

**Carter Street Lidcombe
Urban Activation Precinct**

Appendix C

Consideration of planning policies and strategies

February 2014



**Planning &
Infrastructure**

Consideration of planning policies and strategies

This appendix provides an assessment of the consistency of the proposal for the Carter Street Urban Activation Precinct with the aims and objectives of the relevant planning policies and strategies.

NSW 2021

NSW 2021 is the government's 10 year strategic business plan. The plan sets priorities within a framework of 32 goals and 180 targets to guide resource allocation in conjunction with the NSW budget. A key goal of *NSW 2021* is 'to build liveable centres'. The development of the precinct, which forms part of the broader Sydney Olympic Park Specialised Precinct, in accordance with the provisions contained within the site specific DCP, including the public domain and built form provisions, promotes the achievement of this goal and will ensure the delivery of a liveable, vibrant community.

Draft Metropolitan Strategy for Sydney to 2031

The *Draft Metropolitan Strategy for Sydney to 2031* (draft strategy) contains five aims, of which three focus on housing and jobs are therefore of relevance to the precinct:

- *balanced growth*
- *liveable city*
- *productivity and prosperity.*

By focussing growth close to jobs, services and public transport, protecting and enhancing the natural environment, including integration with the adjacent recreation facilities at the Sydney Olympic Park, and completing the local pedestrian and cyclist network and strengthening the case for improved rail, bus and ferry connections, development of the precinct is consistent with the other following aims of the draft strategy:

- *healthy and resilient environment*
- *accessibility and connectivity.*

Balanced growth

Objective 1: *Develop a new Land Release Policy and make new areas available for housing and jobs*

Sydney needs an additional 545,000 homes between 2011 and 2031. To accommodate this growth, the draft strategy proposes a balanced approach that combines the release of urban renewal areas and land at the urban fringe, with increasing the number and density of housing units in established areas including land within the existing urban footprint.

The Carter Street Urban Activation Precinct is one such parcel of land within the existing urban footprint that has a number of features that present as opportunities for the provision of additional housing, including a central location near existing and emerging centres, highly desirable natural attributes and strong local market demand for high density housing. Furthermore, the proposal includes community infrastructure to support this growth, such as additional open space and community facilities.

Enabling parts of the Carter Street precinct to be developed for housing in accordance with the proposal is consistent with the following policies of the draft strategy.

- *More urban renewal areas will be made available to support the balanced growth of Sydney.*
- *Growth will be encouraged within the metropolitan urban area to reflect market demand.*

Objective 2: Strengthen and grow Sydney's centres

The Carter Street precinct forms part of the broader Sydney Olympic Park Specialised Precinct. The provision of a significant amount of additional housing adjacent to this growing centre will consolidate and strengthen its role as a major location for housing, jobs and recreation for Sydney.

This is consistent with the following policies and actions of the draft strategy.

- *Plan for housing growth in centres of all sizes.*
- *Encourage growth in all centres and Specialised Precincts within the Global Economic Corridor and extend its overall reach to Norwest and Parramatta.*

Objective 3: Make Sydney connected

The delivery of a significant amount of new housing in a high density form in a location that will be accessible to high frequency, high capacity public transport promotes improved connectivity in a number of ways, including:

- integrating land use and transport
- strengthening the case for the upgrade of rail, bus and ferry facilities
- providing local road network upgrades.

This is consistent with the following policy of the draft strategy.

- *Strategic Centres and Specialised Precincts will be the focus of improved transport services through cross city connections.*

Objective 4: Deliver strategic outcomes - nine city shapers

Under the draft strategy, the NSW Government will lead the planning for nine city shapers that will directly influence Sydney's successful growth to 2031.

Carter Street contributes to two city shapers, being the Parramatta Road Corridor and Sydney Harbour.

Development of the precinct will deliver a significant amount of new housing in a high density form supported by a high quality public domain and open space and movement networks.

