

Item: ENV016-21 Planning Proposal - Mortdale RSL 19-25 Macquarie Place and 46-56 Pitt Street, Mortdale

Author: Strategic Planner

Directorate: Environment and Planning

Matter Type: Committee Reports

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RECOMMENDATION:

- (a) That Council does not progress the Planning Proposal for 19 -25 Macquarie Place and 45-56 Pitt Street, Mortdale to the Department of Planning, Industry and Environment for a Gateway Determination, for the reasons summarised below:
1. The Planning Proposal lacks strategic merit as:
 - i. It does not have regard to the cumulative impact of the increases to planning controls, especially in terms of infrastructure, traffic, and development feasibility in the Mortdale Local Centre.
 - ii. Proceeding with the planning proposal would result in an ad hoc planning approach, as Council's place-based master planning process of the Mortdale Local Centre will not be finalised as a draft before mid-2021.
 - iii. It seeks a B4 Mixed Use zoning which competes with the two designated B4 Mixed Use centres in Georges River and is not consistent with the classification nominated by the South District Plan and Council's endorsed Commercial Centres Strategy – Part 1.
 2. The Planning Proposal lacks site specific merit as:
 - i. The proposed development controls that seek to increase the maximum building height from no height and 12m to 45m (equivalent to twelve storeys) and increase density from 1.5:1 and 1.0:1 to 3.5:1 are out of context and would result in significant adverse impacts on the adjoining residential properties, including overshadowing and visual impacts
 - ii. It will set a precedent for other B2 Local Centres to request a B4-Mixed Use zoning, leading to inconsistency with the hierarchy set out in the Commercial Centres Strategy Part 1.
 - iii. The proposal does not provide adequate consideration of building treatment at the street edge, traffic, and parking issues
 - iv. The proposed development demonstrates a poor response to the context of the subject site and its locality due to the proposed built form and scale.
 - v. The excessive bulk and scale of the proposed development is not justified on this site
 - vi. The proposed development remains significantly out of context with any existing or approved development within and adjoining the Mortdale Local Centre.
- (b) That Council write to the applicant to advise of Council's decision.
- (c) That Council advise the Department of Planning, Industry and Environment of its decision.

EXECUTIVE SUMMARY

1. Think Planners submitted a Planning Proposal request (PP2020/0001) on 24 March 2020 that seeks to amend the Hurstville Local Environmental Plan 2012 (HLEP 2012) in relation to 19-25 Macquarie Place and 46-56 Pitt Street, Mortdale.
2. The Planning Proposal submitted on 24 March 2020 and additional reports submitted in July 2020 are the subject of this report.
3. The Planning Proposal seeks to:
 - Amend the Land Zoning Map to rezone the Site from B2 Local Centre and R3 Medium Density, to B4 Mixed Use across the entire site
 - Amend the Height of Buildings (HOB) Map to increase the maximum height controls across the Site from no height and 12m to 45m; and
 - Amend the Maximum Floor Space Ratio (FSR) Map to increase the maximum FSR from 1.5:1 and 1:1 to 3.5:1.
4. The Planning Proposal was considered by the Georges River Local Planning Panel ('LPP') at its meeting dated 4 March 2021. The LPP recommended:
 - (a) *The LPP acknowledged the important role and function that the RSL provides to the community and recommends to Council that the Planning Proposal not progress to the Department of Planning, Industry and Environment for a Gateway Determination, for the reasons summarised below*
 - (b) *The Planning Proposal lacks strategic merit at this time:*
 - i. *It does not have regard to the cumulative impact of the increases to planning controls, especially in terms of infrastructure, traffic and development feasibility in the Mortdale Local Centre.*
 - ii. *Proceeding with the planning proposal would result in an ad hoc planning approach, as Council's place-based master planning process of the Mortdale Local Centre will not be finalised as a draft before mid-2021.*
 - iii. *It seeks a B4 Mixed Use zoning which competes with the two designated B4 Mixed Use centres in Georges River and is not consistent with the classification nominated by the South District Plan and Council's endorsed Commercial Centres Strategy – Part 1.*
 - (c) *The Planning Proposal lacks site specific merit as:*
 - i. *The proposed development controls that seek to increase the maximum building height from no height and 12m to 45m (equivalent to twelve storeys) and increase density from 1.5:1 and 1.0:1 to 3.5:1 are out of context and would result in significant adverse impacts on the adjoining residential properties, including overshadowing and visual impacts*
 - ii. *It will set a precedent for other B2 Local Centres to request a B4-Mixed Use zoning, leading to inconsistency with the hierarchy set out in the Commercial Centres Strategy Part 1.*
 - iii. *The proposal does not provide adequate consideration of buildings treatment at the street edge, traffic and parking issues*
 - iv. *The proposed development demonstrates a poor response to the context of the subject site and its locality due to the proposed built form and scale.*

- v. *The excessive bulk and scale of the proposed development is not justified on this site*
 - vi. *The proposed development remains significantly out of context with any existing or approved development within and adjoining the Mortdale Local Centre.*
- (d) *The Planning Proposal provides a VPA offer which fails to address the infrastructure requirements needed to support the proposed changes in land use. A VPA offer would need to fully consider the physical, social and monetary requirements of any proposed developments.*
 - (e) *That Council write to the applicant to advise of Council’s decision.*
 - (f) *That Council advise the Department of Planning, Industry and Environment of its decision.*
 - (g) *The Panel encourages the RSL Club to work with Council to refine their redevelopment plans and strategy for the site having regard to the master planning process underway for the Mortdale Centre*
5. Refer to **Attachment 1** for a copy of the report to the LPP and its meeting minutes (refer to **Attachment 2**).
 6. This report recommends that Council support the LPP recommendations and not progress the Planning Proposal to the Department of Planning, Industry and Environment for a Gateway Determination.

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REPORT IN FULL

Background

7. Think Planners submitted a Planning Proposal request (PP2020/0001) on 24 March 2020 that seeks to amend the Hurstville Local Environmental Plan 2012 (HLEP 2012) in relation to 19-25 Macquarie Place and 46-56 Pitt Street, Mortdale.
8. **Table 1** below provides a history of the events leading up to this report on the Planning Proposal.

Table 1 – History of Planning Proposal request

Date	Milestone
March 2020	Original Planning Proposal was lodged by Think Planning
May 2020	Additional information was requested by Council
July 2020	Revised Planning Proposal and Traffic, Economic and Social Impact Assessments were lodged
August 2020	Preliminary assessment completed by Council – Applicant requested to amend proposal or withdraw, with the principal concerns being height and scale.
September 2020	Meeting held with applicant to discuss Council preliminary assessment.
November 2020	Revised sketches were submitted to Council.
December 2020	Meeting held with the applicant to discuss the planning proposal – Applicant was requested to either amend proposal or proceed with the current concept which Council staff would not support.
December 2020	Applicant advised Council staff to proceed with the Planning Proposal in its current form.
March 2021	Considered by the Local Planning Panel at its meeting on 4 March 2021

9. The Planning Proposal as amended seeks to:
 - Amend the Land Zoning Map to rezone the Site from B2 Local Centre and R3 Medium Density, to B4 Mixed Use across the entire site

- Amend the Height of Buildings (HOB) Map to increase the maximum height controls across the Site from no height and 12m to 45m; and
 - Amend the Maximum Floor Space Ratio (FSR) Map to increase the maximum FSR from 1.5:1 and 1:1 to 3.5:1.
10. The Planning Proposal proposes a mixed use development comprising of a new Mortdale RSL Community Club, approximately 1,800 sqm of retail and commercial space, a supermarket and restaurants/cafes and three residential buildings (delivering approximately 170 residential apartments) ranging from 9 storeys to 12 storeys.
 11. Mortdale Town Centre is mid stage through a place-based masterplanning process. The Masterplan will seek to encourage urban renewal, improve the amenity and quality of the built environment and public domain as well as provide new housing and employment opportunities to create a vibrant local centre.
 12. The Masterplan will be supported by considerations of infrastructure, traffic and development feasibility to enable a holistic review of the Mortdale Local Centre. The results of the masterplanning work will be included in Stage 3 (Jobs and Activation) of Councils LEP Process. The draft masterplan is anticipated to be finalised for exhibition by mid-2021. The Masterplan will be setting the FSRs and heights for the centre.

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SITE DESCRIPTION

Overview of the Site

13. The Planning Proposal relates to land located at 19-25 Macquarie Place and 46-56 Pitt Street, Mortdale (the 'Site'). The Site is an irregular shaped allotment with a frontage to Macquarie Place and Pitt Street, Mortdale, which results in a total site area of 4,601.2sqm.
14. The Planning Proposal seeks to make the following amendments to the **HLEP 2012**. (refer to **Table 2**)

Table 2 – Proposed amendment to HLEP 2012

Properties		Current Planning Controls	Proposed Controls
46 Pitt Street and part of 25 Macquarie Place	Zoning	B2 – Local Centre	B4 – Mixed Use
	HOB	No Height	45m
	FSR	1.5:1	3.5:1
56 Pitt Street and 19-25 Macquarie Place	Zoning	R3- Medium Density Residential	B4 – Mixed Use
	HOB	12m	45m
	FSR	1:1	3.5:1

15. The site comprises of 11 lots which are sought to be amalgamated to facilitate the proposed development. Their legal description, addresses and ownership details are shown in **Table 3 and Figure 1**.

