

(Item 70/23) Draft Burwood North Precinct Masterplan - Endorsement for Public Exhibition

File No: 23/23974

Report by General Manager

Summary

The draft Burwood North Precinct Masterplan has been prepared by Council in conjunction with urban design consultancy Cox Architecture and is supported by a series of technical studies prepared by independent experts in their respective fields.

This report seeks Council's endorsement to exhibit the draft Masterplan and outlines the proposed engagement strategy for the exhibition.

Operational Plan Objective

- A.63 Research plans and opportunities for the creation of public open spaces as part of the planning of the Burwood North Precinct
- A.76 Undertake initiatives that support new economic growth in the Burwood North Precinct and Burwood Town Centre
- A.98 Undertake comprehensive community engagement programs to seek community input on Council projects, operations, initiatives and major decisions.

Executive Summary

The draft Burwood North Precinct Masterplan (the Masterplan) provides a clear vision to support the long-term future growth of the Burwood North Precinct to encourage urban renewal, improve the amenity and quality of the built environment and public domain to create a highly desirable and liveable neighbourhood in Burwood North.

The Masterplan has been informed by thorough critical analysis, including specialist technical inputs relating to urban design, landscape and public domain, transport, land use economics, first nations culture and heritage, sustainability, site contamination, geo-technical review, stormwater and flooding, heritage and infrastructure planning.

In addition, the draft Masterplan provides recommendations on land use zones, building heights, floor space ratios (FSRs), and public domain improvements that will incentivise activation, facilitate job creation and housing choice.

Key features of the draft Masterplan include:

- The delivery and enhancement of a range of public spaces and an active transport network through the creation of a new green/blue corridor linking Burwood Park to Parramatta Road towards Parramatta River/Sydney Harbour;
- Encouraging the provision of well-designed, sustainable housing to meet the needs of our current and future community;
- Improving housing affordability through the provision of an affordable housing scheme;
- Additional employment generating floorspace for new and emerging jobs, building on Burwood North's high accessibility and connectivity;
- Activating and greening Parramatta Road with buildings set back and an expanded mixed use zone that will allow for additional employment opportunities, as well as appropriately designed housing;

- Rejuvenating and maintaining Burwood Road as an extended high street retail and dining precinct;
- Retaining the human scale and solar access on Burwood Road;
- Establishing accessible, clear and efficient pedestrian and cycleway connections to the future Burwood North metro station;
- Protecting the amenity of the existing educational establishments in the Burwood North Precinct by siting building height appropriately;
- Creating the capacity for approximately 5,300 new dwellings and 1,300 new jobs over the next 20 years as compared to PRCUTS targets of 3,200 dwellings and 664 jobs (Burwood LGA – Burwood-Concord Precinct under PRCUTS).

A copy of the draft Masterplan is included at Attachment 1.

Having regard to the earlier community engagement on Burwood North, this next stage of broader consultation seeks community and stakeholder input into the draft Masterplan from across the LGA. It is proposed to place the draft Masterplan on exhibition for a period of 6 weeks to allow the community suitable time to provide feedback through a variety of engagement activities, including opportunities for face-to-face information sessions.

Following the conclusion of the public exhibition period, a further report will be prepared for Council's consideration, including:

- Outcomes of the consultation and responses to issues raised;
- Final masterplan and supporting documentation - reflective of community and stakeholder input for Council's endorsement;
- Proposed implementation plan including the preparation of Planning Proposal to amend Burwood Local Environmental Plan 2012 and amendments to Burwood Development Control Plan 2012.

The Draft Burwood Affordable Housing Policy and Contributions Scheme will be reported separately to Council.

Background

Council, at its meeting on 18 October 2022, considered an update report on the preparation of the Burwood North Precinct Masterplan and an Affordable Housing Policy and Contributions Scheme.

The preparation of the draft Masterplan includes the review of the planning controls for the Burwood North Precinct, which forms part of the Parramatta Road Corridor Urban Transformation Strategy (PRCUTS).

PRCUTS - Burwood North Precinct

In November 2016, Urban Growth NSW released the Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) together with a package of implementation and reference documents. A Section 117 Ministerial Direction gives the Strategy and Implementation Tool Kit statutory weight.

PRCUTS aims to renew Parramatta Road and adjacent communities through investment in homes, jobs, transport, open space and public amenity. It presents significant urban renewal opportunities for land within defined development precincts.

Burwood North is identified within the Burwood-Concord Precinct of PRCUTS, which straddles the Burwood and Canada Bay LGAs (refer to Figure 1). The Burwood-Concord renewal precinct reinforces Burwood's role as a strategic centre in the corridor with Burwood Road functioning as the spine of the precinct, linking urban renewal areas north of Parramatta Road into the Burwood Town Centre.

PRCUTS does not rezone any land. The long term 30-year strategy establishes a framework for land use and transport to guide, coordinate and facilitate changes to local planning controls. These local planning controls are to be amended via planning proposals, either landowner or developers, or undertaken by councils.

The strategy sets out a vision for the corridor of tomorrow:

- housing choice and affordability
- diverse and resilient economy
- accessible and connected
- vibrant communities and places
- green spaces and links
- sustainability and resilience

According to the PRCUTS vision, the Burwood-Concord renewal precinct is anticipated to provide 3,200 dwellings and 664 jobs within the Burwood LGA section of the Burwood-Concord Precinct.

The PRCUTS Implementation Plan requires Council to gain a thorough understanding of the key issues in the Burwood North Precinct. Importantly, it also requires a robust evidence base to support the development of the future planning framework within the Burwood North Precinct.

Planning proposals that are inconsistent with PRCUTS must justify the inconsistency by a study that clearly demonstrates better outcomes are delivered than identified in the PRCUTS having regard to the vision and objectives.

Council has undertaken a comprehensive series of studies and plans in the development of the draft Masterplan, including reviewing the recommended planning controls within PRCUTS. Economic land use feasibility testing undertaken on behalf of Council identifies that urban renewal is unviable under the PRCUTS recommended planning controls.



Figure 1. Burwood-Concord Precinct (PRCUTS) Study Area

Burwood Council, together with Canada Bay and Strathfield Councils, commissioned Bitzios Consulting to prepare a precinct wide Traffic and Transport Study for the Parramatta Road corridor area within their local government area boundaries.

The methodology for the traffic modelling was agreed with TfNSW with input on assumptions for the then Department of Planning Industry and Environment (now Department of Planning and Environment (DPE)).

