

## Item 7.

### Public Exhibition - Planning Proposal: 225 to 279 Broadway, Glebe - Sydney Local Environmental Plan 2012

File No: X001999

#### Summary

This report seeks Council's approval to exhibit a Planning Proposal to change the planning controls for 225 to 279 Broadway, Glebe. The proposed controls create an opportunity to revitalise this prominent block in a way that responds to surrounding heritage buildings and Victoria Park and contributes to the important business, education and health uses in the identified Camperdown-Ultimo health and education precinct.

The site extends from the corner of Glebe Point Road and Broadway to the Former Grace Brothers Building (Broadway Shopping Centre). Broadway is a major transport corridor, a gateway to the city centre and Glebe, and part of an 'innovation corridor' identified by the Greater Sydney Commission that stretches from the western and southern fringes of Central Sydney through to Camperdown.

The proposal to change the controls was initiated by a Council resolution to consider potential changes to the controls, as well as requests to prepare Planning Proposals from land owners within the precinct.

The proposed controls encourage suitable strategic, commercial, hotel, health, education and cultural and creative uses with additional floor space. The proposed controls set a new height limit that responds to the height of heritage items, transitions to the Glebe Point Road Conservation Area, protects Victoria Park from overshadowing and manages the significant fall in land. A new heritage item is also proposed at 255 Broadway.

The report recommends Council approve the Planning Proposal for public exhibition and seek a Gateway Determination from the Greater Sydney Commission.

#### Recommendation

It is resolved that:

- (A) the Central Sydney Planning Committee approve Planning Proposal: 225 to 279 Broadway, Glebe, shown at Attachment A to the subject report, for submission to the Greater Sydney Commission with a request for a Gateway Determination;
- (B) the Central Sydney Planning Committee approve Planning Proposal: 225 to 279 Broadway, Glebe for public authority consultation and public exhibition in accordance with any conditions imposed under the Gateway Determination;

- (C) the Central Sydney Planning Committee note the recommendation to Council's Transport, Heritage and Planning Committee on 12 March 2018 that Council seek authority from the Greater Sydney Commission to exercise the delegation of the Greater Sydney Commission of all their functions under section 3.31 of the Environmental Planning and Assessment Act 1979 to make the local environmental plan as amended by Planning Proposal: 225 to 279 Broadway, Glebe;
- (D) authority be delegated to the Chief Executive Officer to make any minor variations to Planning Proposal: 225 to 279 Broadway, Glebe following receipt of the Gateway Determination; and
- (E) the Central Sydney Planning Committee note the recommendation to Council's Transport, Heritage and Planning Committee on 12 March 2018 that Council request a draft site specific Development Control Plan for 225 to 279 Broadway, Glebe be prepared and reported to Council for its consideration prior to exhibition of the planning proposal.

## **Attachments**

**Attachment A.** Planning Proposal: 225 to 279 Broadway, Glebe

## Background

1. The City regularly reviews its planning controls to achieve local and State planning aims. The sites at 225 to 279 Broadway, Glebe (the site) present opportunities for revitalisation and to deliver on the City's and the State's planning aims related to the Ultimo-Camperdown health and education precinct, tourism, heritage and sustainability.
2. In March 2012, Council and the Central Sydney Planning Committee resolved to consider preparing a planning proposal for 263 Broadway, Glebe in response to a submission made during the exhibition of the Draft Sydney Local Environmental Plan 2012 (the LEP).
3. In March 2015, the City received a proposal on behalf of the owner of 263 Broadway to increase the floor space ratio from 2:1 to 3.5:1 (residential) and 4.5:1 (commercial) and the height from 18m to 27m. In June 2015, the City also received other enquires from land owners in the site about potential changes to planning controls.
4. Given the Council resolution, interest from land owners and the opportunities to deliver on planning aims, the City carried out a review of the planning controls for 225 to 279 Broadway, Glebe, comprising the sites along Broadway from the corner of Glebe Point Road to the Former Grace Bros Building.
5. This report seeks Central Sydney Planning Committee approval of a planning proposal to change the height and floor space ratio controls for the site and to request the Greater Sydney Commission provide a Gateway Determination to allow public exhibition. The report notes a site specific development control plan will be prepared prior to exhibition of the planning proposal.
6. In 2016, the City engaged Architectus to review the planning controls, test the suitability of residential uses, consider heritage issues and develop options for an urban design approach for renewal of the site. The City carried out further work to develop preferred planning controls that will encourage the revitalisation of the block for strategic uses and with a built form that responds to the character of the area.