This is consistent with the following priorities for Parramatta Road under the draft strategy:

- *deliver improved road connections through the WestConnex Motorway ensuring improvements allow for better links between local centres so they can flourish and attract new investment*
- *deliver stronger east-west connections along, and at grade north-south connections across, Parramatta Road*

- *focus on Sydney Olympic Park as a Specialised Precinct to be a major location for employment, high density housing, sports and entertainment*
- *use the planned regeneration (in Sydney Olympic Park Master Plan 2030) to better integrate Sydney Olympic Park into adjacent areas*
- *facilitate delivery of Urban Activation Precincts at Carter Street Homebush and Wentworth Point as part of the wider regeneration of Sydney Olympic Park*
- *create high quality places and spaces at key points along and adjacent to Parramatta Road*
- *plan for well-designed housing including smaller dwellings and apartments to ensure the Corridor achieves a higher population density that can stimulate business and retail investment*
- *plan for a viable and frequent public transport service the length of the corridor.*

The precinct will deliver new access to the Haslams Creek that flows into the Parramatta River and Homebush Bay. In addition, the development of a significant amount of new housing will strengthen the case for the upgrade of improved rail, bus and ferry services connecting the precinct with the Sydney and Parramatta CBDs.

This is consistent with the following priorities for Sydney Harbour under the draft strategy.

- *Increase opportunities for recreational access to the foreshore and waters, including those offered through property regeneration.*
- *Improve and expand ferry services throughout Sydney Harbour and along Parramatta River.*

Liveable city

Objective 5: Deliver new housing to meet Sydney's growth

The accelerated delivery of a significant amount of new housing in Carter Street through the Urban Activation Precinct program will help achieve housing delivery targets within the existing urban footprint and will be supported by infrastructure upgrades such as the provision of new public open space, new community facilities and local road upgrades.

This is consistent with the following policy and actions of the draft strategy.

- *We will plan for at least 273,000 additional homes by 2021 and 545,000 by 2031 and set minimum housing targets for each subregion.*
- *New housing will be encouraged in areas close to existing and planned infrastructure in both infill and greenfield areas.*
- *New Urban Activation Precincts will be facilitated and expedited around existing and planned public transport and infrastructure.*
- *Infrastructure will be delivered to support housing growth.*
- *The supply of housing in established urban areas and zoned release areas will be fast-tracked.*

Objective 6: Deliver a mix of well-designed housing that meets the needs of Sydney's population

Under the Development Control Plan, the precinct will provide additional high density housing to cater for the increased demand for smaller housing types and will achieve a range of design quality objectives and controls related to matters such as building design, solar access and visual and acoustic privacy.

This is consistent with the following policy and actions of the draft strategy.

- *We will plan for a range of housing types in Sydney to meet demand.*

Objective 7: *Deliver well-designed and active centres that attract investment and growth*

The precinct will include a village centre that will provide for daily shopping and services within a mix of uses and good links to the surrounding neighbourhood. It will consolidate and strengthen the Sydney Olympic Park Specialised Precinct. The Development Control Plan provides guidelines to ensure a high quality built form and public domain.

This is consistent with the following policy and actions of the draft strategy.

- *Existing centres will grow and change and new centres will be supported.*
- *Retail, employment, cultural and social infrastructure will be included in centres undergoing growth and renewal.*
- *New centres will follow principles of good urban design.*

Objective 8: *Create socially inclusive places that promote social, cultural and recreational opportunities*

The precinct will deliver a high density environment supported by public open space and a high quality public domain which will provide opportunities for casual social interaction, passive and active recreation and cultural appreciation.

This is consistent with the following policy and actions of the draft strategy.

- *Health, education, cultural and social infrastructure will be planned for early in the growth and renewal process.*
- *Cultural, social and recreational infrastructure will be delivered across Sydney.*

Objective 9: *Deliver accessible and adaptable recreation and open space*

The precinct will deliver a number of recreation and open space benefits, including:

- new public open space, including unrestricted public access to the precinct's waterfront to Haslams Creek
- green space, pedestrian and cyclist connections with the Sydney Olympic Park, Parklands.

This is consistent with the following policy and actions of the draft strategy.

- *Open space must meet the diverse needs of Sydney's population*
- *Regional open spaces will form a green space network throughout Sydney*
- *Connectivity will be encouraged between open spaces, walking trails, cycle paths and streets*
- *Public access to Sydney Harbour, its catchment and other waterways will be extended.*

Productivity and Prosperity

Objective 10: *Provide capacity for jobs growth and diversity across Sydney*

The Carter Street Urban Activation Precinct is an area of highly accessible existing industrial land within the existing urban footprint. It has the potential for urban renewal of existing warehousing and logistics operations that are relocating to western Sydney to larger decentralised sites. There is the opportunity for redevelopment for quality employment uses such as corporate offices, business and technology parks, retail and light industrial uses accessible from the M4 Motorway.

