



AN/KVDZ  
16700  
15 November 2016

The Secretary  
Department of Planning and Environment  
GPO Box 39  
SYDNEY NSW 2001

Dear Madam

**SUBMISSION IN RESPONSE TO PUBLIC EXHIBITION OF SYDNEY OLYMPIC PARK MASTER PLAN 2030  
12-14 BIRNIE AVENUE, LIDCOMBE**

We thank you for the opportunity to comment on the draft *Sydney Olympic Park Master Plan 2030* and the concurrent draft changes to the *State Environmental Planning Policy (State Significant Precincts) 2005* (Precincts SEPP). This submission has been prepared by JBA Urban Development Services on behalf of Shanghai Lihua Australia (SLA), who represent the owners, Swire Cold Storage Pty Ltd, in respect of 12-14 Birnie Avenue, Lidcombe (the site).

This submission outlines JBA's response to the exhibited master plan and SEPP changes, having regard to the impacts on the abovementioned site. Our submission demonstrates that the adopted densities will not be achievable as envisaged in the master plan, and there has been an insufficient consideration of recent changes to the surrounding context of the study area and resultant future development. This is based both on a review of the exhibited documents, as well as concept testing and drawing upon our experience with the Sydney Olympic Park Authority (SOPA) and its objectives.

**1.0 EXECUTIVE SUMMARY**

The proposed amendments to the *Sydney Olympic Park Master Plan 2030* and the concurrent draft changes to the Precincts SEPP will have substantial impacts on the development potential and functionality of the surrounding region. This submission focuses on the impacts of the proposed changes on the site and greater area that is undergoing transition and significant development.

It is our view that:

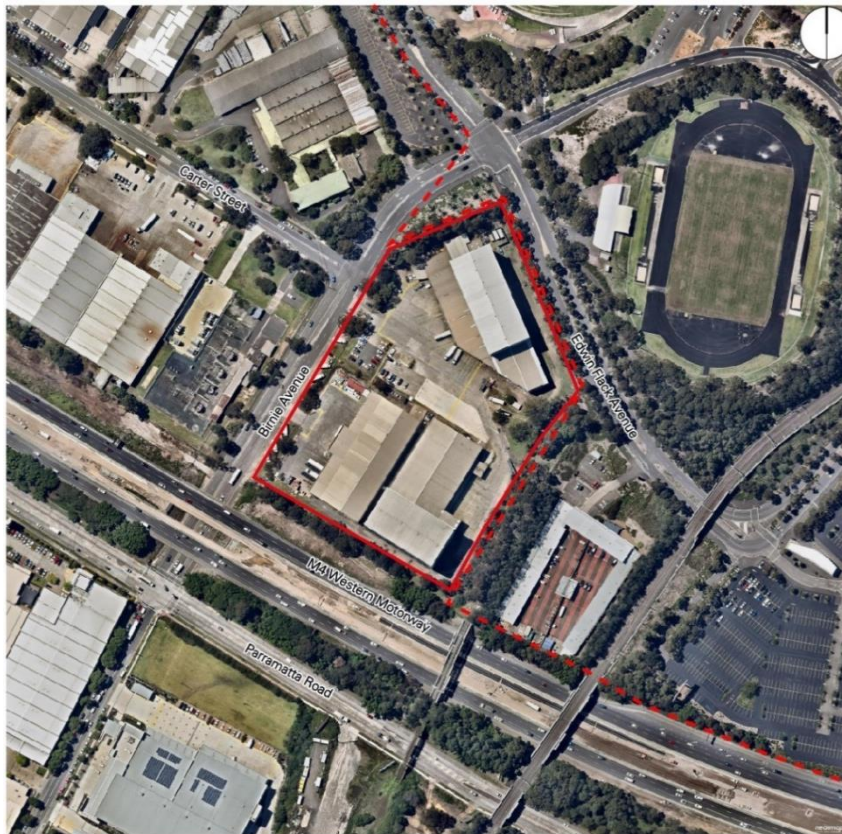
- There are key concerns relating to the substantial increase in the capacity of the area and whether the development standards in the master plan are deliverable and appropriately interfaced with the surrounding area.
- The interface between the SOP lot on the corner of Birnie and Edwin Flack Avenue and the subject site has not been sufficiently considered. The potential developable footprint of this corner lot is impacted by the introduction of high density residential development to the subject site as part of the Carter Street Priority Precinct, making the adopted development standards difficult to achieve and potentially out of reach.