Table 3 – Legal description, address and ownership of the Site

Address	Lot and DP	Ownership
25 Macquarie Place	Lot 21 Sec D DP 2921 Lot 22 Sec D DP 2921 Lot 23 Sec D DP 2921 Lot 26 Sec D DP 2921 Lot 27 Sec D DP 2921 Lot 28 Sec D DP 2921 Lot 29 Sec D DP 2921	Mortdale RSL Community Club Ltd
23 Macquarie Place	Lot C DP 345208	Mortdale RSL Community Club Ltd
19 Macquarie Place	Lot B DP 345208	Mortdale RSL Community Club Ltd
46 Pitt Street	Lot 20 Sec D DP 2921	Mortdale RSL Community Club Ltd
56 Pitt Street	SP 68533	Proprietors of SP68533

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**Figure 1 – Site Locality** (Source – NearMap)

16. The Site is located on the south eastern end of the Mortdale Local Centre which is serviced by a broad range of retail and commercial services and is located 20km south of Sydney CBD.
17. The site is located approximately 250m from Mortdale train station. The site has access to several key arterial roads such as Boundary Road and King Georges Road and a number of key bus routes, which connects Mortdale, Bankstown and Hurstville.
18. The Site currently accommodates the following development:
 - 25 Macquarie Place - Mortdale RSL and car parking
 - 23 Macquarie Place - single storey residential dwellings

- 56 Pitt Street - three storey residential flat building and
- 46 Pitt Street - commercial building

Surrounding Development

19. The neighbourhood is characterised by a mix of residential development of 3 storeys and one and two storey commercial developments. Refer to **Table 4** and **Figures 2 to 6** below:

Table 4 – Surrounding Development

Aspect	Surrounding Development
North	Land comprises of three (3) and four (4) storey residential developments. (Figure 2 - 22-26 Macquarie Place, Mortdale)
East	East along Macquarie Place land use comprises of low and high density residential of 1-2 storey detached housing and four (4) storey developments (Figure 3 - 11-17 Macquarie Place, Mortdale). East along Pitt Street the land comprises of one to two storey commercial developments. (Figure 4 - 36-44 Pitt Street, Mortdale) A 6 Storey mixed use development comprising of ground level commercial floor space with shop top housing above. (Figure 5 -85-87 Railway Parade, Mortdale)
South	Land comprises of one and two storey commercial developments. (Figure 6 - 35-39 Pitt Street, Mortdale)
West	Land comprises of three (3) storey residential developments. (Figure 7 - view from The Strand, Mortdale)

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Figure 2 - Developments north of the proposal 22-26 Macquarie Place, Mortdale



Source – Google Maps

Figure 3 – Existing single storey dwellings and four storey development (11-17 Macquarie Place, Mortdale)



Source – Google Maps

Figure 4 - Existing one and two storey commercial developments (36-44 Pitt Street, Mortdale)



Source – Google Maps



Figure 5 –Constructed Development at 85-87 Railway Parade, Mortdale

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Figure 6 - Existing 3 storey residential development (35-39 Pitt Street, Mortdale)

Source – Google Maps

Figure 7 – Existing three storey residential developments west of the site (view from The Strand, Mortdale)

Source – Google Maps

PLANNING PROPOSAL ASSESSMENT

20. A Planning Proposal request (PP2020/0001) for 19-25 Macquarie Place and 46-56 Pitt Street, Mortdale was lodged in March 2020. An updated proposal and traffic, social and economic impact assessments were lodged in July 2020.
21. **Table 1** above provides a summary of the key events, which is the subject of this report.

Summary of Planning Proposal Request

22. Think Planners submitted a Planning Proposal request (PP2020/0001) on 24 March 2020 that seeks to amend the Hurstville Local Environmental Plan 2012 (HLEP 2012) in relation to 19-25 Macquarie Place and 46-56 Pitt Street, Mortdale.
23. The Planning Proposal request included the following amended documents which form the basis of the Planning Proposal request being considered in this report:
 - a) Planning Proposal, prepared by Think Planners (**Attachment 3**)
 - b) Social Impact Assessment, prepared by Think Planners

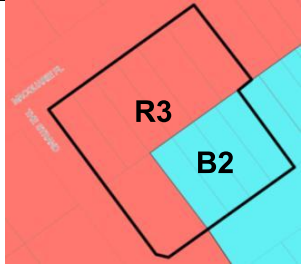

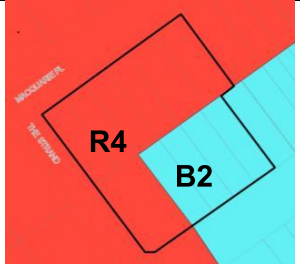
- c) Site Survey prepared by Land Development Solutions
 - d) Transport and Parking Assessment, prepared by Barga Traffic Planning Pty Ltd
(Attachment 4)
 - e) Urban Design Report, prepared by BureauSRH Architects **(Attachment 5)**
 - f) Market Potential and Economic Impact Assessment, prepared by Location IQ
(Attachment 6)
 - g) Voluntary Planning Agreement for Planning Proposal
24. Documents not attached can be located on Council website.
25. The Planning Proposal seeks to:
- a) Amend the Land Zoning Map to rezone the Site from B2 Local Centre and R3 Medium Density, to B4 Mixed Uses across the entire site (refer to **Table 5**);
 - b) Amend the Height of Buildings (HOB) Map to increase the maximum height controls across the Site from no height and 12m to 45m; (refer to **Table 5**); and
 - c) Amend the Maximum Floor Space Ratio (FSR) Map to increase the maximum FSR from 1.5:1 and 1:1 to 3.5:1(refer to **Table 5**).

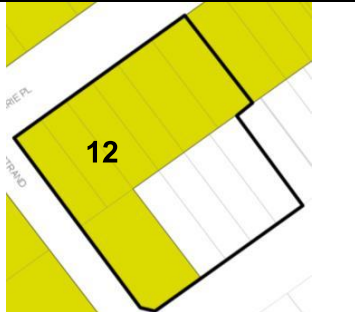
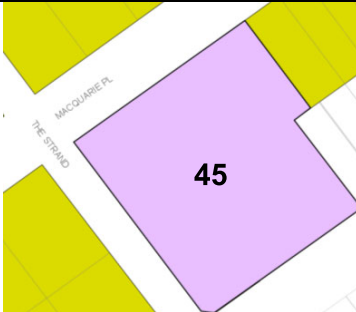
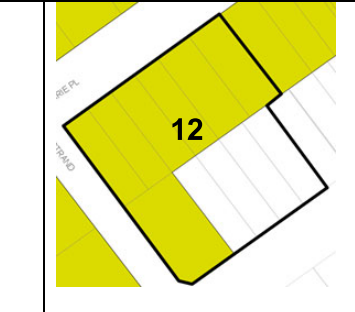
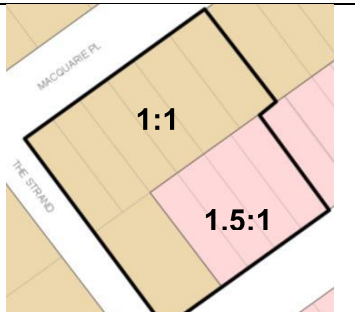
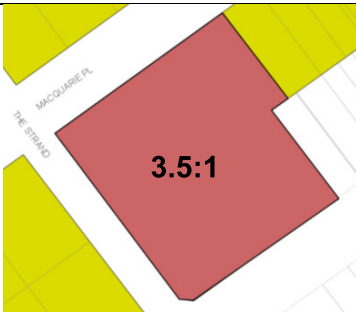

PLANNING STRATEGIES, POLICIES AND CONTROLS

Existing Planning Controls

26. The site is currently zoned B2 (Local Centre) that has no maximum building height controls and floor space ratio of 1.5:1 and R3 (Medium Density Residential) that has a maximum building height of 12m and maximum floor space ratio of 1:1. **Table 5** of the report demonstrates the existing and proposed controls under the *HLEP 2012* and draft *GRLEP 2020*.

Table 5 – Comparison of existing and proposed controls under the HLEP 2012 and draft GRLEP 2020

HLEP 2012 Provision	Existing	Proposed	Draft GRLEP 2020
Zone			
	<p>B2 Local Centre</p> <ul style="list-style-type: none"> • 46 Pitt Street • 25 Macquarie Place <p>R3 Medium Density</p> <ul style="list-style-type: none"> • 19-25 Macquarie Place • 56 Pitt Street 	<p>B4 – Mixed Use Entire Site</p>	<p>B2 Local Centre</p> <ul style="list-style-type: none"> • 46 Pitt Street • 25 Macquarie Place <p>R4 High Density</p> <ul style="list-style-type: none"> • 19-25 Macquarie Place • 56 Pitt Street

HLEP 2012 Provision	Existing	Proposed	Draft GRLEP 2020
Maximum building height	 <p>12</p>	 <p>45</p>	 <p>12</p>
	<p>No height</p> <ul style="list-style-type: none"> • 46 Pitt Street • 25 Macquarie Place <p>12m</p> <ul style="list-style-type: none"> • 19-25 Macquarie Place • 56 Pitt Street 	<p>45m</p> <p>Entire Site</p>	<p>No height</p> <ul style="list-style-type: none"> • 46 Pitt Street • 25 Macquarie Place <p>12m</p> <ul style="list-style-type: none"> • 19-25 Macquarie Place • 56 Pitt Street
Floor Space Ratio	 <p>1:1</p> <p>1.5:1</p>	 <p>3.5:1</p>	 <p>1:1</p> <p>1.5:1</p>
	<p>1.5:1</p> <ul style="list-style-type: none"> • 46 Pitt Street • 25 Macquarie Place <p>1:1</p> <ul style="list-style-type: none"> • 19-25 Macquarie Place • 56 Pitt Street 	<p>3.5:1</p> <p>Entire Site</p>	<p>1.5:1</p> <ul style="list-style-type: none"> • 46 Pitt Street • 25 Macquarie Place <p>1:1</p> <ul style="list-style-type: none"> • 19-25 Macquarie Place • 56 Pitt Street

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Strategic Planning Context

Greater Sydney Region Plan (A Metropolis of Three Cities) and the South District Plan

27. The Greater Sydney Region Plan (the 'Region Plan') was finalised and released by the Greater Sydney Commission in March 2018 and establishes the aspirations for the region over the next 40 years. The Region Plan is framed around 10 directions relating to infrastructure and collaboration, liveability, productivity and sustainability.
28. The South District Plan is a 20-year plan to manage growth in the context of economic, social and environmental matters to achieve the 40-year vision for greater Sydney. They contain planning priorities and actions for implementing the Region Plan at a district level, and are the bridge between regional and local planning.