This is consistent with the following policies of the draft strategy.

- *We will plan for at least 339,000 additional jobs by 2021 and 625,000 additional jobs by 2031.*

- *We will plan for Strategic Centre and Specialised Precinct Employment Growth in line with minimum employment targets.*

Objective 11: *Support the land use requirements of industries with high potential*

The precinct will support the business and high tech employment at the adjacent Sydney Olympic Park Specialised Precinct. The Carter Street precinct will benefit from the legacy of infrastructure and planning decisions made by government developing the Sydney Olympic Park that is facilitating productivity and growth and creating conditions for integration and specialisation in this location adjacent to the Global Economic Corridor and the Parramatta Road Corridor. The precinct is also adjacent to the proposed WestConnex M4 Motorway upgrade that will provide opportunities to transform local centres that exist along the corridor and better connect them as Sydney Olympic Park grows.

This is consistent with the following policy of the draft strategy.

- *Strategic Centres, Specialised Precincts and industrial lands will be the prime location for new clusters and agglomeration economies.*

Objective 14: *Provide a good supply of office space*

The precinct will support the development of business park uses to take advantage of the changing nature of industry and subsequent convergence between traditional forms of industrial activity and other supporting uses, allowing co-location of parts of a business, including office space, research and development, production and warehousing. Providing large floor plate, campus-style accommodation in the precinct in a business park setting will allow for competitively priced, premium grade office accommodation that could encourage global businesses to locate and expand. Supporting this type of development will create more jobs closer to home.

This is consistent with the following policy and actions of the draft strategy.

- *Strategic Centres and Specialised Precincts that contain business parks/office clusters will be the primary location for office space.*
- *Major new office developments will be supported in Global Sydney.*
- *Metropolitan-scale business parks will be supported in strategic locations.*

Healthy and Resilient Environment

Objective 18: *Use energy, water and resources efficiently*

The extension of the Water Reclamation and Management Scheme (WRAMS) that currently serves the adjacent Sydney Olympic Park and Newington will be examined for the Carter Street precinct as a major ecologically sustainable development (ESD) initiative. Building design will be encouraged to express a strong commitment to ESD principles, including passive design, optimal orientation, effective sun shading, cross ventilation and open plan living.

This is consistent with the following policy and actions of the draft strategy.

- *Precinct-scale planning will encourage efficient energy, water and resource use.*
- *Land uses that enable opportunities to share energy, water and resources will be encouraged.*

Objective 22: *Achieve a healthy water environment*

The precinct will utilise water sensitive urban design (WSUD), which enables the integration of urban water cycle considerations into urban planning and design. This reduces potable water demand through water efficiency, minimises wastewater generation, promotes treatment of wastewater and allows stormwater reuse.

This is consistent with the following policy and actions of the draft strategy.

- *Water cycle management will be integral to strategic planning decisions.*
- *A risk-based approach will be adopted to help manage land pressures on the water environment.*
- *New development will manage the risk of polluting and degrading the water environment and provide improvements where practical and cost effective.*
- *Water sensitive urban design (WSUD) will be promoted and encouraged in appropriate locations.*

Accessibility and Connectivity**Objective 24: *Plan and deliver transport and land use that are integrated and promote sustainable transport choices***

The precinct is accessible via a variety of public transport networks including rail, bus and ferry and will benefit from further investments in public transport including:

- Sydney Olympic Train Station that is within walking distance of the precinct and connects to Lidcombe and Strathfield Stations and would benefit future residents and workers if its frequency of operations were increased
- buses currently connect the precinct with Parramatta, Lidcombe and Burwood via Strathfield, with further connections to Rhodes train station possible with the construction of the proposed Homebush Bay bridge
- pedestrian and cyclist networks will be extended with construction of a permeable street network to facilitate convenient and safe pedestrian and cyclist movement to, from and throughout the precinct
- upgrades to the local road network, including to intersections of Carter Street with Hill Road and Birnie Avenue, and contributions to regional road intersection upgrades over time.