- It is our view that the DoPE and SOPA should re-examine the development standards for the lot, which is not capable of achieving a 5:1 FSR and 7 storey height, taking into account the need for building separation and amenity to adjoining development.
- Further modelling needs to be completed to fully understand the effects of the proposed changes. It would be expected that, prior to any further uplift in the SOP, that the recommended area wide model of the Olympic Peninsula road network (and beyond) be completed to provide clarity and quantification of anticipated future transport network performance, particularly sensitive to the Carter Street and Wentworth Point renewal precincts.
- Additionally, further clarity is required regarding the recommended reduction in the locations and duration of event road closures, which can compound traffic generated by existing and proposed commercial and residential uses in the area.

## 2.0 THE SITE

The site is located at 12-14 Birnie Avenue, Lidcombe within the newly amalgamated City of Parramatta Council Local Government Area (LGA) and is legally described as Lot 1 in DP 802749. It is bounded by Birnie Avenue to the west, Edwin Flack Avenue to the north and the M4 Motorway to the south. To the east of the site is the Sydney Olympic Park Place Management Centre. An electricity substation is located on the opposite side of Birnie Avenue to the west.

Whilst this site forms part of the Sydney Olympic Park Development Area, as specified by the *Sydney Olympic Park Act 2001*, it is not encompassed in the study area for the *Sydney Olympic Park Master Plan 2030*. Rather, the site borders this study area on three sides. It adjoins the 'Central Sports' and 'Southern Spots' precincts within Sydney Olympic Park (SOP), with the boundary running along the south-eastern edge of Lot 65 in DP 1191648, up to Edwin Flack Avenue to the north, and along the western edge of the subject site (refer to **Figure 1** below).