## Site and context

7. The site is located at 225 to 279 Broadway, Glebe from the corner of Glebe Point Road to the Former Grace Bros Building and is made up of 13 separate lots. The site is shown outlined in blue in Figures 1 and 2. A photo of the site is at Figure 3. The total area is approximately 4,750m<sup>2</sup> and the lots range in size from 151m<sup>2</sup> to 1,216m<sup>2</sup>. Most lots within the site are under individual ownership, with the exception of 257-259 Broadway and 233-245 Broadway, which are multiple lots under single ownership. The site has a southern frontage to Broadway and a northern frontage to Grose Street. Grose Street is a narrow street providing servicing to the site and the Broadway Shopping Centre to the north. The land falls along the Broadway frontage from the west to the east and also to the north from Broadway to Grose Street. The fall from Broadway to Grose Street is significant being about one to two levels. The buildings are generally two to four storey modified Victorian, Federation and Inter-war period commercial buildings. The buildings accommodate a mix of retail, office, commercial, educational and institutional uses.





Figure 3: View of the site outlined in red looking west along Broadway

8. The site is in a prominent location relative to the city and the intersection of Broadway and Glebe Point Road is a gateway to Glebe. The site is located within the Camperdown-Ultimo health and education precinct which features the University of Sydney, the University of Technology Sydney, University of Notre Dame, Sydney Institute of Technology and RPA Hospital. Victoria Park is opposite the site across Broadway. Broadway is a major arterial road, carrying high volumes of vehicular and pedestrian traffic and providing potential for a highly visible and active frontage. The Glebe Point Road retail area and heritage conservation area starts at the western end of the site. Glebe Point Road is characterised by two storey, fine grain Victorian and Federation retail buildings. Broadway Shopping Centre to the north occupies most of the block between Grose Street and Francis Street. It has a height of about 25m consisting of four large commercial storeys. The main loading and servicing docks for the centre front Grose Street.

#### Current planning controls

9. The site is zoned B2 Local Centre. The objectives of the zone are to provide a range of retail, business, entertainment and community uses, to encourage employment opportunities and maximise public transport patronage and to encourage walking and cycling. The objectives allow for appropriate residential uses to support the vitality of the local centre.
10. The site has a maximum floor space ratio (FSR) of 2:1 and a maximum building height of 18m, which allows about four to five storeys.

11. The Glebe Point Road Heritage Conservation Area extends from the western end of the site, partially encroaching the site. Two heritage items are located nearby, including the University Hall to the west of the site, across Glebe Point Road, and the Former Grace Bros building to the east of the site, which is part of the Broadway Shopping Centre. The site is within a 'City Living' late night trading precinct and requires an 'active street frontage' to Broadway under Sydney Development Control Plan 2012.

### **Strategic Context**

12. The site has access to a wide range of employment, transport, retail, entertainment, medical, education, cultural, sporting, recreation and other services and amenities. Surrounding land uses comprise a mix of educational and institutional, retail, commercial and residential uses. The area is also home to many students.
13. The site is located in the Camperdown-Ultimo Collaboration Area identified in the Greater Sydney Commission's Draft Eastern City District Plan. The area is shown at Figure 4. The Camperdown-Ultimo area is characterised by its health and education uses, including major institutions, such as Royal Prince Alfred Hospital, the University of Sydney, University of Technology, University of Notre Dame, Sydney Institute of Technology, TAFE Ultimo, Australian Technology Park and medical research institutions, along with smaller supporting businesses. The research institutes in the area include the Baird Institute, Brain and Mind Research Institute, Centenary Institute of Cancer – Medicine and Cell Biology, George Institute for Global Health and the Woolcock Institute of Medical Research. This Collaboration Area is part of the Innovation Corridor which has emerged along the western and southern fringes of Central Sydney through to Camperdown. The area is one of the largest and most comprehensive health and education precincts in Greater Sydney. This area is an important location for knowledge-intensive jobs, innovation and service delivery.



