

## Planning Proposal

Land located between Parramatta Road,  
Victoria Street, Albert Street and the  
Western Railway Line

Granville

City of Parramatta  
Council

~~October 2017~~

**November 2018**

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## **UPDATE**

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### **Context**

The original version of this Planning Proposal document was exhibited from 1 November 2017 – 2 February 2018. (For reference, that version is included in the post-exhibition package of information forwarded back to the Department of Planning and Environment.)

In line with Council's resolution of 10 July 2017, the Planning Proposal was exhibited with two options as follows:

- Option 1 (Applicant-preferred): apply FSR of 6:1 and height of 82m across the whole block (with the provision of 3,200sqm of public open space).
- Option 2 (consistent with Parramatta Road Corridor Urban Transformation Strategy): apply FSR of 4.5:1 and height of 52m across the whole block (with no proposed public open space).

At the time of exhibition of the two options, there were two major developers who either owned or had development options / agreements over the majority of the block: the Applicant and Develotek. These two parties had the ability through their potential future redevelopments and potential Development Control Plans (DCPs) and Voluntary Planning Agreements (VPAs) to deliver the open space envisioned in exhibited Option 1.

The key events in the post-exhibition process were as follows:

- February-May 2018: Four streams of feedback emerged from the exhibition of the Planning Proposal, as follows:
  - officer feedback on the exhibited Options;
  - response from the community to the exhibition;
  - response from and further consultation with the two major developers in the block (i.e. the Applicant and Develotek); and
  - response from and further consultation with State agencies.
- 27 March 2018: Develotek formally advised Council officers that they were not likely to proceed with a project at this block.
- 21 June 2018: In response to Develotek's withdrawal, the Applicant submitted a package of revised materials in response to these four streams of feedback.
- 17 August 2018: The Applicant confirmed their final preferred option for the Planning Proposal (i.e. with part 6:1 and part 4.5:1 FSR).
- August - October 2018: Three streams of feedback to the final preferred option, as follows:
  - officer feedback on the final preferred option;
  - consultation process with other individual affected landowners in the block, given Develotek's withdrawal; and
  - final response from Roads and Maritime Services (RMS).
- 16 October 2018: Report to Local Planning Panel
- 29 October 2019: Report to Council

### **Reason for amendments to Planning Proposal document**

This Planning Proposal document reflects changes made following Council's resolution of 29 October 2018 on this Planning Proposal. The part of Council's resolution relating to amending the Planning Proposal was as follows:

*"(c) That Council amend the Planning Proposal document exhibited (a copy of which is included in Attachment 5 of Attachment 1) so that the controls in the Parramatta Local Environmental Plan 2011 (PLEP 2011) that apply to the subject block are amended as follows:*

1. *Rezone the subject land from part B6 Enterprise Corridor / part R3 Medium Density Residential to B4 Mixed Use;*
2. *For the land identified as 171-187 Parramatta Road and 58-60 Victoria Street, Granville, increase the FSR from part 2:1 / part 0.6:1 to 6:1 and increase the height from part 15m (4 storeys) / part 11m (3 storeys) to 82m (approx. 25 storeys);*
3. *For the land identified as 167 Parramatta Road, 38 to 56 Victoria Street and 64 Victoria Street, Granville, increase the FSR from part 2:1 / part 0.6:1 to 4.5:1 and increase the height from part 15m (4 storeys) / part 11m (3 storeys) to 82m (approx. 25 storeys); (Note: to avoid any doubt the property addresses and boundaries are shown in Figure 1 of the Assessment report included as Attachment 1).*
4. *Introduce a Design Excellence Clause, requiring any development on these blocks to run an architectural design competition with the winning scheme not receiving a height or FSR bonus;*
5. *Include a satisfactory arrangements provision for contributions to designated State public infrastructure identified as part of the Parramatta Road Corridor Urban Transformation Strategy and supporting documents; and*
6. *make any other amendments to ensure the Planning Proposal is providing planning controls that are consistent with the Parramatta Road Corridor Urban Transformation Strategy (except for the building height control)."*

(Note: For reference, the attachments in the above quoted resolution are those of the 29 October 2018 Council report. This report including attachments is included in the post-exhibition package of information forwarded back to the Department of Planning and Environment.)

#### **Description of Amendments to Planning Proposal document**

Amendments to the Planning Proposal document are made in red text throughout, and are summarised as follows:

- Addition of this introductory update section to provide context for the amended Planning Proposal document;
- Amendments to the sections detailing explanation of provisions and mapping amendments, in order to reflect Council's resolution on the matter;
- Addition of references in agency and community consultation sections noting where further discussion of those processes can be found; and
- Addendums in other sections where appropriate to provide context.

Minor formatting changes have also been made to ensure readability.

In some sections, this Planning Proposal document refers to the two options which were exhibited for the Planning Proposal. Given that the density ultimately resolved by Council (i.e. part 4.5:1 and part 6:1) is less than the density of exhibited Option 1 (i.e. 6:1 across the whole block), it is considered that no changes are required to the assessment of impacts otherwise presented in this report (beyond the changes to reflect Council's resolution described above).

## Executive Summary

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This Planning Proposal has been prepared in accordance with Section 55 of the Environmental Planning and Assessment (EP&A) Act 1979 and provides an outline and justification for the proposed rezoning of land bound by Parramatta Road, Victoria Street, Albert Street and the Western Railway Line in Granville ("the subject site"). The subject site is identified in Figure 1 below.



**Figure 1 – Site location**

The original Planning Proposal related to land at 171-189 Parramatta Road and was submitted in September 2014. It sought to facilitate a high density residential development through amendments to the principal development controls, cognisant of its proximity to nearby town centres, rail stations and the primary regional city of Parramatta.

The original Planning Proposal sought to:

- Rezone the subject site from part R3 Medium Density Residential and Part B6 Enterprise Corridor, to B4 Mixed Use.
- Increase the maximum building height from 11 and 15 metres, to 80 and 96 metres, with potential for an additional 'bonus' height of 14 metres, subject to achieving 'design excellence'.
- Increase the maximum floor space ratio (FSR) range from 0.6:1 and 2.0:1 to 5.25:1, with potential for a 'bonus' FSR of 0.75:1 subject to achieving 'design excellence'.

The proposal also maintained, through replacement and enhancements, the provision of employment floorspace as part of its redevelopment, consistent with the objectives of the mixed use zone. It also sought to improve the locality's public domain through public embellishments footpath improvements to activate Parramatta Road and create a more vibrant streetscape.

Following concerns with the proposed maximum building height and its alignment with the draft Parramatta Road Urban Transformation Strategy, the proposal was amended to a maximum building height of 82 metres (25 storeys) and FSR of 6:1. The Planning Proposal was otherwise generally consistent with the overall intent of the draft Strategy given its built form outcomes.

A Gateway Determination was issued by the Department of Planning and Environment as delegate of the Greater Sydney Commission on 15 June 2016. The Gateway required that the Planning Proposal be amended to include all the land within the block bound by Parramatta Road, Victoria Street, Albert Street and the rail corridor.

Condition 7 of the Gateway determination requires that the Planning Proposal be consistent with the recommendations of the Parramatta Road Corridor Urban Transformation Strategy prior to finalisation of the Planning Proposal. Notwithstanding, Section 117 Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy allows for a Planning Proposal to be inconsistent with the terms of the Direction where the Secretary of the Department of Planning and Environment is satisfied that a better planning outcome can be achieved.

Subsequently, on 10 July 2017, Council resolved to exhibit a Planning Proposal that presents two planning options, one being the same as the controls recommended by the Strategy and the second being with the controls proposed by the proponent with a demonstrated better planning outcome. The two development scenarios proposed as follows:

Scenario 1:

- Rezone the subject site from part R3 Medium Density Residential and Part B6 Enterprise Corridor, to B4 Mixed Use.
- Increase the maximum building height limits from 11 and 15 metres to **82 metres** (25 storeys).
- Increase the maximum floor space ratio (FSR) range from 0.6:1 and 2.0:1 to **6:1**.

### Scenario 2:

- Rezone the subject site from part R3 Medium Density Residential and Part B6 Enterprise Corridor, to B4 Mixed Use.
- Increase the maximum building height limits from 11 and 15 metres to **52 metres** (18 storeys).
- Increase the maximum floor space ratio (FSR) range from 0.6:1 and 2.0:1 to **4.5:1**.

This Planning Proposal has been prepared in accordance with the EP&A Act 1979, as well as the various guidelines issued by the NSW Department of Planning and Environment. It is accompanied by several specialist reports that consider, inter alia, the implications of the proposal from an urban design, traffic and environmental perspective. The results of these separate investigations have been used to finalise the built form and building configuration that comprises the Planning Proposal.

Further, this Planning Proposal is accompanied by a 'Statement of better planning outcome' in support of the justification for scenario 2 under the Section 117 Direction. This includes an Economic Benefits Report of the contributions proposed through the better planning outcome under Scenario 2 (25 storeys and 6:1 FSR). The items proposed in order to facilitate a better planning outcome include:

- upgrade link along railway (i.e. not formed Duke Street);
- lane setback to enable the construction of a second right-turn lane into Bold Street;
- three site through links; and
- the dedication of a new 3,200m<sup>2</sup> public park.