The initial strategic modelling baseline (2019) outputs were completed in December 2020 with the uplift modelling, based on PRCUTS yields for 2026 and 2036, and reporting occurring through 2021. The report provides an integrated traffic and transport strategic response and action plan to support the land use densification proposed for the PRCUTS precincts, including Burwood-Concord.

The key traffic issues in the precinct by 2036 are related to significant congestion on Parramatta Road, and possible knock-on effect on Burwood Road.

Key issues were seen in the 2036 models at:

- Burwood Road / Park Avenue / Wilga Street (staggered, signalised intersections)
- Burwood Road / Burton Street.

The initiatives proposed in the Burwood- Concord precinct are:

- Burwood Road peak period, peak direct clearways, in the longer term as redevelopment occurs
- Signal phase changes at Burwood Road / Park Avenue / Wilga Street and Gipps Street / Broughton Street
- New traffic signals at Burwood Road / Burton Street
- A traffic management scheme to limit 'rat running' via Loftus Street
- Additional pedestrian links to improve the permeability of the redevelopment area and new cycle links to connect existing facilities to, from and within the precinct.

Key findings regarding the development uplift potential at Burwood-Concord recommended that the distribution of the proposed uplift should be weighted with high densities around Parramatta Road, Burwood Road and the proposed Burwood North Metro Station, with reduced levels towards the southeast and southwest corners of the precinct.

Sydney Metro West

Since the release of the PRCUTS, and the completion of the precinct wide PRCUTS Traffic and Transport Study, the NSW Government has announced the Sydney Metro West high capacity railway line linking the Sydney CBD with Parramatta CBD. At ultimate capacity, Sydney Metro West would be able to move more than 40,000 people an hour in each direction and would complement the suburban and intercity services between Parramatta and the Sydney CBD.

The future access to high frequent mass rapid transit provided by Sydney Metro allows the density and yield outcomes for the Burwood North precinct to be reviewed. This would also allow the changes in land use economics in Burwood, and Greater Sydney more generally, to be addressed by testing planning controls that offer an economically viable outcome.

The Sydney Metro West will support employment growth and housing supply planned along the Parramatta Road corridor. A Sydney Metro West station at Burwood North would provide a second transport node to the Burwood centre, supporting activation of Burwood Road between Burwood and Concord centres (see Figure 2).



Figure 2. Sydney Metro West Line

Construction on the Sydney Metro West commenced in 2020, with a station approved in the Burwood North Precinct. The main part of Burwood North Station sits within the City of Canada Bay LGA, while the southern station entrance lies in the Burwood Council LGA.

Sydney Metro has indicated that the proposed Burwood North station entrance south of Parramatta Road will be subject to over-station development, which will consist of non-residential uses and be subject to further detailed design and approval.

Council is mindful that land use controls must be integrated with the metro station site, and consultation has occurred with Sydney Metro to ensure that the draft Masterplan addresses relevant planning considerations.

The introduction of Sydney Metro station in Burwood North precinct represents a fundamental change to the planning assumptions used to inform the original PRCUTS study. Sydney Metro is a significant catalyst that dramatically alters the development potential and viability when considered against the original NSW Government vision for the Parramatta Road Corridor.

The draft Masterplan is considered to deliver better urban design outcomes and public benefits than possible under PRCUTs by maximising the public benefit through recognising development potential and capacity of sites within the precinct.

This capacity will be leveraged to deliver improved public benefits to address issues like housing affordability and the provision of public spaces.

The draft Masterplan establishes the framework for the Burwood North Precinct to become an extension of Burwood Town Centre with a strategic role that contributes to our LGA's economic prosperity and liveability; maximises opportunities for job creation to support the continued growth of the Burwood Town Centre and supports small business and start-ups of different scales and types that provide a diversity of job opportunities.

Burwood North Study Area

The Burwood North Precinct is located immediately north of the existing Burwood Town Centre and Rail Station. The Burwood North Precinct as identified in the Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) is bound by Meryla Street and Burwood Park to the south,

Parramatta Road to the north, Shaftesbury Road to the east and Park Road to the west. Council has extended the precinct southwards from Meryla Street to include Wilga Street and westwards from Park Road to include Grantham Street. This area is identified as the study area as shown in Figure 3 below.



Figure 3. Burwood North Masterplan Study Area.

The area of influence for the Burwood North Precinct extends north across Parramatta Road. This part of the Precinct, bound by Burton Street to the north, Loftus Street to the east and Broughton Street to the west is within the LGA of the City of Canada Bay. This part of the Precinct does not form part of the draft Masterplan, but was considered in the context of investigations as part of the preparation of the draft Masterplan.

Preparation of the draft Masterplan

The draft Masterplan has been prepared by Council in collaboration with urban design consultancy Cox Architecture and is supported by a series of technical studies prepared by independent experts in their respective fields, including input from early engagement activities to inform the vision and priorities for Burwood North Masterplan.

Since March 2022, there have been seven Councillor Briefings on the draft Masterplan project. These briefings are summarised in Table 1 below

Table 1 – Councillor Briefings on Burwood North Precinct Masterplan

Briefing date	Agenda
March 2022	Outcomes of the Stage 1 Consultation - Burwood North Precinct
April 2022	Issues and Options Burwood North Precinct <ul style="list-style-type: none"> Economic and feasibility testing

	<ul style="list-style-type: none"> • City excellence • Traffic and transport study and action plan • Consultants studies
23 May 2023	Vision for Burwood North Masterplan <ul style="list-style-type: none"> • Context of masterplan • Overview of early engagement • Vision and principles • Bold moves • Character areas
7 June 2023	Future Burwood North <ul style="list-style-type: none"> • Developing the evidence base • Recap of character precincts • Landscape, spaces and public domain • Transport overview and parking
20 July 2023	Delivering Urban Renewal with Public Benefit in Burwood North <ul style="list-style-type: none"> • Land use survey analysis • Development Feasibility • Overview of built form controls • How to align growth with infrastructure delivery • Housing diversity for all stages of life
7 September 2023	Overview of Draft Masterplan report and engagement strategy

The draft Masterplan articulates a clear vision to provide an urban design framework for the public and private domain, with a view to improve the amenity and quality of the built environment and deliver the creation of place. As part of the preparation of the draft Masterplan, there has been a focus on the achievement of City Excellence within the Burwood North Precinct.

City Excellence spans across a number of themes but includes achievement of a high standard of architectural and urban design outcomes, supporting the creation of vibrant and safe visitor destinations and supporting a diverse and resilient economy.