This is consistent with the following policy and actions of the draft strategy.

- *Sydney's growth will be supported by current and future investment in transport, particularly public transport.*
- *Demand for car travel will be managed to reduce congestion and infrastructure costs, consistent with the Long Term Transport Master Plan.*
- *Greater use of public transport, walking and cycling will be encouraged.*

Objective 25: *Improve access to major employment hubs and global gateways*

The precinct is strategically located adjacent to the M4 Motorway, the Parramatta Road Corridor and between Parramatta and Sydney CBDs and is adjacent to the Sydney Olympic Park Specialised Precinct. It is adjacent to the proposed West Connex M4 Motorway that will be a catalyst for major urban renewal and regeneration along the Parramatta Road Corridor.

This is consistent with the following policy and actions of the draft strategy:

- *The transport network capacity in Sydney CBD and the Global Economic Corridor will support economic growth and opportunities for investment.*

Objective 26: Improve accessibility and connectivity for centres and for new urban areas

The design of the precinct, in particular its street network and public open spaces, will facilitate walking and cycling. In addition to the proposed suite of local road improvements, upgrades to regional road intersections will be approached strategically to ensure coordination with other road improvements, such as the WestConnex project, as well as growth generally on arterial corridors.

This approach is consistent with the following policies of the draft strategy:

- *Transport capacity will be boosted in an area prioritised for urban renewal.*
- *Urban design in centres will support sustainable transport choices.*

The draft strategy also provides further detail on implementation at the subregional level.

Development of the precinct will promote the following subregional implementation aims.

- *Sydney Olympic Park Specialised Precinct – broaden the Precinct’s role as a major employment, recreation and housing area.*

State Infrastructure Strategy

Infrastructure NSW released the 20 year State Infrastructure Strategy in October 2012. The strategy identifies and prioritises the delivery of critical public infrastructure for NSW in sectors such as transport, water, electricity, health and telecommunications. It states that enabling residential development in those areas most accessible to employment is critical, and that new high density communities should be located in easy reach of the CBD. The precinct is both set to provide additional employment and accessible to an existing concentration of employment at Sydney Olympic Park, which is forecast to grow significantly in future years, and with concurrent transport improvements, including the proposed bridge across Homebush Bay will be highly accessible to the concentration of employment in the Rhodes Peninsula, Parramatta and Sydney CBDs.

NSW Long Term Transport Master Plan

The NSW Long Term Transport Master Plan acknowledges that transport planning is closely aligned to land use planning. In order to improve public transport and cut congestion to improve the liveability of greater Sydney, Transport for NSW supports transit-oriented development across the greater metropolitan area. This includes provision of higher density developments in centres to ensure the efficient use of public transport services. The development of the precinct, which forms part of the broader Sydney Olympic Park Specialised Precinct, is consistent with this key strategic policy direction.

The NSW Long Term Transport Master Plan identifies the 33 kilometre WestConnex project as Sydney’s next motorway priority. The project includes capacity improvements on existing roads and new sections of motorway on the M4 and M5 corridors to better link Western Sydney with its international gateways and key places of business. Of relevance to the Carter Street precinct, the M4 Motorway will be widened to four lanes in each direction between Church Street, Parramatta and Homebush Bay Drive, and a new eastbound access ramp from Hill Road will be constructed as part of the Stage 1 construction works (2015-2019) improving the precinct’s regional accessibility.

White Paper – A new planning system for NSW

In April 2013, the government released the White Paper which outlined ideas for the reform of the NSW planning system to focus on sustainable growth and deliver more housing and jobs.

Planning for the precinct has been undertaken in accordance with many of the key strategies contained in the white paper, including:

- *a renewed focus on strategic planning*
- *supporting evidence based strategic planning through the undertaking of studies into relevant matters, including traffic, contamination, ecology and stormwater*
- *involving the community early in planning decisions that affect their local area through the formation of a community reference group.*

Draft West Central Subregional Strategy 2007

In response to the former metropolitan plan, the NSW Government prepared draft subregional strategies to provide more specific guidance for growth. While the precinct is located within the West Central Subregion, it adjoins the boundary of the Inner West Subregion to the east. Consequently, although the precinct is covered by the draft West Central Subregional Strategy, the draft Inner West Subregional Strategy is also of relevance, in particular due to its proximity to the Rhodes Specialised Precinct, and Strathfield and Burwood commercial and public transport interchanges.