The Planning Proposal will facilitate a high density mixed use development of the subject site under either development scenario, in accordance with the vision and objectives of the Parramatta Road Corridor Urban Transformation Strategy. This document outlines the background to the proposal, describes the objectives and development outcomes for the site and addresses the strategic planning framework as it relates to the proposal.

### **Addendum**

**Please refer to the previous section entitled "Update" for a summary of the post-exhibition process for this Planning Proposal.**

## Introduction

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This planning proposal has been prepared and is submitted in accordance with Section 55 of the Environmental Planning and Assessment (EP&A) Act 1979 and provides an outline and justification for the proposed rezoning of land bound by Parramatta Road, Victoria Street, Albert Street and the Western Railway Line in Granville ("the subject site"). This proposal seeks to amend the Parramatta Local Environmental Plan 2011.

The Planning Proposal has been prepared in support of an application to amend the land use zone and increase the maximum building height and maximum floor space principal development controls as they relate to the subject site.

On 10 July 2017, Council resolved to exhibit a Planning Proposal that presents two planning options, one being the same as the controls recommended by the Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) and the second being with the controls proposed by the proponent with a demonstrated better planning outcome. The two development scenarios proposed as follows:

### Scenario 1:

- Rezone the subject site from part R3 Medium Density Residential and Part B6 Enterprise Corridor, to B4 Mixed Use.
- Increase the maximum building height limits from 11 and 15 metres to **82 metres** (25 storeys).
- Increase the maximum floor space ratio (FSR) range from 0.6:1 and 2.0:1 to **6:1**.
- Demonstrate a better planning outcome by providing the following community benefits:
  - upgrade link along railway (i.e. not former Duke Street);
  - lane setback to enable the construction of a second right-turn lane into Bold Street;
  - three site through links; and
  - the dedication of a new 3,200m<sup>2</sup> public park.

### Scenario 2:

- Rezone the subject site from part R3 Medium Density Residential and Part B6 Enterprise Corridor, to B4 Mixed Use.
- Increase the maximum building height limits from 11 and 15 metres to **52 metres** (18 storeys).
- Increase the maximum floor space ratio (FSR) range from 0.6:1 and 2.0:1 to **4.5:1**.



The Planning Proposal has been prepared in accordance with relevant NSW Department of Planning and Environment guidelines, including '*A Guide to Preparing Local Environmental Plans*' (2016) and '*A Guide to Preparing Planning Proposals*' (2016). This planning proposal comprises the following parts:

- Part 1 A statement of the objectives and intended outcomes of the proposed instrument
- Part 2 An explanation of the provisions that are to be included in the proposed instrument
- Part 3 The justification for those objectives, outcomes and the process for their implementation
- Part 4 Maps, where relevant, to identify the intent of the planning proposal and the area to which it applies
- Part 5 Details of the community consultation to be undertaken on the planning proposal
- Part 6 The timeframe to complete the amendment

This planning proposal forms part of a package of supporting documents for consideration under Section 56 of the EP&A Act 1979. The Planning Proposal was originally prepared in collaboration with the following specialist consultancies:

- Architectus – Urban design analysis.
- MacroPlan Dimasi – Assessment of employment generating opportunities.
- Rodney Stevens Acoustics – Noise and vibration assessment.
- Pacific Environment Limited – Air quality and amenity assessment.
- McLaren Traffic Engineering – Traffic impact and parking assessment.
- JK Group – Geotechnical investigations.
- EIS – Preliminary site contamination assessment.
- Hyder Consulting – Flooding considerations.

The nature of the updated Planning Proposal maintains a similar intent but has refined the scale of the potential development. As such the findings and conclusions of the following reports remain relevant and have not been updated or re-issued as part of this documentation:

- Rodney Stevens Acoustics – Noise and vibration assessment.
- Pacific Environment Limited – Air quality and amenity assessment.
- McLaren Traffic Engineering – Traffic impact and parking assessment.
- JK Group – Geotechnical investigations.
- EIS – Preliminary site contamination assessment.
- Hyder Consulting – Flooding considerations.

However, Aleksandar Design Group have prepared Massing Studies for the two scenarios that form part of this revised Planning Proposal. These are included as follows:

**Appendix A** – Scenario 1 Massing Study for a scheme with an 82 metre height limit and 6:1 FSR (prepared by Aleksandar Design Group, September 2017).

**Appendix B** – Scenario 2 Massing Study for a scheme with a 52 metre height limit and 4.5:1 FSR (prepared by Aleksandar Design Group, September 2017).

Further, the Planning Proposal is accompanied by a justification for any inconsistency with Section 117 Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy, which also demonstrates a better planning outcome. This supporting documentation is included as follows:

**Appendix C** – S117 Direction justification and Statement of Better Planning Outcome (prepared by Pacific Planning, September 2017).

**Appendix D** – Economic Benefits of proposed contributions (prepared by PPM Consulting, September 2017).

Further, following the inclusion of the broader block within the Planning Proposal, a preliminary contamination assessment of the additional land was required in accordance with SEPP 55 and the requirements of the Gateway determination. In addition to the EIS Report noted above, the following report has also been included as part of the exhibition material:

**Appendix E** - Sullivan Environmental Sciences - Phase 1 Contamination Assessment (October 2016).

Finally, given the amendments to the Planning Proposal (outlined in background) and the resolution of Council, an updated traffic statement has been prepared as follows:

**Appendix F**

Ason Group - Traffic Impact Assessment at 6:1 FSR (October 2016)

Ason Group - Updated traffic statement on traffic volumes to result from a PRCUTS scheme i.e. 4.5:1 and comparison with the 6:1 scenario (September 2017).

**Addendum**

**The Applicant submitted the following materials in support of the Applicant's final preferred option for the Planning Proposal (i.e. part 6:1 and part 4.5:1**

**FSR):**

- **Building massing study for block with part 6:1 and part 4.5:1 FSR (Aleksander Projects)**
- **Landscape Plan (Geoscapes)**
- **Letter containing additional traffic analysis (Ason Group)**

**These materials were attached to the report to Council on 29 October 2018, and are submitted to DPE with this amended Planning Proposal.**

## Site Identification

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The land to which this Planning Proposal applies is situated on the north side of Parramatta Road and bound by Albert Street, Victoria Street and the Western railway line. The site is within 390 metres (500 metres walking distance) of the Granville railway station.

The subject site comprises 21 allotments and is known legally as follows:

- Lot 1 in DP 615141 (187 -189 Parramatta Road)
- Lot 1 in DP 504298 (181 - 186 Parramatta Road)
- Lot 2 in DP 89526 (181 – 185 Parramatta Road)
- Lot 1 in DP 79102 (181 – 185 Parramatta Road)
- Lot 1 in DP 76924 (181 – 185 Parramatta Road)
- Lot 1 in DP 89526 (173 Parramatta Road)
- Lot 1 DP 81084 (171 Parramatta Road)
- Lot X in DP 163366 (64 Victoria Street)
- Lot A in DP 160406 (60 Victoria Street)
- Lot 58 in DP 869379 (58 Victoria Street)
- SP 47140 (167 Parramatta Road)
- Lot 1 in DP 13530 (56 Victoria Street)
- Lot 2 in DP 13530 (54 Victoria Street)
- Lot 3 in DP 13530 (52 Victoria Street)
- Lot 4 in DP 13530 (50 Victoria Street)
- Lot 5 in DP 13530 (48 Victoria Street)
- Lot 6 in DP 13530 (46 Victoria Street)
- Lot 7 in DP 13530 (44 Victoria Street)
- Lot 8 in DP 13530 (42 Victoria Street)
- Lot 1 DP 744840 (40 Victoria Street)
- Lot B DP 151899 (38 Victoria Street)



**Figure 2 – Site aerial view**

### Boundaries & Area

The site has a south frontage to Parramatta Road of 157 metres, a northern boundary of 240 metres, an eastern boundary of 74 metres, and a western boundary of 96 metres. The combined site area is approximately 14,215m<sup>2</sup>.

### Existing Development

The site currently comprises of a mix of land uses and built form. The Parramatta Road frontage comprises furniture retail warehouses and a 2 storey business development on the corner with Albert Street. The allotments facing Victoria Road predominantly include low density detached housing. There is also a large, vacant portion of land in the north western corner of the site adjacent to the railway line.

### Immediately Adjoining Development

Development to the north of the subject site is characterised largely by single dwellings on Torrens title allotments, interspersed with multi-unit dwelling projects. To the east is a combination of residential development, with commercial oriented developments on those allotments facing Parramatta Road.

Immediately to the south of the subject site is the Parramatta Road road reserve. A range of established commercial developments can be found on the opposite side of Parramatta Road. An unformed road (i.e. Duke Street), owned by Parramatta City Council adjoins the subject site's western boundary.

Immediately abutting Duke Street is the Western Rail Line, which provides rail passenger transport between the Parramatta and Sydney Central Business Districts (CBD), as well as other centres throughout the metropolitan area. These areas are all subject to urban transformation and renewal.

