

Post Exhibition - Planning Proposal - Enterprise Area Review - Sydney Local Environmental Plan 2012 and Sydney Development Control Plan 2012 Amendment

File No: X025568

Summary

The City's enterprise areas include some of the most valuable and well-located industrial and urban services land in Australia. The southern enterprise area is the only remaining expanse of business and employment zoned land in the City of Sydney. Its unique position near the Sydney Central Business District, fringe business areas, high density residential neighbourhoods and NSW's primary trade gateways at Sydney Airport and Port Botany gives it a strong competitive advantage.

Changes to the City's planning framework in 2014 facilitated a thriving and diverse industrial and business precinct in the southern enterprise area. The current planning framework ensures that land is maintained for industrial and urban services uses, which are essential for the efficient functioning of Sydney, while also allowing the growth and evolution of business and other enterprise activities.

The City's Local Strategic Planning Statement, City Plan 2036, sets a planning priority to maintain industrial and urban services in the Southern Enterprise Area and evolve businesses in the Green Square strategic centre in order to foster specialised sector growth that supports Central Sydney, the Eastern Economic Corridor and the international trade gateways.

Maintaining a strong economic contribution to the city relies on a sustained supply of suitable floor area to accommodate new higher value industries and the changing needs of businesses.

In July 2021, Council and the Central Sydney Planning Committee resolved to publicly exhibit Planning Proposal: Enterprise Area Review (planning proposal) and draft Sydney Development Control Plan 2012: Southern Enterprise Area Amendment (draft DCP) for public exhibition. While applying to all of the City's enterprise areas, the planning proposal and draft DCP has a particular focus on the North Alexandria precinct in the southern enterprise area.

The planning proposal is to amend maximum building height and maximum floor space ratio (FSR) controls in Sydney Local Environmental Plan 2012 (Sydney LEP). The proposed planning controls enable a cohesive built form in North Alexandria, transitioning from tall commercial office buildings at Green Square Town Centre, to the low rise adaptively reused industrial warehouse spaces to the north and mid-rise flexible spaces in between.

The proposed planning controls will facilitate an improved public domain, including new open space and pedestrian links to improve connections to existing and planned transport infrastructure, including the new metro station at Waterloo.

The Department of Planning and Environment issued a Gateway Determination in September 2021 to enable public exhibition and the planning proposal and the draft DCP were exhibited between 15 November and 13 December 2021. The planning proposal and draft DCP include new controls which will enable growth and employment diversity in North Alexandria, through the creation of a mid-rise enterprise precinct, increased opportunity for office and studio work space close to public transport and an entertainment destination. It will support improved public spaces and connectivity for workers and nearby residents.

The City received 17 submissions from nearby residents, landowners in the precinct (including a submission from the City of Sydney) and state agencies. The submissions raised matters relating to public domain, office floor space supply and design excellence, building heights, the late-night planning controls, density and traffic impacts. Ten out of 17 submissions were from landowners. Most of the submissions sought increases in building height, FSR or both for their sites. A summary of all submissions, including responses from the City, is at Attachment D and significant issues are discussed in this report.

Some changes to the planning proposal and draft DCP, as exhibited, have been proposed following consideration of submissions, including:

- an increase in the proposed building height control for 5-7 Bourke Road, 9-13 Bourke Road and 13a Bourke Road from 35 metres to 45 metres;
- re-alignment of the proposed east-west connector road in Alexandria on maps, so it aligns with the most recent draft subdivision plans;
- changes to the maximum building height and FSR maps to match the re-alignment of the east-west connector road. The change is generally consistent with what was recommended in the urban design study that was publicly exhibited with the planning proposal; and
- removal of some sites in North Alexandria from the height in storeys map in the draft DCP to allow flexibility at the development application stage and to better align with the recommendations of the urban design study.

This report recommends Council approve the planning proposal to be made as a local environmental plan and approve the draft DCP that will come into effect with the local environmental plan.

The NSW Government is currently undertaking significant review of its employment lands policies. Given the shifting policy landscape, it is not appropriate at this time to propose for public exhibition an updated enterprise area strategy until key NSW Government policies have been resolved. This report recommends Council note the City of Sydney Employment Lands Strategy 2014 - 2019 will continue to guide development in the City's enterprise areas until an updated strategy is prepared, publicly exhibited and approved by Council.

Recommendation

It is resolved that:

- (A) Council note the requirements of the Gateway Determination issued by the Department of Planning and Environment to amend the contents of Planning Proposal: Enterprise Area Review, prior to public exhibition, as shown at Attachment C to the subject report;
- (B) Council note the matters raised in response to the public exhibition of Planning Proposal: Enterprise Area Review and draft Sydney Development Control Plan 2012: Southern Enterprise Area Amendment, as described in this report and shown at Attachment D to the subject report;
- (C) Council approve the Planning Proposal: Enterprise Area Review, with amendments in response to submissions, as shown at Attachment A to the subject report, to be sent to the Department of Planning and Environment to be made as a local environmental plan under Section 3.36 of the Environmental Planning and Assessment Act 1979;
- (D) Council approve Sydney Development Control Plan 2012: Southern Enterprise Area Amendment, with amendments in response to submissions, as shown at Attachment B to the subject report, noting that it will come into effect on the date of publication of the subject local environmental plan, in accordance with Clause 21 of the Environmental Planning and Assessment Regulation 2000;
- (E) authority be delegated to the Chief Executive Officer to make minor amendments to Planning Proposal: Enterprise Area Review and Sydney Development Control Plan 2012: Southern Enterprise Area Amendment to correct any minor errors or omissions prior to finalisation; and
- (F) Council note the City of Sydney Employment Lands Strategy 2014-2019 will continue to guide development in the City's enterprise areas until an updated strategy is prepared, publicly exhibited and adopted.

Attachments

- Attachment A.** Planning Proposal - Enterprise Area Review - as Amended
- Attachment B.** Sydney Development Control Plan 2012 - Southern Enterprise Area Amendment - as Amended
- Attachment C.** Gateway Determination
- Attachment D.** Summary of Submissions and Responses
- Attachment E.** Council and Central Sydney Planning Committee Resolutions

Background

Proposed changes to the planning controls in the City's Southern Enterprise Area have been publicly exhibited

1. Council and the Central Sydney Planning Committee (CSPC), at their meetings on 26 July 2022 and 22 July 2021 respectively, endorsed for public exhibition the Planning Proposal: Enterprise Area Review (the planning proposal) and draft Sydney Development Control Plan 2012: Southern Enterprise Area Amendment (draft DCP). The Council and the Central Sydney Planning Committee resolutions are shown at Attachment E.
2. The Department of Planning and Environment (Department) issued a Gateway Determination in September 2021 to enable public exhibition, shown at Attachment C. The Gateway conditions required a heritage impact assessment which addresses the appropriateness of the proposed built form against the significance of the existing heritage items and heritage conservation area and a transport and traffic analysis to address any potential impacts from additional activity generated by the increased density. The planning proposal was updated to comply with these conditions prior to public exhibition and approved by the Department.
3. The Gateway required consultation with two NSW public authorities, being Heritage NSW and Transport for NSW. It did not authorise Council as the local plan-making authority for the planning proposal due to its landholdings within the precinct.
4. The planning proposal and the draft DCP were exhibited from 15 November to 13 December 2021 in accordance with the minimum 28 days required by the Gateway Determination. This report recommends Council note the submissions, and the City's response, as summarised in this report and further at Attachment D.
5. This report also recommends Council adopt the planning proposal and draft DCP, as amended, following consideration of submissions and request the Department make the necessary amendments to the Sydney LEP.

The Enterprise Areas are uniquely placed and play a critical role in the City's economic future

6. The City's enterprise areas include all remaining land in the City of Sydney local government area (LGA) currently zoned primarily for industrial, business and employment purposes under the Sydney LEP. The extent of the City's enterprise areas are shown at Figure 1 and include land zoned IN1 General Industrial, B5 Business Development, B6 Enterprise Corridor and B7 Business Park. They are mostly in the southern enterprise area, previously referred to as the southern employment lands, in the suburbs of Alexandria and Rosebery.

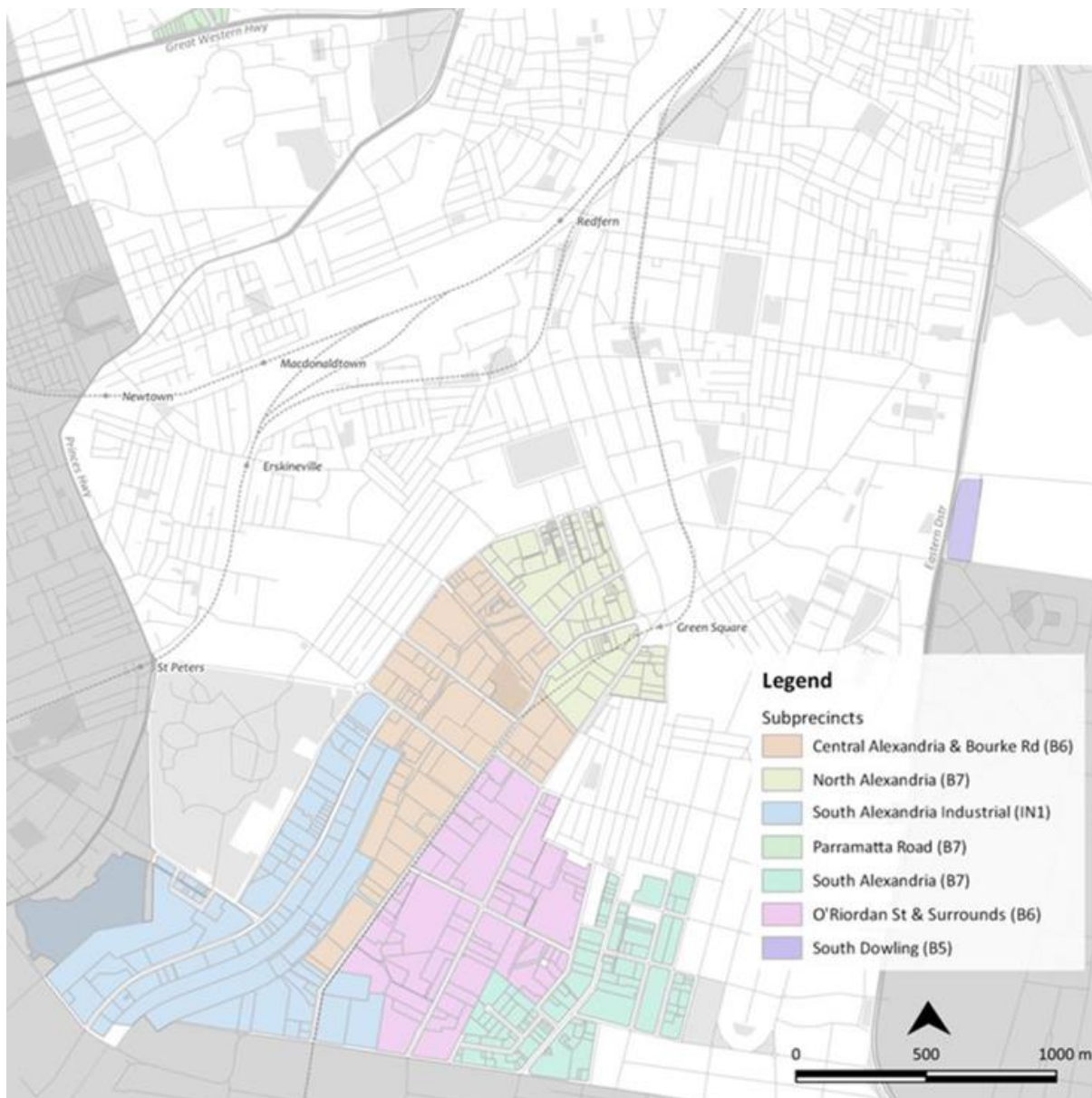


Figure 1: City of Sydney Enterprise areas

7. While applying to all of the City's enterprise areas, the planning proposal and draft DCP have a particular focus on North Alexandria in the southern enterprise area. The planning proposal will amend Sydney LEP to revise maximum building height and maximum FSR controls in North Alexandria. The draft DCP includes detailed planning controls to guide development in North Alexandria as well as other changes to refresh planning controls in the southern enterprise area to reflect development and policy changes that have occurred over time.
8. North Alexandria is shown in Figure 2. It is generally bound by McEvoy Street in the north, Wyndham Street to the east and Bowden Street to the west, with properties fronting O'Riordan Street to the south down to Johnston Street forming its southern extent. Including internal roads, North Alexandria is approximately 36 hectares in area, comprising 103 lots.

