

## AUBURN CITY COUNCIL

July 16, 2014

Executive Manager Planning's  
Report

To the Ordinary Meeting of Council

**0 Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

Operational Plan Code	Relationship to Community Strategic Plan	Relationship to Operational Plan
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

This report provides an update on the draft Berala Village Study, including the further study undertaken by consultants in 2013. This further study of Berala comprised an economic review and analysis of Council's current controls within the Berala Village, and it was undertaken in response to a Council resolution. The consultant study has been incorporated into Council's draft study of Berala Village, which has been revised to reflect the consultant study's findings, and generally updated. This Council report recommends that Council adopt the revised draft Berala Village Study, and prepare a planning proposal to rezone certain land and make associated LEP amendments in line with the proposed scenario in **Attachment 1** of this report.

**RECOMMENDATION**

- 1. That Council receive and note the further study (by Hill PDA) of Berala Village;**
- 2. That Council incorporate the further study of Berala into the draft Berala Village Study, and adopt the Berala Village study;**
- 3. That Council prepare a planning proposal to undertake rezoning of land within Berala Village, and the associated amendments to the ALEP 2010 heights and FSR controls as per Attachment 1 of this report; and**
- 4. That Council place the draft planning proposal on public exhibition, and report the outcomes of this exhibition to Council, prior to submitting it to the Department of Planning and Environment's Gateway Process.**

**REPORT****1. BACKGROUND**

On 12 May 2010, Council resolved to:

*'.....immediately prepare a planning study of Berala Town [sic] Centre and the surrounding Berala residential area to determine what opportunities exist to revitalise the town centre and to provide new residential housing opportunities in the surrounding area'.*

In response to this resolution of Council, the draft Berala Village Study was prepared by Council's Strategy Team. The focus of the draft study was to:

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- identify opportunities to revitalise and improve Berala;
- inform Council's strategic planning, particularly Council's Delivery Program/Operational Plan, and inter agency initiatives;
- bring together information which will inform the future upgrade of Berala's main street area; and
- consider which building types and heights are suitable for Berala in the future.

During the preparation of the draft study, extensive community engagement was undertaken with the community (July 2011), particularly their views of what types of development they wanted to see in Berala in the future, and what they would like to see in a public domain upgrade of the Berala village centre main street area.

On completion, the draft study was endorsed by Council (April 2012) for public exhibition (28 days). The exhibition period was extended to enable further consultation with non-resident property owners, in response to a Council resolution in July 2012.

After considering the draft Berala Village study at a Councillor workshop (February 2013), Council resolved (20 March 2013 [Item 069/13]) to:

*'.....undertake a further study of the B2 commercial zoning area of the Berala Town [sic] Centre and surrounding area'.*

To address this resolution of Council, a further study of Berala was undertaken by consultants. This consultant study is summarised in Section 2 of this report.

A chronology summarising the key study milestones of the Draft Berala Study to date is provided in Table 1 on the following page.

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Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

<b>Date</b>	<b>Milestone/Action</b>
June 2014	Councillor briefing – analysis of the February Councillor workshop presented to Councillors for consideration.
February 2014	Councillor weekend workshop. Councillors considered the work to date on Berala and provided their ideas on potential scenarios for Berala's future.
4 September 2013	Councillor Briefing Workshop – consultant (Hill PDA) preliminary findings presented to Council.
21 June 2013	Hill PDA planning consultants engaged to undertake the further study as per Council's resolution.
20 March 2013	Report to Council (following discussion at Councillor Workshop).  <b>Council resolved to undertake a further study of the B2 zoned area of the Berala Village Town Centre and surrounding area.</b>
February 2013	Councillor weekend workshop – Berala village study discussed.
21 November 2012	Report to Council with a summary of the findings of additional consultation (non-resident property owners) recommending that the draft study be adopted.  <b>Council resolved to defer the study to the Councillor Workshop</b> (February 2013).
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6 July 2011	Community engagement workshops (x2) were held at Berala Public School about the draft Berala Village Centre Study.
30 June 2011	Distribution of flyers (By Adpost) regarding the Community Workshop was undertaken
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Draft Berala Village Study (cont'd)

## 2. FURTHER STUDY OF BERALA

In response to Council's resolution of 20 March 2013 [Item 069/13] to undertake a further study of Berala, specialist economic consultants, Hill PDA, were appointed through a select tender process to undertake this work.

The purpose of this further study was to provide Council with economic advice about the suitability of the development controls applying to the Berala Village study area. Specifically, this study tested whether the existing planning controls that apply to Berala are sufficient, from a development feasibility perspective, to promote renewal and revitalisation within Berala.

In preparing this economic study, Hill PDA undertook market research on the scale and scope of demand for various uses within the study area. This research found:

- In recent years, demand for housing within Auburn City has been growing and spreading geographically from Lidcombe to Berala. This growth has led to a 12% increase in median house prices and a 6% increase in median apartment prices in Berala between June 2012 and June 2013.
- In terms of commercial uses, the food and other commercial uses in Berala have strengthened, as a result of the opening of Woolworths supermarket. The research also found that commercial uses in Berala are limited to local services such as real estate agencies, banks and medical centres (which typically seek to locate on the ground floor) and that there was limited to nil demand for commercial office space above ground floor level.

The Hill PDA economic analysis identified the following development opportunities and constraints within the Berala Study area:

**Table 2: Development opportunities and constraints within the Berala Study area:**

Strengths and Opportunities	Weaknesses and Constraints
Some large sites with good redevelopment potential in the B2 Local Centre Zone i.e. hotel and car park sites	Flooding potential and associated cost implications to development
Growing market attraction to professionals and families	Current market economics
Good rail access to / from the Study Area	Limited development applications for redevelopment
Established village character and retail market	Tightly held retail properties limiting redevelopment opportunities
Limited acid sulphate soils (i.e. Class 5)	Strata titled units on edge of B2 Local Centre Zone i.e. within the R4 High Density Zone limiting redevelopment opportunities
Limited heritage constraints	Community concerns regarding poor quality development
Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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To test Council's existing development controls under ALEP 2010, two sites within Berala were selected: one currently zone B2 Local Centre, and one zoned R3 Medium Density Residential. The feasibility of redeveloping these sites under Council's controls was modelled using feasibility software (refer to Attachment 2 [Appendix 4] for details).

The testing found that both zones would need increased FSRs and heights to make redevelopment feasible in the current market, with an FSR of 3:1 and a height of approximately 17-18m required for the B2 zone, and the R3 zone translated to an R4 zone (with an FSR of 1.5:1 and a height of approximately 16m). However, the consultant study also noted that whilst the Berala community generally supported revitalisation, it did not necessarily support significant increases in built form density across the study area to achieve this outcome (refer to Attachment 2 [*Part 3. Community Engagement pg 33-37*]).

The consultant study recommended 2 potential approaches and discussed the implications of each. In summary:

**Option 1 Increase the existing controls** – in line with the findings of the feasibility testing (details in Attachment 2 [Appendix 4]). This would assist in encouraging development and would help to revitalise the centre.

**Option 2 Retain the existing controls** – this option would be a 'wait and see' approach and would have a less immediate effect than option 1. This option would be likely to see some redevelopment (ie on less constrained sites), however it would have less apparent revitalisation outcomes across the village centre.

**Car parking** – as a variation to Option 2, the study also indicated that Council could consider reviewing its requirements for on-site car parking within more accessible locations within the study area, recognising the benefits this could have in terms of development feasibility.

The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street (currently zoned R3); and

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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

*North of the railway line*

- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
- g. certain land between Elizabeth, Lidbury and York Streets, and east of York Park (currently zoned R3);
- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
- k. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
- l. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
- *Proximity to public transport* – all land included in the proposed rezoning scenario is within 400-600m of Berala railway station, and is within walking distance to Berala shops. Rezoning land in such an accessible location is both consistent with State government policy framework, and also encourages the use of public transport.
- *Transition and interface with adjoining zones* – the proposed rezoning scenario seeks to ensure a suitable transition between adjoining zones. The proposed scenario sees the B2 zoned area generally adjoining land zoned R4 High Density, with R3 medium density zoned land generally proposed between the R4 and R2 zones, creating an area of transition. The proposed height and FSR changes [refer to Attachment 1] have been guided by the Hill PDA economic study.

As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### **4. REVISED DRAFT BERALA VILLAGE STUDY**

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

In addition, minor updates have also been made to the Draft Berala Village Study. These include:

- Updated census data [Section 2.1 pg 9-10];
- Updated Community Strategy Plan and community priorities survey references [Section 1.2 and 1.5, pg 2, 6-7];
- Updated ALEP 2010 maps to reflect the recent ALEP 2010 Amendment 8 (FSR Planning Proposal) [Section 2.3, pg 15];
- Updated references to the now-completed Woolworths development [throughout];
- Updated references to the Berala Community Centre to reflect recent land acquisition and DA approval; and
- Other minor outdated references [Part 4 pg 38-58].

#### **5. CONCLUSION**

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council's consideration. The proposed rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report.

#### **ATTACHMENTS (to be circulated to Councillors under separate cover)**

1. Proposed Rezoning Scenario of Berala Village and associated ALEP 2010 Amendments – T059481/2014
2. Revised Draft Berala Village Study (incorporating the Hill PDA further study of Berala as Appendix 4) – T059799/2014 (Parts 1-2); T059384/2014 (Parts 3-5); T059386 (Appendices 1-3) and T059394/2014 (Appendix 4 Hill PDA Study)

**Please place your initials in the box once you have signed off on the report**

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>		

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- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

*North of the railway line*

- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
- g. certain land between Elizabeth, Lidbury and York Streets, and east of York Park (currently zoned R3);
- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
- k. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
- l. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

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As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### **4. REVISED DRAFT BERALA VILLAGE STUDY**

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

In addition, minor updates have also been made to the Draft Berala Village Study. These include:

- Updated census data [Section 2.1 pg 9-10];
- Updated Community Strategy Plan and community priorities survey references [Section 1.2 and 1.5, pg 2, 6-7];
- Updated ALEP 2010 maps to reflect the recent ALEP 2010 Amendment 8 (FSR Planning Proposal) [Section 2.3, pg 15];
- Updated references to the now-completed Woolworths development [throughout];
- Updated references to the Berala Community Centre to reflect recent land acquisition and DA approval; and
- Other minor outdated references [Part 4 pg 38-58].

#### **5. CONCLUSION**

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council's consideration. The proposed rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report.

#### **ATTACHMENTS (to be circulated to Councillors under separate cover)**

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**Please place your initials in the box once you have signed off on the report**

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To the Ordinary Meeting of Council

Draft Berala Village Study (cont'd)

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>		

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To the Ordinary Meeting of Council

**Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

This report provides an update on the draft Berala Village Study, including the further study undertaken by consultants in 2013. This further study of Berala comprised an economic review and analysis of Council's current controls within the Berala Village, and it was undertaken in response to a Council resolution. The consultant study has been incorporated into Council's draft study of Berala Village, which has been revised to reflect the consultant study's findings, and generally updated. This Council report recommends that Council adopt the revised draft Berala Village Study, and prepare a planning proposal to rezone certain land and make associated LEP amendments in line with the proposed scenario in **Attachment 1** of this report.