### Locality Description

The present state of development of the site and locality belies its strategic location as a southern gateway to Parramatta. The locality is characterised by a mix of uses, several items of local historical significance, and **transport infrastructure** elements critical to the broader Sydney metropolitan region.

Various forms of public and private recreational spaces are also provided for in the locality. They include public walking and bicycle tracks along the main road transport routes and Parramatta River, as well as small public parks. Other spaces including the Parramatta City Raceway and the Rosehill Racecourse are located approximately 2kms and 3kms north-east of the subject site, respectively.

Two railway lines, being the 'Western Line' and 'South Line' provide passenger transport from the Sydney CBD to Penrith, Parramatta, Richmond, Liverpool and beyond.

The Western Line links to the Parramatta rail station and beyond, via the Harris Park station which is situated approximately **700 metres north-west of the subject site**. Harris Park station is accessible via the M4 pedestrian underpass between Harris Street and Prince Street.

The 'South Line', which joins the Western Line at Granville, also functions partly as a goods transport line providing linkages between the wider Sydney metropolitan area. Granville Station is situated approximately **390 metres** (500 metres walking distance) **south east from the subject site** and is accessible by crossing Parramatta Road at its signalised intersection with Bold Street, some 150 metres east of the site.

Parramatta Road extends to the west to its intersection with Church Street and then into the Parramatta CBD. This 'auto alley' part of Parramatta Road is mostly a range of sites occupied by new and used car yards. The Parramatta CBD is approximately 1km to the north of the subject site, while the Granville Town Centre commences on the opposite (southern) side of Parramatta Road.



**Figure 3 – Locality aerial view**

In summary, from a locational perspective, the subject site is:

- Situated at the southern gateway to the Parramatta LGA;
- Located between two suburban rail stations at Harris Park and Granville;
- Proximate to the planned commercial urban renewal strategies for the Parramatta CBD into Auto Alley;
- Part of the Granville Precinct under the Parramatta Road Corridor Urban Transformation Strategy;
- Within the area identified for 2016-2023 Precinct release under the Granville Action Plan; and
- Serviced by existing walkways and pathways which, subject to improvement, could serve as important local community linkages.

It also serves as an important landmark site that helps to define the Granville centre.



## Background

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The planning proposal originally applied to land at 171-189 Parramatta Road, Granville. It was originally lodged with Parramatta City Council on 26 September 2014. It sought to:

- Rezone the subject site from part R3 – Medium Density Residential and Part B6 – Enterprise Corridor, to B4 – Mixed Use.
- Increase the range of maximum building height limits from 11 and 15 metres, to 80 and 96 metres, with potential for an additional 'bonus' height of 14 metres, subject to achieving 'design excellence'.
- Increase the maximum floor space ratio (FSR) range from 0.6:1 and 2.0:1 to 5.25:1, with potential for a 'bonus' FSR of 0.75:1 subject to achieving 'design excellence'.

The Planning Proposal was considered by Council on 15 December 2014 and subsequently on 9 February 2015. Council resolved:

*"That Council endorse the Planning Proposal at Attachment 1 for the land at 171-189 Parramatta Road, Granville allowing a maximum FSR of 6:1 and building height of 105 metres excluding bonuses for design excellence and forwards it to the Department of Planning and Environment for Gateway determination".*

Council forwarded the Planning Proposal to the Department of Planning and Environment on 10 February 2015 seeking a Gateway determination. The Department issued advice to Council on 22 June 2015 expressing its preference for the draft Parramatta Road Urban Transformation Strategy to be completed prior to the consideration of a site specific Planning Proposal. The advice concluded:

*"I encourage Council to withdraw their proposal and consider a planning proposal that aligns with the local and State strategic planning work undertaken to date and which will encourage revitalisation along this section of Parramatta Road".*

A revised scheme was subsequently prepared in accordance with the draft Parramatta Road Urban Transformation Strategy.



## Revised Planning Proposal

The draft Parramatta Road Urban Transformation Strategy and associated Urban Design Guidelines were released on 17 September 2015 and publicly exhibited between October and December 2015.

Following advice from the Department of Planning and Environment over concerns with the proposed maximum building height and its alignment with the draft Parramatta Road Urban Transformation Strategy, the proposal was amended to a maximum building height of 82 metres (25 storeys) and FSR of 6:1. The Planning Proposal was the same height as that identified by the Strategy and generally aligned with the overall intent and design principles of the draft Strategy given its built form outcomes.

The Planning Proposal was subsequently considered by Council at a meeting of 23 December 2015. Council resolved to endorse the Planning Proposal as follows:

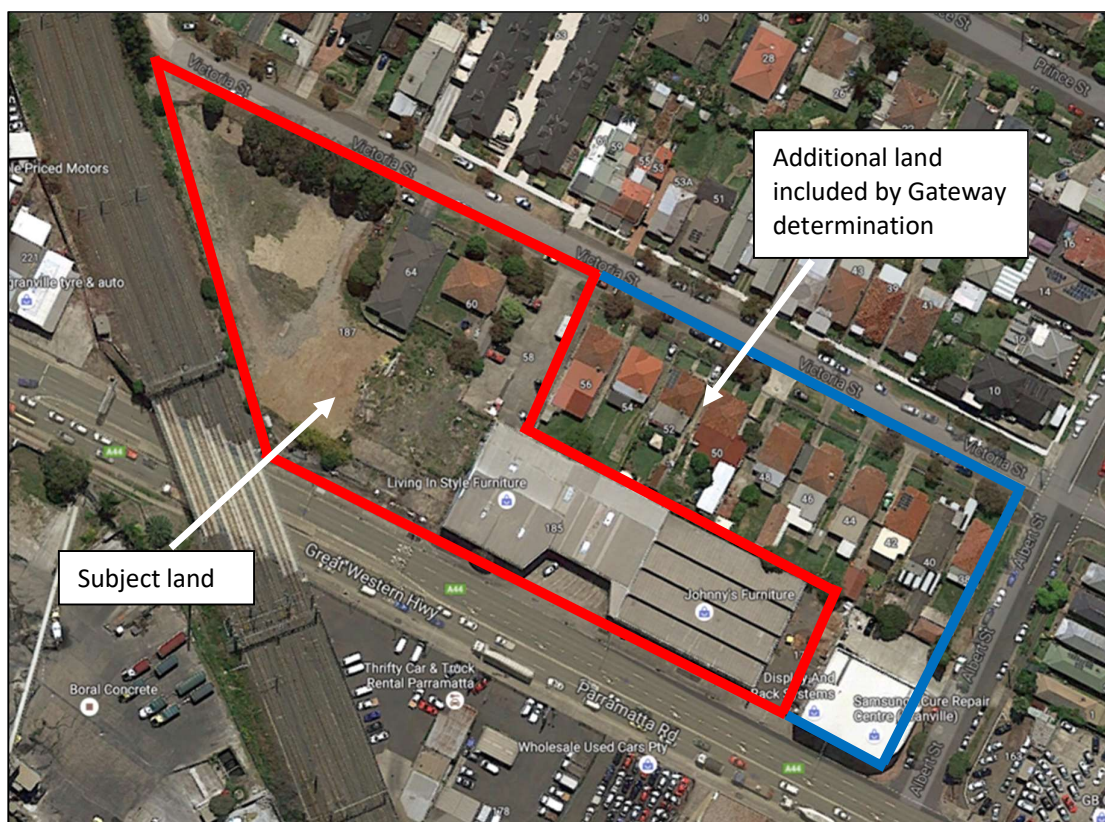
- (a) That Council endorse the Planning Proposal at Attachment 1 for land at 171-189 Parramatta Road, Granville subject to it being modified to include the following controls:*
  - a. Rezone the subject land from R3 Medium Density Residential and B6 – Enterprise Corridor to B4 Mixed Use;*
  - b. Provide an increase in height to 82 metres (25 storeys) (inclusive of design excellence) to be compliant with the Draft Parramatta Road Urban Transformation Strategy;*
  - c. A FSR to be determined by the lodgement of a reference design as described in (b) and (c) below.*
- (b) That the applicant provide a reference design providing an FSR of 5.2 (exclusive of design excellence) demonstrating compliance with the Draft Parramatta Road Urban Transformation Strategy’s Urban Design Guidelines (UDG) and the SEPP 65 Apartment Design Guide (ADG). In particular, it must demonstrate a built form that complies with the podium and tower setbacks to Parramatta Road of the UDG and the building separation controls of the ADG.*
- (c) That the applicant shall provide prior to the exhibition of any planning proposal a reference design at 1:500 that demonstrates how the land located within the subject site but not yet acquired by the applicant (refer to Paragraph 29 of this report) and the adjacent site on the corner of Parramatta Road and Albert Street can be developed to the same potential while complying with the Draft Parramatta Road Urban Design Guidelines*

and the ADG in particular with regards to building separation.

A reference design was prepared and submitted as per the resolution of 23 December 2015 and the Council subsequently resolved to endorse this planning proposal at its meeting of 14 March 2016. The Planning Proposal was subsequently forwarded to the Department of Planning and Environment for consideration by the Gateway.