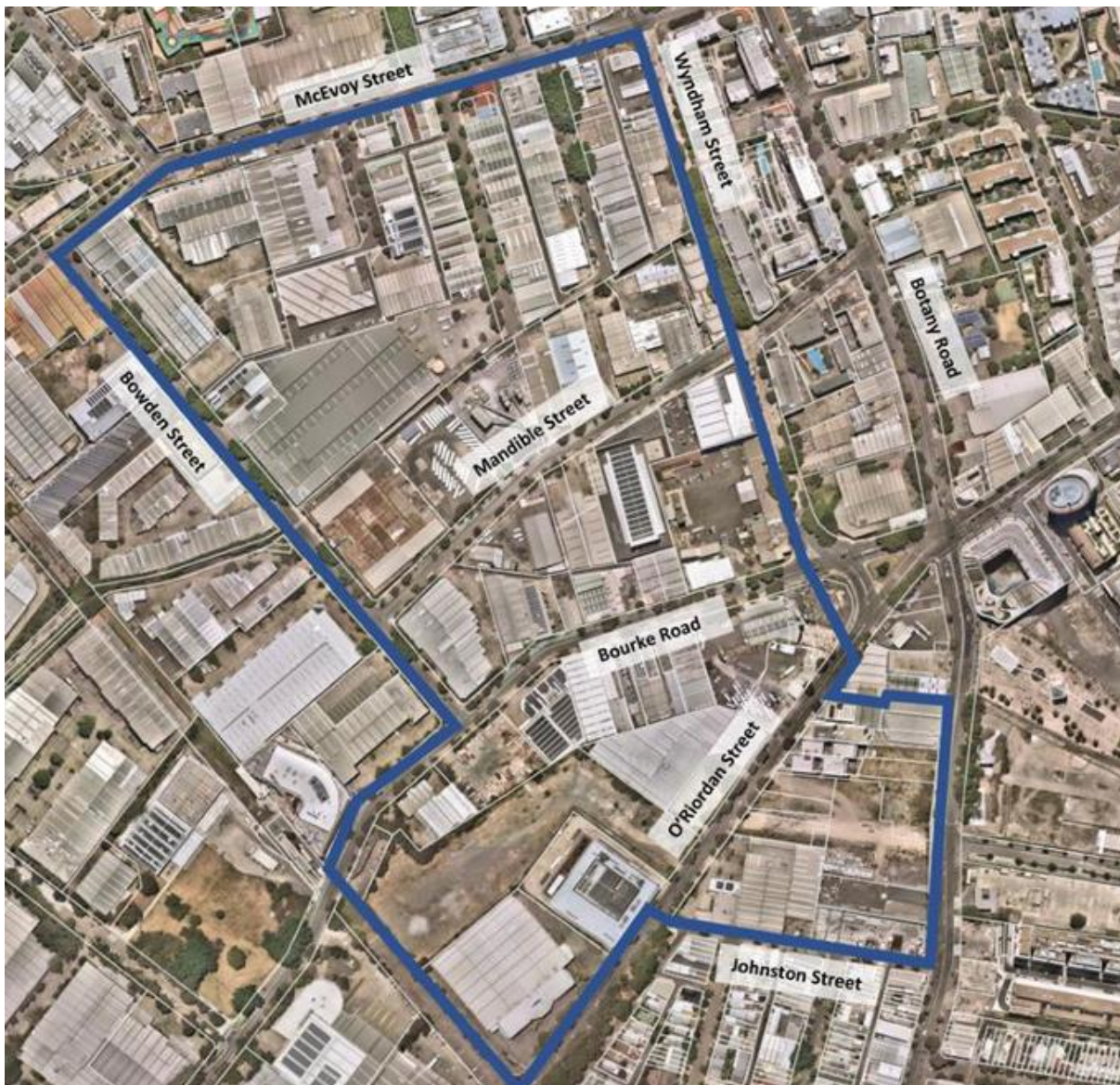


Figure 2: North Alexandria boundaries outlined in blue

9. North Alexandria is located approximately 3.5 kilometres south of Sydney Town Hall and to the immediate west of Green Square Town Centre and Green Square Station. Figure 3 shows the immediate context of North Alexandria, which is located between Waterloo in the north and Green Square Town Centre to the east, with Alexandria to the west and south.

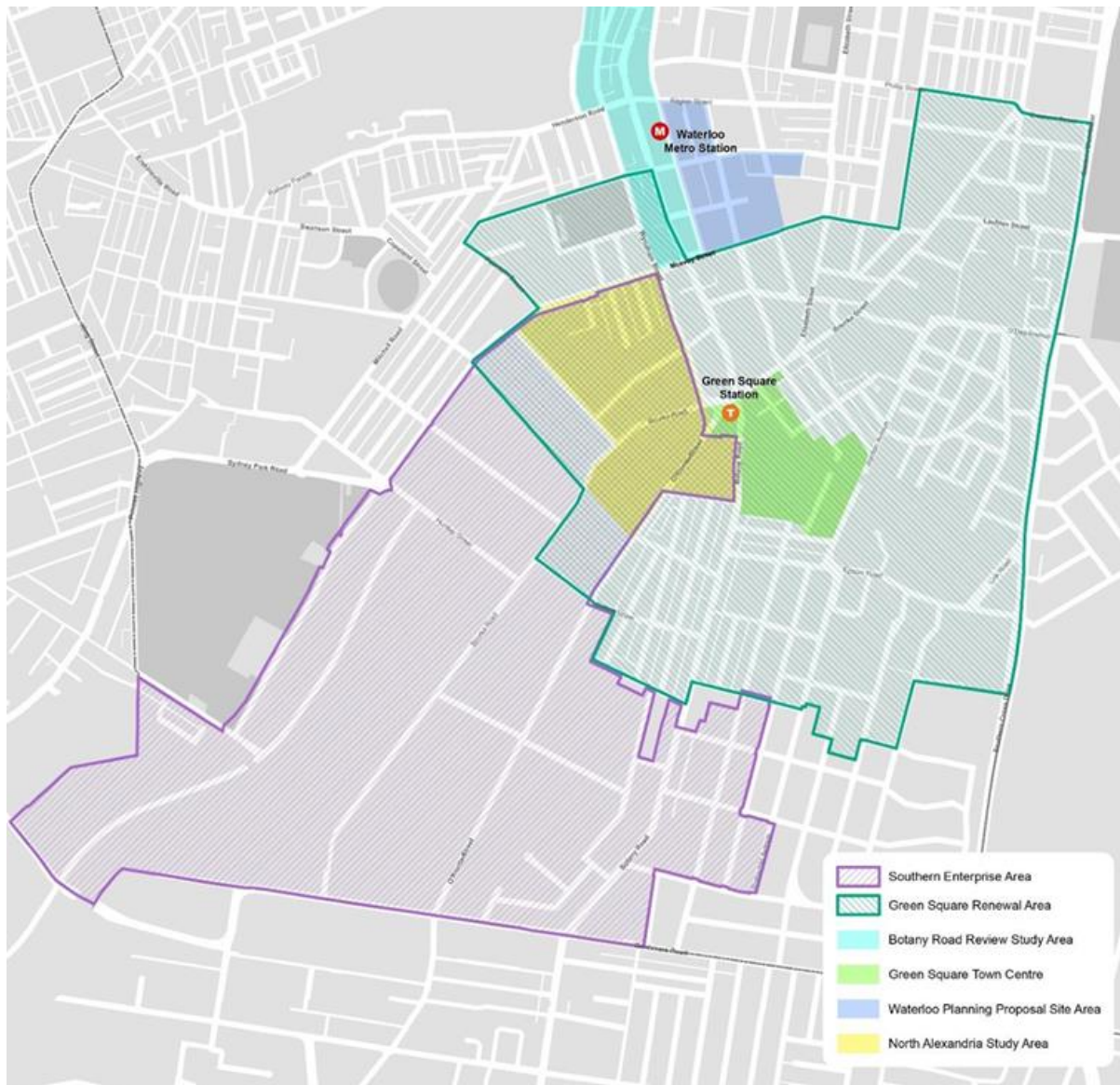


Figure 3: Contextual map with North Alexandria shown in yellow

10. As shown in Figure 3, North Alexandria, which is coloured yellow, is at the northern end of the southern enterprise area, shown in purple. It is uniquely positioned near the Sydney Central Business District, city fringe business areas, high density mixed use neighbourhoods and key trade gateways being Port Botany and Sydney Airport.
11. North Alexandria also sits in the Green Square Urban Renewal Area, shown in dark green, which will contribute over one third of the City's local housing growth to 2036. The urban renewal area is forecast to grow to around 32,000 dwellings, housing around 60,000 to 70,000 people (depending on occupancy trends) at build out. This growth is being supported with substantial investment in local infrastructure including new roads, parks, community facilities such as Gunyama Park and Aquatic Centre and Green Square library and utilities upgrades.
12. The Green Square Town Centre, shown in light green, is at the heart of the renewal area and to the immediate east of North Alexandria and features a rail station connecting to Central Sydney and Sydney Airport, as well as a growing employment, entertainment, retail and services offering.

13. The Botany Road corridor, shown in teal, is also subject to a planning review. A planning proposal to facilitate additional business and employment floor space in the corridor has been publicly exhibited and a post-exhibition report will be made to Council and the CSPC in the following months.
14. The future Waterloo Metro station and Waterloo Metro Quarter development is located to the north of North Alexandria. The approved State Significant Development concept proposal for the Metro Quarter is for three mid-rise buildings between four and 10 storeys along Cope Street, and three towers of 23, 25 and 29 storeys above a three to four storey podium along Botany Road, above an underground station on the Sydney Metro line.
15. Waterloo Estate (South) is shown in dark blue and subject to a planning proposal that is currently on public exhibition by the Department.

The proposed planning controls followed a review of the City of Sydney Employment Lands Strategy 2014-2019

16. In 2014 Council adopted the City of Sydney Employment Lands Strategy 2014-2019 which established a planning framework for managing the transition of the City's enterprise areas from mostly industrial and manufacturing uses, towards a more diverse range of businesses and jobs.
17. Since adoption of the City's strategy, the Greater Cities Commission's Region Plan (the Region Plan) recognised the importance of industrial lands to the functioning of Sydney, beyond the number of jobs that they accommodate, and their role in supporting a range of productive land uses that contribute to the supply of goods and services. The Region Plan requires inner city councils to retain and manage their industrial and urban services land, effectively safeguarding it from competing pressures, in particular residential upzoning.
18. The City's Local Strategic Planning Statement - City Plan 2036 (Planning Statement), approved by NSW Government in March 2020, maintains the strategic direction of the NSW Government and prioritises protection of industrial and urban services land in the enterprise areas and evolving businesses in the Green Square-Mascot Strategic Centre. It contains an overall employment target of 200,000 jobs to 2036 and identifies North Alexandria as an area of investigation to facilitate additional employment capacity through potential increases in non-residential densities.
19. In late 2019 the City commissioned SGS Economics and Planning to undertake the Enterprise Area Review (Review). The Review analysed trends and drivers that influence supply and demand of employment floor space in the City with the aim of understanding the long-term demand and supply for industrial and business zoned land and ensuring the planning framework was fit for that purpose.
20. The Review found the southern enterprise area supports critical industrial and urban services that rely on the strategic location to cost effectively carry out their functions. Their displacement would negatively impact on the efficient functioning of the broader economy. It also found the southern enterprise area has evolved into a strong performing diverse ecosystem of industries which needs a supportive planning framework to prosper.