- The Site
- Master Plan Boundary

**Figure 1** – Subject site and boundary of the SOPA Master Plan

### 3.0 EXISTING PLANNING CONTROLS

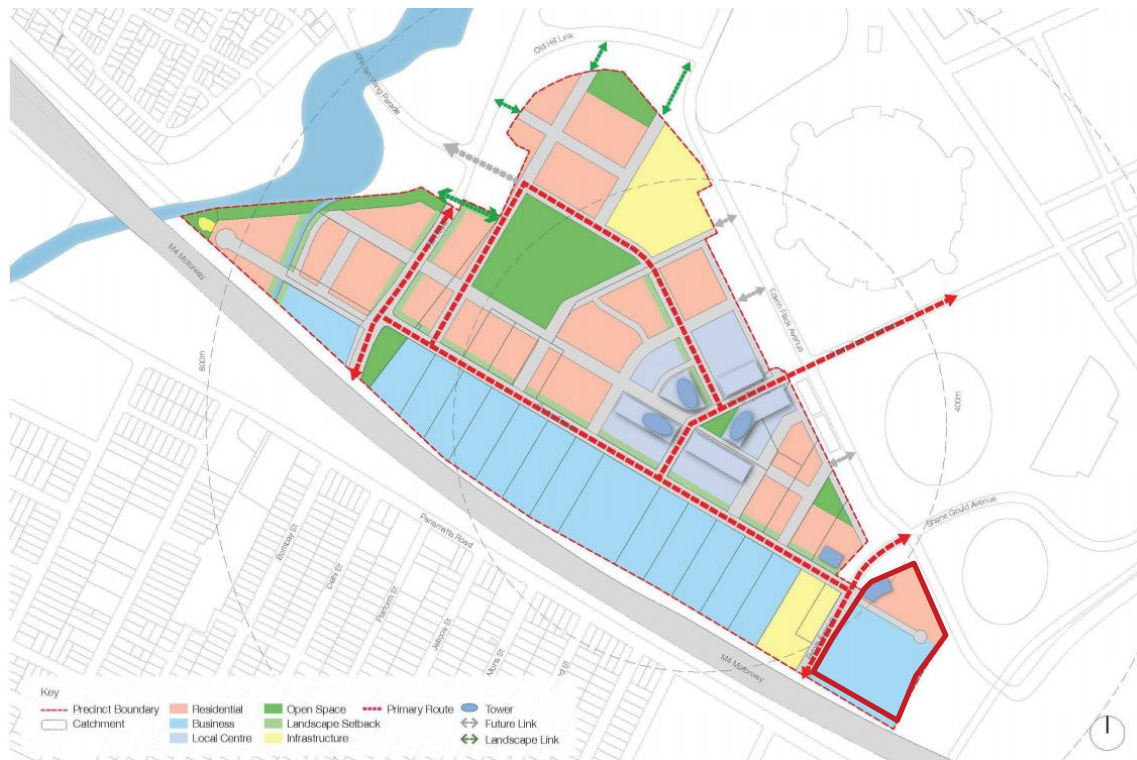
#### The Site

The subject site and surrounding land to the south of the SOP was recently rezoned as part of the Cater Street Urban Activation Precinct or Priority Precinct (refer to **Figure 2**). This assessment and reconsideration of the precinct’s development standards sought to provide a mix of housing, office based employment and retail services adjacent to SOP and major regional parklands. The site was thereby rezoned to part R4 High Density Residential and part B6 Enterprise Corridor, in accordance with the precinct structure plan at **Figure 2**. The Southern part of the site was also uplifted to have an FSR of 1.5:1 and a height limit of 24m (8 storeys), whereas the northern part of the site was uplifted to have an FSR of 3.5:1 and a height limit of 72m (24 storeys) (refer to **Figures 3 and 4**).

The Carter Street Priority Precinct Finalisation Report confirmed that the subject site “had the potential to accommodate additional yield and to provide a greater incentive to redevelop” and as such has been earmarked for a new landmark residential tower in the north western portion of the site adjoining the SOP (refer to **Figure 2**).

The site is also subject to various setback controls. Key setbacks included a minimum 20m setback from the M4 Motorway, 10m setback from the east side of Birnie Avenue, and a 5m setback around the northern portion of the site that is segregated from development in the southern portion of the site by easements including a 40m wide easement for gas and oil pipelines and electricity lines which traverse the centre of this property and along the eastern boundary (refer to **Figure 5**). In light of these unique constraints, the likely achievable layout of buildings across the site have been tested and indicatively mapped for the subject site, which

places high density development abutting SOP land in the north western corner of the site (refer to **Figure 5**).