In the context of Burwood North internal discussions and early consultation have sought to explore three themes including:

1. **Economic Role and Function:** Burwood North is uniquely placed as an extension of the existing Burwood Town Centre and will be supported by the future Sydney Metro.
2. **Leveraging Strategic Advantage:** Burwood North will be served by a high frequency Sydney Metro service offering travel time of 10 minutes to Parramatta and the Sydney CBD. This represents a unique and advantageous position for residents and business alike.
3. **Unique Place Creation:** Burwood has strong and long standing identity and has become nationally recognised as a vibrant dining destination. The future growth of Burwood North should be recognisable as being uniquely Burwood.

Consideration has also been given to the economic context of the Burwood North Precinct, including a feasibility and tipping point analysis for a range of sites within the Precinct, along with initial feasibility for affordable housing. This work has informed the proposed floor space ratios (FSRs) identified in the draft Masterplan.

In addition to FSRs, the draft Masterplan will provide recommendations on land use zones, building heights, road network improvements and public domain improvements that will facilitate activation, job creation and housing choice.

Supporting Evidence Base

The draft Masterplan is informed by a suite of studies prepared by experts in their field, on behalf of Council including:

- *Community Facilities and Open Space Strategy – 2023 Community Facilities Addendum*. This addendum to the 2019 Strategy assesses the additional demand for community facilities in Burwood LGA as a result of the revised population projections including Burwood North Masterplan. The addendum recommends which additional community facilities should be delivered within the Burwood North Precinct.
- *First Nations Design Principles* provides an understanding of the First Nations history and heritage of this part of Wangal Country from First Nations engagement and informs the project vision for the place from a contemporary First Nations perspective.
- *Geotechnical Assessment* identifies major geotechnical opportunities and constraints to inform future stages of design and construction.
- *Heritage Significance Assessment* of the significance of the seven heritage items located within the study area of the Burwood North Precinct Master Plan and make recommendations for their future conservation in the context of the new master plan. The report recommends the following items be de-listed: 12-14 Burwood Road, Burwood and 7 Neich Parade, Burwood. It also recommends that for Nos 90-98 Burwood Road, the listing of the façade be retained but should be amended to ensure that it covers the parapet. In this regard, it is proposed to amend the listing in the Burwood LEP 2012 to include both the façade and the parapet.
- *Landscape and Public Domain Analysis* identified the public domain needs that will be required to support future development, and makes detailed recommendations to deliver passive and active recreational spaces and networks, and to achieve an activated and attractive public domain.
- *Precinct Analysis Summary Report* presents the results of the first stage of analysis and investigation into the precinct context, opportunities and constraints including best practice examples of local and international projects that have relevance to the future renewal of Burwood North precinct.
- *Preliminary Site Investigation (Contamination)* assessed the potential extent of contamination within the Burwood North Precinct that could potential constrain development for residential and other sensitive land uses.
- *Rapid Transport Appraisal* assesses the viability of the draft masterplan and provides benchmarks and recommendations to shift from private vehicle trips to public and active transport, including reduced parking rates within the precinct.
- *Stormwater and Flood Study* determined the nature and extent of flooding in respect to both the existing and proposed development of the precinct. It makes recommendations for required Flood Planning Levels and potential flood protection measures and flood evacuation measures to achieve the development proposed in the draft Masterplan, so as not to create flooding risks for downstream properties.
- *Sustainability Statement* makes recommendations that can achieve a net zero carbon outcome for the precinct by 2050, better energy and water efficiency, lower car usage, and reduce urban heat island effect with a cooler, greener community.

- *Utilities Study* assessed the capacity of infrastructure servicing for the precinct. It makes recommendations for staging and planning controls for the draft Masterplan related to water, sewer, electricity, gas, and telecommunications.

Copies of the studies are included in the Annexures 2-12.

Community engagement to date

The draft Masterplan has been informed by a series of early engagement activities to inform the vision and priorities for Burwood North Masterplan.

In total, 500 individuals participated in early engagement activities including landowners, residents, First Nations groups, local businesses, community members, Government and institutional stakeholders.

The following early engagement activities were undertaken:

- Principles Survey (November 2021- February 2022);
- Community social map on Participate Burwood, online comment on parts of the Burwood North precinct (October 2022- ongoing);
- Online landowner and resident survey (November-December 2022);
- Local business survey (November 2022)
- Visioning Charrette with government agencies and institutional stakeholders (16 November 2022)
- Landowner and resident drop-in session hosted at Burwood (22 November 2022)
- Targeted engagement with First Nations community engagement (6 December 2022)
- Scenario Workshop with government agencies and institutional stakeholders (10 February 2023)

Through this process, Council heard these key points from the community:

- Reduce the dominance of cars within the Burwood North Precinct and enhance the walkability and accessibility, especially across Parramatta Road and Burwood Road.
- Provide greater greenery and tree canopy on the streets, helping to reduce the urban heat island effect.
- Burwood Park is an important open space asset for the community, and is heavily used for events and recreation by people of all ages.
- Additional open spaces are needed within the Burwood North Precinct to support the growing population.
- Burwood North needs to be a vibrant urban destination; a place for food and shopping, with a strong night time economy and exciting, multi-cultural community feel.
- Burwood Road is vibrant high street and this needs to be retained as part of the redevelopment of the Precinct, with widened footpaths, places and plazas to meet and rest.
- The Burwood North community generally supports a high density urban environment for Burwood North, as long as it is supported with the necessary community and transport infrastructure to support the growth.

- The former creek line that ran through Burwood North should be re-interpreted and incorporated into the public domain to assist with stormwater management, flooding issues and urban greening.
- There is an opportunity to acknowledge First Nations people and take a Connecting with Country approach to aspects of design within the precinct.
- There needs to be a focus on providing housing choice to meet the diverse needs of all age and cultural groups.
- Housing affordability is a challenge and there needs to be the delivery of more affordable housing within the Precinct to ensure that communities can continue to live here.
- Connections to the Parramatta River and Harbour foreshore need to be strengthened to ensure easy access by the community of Burwood North.

The Engagement Outcomes Report summarising the Stage 1 engagement activities is included at Attachment 13.

The draft Burwood North Masterplan

The following vision and priorities were developed as a result of the early engagement visioning charrette, community, landowner and first nations stakeholders.

The vision aims to set the desired future character, ambitions and objectives for Burwood North outlined in detail below.