21. In summary, the southern enterprise area is important to:
 - (a) support urban services such as waste recycling, concrete batching plants and hardware supplies, which underpins the broader productivity and liveability of Sydney;
 - (b) accommodate important industrial uses in strategic locations, for example highly productive freight and logistics uses that need to be near Sydney Airport and Port Botany and that support a high-density residential catchment;
 - (c) accommodate businesses that need diverse or semi-industrial floor space but have important supply chain or business links to Central Sydney and other nearby employment areas;
 - (d) provide space for businesses that wouldn't fit in office precincts either through their price sensitivity or use profile (particularly creative businesses), but benefit from agglomeration economics and are dependent on the location due to the importance placed on it by staff, suppliers and other industry stakeholders;
 - (e) provide relatively affordable floor space (compared to traditional office districts) to accommodate smaller businesses as they evolve;
 - (f) provide flexible built form that accommodates the needs of a range of employment types and can be modified as businesses grow and evolve;
 - (g) operate with minimal land use conflicts and hours of operation, due to separation from residential uses, while still being close to high density population centres to provide them with essential services; and
 - (h) provide space for commercialisation of innovation and for emerging high-value industries like boutique advanced manufacturing.
22. The Review found the City's strategic directions and planning controls, which facilitate a range of industrial and urban services uses, are working as intended. Changes in zoning and permitted uses resulting from the City's Employment Lands Strategy created opportunities for new forms of business and enterprise in the area, such as high-tech industry, creative spaces and retail and distribution facilities.
23. The Review found the City's Employment Lands Strategy has provided for industrial activities such as manufacturing, wholesale trade, transport and logistics related industries, postal activities and warehousing continue to locate in the area. The Review generally recommends a continuation of the existing approach in the enterprise areas, with no changes to zoning required.
24. The Review recognised and reinforced the importance of retaining land for industrial uses in the future, citing a shortage of industrial floor space in the area. These areas remain important to support a range of critical industrial facilities and services that are location sensitive and must be located close to important supply chain or business links to the Central Business District, Sydney Airport, Port Botany and other nearby employment areas.

25. The Review found there is demand for additional flexible office, warehouse and retail floor space in the southern enterprise area. It recommends North Alexandria as the best location to accommodate this demand given its proximity to existing and planned transport infrastructure and the amenities of the Green Square Town Centre and other surrounding areas.
26. The Review provides a strong evidence base for the proposed planning controls for North Alexandria, as well as continuation of the existing approach to managing our employment lands outside of North Alexandria.
27. The recommendations of the Review informed the preparation of the North Alexandria Urban Design Study (urban design study), which subsequently recommended changes to the planning controls for North Alexandria.
28. The urban design study incorporated the findings of the Review and consultation with key landowners. It described the economic and built form context, the opportunities and challenges of North Alexandria, and recommended a built form, street layout and public domain that will appeal to diverse economic activities, including industrial, commercial, office, entertainment, creative industries, and other urban services.

North Alexandria is best placed to support new business, office and enterprise floor space

29. The southern enterprise area is one of the most sought after industrial and urban services areas in Australia. It is uniquely positioned near the Sydney Central Business District, fringe business areas, high population densities and trade gateways. Sustained supply of floor space is needed to support high value industries that benefit from locating here.
30. As above, the Review found there is unmet demand in the southern enterprise area for office and other enterprise floor space. North Alexandria is well placed to provide this space, being located on the northern edge of the southern enterprise area and forming the western gateway to Green Square Station. Its transition from traditional industrial activity towards office and knowledge-based sectors is already underway, largely accommodated within the existing built form.
31. North Alexandria has unique qualities that will appeal to new businesses:
 - (a) proximity to the Sydney Central Business District, public transport and the amenities and services provided in Green Square;
 - (b) potential for walkability with delivery of new streets and connections including the proposed liveable green network along Sheas Creek;
 - (c) current and future proposed open space;
 - (d) increasing tree lined streets;
 - (e) diverse and interesting built form, including heritage warehouses in the north;
 - (f) existing quality knowledge intensive and creative business tenants; and
 - (g) DCP controls that allow for extended trading hours.

New employment spaces in North Alexandria strengthens its competitive advantage

32. The southern enterprise area has a competitive advantage in having strong business diversity. This breadth of demand often occurs in areas that have highly unique qualities. Maintaining the economic competitiveness of the southern enterprise area relies on a diverse and sustained supply of floor space. If diverse, and in some cases affordable, floor space is not available, continued economic diversification will not be possible. Businesses need confidence that they will be able to find suitable premises and expand and relocate within the same area as needed.
33. Accommodating concentrated higher-density employment floor space in North Alexandria would capture some floor space demand for office and emerging enterprises. This has the added benefit of reducing the pressure for redevelopment and likely industrial displacement elsewhere in the southern enterprise area.
34. Controls are also needed to support floor space for emerging enterprises that place a premium on employee accessibility but also require space that is more flexible and generous than conventional office floor space.

New planning controls are proposed for North Alexandria

35. The recommendations of the Review informed the preparation of the North Alexandria Urban Design Study (urban design study) which subsequently recommended changes to the planning controls for North Alexandria. The urban design study was appended to the publicly exhibited planning proposal.
36. The urban design study incorporates the findings of the Review and consultation with key landowners. It details the economic and built form context, the opportunities and challenges of North Alexandria, and recommends a built form, street layout and public domain that will appeal to diverse economic activities, including industrial, commercial, office, entertainment, creative industries, and other urban services.

The planning proposal and draft DCP are to change the planning controls for North Alexandria

37. The planning proposal is to amend the Sydney LEP and is provided at Attachment A. It is supported by the draft DCP, provided at Attachment B.
38. Most of the proposed planning controls relate to North Alexandria, though some are outside that area. The controls have been designed to facilitate an intended outcome that differs between four different sub-areas, shown at Figure 4, including:
 - (a) north-block - bound by McEvoy Street, Wyndham Street, Sheas Creek (northern branch) and alignment of Stokes Avenue;
 - (b) mid-block - largely bound by Wyndham Street, the alignment of McCauley Street and the two branches of Sheas Creek, except for one site on the corner of Bourke Road and Bowden Street;
 - (c) south-block - largely bound by Botany Road to the east, Bourke Road to the west, with the east-west connector road and Johnston Street framing its southern boundary; and
 - (d) transition area - two separate areas, with one bound by the east-west connector road to the north, O'Riordan Street to the east and Bourke Road to the west. The second area is bound by McEvoy Street, Bowden Street, the alignment of Stokes Avenue and Sheas Creek.



Figure 4: North-Alexandria sub-areas

Proposed height controls in the exhibited planning proposal

39. As shown in Figure 5 below, the planning proposal proposes new maximum building height controls in Sydney LEP to achieve intended outcomes of the proposed development concept. It proposes:
- increases from 15 metres to 22 metres, 18 metres to between 25 and 35 metres, and 35 metres to 45 metres;
 - on the northwest corner of Wyndham Street and Bourke Road, a decrease from 55 metres to 45 metres in some parts and increase from 55 metres to 60 metres in other parts;
 - a decrease for sites in the northern part of North Alexandria, reducing from 18 metres to 15 metres; and
 - increase for sites adjoining the east-west connector road of neighbouring sites.

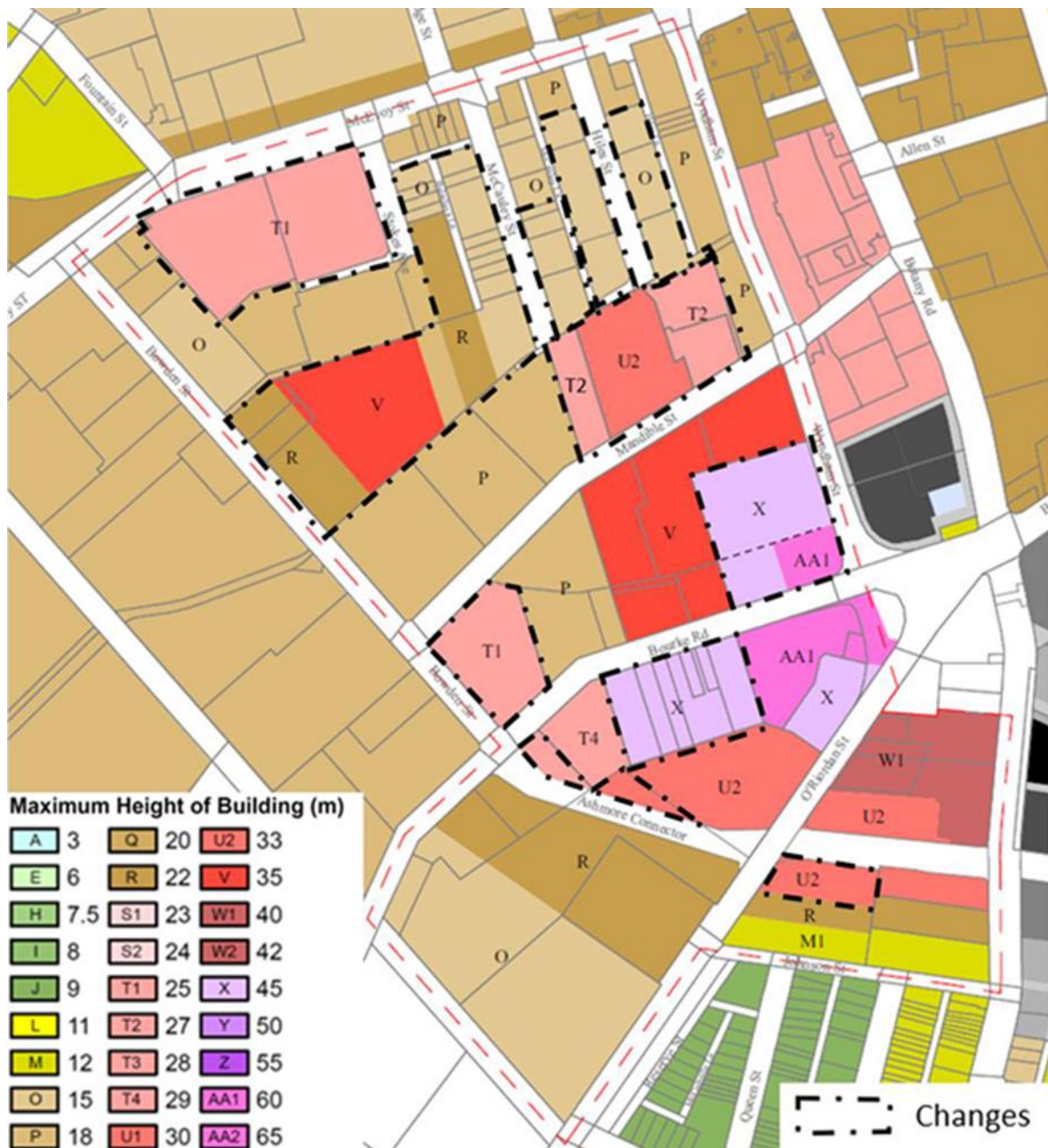


Figure 5: Proposed building height controls in the exhibited planning proposal

40. The proposed increase in building heights distributes floor space in North Alexandria without compromising the heritage character, amenity of surrounding uses and low scale residential and employment uses to the north and south. It will also facilitate better public domain and design outcomes, compared to outcomes that would be achieved under existing controls.
41. The proposed increase in building height in key locations provides the potential to unlock the applicable FSR control on sites and will enable the dedication of some of the land for new streets, setbacks and connections.