### The Site

### Figure 2 – Final Carter Street Master Plan

Source: Department of Planning and Environment



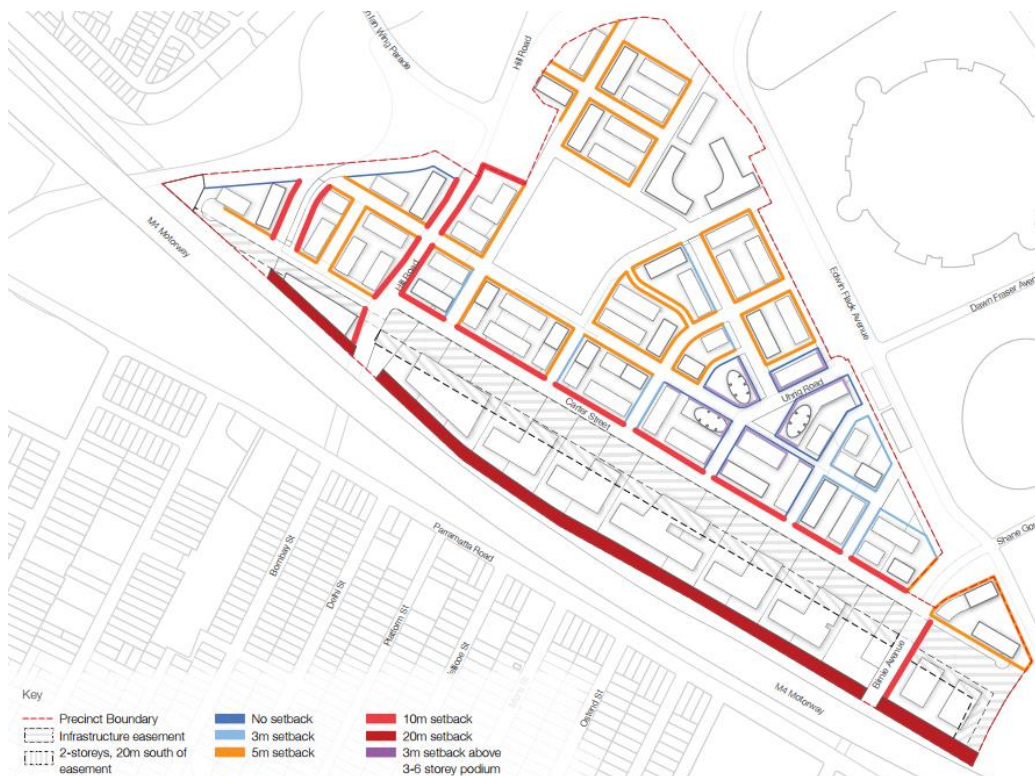
**Figure 3 – Adopted FSR for site and Carter Street Precinct**

Source: Auburn Local Environment Plan 2010





**Figure 4 – Adopted height for the site and Carter Street Precinct**  
Source: Auburn Local Environment Plan 2010



**Figure 5 – Setbacks for the site and Carter Street Precinct**  
Source: Urban Design Review Findings – SJB Architects

### Sydney Olympic Park

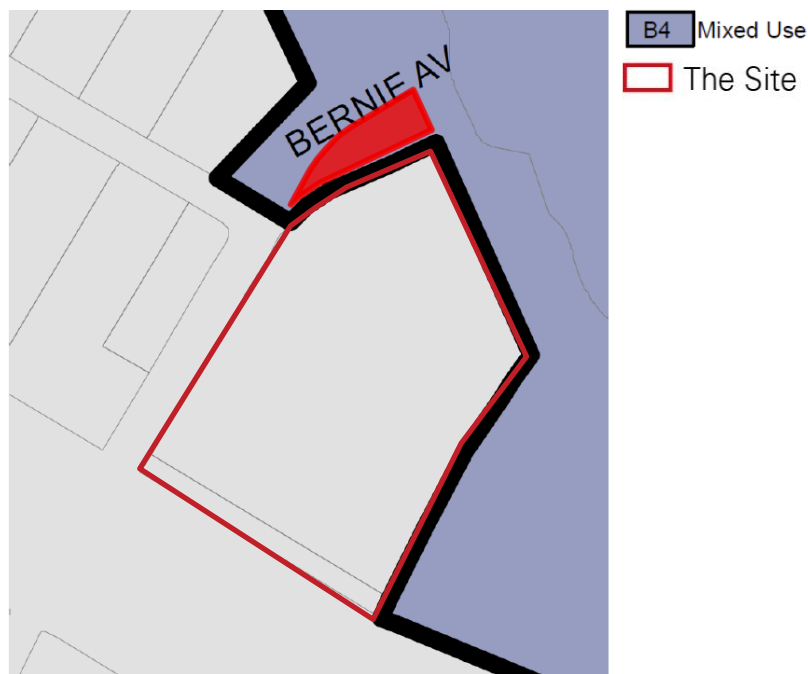
The land within SOP adjoining the site to the north, east, and west, is subject to the Precincts SEPP. This SEPP provides the land use planning framework for the SOP through the establishment of land use zones (amongst other things), and includes planning controls such as

height limits and FSRs, and requires that development consider any master plan that applies to the site.