#### Gateway Determination

A Gateway Determination was issued by the Department of Planning and Environment as delegate of the Greater Sydney Commission on 15 June 2016. The Gateway required that the Planning Proposal be amended to include all the land within the block bound by Parramatta Road, Victoria Street, Albert Street and the rail corridor (See Figure below).



**Figure 4 - Background of land application**

Further, the Gateway allowed for a maximum building height of 82 metres for the majority of the site and an FSR consistent with the vision and "desired built form outcomes of the draft Parramatta Road Urban Design Guidelines".

The Gateway determination also included conditions that required consultation with UrbanGrowth NSW and approval from the Department of Planning and Environment prior to public exhibition, and a Condition that the Planning Proposal should be consistent with the recommendations of the Parramatta Road Corridor Urban Transformation Strategy prior to finalisation.

Subsequently, detailed design testing was conducted across the block over a variety of design options depending on how the fragmented land ownership constraints could be resolved through lot amalgamation. The final design was submitted to Council in September 2016. The proposal was supported and Council submitted a revised draft planning proposal to the Department for endorsement to exhibit on 26 October 2016. The planning proposal contained controls of 6:1 and 82metres based off extensive and rigours modelling.

#### Parramatta Road Corridor Urban Transformation Strategy

The Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) was released by the Minister for Planning on 9 November 2016. The Strategy recommends a maximum building height of 52 metres and a preferred floor space ratio of 4.5:1 for the subject site.

Section 117 Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy was released on 19 December 2016. The 117 Direction allows for a planning proposal to be inconsistent with the terms of the Direction with the Secretary's agreement and adequate justification in the form of a better planning outcome, as follows:

(5) *Consistency*

*A planning proposal may be inconsistent with the terms of this Direction only if the relevant planning authority can satisfy the Secretary of the Department of Planning & Environment (or an officer of the Department nominated by the Secretary) that the planning proposal is:*

- (a) consistent with the Out of Sequence Checklist in the Parramatta Road Corridor Implementation Plan 2016 – 2023 (November 2016), or*
- (b) justified by a study (prepared in support of the planning proposal) that clearly demonstrates better outcomes are*

*delivered than identified in the Parramatta Road Corridor Urban Transformation Strategy (November 2016) and Parramatta Road Corridor Implementation Plan 2016-2023 (November 2016) having regard to the vision and objectives, or*

*(c) of minor significance.*

In accordance with the S117 Direction, the Planning Proposal includes a scheme that demonstrates a better planning outcome with a maximum building height of 82 metres and a maximum floor space ratio of 6:1. This is included at **Appendix A.**

Further, the response from UrbanGrowth NSW also recommended that Council amend the Planning Proposal to align with the recommended heights and densities identified in the Strategy. However, UrbanGrowth NSW also advised that if Council formed the view that an increase in height and density could be supported then the potential for additional infrastructure that may be required to support the proposal should be considered, and the visual, shadowing and other impacts should be appropriately justified.

Subsequently, on 10 July 2017 Council considered a report on the Planning Proposal and response to the Section 117 Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy. At this meeting Council resolved that a Planning Proposal be endorsed for the purposes of public exhibition that presents two options, being that recommended by the Corridor Strategy and that proposed by the applicant:

(a) ***That*** Council endorse a Planning Proposal for the land bound by Parramatta Road, Albert Street, Victoria Street, and the railway line in Granville (formally 171-189 Parramatta Road) for the purposes of public exhibition which presents the following two options:

- I. A scheme with an FSR of 6:1 and a height of 82m (i.e. that currently proposed by the applicant) which is not compliant with the LEP recommendations of the final Parramatta Road Corridor Urban Transformation Strategy (PRCUTS).*
- II. A scheme with an FSR of 4.5:1, a height of 52m, which is compliant with the LEP recommendations of the final PRCUTS, and also applies the Urban Design Guidelines of the final strategy.*

- (b) **That** Council request the applicant to prepare and submit a scheme that reflects (II) of (a) that includes:
- I. Reference concept design (1:500)
  - II. Updated shadow analysis
  - III. Apartment Design Guideline compliance table
  - IV. Updated traffic statement on traffic volumes to result from a PRCUTS consistent scheme.
- (c) **That** Council request the applicant provide an updated Planning Proposal that addresses the following:
- I. Section 1: Background' reflects the history of the Planning Proposal
  - II. Section 2: Objectives or Intended Outcomes' and Section 3: 'Explanation of Provisions' accounts for and explains the exhibition of a Planning Proposal with two schemes (i.e. one scheme at 6:1 and 82m and one scheme at 4.5:1 and 52m)
  - III. Section 4: Justification' reflects the current strategic planning framework of the final Parramatta Road Corridor Urban Transformation Strategy and delegation be granted to the Chief Executive Officer to finalise the Planning Proposal prior to the exhibition, and this be placed on public exhibition separate to the associated Site Specific Development Control Plan (DCP) and Draft Voluntary Planning Agreement (VPA) as resolved by Council on 10 April 2017.
- (d) **That** should the applicant seek to further amend their response to the Section 117 Ministerial Direction 7.3 'Parramatta Road Corridor Urban Transformation Strategy' which presents the applicant's justification as to why the Planning Proposal seeking an FSR of 6:1 and height of 82m (25 storeys) discussed in this report presents a better planning outcome than that identified within the PRCUTS, then this be included in the exhibition material relating to the Planning Proposal for the subject land, and that it be assessed by Council at the close of the exhibition period.
- (e) **That** a report be presented to Council on the outcome of the exhibition where Council would then finalise its assessment on whether a variation to the Section 117 Ministerial Direction 7.3 'Parramatta Road Corridor Urban Transformation Strategy' demonstrates a better planning outcome than that identified within the PRCUTS and therefore should be supported; and whether an altered Gateway Determination will be required to remove Condition 7 of the Gateway Determination which requires compliance with the PRCUTS.

- (f) **That** the preparation of the following await the outcome of the exhibition of the Planning Proposal for the land at Parramatta Road, Albert Street, Victoria Street, and the railway line in Granville (formally 171-189 Parramatta Road) until the height and FSR sought under the Planning Proposal is determined as part of the exhibition process:
- I. A Site Specific DCP for the land bound by Parramatta Road, Albert Street, Victoria Street and the Western Railway Line
  - II. A Draft VPA offer that delivers infrastructure provision commensurate with the additional community needs arising from development under the PRCUTS and the additional community benefit proposed in support of a non-compliant scheme.
- (g) **That** Council advise the applicant that the Draft Site Specific DCP and Draft VPA processes will need to be completed prior to the Planning Proposal being forwarded to the Department of Planning and Environment for finalisation.
- (h) **Further, that** Council authorises the Chief Executive Officer to correct any minor policy inconsistencies and any anomalies of an administrative nature relating to the Planning Proposal that may arise during the amendment processes.

Therefore, in accordance with the Council resolution, this Planning Proposal presents two scenarios for land bound by Parramatta Road, Albert Street, Victoria Street, and the railway line in Granville, being:

- I. A scheme with an FSR of 6:1 and a height of 82m (with demonstrated better planning outcome)
- II. A scheme with an FSR of 4.5:1, a height of 52m

Both schemes are discussed further under Part 2 Explanation of Provisions.

### **Addendum**

**As noted in the previous section entitled "Update", Council resolved to support a third option for this Planning Proposal (i.e. part 6:1 and part 4.5:1 FSR and a height of 82m) in its resolution of 29 October 2018. This option is discussed further in Part 2 Explanation of Provisions.**

## Part 1: Objectives or Intended Outcomes

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Consistent with current Departmental guidelines for preparing planning proposals, this section outlines the objectives and/or intended outcomes of the proposal.

### 1.1 Objectives

The main objectives of the Planning Proposal are:

- To facilitate the future redevelopment of an underutilised site in accordance with the strategic planning framework.
- To support urban growth along Parramatta Road and within the Granville Precinct under the Parramatta Road Corridor Urban Transformation Strategy.
- To provide an appropriate zoning and associated development standards for the subject site to facilitate a high density mixed use development in an urban renewal corridor.
- To provide appropriate controls to facilitate a Gateway building to the Granville Precinct from the west.
- To facilitate the provision of additional housing close to public transport, the Sydney road network, jobs and employment opportunities and the Granville and Parramatta town centres.
- To realise the social and economic opportunities that redevelopment of the subject site presents.
- To activate Parramatta Road, creating a safer more attractive and vibrant place for people rather than just for vehicles.
- To maximise the locational attributes of the site by providing homes and jobs in proximity to two suburban rail stations and a key site in the planned transformation of Parramatta Road and the emergence of Granville as an important centre.

## 1.2 Intended Outcomes

The proposal will enable a vibrant mix of new housing, shops and commercial spaces across a large and significant site within the Granville Precinct. Redevelopment of the site will improve pedestrian network connections and create attractive new public spaces.

It is intended that this planning proposal will:

- Create housing and employment choices and provide, lifestyle options befitting of its strategic location;
- Ensure design excellence for all buildings transitioning between taller buildings and the existing housing along Victoria Street;
- Create links between Parramatta Road and Victoria Street;
- Amalgamate smaller allotments reducing land fragmentation; and
- Enhance streetscapes by delivering an upgraded public interface to Parramatta Road with improved access and movement opportunities.