- 42. The proposed reduction in building height in the north-block from 18 metres to 15 metres responds to the existing built form context. Older industrial low scale warehouse buildings are located here, some within a heritage conservation area. The proposed controls also better align with the FSR controls applicable. A building height of 18 metres is retained for properties fronting the edges of the north-block along Wyndham and McEvoy streets.
- 43. Overall, amendments to building height will provide a better height transition within North Alexandria, and between North Alexandria and surrounding precincts.

Proposed floor space controls in the exhibited planning proposal

- 44. Figure 6 shows the proposed FSR map as it applies to North Alexandria. It responds to the unmet demand for floor space identified in the review and will allow for increased floor space within the area.

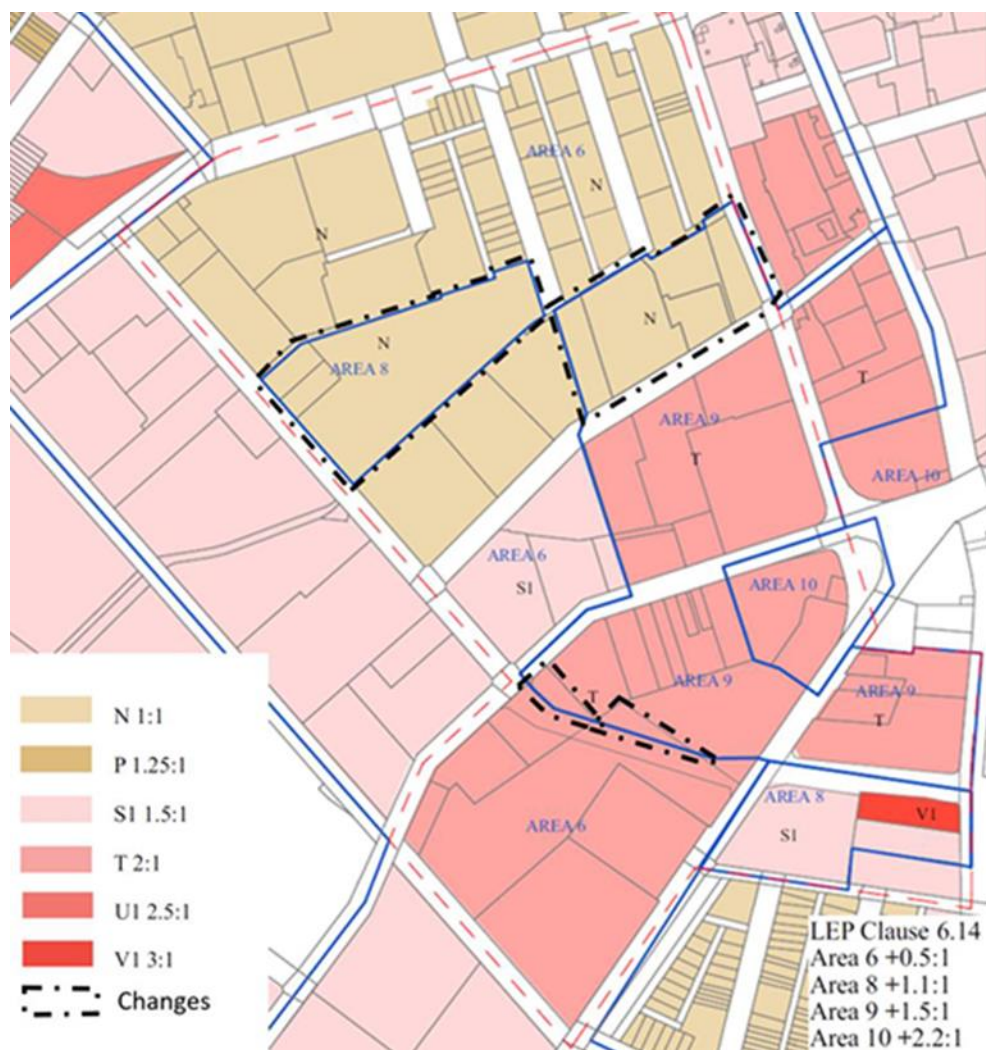


Figure 6: Proposed FSR controls in the exhibited planning proposal

- 45. North Alexandria sits within the Green Square urban renewal area. Sydney LEP allows for additional FSR to be achieved in the urban renewal area above what is mapped on the FSR map if community infrastructure is provided. The planning proposal amends the FSR map in North Alexandria to amend the amount of community infrastructure floor space available, pursuant to Clause 6.14 of Sydney LEP, on various sites.

46. The FSR is generally proposed to increase in parts of the south-block and sites in strategic locations where there is a greater need to offset land dedication requirement for new streets, lanes and setbacks for the liveable green network, including:
- (a) an increase from 1.5:1 to 2.1:1 on one site along Bowden Street;
 - (b) an increase from 1.5:1 to 2.5:1 in the area between Mandible and Hiles Streets; and
 - (c) an increase from 2.5:1 to 3.5:1 for two triangular lots fronting the northern side of the proposed east-west connector road between O'Riordan Street and Bourke Road.
47. In addition to the above, under Clause 6.21 of Sydney LEP, a design excellence process is required for any development proposed to be greater than 25 metres, which is mostly relevant to outside of north-block. A building demonstrating design excellence is eligible for an amount of additional floor space or building height of up to 10 per cent of the mapped FSR and community infrastructure floor space. However, a site-specific clause in the planning proposal limits the use of Clause 6.21 to additional floor space only in North Alexandria.

Draft DCP controls - North Alexandria

48. The planning proposal building height and FSR controls are supported by height in storeys, upper level setback and ground floor setback provisions in the draft DCP which will facilitate a smooth transition in heights, bulk and scale across North Alexandria.
49. In some locations, the proposed height in storeys is relatively low compared with the proposed building height controls in Sydney LEP, which seeks to ensure that the building design accommodates large flexible spaces through provision of taller floor to floor heights.
50. The draft DCP also provides street cross sections to visualise some upper and lower level setbacks and how they interface with the street.
51. Amendments to the DCP maps will enable the delivery of active frontages, new public domain, streets, lanes, and connections and to manage built form outcomes. Figure 7 shows proposed land dedications for enhanced public domain outcomes. The proposed connections are to address large impermeable street blocks, dead-end streets and general lack of public domain space in North Alexandria limits way finding, amenity and legibility.

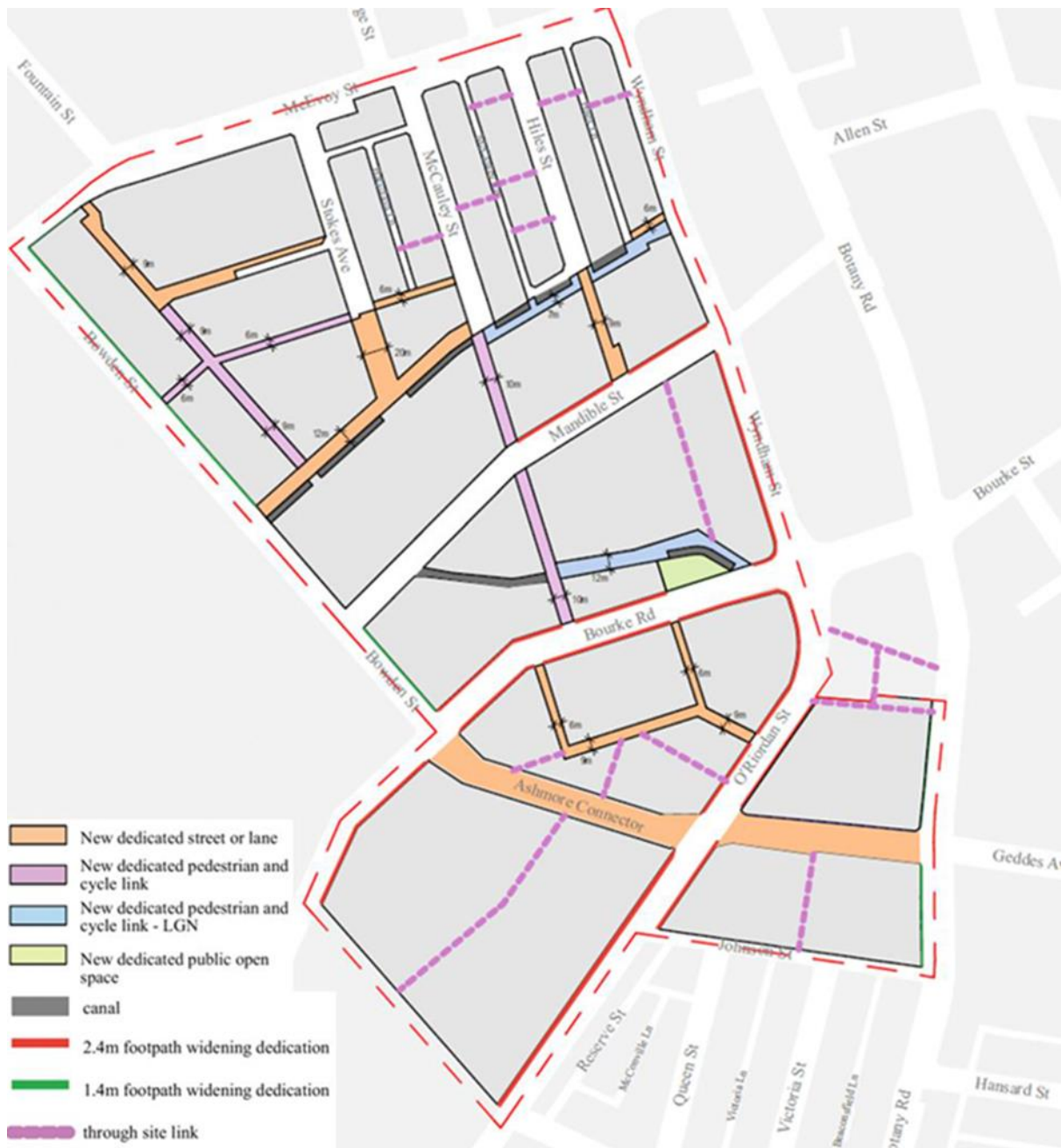


Figure 7: Proposed land dedications

52. In the south-block, new through site links will break up the large parcels of land and enable better pedestrian connections, which is essential given busy roads with unappealing pedestrian environments converge on Green Square station. The east-west connector road combined with these new through-block links will make the area attractive to future major office tenants and future workers.
53. The corner of Wyndham and Bourke Roads will announce the entry point to the liveable green network, with a proposed pocket park and pedestrian and cycle link following where Sheas Creek meets Bourke Road.