Under the Precincts SEPP the relevant SOP land adjoining the site:

- Is zoned B4 Mixed Use, which permits a wide range of residential, commercial, retail and hotel and serviced apartment types of development (see **Figure 6** – the surrounding SOP land adjoining the site, with the corner segment shown red).
- Has a maximum height limit of 24m (see **Figure 7**).
- Has a maximum FSR of 5:1 (see **Figure 8**).

These development standards for SOP land adopted in the SEPP were devised out of the original *Sydney Olympic Park Master Plan 2030* that is subject to review. However, the master plan provides for a more limited range of land uses than would otherwise be permitted under the B4 Mixed Use zone under the Precincts SEPP. Under the existing master plan the adjoining SOP land has been nominated for Hotels and Serviced Apartments land uses.



**Figure 6** – Land use of adjoining SOP land

Source: Precincts SEPP

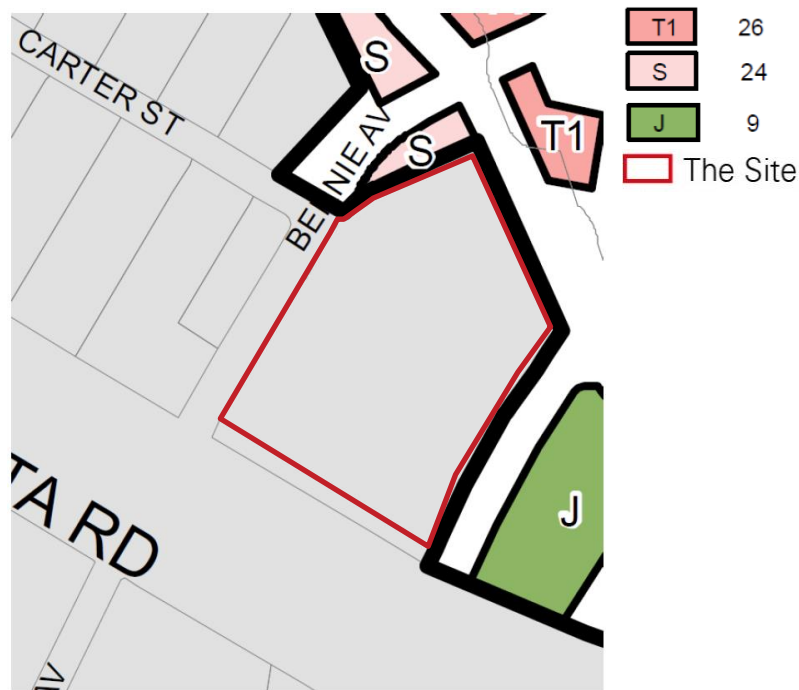


Figure 7 – Height of buildings of adjoining SOP land  
Source: Precincts SEPP

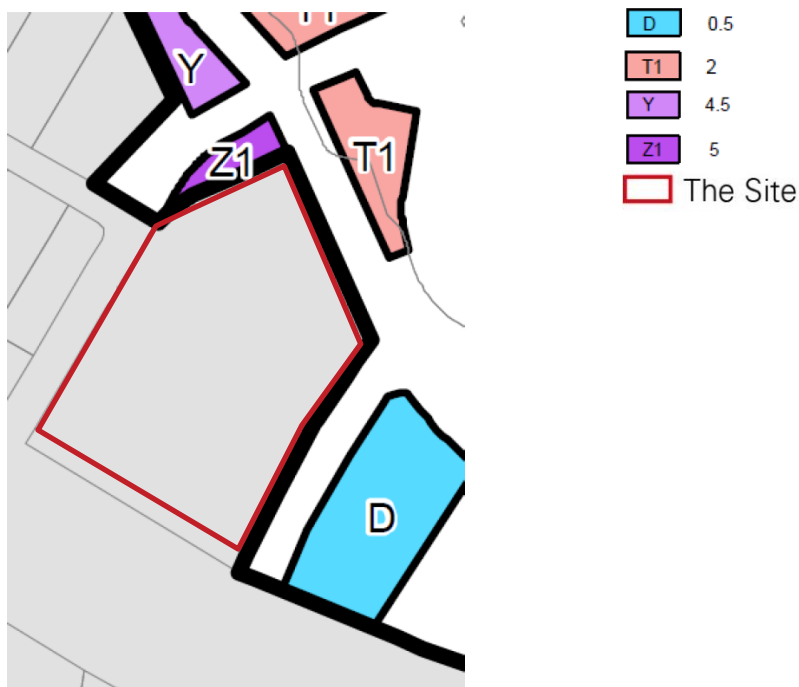


Figure 8 – FSR of adjoining SOP land  
Source: Precincts SEPP

#### 4.0 PROPOSED PLANNING CONTROLS

The revised master plan will deliver an additional 9,500 residents, 4,700 homes, and 2,500 jobs across SOP, and will seek to place major land uses in the Town Centre including greater residential uses to the east and south east overlooking the parklands. Overall, the master plan provides for the development of an additional 460,000m<sup>2</sup> of GFA above what was contemplated in the original master plan. Whilst the land adjoining and immediately surrounding the site to the north, east, and

west will not change as part of this master plan and the concurrent draft changes to the Precincts SEPP in terms of land use, height, FSR, setbacks, or the surrounding road hierarchy, there are key concerns regarding the master plan. These key concerns relate to broader issues associated with the substantial increase in the capacity of the area and whether the development standards in the master plan are deliverable and appropriately interface with the surrounding area. It is our view that there has been insufficient consideration of recent changes to the surrounding context of the study area and resultant future development.