The draft West Central Subregional Strategy sets a target of 95,500 additional dwellings for the subregion by 2031, of which 17,000 are to be provided in Auburn Local Government Area (LGA). The Inner West Subregion is to accommodate an additional 30,000 additional dwellings, of which 10,000 are to be provided in Canada Bay LGA.

In addition to housing, the draft strategies set a target of 18,000 additional jobs for the combined Sydney Olympic Park and Rhodes Specialised Precinct by 2031.

The subregional strategies confirm the key spatial directions of the metropolitan strategy of focussing growth in existing centres well served by public transport, including the Sydney Olympic Park and Rhodes Specialised Precincts .

With the finalisation of the current draft metropolitan strategy, it is expected that the draft subregional strategies will be reviewed and updated with new dwelling and jobs targets for key centres such as the Sydney Olympic Park Specialised Precinct, with the Carter Street Urban Activation Precinct contributing to these totals.

State Environmental Planning Policies

The following state environmental planning policies (SEPPs) are of relevance to the precinct:

- State Environmental Planning Policy No 55—Remediation of Land
- State Environmental Planning Policy No 64—Advertising and Signage
- State Environmental Planning Policy No 65—Design Quality of Residential Flat Development
- State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004
- State Environmental Planning Policy (Exempt and Complying Development Codes) 2008
- State Environmental Planning Policy (Infrastructure) 2007
- State Environmental Planning Policy (Major Development) 2005.

The proposal is consistent, or can be conditioned to be consistent as part of the development assessment process, with the key directions of these state planning policies.

Sydney Olympic Park planning controls

Sydney Olympic Park directly adjoins the precinct to the west, north and north east, providing access to major cultural, entertainment, recreation and sporting facilities, as well as Olympic Park Train Station and the emerging town centre. The intent of the Carter Street Urban Activation Precinct is to support Sydney Olympic Park in its role as a Specialised Centre/ Major Centre and provide a mix of housing, office-based employment and retail services supported by public transport infrastructure, immediate access to the regional road network and close proximity to world class open space, entertainment and recreational facilities.

The planning controls which apply to Sydney Olympic Park are discussed below.

State Environmental Planning Policy (Major Development) 2005 – Sydney Olympic Park

Sydney Olympic Park is listed as a State significant site under the State Environmental Planning Policy (Major Development) 2005 (the Major Development SEPP). The Major Development SEPP establishes zones and planning controls, including height and floor space ratio, for Sydney Olympic Park. The majority of the adjoining land is zoned B4 Mixed Use under the Major Development SEPP, with the exception of land to the west along Haslams Creek which is zoned E3 Environmental Conservation.

Sydney Olympic Park Master Plan 2030

Sydney Olympic Park Master Plan 2030 has been prepared to guide the evolution of Sydney Olympic Park into a specialist economic centre and urban parkland. Under Sydney Olympic Park Master Plan 2030 more than 31,500 jobs will be situated at Sydney Olympic Park, with about 6,000 new dwellings constructed to house approximately 14,000 residents in residential buildings up to 30 storeys.

The Sydney Olympic Park Master Plan 2030 was finalised in 2009 with an additional part adopted in 2011 to cover the Sydney Olympic Park land adjoining the Wentworth Point Urban Activation Precinct.

The Sydney Olympic Park Master Plan 2030 establishes separate precincts and detailed planning controls to guide future development. The Carter Street precinct is adjoined by the Haslams Precinct, Southern Sports Precinct, Stadia Precinct and the Sports and Education Precinct. The controls which apply to these precincts are discussed in further detail in Section 2.2 of the Planning Report.

The proposal for the Carter Street precinct has been developed to ensure that it integrates with and complements development as envisaged under the Sydney Olympic Park Master Plan 2030 as discussed below.

- The proposed land uses and density complement adjoining development proposed under the Sydney Olympic Park Master Plan 2030, and in particular the extent of proposed commercial and retail development ensures that Sydney Olympic Park continues to be the key activity centre for the Homebush peninsula.
- The street network has been designed to integrate with the road network under the Sydney Olympic Park Master Plan 2030.
- The Draft Carter Street Development Control Plan includes provisions to ensure that the public domain reflects the landscape and urban design character of Sydney Olympic Park.
- A public positive covenant to enable the continued use of Sydney Olympic Park by the Sydney Olympic Park Authority in the exercise of its statutory functions in relation to events.