54. Further south of the east-west connector road, minimal public domain dedications are proposed to support uses requiring large parcels of land such as light industry, warehousing, urban services and other emerging employment uses.
55. Future development of the mid-block will support direct connections for pedestrians and cyclists between the low-scale character entertainment venues of north-block with the higher density office environment close to Green Square station. Key pieces of dedication will deliver:
 - (a) extension of McCauley Street to Mandible Street, Bourke Road and the Liveable Green Network;
 - (b) setback dedications to create two liveable green network connections between the McCauley Street extension and Bourke Road (southern connector) and Wyndham Street (northern connector); and
 - (c) through redevelopment of sites in mid-block, new north-south and east-west sightlines are created through to the heritage north-block and a clear and legible step-up transition of building scale and height will be produced.
56. North-block has minimal proposed public domain dedications as the aim is to protect the attractive built heritage and there is minimal proposed uplift. It also has established, fine grain streets and lanes.
57. Significant dedication of land for streets and lanes are proposed on the large landholdings along Bowden Street. This includes dedication of land for the extension of Stokes Avenue and provision of a new street along the north side of the future recreation space. A new laneway is also proposed to run parallel to Bowden Street. These dedications will be supported by the proposed uplift in FSR and building height controls as part of the planning proposal.
58. The draft DCP updates the locality statement for the southern enterprise area to reflect the vision for North Alexandria. This statement details the elements that contribute to this area's current and future character and principles that will help to reinforce and enhance that character. The locality statement provides the direction for the development controls and built form guidelines for North Alexandria and the broader southern enterprise area.
59. The draft DCP provides guidance for the preferred location of land uses to support a wide range of economic activities in North Alexandria including industrial, commercial, office, entertainment, creative industries, and other urban services, with affordable spaces for innovation to occur. These complementary uses will be carefully sited, cognisant of existing built form character and heritage, the interface with adjoining areas, the potential for land use conflict and the benefits of co-location. Encouraged uses include:
 - (a) north-block: activity-generating, higher-order business uses including innovation, technology and creative industries, and cultural and entertainment uses (including late night entertainment uses);
 - (b) mid-block: innovation, creative, technology and knowledge-intensive enterprises alongside light industry;
 - (c) south-block: commercial office with ancillary retail; and

- (d) transition areas: more 'traditional' industrial uses including warehousing and manufacturing.
60. The proposed use profile is supported by building layout and design controls in the draft DCP to ensure the mid-block of North Alexandria can deliver flexible, generous building layouts for a range of business activities of different scales and with different operational needs.

Other proposed controls - elsewhere in the southern enterprise area

61. The planning proposal amends Clause 7.13A – Affordable housing in zone B7 so that it removes reference to the 'Employment Lands Affordable Housing Program adopted by the Council on 30 March 2015' to refer instead to the 'City of Sydney Affordable Housing Program adopted by Council on 24 August 2020'. The amendment is to correct a reference to a Program that has now been repealed in favour of the new Program.
62. The draft DCP proposes various changes to provisions, maps and figures to amend existing or introduce new setbacks, active frontages, new streets and lanes, and continuous awnings in parts of the southern enterprise area, including:
- (a) removal of mapped controls, for example new streets and height in storeys, from locations that have now been built over by the WestConnex project;
 - (b) requirements for continuous awnings and active frontages along parts Bourke Road, Collins Street and Huntley Street to reflect the emerging cluster of active uses and increased pedestrian activity;
 - (c) to address interface of western side of Perry Park: an adjustment to the location of the through site link onto council land, and removal of the active frontage control;
 - (d) active frontages and continuous awnings along Campbell Road Bridge at its intersection with Bourke Road alongside the separated cycleway to reflect the increased pedestrian and cyclist activity at the location;
 - (e) removal of the new street between Jones Lane and Dunning Avenue as the existing street grid is considered to provide adequate connectivity in the immediate area;
 - (f) remove east-west connector road from the 'proposed streets' maps and figures, given it is now under construction;
 - (g) require 1.2 metre setback to the western edge of William Lane and eastern edge of Beaconsfield Lane to allow for footpath widening; and
 - (h) removal of proposed extension of Campbell Road, east of Bourke Road to reflect the changed traffic patterns after the opening of the WestConnex project and Campbell Road Bridge.

The proposed planning controls provide opportunity for growth and change in North Alexandria, while continuing to support industrial uses and urban services elsewhere in the Southern Enterprise Area

63. The planning proposal provides more opportunity for growth and change in North Alexandria, while continuing to support industrial uses and urban services elsewhere in the southern enterprise area.
64. In North Alexandria, the proposed planning controls will:
- (a) increase the community infrastructure floor space available on some sites in the precinct, creating an additional 26,500 square metres of floor space for business and employment, estimated at about 1,000 jobs;
 - (b) increase the maximum building height on some sites, while maintaining a careful transition from the tall buildings in the Green Square town centre to the fine grain heritage buildings in the north of the precinct;
 - (c) encourage diversity in the built form that will support a range of economic activities including industrial, commercial, office, entertainment, creative industries and urban services for innovation;
 - (d) encourage the dedication of land for roads, through site links and setbacks to improve connections through the precinct to public transport and other areas to encourage day/night activation;
 - (e) stimulate investment in North Alexandria providing opportunities to increase local employment in a highly accessible location;
 - (f) enhance the appeal of the distinct late night trading area with street activation, public domain improvements, better connectivity and an increased catchment of customers; and
 - (g) establish a quality interface with future public recreation space proposed to be delivered by the City along Mandible Street.
65. In other parts of the southern enterprise areas, the draft DCP proposes various changes to provisions, maps and figures to amend existing or introduce new setbacks, height in storey controls, active frontages, new streets and lanes and continuous awnings.

The Gateway Determination required further heritage and transport assessments to support the planning proposal

66. Prior to exhibiting, in accordance with the Gateway Determination, the City commissioned a heritage impact assessment, which reviewed the proposed built form against the significance of the heritage items and heritage conservation area. The City also prepared a traffic and transport analysis. The two assessments formed part of the revised planning proposal that was placed on public exhibition.
67. The North Alexandria Southern Enterprise Area Review: Heritage Assessment (heritage assessment) found that overall, the planning proposal and associated controls will not have an adverse impact on the heritage items and heritage conservation areas within, adjoining and surrounding the North Alexandria precinct. Risk to significant heritage values have been mitigated by appropriate controls.

68. The North Alexandria Traffic and Transport Assessment (traffic and transport assessment) found that the increased trips generated by the approximately 1,000 new jobs generated by the additional floor space is well supported in the precinct. This is due to its proximity to rail infrastructure, reduced car dependency due to an increase in office development which is less car reliant than industry, additional traffic capacity on roads due to WestConnex and broader plans for transport accessibility.

The Planning Proposal and draft DCP were publicly exhibited for 28 days from 15 November 2021 until 13 December 2021

69. The planning proposal, draft DCP and background studies were placed on public exhibition from 15 November to 13 December 2021. Public agencies were consulted as required by the Gateway Determination, including NSW Heritage and Transport for NSW.
70. The City distributed 1,915 notification letters to owners and occupiers within the North Alexandria precinct, as well neighbours within 75 metres of the precinct. Email notifications were also provided to key stakeholders who had engaged with the City in relation to this precinct in the past.
71. A Sydney Your Say webpage was created. The page included information about the proposal, map of the proposed area, copies of the planning proposal and draft development control plan plus supporting documents. There were 436 unique page views of the Sydney Your Say page. The proposal was also reported in the Sydney Your Say e-newsletter which was sent in November 2021. An overview of the proposal and a link to the consultation webpage was included. The newsletter was sent to 7,270 recipients.
72. The City received a total of 17 submissions from residents, local land-owners (including a submission from the City of Sydney) and state agencies. The submissions raised matters relating to public domain, office floor space supply and design excellence, building heights, the late-night planning controls, density and traffic impacts. Ten out of the 17 submissions were from landowners. Most of the submissions sought increases in building height, FSR or both for their sites. A summary of all submissions, including responses from the City, is at Attachment D and significant issues are discussed in detail below.

Most submissions expressed support for additional development capacity for business and employment uses in North Alexandria

73. The planning proposal and draft DCP seek to strategically increase the building height FSR controls in the North Alexandria precinct to facilitate additional employment and to allow for a more flexible built form to support new land uses.
74. Eleven submissions (both residents and landowners) expressed general support for the principles and objectives to increase employment density in North Alexandria.

Response:

75. Support is noted. The changes to the planning controls will provide additional employment in an accessible location that is close to public transport.

Support for public domain and open space improvements in North Alexandria

76. The planning proposal and draft DCP seek to improve the public domain and open space in the precinct to increase pedestrian mobility and provide amenity for workers and residents. The improvements include creating new laneways, expanding and connecting pedestrian links and creating new parks.
77. One submission supports the proposed public domain and open space improvements to increase pedestrian mobility and amenity for worker and residents.

Response:

78. Support is noted. The public domain and open space improvements are informed by the urban design study which examined changes needed to increase pedestrian mobility and to make the precinct attractive for workers and residents.

Building height and FSR

79. Three submissions raised concern the proposed changes to building height and FSR controls in the precinct lack evidence, and that the planning proposal will lead to overdevelopment and make the suburb unpleasant.

Response:

80. The planning proposal and draft DCP is supported by a substantial evidence base, including the enterprise area review (Review), undertaken by SGS Economics and Planning, and the urban design study, undertaken by CHROFI. The Review and urban design study directly informed the preparation of the draft planning controls.
81. The vision and built form principles established through the proposed planning controls concentrate intensity in areas closer to Green Square Station, and where public domain improvements and new open space are identified. Away from the station, the envisaged built form is of a lower scale and finer grain, transitioning to the heritage conservation area to the north.
82. The proposed building height and FSR controls support the capacity for new businesses and employment and facilitate dedicating land to the City for public domain improvements and new open space.
83. The planning proposal does not increase the mapped FSR controls, rather it only increases the community infrastructure floor space available when the development contributes to community infrastructure, such as dedication of land for improved public domain.
84. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to these submissions.

Building height at corner McEvoy and Stokes

85. One submission raises concern that the proposed increase to building heights on McEvoy Street, near Stokes Avenue, will impact the area's heritage character, undermine the local community 'vibe', obstruct views to Newtown and Sydney Park from Wyndham Street, and will result in further height increases, impacting the amenity of housing in the area.

Response:

86. The building height control along McEvoy Street, near the corner with Stokes Avenue is proposed to increase from 18 metres to 25 metres. The changes are supported by a heritage impact assessment which considered the proposed building height at this location to be appropriate within the context of the surrounding heritage.
87. The residential areas to the north of the precinct have building height controls of 22 metres, which is similar.
88. The potential impacts on view lines at this location are a consideration during the development assessment stage of any future application, however the planning controls do not protect private views.
89. The precinct is primarily zoned for employment uses and there is unlikely to be any substantial effect on the amenity of housing in the area because of the planning proposal. Due to the orientation of the subject sites, which are located south of residential mixed use development across McEvoy Street, there will not be any overshadowing.
90. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to these submissions.

Design excellence

91. Two submissions raise concern that the 'design excellence' provision in the Sydney LEP will become ineffective due to the mapped FSR being excessive.
92. The submissions request a 10 per cent reduction to the mapped FSR across the precinct so that design excellence becomes essential for developments seeking additional FSR or building height.

Response:

93. The planning proposal does not make any change to current mapped FSRs in the precinct or the operation of the design excellence provisions. Rather the community infrastructure floor space is proposed to increase in some places. This will ensure that where landowners seek additional FSR that they must also make a commensurate contribution to community infrastructure in the area, for example, dedicating land for footpath widening.
94. The FSR controls are informed by the urban design study that takes into account the future height and massing across the precinct, including the potential impacts of the development. It incorporates an understanding of additional FSR that may be achieved utilising the design excellence provisions in the Sydney LEP.
95. Clause 6.21 of Sydney LEP requires a competitive design process for developments over 25 metres. Lower scale development must also demonstrate design excellence at the development application stage.
96. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to the submissions.

Traffic and transport

97. Three submissions raise concern the planning proposal lacks sufficient evaluation of the future development, that it includes optimistic assumptions for public transport, lacks plans to manage traffic and parking, and will ultimately impact on business and residents due to increased congestion.

Response:

98. A full response to matters related to traffic and transport is provided in response to a submission from Transport for NSW below.
99. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to the submissions.

Staging of planning controls

100. Two submissions request a staged approach to amending the planning controls, where planning controls are changed for precincts one at a time. This is due to concern about proposed changes all together will negatively impact the precinct.