**RECOMMENDATION**

- 1. That Council receive and note the further study (by Hill PDA) of Berala Village;**
- 2. That Council incorporate the further study of Berala into the draft Berala Village Study, and adopt the Berala Village study;**
- 3. That Council prepare a planning proposal to undertake rezoning of land within Berala Village, and the associated amendments to the ALEP 2010 heights and FSR controls as per Attachment 1 of this report; and**
- 4. That Council place the draft planning proposal on public exhibition, and report the outcomes of this exhibition to Council, prior to submitting it to the Department of Planning and Environment's Gateway Process.**

**REPORT****1. BACKGROUND**

On 12 May 2010, Council resolved to:

*'.....immediately prepare a planning study of Berala Town [sic] Centre and the surrounding Berala residential area to determine what opportunities exist to revitalise the town centre and to provide new residential housing opportunities in the surrounding area'.*

In response to this resolution of Council, the draft Berala Village Study was prepared by Council's Strategy Team. The focus of the draft study was to:

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Draft Berala Village Study (cont'd)

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- identify opportunities to revitalise and improve Berala;
- inform Council's strategic planning, particularly Council's Delivery Program/Operational Plan, and inter agency initiatives;
- bring together information which will inform the future upgrade of Berala's main street area; and
- consider which building types and heights are suitable for Berala in the future.

During the preparation of the draft study, extensive community engagement was undertaken with the community (July 2011), particularly their views of what types of development they wanted to see in Berala in the future, and what they would like to see in a public domain upgrade of the Berala village centre main street area.

On completion, the draft study was endorsed by Council (April 2012) for public exhibition (28 days). The exhibition period was extended to enable further consultation with non-resident property owners, in response to a Council resolution in July 2012.

After considering the draft Berala Village study at a Councillor workshop (February 2013), Council resolved (20 March 2013 [Item 069/13]) to:

*'.....undertake a further study of the B2 commercial zoning area of the Berala Town [sic] Centre and surrounding area'.*

To address this resolution of Council, a further study of Berala was undertaken by consultants. This consultant study is summarised in Section 2 of this report.

A chronology summarising the key study milestones of the Draft Berala Study to date is provided in Table 1 on the following page.

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Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

<b>Date</b>	<b>Milestone/Action</b>
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February 2014	Councillor weekend workshop. Councillors considered the work to date on Berala and provided their ideas on potential scenarios for Berala's future.
4 September 2013	Councillor Briefing Workshop – consultant (Hill PDA) preliminary findings presented to Council.
21 June 2013	Hill PDA planning consultants engaged to undertake the further study as per Council's resolution.
20 March 2013	Report to Council (following discussion at Councillor Workshop).  <b>Council resolved to undertake a further study of the B2 zoned area of the Berala Village Town Centre and surrounding area.</b>
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21 November 2012	Report to Council with a summary of the findings of additional consultation (non-resident property owners) recommending that the draft study be adopted.  <b>Council resolved to defer the study to the Councillor Workshop</b> (February 2013).
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2 August 2012	Invitation letter mailed out to non-resident owners about the additional information session on the draft Berala Village Study. The session was also advertised via the <i>Auburn Review</i> and Council's website.
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26 April 2012 to 24 May 2012	Exhibition of Draft Berala Village Centre Study (28 days). People who had participated in previous community engagement activities were also notified by individual letters.
18 April 2012	Report to Council seeking endorsement to publicly exhibit the Draft Berala Village Centre Study. <b>Council resolved to exhibit the draft study.</b>
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6 July 2011	Community engagement workshops (x2) were held at Berala Public School about the draft Berala Village Centre Study.
30 June 2011	Distribution of flyers (By Adpost) regarding the Community Workshop was undertaken
12 May 2010	<b>Council resolved to prepare a planning study of Berala Village Centre and surrounding residential area.</b>

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Draft Berala Village Study (cont'd)

## 2. FURTHER STUDY OF BERALA

In response to Council's resolution of 20 March 2013 [Item 069/13] to undertake a further study of Berala, specialist economic consultants, Hill PDA, were appointed through a select tender process to undertake this work.

The purpose of this further study was to provide Council with economic advice about the suitability of the development controls applying to the Berala Village study area. Specifically, this study tested whether the existing planning controls that apply to Berala are sufficient, from a development feasibility perspective, to promote renewal and revitalisation within Berala.

In preparing this economic study, Hill PDA undertook market research on the scale and scope of demand for various uses within the study area. This research found:

- In recent years, demand for housing within Auburn City has been growing and spreading geographically from Lidcombe to Berala. This growth has led to a 12% increase in median house prices and a 6% increase in median apartment prices in Berala between June 2012 and June 2013.
- In terms of commercial uses, the food and other commercial uses in Berala have strengthened, as a result of the opening of Woolworths supermarket. The research also found that commercial uses in Berala are limited to local services such as real estate agencies, banks and medical centres (which typically seek to locate on the ground floor) and that there was limited to nil demand for commercial office space above ground floor level.

The Hill PDA economic analysis identified the following development opportunities and constraints within the Berala Study area:

**Table 2: Development opportunities and constraints within the Berala Study area:**

Strengths and Opportunities	Weaknesses and Constraints
Some large sites with good redevelopment potential in the B2 Local Centre Zone i.e. hotel and car park sites	Flooding potential and associated cost implications to development
Growing market attraction to professionals and families	Current market economics
Good rail access to / from the Study Area	Limited development applications for redevelopment
Established village character and retail market	Tightly held retail properties limiting redevelopment opportunities
Limited acid sulphate soils (i.e. Class 5)	Strata titled units on edge of B2 Local Centre Zone i.e. within the R4 High Density Zone limiting redevelopment opportunities
Limited heritage constraints	Community concerns regarding poor quality development
Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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Draft Berala Village Study (cont'd)

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To test Council's existing development controls under ALEP 2010, two sites within Berala were selected: one currently zone B2 Local Centre, and one zoned R3 Medium Density Residential. The feasibility of redeveloping these sites under Council's controls was modelled using feasibility software (refer to Attachment 2 [Appendix 4] for details).

The testing found that both zones would need increased FSRs and heights to make redevelopment feasible in the current market, with an FSR of 3:1 and a height of approximately 17-18m required for the B2 zone, and the R3 zone translated to an R4 zone (with an FSR of 1.5:1 and a height of approximately 16m). However, the consultant study also noted that whilst the Berala community generally supported revitalisation, it did not necessarily support significant increases in built form density across the study area to achieve this outcome (refer to Attachment 2 [*Part 3. Community Engagement pg 33-37*]).

The consultant study recommended 2 potential approaches and discussed the implications of each. In summary:

**Option 1 Increase the existing controls** – in line with the findings of the feasibility testing (details in Attachment 2 [Appendix 4]). This would assist in encouraging development and would help to revitalise the centre.

**Option 2 Retain the existing controls** – this option would be a 'wait and see' approach and would have a less immediate effect than option 1. This option would be likely to see some redevelopment (ie on less constrained sites), however it would have less apparent revitalisation outcomes across the village centre.

**Car parking** – as a variation to Option 2, the study also indicated that Council could consider reviewing its requirements for on-site car parking within more accessible locations within the study area, recognising the benefits this could have in terms of development feasibility.

The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street (currently zoned R3); and

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Draft Berala Village Study (cont'd)

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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

*North of the railway line*

- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
- g. certain land between Elizabeth, Lidbury and York Streets, and east of York Park (currently zoned R3);
- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
- k. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
- l. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
- *Proximity to public transport* – all land included in the proposed rezoning scenario is within 400-600m of Berala railway station, and is within walking distance to Berala shops. Rezoning land in such an accessible location is both consistent with State government policy framework, and also encourages the use of public transport.
- *Transition and interface with adjoining zones* – the proposed rezoning scenario seeks to ensure a suitable transition between adjoining zones. The proposed scenario sees the B2 zoned area generally adjoining land zoned R4 High Density, with R3 medium density zoned land generally proposed between the R4 and R2 zones, creating an area of transition. The proposed height and FSR changes [refer to Attachment 1] have been guided by the Hill PDA economic study.

As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### **4. REVISED DRAFT BERALA VILLAGE STUDY**

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

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#### **5. CONCLUSION**

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council's consideration. The proposed rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report.

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Executive Manager Planning's  
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To the Ordinary Meeting of Council

Draft Berala Village Study (cont'd)

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
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## AUBURN CITY COUNCIL

July 16, 2014

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To the Ordinary Meeting of Council

**Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

This report provides an update on the draft Berala Village Study, including the further study undertaken by consultants in 2013. This further study of Berala comprised an economic review and analysis of Council's current controls within the Berala Village, and it was undertaken in response to a Council resolution. The consultant study has been incorporated into Council's draft study of Berala Village, which has been revised to reflect the consultant study's findings, and generally updated. This Council report recommends that Council adopt the revised draft Berala Village Study, and prepare a planning proposal to rezone certain land and make associated LEP amendments in line with the proposed scenario in **Attachment 1** of this report.

**RECOMMENDATION**

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Draft Berala Village Study (cont'd)

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- identify opportunities to revitalise and improve Berala;
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To the Ordinary Meeting of Council

Draft Berala Village Study (cont'd)

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Draft Berala Village Study (cont'd)

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Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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Draft Berala Village Study (cont'd)

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The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street (currently zoned R3); and

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Draft Berala Village Study (cont'd)

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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

*North of the railway line*

- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
- g. certain land between Elizabeth, Lidbury and York Streets, and east of York Park (currently zoned R3);
- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
- k. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
- l. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
- *Proximity to public transport* – all land included in the proposed rezoning scenario is within 400-600m of Berala railway station, and is within walking distance to Berala shops. Rezoning land in such an accessible location is both consistent with State government policy framework, and also encourages the use of public transport.
- *Transition and interface with adjoining zones* – the proposed rezoning scenario seeks to ensure a suitable transition between adjoining zones. The proposed scenario sees the B2 zoned area generally adjoining land zoned R4 High Density, with R3 medium density zoned land generally proposed between the R4 and R2 zones, creating an area of transition. The proposed height and FSR changes [refer to Attachment 1] have been guided by the Hill PDA economic study.

As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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Draft Berala Village Study (cont'd)

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scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### **4. REVISED DRAFT BERALA VILLAGE STUDY**

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

In addition, minor updates have also been made to the Draft Berala Village Study. These include:

- Updated census data [Section 2.1 pg 9-10];
- Updated Community Strategy Plan and community priorities survey references [Section 1.2 and 1.5, pg 2, 6-7];
- Updated ALEP 2010 maps to reflect the recent ALEP 2010 Amendment 8 (FSR Planning Proposal) [Section 2.3, pg 15];
- Updated references to the now-completed Woolworths development [throughout];
- Updated references to the Berala Community Centre to reflect recent land acquisition and DA approval; and
- Other minor outdated references [Part 4 pg 38-58].