29. An assessment against the Region and District Plans is shown below in **Table 6**

Table 6 - Assessment of Proposal against South District Plan

Directions and Objectives	South District Planning Priority	Applicants Comments	Council Officer's comments
Infrastructure and Collaboration			
A city supported by Infrastructure			
<p>O1: Infrastructure supports the three cities</p> <p>O2: Infrastructure aligns with forecast growth – growth infrastructure compact</p> <p>O3: Infrastructure adapts to meet future need</p> <p>O4: Infrastructure use is optimised</p>	<p>S1: Planning for a city supported by infrastructure</p>	<p>The current Planning Proposal is consistent with the objectives of this direction as the site is within 250m away from Mortdale Train Station.</p> <p>Bus stops with services to Bankstown and Hurstville are situated on the opposite site of the Site's frontage to Macquarie Place.</p> <p>Redevelopment of the site in accordance with the Planning Proposal will result in an increase in the residential population, however this will increase patronage to utilise the existing transport infrastructure within Mortdale.</p> <p>A future VPA offers the opportunity to deliver a new community space which can provide a future space for a library.</p>	<p>The Planning Proposal is located 250m from Mortdale train station and has good connections to bus services to Hurstville and Bankstown.</p> <p>Assessment by Council's Traffic Section raised concern that there is pressure on parking in Mortdale and traffic is already quite congested in this area. A planning proposal of this scale would increase the traffic in the area and SIDRA analysis of all strategic intersections leading to this site will be required to assess the impact that such a development will have and how it will be managed. A SIDRA analysis has not accompanied the planning proposal.</p> <p>The Planning Proposal has not demonstrated how it can effectively deliver a regional library service with a required floor space of 2500sqm as recommended by Library 2030 - Georges River Library Strategy. At the meeting on 17 September 2020 the applicant advised Councils officers that the community space will be 1,000sqm or less.</p>
Livability			
A city for people			
<p>O6: Services and infrastructure meet communities' changing needs</p>	<p>S3: Provide services and social infrastructure to meet people's changing needs</p>	<p>The proposal is to deliver a new modern RSL club that is to cater to the changing needs of the community, in terms of service and facilities that contemporary Australian are seeking including better dining option and more family friendly venues.</p> <p>Furthermore, the current Planning Proposal will permit</p>	<p>An offer to enter into a planning agreement has been provided which includes the following:</p> <ul style="list-style-type: none"> • Potential future library space • Public domain works on site boundaries • Incorporation of public art • Cash contributions <p>The strategy titled <i>Library 2030</i></p>

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Directions and Objectives	South District Planning Priority	Applicants Comments	Council Officer's comments
		<p>the RSL club to continue to service its local community by ensuring that the recreational opportunities within Mortdale are available.</p> <p>The revitalisation to the southwestern edges of the Mortdale Town Centre will deliver new pedestrian links along both Macquarie Place and Pitt Street which will enhance the pedestrian environment including the safety of people accessing the site and accessing surrounding land.</p> <p>Finally, the future VPA offers the opportunity to deliver a new community space which can provide a future space for a library.</p>	<p>- <i>Georges River Library Strategy</i> was adopted by Council and recommends the establishment of a library of approximately 2,500sqm in the western half of the Georges River LGA. This floor space is required in order to effectively deliver a regional library service. Any smaller floor space would have limited public benefit.</p> <p>Based on Council research and modelling for future library services, Council's Director Community and Culture has advised that establishing a library in this location without the appropriate floor space, of 2500sqm would not be supported.</p> <p>At the meeting on 17 September 2020 the applicant advised Councils officers that the community space will be 1,000sqm or less.</p>
<p>O7: Communities are healthy, resilient and socially connected</p> <p>O8: Greater Sydney's communities are culturally rich with diverse neighbourhoods</p> <p>O9: Greater Sydney celebrates the arts and supports creative industries and innovation</p>	<p>S4 Fostering healthy, creative, culturally rich and socially connected communities</p>	<p>The renovation of the RSL club which traditionally caters for older residents will provide a healthy and safe place for people of all ages and abilities to enjoy and patron.</p> <p>The future VPA offers the opportunity to deliver a new community space which can provide a future space for a library.</p> <p>Finally, the proposed residential component of the current Planning Proposal will serve a large range of different household types in the future residential community.</p> <p>The revitalisation to the southwestern edges of the Mortdale Town Centre will deliver new pedestrian links along both Macquarie Place and Pitt Street which will enhance the pedestrian</p>	<p>The proposed development proposes to enhance activity and social interaction through the revitalisation of the southwestern edge of the Mortdale Local Centre. The Mortdale Local Centre is currently a vibrant centre, with small grain development.</p> <p>The renovation of the RSL club will provide community benefit through street level activation along both Macquarie Place and Pitt street.</p> <p>A mixed-use neighbourhood facility close to centres and public transport would improve the opportunity for people to walk and cycle to local shops and services. This will encourage residents to walk while decreasing traffic congestion around Mortdale Local Centre.</p>

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Directions and Objectives	South District Planning Priority	Applicants Comments	Council Officer's comments
		environment including the safety of people accessing the site and accessing surrounding land.	
Housing the city			
<p>O10: Greater housing supply</p> <p>O11: Housing is more diverse and affordable</p>	S5: Providing housing supply, choice and affordability, with access to jobs, services and public transport	<p>The proposal is to provide additional residential units within an established town centre supported by strong public transport infrastructure including Mortdale Train Station.</p> <p>The proposal will include a variety of apartment sizes and types to contribute to housing diversity within the local housing market.</p>	<p>The Planning Proposal proposes to provide 170 residential units, including a variety of apartment sizes to contribute to the housing supply and diversity. The development is located close to Mortdale train station and benefits from bus services to Hurstville and Bankstown.</p> <p>Housing Affordability Across Greater Sydney, both home renters and purchasers face housing affordability challenges as Greater Sydney has been measured as being one of the least affordable housing markets globally and is the least affordable Australian city.</p> <p>Georges River Council has prepared a draft Affordable Housing Policy which will be exhibited by Council later in 2021.</p> <p>The development will cater for a variety of socio-economic groups. It will maintain existing social diversity and increase housing choice, affordability and social mix.</p>
A city of great places			
<p>O12: Great place that bring people together</p> <p>O13: Environmental heritage is identified conserved and enhanced</p>	S6: Creating and renewing great places and local centres, and respecting the district's heritage	<p>The current planning proposal exhibits planning principles that support a place-based approach.</p> <p>The site is not identified as containing a heritage item, and it is not located within a heritage conservation area. As a result, the proposal is not subject to</p>	It is expected that the proposed redevelopment of the Site would include improvements to the public domain and the provision of communal open spaces for the proposed residents. However, assessment by the Council's urban designer indicates that the proposal displays no public

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Directions and Objectives	South District Planning Priority	Applicants Comments	Council Officer's comments
		<p>any heritage restriction and as such no further heritage investigation is considered necessary.</p> <p>The proposal is to not only revitalise an aging RSL club that is to positively contribute to Mortdale's night time economy whilst also providing valuable recreation opportunities to the local community, but will provide additional commercial space to deliver a new supermarket that will not only support the function and performance of Mortdale Town Centre via increasing the community's access to goods and services, especially towards its south-western edges but contribute towards stimulating commercial activities along Pitt Street via playing a role as a key anchor development.</p>	<p>presence, no integration or consideration of public domain.</p> <p>The proposed development would accommodate formal and informal opportunities to develop and maintain social connections, through the revitalisation of the south western edge of Mortdale Town Centre.</p> <p>The site does not contain any identified heritage items and is not within a heritage conservation area.</p>
<p>Productivity Jobs and Skills for the city</p>			
<p>O22: Investment and business activity in centres</p>	<p>S9: Growing investment, business opportunities and jobs in strategic centres</p>	<p>The proposal is to not only revitalise an aging RSL club that is to positively contribute to Mortdale's night time economy whilst also providing valuable recreation opportunities to the local community, but will provide additional commercial space to deliver a new supermarket that will not only support the function and performance of Mortdale Town Centre via increasing the community's access to goods and services, especially towards its south-western edges but contribute towards stimulating commercial activities along Pitt Street via playing a role as a key anchor development.</p> <p>The proposal is to improve the walkability within and to centres by the delivery of new pedestrian links along both Macquarie Place and Pitt Street</p>	<p>Mortdale has been identified as a local centre. Local centres are important for access to day-to-day goods and services. These centres create a strong sense of place within the local community. Local centres are collections of shops and health, civic or commercial services.</p> <p>The Planning Proposal will be providing additional commercial space to deliver a new supermarket.</p> <p>The South District Plan states that increasing the level of residential development within walking distance of centres with a supermarket is a desirable livability outcome.</p> <p>The Commercial Centres Strategy – Part 1 (CCS) identifies the B2 – Mortdale (Morts Road) Centre as a Local Centre within the centres</p>