These outcomes are intended to be achieved by:

- Rezoning the subject site from part R3 Medium Density Residential and Part B6 Enterprise Corridor, to B4 Mixed Use.
- Amending the principal development controls being maximum building height and floor space ratio. The Planning Proposal provides for two scenarios in this regard:

Scenario 1 – provides for a maximum building height of 82 metres (25 storeys and a maximum floor space ratio of 6:1, with demonstrated public benefits being:

- upgrade the link along the railway line (i.e. not formed Duke Street)
- lane setback to enable the construction of a second right-turn lane into Bold Street
- three site through links
- the dedication of a new 3,200m<sup>2</sup> public park.

Scenario 2 – provides for a maximum building height of 52 metres (18 storeys) and a maximum floor space ratio of 4.5:1.



## Part 2: Explanation of Provisions

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This section outlines the amendments required to the relevant environmental planning instruments to achieve the stated objectives and/or intended outcomes.

A Gateway Determination was issued on 15 June 2016 advising Council that the Planning Proposal should proceed subject to a number of conditions. Two of the conditions require that the Planning Proposal be amended to include all the land bound by Parramatta Road, Victoria Street, Albert Street and the Western Rail Corridor in Granville; and to ensure consistency with the recommendations of the Parramatta Road Urban Transformation Strategy prepared by UrbanGrowth NSW and its associated Urban Design Guidelines prior to finalisation of the Planning Proposal.

In response to the Gateway Determination and recent resolutions of Council, the Planning Proposal has been revised to address all the prescribed conditions. As such, the Planning Proposal now presents two scenarios, being that recommended by the PRCUTS and a scheme originally sought by the Planning Proposal that demonstrates a better planning outcome.

The Planning Proposal includes a process to ensure that development exhibits design excellence that contributes to the natural, cultural, visual and built character values of Parramatta. This will ensure that the development achieves best practice architecture, urban design and sustainability measures and a high quality built form outcome is for the site and within the Granville Precinct as identified within the PRCUTS. This is important due to the amenity issues resulting from the site's close proximity to Parramatta Road, and the need to mitigate these issues through the design process. The Gateway Determination specifies that no height or FSR bonus will be rewarded to the applicant through a design excellence process.

Furthermore, the Gateway requires the Planning Proposal include a satisfactory arrangements provision for contributions to designated State public infrastructure identified as part of the PRCUTS.

## 2.1 Amendments to Principal Development Controls

This section outlines the proposed changes to the Parramatta Local Environmental Plan 2011 and the development outcomes facilitated by a change in the principal developments controls. The section discusses the proposed amendments under both scenarios as resolved by Council on 10 July 2017, **as well as the final scenario supported by Council in its resolution of 29 October 2018.**

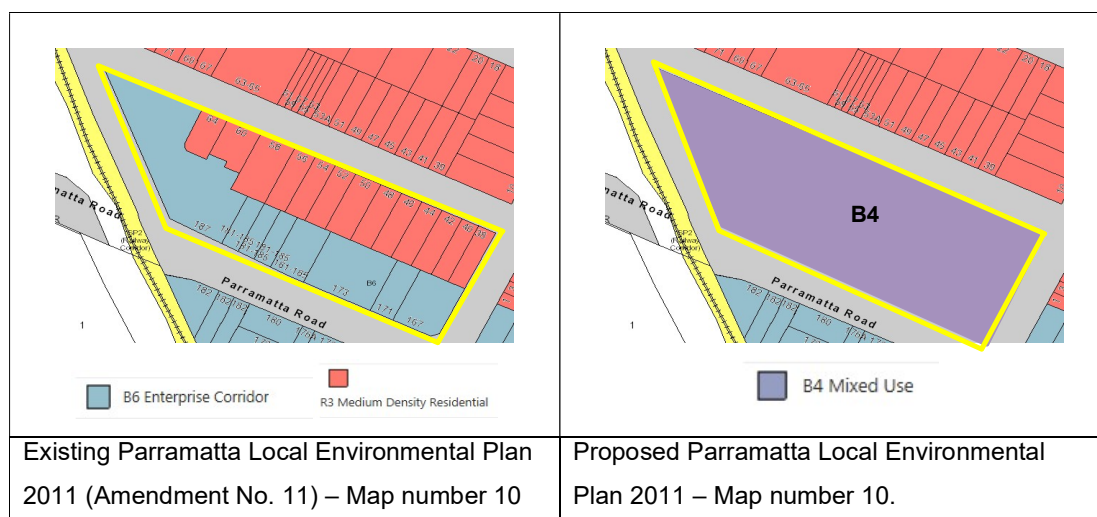
### **Proposed Zoning Amendment**

The site is currently zoned part R3 Medium Density Residential and part B6 Enterprise Corridor under the Parramatta LEP 2011. The Planning Proposal seeks to rezone the site to B4 Mixed Use under both scenarios. This is consistent with the zoning identified under the PRCUTS.

The rezoning will facilitate a mixed use residential and commercial/retail development on the site in accordance with the zone objectives:

- To provide a mixture of compatible land uses.
- To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.
- To encourage development that contributes to an active, vibrant and sustainable neighbourhood.
- To create opportunities to improve the public domain and pedestrian links.
- To support the higher order Zone B3 Commercial Core while providing for the daily commercial needs of the locality.
- To protect and enhance the unique qualities and character of special areas within the Parramatta City Centre.

**Figure 5 - Existing and proposed zoning map**



### 2.1.1 Scenario 1

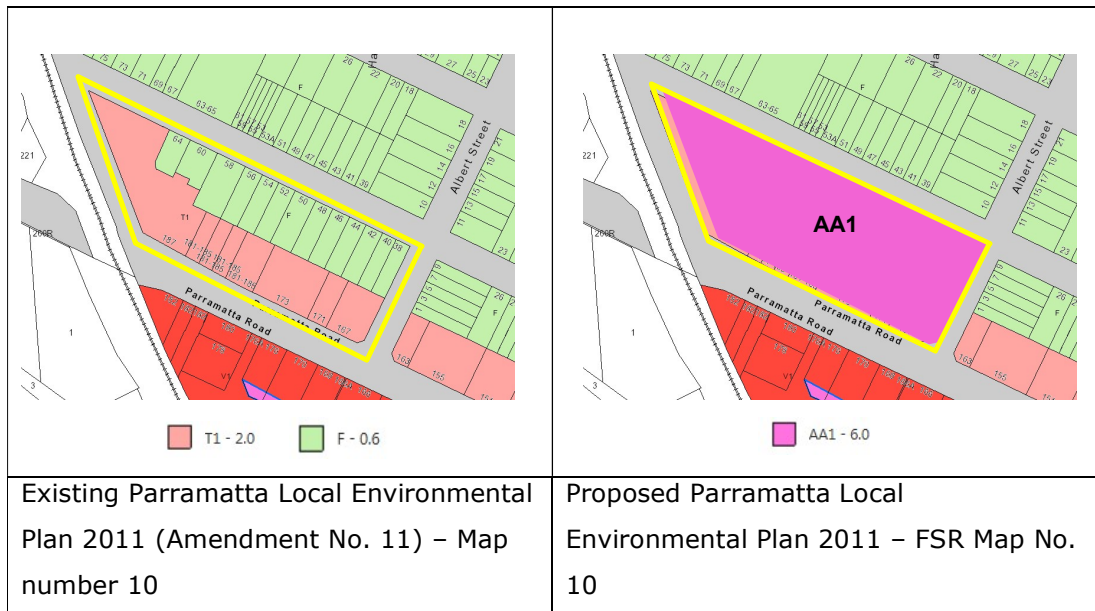
A scheme with an FSR of 6:1 and a height of 82m (i.e. that currently proposed by the applicant) which is not the same as the recommendations and preferred LEP principal development controls of the final PRCUTS.

#### Proposed Floor Space Ratio Amendment

This Planning Proposal necessitates an amendment to the Parramatta Local Environmental Plan 2011 floor space ratio (FSR) map number 10.

The existing FSR of 0.6:1 and 2.1:1 would be amended to **6:1** to reflect the floor space proposed for the site and enable the goals of 'A Plan for Growing Sydney' and the urban renewal of the site under the 'Parramatta Road Corridor Urban Transformation Strategy' to be achievable in addition to the better planning outcomes facilitated through the Section 117 Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy. An example of the amendment sought is provided below.