#### **5. CONCLUSION**

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council's consideration. The proposed rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report.

#### **ATTACHMENTS (to be circulated to Councillors under separate cover)**

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2. Revised Draft Berala Village Study (incorporating the Hill PDA further study of Berala as Appendix 4) – T059799/2014 (Parts 1-2); T059384/2014 (Parts 3-5); T059386/2014 (Appendices 1-3) and T059394/2014 (Appendix 4 Hill PDA Study)

**Please place your initials in the box once you have signed off on the report**

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Draft Berala Village Study (cont'd)

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>		

## AUBURN CITY COUNCIL

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**Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

This report provides an update on the draft Berala Village Study, including the further study undertaken by consultants in 2013. This further study of Berala comprised an economic review and analysis of Council's current controls within the Berala Village, and it was undertaken in response to a Council resolution. The consultant study has been incorporated into Council's draft study of Berala Village, which has been revised to reflect the consultant study's findings, and generally updated. This Council report recommends that Council adopt the revised draft Berala Village Study, and prepare a planning proposal to rezone certain land and make associated LEP amendments in line with the proposed scenario in **Attachment 1** of this report.

**RECOMMENDATION**

- 1. That Council receive and note the further study (by Hill PDA) of Berala Village;**
- 2. That Council incorporate the further study of Berala into the draft Berala Village Study, and adopt the Berala Village study;**
- 3. That Council prepare a planning proposal to undertake rezoning of land within Berala Village, and the associated amendments to the ALEP 2010 heights and FSR controls as per Attachment 1 of this report; and**
- 4. That Council place the draft planning proposal on public exhibition, and report the outcomes of this exhibition to Council, prior to submitting it to the Department of Planning and Environment's Gateway Process.**

**REPORT****1. BACKGROUND**

On 12 May 2010, Council resolved to:

*'.....immediately prepare a planning study of Berala Town [sic] Centre and the surrounding Berala residential area to determine what opportunities exist to revitalise the town centre and to provide new residential housing opportunities in the surrounding area'.*

In response to this resolution of Council, the draft Berala Village Study was prepared by Council's Strategy Team. The focus of the draft study was to:

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- identify opportunities to revitalise and improve Berala;
- inform Council's strategic planning, particularly Council's Delivery Program/Operational Plan, and inter agency initiatives;
- bring together information which will inform the future upgrade of Berala's main street area; and
- consider which building types and heights are suitable for Berala in the future.

During the preparation of the draft study, extensive community engagement was undertaken with the community (July 2011), particularly their views of what types of development they wanted to see in Berala in the future, and what they would like to see in a public domain upgrade of the Berala village centre main street area.

On completion, the draft study was endorsed by Council (April 2012) for public exhibition (28 days). The exhibition period was extended to enable further consultation with non-resident property owners, in response to a Council resolution in July 2012.

After considering the draft Berala Village study at a Councillor workshop (February 2013), Council resolved (20 March 2013 [Item 069/13]) to:

*'.....undertake a further study of the B2 commercial zoning area of the Berala Town [sic] Centre and surrounding area'.*

To address this resolution of Council, a further study of Berala was undertaken by consultants. This consultant study is summarised in Section 2 of this report.

A chronology summarising the key study milestones of the Draft Berala Study to date is provided in Table 1 on the following page.

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Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

<b>Date</b>	<b>Milestone/Action</b>
June 2014	Councillor briefing – analysis of the February Councillor workshop presented to Councillors for consideration.
February 2014	Councillor weekend workshop. Councillors considered the work to date on Berala and provided their ideas on potential scenarios for Berala's future.
4 September 2013	Councillor Briefing Workshop – consultant (Hill PDA) preliminary findings presented to Council.
21 June 2013	Hill PDA planning consultants engaged to undertake the further study as per Council's resolution.
20 March 2013	Report to Council (following discussion at Councillor Workshop).  <b>Council resolved to undertake a further study of the B2 zoned area of the Berala Village Town Centre and surrounding area.</b>
February 2013	Councillor weekend workshop – Berala village study discussed.
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2 August 2012	Invitation letter mailed out to non-resident owners about the additional information session on the draft Berala Village Study. The session was also advertised via the <i>Auburn Review</i> and Council's website.
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18 April 2012	Report to Council seeking endorsement to publicly exhibit the Draft Berala Village Centre Study. <b>Council resolved to exhibit the draft study.</b>
21 July 2011	Councillor Workshop on the draft study.
6 July 2011	Community engagement workshops (x2) were held at Berala Public School about the draft Berala Village Centre Study.
30 June 2011	Distribution of flyers (By Adpost) regarding the Community Workshop was undertaken
12 May 2010	<b>Council resolved to prepare a planning study of Berala Village Centre and surrounding residential area.</b>

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Draft Berala Village Study (cont'd)

## 2. FURTHER STUDY OF BERALA

In response to Council's resolution of 20 March 2013 [Item 069/13] to undertake a further study of Berala, specialist economic consultants, Hill PDA, were appointed through a select tender process to undertake this work.

The purpose of this further study was to provide Council with economic advice about the suitability of the development controls applying to the Berala Village study area. Specifically, this study tested whether the existing planning controls that apply to Berala are sufficient, from a development feasibility perspective, to promote renewal and revitalisation within Berala.

In preparing this economic study, Hill PDA undertook market research on the scale and scope of demand for various uses within the study area. This research found:

- In recent years, demand for housing within Auburn City has been growing and spreading geographically from Lidcombe to Berala. This growth has led to a 12% increase in median house prices and a 6% increase in median apartment prices in Berala between June 2012 and June 2013.
- In terms of commercial uses, the food and other commercial uses in Berala have strengthened, as a result of the opening of Woolworths supermarket. The research also found that commercial uses in Berala are limited to local services such as real estate agencies, banks and medical centres (which typically seek to locate on the ground floor) and that there was limited to nil demand for commercial office space above ground floor level.

The Hill PDA economic analysis identified the following development opportunities and constraints within the Berala Study area:

**Table 2: Development opportunities and constraints within the Berala Study area:**

Strengths and Opportunities	Weaknesses and Constraints
Some large sites with good redevelopment potential in the B2 Local Centre Zone i.e. hotel and car park sites	Flooding potential and associated cost implications to development
Growing market attraction to professionals and families	Current market economics
Good rail access to / from the Study Area	Limited development applications for redevelopment
Established village character and retail market	Tightly held retail properties limiting redevelopment opportunities
Limited acid sulphate soils (i.e. Class 5)	Strata titled units on edge of B2 Local Centre Zone i.e. within the R4 High Density Zone limiting redevelopment opportunities
Limited heritage constraints	Community concerns regarding poor quality development
Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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Draft Berala Village Study (cont'd)

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To test Council's existing development controls under ALEP 2010, two sites within Berala were selected: one currently zone B2 Local Centre, and one zoned R3 Medium Density Residential. The feasibility of redeveloping these sites under Council's controls was modelled using feasibility software (refer to Attachment 2 [Appendix 4] for details).

The testing found that both zones would need increased FSRs and heights to make redevelopment feasible in the current market, with an FSR of 3:1 and a height of approximately 17-18m required for the B2 zone, and the R3 zone translated to an R4 zone (with an FSR of 1.5:1 and a height of approximately 16m). However, the consultant study also noted that whilst the Berala community generally supported revitalisation, it did not necessarily support significant increases in built form density across the study area to achieve this outcome (refer to Attachment 2 [*Part 3. Community Engagement pg 33-37*]).

The consultant study recommended 2 potential approaches and discussed the implications of each. In summary:

**Option 1 Increase the existing controls** – in line with the findings of the feasibility testing (details in Attachment 2 [Appendix 4]). This would assist in encouraging development and would help to revitalise the centre.

**Option 2 Retain the existing controls** – this option would be a 'wait and see' approach and would have a less immediate effect than option 1. This option would be likely to see some redevelopment (ie on less constrained sites), however it would have less apparent revitalisation outcomes across the village centre.

**Car parking** – as a variation to Option 2, the study also indicated that Council could consider reviewing its requirements for on-site car parking within more accessible locations within the study area, recognising the benefits this could have in terms of development feasibility.

The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street (currently zoned R3); and

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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

*North of the railway line*

- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
- g. certain land between Elizabeth, Lidbury and York Streets, and east of York Park (currently zoned R3);
- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
- k. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
- l. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
- *Proximity to public transport* – all land included in the proposed rezoning scenario is within 400-600m of Berala railway station, and is within walking distance to Berala shops. Rezoning land in such an accessible location is both consistent with State government policy framework, and also encourages the use of public transport.
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As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### **4. REVISED DRAFT BERALA VILLAGE STUDY**

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

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#### **5. CONCLUSION**

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Draft Berala Village Study (cont'd)

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>	<b>GF</b>	

## AUBURN CITY COUNCIL

July 16, 2014

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**Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

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Draft Berala Village Study (cont'd)

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- identify opportunities to revitalise and improve Berala;
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Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

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Draft Berala Village Study (cont'd)

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Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street (currently zoned R3); and

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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

*North of the railway line*

- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
- g. certain land between Elizabeth, Lidbury and York Streets, and east of York Park (currently zoned R3);
- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
- k. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
- l. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
- *Proximity to public transport* – all land included in the proposed rezoning scenario is within 400-600m of Berala railway station, and is within walking distance to Berala shops. Rezoning land in such an accessible location is both consistent with State government policy framework, and also encourages the use of public transport.
- *Transition and interface with adjoining zones* – the proposed rezoning scenario seeks to ensure a suitable transition between adjoining zones. The proposed scenario sees the B2 zoned area generally adjoining land zoned R4 High Density, with R3 medium density zoned land generally proposed between the R4 and R2 zones, creating an area of transition. The proposed height and FSR changes [refer to Attachment 1] have been guided by the Hill PDA economic study.

As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### **4. REVISED DRAFT BERALA VILLAGE STUDY**

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

In addition, minor updates have also been made to the Draft Berala Village Study. These include:

- Updated census data [Section 2.1 pg 9-10];
- Updated Community Strategy Plan and community priorities survey references [Section 1.2 and 1.5, pg 2, 6-7];
- Updated ALEP 2010 maps to reflect the recent ALEP 2010 Amendment 8 (FSR Planning Proposal) [Section 2.3, pg 15];
- Updated references to the now-completed Woolworths development [throughout];
- Updated references to the Berala Community Centre to reflect recent land acquisition and DA approval; and
- Other minor outdated references [Part 4 pg 38-58].

#### **5. CONCLUSION**

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council's consideration. The proposed rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report.

