



16 November 2009

**REVIEW OF RECOMMENDATIONS IN THE DG'S REPORT**  
**MIXED USE DEVELOPMENT CAMSPIE**  
**FORMER SUNBEAM FACTORY**

**1.0 REQUEST FOR REVIEW**

On 28 October 2009, the Minister for Planning requested the Planning Assessment Commission to undertake a review of the reasonableness of the Department's recommendation for a Concept Plan and Project Application for the redevelopment of the former Sunbeam factory at 60 Charlotte St, Campsie (see aerial photo attached).

**2.0 BRIEFING BY THE DEPARTMENT**

The Commission was briefed by senior staff of the Department on 4 November 2009 and met again on 9 November 2009 where it requested further information from the Department. The Commission also held a teleconference on 13 November 2009.

**3.0 PROPOSAL**

The proposal is a **Concept Plan** for:

- Bulky goods retailing, multiple unit residential development, seniors living - including independent living units and a high care facility, commercial offices, specialty retail, convenience retail, trade retail, supermarket, medical centre, gym and a child care centre;
- Public open space;
- Indicative building envelopes for 13 buildings over 5 lots, with heights from 3 to 8 storeys;
- Road layout, services, and landscaping; and
- Total floor space of 83,055m<sup>2</sup>.

**Project Application (Stage 1)** for staged demolition and remediation, a 5 lot subdivision, associated roads, landscaping and infrastructure and development of Lots 1 and 3 as follows:

- Development of Lot 1:
  - Part 4/5 storey bulky goods premises – 30,117m<sup>2</sup> with commercial, trade retail, gym and retail shops;
  - 695 car spaces;
  - Maximum height 25.1m
- Development of Lot 3:
  - 4 storey residential flat building – comprising 58 units;
  - Child care centre on ground floor of this building - 636m<sup>2</sup>;
  - 93 car spaces, 16 bicycle spaces; and
  - A maximum height of 13m.

#### 4.0 COMMUNITY CONSULTATION

The proposal was exhibited over a 55 day period from 10 December 2008 to 2 February 2009. During the exhibition period the Department received 5 submissions from public authorities and 13 submissions from the public including one with a petition signed by 32 people.

The key issues raised in public submissions were:

- Traffic increase;
- Privacy, overshadowing and visual impact;
- Lack of public transport;
- Out of centre location for retail development; and
- Flooding and drainage.

Public Agencies raised the following issues:

- **Canterbury City Council** – raised concerns regarding traffic, economic impact, flooding, seniors living location, the Voluntary Planning Agreement and visual and acoustic amenity.
- **NSW Department of Environment, Climate Change and Water (DECCW)** – raised concerns regarding the level of investigation undertaken for contamination and remediation.
- **NSW Roads and Traffic Authority (RTA)** – Raised concerns regarding traffic impacts on local streets: in particular Alfred Street/Harp Street intersection and public transport accessibility to the site.
- **Sydney Water** – Raised concerns regarding flooding, Water Sensitive Urban Design (WSUD) and Ecological Sustainable Development (ESD).
- **Ministry of Transport (MoT)** - Requested a Transport Management and Accessibility Plan (TMAP). A TMAP was submitted within the PPR.

#### 5.0 DEPARTMENT'S ASSESSMENT

The Director General's Report (DGs Report) identified the following key issues in relation to the proposal: strategic justification, flooding, urban design, bulk and scale, privacy, overshadowing and amenity, seniors living, traffic and parking, contributions/voluntary planning agreement, demolition/remediation/staging/subdivision and the public interest.

##### *Strategic Justification - Impact of the Proposal on Nearby Centres*

The DG's Report indicated that given the potential impact of the proposal on the viability of existing centres the Department engaged consultants Hill PDA to assess the impact of the proposal on nearby centres.

Hill PDA concluded that:

- Currently there was an undersupply of retail and bulky goods floorspace within the locality;
- The proposed specialty retail component would ensure the economic viability of the proposal centre;
- There will be likely impacts upon Canterbury Rd retailers;
- There is a forecast undersupply of supermarket floor space of approximately 5000sq.m for 2011 for the locality.

Whilst Hill PDA concluded that there would be a sufficient undersupply of retail and bulky goods floor space within the locality to support the proposal, they did raise concerns regarding the commercial component of the proposal raising questions regarding the viability of offices in this location. In response the Department recommended as a condition of consent that a demand analysis be undertaken for commercial office space in this location

and the impact of additional office space on surrounding centres prior to the release of a Construction Certificate for the bulky goods/commercial component on Lot 1.

## **6.0 COMMISSION ASSESSMENT**

The Planning Assessment Commission has been asked to review the reasonableness of the Department's recommendation. The Commission believes that the Department's assessment of the proposal and recommendation is reasonable given the history of the proposal since it was declared a Major Project in December 2007.

The proposal appears to have been consistently influenced by a pursuit for jobs creation which has resulted in the inclusion of a component of bulky goods landuse. This is illustrated by the Director General's Requirements (DGRs) issued in May 2008 which included a requirement for a *Retail/Bulky Goods Impact Assessment* and also requested that *The EA provide / conserve an appropriate amount of land for industrial /employment purposes.*

The Proponent lodged the Concept Plan and Project Application in October 2008 which included a bulky goods component. This Plan was exhibited in December 2008 and in response to submissions received the Proponent lodged a Preferred Project Report (PPR) in May 2009 which retained the bulky goods component.