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Directions and Objectives	South District Planning Priority	Applicants Comments	Council Officer's comments
		<p>which will enhance the pedestrian environment.</p>	<p>hierarchy. Although there is a forecasted demand for increased employment floor space in the centre, the proposed B4 zone is inconsistent with the centres hierarchy.</p> <p>As a local centre in the context of the LGA and the South District, only a B2 zone can be supported to ensure a consistent approach to land use planning is applied across all Local Centres.</p> <p>The B4 Mixed Use zone is applied to land located within the Hurstville City Centre and the Kogarah Town Centre, which are identified as strategic centres with regional significance by the District and Region Plans due to the level of services and facilities provided by these centres.</p>
<p>Sustainability A city in its landscape</p>			
<p>O31: Public open space is accessible, protected and enhanced</p>	<p>S16: Delivering high quality open space</p>	<p>The Planning Proposal is to deliver new pedestrian links along both Macquarie Place and Pitt Street which will enhance the pedestrian environment including the safety of people accessing the site and accessing surrounding land.</p> <p>The proposal also comprises its own communal open space and landscaped area within a commercial context.</p>	<p>The proposed development proposes to deliver new pedestrian links along both Macquarie Place and Pitt street. The proposal also comprises its own communal open space and landscaped area within the development.</p> <p>However, assessment by the Council's urban designer indicates that the proposal displays no public presence, no integration or consideration of public domain.</p>
<p>An efficient city</p>			
<p>O33: A low-carbon city contributes to net-zero emission by 2050 and mitigate climate change O34: Energy and water flows are captured, use and re-used</p>	<p>S17: Reducing carbon emissions and managing energy, water and waste efficiently</p>	<p>The proposal does not include sustainability initiatives such as recycled water, sustainable building materials, and photovoltaics. Should the proposal proceed; initiatives towards net-zero emissions by 2050, methods of recycling construction and ongoing waste should be investigated as part of the Development Application</p>	<p>No details on sustainability incentives have been provided with the planning proposal.</p>

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Directions and Objectives	South District Planning Priority	Applicants Comments	Council Officer's comments
O35: More waste is re-used and recycled to support the development of a circular economic		stage.	
O36: People and places adapt to climate change and future shocks and stresses O37: Exposure to natural and urban hazards is reduced O38: Heatwaves and extreme heat are managed	S20: Adapting to the impacts of urban and natural hazards and climate change	The proposal is not located in a location identified as impacted by natural hazard zones such as bushfire. The proposal lists initiatives that contribute to mitigate urban heat island effect in the area.	As part of the planning proposal no information has been provided on how the development will reduce the impacts of urban and natural hazards and climate change.

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Georges River LSPS 2040 - Local Strategic Planning Statement

30. The Local Strategic Planning Statement (LSPS) 2040 outlines the 20-year vision for land use planning in the LGA. Underpinned by the five interrelated themes, the draft LSPS 2040 will assist in implementing actions in the Regional and District Plans, and Council's own priorities in its Community Strategic Plan:

- Access and movement
- Infrastructure and community
- Housing and neighbourhoods
- Economy and centres
- Environment and open space

31. An assessment of the Planning Proposal against the LSPS 2040 Planning Priorities is provided in **Table 7** as follows:

Table 7 – LSPS Planning Priorities

Planning Priority	Applicants comments	Council Officers Assessment
Economy and Centres		
P15. All local centres are supported to evolve for long-term viability	This Planning Proposal is entirely aligned with the LSPS by assisting with activation of an existing local centre. The Planning Proposal seeks to remove large spans of inactivated prime local centre land and reinvigorate this location with a new contemporary standard RSL and an injection of housing to enliven the space, enhance the economic activity with this local centre and assist with the overall viability of Mortdale.	The LSPS 2040 identifies Mortdale Local Centre as an appropriate location to be investigated for additional jobs and housing opportunities and potential expansion. Mortdale Local Centre is in the early stages of a place-based masterplanning process and it is anticipated that the draft Masterplan will be finalised by mid 2021. The Masterplan will enable a holistic review of the Mortdale Local Centre as

Planning Priority	Applicants comments	Council Officers Assessment
		<p>recommended in the Commercial Centre Strategy – Part 1.</p> <p>The planning proposal does not support the long term viability of the Mortdale Local Centre as it is an ad-hoc approach.</p> <p>The proposed B4 zone is inconsistent with Councils centres hierarchy as per the Commercial Centre Strategy- Part 1. As a local centre in the context of the LGA and the South District, only a B2 zone can be supported to ensure a consistent approach to land use planning is applied. The B4 zone is only applied to land located within the Hurstville City Centre and the Kogarah Town Centre, which are identified as strategic centres.</p>
Housing and neighbourhoods		
P9. A mix of well-designed housing for all life stages caters for a range of lifestyle needs and incomes	The Planning Proposal will be providing an accessible range of new dwellings that will be a mix of 1, 2 and 3 bedrooms in size to provide for an evolving community.	The Planning Proposal plans to provide 170 residential units comprising of a variety of sizes.
P10. Homes are supported by safe, accessible, green, clean, creative and diverse facilities, services and spaces	These new homes are to be located within an existing local centre that is supported by a diverse range of facilities, services as well as spaces. The new mixed use development will be designed with all abilities in mind and ensure public accessibility standards are achieved.	The Planning Proposal is located within the Mortdale local centre which provides a range of facilities and services. The development is also located close to public transport.

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32. The LSPS states that Georges River has 46 local and neighbourhood centres of different sizes, character and function. Mortdale is an identified local centre.
33. The LSPS 2040 identifies Mortdale Local Centre as an appropriate location to be investigated for additional jobs and housing opportunities and potential expansion. This investigation is currently underway but not yet at a stage to inform a planning proposal.

Georges River Commercial Centres Strategy

34. The Georges River Commercial Centres Strategy is being developed in two stages; Part 1 and Part 2. Part 1 informed the preparation of Georges River LEP 2020 and Part 2 will look at the roles and functions of all 48 commercial centres. It will provide centre-specific objectives, building controls and guidelines, and explore the potential expansion of appropriate centres.

35. The primary purpose of Part 1 was to inform the preparation of LEP 2020 and its accompanying development control plan. It conducts a stocktake of all 48 commercial centres in the Georges River LGA through a holistic approach with the intention of harmonising the existing planning frameworks that govern the future development of these centres.
36. Part 1 also looks at the inconsistencies and deficiencies of the current planning framework. It harmonises the permissible land uses and introduces land uses that will promote employment in response to the emerging economic trends and drivers, and investigates the appropriate mix required between employment and residential floor space in mixed use developments.
37. In the Council's Commercial Centres Strategy – Part 1, Mortdale is identified as a Local Centre as shown in **Figure 8** and is zoned B2 under the (HLEP 2012). The B2 – Local Centre zones provide essential access to day to day goods and services to where people live.
38. The proposed B4 zone is inconsistent with the centres hierarchy. As a local centre in the context of the LGA and the South District, only a rezoning to the B2 zone can be supported to ensure a consistent approach to land use planning is applied across all Local Centres. The existing B4 Mixed Use zone is applied to land located within the Hurstville City Centre and the Kogarah Town Centre, which are identified as strategic centres with regional significance by the District and Region Plans due to the level of services and facilities provided by these centres.