#### **ATTACHMENTS (to be circulated to Councillors under separate cover)**

1. Proposed Rezoning Scenario of Berala Village and associated ALEP 2010 Amendments – T059481/2014
2. Revised Draft Berala Village Study (incorporating the Hill PDA further study of Berala as Appendix 4) – T059799/2014 (Parts 1-2); T059384/2014 (Parts 3-5); T059386/2014 (Appendices 1-3) and T059394/2014 (Appendix 4 Hill PDA Study)

**Please place your initials in the box once you have signed off on the report**

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Draft Berala Village Study (cont'd)

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>	<b>GF</b>	

## AUBURN CITY COUNCIL

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**Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

This report provides an update on the draft Berala Village Study, including the further study undertaken by consultants in 2013. This further study of Berala comprised an economic review and analysis of Council's current controls within the Berala Village, and it was undertaken in response to a Council resolution. The consultant study has been incorporated into Council's draft study of Berala Village, which has been revised to reflect the consultant study's findings, and generally updated. This Council report recommends that Council adopt the revised draft Berala Village Study, and prepare a planning proposal to rezone certain land and make associated LEP amendments in line with the proposed scenario in **Attachment 1** of this report.

**RECOMMENDATION**

- 1. That Council receive and note the further study (by Hill PDA) of Berala Village;**
- 2. That Council incorporate the further study of Berala into the draft Berala Village Study, and adopt the Berala Village study;**
- 3. That Council prepare a planning proposal to undertake rezoning of land within Berala Village, and the associated amendments to the ALEP 2010 heights and FSR controls as per Attachment 1 of this report; and**
- 4. That Council place the draft planning proposal on public exhibition, and report the outcomes of this exhibition to Council, prior to submitting it to the Department of Planning and Environment's Gateway Process.**

**REPORT****1. BACKGROUND**

On 12 May 2010, Council resolved to:

*'.....immediately prepare a planning study of Berala Town [sic] Centre and the surrounding Berala residential area to determine what opportunities exist to revitalise the town centre and to provide new residential housing opportunities in the surrounding area'.*

In response to this resolution of Council, the draft Berala Village Study was prepared by Council's Strategy Team. The focus of the draft study was to:

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- identify opportunities to revitalise and improve Berala;
- inform Council's strategic planning, particularly Council's Delivery Program/Operational Plan, and inter agency initiatives;
- bring together information which will inform the future upgrade of Berala's main street area; and
- consider which building types and heights are suitable for Berala in the future.

During the preparation of the draft study, extensive community engagement was undertaken with the community (July 2011), particularly their views of what types of development they wanted to see in Berala in the future, and what they would like to see in a public domain upgrade of the Berala village centre main street area.

On completion, the draft study was endorsed by Council (April 2012) for public exhibition (28 days). The exhibition period was extended to enable further consultation with non-resident property owners, in response to a Council resolution in July 2012.

After considering the draft Berala Village study at a Councillor workshop (February 2013), Council resolved (20 March 2013 [Item 069/13]) to:

*'.....undertake a further study of the B2 commercial zoning area of the Berala Town [sic] Centre and surrounding area'.*

To address this resolution of Council, a further study of Berala was undertaken by consultants. This consultant study is summarised in Section 2 of this report.

A chronology summarising the key study milestones of the Draft Berala Study to date is provided in Table 1 on the following page.

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**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

<b>Date</b>	<b>Milestone/Action</b>
June 2014	Councillor briefing – analysis of the February Councillor workshop presented to Councillors for consideration.
February 2014	Councillor weekend workshop. Councillors considered the work to date on Berala and provided their ideas on potential scenarios for Berala's future.
4 September 2013	Councillor Briefing Workshop – consultant (Hill PDA) preliminary findings presented to Council.
21 June 2013	Hill PDA planning consultants engaged to undertake the further study as per Council's resolution.
20 March 2013	Report to Council (following discussion at Councillor Workshop).  <b><i>Council resolved to undertake a further study of the B2 zoned area of the Berala Village Town Centre and surrounding area.</i></b>
February 2013	Councillor weekend workshop – Berala village study discussed.
21 November 2012	Report to Council with a summary of the findings of additional consultation (non-resident property owners) recommending that the draft study be adopted.  <b><i>Council resolved to defer the study to the Councillor Workshop</i></b> (February 2013).
20 September 2012	Additional Information session held with non-resident owners (open to the public) regarding the Berala Village Centre Study.
2 August 2012	Invitation letter mailed out to non-resident owners about the additional information session on the draft Berala Village Study. The session was also advertised via the <i>Auburn Review</i> and Council's website.
18 July 2012	Report to Council including consideration of submissions received during the exhibition of the study, recommending the study be adopted.  <b><i>Council resolved that consideration of the matter be deferred to enable further consultation to be undertaken with non-resident property owners in the area.</i></b>
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26 April 2012 to 24 May 2012	Exhibition of Draft Berala Village Centre Study (28 days). People who had participated in previous community engagement activities were also notified by individual letters.
18 April 2012	Report to Council seeking endorsement to publicly exhibit the Draft Berala Village Centre Study. <b><i>Council resolved to exhibit the draft study.</i></b>
21 July 2011	Councillor Workshop on the draft study.
6 July 2011	Community engagement workshops (x2) were held at Berala Public School about the draft Berala Village Centre Study.
30 June 2011	Distribution of flyers (By Adpost) regarding the Community Workshop was undertaken
12 May 2010	<b><i>Council resolved to prepare a planning study of Berala Village Centre and surrounding residential area.</i></b>

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Draft Berala Village Study (cont'd)

## 2. FURTHER STUDY OF BERALA

In response to Council's resolution of 20 March 2013 [Item 069/13] to undertake a further study of Berala, specialist economic consultants, Hill PDA, were appointed through a select tender process to undertake this work.

The purpose of this further study was to provide Council with economic advice about the suitability of the development controls applying to the Berala Village study area. Specifically, this study tested whether the existing planning controls that apply to Berala are sufficient, from a development feasibility perspective, to promote renewal and revitalisation within Berala.

In preparing this economic study, Hill PDA undertook market research on the scale and scope of demand for various uses within the study area. This research found:

- In recent years, demand for housing within Auburn City has been growing and spreading geographically from Lidcombe to Berala. This growth has led to a 12% increase in median house prices and a 6% increase in median apartment prices in Berala between June 2012 and June 2013.
- In terms of commercial uses, the food and other commercial uses in Berala have strengthened, as a result of the opening of Woolworths supermarket. The research also found that commercial uses in Berala are limited to local services such as real estate agencies, banks and medical centres (which typically seek to locate on the ground floor) and that there was limited to nil demand for commercial office space above ground floor level.

The Hill PDA economic analysis identified the following development opportunities and constraints within the Berala Study area:

**Table 2: Development opportunities and constraints within the Berala Study area:**

Strengths and Opportunities	Weaknesses and Constraints
Some large sites with good redevelopment potential in the B2 Local Centre Zone i.e. hotel and car park sites	Flooding potential and associated cost implications to development
Growing market attraction to professionals and families	Current market economics
Good rail access to / from the Study Area	Limited development applications for redevelopment
Established village character and retail market	Tightly held retail properties limiting redevelopment opportunities
Limited acid sulphate soils (i.e. Class 5)	Strata titled units on edge of B2 Local Centre Zone i.e. within the R4 High Density Zone limiting redevelopment opportunities
Limited heritage constraints	Community concerns regarding poor quality development
Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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To test Council's existing development controls under ALEP 2010, two sites within Berala were selected: one currently zone B2 Local Centre, and one zoned R3 Medium Density Residential. The feasibility of redeveloping these sites under Council's controls was modelled using feasibility software (refer to Attachment 2 [Appendix 4] for details).

The testing found that both zones would need increased FSRs and heights to make redevelopment feasible in the current market, with an FSR of 3:1 and a height of approximately 17-18m required for the B2 zone, and the R3 zone translated to an R4 zone (with an FSR of 1.5:1 and a height of approximately 16m). However, the consultant study also noted that whilst the Berala community generally supported revitalisation, it did not necessarily support significant increases in built form density across the study area to achieve this outcome (refer to Attachment 2 [*Part 3. Community Engagement pg 33-37*]).

The consultant study recommended 2 potential approaches and discussed the implications of each. In summary:

**Option 1 Increase the existing controls** – in line with the findings of the feasibility testing (details in Attachment 2 [Appendix 4]). This would assist in encouraging development and would help to revitalise the centre.

**Option 2 Retain the existing controls** – this option would be a 'wait and see' approach and would have a less immediate effect than option 1. This option would be likely to see some redevelopment (ie on less constrained sites), however it would have less apparent revitalisation outcomes across the village centre.

**Car parking** – as a variation to Option 2, the study also indicated that Council could consider reviewing its requirements for on-site car parking within more accessible locations within the study area, recognising the benefits this could have in terms of development feasibility.

The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

*North of the railway line*

- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
- g. certain land between Elizabeth, Lidbury and York Streets, and east of York Park (currently zoned R3);
- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
- k. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
- l. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
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As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### **4. REVISED DRAFT BERALA VILLAGE STUDY**

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

In addition, minor updates have also been made to the Draft Berala Village Study. These include:

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#### **5. CONCLUSION**

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council's consideration. The proposed rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report.

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To the Ordinary Meeting of Council

Draft Berala Village Study (cont'd)

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>	<b>GF</b>	

## AUBURN CITY COUNCIL

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**Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

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**RECOMMENDATION**

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*'.....immediately prepare a planning study of Berala Town [sic] Centre and the surrounding Berala residential area to determine what opportunities exist to revitalise the town centre and to provide new residential housing opportunities in the surrounding area'.*

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Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

<b>Date</b>	<b>Milestone/Action</b>
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Draft Berala Village Study (cont'd)

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Some large sites with good redevelopment potential in the B2 Local Centre Zone i.e. hotel and car park sites	Flooding potential and associated cost implications to development
Growing market attraction to professionals and families	Current market economics
Good rail access to / from the Study Area	Limited development applications for redevelopment
Established village character and retail market	Tightly held retail properties limiting redevelopment opportunities
Limited acid sulphate soils (i.e. Class 5)	Strata titled units on edge of B2 Local Centre Zone i.e. within the R4 High Density Zone limiting redevelopment opportunities
Limited heritage constraints	Community concerns regarding poor quality development
Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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Draft Berala Village Study (cont'd)

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To test Council's existing development controls under ALEP 2010, two sites within Berala were selected: one currently zone B2 Local Centre, and one zoned R3 Medium Density Residential. The feasibility of redeveloping these sites under Council's controls was modelled using feasibility software (refer to Attachment 2 [Appendix 4] for details).

The testing found that both zones would need increased FSRs and heights to make redevelopment feasible in the current market, with an FSR of 3:1 and a height of approximately 17-18m required for the B2 zone, and the R3 zone translated to an R4 zone (with an FSR of 1.5:1 and a height of approximately 16m). However, the consultant study also noted that whilst the Berala community generally supported revitalisation, it did not necessarily support significant increases in built form density across the study area to achieve this outcome (refer to Attachment 2 [*Part 3. Community Engagement pg 33-37*]).

The consultant study recommended 2 potential approaches and discussed the implications of each. In summary:

**Option 1 Increase the existing controls** – in line with the findings of the feasibility testing (details in Attachment 2 [Appendix 4]). This would assist in encouraging development and would help to revitalise the centre.

**Option 2 Retain the existing controls** – this option would be a 'wait and see' approach and would have a less immediate effect than option 1. This option would be likely to see some redevelopment (ie on less constrained sites), however it would have less apparent revitalisation outcomes across the village centre.