Figure 4: Camperdown-Ultimo Collaboration Area with site circled in red (Source: Draft Eastern City District Plan, Greater Sydney Commission, 2017)

## Key Implications

### Proposed change to planning controls

14. It is proposed to change the planning controls to encourage renewal and revitalisation of the site with strategic land uses that support the Camperdown-Ultimo health and education precinct, protect heritage and establish a built form that responds to the character of the area and protects sun access to Victoria Park. The proposed controls are described in the Planning Proposal at Attachment A.

15. To deliver this outcome it is proposed to:
- (a) apply a new height control that establishes a street wall upper limit and upper level setbacks consistent with heritage buildings and manages the change in levels between Broadway and Grose Street;
  - (b) apply a floor space incentive that encourages strategic land uses, improved sustainability targets and activation of Grose Street; and
  - (c) list a building that has heritage significance.
16. The built form envelope based on the proposed controls is shown in Figure 5 below.



Figure 5: Proposed built form envelope with the site shown white

17. These proposed changes are to:
- (a) amend the maximum height of buildings from 18m to a range of heights, including:
    - (i) 28.3m RL - 38m RL for the site known as 277-279 Broadway Glebe; and
    - (ii) 38m RL, 39.3m RL and 40m RL for the remainder of the site;
  - (b) include a site-specific clause specifying that the floor space ratio for the site may exceed the maximum by up to:
    - (i) 1.6:1 for development that is for a commercial premises, educational establishment, entertainment premises, health services facility, hotel or motel accommodation, information and education facility or light industry;
    - (ii) 1:1 for development that is for a boarding house used for student accommodation;
    - (iii) provided the development:
      - a. does not include any other forms of residential accommodation

- b. achieves a NABERS energy rating of:
  - i. 5.5 stars minimum for any commercial office component; and
  - ii. 4.5 stars for any hotel component; and
- (iv) provides an active street frontage to Grose Street; and
- (c) list the building at 255 Broadway, Glebe as a Heritage Item.

## Issues

### Height and built form

18. The proposed height controls aim to set a street wall height limit consistent with heritage buildings, enable setback upper level development that does not detract from the street wall, protect Victoria Park from overshadowing and manage the substantial fall in land from Broadway to Grose Street.
19. The proposed street wall upper height is set at 38 RL on Broadway, which is consistent with the heights of heritage buildings at 281-285 Broadway (University Hall), 255 Broadway (Former International Harvester Company of America Building) and 213 Broadway (Former Grace Bros Building), which range from 37.61m to 38.75m. This approach establishes a strong corner presence and gateway to Glebe Point Road and a consistent street wall along this part of Broadway. The proposed street wall height is similar, but higher, than the existing 18m height control. The existing and proposed height controls are illustrated in Figure 6.