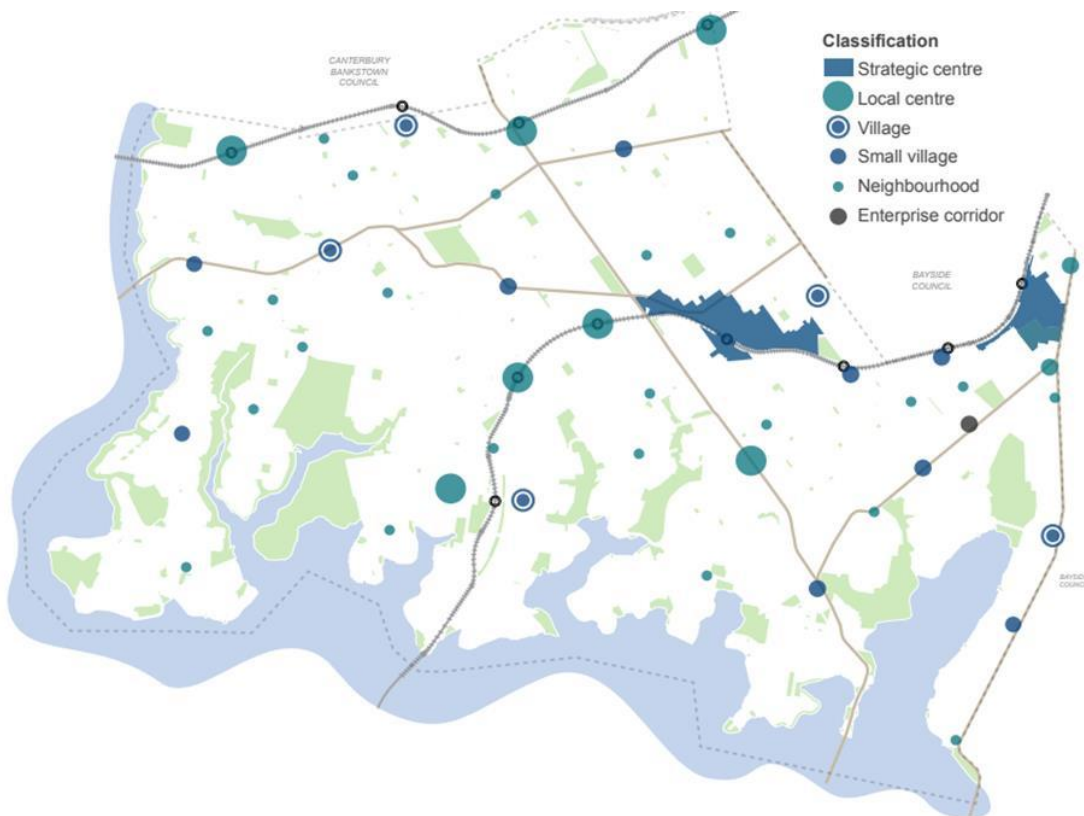


Figure 8 – Existing centres Hierarchy

39. The strategy recommends minimum non-residential FSRs required to meet 2036 demand, and for the Mortdale local centre this is 0.98:1. The draft Georges River LEP 2020 proposes a minimum non-residential FSR of 0.5:1 for the Mortdale local centre. This is increased from 0.3:1 in the current Hurstville LEP 2012.

- 40. Until the Commercial Centres Strategy Part 2 has been prepared, the Council has developed a guideline in the interim to ensure that any applicant-initiated request is supported by evidence findings, strategic and site-specific merit and great urban design outcomes. Expansion of the nominated centres may be considered if the subject site meets specific rezoning criteria.
- 41. The criteria are provided below in **Table 8**, along with the applicants and Council Officers assessment against the criteria.

Table 8 – Rezoning Criteria

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Criteria	Applicants comments	Council Officers comments
Not an ad hoc out-of-centre rezoning	The rezoning is within the south-western edges of the Mortdale Town Centre and as such is not considered an ad hoc out-of-centre rezoning.	<p>The south-east corner of the site forms part of the B2 Mortdale Local Centre. Council has commenced a masterplanning exercise of the Mortdale Local centre and a draft Masterplan will not be completed until mid-2021. The masterplan will investigate appropriate FSRs and heights for the centre. It will seek to encourage urban renewal and be supported by considerations of infrastructure, traffic and development feasibility to enable a holistic review of the Centre as recommended in the Commercial Centre Strategy – Part 1 Therefore the Planning proposal is an ad hoc approach at present.</p> <p>The Commercial Centres Strategy – Part 1 identifies the B2 – Mortdale (Morts Road) centre as a Local Centre within the centres hierarchy. Although there is a forecasted demand for increased employment floor space in the centre, the proposed B4 zone is inconsistent with the centres hierarchy. As a local centre in the context of the LGA and the South District, only a rezoning to the B2 zone can be supported to ensure a consistent approach to land use planning is applied across all Local Centres. The B4 Mixed Use zone is only applied to land located within the Hurstville City Centre and the Kogarah Town Centre, which are identified as strategic centres with regional significance by the District and Region Plans due to the level of services and facilities provided by these centres.</p>
Rationalises existing use	The current Planning Proposal is to	The RSL Club, residential uses,

Criteria	Applicants comments	Council Officers comments
rights and/or additional permitted use premises	take advantage of its existing use rights to expand and revitalise an existing RSL that will provide valuable recreational and dining opportunities and ultimately create a new vibrant facility for the community.	and retail facilities (massage/day spa) are each already provided at the subject site, the proposed development would not introduce new uses to the site.
Is immediately adjacent to an existing centre with the following categorisation in the retail hierarchy of centres (Local Centre).	The subject sites reside within a Local Centre –Mortdale.	The Site is within and adjacent to the Mortdale Local Centre which is categorized as a B2 – Local Centre. The proposed B4 Mixed Use zone is only applied to land located within the Hurstville City Centre and the Kogarah Town Centre, which are identified as strategic centres with regional significance by the District and Region Plans due to the level of services and facilities provided by these centres
Meeting an economic demand for additional employment floor space that cannot be provided within the existing centre and Addressing a demonstrated shortfall/retail gap, particularly in the local food and grocery network that cannot be accommodated within the existing centre	As identified by Part 6.14 (Mortdale Centre Employment Space Demand) of the Economic Study, Mortdale does not have a full-line supermarket and that several at-grade open carparks including portion of the development site could be redeveloped. The proposal is to not only revitalise an aging RSL club that is to positively contribute to Mortdale’s night time economy whilst also providing valuable recreation opportunities to the local community, but will provide additional commercial space to deliver a new supermarket that will not only support the function and performance of Mortdale Town Centre via increasing the community’s access to goods and services, especially towards its south-western edges but contribute towards stimulating commercial activities along Pitt Street via playing a role as a key anchor development. Furthermore, as part of a future VPA the development proposal offers the opportunity to deliver a new community space which can provide a future space for a public library. A recent review of the library facilities in the local area revealed there that there is a library in South Hurstville as well as one located at Penshurst. Both existing facilities are not accessible via public transport which is a major problem for older school	The proposal anticipates the creation of additional commercial floor space and around 247 direct and indirect jobs. Based on the Commercial Centres Strategy - Part 1, the Mortdale Local Centre currently encompasses some 20,412m2 of employment floorspace. Based on demand modelling, the Strategy indicates a demand for a net additional 6,602m2 of employment floorspace over the period to 2036, or an additional 413m2 per annum. A small-scale supermarket is not considered to be an attractor with the same level of significance as those provided within the Hurstville City Centre. Accordingly, the proposed development is inconsistent with the proposed application of the B4 land use zone. A B4 Mixed Use zoning will require a 1:1 non-residential FSR, therefore the applicant will have to provide for 4,600sqm of non-residential FSR. B2 Local Centres require a 0.5:1 non-residential FSR. Councils Library Strategy

Criteria	Applicants comments	Council Officers comments
	<p>students, university students and other residents who are reliant on public transport.</p>	<p>recommends the establishment of a library of approximately 2,500sqm in the western half of the Georges River LGA. This floor space is required in order to effectively deliver a regional library service. Any smaller floor space would have limited public benefit. Based on Council research and modelling for future library services, Council’s Director Community and Culture has advised that a space smaller than 2,500sqm would not meet future community needs.</p> <p>At the meeting on 17 September 2020 the applicant advised Councils officers that the community space will be 1,000sqm or less.</p>
<p>Does not negatively impact the economic viability and performance of the existing centre</p>	<p>The current Planning Proposal will have a positive impact on the economic viability and performance of Mortdale, especially to its south-western edges along Pitt Street. The revised RSL will provide valuable recreation and dining opportunities whilst also contributing to the night-time economy whilst the supermarket will positively contribute towards providing additional goods and services to the local community. Finally, the medical centre is to provide additional medical services to Mortdale ageing population.</p>	<p>The Commercial Centres Strategy – Part 1 identifies the B2 – Mortdale (Morts Road) centre as a Local Centre within the centres hierarchy. Although there is a forecasted demand for increased employment floor space in the centre, the proposed B4 zone is inconsistent with the centres hierarchy. As a local centre in the context of the LGA and the South District, only a B2 zone can be supported to ensure a consistent approach to land use planning is applied across all Local Centres. The B4 Mixed Use zone is only applied to land located within the Hurstville City Centre and the Kogarah Town Centre, which are identified as strategic centres with regional significance by the District and Region Plans due to the level of services and facilities provided by these centres.</p>
<p>Delivers a greater net community benefit compared to the existing use on the subject site and Presents a significant opportunity to provide much-needed, community-oriented</p>	<p>The proposal is to undertake a significant revitalisation to the south-western edges of the Mortdale Town Centre. This includes the delivery of new pedestrian links along both Macquarie Place and Pitt Street which will enhance the pedestrian environment including the safety of people accessing the site and accessing surrounding land.</p>	<p>The Planning Proposal proposes to provide additional commercial and retail space and improved pedestrian aims to provide links along Macquarie Place and Pitt Street.</p>

Criteria	Applicants comments	Council Officers comments
<p>benefits including but not limited to:</p> <ul style="list-style-type: none"> • At-grade public gathering spaces • Multi-use and flexible community facilities • Through-site links • Public view corridors and vistas • Public car parking • Improved traffic and road network conditions • Facilitates arts and creative industries 	<p>The new RSL building provides significant community benefit through street level activation with the aim of creating a new vibrant facility for the community.</p> <p>Furthermore, the current Planning Proposal will also provide additional health facilities to service the localities aging population with a proposed medical centre and as part of a future VPA, deliver a new community space which can provide a future space for a public library.</p>	
<p>Offers the opportunity to provide better linkages between fragmented parcels of employment uses within the existing centre</p>	<p>The existing land parcels are fragmented noting the variety of land uses including an aging RSL building and associated at-grade car parking area, a large flat building and older style residential dwellings located on the southern edges of an established town centre.</p> <p>The current Planning Proposal would remove the fragmentation via consolidating the 11 separate land parcels to deliver a contemporary modern gateway mixed use building that would exemplify design excellence and architectural merit.</p> <p>The proposal would not only increase the overall employment land within Mortdale but will positively contribute towards not only expanding the centre westwards but revitalising the economic performance of Mortdale, especially along Pitt Street.</p>	<p>The planning proposal will consolidate the 11 parcels to provide a mix used development.</p> <p>The proposal will expand the extent of the existing centre and increase the employment floor space for Mortdale town centre.</p> <p>The proposal will contribute to additional jobs and services for Mortdale local centre.</p>
<p>Demonstrates that there is no potential for a precedent to be set</p>	<p>Considering the size of the land parcels and the existing use rights afforded to the existing RSL club, the current proposal presents a unique opportunity to undertake a significance redevelopment of fragmented land parcels located within the western edges of a town centre. Due to the location and size of the subject land parcel and the unique nature of the proposal it is not likely that the current Planning Proposal will not result in any precedent to be set for future redevelopment within Mortdale Town Centre.</p> <p>The Economic Study identified a shortage of employment floor space within Mortdale which would eventually impact on its ability to</p>	<p>The Planning Proposal will set a precedent for other B2 Local Centres to request a B4 – Mixed Use zoning resulting in a commercial centres hierarchy issues.</p> <p>The Georges River Commercial Centres Strategy – Part 1 identifies a centres hierarchy within the Georges River LGA. It identifies the two strategic centres of Hurstville and Kogarah as being zoned B4 Mixed Use, based on their regional significance as identified in the District and Region Plans; and due to the level of services and facilities provided by these</p>