The Vision

The Vision for the Burwood North Precinct is:

"Burwood North is a benchmark of sustainable urban renewal and design excellence. The community of Burwood North is inclusive and liveable, embracing diversity and change. The economy of Burwood North is vibrant and dynamic; attracting activity through the day and night with its unique offering of cultural, food and employment destinations.

The streets of Burwood North are people-oriented, connected and green; a network of high amenity public places that are underpinned by the unique ecology and history of place and connection to Country.

Burwood North is the gateway to Burwood that is regional in outlook and local in amenity. It is a highly accessible, thriving urban centre offering an authentic experience of urban life and community."

Masterplan Big Moves

The masterplan identifies five "Big Moves" that draw on the Vision established for Burwood North Precinct to guide the built form and planning approach for the Precinct.

The Big Moves can be summarised as follows:

- 1. Diverse Housing and Economy:** Advocate for high-quality built form and design excellence that provides a sustainable and diverse housing choices, including affordable options for key workers and families. Leverage high-amenity living to attract more knowledgeable and high-skilled jobs.
- 2. Activation and Celebration:** Activate Parramatta Road and Burwood Road and extend activation through perpendicular streets and laneways into the precinct. Manage growth and

development so that the centre is rejuvenated, there is a creation of place, and the diversity and culture of the precinct remains central.

3. **Pedestrian-First Transport Network:** Prioritise pedestrian connectivity and permeability throughout the precinct and into the wider area, considering the needs of future services access and a developed active transport network.
4. **Blue and Green:** Establish a legible green and blue network through the precinct to provide a high level of amenity, sense of place, and connection to Country. A sustainability strategy supports these networks with directions for water management and sensitive curation of plant species and public domain materials.
5. **Human Scale:** Protect the human scale of Burwood Road and Parramatta Road by setting taller buildings behind, and transition height down to existing areas.

Top Priorities

The top priorities for this Precinct focus on creating a vibrant and sustainable community. The masterplan aims to deliver a Precinct that incorporates diverse and flexible green spaces, paying homage to the natural environment and acknowledging connection with Country.

Additionally, there is a strong emphasis on establishing a well-connected and easily navigable active transport network supported by new green spaces, promoting walking, cycling, and other non-motorised forms of transportation. Another key aspect is the provision of well-designed and flexible housing options, catering to different needs and promoting a sense of inclusivity.

The development of a Precinct with a distinct character and a strong sense of place, fostering a unique identity and promoting community engagement. As a strategic centre, the Precinct is envisioned to be both regionally significant and locally accessible, offering a range of amenities to meet the needs of residents and visitors.

Under each of the priorities the following is documented:

- Principles - which underpin the priorities
- Masterplan strategies - what the masterplan is proposing, drawn from the observations, objectives and "what we know" from the extensive site analysis and consultation process
- Future Actions - what is required to deliver on the principles and masterplan strategies priorities

The top priorities for the Burwood North Precinct are to:

1. Deliver a precinct with rich and varied open spaces that acknowledges connection with Country
2. Create a legible and comprehensive active transport network
3. Deliver a range of well-designed, highly flexible housing
4. Deliver a precinct with a richly defined identity and sense of place
5. Create a centre that is regional in outlook and local in amenity
6. Promote a sustainable, green, and resilient precinct.

These top priorities are translated into the key features of the draft Masterplan, which include:

- The delivery and enhancement of a range of public spaces and an active transport network through the creation of a new green/blue corridor linking Burwood Park to Parramatta Road towards Parramatta River/Sydney Harbour;

- Encouraging the provision of well-designed, sustainable housing to meet the needs of our current and future community;
- Improving housing affordability through the provision of an affordable housing scheme that could require up to 5% of any new development for affordable housing;
- Providing additional employment generating floorspace to create opportunities for new and emerging jobs, building on Burwood North's high accessibility and connectivity;
- Activating and greening Parramatta Road with buildings set back and an expanded mixed use zone that will allow for additional employment opportunities, as well as appropriately designed housing;
- Rejuvenating and maintaining Burwood Road as an extended high street retail and dining precinct;
- Retaining the human scale and solar access on Burwood Road;
- Establishing accessible, clear and efficient pedestrian and cycleway connections to the future Burwood North metro station;
- Protecting the amenity of the existing educational establishments in the Burwood North Precinct by siting building height appropriately;
- Creating the capacity for approximately 5,300 new dwellings and 1,300 new jobs over the next 20 years as compared to PRCUTS targets of 3,200 dwellings and 664 jobs (Burwood LGA – Burwood-Concord Precinct under PRCUTS).

Character Areas

Burwood North Precinct forms a set of distinct but interwoven neighbourhoods, each with a unique character and offering a diverse range of housing and employment typologies.

The proposed built form and open space structure for the Burwood North Precinct has been organised into these distinct character areas, enabling Burwood North Precinct to be a place that offers a diversity of urban experiences, places and housing types.

The four character areas for Burwood North are:

- Transit and Business, bounded by one block either side of Parramatta Road
- Active High Street, defined by one or two blocks either side of Burwood Road
- Park Edge Living, between Esher Street and Shaftesbury Road
- Living and Learning, between Neich Parade and Grantham Street

Figure 4 below identifies the proposed character areas:



Figure 4. Proposed Character Areas

Illustrative Masterplan

The Burwood North Precinct Masterplan envisions a highly connected Precinct with pedestrian-oriented streets interwoven with high-quality public spaces, building upon the vibrant Burwood Town Centre.

Key features of the proposed Masterplan include:

- An enhanced public space and active transport network with a new green/blue corridor linking Burwood Park to Parramatta Road
- Greater housing choice and affordability
- Increased densities and greater job opportunities
- Rejuvenation of Burwood Road as an extended high street retail and dining Precinct
- Activation of Parramatta Road to allow for additional employment opportunities
- Legible and efficient connections to the future Burwood North metro station
- Retention of the human scale and solar access on Burwood Road
- Improved pedestrian permeability to the schools in the western part of the Precinct

Figure 5 below identifies the illustrative masterplan



Figure 5. Illustrative Masterplan

Planning approaches

The draft Masterplan has been developed based on the following planning approaches, which in some cases differs to existing Council policy. These planning approaches aim to assist in the delivery of the top priorities and support the implementation of the draft Masterplan.