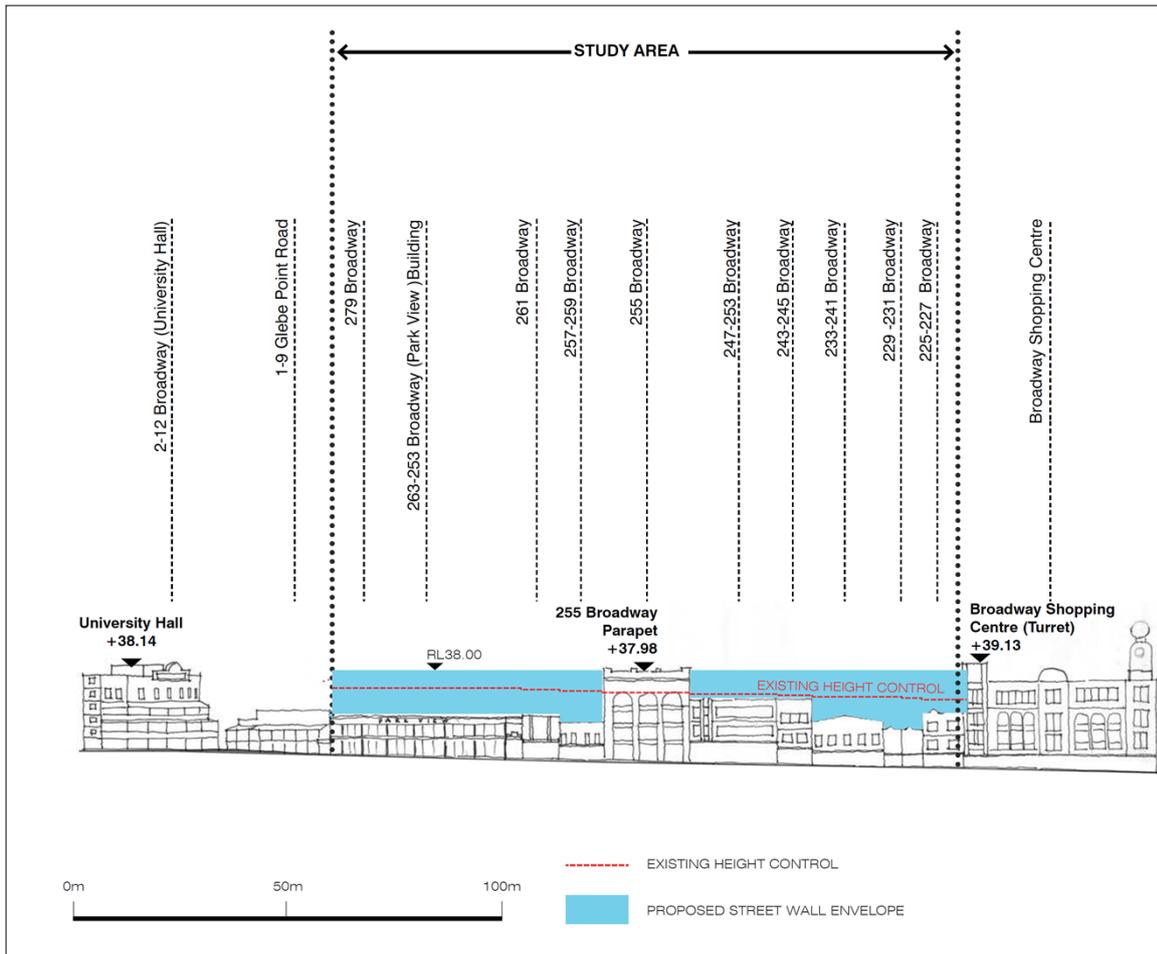


Figure 6: Existing and proposed height controls

20. The heights for an upper level are then set back 4 metres, to a height of 39.3 RL, and 8 metres, to a height of 40m RL, so the upper level does not detract from the prominence of the street wall and heritage buildings.
21. Both the street wall and setback level heights protect sun access to Victoria Park with minor encroachment of shadows to the footpath and Broadway edge of the park in mid-winter from mid-afternoon. This edge features the large fig trees which currently shade the area but will still receive sun.
22. The building heights have also been stepped down and setback at the western end of the site at 263-279 Broadway to provide a transition to the two storey scale of the Glebe Point Road Heritage Conservation Area.
23. The heights are proposed to be an RL, or a fixed level above sea level, and not a relative height in metres above ground level. This is to manage the change in levels between Broadway and Grose Street, as shown in Figure 7. A height in metres control is measured from the ground level so the maximum height is relatively less on the Grose Street frontage despite there being no impact from the height in that location. The proposed RL is similar to the existing 18m height, but will enable appropriate development on the Grose Street frontage and also establish the consistent street wall on the Broadway frontage.