Criteria	Applicants comments	Council Officers comments
	<p>provide essential services and employment opportunities for their surrounding communities.</p> <p>As such the current Planning Proposal would contribute towards alleviating the shortage of employment floor space within Mortdale whilst also improving the overall function and performance of the Mortdale Town Centre.</p>	<p>centres. Hence, the requested B4 zoning for the Mortdale Local Centre is not supported.</p> <p>Furthermore, the planning proposal will set an undesirable precedent in terms of the resulting development proposed being out of scale and context with the locality and interface with adjacent zones.</p>
Provides strategic merit in expanding the existing centre that aligns with the policy direction of this Strategy and the Greater Sydney Region Plan and South District Plan	Refer to detail discussion against both the Greater Sydney Region Plan and the South District Plan further within this statement.	There is no strategic basis for the expansion of the Mortdale Local Centre at present as the placed based masterplanning work is still underway. Ad hoc Therefore the planning proposal is ad-hoc and does not have strategic merit. Further work was recommended by the Georges River Commercial Centres Strategy – Part 1 which is currently underway.

State and Regional Statutory Framework

42. The Planning Proposal has been assessed against below State Environmental Planning Policies (SEPPs), as provided in **Table 9** below:

Table 9 – Draft Planning Proposal consistency with relevant State Environment Planning Policies

SEPP	Applicants comments	Council Officers comments
SEPP No.55 – Remediation of Land	The existing uses of the site are unlikely to result in contamination of the land.	The planning proposal is consistent with the aims and provisions of this SEPP.
SEPP No. 65 – Design Quality of Residential Apartment Development Design Quality Principles Principle 1: Context and neighbourhood character Principle 2 : Built form and scale Principle 3: Density Principle 4: Sustainability Principle 5: Landscape Principle 6: Amenity Principle 7: Safety Principle 8: Housing diversity and social interaction Principle 9 Aesthetics	This SEPP will apply to a future development application. The reference design provided with this submission demonstrates that relevant guiding principles of SEPP 65 were considered including building separation, solar access, cross ventilation and apartment sizes.	<p>A peer review of the urban design report was conducted and concerns were raised in regards to Principle 1, 2 and 3. Principles 4 to 9 were unable to be consider due to insufficient information provided.</p> <p>Context and neighbourhood: The proposal demonstrates a poor response to its context and existing neighbourhood character due to the proposed built form and scale</p> <p>There is insufficient evidence to support the need for a high-rise ‘anchor’ development of 12 storeys within the surrounding 4</p>

SEPP	Applicants comments	Council Officers comments
		<p>storey context.</p> <p>Built form and scale: The proposed 12 storey development is 3 to 4 times higher than the surrounding context and is presented as a monolithic mass that does not respond to the existing rhythm of the streetscape.</p> <p>Density: The Planning Proposal has failed to demonstrate how the proposed height of 45m and FSR of 3.5:1 will work in the existing context. Concern is raised that the Planning Proposal will lead to excessive building height and bulk and will lead to overshadowing, solar access and liveability issues.</p>
SEPP (Building Sustainability Index: BASIX) 2004	The planning proposal is consistent with the aims or provisions of this SEPP.	Detailed compliance with SEPP (BASIX) would be a matter of consideration as part of a future DA.
SEPP (Infrastructure) 2007	Future development may constitute traffic generating development and trigger an assessment under this SEPP.	Assessment by Council's Traffic Section raised concern that there is pressure on parking in Mortdale and traffic is already quite congested in this area. A planning proposal of this scale would increase the traffic in the area and SIDRA analysis of all strategic intersections leading to this site will be required to assess the impact that such a development will have and how it will be managed. A SIDRA analysis has not accompanied the planning proposal.
SEPP (Affordable Rental Housing) 2009	The planning proposal is consistent with the aims or provisions of this SEPP. Future development may incorporate housing delivered under this SEPP and relevant provisions will be given detailed consideration during the assessment of a development application.	The draft Planning Proposal plans proposes to provide 170 residential units, including a variety of apartment sizes to contribute to the housing supply and diversity. A draft Affordable Housing Policy has been prepared and will be exhibited by Council later in 2021.

S9.1 Ministerial Directions

43. Ministerial Directions under Section 9.1 (formerly S117) of the EP&A Act set out a range of matters to be considered when preparing an amendment to a Local Environmental Plan.
44. The Planning Proposal has been assessed against the relevant Ministerial Directions as provided in **Table 10** below:

Table 10 – Ministerial Directions

S9.1 Direction	Applicants comments	Council Officers comments
1.1 Business and Industrial Zones	The planning proposal seeks to retain the general business zoning and expand on the B2 zone to permit a larger range of commercial uses as proposed in the B4 Mixed Use zone.	The planning proposal proposes a B4 Mixed Use zone which is inconsistent with the centres hierarchy. In the context of the LGA, Mortdale is considered a Local Centre, only a rezoning to the B2 zone can be supported to ensure a consistent approach to land use planning is applied across all Local Centres.
3.1 Residential Zones	The planning proposal is consistent with the direction. The planning proposal seeks to permit an injection of residential development which will represent a more efficient use of existing infrastructure and services and reduces the consumption of land for housing through urban renewal.	The planning proposal will create a mix of residential apartments located close to Mortdale train station and has good bus connections to Hurstville and Bankstown.
3.4 Integrating Land Use and Transport	The planning proposal is consistent with the direction. The subject site is within proximity of Mortdale Train Station.	Detailed traffic analysis of all strategic intersections leading to this site will need to be carried out indicating the impact that such a development will have in this area.
7.1 Implementation of A Plan for Growing Sydney	The planning proposal achieves the overall intent of the Plan and seeks to implement the achievement of its vision, land use strategy, policies, outcomes or actions. This planning proposal seeks to facilitate development of this key parcel of land which will encourage economic investment in this strategic centre, employment generation and delivery of new housing opportunities.	The planning proposal is an ad-hoc approach to local centre planning and development. It is not supported by a strategic plan. A masterplanning exercise is underway for the Mortdale Local Centre but will not be finalised as a draft until mid-2021.

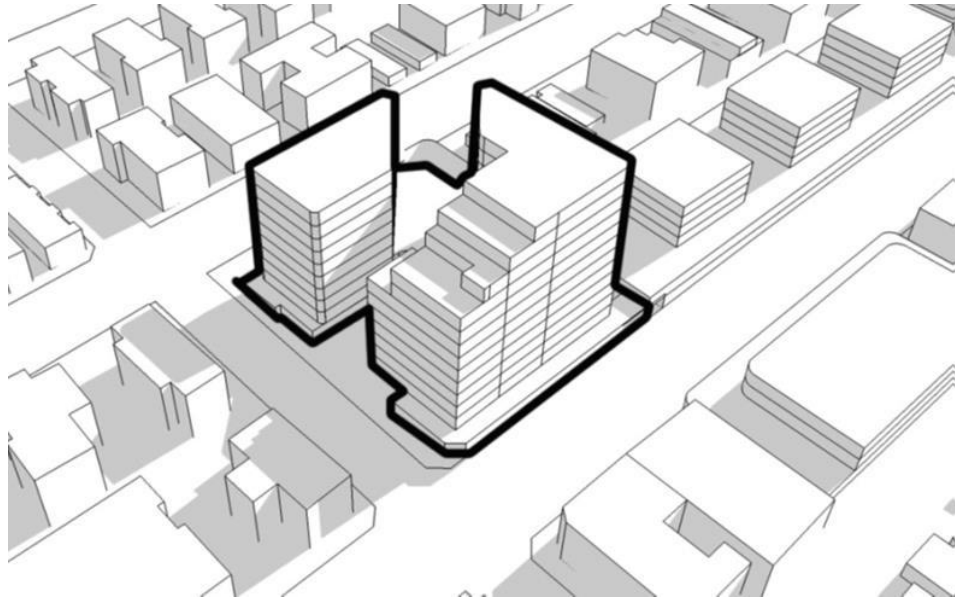
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Urban Design Analysis