The planning approaches that the draft Masterplan relies on include:

1. Delivery of community infrastructure through incentive based floor space
2. Recommended changes to height and density
3. Infrastructure funding and delivery strategy
4. Sustainability initiatives
5. Changes to parking requirements for new developments
6. Affordable housing delivery

1. Delivery of community infrastructure through incentive based height and floor space

The draft Masterplan proposes an incentive-based floor space and height system. Sites receiving an uplift in the maximum floor space ratio (FSR) above the current planning controls, will be required to provide a combination of one or more of the following in order to achieve the maximum FSR envisaged under the Masterplan:

- Provision of infrastructure on-site (such as through-site links, open space, community infrastructure);
- Provision of affordable housing;
- New sustainability measures; and
- Design Excellence provisions

This incentive-based system will ensure that as Burwood North grows, new development contributes to the delivery of infrastructure and affordable housing in line with the future vision for Burwood North.

These incentive based provisions will be implemented through amendments to the Burwood LEP 2012, as part of the Planning Proposal which will be developed following the exhibition of the draft Masterplan.

2. Recommended changes to density and height

Density

The proposed densities within the Burwood North Precinct are in response to the significant opportunity associated with delivery of the Burwood North metro station, which acts as the catalyst for urban renewal to deliver high liveability and opportunities for the creation of new places for people.

The highest densities are proposed to be located close to the Burwood North metro station, set back behind Parramatta Road and Burwood Road, to minimise the impacts of overshadowing on the public domain and preserving the human scale along the high activity environment of Burwood Road. Higher densities are also proposed adjoining new open spaces, so that these spaces are dynamic, active, and highly accessible.

Parramatta Road retains a lower scale character, with an increased landscaped setback to create a boulevard character and align with the proposed controls north of Parramatta Road within the Canada Bay local government area.

Opportunities have been provided for higher density, taller building forms at the junction of Parramatta Road and Burwood Road to mark the gateway to the precinct and to maximise the density on sites with excellent access to the metro.

In the eastern part of the precinct between Parramatta Road and Meryla Street high-density development continues to form a relationship with the open space network stepping down to medium rise development to transition to the low density development on Shaftesbury Road

Council is currently in discussions with Transport for NSW to determine if there will be further constraints on density due to Sydney Metro network capacity and traffic network.

Heights

Building heights also consider the proposed uses within each development - residential towers are intended to be more slender than commercial/retail developments in a podium - and therefore require taller building heights to achieve the same density.

In summary, heights in the Burwood North area will range from 5 storeys to 32 storeys (the latter will be located in a small number of appropriately located sites).

The draft Masterplan proposes that Burwood Road retain a street wall height of 2-3 storey character with additional storeys set back. Detailed built form and design controls will be prepared for in the implementation of the endorsed masterplan as amendments to Burwood DCP 2012.

An extract of the indicative height and built form massing and proposed floor space ratios is included at Figures 6 and 7 below:

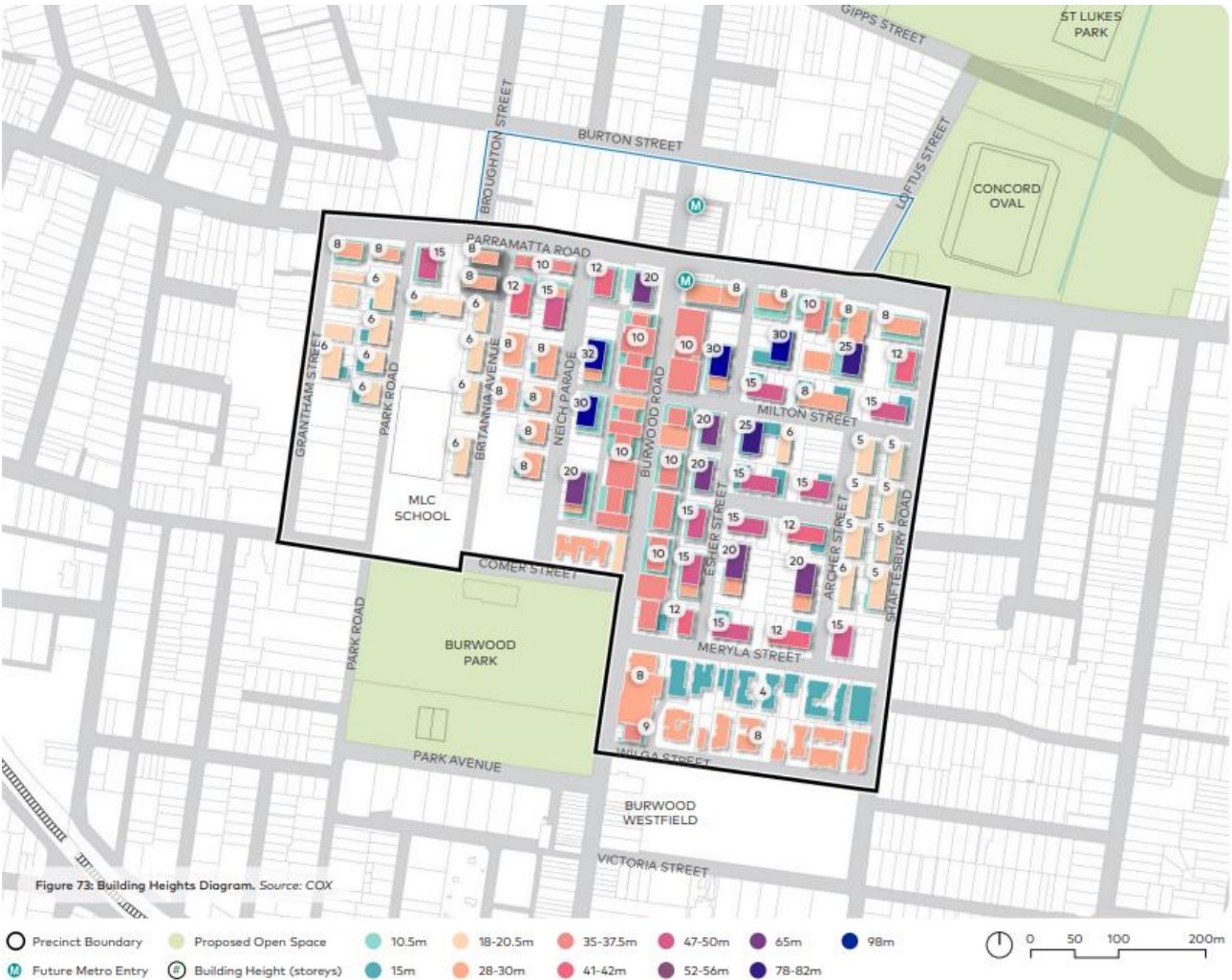


Figure 6. Building Heights Diagram

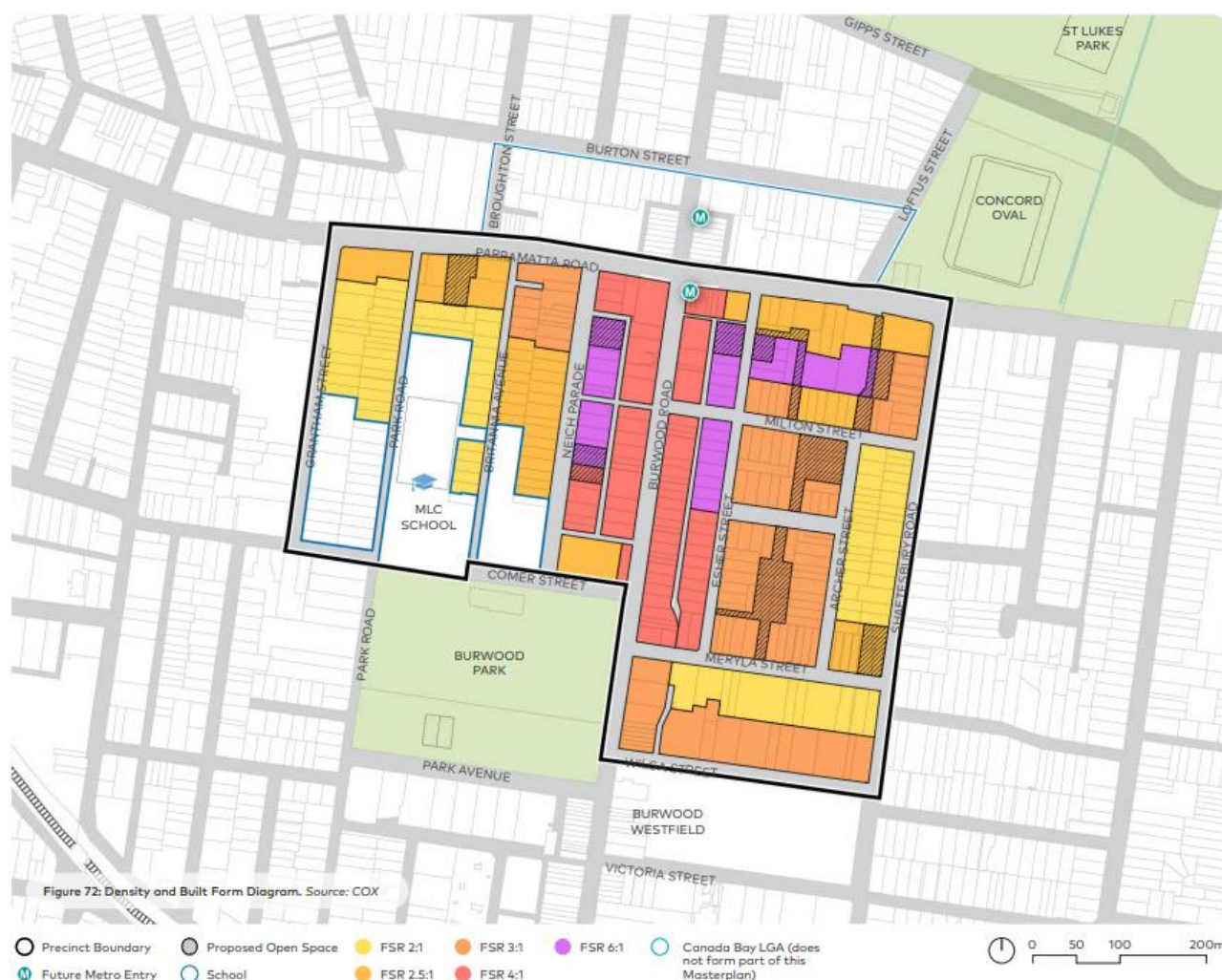


Figure 7. Density and Built Form Diagram

3. Infrastructure funding and delivery strategy

A priority for the draft Masterplan is ensuring that infrastructure is provided to support the growth of the Burwood North Precinct. Infrastructure needs to support the growing resident, worker, student and visitor population.

This infrastructure includes:

- Providing new open space network through the precinct, including 1.93 ha of new open space and a green corridor that leads from Burwood Park towards Concord Oval and Parramatta River
- A network of through-site links and laneways to improve access to open space, amenities and public transport
- 1.8km of new cycle-ways to connect to the bicycle network

The realisation of this infrastructure requires a mixed funding and delivery model, as development contributions cannot fund these works in their entirety. The mix of funding and delivery mechanism will include a combination of:

- Infrastructure delivery through development
- Amendments to the Burwood Section 7.12 Contributions Plan
- Shared use of community and school facilities
- Advocacy to the State Government to fund and deliver regional infrastructure.

4. Sustainability targets

A number of sustainability strategies are proposed within the Burwood North precinct to reduce urban heat island effect, increase green infrastructure and support the achievement of Net Zero emissions by 2050. Proposed sustainability requirements for new development in the Precinct will include:

- Improving overall building energy and water efficiency
- Requirements for setbacks, solar amenity, deep soil landscaping controls
- A minimum tree canopy target / site coverage
- Encouraging the planting of drought resistant species and indigenous species;
- Green roofs and green wall design
- On-site energy generation via solar power to reduce dependency on the main grid;
- Fully electric to progressively eliminate fossil fuel demand towards net zero emissions
- Electric Vehicle and Ebike charging, with car parking spaces ready to transition to electric vehicle charging when this technology becomes widespread
- Diverting of building materials from landfill from demolition process
- Best practice water saving measures for all new buildings not subject to BASIX
- Waste management to ensure the diversion of waste away from landfill, including separated recycling streams, new waste technologies, communal areas for organic waste composting (FOGO).
- Water Sensitive Urban Design controls

5. Changes to parking requirements for new development

PRCUTS supports strategic parking strategies, such as maximum parking rates, coupled with car share, unbundled parking and decoupled parking strategies, with an overall target of 30% reduction in car use.

As part of the development of the draft Masterplan, Council has engaged with TfNSW to ensure that there is clarity with respect to issues of traffic generation within the Precinct. Early advice from Transport for NSW recommends that as part of the development of the draft Masterplan, Council ensure that there is no additional traffic generation above the levels indicated for PRCUTS.