**Car parking** – as a variation to Option 2, the study also indicated that Council could consider reviewing its requirements for on-site car parking within more accessible locations within the study area, recognising the benefits this could have in terms of development feasibility.

The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street (currently zoned R3); and

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Draft Berala Village Study (cont'd)

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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

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- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
- g. certain land between Elizabeth, Lidbury and York Streets, and east of York Park (currently zoned R3);
- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
- k. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
- l. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
- *Proximity to public transport* – all land included in the proposed rezoning scenario is within 400-600m of Berala railway station, and is within walking distance to Berala shops. Rezoning land in such an accessible location is both consistent with State government policy framework, and also encourages the use of public transport.
- *Transition and interface with adjoining zones* – the proposed rezoning scenario seeks to ensure a suitable transition between adjoining zones. The proposed scenario sees the B2 zoned area generally adjoining land zoned R4 High Density, with R3 medium density zoned land generally proposed between the R4 and R2 zones, creating an area of transition. The proposed height and FSR changes [refer to Attachment 1] have been guided by the Hill PDA economic study.

As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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Draft Berala Village Study (cont'd)

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scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### **4. REVISED DRAFT BERALA VILLAGE STUDY**

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

In addition, minor updates have also been made to the Draft Berala Village Study. These include:

- Updated census data [Section 2.1 pg 9-10];
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- Updated ALEP 2010 maps to reflect the recent ALEP 2010 Amendment 8 (FSR Planning Proposal) [Section 2.3, pg 15];
- Updated references to the now-completed Woolworths development [throughout];
- Updated references to the Berala Community Centre to reflect recent land acquisition and DA approval; and
- Other minor outdated references [Part 4 pg 38-58].

#### **5. CONCLUSION**

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council's consideration. The proposed rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report.

#### **ATTACHMENTS (to be circulated to Councillors under separate cover)**

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**Please place your initials in the box once you have signed off on the report**

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Draft Berala Village Study (cont'd)

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>	<b>GF</b>	

## AUBURN CITY COUNCIL

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Executive Manager Planning's  
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To the Ordinary Meeting of Council

**195/14 Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

This report provides an update on the draft Berala Village Study, including the further study undertaken by consultants in 2013. This further study of Berala comprised an economic review and analysis of Council's current controls within the Berala Village, and it was undertaken in response to a Council resolution. The consultant study has been incorporated into Council's draft study of Berala Village, which has been revised to reflect the consultant study's findings, and generally updated. This Council report recommends that Council adopt the revised draft Berala Village Study, and prepare a planning proposal to rezone certain land and make associated LEP amendments in line with the proposed scenario in **Attachment 1** of this report.

**RECOMMENDATION**

- 1. That Council receive and note the further study (by Hill PDA) of Berala Village;**
- 2. That Council incorporate the further study of Berala into the draft Berala Village Study, and adopt the Berala Village study;**
- 3. That Council prepare a planning proposal to undertake rezoning of land within Berala Village, and the associated amendments to the ALEP 2010 heights and FSR controls as per Attachment 1 of this report; and**
- 4. That Council place the draft planning proposal on public exhibition, and report the outcomes of this exhibition to Council, prior to submitting it to the Department of Planning and Environment's Gateway Process.**

**REPORT****1. BACKGROUND**

On 12 May 2010, Council resolved to:

*'.....immediately prepare a planning study of Berala Town [sic] Centre and the surrounding Berala residential area to determine what opportunities exist to revitalise the town centre and to provide new residential housing opportunities in the surrounding area'.*

In response to this resolution of Council, the draft Berala Village Study was prepared by Council's Strategy Team. The focus of the draft study was to:

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Draft Berala Village Study (cont'd)

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- identify opportunities to revitalise and improve Berala;
- inform Council's strategic planning, particularly Council's Delivery Program/Operational Plan, and inter agency initiatives;
- bring together information which will inform the future upgrade of Berala's main street area; and
- consider which building types and heights are suitable for Berala in the future.

During the preparation of the draft study, extensive community engagement was undertaken with the community (July 2011), particularly their views of what types of development they wanted to see in Berala in the future, and what they would like to see in a public domain upgrade of the Berala village centre main street area.

On completion, the draft study was endorsed by Council (April 2012) for public exhibition (28 days). The exhibition period was extended to enable further consultation with non-resident property owners, in response to a Council resolution in July 2012.

After considering the draft Berala Village study at a Councillor workshop (February 2013), Council resolved (20 March 2013 [Item 069/13]) to:

*'.....undertake a further study of the B2 commercial zoning area of the Berala Town [sic] Centre and surrounding area'.*

To address this resolution of Council, a further study of Berala was undertaken by consultants. This consultant study is summarised in Section 2 of this report.

A chronology summarising the key study milestones of the Draft Berala Study to date is provided in Table 1 on the following page.

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Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

<b>Date</b>	<b>Milestone/Action</b>
June 2014	Councillor briefing – analysis of the February Councillor workshop presented to Councillors for consideration.
February 2014	Councillor weekend workshop. Councillors considered the work to date on Berala and provided their ideas on potential scenarios for Berala's future.
4 September 2013	Councillor Briefing Workshop – consultant (Hill PDA) preliminary findings presented to Council.
21 June 2013	Hill PDA planning consultants engaged to undertake the further study as per Council's resolution.
20 March 2013	Report to Council (following discussion at Councillor Workshop).  <b>Council resolved to undertake a further study of the B2 zoned area of the Berala Village Town Centre and surrounding area.</b>
February 2013	Councillor weekend workshop – Berala village study discussed.
21 November 2012	Report to Council with a summary of the findings of additional consultation (non-resident property owners) recommending that the draft study be adopted.  <b>Council resolved to defer the study to the Councillor Workshop</b> (February 2013).
20 September 2012	Additional Information session held with non-resident owners (open to the public) regarding the Berala Village Centre Study.
2 August 2012	Invitation letter mailed out to non-resident owners about the additional information session on the draft Berala Village Study. The session was also advertised via the <i>Auburn Review</i> and Council's website.
18 July 2012	Report to Council including consideration of submissions received during the exhibition of the study, recommending the study be adopted.  <b>Council resolved that consideration of the matter be deferred to enable further consultation to be undertaken with non-resident property owners in the area.</b>
17 May 2012	Berala Village Study information sessions (2: one morning and one evening) held during the exhibition period.
26 April 2012 to 24 May 2012	Exhibition of Draft Berala Village Centre Study (28 days). People who had participated in previous community engagement activities were also notified by individual letters.
18 April 2012	Report to Council seeking endorsement to publicly exhibit the Draft Berala Village Centre Study. <b>Council resolved to exhibit the draft study.</b>
21 July 2011	Councillor Workshop on the draft study.
6 July 2011	Community engagement workshops (x2) were held at Berala Public School about the draft Berala Village Centre Study.
30 June 2011	Distribution of flyers (By Adpost) regarding the Community Workshop was undertaken
12 May 2010	<b>Council resolved to prepare a planning study of Berala Village Centre and surrounding residential area.</b>

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Draft Berala Village Study (cont'd)

## 2. FURTHER STUDY OF BERALA

In response to Council's resolution of 20 March 2013 [Item 069/13] to undertake a further study of Berala, specialist economic consultants, Hill PDA, were appointed through a select tender process to undertake this work.

The purpose of this further study was to provide Council with economic advice about the suitability of the development controls applying to the Berala Village study area. Specifically, this study tested whether the existing planning controls that apply to Berala are sufficient, from a development feasibility perspective, to promote renewal and revitalisation within Berala.

In preparing this economic study, Hill PDA undertook market research on the scale and scope of demand for various uses within the study area. This research found:

- In recent years, demand for housing within Auburn City has been growing and spreading geographically from Lidcombe to Berala. This growth has led to a 12% increase in median house prices and a 6% increase in median apartment prices in Berala between June 2012 and June 2013.
- In terms of commercial uses, the food and other commercial uses in Berala have strengthened, as a result of the opening of Woolworths supermarket. The research also found that commercial uses in Berala are limited to local services such as real estate agencies, banks and medical centres (which typically seek to locate on the ground floor) and that there was limited to nil demand for commercial office space above ground floor level.

The Hill PDA economic analysis identified the following development opportunities and constraints within the Berala Study area:

**Table 2: Development opportunities and constraints within the Berala Study area:**

Strengths and Opportunities	Weaknesses and Constraints
Some large sites with good redevelopment potential in the B2 Local Centre Zone i.e. hotel and car park sites	Flooding potential and associated cost implications to development
Growing market attraction to professionals and families	Current market economics
Good rail access to / from the Study Area	Limited development applications for redevelopment
Established village character and retail market	Tightly held retail properties limiting redevelopment opportunities
Limited acid sulphate soils (i.e. Class 5)	Strata titled units on edge of B2 Local Centre Zone i.e. within the R4 High Density Zone limiting redevelopment opportunities
Limited heritage constraints	Community concerns regarding poor quality development
Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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Draft Berala Village Study (cont'd)

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To test Council's existing development controls under ALEP 2010, two sites within Berala were selected: one currently zone B2 Local Centre, and one zoned R3 Medium Density Residential. The feasibility of redeveloping these sites under Council's controls was modelled using feasibility software (refer to Attachment 2 [Appendix 4] for details).

The testing found that both zones would need increased FSRs and heights to make redevelopment feasible in the current market, with an FSR of 3:1 and a height of approximately 17-18m required for the B2 zone, and the R3 zone translated to an R4 zone (with an FSR of 1.5:1 and a height of approximately 16m). However, the consultant study also noted that whilst the Berala community generally supported revitalisation, it did not necessarily support significant increases in built form density across the study area to achieve this outcome (refer to Attachment 2 [*Part 3. Community Engagement pg 33-37*]).

The consultant study recommended 2 potential approaches and discussed the implications of each. In summary:

**Option 1 Increase the existing controls** – in line with the findings of the feasibility testing (details in Attachment 2 [Appendix 4]). This would assist in encouraging development and would help to revitalise the centre.

**Option 2 Retain the existing controls** – this option would be a 'wait and see' approach and would have a less immediate effect than option 1. This option would be likely to see some redevelopment (ie on less constrained sites), however it would have less apparent revitalisation outcomes across the village centre.

**Car parking** – as a variation to Option 2, the study also indicated that Council could consider reviewing its requirements for on-site car parking within more accessible locations within the study area, recognising the benefits this could have in terms of development feasibility.