## 5.0 KEY CONCERNS

### Development Controls for the Corner Lot

Regarding the SOP land at the corner of Birnie and Edwin Flack Avenue, adjoining the site, it is reasonable to expect that any future building would reinforce this strategic location within the precinct through strong landmark architecture likely to include a tower built to the boundaries, with minimal upper level setbacks, and grounded on all edges. This is reflected in the master plan that proposes no minimum setback controls affecting this site, and minimum 90% Build-to-Line prescribed for parts of the Birnie Avenue and Edwin Flack Avenue Road frontages.

Having regard to the maximum FSR controls of 5:1, this would permit 8,067sqm of Gross Floor Area on the SOP site. If built to the maximum height of 7 storeys, this would result in a building footprint of approximately 1,152sqm. Taking into account the desire for block edge development, 90% build-to-lines, and the requirement for street colonnades, as well as considering the dimensions, shape and size of the allotment (approximately 1,613sqm), depending upon the mix of uses, it is possible that a future building on the site will extend to three of its boundaries. **Figure 9** illustrates a potential indicative building footprint for the SOP site. While it is recognised that there may be a number of design resolutions for the site, some of which may not involve building to the boundary, the likelihood of apartments and hotels maximising this potential (as shown in **Figure 9**) would have a direct impact upon the adjoining land at 12-14 Birnie Avenue. As such, we have shown the building footprint extending to this boundary, which would be a possibility, subject to obtaining development consent for such a building (and noting that a minimal 5m setback has been imposed on the site). However, the purpose of this diagram is to illustrate the smallest building footprint that would be required in order to achieve a Gross Floor Area consistent with the FSR standard of 5:1.