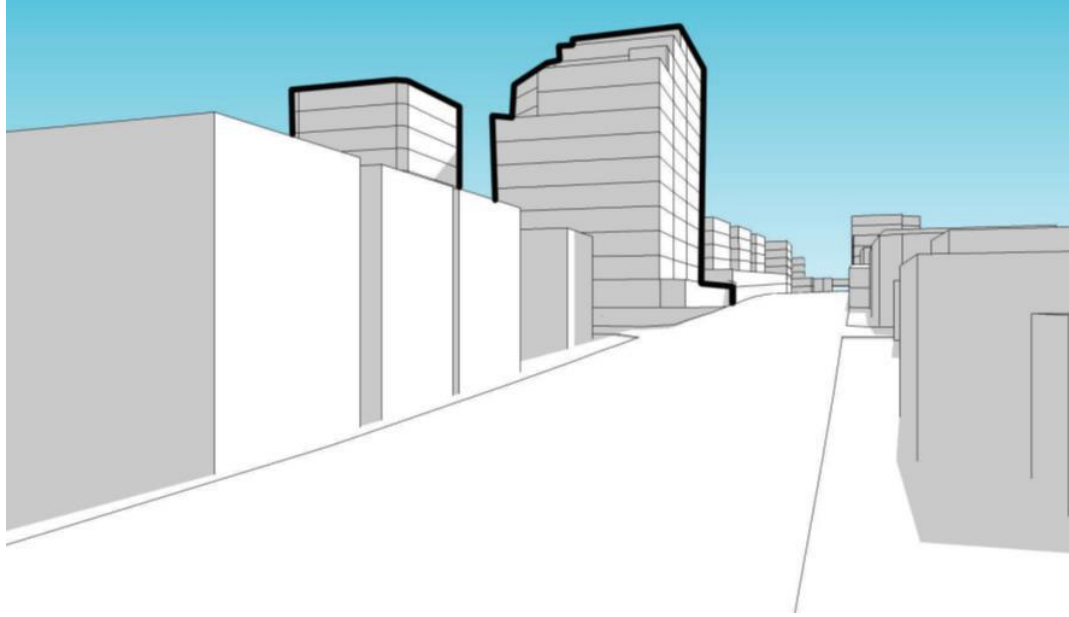
45. Although the need for urban renewal is acknowledged, the proposal demonstrates a poor response to its context and existing neighbourhood character due to the proposed built form and scale.
46. The site is located at the periphery of the Mortdale Local Centre at the end of Pitt Street and is a critical point in transition between the Local Centre and the adjoining residential areas with an established 3 to 4 storey walk-up unit typology.

47. The proposed high-rise development is enclosed by quiet, suburban streets. There is insufficient evidence to support the need for a high-rise 'anchor' development of 12 storeys within this homogenous 4 storey context. An 'anchor' treatment is considered to be more appropriate for locations with greater visibility, for example at the centre's interface to locally and regionally significant roads and/or key transport routes such as Morts Road and the railway line.
48. The proposed 12 storey development is 3 to 4 times higher than the surrounding context and is presented as a monolithic mass that does not respond to the existing rhythm of the streetscape. The prevailing building width exhibited by the adjacent unit blocks ranges between 12m and 15m. The width of each tower element measures over 35m and exacerbates the excessive bulk of the proposal.
49. Furthermore, the built form presents itself as a monolithic street wall on Pitt Street. The width of the site measures approximately 65m from the boundary of No.44 Pitt Street to The Strand. Based on the massing provided (refer Figure 14 below) and the concept floor plans in the Urban Design Report, the Pitt Street façade is approximately 45m in width. This is a significant contrast to the prevailing building width of between 20m to 25m on Pitt Street.
50. Similarly, the Macquarie Place the façade is approximately 45m in width. This is a significant contrast to the prevailing building width of between 12m to 15m on Macquarie Place.
51. The Urban Design Report lodged by the proponent acknowledges that the Macquarie Place interface requires an appropriate response to address the transition needed towards the existing low-scale residential units. However, the nil setback at ground floor and the 5m front setback for the 9 storey residential tower above is insufficient in alleviating the visual dominance presented by the 10 storey façade.
52. The proposed development is out of context with the existing subdivision pattern rhythm and streetscape of the area.
53. The proposal displays no public presence, no integration or consideration of public domain. It is unclear where the communal opens space will be provided because it not reflected by the floor plans in the Urban Design Report.
54. An assumption can be made on the built form modelling provided that a portion of the open space for this development is located in the centre of the site, but it is enclosed and overshadowed by the tall towers of this development. This will result in poor amenity and liveability for future residents of the development.
55. **Figures 9a and 9b** below illustrate how the excessive bulk and scale of the proposed development.

Figure 9a – Birds eye view



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Figure 9b – View from the street

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56. In respect of the Mortdale Local Centre there have been three (3) major Development Applications approved by Council in the vicinity of the Planning Proposal. The three (3) applications are on the southern side of the railway station on Railway Parade and Ellen Subway with a B2 Local Centres zoning, building height of 21m and FSR 2.5:1.
57. Construction has been finalised on a 6-storey mixed use development comprising of ground level commercial floor space with shop top housing above at 85-87 Railway Parade, Mortdale (refer to **Figure 10** below). 1 Ellen Subway, Mortdale a 7-storey mixed use development comprising ground floor commercial space, 38 residential units has been approved (refer to **Figure 11** below). A development application has been lodge with Council for a 7-storey mixed use development comprising of ground floor commercial space and 37 residential apartments at 89-93 Railway Parade, Mortdale (refer to **Figure 12** below).

**Figure 10 –Constructed Development at 85-87 Railway Parade, Mortdale**



Figure 11 – Approved Development at 1 Ellen Subway, Mortdale



Figure 12 – Proposed Development at 89-93 Railway Parade

Draft Mortdale Masterplan

58. Council has commenced work on a draft masterplan for the Mortdale Local Centre which will go on to inform the review of the other local centres as part of the preparation of the Commercial Centres Strategy, future amendments to the Draft GRLEP 2020 and Draft GRDCP 2020, as well as providing guidance for the assessment of proponent-led planning proposals in the area.
59. The masterplan seeks to encourage urban renewal, improve the amenity and quality of the built environment and public domain as well as provide new employment opportunities, and housing choice to create a vibrant local centre. It will be supported by considerations of infrastructure, traffic and development feasibility to enable a holistic review.
60. Council is also developing an Affordable Housing Contribution Scheme for the study area.
61. Four key design strategies inform the draft Masterplan:
 - Expand the B2 zone to meet the 2036 employment targets identified in the Commercial Centres Strategy;
 - Introduce transition zones to balance the density and height
 - Provide opportunities to improve public space network
 - Provide opportunities to improve public domain.

62. The draft masterplan is scheduled to be reported to Council for endorsement for public exhibition in mid-2021.

Social Analysis

63. The Social Impact Assessment (SIA) submitted by the applicant concludes that the proposal will not generate negative social impacts but rather will contribute to meeting vital social and economic needs to the local community.
64. The proposal will provide:
- New RSL building with street level activation along Macquarie Place and Pitt Street with the aim of creating a new vibrant facility for the community
 - 170 new residential dwellings
 - 1,800m² of retail floor space with the potential to be used for health or medical related facilities and a small metro style supermarket
 - 247 additional jobs
 - VPA offer with the opportunity to deliver a new community space (library)

Council Officer Comment:

65. In terms of the provision of a library neither the Urban Design Report nor the Reference Plans illustrate the location of the potential community facility. Council's Library Strategy 2030 recommends the establishment of a library of approximately 2,500sqm in the western half of the Georges River local government area. This floor space is required in order to effectively deliver a regional library service and is not identified in any of the concept plans.
66. The proposed development remains significantly out of context with any existing or proposed development within and adjoining the Mortdale Local Centre. The subject site is predominantly surrounded by two storey commercial/shop top housing developments and three storey residential flat buildings. The bulk and scale of the proposed development would result in significant adverse impacts on the adjoining residential properties, including overshadowing, loss of amenity, privacy and visual impacts.

Economic Analysis

67. The Economic Impact Assessment ('EIA', refer **Attachment 6**) submitted by the applicant includes an estimate of non-residential floor space of approximately 2,600sqm and 274 jobs on the subject site.
68. The report concludes that a substantial community benefit would result from the proposed development. The positive impacts include;
- *An enhanced range of facilities and services will be available to the local residents, workers and visitors.*
 - *The development would serve as a key anchor for the precinct. This would benefit the south west portion of the local centre, which is less vibrant.*
 - *The retention of spending that is currently being directed to other centres.*
 - *The local community will experience direct impacts and benefits originating from construction and operation of the proposed development, including the creation of 247 jobs.*
 - *The development would provide the local community with additional facilities and opportunities for social integration.*

Council Officer Comment:

69. The planning proposal proposes to deliver additional commercial opportunities, jobs and revitalisation of the RSL club to better service the local community.
70. The Planning Proposal will provide approx. 2,650sqm of non-residential floor space which meets the required 0.5:1 FSR to comply with the Draft GRLEP 2020.
71. There is insufficient evidence to support the need for a high-rise 'anchor' development of 12 storeys within context of 3 to 4 storeyed residential developments around. An 'anchor' treatment is considered to be more appropriate for locations with greater visibility, for example at the centre's interface to locally and regionally significant roads and/or key transport routes such as Morts Road and the railway line.

Traffic Analysis

72. The Transport and Parking Assessment report (refer to **Attachment 4**) submitted by the applicant concludes that:
 - the nett increase in traffic generation potential is minimal and not expected to result in any unacceptable traffic implications to the broader road network; and
 - the future car parking and loading facilities will be provided on site and designed in accordance with Council's requirements and the relevant Australian Standards.