Local Planning Controls

Auburn LEP 2010

The Auburn Local Environmental Plan (LEP) 2010 is the principal planning instrument for the Auburn LGA. As the precinct is included in the Auburn LEP it is appropriate to ensure that where possible, this proposal furthers the aims of the LEP and is compatible with the aims and objectives for zoning, height and floor space ratio (FSR).

An assessment of the proposal's compliance with these aims is outlined below.

Table 1 – Compliance with aims of Auburn LEP

Aim	Compliance
To establish planning standards that are clear, specific and flexible in their application	The DCP adopts a performance based planning approach that provides both certainty and flexibility, and addresses a broad range of relevant development matters
To foster integrated, sustainable development that contributes to Auburn's environmental, social and physical well-being	The proposal integrates with surrounding development and provides for a range of community infrastructure, including community facilities and public open space, that will contribute to the well-being of the Auburn Local Government Area
To protect areas from inappropriate development	Development of the precinct is in accordance with the planning framework and represents appropriate outcome when considered against all relevant NSW planning policy, including the <i>Draft Metropolitan Strategy for Sydney to 2031</i> . It results in the efficient use of underutilised land within the urban footprint that is accessible to jobs and public transport
To minimise risk to the community by restricting development in sensitive areas	The precinct does not contain areas of environmental significance and is not subject to high levels of risk from natural hazards
To integrate principles of ecologically sustainable development into land use controls	The proposal encourages development that is consistent with the principles of ecologically sustainable development by locating dwellings in a location that is accessible to centres and high quality public transport
To protect, maintain and enhance the natural ecosystems, including watercourses, wetlands and riparian land	<p>The proposal incorporates a number of measures that address seek to protect, maintain and enhance the natural ecosystems, including:</p> <ul style="list-style-type: none">• incorporating water sensitive urban design measures throughout the precinct, including establishment of bio-retention systems in roadways• setting development back from the Haslams Creek waterfront and associated wetland systems• protecting existing significant trees• extensive tree planting, including within roadways
To facilitate economic growth and employment opportunities within Auburn	<p>The provision of an additional 5,500 new dwellings and up to 8,500 jobs in the precinct will:</p> <ul style="list-style-type: none">• deliver employment growth in office, technology, light industry and construction jobs

Aim	Compliance
	<ul style="list-style-type: none"> • deliver long term opportunities for additional local employment in the business, light industry, retail and community services sectors • strengthen the Sydney Olympic Park Specialised Precinct as a key location for jobs and employment growth
To provide recreational land, community facilities and land for public purposes	The proposal provides for new public open spaces, including a new public access walkway and cycleway beside Haslams Creek and proposed community facilities for residents and workers in the precinct.

Auburn Development Control Plan 2010

The site is covered by the Auburn Development Control Plan 2010 and where possible the site controls will be compatible with the DCP in terms of general format and content to enable future integration into the document. An assessment of the proposal's compliance with the aims of Auburn DCP 2010 is outlined below.

Table 2 – Compliance with aims of Auburn DCP

Aim	Compliance
Provide detailed controls which support the Auburn LEP 2010	The DCP provides detailed controls that are consistent with and assist in the implementation of the Auburn DCP
Ensure high quality development across the LGA	The DCP facilitates a high quality development scenario that is based on rigorous urban design development and testing that seeks to balance environmental, social and economic considerations
Provide guidelines to applicants in formulating development proposals	The DCP refers to existing provisions of the Auburn DCP that assist applicants in this process
Identify the criteria and process for assessing applications, and outline the responsibilities of both Council and applicants	The DCP clearly outlines the criteria that will be used to assess and decide applications in the precinct, including a statement about the role of Council in adopting a flexible, performance based approach and refers to other sections of the Auburn DCP that relate to roles and responsibilities, such as development application and public notification requirements
Provide development controls for Council to assess the appropriateness of a development proposal	The DCP provides extensive and relevant development controls for the precinct

Where appropriate, the DCP also adopts relevant parts of the Auburn DCP, such as terms and definitions.