The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
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Draft Berala Village Study (cont'd)

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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

*North of the railway line*

- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
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- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
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In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
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As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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Draft Berala Village Study (cont'd)

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scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

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Report

To the Ordinary Meeting of Council

Draft Berala Village Study (cont'd)

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>	<b>GF</b>	

## AUBURN CITY COUNCIL

July 16, 2014

Executive Manager Planning's  
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To the Ordinary Meeting of Council

**195/14 Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

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Draft Berala Village Study (cont'd)

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To the Ordinary Meeting of Council

Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

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26 April 2012 to 24 May 2012	Exhibition of Draft Berala Village Centre Study (28 days). People who had participated in previous community engagement activities were also notified by individual letters.
18 April 2012	Report to Council seeking endorsement to publicly exhibit the Draft Berala Village Centre Study. <b>Council resolved to exhibit the draft study.</b>
21 July 2011	Councillor Workshop on the draft study.
6 July 2011	Community engagement workshops (x2) were held at Berala Public School about the draft Berala Village Centre Study.
30 June 2011	Distribution of flyers (By Adpost) regarding the Community Workshop was undertaken
12 May 2010	<b>Council resolved to prepare a planning study of Berala Village Centre and surrounding residential area.</b>

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Draft Berala Village Study (cont'd)

## 2. FURTHER STUDY OF BERALA

In response to Council's resolution of 20 March 2013 [Item 069/13] to undertake a further study of Berala, specialist economic consultants, Hill PDA, were appointed through a select tender process to undertake this work.

The purpose of this further study was to provide Council with economic advice about the suitability of the development controls applying to the Berala Village study area. Specifically, this study tested whether the existing planning controls that apply to Berala are sufficient, from a development feasibility perspective, to promote renewal and revitalisation within Berala.

In preparing this economic study, Hill PDA undertook market research on the scale and scope of demand for various uses within the study area. This research found:

- In recent years, demand for housing within Auburn City has been growing and spreading geographically from Lidcombe to Berala. This growth has led to a 12% increase in median house prices and a 6% increase in median apartment prices in Berala between June 2012 and June 2013.
- In terms of commercial uses, the food and other commercial uses in Berala have strengthened, as a result of the opening of Woolworths supermarket. The research also found that commercial uses in Berala are limited to local services such as real estate agencies, banks and medical centres (which typically seek to locate on the ground floor) and that there was limited to nil demand for commercial office space above ground floor level.

The Hill PDA economic analysis identified the following development opportunities and constraints within the Berala Study area:

**Table 2: Development opportunities and constraints within the Berala Study area:**

Strengths and Opportunities	Weaknesses and Constraints
Some large sites with good redevelopment potential in the B2 Local Centre Zone i.e. hotel and car park sites	Flooding potential and associated cost implications to development
Growing market attraction to professionals and families	Current market economics
Good rail access to / from the Study Area	Limited development applications for redevelopment
Established village character and retail market	Tightly held retail properties limiting redevelopment opportunities
Limited acid sulphate soils (i.e. Class 5)	Strata titled units on edge of B2 Local Centre Zone i.e. within the R4 High Density Zone limiting redevelopment opportunities
Limited heritage constraints	Community concerns regarding poor quality development
Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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To test Council's existing development controls under ALEP 2010, two sites within Berala were selected: one currently zone B2 Local Centre, and one zoned R3 Medium Density Residential. The feasibility of redeveloping these sites under Council's controls was modelled using feasibility software (refer to Attachment 2 [Appendix 4] for details).

The testing found that both zones would need increased FSRs and heights to make redevelopment feasible in the current market, with an FSR of 3:1 and a height of approximately 17-18m required for the B2 zone, and the R3 zone translated to an R4 zone (with an FSR of 1.5:1 and a height of approximately 16m). However, the consultant study also noted that whilst the Berala community generally supported revitalisation, it did not necessarily support significant increases in built form density across the study area to achieve this outcome (refer to Attachment 2 [*Part 3. Community Engagement pg 33-37*]).

The consultant study recommended 2 potential approaches and discussed the implications of each. In summary:

**Option 1 Increase the existing controls** – in line with the findings of the feasibility testing (details in Attachment 2 [Appendix 4]). This would assist in encouraging development and would help to revitalise the centre.

**Option 2 Retain the existing controls** – this option would be a 'wait and see' approach and would have a less immediate effect than option 1. This option would be likely to see some redevelopment (ie on less constrained sites), however it would have less apparent revitalisation outcomes across the village centre.

**Car parking** – as a variation to Option 2, the study also indicated that Council could consider reviewing its requirements for on-site car parking within more accessible locations within the study area, recognising the benefits this could have in terms of development feasibility.

The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street (currently zoned R3); and

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Draft Berala Village Study (cont'd)

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*South of the railway line*

- d. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
- e. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).

- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:

*North of the railway line*

- f. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
- g. certain land between Elizabeth, Lidbury and York Streets, and east of York Park (currently zoned R3);
- h. land south of York Street and east of Wrights Avenue to R4 (currently zoned R2); and

*South of the railway line*

- i. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).

- **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:

*South of the railway line*

- j. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
- k. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
- l. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
- *Proximity to public transport* – all land included in the proposed rezoning scenario is within 400-600m of Berala railway station, and is within walking distance to Berala shops. Rezoning land in such an accessible location is both consistent with State government policy framework, and also encourages the use of public transport.
- *Transition and interface with adjoining zones* – the proposed rezoning scenario seeks to ensure a suitable transition between adjoining zones. The proposed scenario sees the B2 zoned area generally adjoining land zoned R4 High Density, with R3 medium density zoned land generally proposed between the R4 and R2 zones, creating an area of transition. The proposed height and FSR changes [refer to Attachment 1] have been guided by the Hill PDA economic study.

As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in

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Draft Berala Village Study (cont'd)

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scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### **4. REVISED DRAFT BERALA VILLAGE STUDY**

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

In addition, minor updates have also been made to the Draft Berala Village Study. These include:

- Updated census data [Section 2.1 pg 9-10];
- Updated Community Strategy Plan and community priorities survey references [Section 1.2 and 1.5, pg 2, 6-7];
- Updated ALEP 2010 maps to reflect the recent ALEP 2010 Amendment 8 (FSR Planning Proposal) [Section 2.3, pg 15];
- Updated references to the now-completed Woolworths development [throughout];
- Updated references to the Berala Community Centre to reflect recent land acquisition and DA approval; and
- Other minor outdated references [Part 4 pg 38-58].

#### **5. CONCLUSION**

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council's consideration. The proposed rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report.

#### **ATTACHMENTS (to be circulated to Councillors under separate cover)**

1. Proposed Rezoning Scenario of Berala Village and associated ALEP 2010 Amendments – T059481/2014
2. Revised Draft Berala Village Study (incorporating the Hill PDA further study of Berala as Appendix 4) – T059799/2014 (Parts 1-2); T059384/2014 (Parts 3-5); T059386/2014 (Appendices 1-3) and T059394/2014 (Appendix 4 Hill PDA Study)

**Please place your initials in the box once you have signed off on the report**

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Draft Berala Village Study (cont'd)

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<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>	<b>GF</b>	

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**195/14 Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

This report provides an update on the draft Berala Village Study, including the further study undertaken by consultants in 2013. This further study of Berala comprised an economic review and analysis of Council's current controls within the Berala Village, and it was undertaken in response to a Council resolution. The consultant study has been incorporated into Council's draft study of Berala Village, which has been revised to reflect the consultant study's findings, and generally updated. This Council report recommends that Council adopt the revised draft Berala Village Study, and prepare a planning proposal to rezone certain land and make associated LEP amendments in line with the proposed scenario in **Attachment 1** of this report.

**RECOMMENDATION**

- 1. That Council receive and note the further study (by Hill PDA) of Berala Village;**
- 2. That Council incorporate the further study of Berala into the draft Berala Village Study, and adopt the Berala Village study;**
- 3. That Council prepare a planning proposal to undertake rezoning of land within Berala Village, and the associated amendments to the ALEP 2010 heights and FSR controls as per Attachment 1 of this report; and**
- 4. That Council place the draft planning proposal on public exhibition, and report the outcomes of this exhibition to Council, prior to submitting it to the Department of Planning and Environment's Gateway Process.**

**REPORT****1. BACKGROUND**

On 12 May 2010, Council resolved to:

*'.....immediately prepare a planning study of Berala Town [sic] Centre and the surrounding Berala residential area to determine what opportunities exist to revitalise the town centre and to provide new residential housing opportunities in the surrounding area'.*

In response to this resolution of Council, the draft Berala Village Study was prepared by Council's Strategy Team. The focus of the draft study was to:

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- identify opportunities to revitalise and improve Berala;
- inform Council's strategic planning, particularly Council's Delivery Program/Operational Plan, and inter agency initiatives;
- bring together information which will inform the future upgrade of Berala's main street area; and
- consider which building types and heights are suitable for Berala in the future.

During the preparation of the draft study, extensive community engagement was undertaken with the community (July 2011), particularly their views of what types of development they wanted to see in Berala in the future, and what they would like to see in a public domain upgrade of the Berala village centre main street area.

On completion, the draft study was endorsed by Council (April 2012) for public exhibition (28 days). The exhibition period was extended to enable further consultation with non-resident property owners, in response to a Council resolution in July 2012.

After considering the draft Berala Village study at a Councillor workshop (February 2013), Council resolved (20 March 2013 [Item 069/13]) to:

*'.....undertake a further study of the B2 commercial zoning area of the Berala Town [sic] Centre and surrounding area'.*

To address this resolution of Council, a further study of Berala was undertaken by consultants. This consultant study is summarised in Section 2 of this report.

A chronology summarising the key study milestones of the Draft Berala Study to date is provided in Table 1 on the following page.

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Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

<b>Date</b>	<b>Milestone/Action</b>
July 2014 <i>current</i>	The draft proposed rezoning scenario for the Berala Village Town Centre and surrounding area has been developed based on the Hill PDA study, planning principles outlined in Section 3 of this report. <b><i>Council to review and amend/change as necessary and is the subject of this report.</i></b>
June 2014	Councillor briefing – analysis of the February Councillor workshop presented to Councillors for consideration. Further discussion and verbal amendments made to plan.
February 2014	Councillor weekend workshop. Councillors considered the work to date on Berala and provided their ideas on potential scenarios for Berala's future.
4 September 2013	Councillor Briefing Workshop – consultant (Hill PDA) preliminary findings presented to Council.
21 June 2013	Hill PDA planning consultants engaged to undertake the further study as per Council's resolution.
20 March 2013	Report to Council (following discussion at Councillor Workshop).  <b><i>Council resolved to undertake a further study of the B2 zoned area of the Berala Village Town Centre and surrounding area.</i></b>
February 2013	Councillor weekend workshop – Berala village study discussed.
21 November 2012	Report to Council with a summary of the findings of additional consultation (non-resident property owners) recommending that the draft study be adopted.  <b><i>Council resolved to defer the study to the Councillor Workshop</i></b> (February 2013).
20 September 2012	Additional Information session held with non-resident owners (open to the public) regarding the Berala Village Centre Study.
2 August 2012	Invitation letter mailed out to non-resident owners about the additional information session on the draft Berala Village Study. The session was also advertised via the <i>Auburn Review</i> and Council's website.
18 July 2012	Report to Council including consideration of submissions received during the exhibition of the study, recommending the study be adopted.  <b><i>Council resolved that consideration of the matter be deferred to enable further consultation to be undertaken with non-resident property owners in the area.</i></b>
17 May 2012	Berala Village Study information sessions (2: one morning and one evening) held during the exhibition period.
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Draft Berala Village Study (cont'd)

## 2. FURTHER STUDY OF BERALA

In response to Council's resolution of 20 March 2013 [Item 069/13] to undertake a further study of Berala, specialist economic consultants, Hill PDA, were appointed through a select tender process to undertake this work.