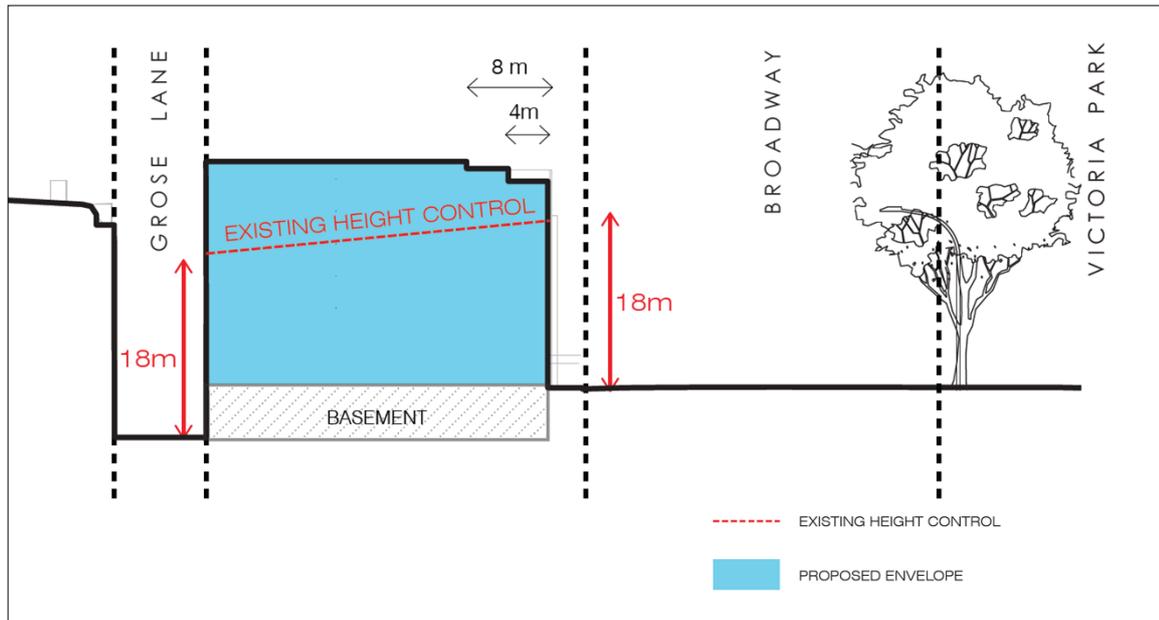


Figure 7: Section comparing existing and proposed height control showing the change ground level

#### Land use and floor space ratio

24. The proposed floor space ratio controls retain the existing mapped control of 2:1 and provide the possibility of additional floor space as an incentive for land uses that support the aims for the Camperdown-Ultimo Collaboration Area and the City's objectives for cultural, night-time and creative uses. The Draft Eastern City District Plan includes actions 25 and 26 to support innovation corridors and health and education precincts through the supply of affordable and scalable spaces, co-location of businesses, access to affordable, diverse and multi-purpose housing options, supporting a strong night time economy and attracting associated businesses, industries and research. The incentivised land uses include commercial premises, educational establishment, health services facility, hotel or motel accommodation, light industry, information and education premises and boarding houses used for the purposes of student accommodation.
25. The floor space incentive will enable about 4:1 to be achieved consistently within the proposed height control and across all lots in the block, inclusive of any other bonuses, such as up to 10 per cent design excellence, that may be awarded. The FSR is based on urban design testing and excludes any floor space below the level of Parramatta Road to accommodate changing levels. The incentive for boarding houses used for the purpose of student accommodation is less because a 20 per cent bonus is possible under the NSW Government's State Environmental Planning Policy (Affordable Rental Housing) 2009. The floor space incentive will only be awarded where the development meets relevant sustainability targets and the proposal has considered the activation of Grose Street.
26. Residential accommodation, except for boarding houses used for the purposes of student accommodation, is excluded from the incentive. The site's suitability for long term residential accommodation is significantly affected by road noise from Broadway, plant and servicing noise from Broadway Shopping Centre and the limited sun access, given the height of Broadway Shopping Centre and the narrow width of Grose Street. Urban design testing found that little additional floor space could be achieved if a residential development was to meet the requirements of the Apartment Design Guide.