This study demonstrates that whilst the development standards applied to this site are theoretically achievable, they do not address imminent high density residential development to be occurring on the adjoining site (the subject site). As addressed in **Section 3** above, the adopted Carter Street structure plan places residential development abutting the north western boundary of the site, including a new residential tower up to 72m in height. Therefore, the interface between these two sites will realistically restrict the developable footprint of this corner lot, making the adopted development standards difficult to achieve and potentially out of reach when considering the new strategic context of the site and how this has changed from when the first master plan was developed five years ago. This is further exacerbated taking into account the building separation requirements of the NSW Apartment Design Guidelines and SEPP 65.

### Amenity

Should the development of tourism and visitor accommodation occur on the corner lot, this will not be held to the amenity and design standards of *State Environment Planning Policy No 65 – Design Quality of Residential Apartment Development* (SEPP 65) and the *Apartment Design Guide* (ADG). However, it is best practice to consider these standards when addressing the amenity of any form of accommodation, and the high density residential development earmarked for the subject site will also be subject to this legislation. These standards require a development up to 24-storeys in height (possible on the subject site) to have a building separation distance between 12m-24m from nearby development. This separation distance is to ensure adequate solar access and amenity is achievable, in particular for residential development. Should development be built to the boundary on the SOP land, additional increased setbacks may be required on the adjoining land to the south-east (subject site) in order to satisfy the objectives and controls applicable to the site and to ensure



equity and amenity are achieved in the design response. With this in mind, it is considered that this substantially restricts the developable footprint of this corner lot, which is not capable of achieving a 5:1 FSR and 7 storey height.



**Figure 9** – Potential building footprint option for the adjoining SOP land  
*Source: JBA*

### **Increased Capacity and Traffic**

The draft master plan proposes a substantial increase in the overall capacity of the area, which will have flow on effects to the surrounding community and imminent development expected in these regions. Whilst it was noted that the immediate surrounding area to the subject site was not expected to change, the draft master plan proposes to increase the height and density of sites across the precinct including along Edwin Flack Avenue to the north west of the site and Olympic Boulevard to the north east of the site.

In view of these proposed changes, and further development occurring in the greater region, the Traffic and Transport Strategy (2016 Review) notes that “an area wide model of the Olympic Peninsula road network (and beyond) is required to provide clarity and quantification of anticipated future transport network performance”. They note that this “modelling needs to consider the cumulative effects of all future developments and the demand impacts they are expected to create, in conjunction with upgrades to the future transport networks proposed to mitigate these impacts.” It would be expected that, prior to any further uplift in the SOP, this modelling will be undertaken to understand the potentially significant impacts of the proposed changes.

This modelling is especially paramount when considering the effects of events, which can compound traffic generated by existing and proposed commercial and residential uses in the area. Whilst the Traffic and Transport Strategy (2016 Review) states that “it is recommended that the locations and duration of event road closures be revised to impact fewer roads for shorter periods of time”, and that “a reduced and consistent number of road closure time period classifications would assist in event operations awareness for local businesses and residents”, no further clarification is provided as to the extent of this recommended reduction.

## **6.0 CONCLUSION**

Having reviewed the controls under the draft master plan and the concurrent draft changes to the Precincts SEPP, it is our view that:

1. The DoPE and SOPA need to re-examine the development standards for the lot at the corner of Birnie and Edwin Flack Avenue to ensure they can deliver the intended density without adversely or unfairly impacting upon the subject site. Our client would be happy to assist in informing such a process.
2. Further consideration and modelling needs to be undertaken prior to any uplift in the SOP, taking into consideration the changing context of the study area.

Should you have any queries about this matter, please do not hesitate to contact me on (02) 9956 6962 or [kvanderzanden@jbaurban.com.au](mailto:kvanderzanden@jbaurban.com.au).

Yours faithfully,

Kelly van der Zanden  
*Associate*