**Figure 6 - Existing and proposed FSR map**

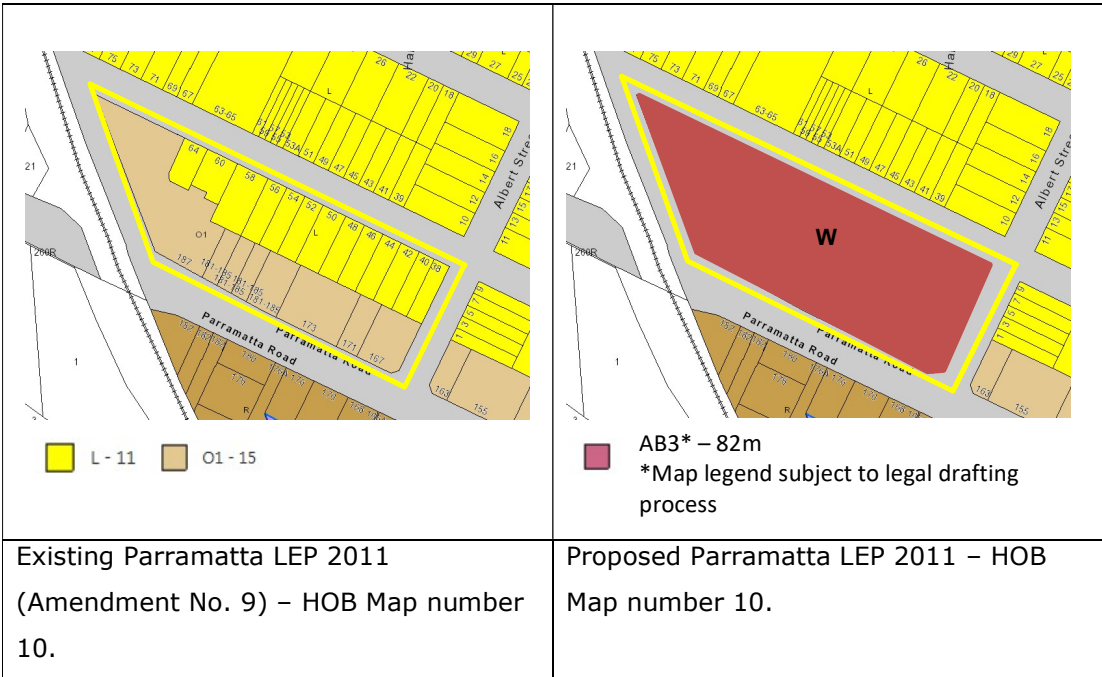


#### Proposed Building Height Amendment

This Planning Proposal further necessitates an amendment to the Parramatta Local Environmental Plan 2011 (Amendment No. 9) height of building map number 10. The existing maximum building height of 11 metres and 15 metres will be amended to **82 metres (25 storeys)** to reflect the tower heights proposed for the site and enable

the goals of the 'A Plan for Growing Sydney' and the 'Parramatta Road Corridor Urban Transformation Strategy' to be achievable in addition to the better planning outcomes facilitated through the Section 117 Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy. An example of the amendment sought is provided below.

**Figure 7 - Existing and Proposed Height of Building Map**



The proposed height of 82 metres is consistent with that identified and supported under Condition 1 of the Gateway determination. Notwithstanding, the Final PRCUTS provided for a recommended maximum building height in this location of 52 metres.

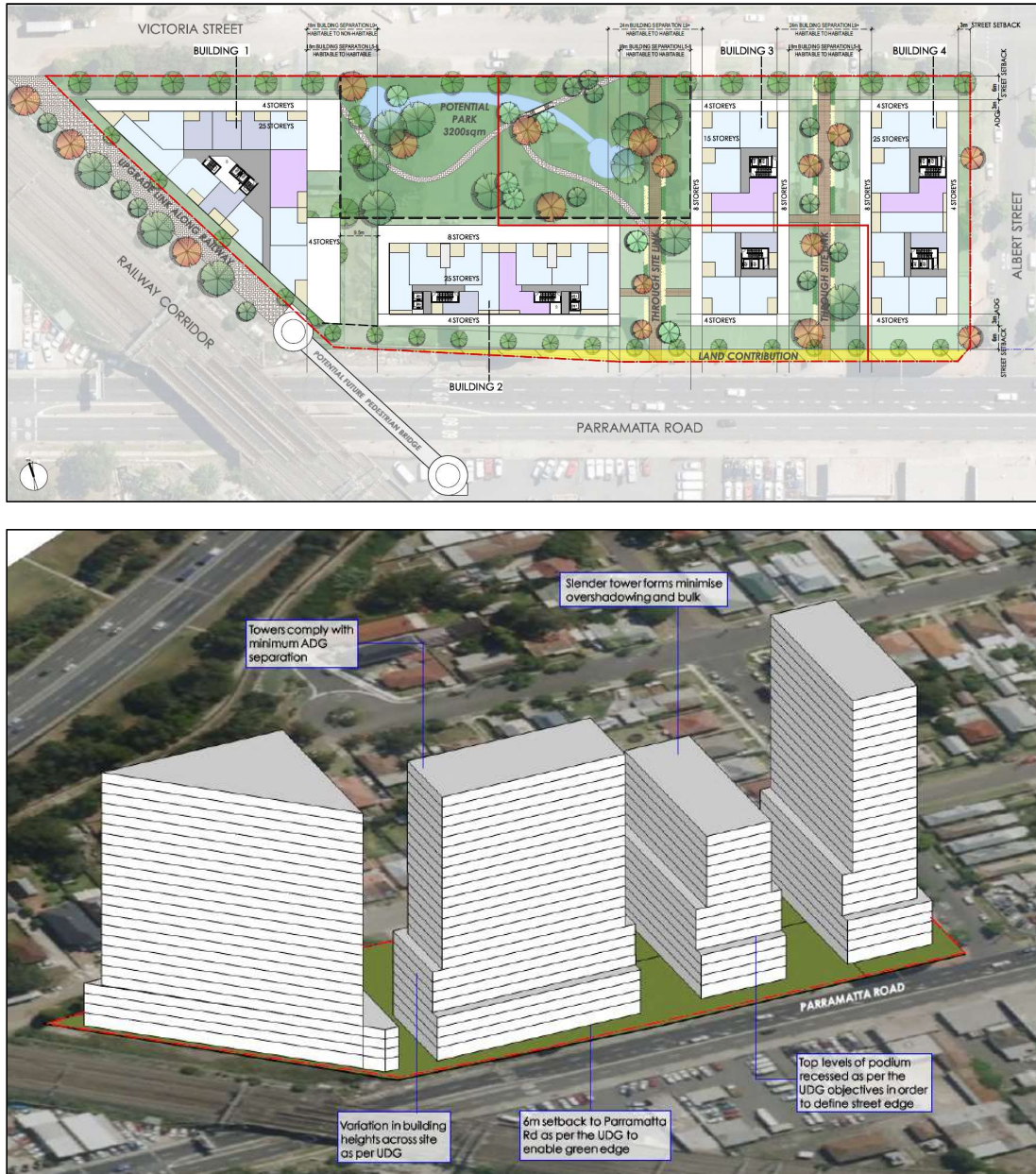
**Proposed Development Concept and Better Planning Outcome**

The original Planning Proposal initially only applied to land at 171-189 Parramatta Road, Granville. This was the subject area that was submitted to the Department of Planning and Environment for Gateway determination. Following the issuing of the Gateway determination that required the entire block be included within the Planning Proposal, built form and density options for the broader block have been explored.

The first scenario assumes an FSR of 6:1 and 82 metres. While a variety of massing layouts have been explored, the greater development controls provide an incentive to the landowners to amalgamate and achieve the best outcome for the block. In doing so, a better planning outcome can also be presented to the community. Therefore, under Scenario 1, it is assumed that the site will be substantially consolidated due to the additional incentive to achieve a better development and

planning outcome.

The Massing Study, prepared by Pacific Planning and Aleksandar Design Group for Scenario 1 (6:1 FSR and 82 metre height) is included at **Appendix A**.



**Figure 8 – Scenario 1**

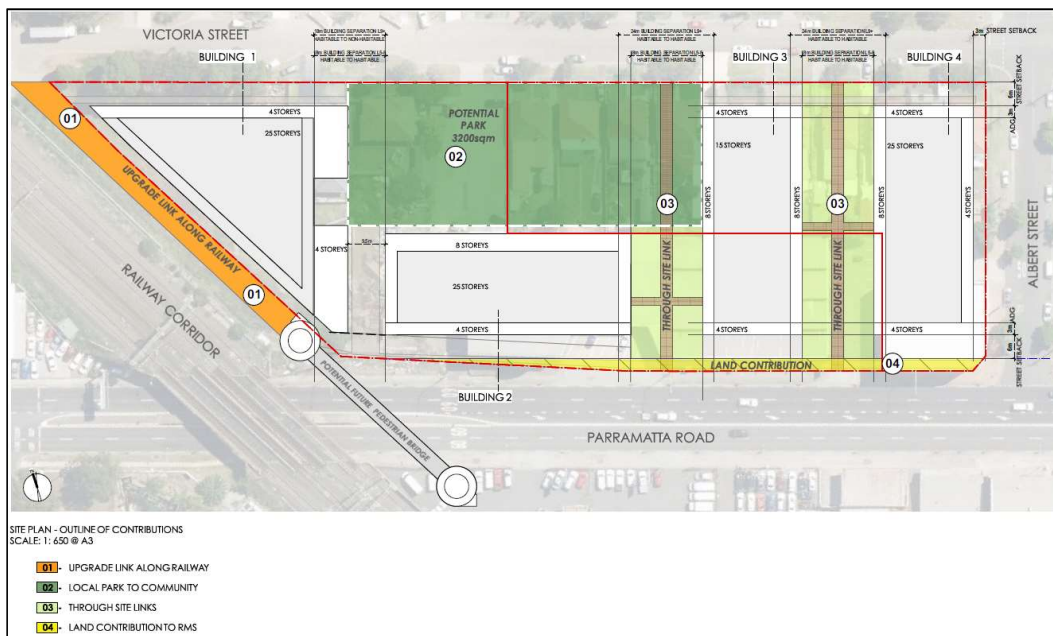
The concept provides for four (4) main buildings including three (3) 25 storey towers and a 15 storey tower above 4 to 8 storey podiums. The most westerly building adjoins the railway corridor and is the landmark/signature building to the arrival from the west. It is a triangle shaped building due to the irregular dimensions of the



western end of the site with the longest building façade presenting towards the railway line to the south west. The orientation of the buildings is designed to provide variation in built form and street address, particularly along Parramatta Road and Albert Street.