27. It is not proposed to apply an affordable housing target in the planning proposal. The planning proposal aims to support the businesses and associated uses in the Camperdown-Ultimo health and education precinct. The Greater Sydney Commission's affordable housing target under the Draft Greater Sydney Region Plan is applied to residential floor space and not business floor space, the City's Affordable Housing Planning Proposal is valued on typical residential floor space and not student accommodation and no program has been developed for this area yet. If the City's Affordable Housing Planning Proposal progresses, a levy may be applied to all development at development application stage in accordance with that proposal.

#### Heritage

28. As discussed, the proposed height controls establish a built form that is sympathetic to the nearby heritage items and transitions to the Glebe Point Road Conservation Area.
29. In addition, it is proposed to list the building at 255 Broadway as a heritage item. 255 Broadway, or the Former International Harvester Company of America Warehouse and Showroom, is a five storey former warehouse constructed in 1906 in the Federation Free Style. The building features three distinct bays with arched tops, a rock faced stone base and brick piers. The building is currently used for retail, office and educational uses. A photo of the building is at Figure 8.



Figure 8: Proposed heritage item at 255 Broadway

30. A heritage assessment of the site, included as part of the planning proposal at Attachment A, has found that the building has local historic, aesthetic and representative significance. The statement of significance for the site is:
- “No. 255 Broadway, Glebe, has local historic and aesthetic significance as part of the pattern of warehouses and stores that characterised the western part of the City of Sydney in the late nineteenth and early twentieth centuries. Design by Robertson and Marks, one of the leading commercial architects of the period and built c.1906 it is a good example of the Federation Free style, with finely detailed Romanesque Style entrance.”
31. The existing building has limited opportunity to increase its height or floor space, as it exceeds the existing height and is similar to the proposed height control. Despite the proposed listing, it is unlikely the building would have been able to take advantage of the proposed new planning controls.
32. An internal inspection was not undertaken during the assessment. It is assumed at least some structure remains and modern office fit outs have been constructed. At this time it is proposed to include the interiors in the listing however this may be reviewed if further information is provided during exhibition.

### **Strategic Alignment - Sustainable Sydney 2030 Vision**

33. 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 planning proposal is aligned with the following SS2030 strategic directions and objectives:
- (a) Direction 1 - A Globally Competitive and Innovative City – the planning proposal incentivises strategic land uses that will contribute to the Camperdown-Ultimo health and education collaboration area.
  - (b) Direction 2 provides a road map for the City to become A Leading Environmental Performer – the planning proposal encourages improved environmental performance by applying NABERS ratings for commercial and hotel uses.
  - (c) Direction 7 - A Cultural and Creative City - the planning proposal incentivises strategic land uses that support cultural, night-time and creative uses.
  - (d) Direction 9 - Sustainable Development, Renewal and Design – the planning proposal establishes a built form that responds to the heritage of the area, conserves a significant building and protects the sun access to public open space.

### **Relevant Legislation**

34. Environmental Planning and Assessment Act 1979, Division 3.4.

**Public Consultation**

35. If Council and the Central Sydney Planning Committee approve the planning proposal, it will be forwarded to the Greater Sydney Commission with a request for a Gateway Determination to allow public exhibition.
36. The planning proposal will be publicly exhibited in accordance with the Gateway Determination. The Gateway Determination will set the minimum number of days for public exhibition. A draft development control plan will be prepared for exhibition alongside the planning proposal.
37. The City will notify the public of the exhibition on the City's website, in newspapers that circulate widely in the area and in writing to the land owners, relevant community groups and stakeholders near the site. Exhibition documents will be made available for viewing on the City of Sydney website and at the One Stop Shop at Town Hall House.

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