The purpose of this further study was to provide Council with economic advice about the suitability of the development controls applying to the Berala Village study area. Specifically, this study tested whether the existing planning controls that apply to Berala are sufficient, from a development feasibility perspective, to promote renewal and revitalisation within Berala.

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Limited heritage constraints	Community concerns regarding poor quality development
Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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Draft Berala Village Study (cont'd)

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To test Council's existing development controls under ALEP 2010, two sites within Berala were selected: one currently zone B2 Local Centre, and one zoned R3 Medium Density Residential. The feasibility of redeveloping these sites under Council's controls was modelled using feasibility software (refer to Attachment 2 [Appendix 4] for details).

The testing found that both zones would need increased FSRs and heights to make redevelopment feasible in the current market, with an FSR of 3:1 and a height of approximately 17-18m required for the B2 zone, and the R3 zone translated to an R4 zone (with an FSR of 1.5:1 and a height of approximately 16m). However, the consultant study also noted that whilst the Berala community generally supported revitalisation, it did not necessarily support significant increases in built form density across the study area to achieve this outcome (refer to Attachment 2 [*Part 3. Community Engagement pg 33-37*]).

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**Option 1 Increase the existing controls** – in line with the findings of the feasibility testing (details in Attachment 2 [Appendix 4]). This would assist in encouraging development and would help to revitalise the centre.

**Option 2 Retain the existing controls** – this option would be a 'wait and see' approach and would have a less immediate effect than option 1. This option would be likely to see some redevelopment (ie on less constrained sites), however it would have less apparent revitalisation outcomes across the village centre.

**Car parking** – as a variation to Option 2, the study also indicated that Council could consider reviewing its requirements for on-site car parking within more accessible locations within the study area, recognising the benefits this could have in terms of development feasibility.

The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street and east of York Park (currently zoned R3);

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- d. certain land south of York Street, east of Wrights Ave and west of railway line (currently zoned R2); and
    - South of the railway line*
  - e. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
  - f. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).
- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:
    - North of the railway line*
    - g. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
    - h. certain land south of Lidbury Street and east of York Park (currently zoned R3);
    - i. certain land east of Wrights Avenue and west of the railway line to R4 (currently zoned R2); and
      - South of the railway line*
    - j. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).
  - **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:
    - South of the railway line*
    - k. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
    - l. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
    - m. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
- *Proximity to public transport* – all land included in the proposed rezoning scenario is within 400-600m of Berala railway station, and is within walking distance to Berala shops. Rezoning land in such an accessible location is both consistent with State government policy framework, and also encourages the use of public transport.
- *Transition and interface with adjoining zones* – the proposed rezoning scenario seeks to ensure a suitable transition between adjoining zones. The proposed scenario sees the B2 zoned area generally adjoining land zoned R4 High Density, with R3 medium density zoned land generally proposed between the R4 and R2 zones, creating an area of transition. The proposed height and FSR changes [refer to Attachment 1] have been guided by the Hill PDA economic study.

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Draft Berala Village Study (cont'd)

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As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### 4. REVISED DRAFT BERALA VILLAGE STUDY

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

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- Updated census data [Section 2.1 pg 9-10];
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- Other minor outdated references [Part 4 pg 38-58].

#### 5. CONCLUSION

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council's consideration. The proposed rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report.

#### ATTACHMENTS (to be circulated to Councillors under separate cover)

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Draft Berala Village Study (cont'd)

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**Please place your initials in the box once you have signed off on the report**

<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>	<b>GF</b>	

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**195/14 Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

Operational Plan Code	Relationship to Community Strategic Plan	Relationship to Operational Plan
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

This report provides an update on the draft Berala Village Study, including the further study undertaken by consultants in 2013. This further study of Berala comprised an economic review and analysis of Council's current controls within the Berala Village, and it was undertaken in response to a Council resolution. The consultant study has been incorporated into Council's draft study of Berala Village, which has been revised to reflect the consultant study's findings, and generally updated. This Council report recommends that Council adopt the revised draft Berala Village Study, and prepare a planning proposal to rezone certain land and make associated LEP amendments in line with the proposed scenario in **Attachment 1** of this report.

**RECOMMENDATION**

- 1. That Council receive and note the further study (by Hill PDA) of Berala Village;**
- 2. That Council incorporate the further study of Berala into the draft Berala Village Study, and adopt the Berala Village study;**
- 3. That Council prepare a planning proposal to undertake rezoning of land within Berala Village, and the associated amendments to the ALEP 2010 heights and FSR controls as per Attachment 1 of this report; and**
- 4. That Council place the draft planning proposal on public exhibition, and report the outcomes of this exhibition to Council, prior to submitting it to the Department of Planning and Environment's Gateway Process.**

**REPORT****1. BACKGROUND**

On 12 May 2010, Council resolved to:

*'.....immediately prepare a planning study of Berala Town [sic] Centre and the surrounding Berala residential area to determine what opportunities exist to revitalise the town centre and to provide new residential housing opportunities in the surrounding area'.*

In response to this resolution of Council, the draft Berala Village Study was prepared by Council's Strategy Team. The focus of the draft study was to:

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- identify opportunities to revitalise and improve Berala;
- inform Council's strategic planning, particularly Council's Delivery Program/Operational Plan, and inter agency initiatives;
- bring together information which will inform the future upgrade of Berala's main street area; and
- consider which building types and heights are suitable for Berala in the future.

During the preparation of the draft study, extensive community engagement was undertaken with the community (July 2011), particularly their views of what types of development they wanted to see in Berala in the future, and what they would like to see in a public domain upgrade of the Berala village centre main street area.

On completion, the draft study was endorsed by Council (April 2012) for public exhibition (28 days). The exhibition period was extended to enable further consultation with non-resident property owners, in response to a Council resolution in July 2012.

After considering the draft Berala Village study at a Councillor workshop (February 2013), Council resolved (20 March 2013 [Item 069/13]) to:

*'.....undertake a further study of the B2 commercial zoning area of the Berala Town [sic] Centre and surrounding area'.*

To address this resolution of Council, a further study of Berala was undertaken by consultants. This consultant study is summarised in Section 2 of this report.

A chronology summarising the key study milestones of the Draft Berala Study to date is provided in Table 1 on the following page.

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Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

<b>Date</b>	<b>Milestone/Action</b>
July 2014 <i>current</i>	The draft proposed rezoning scenario for the Berala Village Town Centre and surrounding area has been developed based on the Hill PDA study, planning principles outlined in Section 3 of this report. <b><i>Council to review and amend/change as necessary and is the subject of this report.</i></b>
June 2014	Councillor briefing – analysis of the February Councillor workshop presented to Councillors for consideration. Further discussion and verbal amendments made to plan.
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4 September 2013	Councillor Briefing Workshop – consultant (Hill PDA) preliminary findings presented to Council.
21 June 2013	Hill PDA planning consultants engaged to undertake the further study as per Council's resolution.
20 March 2013	Report to Council (following discussion at Councillor Workshop).  <b><i>Council resolved to undertake a further study of the B2 zoned area of the Berala Village Town Centre and surrounding area.</i></b>
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6 July 2011	Community engagement workshops (x2) were held at Berala Public School about the draft Berala Village Centre Study.
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Draft Berala Village Study (cont'd)

## 2. FURTHER STUDY OF BERALA

In response to Council's resolution of 20 March 2013 [Item 069/13] to undertake a further study of Berala, specialist economic consultants, Hill PDA, were appointed through a select tender process to undertake this work.

The purpose of this further study was to provide Council with economic advice about the suitability of the development controls applying to the Berala Village study area. Specifically, this study tested whether the existing planning controls that apply to Berala are sufficient, from a development feasibility perspective, to promote renewal and revitalisation within Berala.

In preparing this economic study, Hill PDA undertook market research on the scale and scope of demand for various uses within the study area. This research found:

- In recent years, demand for housing within Auburn City has been growing and spreading geographically from Lidcombe to Berala. This growth has led to a 12% increase in median house prices and a 6% increase in median apartment prices in Berala between June 2012 and June 2013.
- In terms of commercial uses, the food and other commercial uses in Berala have strengthened, as a result of the opening of Woolworths supermarket. The research also found that commercial uses in Berala are limited to local services such as real estate agencies, banks and medical centres (which typically seek to locate on the ground floor) and that there was limited to nil demand for commercial office space above ground floor level.

The Hill PDA economic analysis identified the following development opportunities and constraints within the Berala Study area:

**Table 2: Development opportunities and constraints within the Berala Study area:**

Strengths and Opportunities	Weaknesses and Constraints
Some large sites with good redevelopment potential in the B2 Local Centre Zone i.e. hotel and car park sites	Flooding potential and associated cost implications to development
Growing market attraction to professionals and families	Current market economics
Good rail access to / from the Study Area	Limited development applications for redevelopment
Established village character and retail market	Tightly held retail properties limiting redevelopment opportunities
Limited acid sulphate soils (i.e. Class 5)	Strata titled units on edge of B2 Local Centre Zone i.e. within the R4 High Density Zone limiting redevelopment opportunities
Limited heritage constraints	Community concerns regarding poor quality development
Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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To test Council's existing development controls under ALEP 2010, two sites within Berala were selected: one currently zone B2 Local Centre, and one zoned R3 Medium Density Residential. The feasibility of redeveloping these sites under Council's controls was modelled using feasibility software (refer to Attachment 2 [Appendix 4] for details).

The testing found that both zones would need increased FSRs and heights to make redevelopment feasible in the current market, with an FSR of 3:1 and a height of approximately 17-18m required for the B2 zone, and the R3 zone translated to an R4 zone (with an FSR of 1.5:1 and a height of approximately 16m). However, the consultant study also noted that whilst the Berala community generally supported revitalisation, it did not necessarily support significant increases in built form density across the study area to achieve this outcome (refer to Attachment 2 [*Part 3. Community Engagement pg 33-37*]).

The consultant study recommended 2 potential approaches and discussed the implications of each. In summary:

**Option 1 Increase the existing controls** – in line with the findings of the feasibility testing (details in Attachment 2 [Appendix 4]). This would assist in encouraging development and would help to revitalise the centre.

**Option 2 Retain the existing controls** – this option would be a 'wait and see' approach and would have a less immediate effect than option 1. This option would be likely to see some redevelopment (ie on less constrained sites), however it would have less apparent revitalisation outcomes across the village centre.

**Car parking** – as a variation to Option 2, the study also indicated that Council could consider reviewing its requirements for on-site car parking within more accessible locations within the study area, recognising the benefits this could have in terms of development feasibility.

The outcomes of this study were presented to the Councillors at a briefing in September 2013, and were further considered by Council at a workshop in February 2014.