Response:

101. The planning proposal and the draft DCP is supported by detailed analysis which considered North Alexandria as an integrated precinct. The planning controls are required to be implemented simultaneously to facilitate the future development objectives for better accessibility through the precinct, increasing employment and improving public infrastructure. The City does not control the timing of development applications from landowners and cannot compel certain landowners to develop before others.
102. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to these submissions.

Review FSR outside of study area

103. One submission seeks similar increases to FSR controls for residential areas adjacent to employment precinct.

Response:

104. The planning proposal and draft DCP applies only to the enterprise area, as identified in this report. The proposed changes to planning controls does not consider residential zoned land. The City's local strategic planning statement does not include actions to rezone land for additional residential development as there is capacity within current planning controls.
105. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to these submissions.

Late night precinct controls

106. Two submissions raise concern about the 'Late Night Trading Area' identified in the City's planning controls, saying that it favours night-time activities at the expense of the impacts on area residents. The submissions seek further measures to manage night-time activities, for crime prevention, and to improve amenity and liveability of the area residents.

Response:

107. In 2019, Council endorsed updated late-night trading planning controls to provide the foundations for growth of Sydney's night-time economy into the future. The changes included a new cultural precinct in North Alexandria which was the subject of extensive community consultation. The planning proposal and associated draft DCP does not seek to amend these recently adopted planning controls. The late night planning controls manage potential impacts through trial periods, management plans and the assessment of noise impacts at development application stage.
108. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to the submissions.

Demand for commercial floor space

109. One submission raises concern that the planning proposal is based on assumptions about office floor space demand based largely on pre-Covid-19 data. The submission notes that high value knowledge economy businesses are reducing floor space requirements, with a shift to a decentralised model with no fixed office location or a hybrid model.

Response:

110. The planning proposal and draft DCP is based on analysis of market interest in the development of business and office floor space in the precinct which was completed during 2020. The analysis considers the proximity of the business precinct to densely populated residential areas and its strategic position close to the broader southern enterprise area, Sydney Airport, and the Sydney Central Business District. The enterprise area review identified demand for additional business and office floor space in the precinct, but which could be for a diverse range of business and enterprise activities. While traditional large anchor tenants may be reducing their leased area, a significant number of smaller to medium size businesses are growing.
111. The long-term effect of the pandemic on traditional office space is unknown at this stage as health orders have only recently been removed. While there is a shift to more flexible and remote working, which reduces the number of people in a traditional office there is also a move to provide more space for collaboration and other activities to make working in an office more effective and desirable, and small and medium sized businesses are growing. Despite the short term effects of the pandemic on occupancy rates of leased space, landowners in the precinct continue to report market demand for space for businesses.
112. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to the submission.

Public domain

113. Two submissions refer to the proposed public domain improvements to prioritise pedestrian amenity. They seek interim improvements for traffic calming on Loveridge Street and Brennan Street be made permanent. The submissions further suggest that there is potential for Brennan Street to be turned into a small pocket park at its interface with McEvoy Street.

Response:

- 114. These streets are outside of the precinct and are not considered as part of this planning proposal.
- 115. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to the submission.

Submissions from landowners requesting changes to the proposal

- 116. Landowners have generally been supportive of the vision for the precinct but have requested changes to the planning controls proposed for their sites, including increases to the building height, FSR or both in the planning proposal. Others seek minor changes to street wall height, setback or proposed controls in the draft DCP. Figure 8 below shows the location of the sites to which these submissions refer.

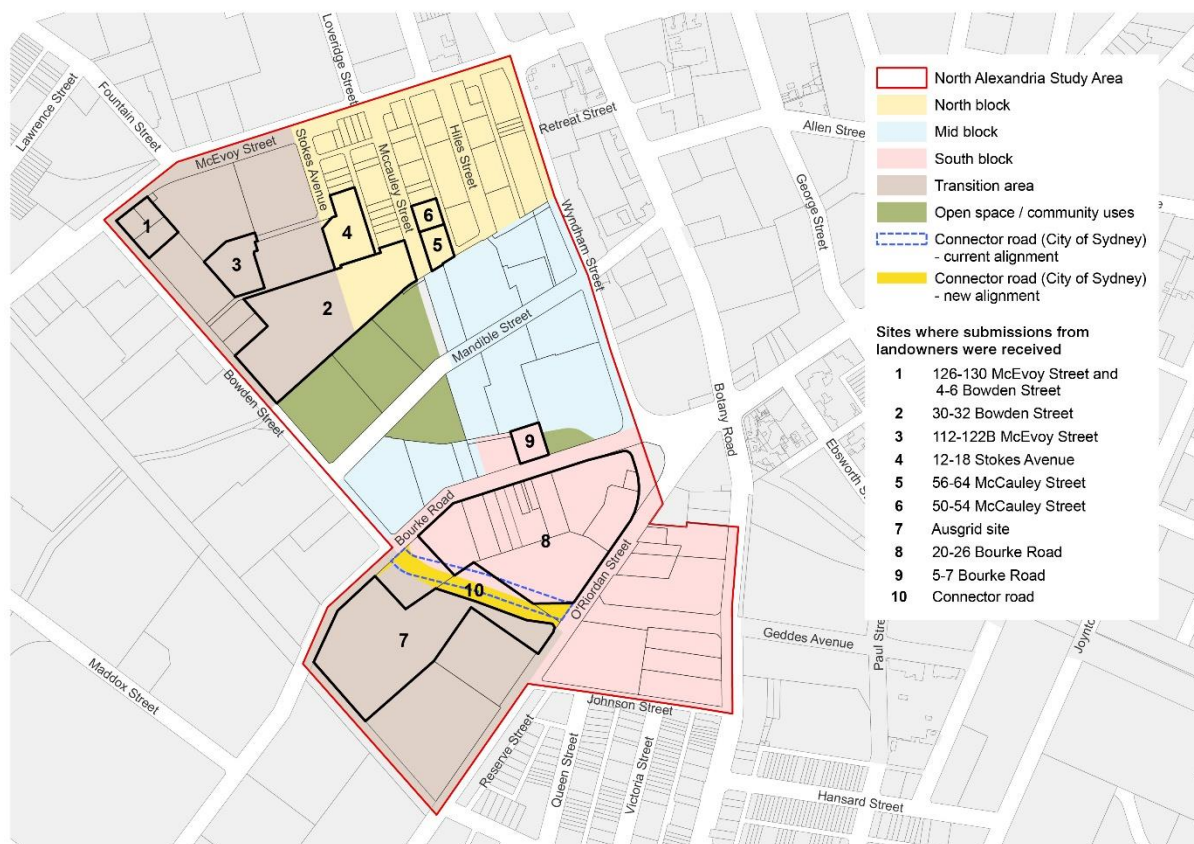


Figure 8: Sites where submissions from landowners were received

126-130 McEvoy Street and 4-6 Bowden Street, Alexandria (Submission site 1)

- 117. The planning proposal, as exhibited, makes no changes to the current planning controls for the site that allow a maximum building height of 18 metres and FSR of 1:1.
- 118. The submission seeks an increase to the maximum building height and FSR without specifying the exact amount being sought. Reference was made to an earlier concept by the landowners for a mixed-use proposal which sought a 2.2:1 FSR and 23 metre building height control. No further urban design analysis was provided in support of the submission.

119. The change is proposed in the broader context of the precinct and refers to examples where the planning controls are to change. It also asserts the increase would support the intent of the planning proposal in that it would provide more floor space for employment uses in an area located close to Sydney Central Business District and public transport.

Response:

120. The opportunities to increase the building height and FSR on this site were considered in the urban design study. The urban design study found that the existing height and floor space ratio was suitable for this site given its size and the scale of neighbouring development. Insufficient justification was provided to demonstrate why increased height and floor space ratio would deliver an improved urban design outcome and therefore no change is supported.
121. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.

30-32 Bowden Street, Alexandria (Submission site 2)

122. The planning proposal and draft DCP, as exhibited, makes changes to the FSR and building height controls for the site. The proposed maximum FSR for the site is 2:1 (including community infrastructure floor space). The maximum building height control is proposed to increase from 18 metres to between 22 metres and 35 metres.
123. The submission seeks increases to the proposed maximum building height beyond 35 metres (up to 48.4 metres), and the maximum FSR to 2.5:1.
124. The submission also raises concern about development feasibility due to the dedication and embellishment required for streets and laneways.
125. The submission further requests confirmation on Councils' position on the employment zones reform and implications for the site.
126. A built form analysis accompanying this submission contained options which explored height in storeys and FSR controls beyond what is contained in the planning proposal.

Response:

127. Part of the site is situated within the low-scale character area of north-block and part of the site is situated in the transition area where the building heights and development typologies transition to more of an industrial/urban services character rather than the office/mixed-employment typologies, closer to Green Square Station.
128. The height and massing options outlined in the submission (which showed a built form at 2.9:1) indicated the development will result in significant overshadowing of the public domain. Development of this scale is not appropriate in this location.
129. The dedication of land for the construction of streets and lanes are to be addressed at a development application stage and are facilitated through additional floor space under the community infrastructure provisions. The controls for building height and FSR in the planning proposal are based on the urban design review that complements the strategic intent of the area, considered the built form impacts on surrounding areas and future public open space.

130. While there is a quantum of land proposed for dedication to Council, the FSR from this land can be transferred to the developable parts of the site before the land is dedicated.
131. Council's response to the employment zones reform was detailed in the report to Council on 21 February 2022. The Department of Planning and Environment is proposing to convert the B7 zone to the E3 Productivity Support Zone. In its submission to the Department the City requested additional provisions to ensure affordable housing and other bespoke provisions continue to apply.
132. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.

112-122B McEvoy Street, Alexandria (Submission site 3)

133. The planning proposal makes no change to the current FSR or building height controls for the sites, though the draft DCP has proposed a small increase to the dedication requirements for streets and lanes.
134. The submission raises concerns about the land dedication and setback requirements for the site and says that it will reduce its ability to achieve its existing FSR. The submission seeks a commensurate increase to the building height control, up to 25 metres or 5 storeys to achieve the FSR.
135. The submission includes urban design analysis including site massing options to demonstrate increasing the building height control up to 25 metres on the site to achieve a higher standard of design, stating it is consistent with the surrounding developments which will achieve similar or greater building heights.

Response:

136. City staff met with the landowner about the submission to understand the matters raised and their submitted scheme.
137. The landowner, in preparing their submission, has misunderstood the setback requirement in the draft DCP that allows a nil setback where an office building of three storeys or more is proposed. The landowner interpreted the control as requiring a six metre setback.
138. The concept scheme provided in the submission demonstrates the maximum FSR of 1.5:1 can be achieved under the existing building height control within the buildable area, with a nil setback as identified in the draft DCP.
139. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.

12-18 Stokes Avenue Alexandria (Submission site 4)

140. The planning proposal makes no change to the current FSR controls for the site. Amendments to the building height control from 18 metres to 22 metres and an increase from 4-storeys to 5-storeys for Height in Storeys are proposed. There is currently no street wall frontage height in storeys and the draft DCP proposes introduction of a two-storey street wall frontage height along Balaclava Lane.

141. The submission requests an amendment to the 'Building street frontage height in storeys' map in the draft DCP to change the frontage along Balaclava Lane from two storeys to three storeys. The landowner considers that a better built form outcome can be achieved with a change to the street wall height.
142. Concerns were raised that in the event of a dedication of land for the future Stokes Avenue extension, the existing proposed street alignment will isolate a portion of the site, rendering it unusable.
143. An urban design analysis accompanied the submission for 12-18 Stokes Avenue, which contained detailed built form modelling, including options analysis to support the requests made.