As the draft Masterplan is proposing significantly more dwellings and jobs that PRCUTS initially envisaged, consideration was required to be given to encouraging a mode share shift. In order to achieve increased mode share from private transport to higher levels of public transport usage, the draft transport strategy for Burwood North suggests a series of changes to parking requirements.

The Burwood DCP 2012 currently requires certain minimum parking rates based on land use and zoning. With investment in improved services and facilities, public transport, roads, pedestrian and cycling infrastructure, Burwood North's accessibility will continue to improve with the delivery of Sydney Metro West services.

Basement parking spaces in Sydney costs between \$50,000 and \$250,000 to construct. (Committee for Sydney, Better Parking for Better Places August 2022). This adds a significant cost to development, which could be reduced to make housing more affordable, and future-proof buildings for coming changes to people's behaviour towards transport and car ownership.

Car ownership rates continue to decline in Burwood and across Greater Sydney, as people increasingly adopt pay per use car access (car-share and ride-share). The 2021 Census indicates that over 40% of Burwood Town Centre households do not own a car (22.5% across the LGA), in comparison with 10.8% of households in Greater Sydney.

An appropriate reduction in parking rates would also help manage traffic movement through the precinct. The provision of parking is intrinsically linked to the amount of traffic generated.

In response, the following parking initiatives are proposed:

1. Within Burwood North Precinct, a maximum parking rate would apply for residential uses. This means development can provide less than the maximum rate of parking, but not more.
2. In new developments, parking will also be 'unbundled' from the price of an apartment. Unbundled parking is parking that is separated from the cost or rent of a dwelling or building. This means that in new developments, there will be no fixed number of parking spaces allocated to the title of each apartment. This provides residents and owners the option to rent or buy parking spaces, which may assist with affordability.
3. Requiring electric capable parking within new developments and retrofitting existing developments to allow charging for electric vehicles.
4. Provide access to car share and ride share services including allowing a reduction in parking spaces within developments where car share space is provided.

6. Affordable Housing

Housing affordability is a major underlying stress facing Greater Sydney. Across Burwood, 14% households are in mortgage stress and 33% are in rental stress (ABS 2016). Research shows that housing within the Burwood LGA is unaffordable for very low and low income earners.

To address this issue, Council is concurrently considering the implementation of an Affordable Housing Scheme and Contributions Policy.

An affordable housing contribution scheme is a Council document that sets out how and where contribution rates will be calculated for the purpose of providing affordable housing, and how such contributions are collected and spent.

Affordable housing can be delivered through either the dedication of apartments to Council for use as affordable housing, or via the payment of monetary contributions to Council for it to then allocate for affordable housing purposes. At this stage Council has made no decisions on the proposed Affordable Housing Contributions Scheme that will apply to the Burwood North Precinct.

Feasibility testing undertaken for the draft Masterplan, as well as the draft Contributions Scheme has identified an ability for development in the Burwood North Precinct to deliver between 3% - 5% of the overall development as affordable housing. This will be further refined, noting that PRCUTS recommended a minimum 5% affordable housing target and a separate report on the draft Contributions Scheme and Policy will be presented for Council to consider following the exhibition of the draft Masterplan.

Proposed Exhibition of the Draft Masterplan

While there is no statutory requirement for the public exhibition of a masterplan, in order to give our community the opportunity to comment on the Vision, Principles and proposed planning approaches it is proposed to place the draft Masterplan on exhibition for a period of 6 weeks, from mid-October to allow the community suitable time to provide feedback. A proposed community engagement strategy is included at Attachment 14.

Proposed messaging to the community as part of the exhibition will include:

- Greater Sydney and Burwood LGA will continue to grow with or without a masterplan.
- A masterplan sets a clear vision and direction so growth will continue in a coordinated way and not in an ad hoc manner via site specific developer led planning proposals.

- A masterplan helps to improve the look and feel of the centre by raising design standards, planning for infrastructure upgrades and improving waste management
- Concentrating growth in our centres, close to accessible public transport protects our suburban and heritage character that our residents highly value
- The Masterplan sets a long term vision for the next 20-30 years – the changes proposed by the draft Masterplan will happen incrementally over time.

Table 2 below provides an overview of some of the proposed engagement activities planned as part of the exhibition of the draft Masterplan.

Table 2: Proposed engagement activities – Draft Burwood North Precinct Masterplan

Tool/Technique	Description
Letters to community (LGA wide)	Colour double sided A4 letter / designed leaflet folded into DL for letterbox drop to residents, businesses and landowners in the Burwood LGA and adjoining area (north of Parramatta Road) advising of vision and engagement activities.
Addressed letter to affected landowners	Addressed envelope with cover letter to landowners, identifies properties that are affected. Include colour flyer with letter.
Post cards (multiple languages)	Postcards produced in multiple languages (English, Chinese, Nepali, Korean) and distributed to service centres, libraries and local businesses in Burwood. Provide a snapshot on seeking feedback with QR code to Participate Burwood website.
Factsheets/ Brochure	Plain English factsheets/brochure with information on the masterplan for distribution at engagement sessions and online on the Participate Burwood page.
3D visualisation tool online	3D visualisation of the masterplan on the vision and proposed changes under master plan.
Community Pop Up Sessions	To be held at community events, community facilities and high visitation areas. Also strategically at local events to capture people who may not usually participate in consultation process. Pop-ups to include A0 size display boards and proposed structure plan and proposed building height map along with renders of future of Burwood North. Printed copies of collateral available for community including factsheets, notification letter and postcards.
Burwood Hub Display and Speak to a Planner	Display setup in Burwood Hub with strategic planner available to talk from in specific time slots during the consultation period. Allows for personalised approach to ask questions and talk through plan's key features and provide tailored advice for impacted property owners. In person sessions are helpful for community members who are not comfortable using the computer.
Social media	Promotion of masterplan engagement activities on social media.
Footpath stickers	With QR code to Burwood Participate project page.
Phone (speak to a planner)	One-on-one conversations with Council strategic planners. Able to request a translation service.

Participate Burwood	<ul style="list-style-type: none"> • Website for the draft masterplan provides • Digital 24/7 access to information and to provide feedback • Timelines and information about consultation undertaken • Masterplan and technical reports • 3D visualisation of master plan • Factsheets • List of consultation activities • Link to register to be informed of updates on project.
Advertisements	Digital advertisement with QR code link to website in school newsletters and social media.
Community Group meetings	Opportunity for briefing on the project with schools and Council advisory committees and group panels.