### 3. PROPOSED REZONING SCENARIO FOR BERALA

The recommendations of the further study by Hill PDA, together with the outcomes of the February Councillor workshop, were presented to Council at a Councillor briefing in June 2014, and this analysis has informed the proposed rezoning scenario for Berala outlined below [refer also to Attachment 1], and in the revised draft Berala Village Study [Attachment 2, Section 4.7 pg 51-53].

The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street and east of York Park (currently zoned R3);

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Draft Berala Village Study (cont'd)

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- d. certain land south of York Street, east of Wrights Ave and west of railway line (currently zoned R2); and
    - South of the railway line*
  - e. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
  - f. certain land east of the laneway (east of Burke Street) fronting Campbell Street as far as Berala Street (currently zoned R3).
- **Rezoning the following land to R4 High Density Housing** [refer to Attachment 1]:
    - North of the railway line*
    - g. certain land between Elizabeth, Clarke, Guilfoyle and Lidbury Streets (currently zoned R3);
    - h. certain land south of Lidbury Street and east of York Park (currently zoned R3);
    - i. certain land east of Wrights Avenue and west of the railway line to R4 (currently zoned R2); and
      - South of the railway line*
    - j. certain land fronting Berala Street (northern side), east of the laneway (and Burke Street) (currently zoned R3).
  - **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:
    - South of the railway line*
    - k. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
    - l. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
    - m. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
- *Proximity to public transport* – all land included in the proposed rezoning scenario is within 400-600m of Berala railway station, and is within walking distance to Berala shops. Rezoning land in such an accessible location is both consistent with State government policy framework, and also encourages the use of public transport.
- *Transition and interface with adjoining zones* – the proposed rezoning scenario seeks to ensure a suitable transition between adjoining zones. The proposed scenario sees the B2 zoned area generally adjoining land zoned R4 High Density, with R3 medium density zoned land generally proposed between the R4 and R2 zones, creating an area of transition. The proposed height and FSR changes [refer to Attachment 1] have been guided by the Hill PDA economic study.

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To the Ordinary Meeting of Council

Draft Berala Village Study (cont'd)

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As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

- *Village character* – the proposed rezoning scenario is considered to be consistent with the scale of a village centre. In particular, the proposed increase in R3 zoned land on the southern side of the railway line could allow future redevelopment including townhouses and villas, providing greater diversity of local housing supply within an easy walking distance of Berala shops and station.

Council, however, may wish to consider other scenarios, or variations to this scenario.

#### 4. REVISED DRAFT BERALA VILLAGE STUDY

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

In addition, minor updates have also been made to the Draft Berala Village Study. These include:

- Updated census data [Section 2.1 pg 9-10];
- Updated Community Strategy Plan and community priorities survey references [Section 1.2 and 1.5, pg 2, 6-7];
- Updated ALEP 2010 maps to reflect the recent ALEP 2010 Amendment 8 (FSR Planning Proposal) [Section 2.3, pg 15];
- Updated references to the now-completed Woolworths development [throughout];
- Updated references to the Berala Community Centre to reflect recent land acquisition and DA approval; and
- Other minor outdated references [Part 4 pg 38-58].

#### 5. CONCLUSION

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council to review and amend/change as necessary. The proposed draft rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report that includes Councillor workshop and briefings.

#### ATTACHMENTS (to be circulated to Councillors under separate cover)

1. Proposed Rezoning Scenario of Berala Village and associated ALEP 2010 Amendments – T059481/2014
2. Revised Draft Berala Village Study (incorporating the Hill PDA further study of Berala as Appendix 4) – T059799/2014 (Parts 1-2); T059384/2014 (Parts 3-5); T059386/2014 (Appendices 1-3) and T059394/2014 (Appendix 4 Hill PDA Study)

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Draft Berala Village Study (cont'd)

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**Please place your initials in the box once you have signed off on the report**

<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>	<b>GF</b>	

## AUBURN CITY COUNCIL

July 16, 2014

Executive Manager Planning's  
Report

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**195/14 Draft Berala Village Study**

S-57-17

MC : MW

**LINK TO INTEGRATED PLANNING AND REPORTING FRAMEWORK**

<b>Operational Plan Code</b>	<b>Relationship to Community Strategic Plan</b>	<b>Relationship to Operational Plan</b>
2a.2.1.3	High Quality Urban Development	Prepare Berala Village Study

**SUMMARY**

This report provides an update on the draft Berala Village Study, including the further study undertaken by consultants in 2013. This further study of Berala comprised an economic review and analysis of Council's current controls within the Berala Village, and it was undertaken in response to a Council resolution. The consultant study has been incorporated into Council's draft study of Berala Village, which has been revised to reflect the consultant study's findings, and generally updated. This Council report recommends that Council adopt the revised draft Berala Village Study, and prepare a planning proposal to rezone certain land and make associated LEP amendments in line with the proposed scenario in **Attachment 1** of this report.

**RECOMMENDATION**

- 1. That Council receive and note the further study (by Hill PDA) of Berala Village;**
- 2. That Council incorporate the further study of Berala into the draft Berala Village Study, and adopt the Berala Village study;**
- 3. That Council prepare a planning proposal to undertake rezoning of land within Berala Village, and the associated amendments to the ALEP 2010 heights and FSR controls as per Attachment 1 of this report; and**
- 4. That Council place the draft planning proposal on public exhibition, and report the outcomes of this exhibition to Council, prior to submitting it to the Department of Planning and Environment's Gateway Process.**

**REPORT****1. BACKGROUND**

On 12 May 2010, Council resolved to:

*'.....immediately prepare a planning study of Berala Town [sic] Centre and the surrounding Berala residential area to determine what opportunities exist to revitalise the town centre and to provide new residential housing opportunities in the surrounding area'.*

In response to this resolution of Council, the draft Berala Village Study was prepared by Council's Strategy Team. The focus of the draft study was to:

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Draft Berala Village Study (cont'd)

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- identify opportunities to revitalise and improve Berala;
- inform Council's strategic planning, particularly Council's Delivery Program/Operational Plan, and inter agency initiatives;
- bring together information which will inform the future upgrade of Berala's main street area; and
- consider which building types and heights are suitable for Berala in the future.

During the preparation of the draft study, extensive community engagement was undertaken with the community (July 2011), particularly their views of what types of development they wanted to see in Berala in the future, and what they would like to see in a public domain upgrade of the Berala village centre main street area.

On completion, the draft study was endorsed by Council (April 2012) for public exhibition (28 days). The exhibition period was extended to enable further consultation with non-resident property owners, in response to a Council resolution in July 2012.

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*'.....undertake a further study of the B2 commercial zoning area of the Berala Town [sic] Centre and surrounding area'.*

To address this resolution of Council, a further study of Berala was undertaken by consultants. This consultant study is summarised in Section 2 of this report.

A chronology summarising the key study milestones of the Draft Berala Study to date is provided in Table 1 on the following page.

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Draft Berala Village Study (cont'd)

**Table 1: Draft Berala Village Study - Chronology of Key Milestones**

<b>Date</b>	<b>Milestone/Action</b>
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Draft Berala Village Study (cont'd)

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Full line anchor supermarket acts as attractor	
Good level of public car parking in the centre	

Source: Hill PDA 2013 Economic Review of Proposed Planning Controls for Berala Village (Attachment 2 - Appendix 4)

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Draft Berala Village Study (cont'd)

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The proposed rezoning scenario comprises:

- **Rezoning the following land to B2 Local Centre** [refer to Attachment 1]:

*North of the railway line*

- a. certain land north of Nicol Lane between Elizabeth Street and Nicol Lane, as far north as Clarke St (currently zoned R4);
- b. certain land west of Elizabeth Street, and north of Lidbury Street, as far north as Nicol Lane (currently zoned R3);
- c. certain land south of Lidbury Street (between Lidbury and York Streets) and west of Elizabeth Street and east of York Park (currently zoned R3);

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- d. certain land south of York Street, east of Wrights Ave and west of railway line (currently zoned R2); and
    - South of the railway line*
  - e. certain land west of Burke Avenue and south of Campbell Street (currently zoned R3)
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    - h. certain land south of Lidbury Street and east of York Park (currently zoned R3);
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  - **Rezoning the following land to R3 Medium Density Housing** [refer to Attachment 1]:
    - South of the railway line*
    - k. land bound by Burke Avenue, Berala Street, McDonald Street, Bathurst Street and Hyde Park Road (currently zoned R2);
    - l. land bound by Bathurst Street, McDonald Street, Brixton Road and Hyde Park Road (currently zoned R2);
    - m. land bound by London Road, Brixton Road, McDonald street and Berala Street (currently zoned R2).

In addition to the Hill PDA's economic study of the village centre and the analysis and outcomes of the Councillor briefing, the proposed rezoning scenario has been guided by the following planning principles:

- *Flood affected land* – parts of Berala are identified as being flood prone (including high and medium flood risk). Land most severely affected by flooding has generally been excluded from this proposed rezoning scenario.
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As part of this scenario, it is proposed that a small area of land to be rezoned to B2 (on the southern side of the railway line) denoted with hatching, have a lower height and FSR than the remainder of the B2 zone. This is to ensure an appropriate transition in scale and density, and also reflects this area's likely role as a more secondary, peripheral retail part of the village centre.

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Council, however, may wish to consider other scenarios, or variations to this scenario.

#### 4. REVISED DRAFT BERALA VILLAGE STUDY

The Hill PDA study has been incorporated into the revised Draft Berala Village Study [Attachment 1], both in full as an appendix, as well as into the site analysis in *Part 2 Berala Today* [Section 2.13, pg 31-32] and *Part 4 Recommendations* [pg 38-58] and *Part 5 Conclusion* [pg 59-60] of the draft village study.

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- Updated census data [Section 2.1 pg 9-10];
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- Updated ALEP 2010 maps to reflect the recent ALEP 2010 Amendment 8 (FSR Planning Proposal) [Section 2.3, pg 15];
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- Updated references to the Berala Community Centre to reflect recent land acquisition and DA approval; and
- Other minor outdated references [Part 4 pg 38-58].

#### 5. CONCLUSION

The completion of the further study by Hill PDA and the revision of the draft Berala Village Study to incorporate this work, sees the draft study finalised for Council to review and amend/change as necessary. The proposed draft rezoning scenario has been developed based on the Hill PDA study, and the planning principles outlined in Section 3 of this report that includes Councillor workshop and briefings.

#### ATTACHMENTS (to be circulated to Councillors under separate cover)

1. Proposed Rezoning Scenario of Berala Village and associated ALEP 2010 Amendments – T059481/2014
2. Revised Draft Berala Village Study (incorporating the Hill PDA further study of Berala as Appendix 4) – T059799/2014 (Parts 1-2); T059384/2014 (Parts 3-5); T059386/2014 (Appendices 1-3) and T059394/2014 (Appendix 4 Hill PDA Study)

July 16, 2014

Executive Manager Planning's  
Report

To the Ordinary Meeting of Council

Draft Berala Village Study (cont'd)

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**Please place your initials in the box once you have signed off on the report**

<b>Author</b>	<b>Manager</b>	<b>Executive Manager</b>	<b>General Manager</b>
<b>MC</b>	<b>MC</b>	<b>GF</b>	