Response:

144. The request for a three-storey street wall to Balaclava Lane is not supported as the two-storey street wall with a third storey setback, as exhibited in the draft DCP, provides for better daylight into the lane and the properties on opposite side of the lane.
145. A two-storey street wall will also minimise impacts on the adjacent heritage listed property.
146. The existing built form interfacing Balaclava Lane is primarily made up of street walls of one and two storeys. It is considered that the introduction of three storey street walls on this narrow lane would have a negative impact on the existing street scape.
147. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.

56-64 Macauley Street, Alexandria (Submission site 5)

148. The planning proposal makes no change to the FSR for the site. The building height control is proposed to decrease from 18 metres to 15 metres. The site is located within a heritage conservation area. The intent of the building height reduction is to reflect the low-scale built form character of the north-block sub-area of North Alexandria.
149. The submission raises concern that the proposed reduction of the maximum building height for the site does not consider that it is located in between north-block and south-block, and that reducing the building height control will impact the site's development potential. It does not consider the urban design study informing these controls as adequate. It also states that there has not been specific testing, or economic assessment of the current FSR, and that an increase in FSR to a maximum of 2:1 (including community infrastructure floor space) is more appropriate for the site to match the existing building height control.
150. A built form analysis did not accompany the submission.

Response:

151. The site consists of contributory buildings and is on the edge of the north-block precinct, which is dominated by a heritage conservation area and heritage items. The height reduction for this site is to better align with heritage and other contributory buildings in the area.

152. The planning proposal and draft DCP does not envisage increased density or height in this location as it is located within a heritage conservation area and has a number of heritage items. The controls, which align with the low-scale built form character, support adaptive reuse of existing space. No additional building height or FSR is required to facilitate the outcome envisaged in the proposed planning controls. The proposed floor space ratio and height of building controls have been reviewed and it is considered that the floor space can be achieved.
153. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.
154. *50-54 Macauley Street, Alexandria (Submission site 6)*
155. The planning proposal makes no change to the current FSR permitted on the site. The building height control is proposed to decrease from 18 metres to 15 metres. The site is located within a heritage conservation area. The intent of the building height reduction is to reflect the low-scale built form character of the north-block sub-area of North Alexandria.
156. The submission supports the vision for the area bound by McEvoy Street, Stokes Avenue and Hiles Street as a Cultural and Creative Precinct and the designation of this sub-precinct as a 24-hour trading 'Late Night Management Area', however raises concern the proposed reduction of building heights in selected areas of McCauley Street and Hiles Street will lead to a poor urban design outcome.
157. The submission also requests a review of the land dedication requirements for the McCauley Street extension to allow for a full-width extension to Mandible Street. It is proposed that Council acquire land at 23 Mandible Street and 66 McCauley Street to extend the width of the McCauley Street southern extension to create a consistent and continuous form as a vehicular and pedestrian thoroughfare, with the character of street trees intact.
158. A built form or urban design analysis did not accompany this submission.

Response:

159. Support for the Cultural and Creative Precinct is noted.
160. Building heights in the areas of McCauley Street and Hiles Street were informed by the urban design study. It was essential that lower heights were maintained given the heritage conservation and heritage items within the north-block and that heights would transition higher to the south of the proposed liveable green network towards the Green Square Town Centre.
161. The proposal for the future McCauley Street extension will be delivered via the adjacent council owned site, which is currently occupied by a concrete batching facility. While the concept suggested in the submission may deliver a marginally better public domain outcome, it relies upon further acquisition of private land at substantial cost to Council.
162. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.

Ausgrid site in Alexandria (Submission site 7)

163. The submission notes deferred commencement development approval for D/2019/732 on 11 March 2020, for construction of the Ausgrid network management facility, and states that Ausgrid seeks to maintain ongoing dialogue with Council to ensure the site is appropriately planned for, particularly in the context of the changing circumstances due to COVID-19.

Response:

164. City staff met with the landowner about the submission and to better understand the longer term aspirations for the site.
165. The submission is noted. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.

20-26 Bourke Road and 9-13 O'Riordan Street, Alexandria (Submission site 8)

166. The planning proposal makes no change to the current FSR or building height controls for the sites.
167. The submission seeks increases to the maximum building height and FSR controls for the sites:
- (a) for 20-26 Bourke Road, to increase the FSR from 2:1 to 5:1; and
 - (b) for 9-13 O'Riordan Street, to increase the building height from 33 metres to 45 - 60 metres and FSR from 2:1 to 4.9.
168. The submission includes concept schemes for the two sites and an urban design analysis of the planning controls to examine the opportunities available for the collective sites.

Response:

169. City staff met with the landowner about the submission to understand the matters raised and their submitted scheme.
170. The submission was carefully considered against the urban design study. It is considered that the proposed changes by the landowner does not have strategic and site-specific merit to justify amending the planning controls for the two sites beyond what was exhibited.
171. The 45 metre maximum height profile along Bourke Road as proposed within the planning proposal is appropriate for the width of the street. Increasing the height would reduce the prominence of taller buildings that define the intersection between Bourke Road and Botany Road.
172. Given the above, the proposed floor space ratio is appropriate and creates an appropriate relationship with the potential envelope that allows for building articulation and large tree planting in deep soil.
173. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.

5-7 Bourke Road Alexandria, Alexandria (Submission site 9)

174. The planning proposal, as exhibited, retained the maximum building height of 35 metres. The planning proposal did not alter the FSR on the site.
175. The exhibited DCP proposes a small area of open space to the east, at 189 Wyndham. This is a change to the context that the competition winning scheme for 5-7 Bourke was designed to respond to.
176. The submission seeks to increase the building height control on the site from 35 metres to 45 metres for the properties between Bourke Road and Sheas Creek, up to the future alignment of the McCauley Street extension. The rationale given is to increase the flexibility of built form outcomes for these sites to better interface with the liveable green network and the new open space that will be delivered in future.
177. The submission also requests consideration for the impact of the placement of public domain at 189 Wyndham Street on the approved development application at 5-7 Bourke Road, which was based on having no open space interface to the east of the site.
178. The architects that prepared the previous development application for the site have reviewed the planning proposal on behalf of the landowner and provided their feedback on the planning proposal and draft DCP.

Response:

179. City staff met with the landowner about the submission to understand the matters raised.
180. In response to the submission, an amendment has been made to the draft proposal to increase the building height control from 35 metres to 45 metres for both 5-7 Bourke Road and 11-13 Bourke Road.
181. With a different boundary condition, the building at 5-7 Bourke could be designed with three open sides, and a better interface with the new open space at the eastern boundary.
182. The additional building height to 5-7 Bourke was requested to provide for access to a roof terrace, and to allow floor space to be reconfigured to provide internal voids within the building, or increased setback from the eastern boundary.
183. An increase in building height as requested would match the maximum height proposed to the opposite side of Bourke Road, to the south, and the adjacent site to the east, at 189 Wyndham.
184. The maximum building height control for 11-13 Bourke Road, the neighbouring site to the west is proposed to also increase to align with 5-7 Bourke, as the two sites are separated from other sites in the precinct, by existing and proposed roads, and the liveable green network to the north.

185. The increase in height of building controls, from 35 metres to 45 metres to match the maximum height on the south side of Bourke Road, is not considered to have unreasonable additional impact. The properties are situated to the north of Bourke Road and any additional overshadowing will fall on the road and the commercial development opposite. No additional unfavourable wind conditions are likely to result. The sites are separated from neighbours on all other sides, to the north by the liveable green network, west by a proposed street and open space and east by a proposed open space. The increase in height of building control will not create significant additional building bulk and is envisaged to be used mainly to allow lifts and stairs to provide access to the roof of the future buildings.

Connector Road - City of Sydney submission (Submission site 10)

186. A submission was received from the City of Sydney as a key landowner in the precinct. The submission requested changes to the zoning of two portions of land from B7 - Business Park to SP2 - Infrastructure, with corresponding amendments to the land reservation acquisition map and amendments to clauses within Sydney LEP to enable the zoning change. The purpose of this change would be to facilitate a future land acquisition to enable delivery of the east-west connector road.
187. The submission also noted some of the maps in the planning proposal and draft DCP showed an incorrect alignment of the east-west connector road. A draft subdivision plan for the road was provided showing its current alignment.

Response:

188. The request to amend this planning proposal to change the zoning of parts of the east-west connector road to SP - Infrastructure is not able to be implemented at this time. Such a change would require a re-exhibition of the planning proposal to ensure affected landowners have adequate opportunity to consider the proposal and respond to it. It is noted the City is currently preparing its comprehensive review of the planning controls, which is intended to be reported to Council later this year. This matter has been referred for consideration in preparing that planning proposal. If changes to zoning of the subject sites are recommended to, and endorsed by Council, it is likely to be exhibited later this year.
189. It is acknowledged the draft subdivision plan for the east-west connector road rests slightly south of the alignment shown in the exhibited draft DCP maps. It is proposed to amend this alignment in the draft DCP maps to show the correct location of the road. Refer to Figure 8, which illustrates the difference between the current and the new alignment.
190. On the publicly exhibited maximum height of buildings map in the planning proposal, the alignment of the road is also proposed to be corrected. The heights on the surrounding properties are to remain as shown in the body of the planning proposal report, which is shown at Figure 5 of this report. This is consistent with the urban design study that was exhibited with the planning proposal.
191. The exhibited FSR map in the planning proposal showed the full alignment of the road in error. There is no requirement that the location of the road be shown on this map. However, it is the northern boundary of the road that delineates where Area 9 (that allows for an additional 1.5:1 community infrastructure floor space) and Area 6 (that allows for an additional 0.5:1 community infrastructure floor space) applies to land.

192. It is proposed to amend the FSR map so it shows the correct alignment of the northern boundary of the east-west connector road only, with the southern alignment of the road deleted. The FSRs on the surrounding properties are to remain as shown in the body of the planning proposal report (as shown at Figure 6 of this report). This is consistent with the urban design study that was exhibited with the planning proposal.

Submissions from public authorities

Heritage NSW

193. Heritage NSW noted that the precinct is adjacent to the State Heritage listed 'Yiu Ming Temple' located at 16-22 Retreat Street, Alexandria, but that there are no identified impacts on this, or any other items listed on the State Heritage Register.

Response:

194. Prior to public exhibition, and in accordance with the requirement of the Gateway Determination, the City prepared a heritage impact assessment to consider the impacts of the planning proposal.
195. The submission is noted. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.

Transport for NSW

196. Transport for NSW provided a submission noting that the traffic and transport assessment attached to the planning proposal did not provide a quantitative assessment of the increase in travel demand on the transport network associated with the planning proposal. It also stated that measures to support future transport mode use had not been considered.
197. Key elements of the submission include assessing the cumulative impact, detail on how local parking provisions would support the mode share targets identified in the City's transport assessment and developing further recommendations that will support the area to achieve the City's targets for future transport mode use.

Response:

198. Prior to public exhibition, and in accordance with the requirement of the Gateway Determination, the City prepared a traffic and transport assessment to consider the impacts of the planning proposal.
199. City staff met with Transport for NSW and the Department on 7 April 2022 to discuss the matters raised in the submission and to question the need for additional traffic and transport analysis, noting additional studies will be undertaken as successive sites lodge development applications to ascertain any impact on intersections arising as a result of the development.
200. The planning proposal and draft DCP allows additional density in an area located close to public transport, with the precinct being mostly within 400 metres of Green Square Train Station and within 800 metres of the future metro station at Waterloo.