This configuration provides the opportunity to dedicate a 3,200sq.m park on the site for the benefit of the community. The PRCUTS identifies a shortage of accessible open space, particularly at the western end of the Granville Precinct (Section 5.3 Opportunities and Constraints, page 76 of the Planning and Design Guidelines). While it is acknowledged that the Strategy identifies 3,000sq.m of land for a public park to the north (corner of Albert Street and Prince Street), this site is also fragmented and may not be acquired in the short term. Therefore, there is a significant opportunity for the Government to support the provisions of a large north facing park to the benefit of the existing and future community in a location where it already is sought, and where demand will further increase as the population grows. Further, it will also break up the building mass of developing significant portions of the site.

Further, under Scenario 1, a 3 metre land contribution along Parramatta Road will be provided to the Government to facilitate road widening, the link along the railway will be upgraded improving movement and connectivity to the north, and three (3) landscaped through site links will be provided (two of which are 24 metres wide) to further improve movement and connectivity as per the vision and objectives for the Granville Precinct under the PRCUTS.



**Figure 9 – Better Planning Outcome Items**

It should be noted that these community benefits do not form part of the scheme under Scenario 2. The public benefits are also discussed in more detail in the Statement of Better Planning Outcome as part of the Section 117 Direction justification at Appendix C.

The public benefits can be achieved through a variety of mechanisms, including through a Voluntary Planning Agreement which could include the dedication of land to Council, or a site specific clause that requires the provision of a 3,200sq.m open space on the site. Such mechanisms will ensure that the benefits described above will be provided when the site is redeveloped.

The Massing Study has also addressed compliance with the Apartment Design Guide and the impacts of overshadowing on surrounding land. The controls under Scenario 1 will facilitate 957 apartments and 4,190sq.m of commercial floorspace.

### **2.1.2 Scenario 2**

Scenario 2 - A scheme with an FSR of 4.5:1, a height of 52m, which is the same as the LEP principal development controls recommended by the final PRCUTS, and also applies the Urban Design Guidelines of the final strategy.

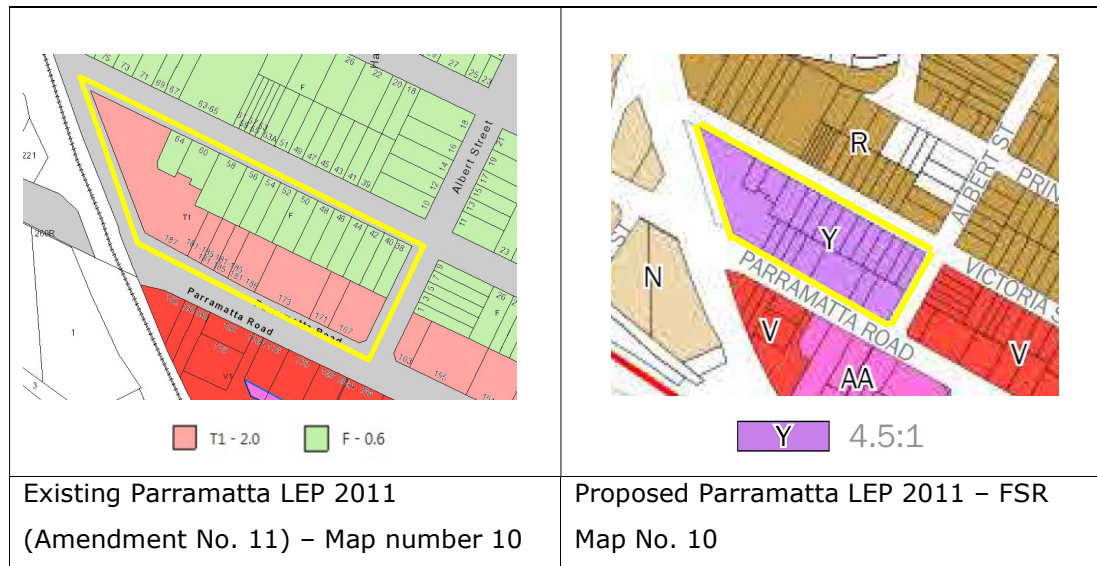
The Massing Study, prepared by Aleksandar Design Group for Scenario 2 (4.5:1 FSR and 52 metre height) is included at **Appendix B**.

### **Proposed Floor Space Ratio Amendment**

This Planning Proposal necessitates an amendment to the Parramatta Local Environmental Plan floor space ratio (FSR) map number 10.

The existing FSR of 0.6:1 and 2.1:1 would be changed to **4.5:1** to reflect the floor space proposed for the site and enable the goals of the '*A Plan for Growing Sydney*' and the recommendations of the '*Parramatta Road Corridor Urban Transformation Strategy*' to be achievable. An example of the amendment sought is provided below.

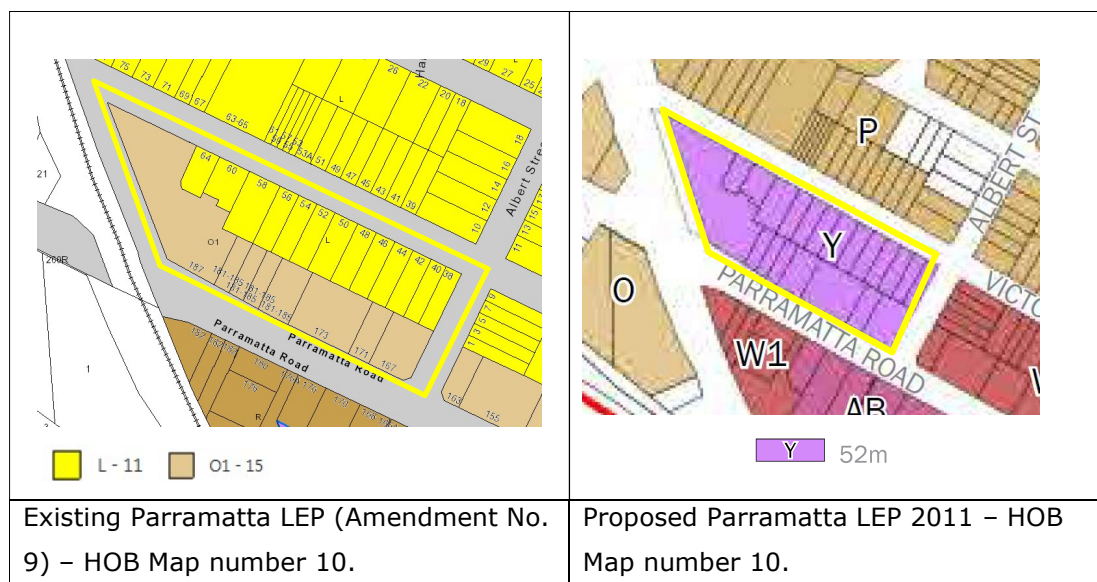
**Figure 10 - Existing and proposed FSR map**