Following the conclusion of the exhibition all of the submissions will be reviewed and a further report will be presented to Council.

Planning or Policy Implications

This draft Masterplan is part of the implementation of a number of Council's strategic plans, including the Local Strategic Planning Statement, the Community Strategic Plan, *Burwood 2030*, *Sustainable Burwood* and Council's Local Housing Strategy.

The draft Masterplan will become a strategic document of Council if endorsed following the exhibition. The masterplan itself will not result in any changes to current planning controls. It would form the basis of a Planning Proposal to amend the Burwood Local Environmental Plan 2012, which will be prepared following the exhibition of the draft Masterplan.

The Planning Proposal process requires further public exhibition and engagement with the community, and reporting to Council.

Work will commence on both the Planning Proposal and other relevant policy, including the draft Development Control Plan and the infrastructure contributions framework following the conclusion of the public exhibition of the masterplan. Once prepared, the planning proposal will be reported to the Burwood Design Review Panel and Burwood Local Planning Panel (BLPP) for its advice. BLPP's advice will then be reported to Council for a decision/recommendation as to whether the planning proposal will be endorsed for submission to DPE for a Gateway Determination.

The public exhibition of the Planning Proposal, associated studies and other relevant policy changes, including the draft DCP will take place following a Gateway Determination to proceed from the Department of Planning & Environment.

Parallel to the LEP/DCP review staff will also be undertaking a review of the local infrastructure contributions framework to ensure there is a funding framework for the delivery of identified infrastructure in the Burwood North Precinct. This matter will be reported separately.

The Masterplan in the context of the broader planning policy framework is illustrated in Figure 8 below.

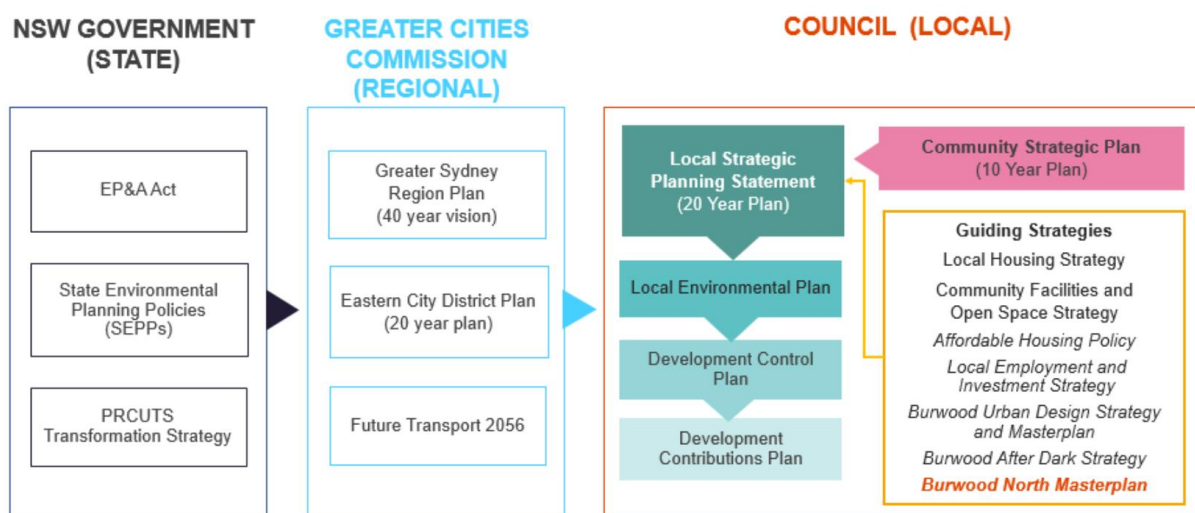


Figure 8. Masterplan in the broader planning policy framework

Financial Implications

Budget has been allocated in the 2023-2024 financial year. Further budget allocations will be required in 2024-2025 financial years, to conduct further reviews of the Burwood LEP 2012, the Burwood DCP amendments and local infrastructure contributions plans accompanying implementation of the updated Burwood LEP.

Conclusion

The draft Burwood North Precinct Masterplan and associated studies are now proposed to be endorsed for the purpose of public exhibition.

The draft Burwood North Masterplan seeks to build upon the vision envisaged by PRCUTS in a way that ensures that the urban renewal of the Precinct leverages the opportunity afforded by the delivery of Sydney Metro West.

This level of connectivity and accessibility, not envisaged by PRCUTS, has the potential to attract significant investment in employment and the delivery of housing and provides opportunities to build on the established health/medical, educational and professional industry in the Precinct, further cementing Burwood's role in the Eastern City District as a Strategic Centre.

It also provides an opportunity to deliver significant community benefits, including open space and community infrastructure, quality urban design and building excellence, green and connected streets for people, all in a way that is environmentally and financially sustainable.

The draft Masterplan sets the strategic basis for a future amendment to planning controls, via a Council-led Planning Proposal, aimed at facilitating housing, jobs, design excellence, sustainability and transport.

Council's endorsement is now sought to formally exhibit the draft Masterplan to seek the community's feedback, noting that the draft Masterplan does not enact any of the proposed changes.

Community consultation is proposed to be undertaken in accordance with the Community Engagement Plan for a minimum period of 6 weeks (42 days).

Following the conclusion of the exhibition, Council staff will review all submissions received and a further report will be submitted to Council reporting the outcomes of the community engagement and seeking endorsement of the Masterplan (which may be subject to changes), and agreement to submit a Planning Proposal request seeking a Gateway Determination.

Recommendation(s)

1. That Council endorse the draft Burwood North Masterplan, as included in Attachment 1 and the associated studies, as included in Attachments 2-13 to this report, for the purposes of public exhibition.
2. That the draft Burwood North Masterplan and associated studies be publicly exhibited for a minimum period of 6 weeks in accordance with framework outlined in the Community Engagement Strategy, as included at Attachment 14 to this report.
3. That following the conclusion of the public exhibition of the draft Burwood North Precinct Masterplan and associated studies, a further report be prepared and submitted to Council to allow consideration of any submissions received and any resulting amendments to the Masterplan.
4. That the General Manager be delegated to undertake minor modifications to any numerical, typographical, interpretation and formatting errors, if required, prior to the commencement of the public exhibition of the draft masterplan.

Attachments

- 1 Attachments published separately