Council Officer Comment:

73. However, it should be noted that no traffic counts or intersection analysis has been undertaken to assess the cumulative impacts of the proposal.
74. Council's Traffic Section has advised that parking in Mortdale is in high demand and that there traffic is congestion in this area. A planning proposal of this scale would increase the traffic in the area and would require SIDRA analysis of all strategic intersections leading to this site to assess the impact that such a development will have in this area.
75. The expected traffic generation from the retail component of the development will need to be calculated and inserted into the SIDRA model along with other retail and residential use. In other words, the SIDRA model will need to be fed with the worst-case scenario traffic generation.
76. The planning proposal seems to rely on the Infrastructure SEPP (being close to Mortdale Railway station) for parking provision rather than Councils DCP controls, which is a much lower rate. In addition, the planning proposal will result in loss of the existing parking along the Pitt Street frontage and it is not clear whether this loss of street parking will be compensated elsewhere.
77. In conclusion and in terms of traffic impacts the Planning Proposal cannot be supported without the above concerns being addressed first.

Stormwater/Overland Flow

78. Councils engineers have identified there is flood hazard issue downstream in the streets of this catchment area in front of properties No. 70 Pitt Street and No. 45 Macquarie Street.
79. The proposal for the increase in FSR will increase the impervious area and the stormwater flow rate. Council's existing pipes size is under capacity and the stormwater system is unable to tolerate any additional stormwater flow.
80. Additional stormwater flow from the proposal will cause extra flood hazards in terms of flooding to adjacent properties at the low points it will also increase downstream flooding.

81. Mitigation measures can be explored at the Development Applicant stage if the proposal is supported.

Voluntary Planning Agreement

82. Council received a letter of offer to enter into a Planning Agreement dated 10 July 2020, in conjunction with the Planning Proposal. The VPA letter gives consideration to:
- Potential future library space (1,000sqm or less)
 - Public domain works on the site boundaries
 - Incorporation of public art
 - Cash contributions
83. Further information regarding the size and value of the above contributions has not been provided by the applicant.
84. In response to the offer of accommodating a library on the proposed site, Council's Library Strategy 2030 recommends the establishment of a library of approximately 2,500sqm in the western half of the Georges River local government area. This floor space is required in order to effectively deliver a regional library service. Any smaller floor space would have limited public benefit. Based on Council research and modelling for future library services, and Council's Director Community and Culture's advice, establishing a library in this location without the appropriate floor space would not meet future community needs. At the meeting on 17 September 2020 the applicant advised Council's officers that the community space will be 1,000sqm or less.
85. As the Planning Proposal is not supported and is recommended for refusal, a full assessment of the offer and proposed public benefits under Council's Policy on Planning Agreements 2016 has not been undertaken.

SUMMARY OF ASSESSMENT / CONCLUSION

86. The Planning Proposal seeks to amend the HLEP 2012 in relation to 19-25 Macquarie Place and 46-56 Pitt Street, Mortdale as follows:
- a) Amend the HLEP 2012 Land Zoning (LZN) Map to rezone the Site from B2 Local Centre and R3 Medium Density, to B4 Mixed Use across the entire lot;
 - b) Amend the HLEP 2012 Height of Buildings (HOB) Map to increase the maximum height controls across the Site from no height and 12m to 45m; and
 - c) Amend the HLEP 2012 Maximum Floor Space Ratio (FSR) Map to increase the maximum FSR from 1.5:1 and 1:1 to 3.5:1.
87. In summary the excessive bulk and scale of the proposed development is not justified on this site as:
- i. The proposed development remains significantly out of context with any existing or proposed development within and adjoining the Mortdale Local Centre
 - ii. The site is predominantly surrounded by two storey commercial/shop top housing developments and three storey residential flat buildings
 - iii. The bulk and scale of the proposed development would result in significant adverse impacts on the adjoining residential properties, including overshadowing, loss of amenity, privacy and visual impacts.
88. Fundamentally, the sheer bulk and scale of the proposed development is not justified on this Site. The proposed development remains excessive and significantly out of context with any existing or proposed development within and adjoining the Mortdale Local Centre.

The subject site is predominantly surrounded by two storey commercial/shop top housing developments and three storey residential flat buildings. The bulk and scale of the proposed development would result in significant adverse impacts on the adjoining residential properties.

89. The development standards for B2 – Local Centres under the Kogarah Local Environmental Plan 2012 (KLEP 2012) were increased as part of the New City Plan amendment in 2017 to a maximum building height of 21m and a floor space ratio of 2.5:1. Since the New City Plan amendment came into effect, development applications have been lodged and approved within these centres, demonstrating the viability of these controls.
90. Council is in the early stages of a place-based master planning process of the Mortdale Local Centre. The Masterplan will seek to encourage urban renewal, improve the amenity and quality of the built environment and public domain as well as provide new housing and employment opportunities to create a vibrant local centre. It will be supported by considerations of infrastructure, traffic and development feasibility to enable a holistic review of the Mortdale Local Centre. It is anticipated that the draft Mortdale Local Centre Masterplan will be completed by June 2021. The Masterplan will be setting the FSRs and heights for the centre that are not possible to envisage at this stage. Therefore, the Planning Proposal controls are an ad hoc approach at present.
91. Furthermore, in line with the centres hierarchy, the B4 – Mixed Use zoning nominated for the strategic centres of Kogarah and Hurstville within the LGA, which are regionally significant centres. The B2 – Local Centre zones are for local centres, such as Mortdale and Penshurst, which provide essential access to day to day goods and services to where people live.
92. To encourage an appropriate mix of residential and non-residential uses in order to ensure a suitable level of non-residential floor space is provided to promote employment in our centres, Council's Commercial Centres Strategy – Part 1 recommends a minimum non-residential FSR for commercial centres based on their hierarchy which has informed the controls in the draft Georges River LEP 2020. For local centres such as Mortdale, the Commercial Centres Strategy – Part 1 and draft Georges River LEP 2020 designates a minimum non-residential FSR of 0.5:1.
93. The planning proposal includes an estimate of non-residential floor space 2,650sqm and 274 jobs on the subject site. It will deliver additional commercial opportunities, jobs and revitalisation of the RSL club to better service the local community.
94. Assessment by Council's Traffic Section raised concern that there is pressure on parking in Mortdale and traffic is already quite congested in this area. A planning proposal of this scale would increase the traffic in the area and SIDRA analysis of all strategic intersections leading to this site will be required to assess the impact that such a development will have and how it will be managed. A SIDRA analysis has not accompanied the planning proposal.
95. Additional stormwater flow from the proposal will cause extra flood hazards in terms of flooding to adjacent properties at the low points it will also increase downstream flooding. Mitigation measures can be explored at the Development Applicant stage if the proposal is supported.
96. It is recommended that Council not progress to the Department of Planning, Industry and Environment for a Gateway Determination for the following reasons:
 - a) The Planning Proposal lacks strategic merit as:

- i. It does not have regard to the cumulative impact of the increases to planning controls, especially in terms of infrastructure, traffic and development feasibility in the Mortdale Local Centre.
 - ii. Proceeding with the planning proposal would result in an ad hoc planning approach, as Council's place-based master planning process of the Mortdale Local Centre will not be finalised as a draft before mid-2021.
 - iii. It seeks a B4 Mixed Use zoning which competes with the two designated B4 Mixed Use centres in Georges River and is not consistent with the classification nominated by the South District Plan and Council's endorsed Commercial Centres Strategy – Part 1.
- b) The Planning Proposal lacks site specific merit as:
- i. The proposed development controls that seek to increase the maximum building height from no height and 12m to 45m (equivalent to twelve storeys) and increase density from 1.5:1 and 1.0:1 to 3.5:1 are out of context and would result in significant adverse impacts on the adjoining residential properties, including overshadowing and visual impacts
 - ii. It will set a precedent for other B2 Local Centres to request a B4-Mixed Use zoning, leading to inconsistency with the hierarchy set out in the Commercial Centres Strategy Part 1.
 - iii. The proposal does not provide adequate consideration of building treatment at the street edge, traffic and parking issues
 - iv. The proposed development demonstrates a poor response to the context of the subject site and its locality due to the proposed built form and scale.
 - v. The excessive bulk and scale of the proposed development is not justified on this site
 - vi. The proposed development remains significantly out of context with any existing or approved development within and adjoining the Mortdale Local Centre.

NEXT STEPS

97. If Council resolves to adopt the recommendation in this report not to support the Planning Proposal, the applicant has the opportunity;
- i. To work with Council to refine the proposed development to an acceptable outcome. or;
 - ii. Request a pre-Gateway review by the Department of Planning, Industry and Environment.
98. If Council supports the Planning Proposal it would be necessary for Council to provide the reasons and justification for supporting the Planning Proposal.

FINANCIAL IMPLICATIONS

99. No budget impact for this report.

RISK IMPLICATIONS

100. No risks identified.

FILE REFERENCE

PP2020/0001

ATTACHMENTS

- Attachment 1 Mortdale RSL Planning Proposal - 19 -25 Macquarie Place and 46-56 Pitt Street, Mortdale - Local Planning Panel 04 March 2021 - *published in separate document*
- Attachment 2 LPP_04032021_MIN - *published in separate document*
- Attachment 3 Planning Proposal_Mortdale Gardens - *published in separate document*
- Attachment 4 Traffic Report_Mortdale Gardens - *published in separate document*
- Attachment 5 UDR_Mortdale Gardens - *published in separate document*
- Attachment 6 EIA_19-25 Macquarie Place Mortdale - *published in separate document*

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