201. The planning proposal and draft DCP make significant improvement to accessibility across the precinct, which is currently highly constrained. These improvements include more through site links that connect people to public transport at Waterloo Metro and the Green Square Train Station, and to recreation opportunities and services being provided in the Green Square Town Centre and the surrounding areas outside the precinct.
202. The City and Transport for NSW together have a significant plan of projects and actions to improve connectivity in and around this precinct and to promote sustainable transport use, including:
- (a) Green Square and Waterloo Transport Action Plan – Transport for NSW and the City jointly engaged a consultant to undertake a review of connectivity in the area of Green Square and Waterloo and develop an action plan up to 2024 and the opening of the metro;
 - (b) speed reduction – Transport for NSW and the City have been working together on a plan to reduce the majority of roads within the City area to 40km/h;
 - (c) cycleways – Transport for NSW will roll out major cycle links across the local government area, with the City continuing to plan and implement local connections. Key routes affecting this precinct include Bowden Street and some of McEvoy Street;
 - (d) behaviour change – Transport for NSW and the City have recently prepared a behaviour change campaign in Green Square and the surrounding area. This is aimed at getting people to travel by more sustainable methods. This is an example of the sort of programs that the City commonly run in urban renewal precincts;
 - (e) maximum parking rates - in its planning controls the City establishes a maximum parking rate based on the accessibility of a site to public transport and service. The approach is intended to promote public transport use in favour of driving and parking to a destination. It is noted the City is currently preparing updated parking controls for the local government area as part of its comprehensive review of the planning controls, which will be reported to Council in mid-2022. These controls will be an evolution of the existing land use and transport integration maps that are currently in Sydney LEP;
203. While there will be some additional vehicle trips associated with the precinct, this is expected to be offset by additional capacity for traffic due to the Westconnex project and new bus routes created by the east-west connector road.
204. The City's initiatives to support traffic and transport in the area are not static or focussed around one precinct. As movement patterns adapt to the completion of significant infrastructure in the area, current initiatives will be reviewed and updated to ensure they are most effective at supporting future transport mode use.
205. The City wrote to Transport for NSW on 12 April 2012, noting the above and seeking clarification on whether additional traffic and transport analysis is required. Transport for NSW responded with an update to their submission on 27 April 2022, recognising the work of the City and Transport for NSW to implement improvements to the pedestrian and active transport network around the subject site and make a positive contribution to mode-share targets. Transport for NSW state that they have no further comments on this planning proposal.

206. No changes to the planning proposal and draft DCP, as exhibited, are recommended in response to this submission.

Changes to the Planning Controls following Exhibition

207. Following consideration of submissions, the following post-exhibition changes are proposed to the planning proposal and draft DCP as it was exhibited:

- (a) following a review of the submission from the landowners for 5-7 Bourke Road, the proposed building height controls for 5-7 Bourke Road, 9-13 Bourke Road and 13a Bourke Road have been amended to 45 metres. This is an increase of 10 metres from what was originally proposed. The rationale for this change is based on providing additional flexibility for a built form outcome, so that a better interface with the liveable green network can be achieved and that the height is consistent with the adjacent site to the east.
- (b) adjustment of the alignment of the City's east-west connector road between Bourke Road and O'Riordan Street as shown in planning proposal and draft DCP, to reflect the current planned alignment of the road (subdivision is imminent);
- (c) clarification on how the FSR and building height maps relate to the future east-west connector road, noting the publicly exhibited maps were unclear as to what community infrastructure floor space was available on that land; and
- (d) removal of some sites in North Alexandria from the height in storeys map in the draft DCP in accordance with the urban design study recommendations. This change will provide flexibility for future development to provide for different business uses but still within the total building height in metres controls in the Sydney LEP.

Employment Lands Strategy

208. The City of Sydney Employment Lands Strategy 2014 - 2019 has guided development and change in the City's enterprise areas since 2014. The Strategy has successfully ensured the retention of industrial uses and urban services, while providing opportunities for evolving businesses and new industries.

209. The NSW Government is undertaking significant review of its employment lands policies, including:

- (a) Industrial Lands Policy review by the Greater Cities Commission. This review is underway, has released draft guiding principles and is due to be implemented later in 2022;
- (b) Employment Zones Reform by the Department. Public exhibition of an Explanation of Intended Effect by the Department is imminent, with implementation is due to be completed by the end of 2022;
- (c) Employment Land Strategy Guidelines. The Department is expected to adopt and implement the final Guidelines within the first half of 2022 which councils will then use to prepare Employment Land Strategies which guide updates to planning controls; and
- (d) Greater Cities Commission revised region and district plans in 2023/2024.

210. Given the shifting policy landscape, it is not appropriate at this time to propose for public exhibition an updated strategy for the City's enterprise areas until key state government policies have been resolved.
211. This report recommends Council note the City of Sydney Employment Lands Strategy 2014 - 2019 will continue to guide development in the City's enterprise areas until an updated strategy is prepared and publicly exhibited.

Key Implications

Strategic Alignment - Greater Sydney Commission Region Plan and District Plan

212. A Metropolis of Three Cities – The Region Plan is the Greater Sydney Commission's strategic plan for Greater Sydney. It is a 20-year plan with a 40-year vision, seeking to transform Greater Sydney into a metropolis of three distinct but connected cities: the Eastern Harbour City, the Central River City and the Western Parkland City. The overarching aspirations of the strategy are:
- (a) Liveability;
 - (b) Productivity;
 - (c) Sustainability; and
 - (d) Infrastructure and collaboration
213. The planning proposal is consistent with the following objectives of the Region Plan:
- (a) Objective 9: Greater Sydney celebrates the arts and supports creative industries and innovation – the planning proposal facilitates additional capacity for creative industries and supports the night-time economy through the enhancement of the existing 24 hour precinct at North Alexandria.
 - (b) Objective 11: Housing is more diverse and affordable – the planning proposal retains the ability of North Alexandria to support future affordable housing developments run by community housing providers.
 - (c) Objective 13: Environmental heritage is identified, conserved and enhanced – the planning proposal builds upon the existing built heritage and fine grain character of North Alexandria.
 - (d) Objective 15: The Eastern, GOP and Western Economic Corridors are better connected and more competitive – the planning proposal strengthens the economic competitiveness of Green Square by providing additional employment capacity near existing and new public transport infrastructure including the Waterloo Metro station.
 - (e) Objective 22: Investment and business activity in centres – the proposal facilitates significant investment and business activity in strategic centres to provide jobs growth.

- (f) Objective 23: Industrial and urban services land is planned, retained and managed – the planning proposal provides capacity for commercial, mixed light industry, new economy and creative uses, reducing demand pressure on nearby industrial lands.
 - (g) Objective 24: Economic sectors are targeted for success – the planning proposal delivers a planning response to foster innovation, new knowledge-intensive jobs and business opportunities in response to key economic trends and drivers identified in the Review. It also supports growth in the visitor economy by supporting the late-night destination within the north of North Alexandria.
 - (h) Objective 30: Urban tree canopy cover is increased – this planning proposal protects existing trees and creates opportunities for tree planting and tree canopy growth.
214. The District Plan sets out the Greater Sydney Commission’s vision for the Eastern City District, of which the City of Sydney is a part. This planning proposal is consistent with the following planning priorities of the District Plan:
- (a) Planning priority E7: Growing a stronger and more competitive Harbour Central Business District. This planning proposal delivers additional employment floor space in an area strategically connected between the Harbour Central Business District and other parts of the Eastern Economic Corridor, and the Enterprise Area.
 - (b) Planning priority E11: Growing investment, business opportunities and jobs in strategic centres. This planning proposal will accommodate an extra employment floor space within and on the edge of the Green Square-Mascot strategic centre, supporting the Harbour Central Business District. This contributes to the target set by the District Plan for between 75,000 and 80,000 jobs in this precinct by 2036, up from a baseline of 59,500 in 2016.
 - (c) Planning priority E12: Retaining and managing industrial and urban services land. This priority specifies that all industrial land should be retained and safeguarded from competing pressures, especially residential and mixed-use zones. The value of industrial land is discussed, extending beyond simply the number of jobs the land provides. The planning proposal does not propose to rezone any industrial or urban services land, with no mixed-use or residential development proposed. New supply of office and other employment uses close to Green Square station will reduce displacement pressures associated with office locating in other parts of the southern enterprise area.

Strategic Alignment - Sustainable Sydney 2030

215. 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. This plan is aligned with the following strategic directions and objectives:
- (a) Direction 1 - A Globally Competitive and Innovative City - the proposal for North Alexandria will support growth and change in a key economic area, a competitive, prosperous and inclusive city economy, an integrated network of sectors, markets and high performing clusters, and the City’s global position and attractiveness as a destination for people, business and investment.

- (b) Direction 2 provides a road map for the City to become A Leading Environmental Performer - the draft DCP facilitates a network of accessible, safe, connected pedestrian and cycling paths integrated with green spaces.
- (c) Direction 3 - Integrated Transport for a Connected City - North Alexandria will take advantage of the future Waterloo Metro station as well as its proximity to Green Square Station, as well as road connectivity improvements currently underway.
- (d) Direction 4 - A City for Walking and Cycling - The planning proposal and draft DCP seeks to provide walkable places at a human scale with active street life. It aims to co-locate a range of office and enterprise spaces, cultural, creative and entertainment uses close to public transport to encourage pedestrian activity.
- (e) Direction 6 - Resilient and inclusive local communities - The planning proposal will increase business diversity in the area, providing new floor space for office, enterprise, cultural and creative uses, entertainment and other employment uses. This will continue long-term activation in North Alexandria, contributing to the day and night-time economies.
- (f) Direction 7 - A Cultural and Creative City - The draft DCP and planning proposal will make creativity a consistent and visible feature of the public domain and produce a distinct cultural precinct in the fine-grain, heritage rich North Alexandria.
- (g) Direction 8 - Housing for a Diverse Population - the draft planning proposal retains the existing affordable housing provisions that apply to North Alexandria.
- (h) Direction 9 - Sustainable Development, Renewal and Design - The planning proposal is consistent with the principle of transit-oriented development by co-locating employment opportunities in an accessible location.

Strategic Alignment - Local Strategic Planning Statement - City Plan 2036

216. The City's Local Strategic Planning Statement - City Plan 2036 sets the land use planning strategy for the city which is required to align with the Region and District Plans. The City's planning controls are then required to give effect to the strategic plans. The plan is aligned with the following components of productivity action 3.1:

- (a) P3.1A - retaining and managing the southern enterprise area for industrial and urban services uses while enabling business opportunities which reinforce the economic role of the Strategic Centre. The proposal for North Alexandria grows office and flexible enterprise floor space on the western edge of Green Square centre, reinforcing its economic role. Increased capacity for office floor space in North Alexandria supports the role of the broader southern enterprise area for industrial and urban services uses.
- (b) P3.1C - identifying and supporting opportunities for cultural activities and enterprise uses to grow in appropriate locations. The proposal for North Alexandria is focussed on supporting cultural and enterprise uses.
- (c) P3.1D - undertaking precinct-based planning to investigate appropriate land use and built form controls to facilitate desirable non-residential uses within B7 zoned land in North Alexandria. The planning proposal is based upon precinct-based planning for this purpose.

- (d) P3.1E - reviewing the permissibility of shop-top housing along Botany Road, south of Green Square Town Centre. The planning proposal has reviewed the permissibility of this use and recommended no change to the existing approach.

Relevant Legislation

- 217. Environmental Planning and Assessment Act 1979.
- 218. Environmental Planning and Assessment Regulation 2000.

Critical Dates / Time Frames

- 219. The Gateway Determination of 13 September 2021 requires that the amendment to Sydney LEP 2012 is completed within 12 months.
- 220. The Council has not been given delegation to make the local environmental plan as Council is the landowner for a number of lots within the precinct.
- 221. If approved by Council, the planning proposal will be forwarded to the Department of Planning and Environment with a request to draft and publish the LEP. The amendment to Sydney DCP 2012 will come into effect on the same day as the amendment to Sydney LEP 2012.

GRAHAM JAHN AM

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