 – Sustainable development, renewal and design - This project is at the centre of the City's renewal plans for Green Square. The international architectural design competition held for the Library and Plaza illustrates a commitment to world-leading design quality. The winning design includes a 'cut-out', underground built form that integrates well with the public realm and supports the principles of quality design. Sustainable Development is addressed through a range of measures and the development will aim for a high Green Star sustainability rating of 6 stars.
- (h) Direction 10 – Implementation through effective partnerships - The proposal for the Green Square Library and Plaza has involved ongoing work with property developers of adjoining sites to dedicate land for the purposes of community facilities and land. The process has involved, and will continue to include, the local community in developing detailed design and programs of events for the spaces.

Social / Cultural / Community

- 29. The draft Planning Proposal and amendment to the Town Centre DCP 2012 will provide greater certainty to the local community, landowners and developers by laying out in greater detail the City's intended outcomes for the Green Square Library and Plaza.
- 30. The provision of a library and landscaped public domain will have positive implications for the current and future population, with substantial benefits for community cohesion, health and wellbeing.

Economic

- 31. The Library and Plaza will act as a focal point for the Town Centre, providing a vibrant and attractive location for people to meet and recreate in. This will have positive flow-on effects for the local economy through helping to support the local shops and businesses that are proposed in and around the Plaza.
- 32. The development of the Library and associated facilities, together with the development of adjacent sites within the consortium lands will reinforce the City's commitment to the Green Square Town Centre, helping to realise the vision detailed elsewhere in this report.
- 33. The Library and Plaza will also create employment opportunities and the proposed program of special events in the Plaza will also have positive benefits for local shops and businesses.

BUDGET IMPLICATIONS

34. There are no budget implications resulting directly from the recommended endorsement of the draft Planning Proposal and draft amendment to the Town Centre DCP for public exhibition. It is noted that the City has set aside a budget of \$53.4M for the Library and Plaza development.

RELEVANT LEGISLATION

35. *Environmental Planning and Assessment Act 1979* and *Environmental Planning and Assessment Regulation 2000*.

CRITICAL DATES / TIME FRAMES

36. If approved for public exhibition, the draft Planning Proposal will be forwarded to the Department of Planning and Infrastructure with a request for a Gateway Determination which will set the timeframe for the LEP preparation.
37. This draft Planning Proposal is being progressed now ahead of the imminent making of the Draft Town Centre LEP 2013 to ensure the milestones for the development of the Town Centre can be achieved. This includes the City's target to lodge a Development Application for the Library and Plaza in April 2014.

PUBLIC CONSULTATION

38. Subject to approval by Council and the CSPC, the draft Planning Proposal will be forwarded to the Department of Planning and Infrastructure with a request for a Gateway Determination. If issued, the Gateway Determination will set out the requirements for both public and NSW agency consultation. It is anticipated that the Gateway Determination will require a public exhibition period of 28 days.
39. Subject to Council approval, and to aid public understanding of the proposed controls, the amendment to the Town Centre DCP 2012 will be exhibited at the same time as the draft Planning Proposal. Consultation with both the public and NSW agencies will occur during the public exhibition. Consultation with the Consortium has occurred during the preparation of the draft planning controls.

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