### *Statutory Context*

The Commission notes that the site is zoned 4(b) Light Industrial under the Canterbury Planning Scheme Ordinance which prohibits all major uses proposed as part of this scheme, including retail, residential, seniors living, commercial offices, supermarkets, medical centres, gyms and childcare centres are prohibited. Some small convenience retail use is permitted on the site. The subject proposal includes a concept plan for the entire site which if approved would allow prohibited uses to be considered for approval.

### *Strategic Context*

The Department's draft South Sub-Regional Strategy identifies the site as Category 1 land to be retained for industrial purposes in order to retain/conserve industrial/employment lands within the Metropolitan Area to preserve jobs and landuses which help support local and regional economies. The Commission notes that the proposal does not include any industrial landuse, however provides potential employment generation through the provision of retail/commercial and bulky goods landuses. The Department advised that the proposal will support several objectives of the State Plan regarding jobs creation and location.

The Commission questioned the justification for moving away from the category for this site as land to be retained for industrial land purposes as listed in the draft South Sub-Regional Strategy. The Department advised that they were reviewing the employment lands categories in the draft South Sub-Regional Strategy.

Whilst the Commission accept and understand the importance of job creation and retention, it is the Commission's view that the pursuit of jobs creation has resulted in a less than optimal proposed layout design and mix of landuses for the site than if it were devoted to residential/commercial and retail development.

### *Open Space*

The proposed open space is located on a podium above a proposed supermarket carpark and loading dock. The main access to the park is from New Wade St, however as identified by the Department, the difference in levels between the street and the open space remains unresolved.

The Commission acknowledges the importance of providing useable open space as a key element of the scheme and is aware of the difficulties of providing and maintaining

successful rooftop open space. The Commission considers the Department's recommendations requiring the Proponent to provide further design details to ensure that the proposed public open space corresponds to the public domain and is easily accessible to be reasonable for the park as proposed.

#### *Demolition and Remediation*

The Commission considers demolition and remediation of the site an important component in ensuring the safety of future residents and its successful development. In this regard the Commission supports the Department's recommendation that demolition and remediation of the entire site be undertaken as part of Stage 1 rather than as a staged process as proposed.

#### *Traffic Impacts*

Given the scale of the proposal it has the potential to significantly impact on the surrounding street network. In this regard the Department supported Council suggestions including further analysis of surrounding streets, proposed consultation requirements in relation to the proposed road works. The Department also recommended several further conditions including the provision of car share spaces and further negotiations with local bus providers.

The Commission note the Department's recommendations and considers them reasonable in managing the increased traffic generation associated with the proposal.

#### *Flooding*

The site is flood affected over the southern part of the site where the seniors living development is proposed adjacent to a storm water culvert which runs along the southern boundary of the site. The site is also flood affected to a lesser extent over the northern parts where the Stage 1 residential development and bulky goods building is proposed.

The approximate 100 year ARI flood extent affects parts of future lots 1,2,3 and 5. The Proponent's flooding report indicates that water depths in the street during a 100 year flood would vary from 0.5m to 1.1m and recommended a minimum freeboard of .50m above Council's standard floor level which was adopted by the Department in their recommended conditions of approval.

The Proponent addressed the major flooding implications through the provision of detention storage tanks and amending the plans for Lot 5 by removing one of the seniors living buildings in their PPR. The Proponent also provided a further Flood Study with their PPR which suggested that the proposed development would present no significant increase in flooding and that the remaining buildings on Lot 5 would be located outside the Creek channel floodway and therefore not considered to be within 'environmentally sensitive land' for the purposes of the SEPP 'Housing for Seniors or People with a Disability'.

In regards to the future potential impact of the proposal on local flooding regimes, the Department requested that a further detailed flood study be prepared on Lots 4 and 5 for future development applications. The Department also requested further details regarding the potential flooding on Lot 1, as ponding was identified as being likely in Troy Street and the submission of details demonstrating resolution of this issue prior to the issue of a Construction Certificate.

The Commission considers that the Department has adequately addressed the issues associated with on and off the site flooding and support their recommendations in this regard.

## 7.0 CONCLUSION

The Commission has reviewed the DGs Report for the redevelopment of the former Sunbeam Factory Concept Plan and Project Application and considers that although the outcome proposed for the site is not the most desirable, the Department's assessment and recommendations are reasonable given the circumstances under which the proposal was assessed. Such circumstances refer to the policy of employment generating landuses in metropolitan Sydney and the consistent inclusion of a bulky goods component in the scheme.

Nevertheless the Commission recognises the significant opportunities that exist in the redevelopment of a site of this scale in this location. It appears however, that the drive to create jobs has resulted in a less than optimal mix of proposed landuses and the subsequent design for the site.

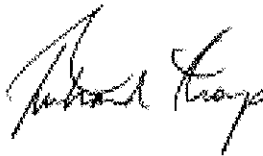
This site presents an ideal opportunity for a high quality, well designed residential development in the area and the Commission considers that there is also a good case for a supermarket and range of neighbourhood scale uses on the site in the vicinity of the Charlotte and Harp St intersection.

The Commission is also of the view that there may also be a case for allowing the early development of some of the residential components of the proposal after it has been remediated and whilst layout and design options for the remainder of the site are examined.

As a result of the conclusions drawn above, the Commission consider that it would be appropriate for the Department to undertake further negotiations with the Proponent with a view to removing the bulky goods component of the proposal.



Gabrielle Kibble  
PAC Chair



Richard Thorp  
PAC Member



Kevin Sproats  
PAC Member

ATTACHMENT 1 – AERIAL PHOTOGRAPH