### **Proposed Building Height Amendment**

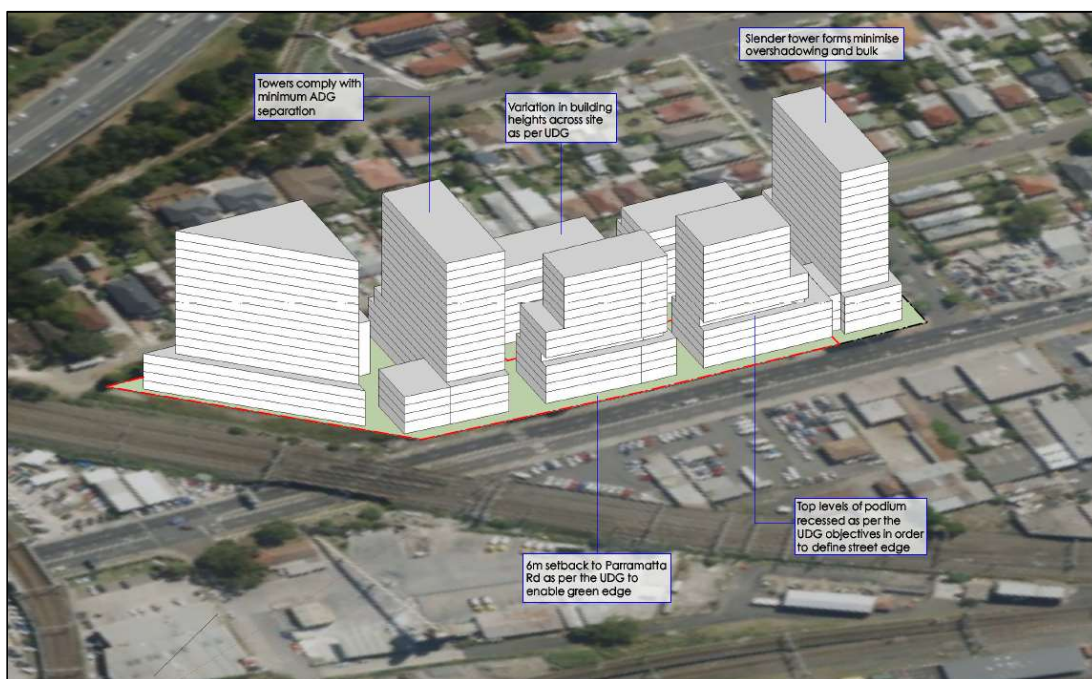
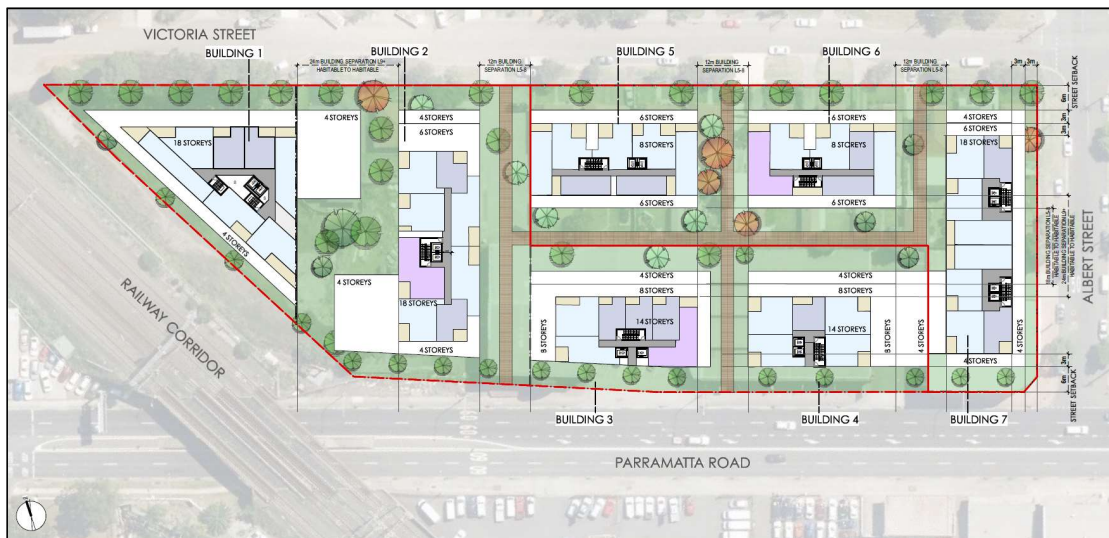
This Planning Proposal further necessitates an amendment to the Parramatta Local Environmental Plan (Amendment No. 9) height of building map number 10. The existing maximum building height of 11 metres and 15 metres would be changed to **52 metres (18 storeys)** to ensure the tower heights recommended by the 'Parramatta Road Corridor Urban Transformation Strategy' can be achievable. An example of the amendment sought is provided below.

**Figure 11 - Existing and Proposed Height of Building Map**





### **Proposed Development Concept**



### Figure 12 – Scenario 2

Scenario 2 provides seven (7) towers across 6 building forms, being 6 to 8 storey podiums. The western two buildings are both 18 storeys in height, as is the Albert Street tower. The central buildings range in height and include 14 storeys to Parramatta Road frontage and taper down to 8 storeys as the built form transitions to the lower density development to the north. This also ensures buildings that front Parramatta Road can achieve compliance with solar access requirements under the Apartment Design Guide.

This concept proposes a 6 metre street setback in accordance with the PRCUTS, which supports ground floor commercial and retail uses and will assist with activating the street edge making it a more pleasant place to be. However, the concept does not include a land contribution to the Government for road widening.

The concept provides for movement within and through the site and will facilitate 618 apartments and 10,821 sq.m of commercial/retail floorspace.

The Massing Study prepared by Aleksandar Design Group illustrates the concept design, built form and elevations, shadow diagram analysis and compliance with the requirements of the Apartment Design Guidelines, and is included at Appendix B.

### **2.1.3 Council-supported planning controls**

**Council-supported scenario - A scheme with an FSR of part 4.5:1 and part 6:1, and a height of 82m.**

#### **FSR amendment**

**Council supports an FSR of 6:1 for land at 171-187 Parramatta Road and 58-60 Victoria St, and an FSR of 4.5:1 for land at 167 Parramatta Road, 38-56 Victoria St and 64 Victoria St. Making these amendments to planning controls would require an amendment to FSR map sheet 10 of PLEP 2011. Current and proposed example FSR map extracts are shown below.**

#### ***Current FSR controls***



### ***Proposed FSR Controls***



### **Height of Buildings amendment**

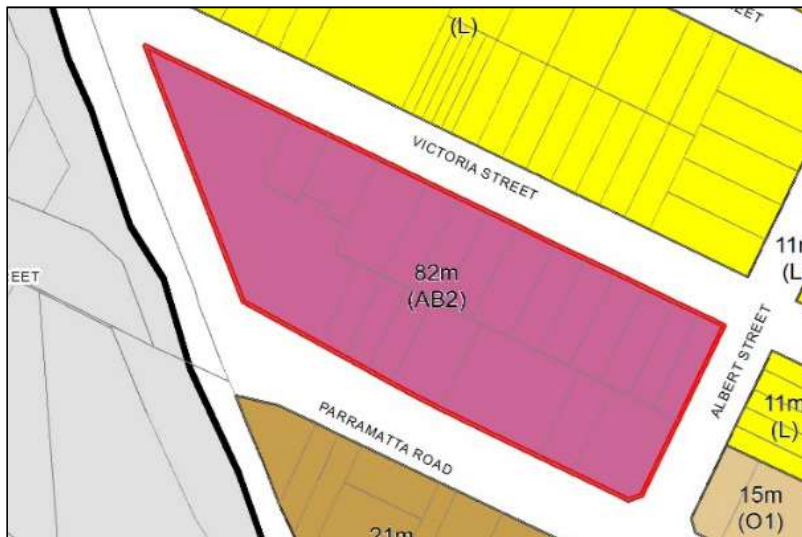
**Council supports a Height of Buildings (HOB) of 82m across the block. Making this amendment to planning controls would require an amendment to HOB map sheet 10 of PLEP 2011. Current and proposed example HOB map extracts are shown below.**

### ***Current HOB controls***





### Proposed HOB controls



## 2.2 Other Amendments

### Design Excellence Clause

The Planning Proposals design excellence provision capitalises on the site's premium gateway location. The design of the buildings is considered an ideal opportunity to achieve greater land use efficiencies in a well-positioned and well-connected locality. With design excellence the site will contribute significantly to the improvement to the Granville and Parramatta Road urban environments. As such the subject site is considered a '**Key Site**' and the inclusion of an amendment to the Parramatta Local Environmental Plan (Amendment No. 8) Key Site Map 10 be included. An example of the inclusion sought is provided below.



Figure 13 - Proposed Key Sites Map 10

The amendment to the PLEP 2011 written instrument, in conjunction with the new Key Sites (Map 10), would be drafted in reference to the existing design excellence clause outlined in *Clause 6.12 (Design Excellence)* of the *Parramatta LEP 2011*. The clause would be drafted to include all of the current inclusions of the clause, however would be for the Granville Precinct and would not provide a height and FSR bonus.

The proposed amendment is as follows:

**6.12 Design excellence**

- (1) *The objective of this clause is to ensure that development exhibits design excellence that contributes to the natural, cultural, visual and built character values of Parramatta.*
- (2) *This clause applies to development involving the erection of a new building or external alterations to an existing building on land identified as "Parramatta North Urban Renewal Area" or "Granville" on the Key Sites Map.*
- (3) *Development consent must not be granted for development to which this clause applies unless the consent authority considers that the development exhibits design excellence.*
- (4) *In considering whether the development exhibits design excellence, the consent authority must have regard to the following matters:*
  - (a) *whether a high standard of architectural design, materials and detailing appropriate to the building type and location will be achieved,*
  - (b) *whether the form and external appearance of the development will improve the quality and amenity of the public domain,*
  - (c) *whether the development detrimentally impacts on view corridors,*
  - (d) *whether the development detrimentally impacts on any land protected by solar access controls established in the Parramatta Development Control Plan,*
  - (e) *the requirements of the Parramatta Development Control Plan,*
  - (f) *how the development addresses the following matters:*
    - (i) *the suitability of the land for development,*
    - (ii) *existing and proposed uses and use mix,*
    - (iii) *heritage issues and streetscape constraints,*
    - (iv) *the relationship of the development with other development (existing or proposed) on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form,*
    - (v) *bulk, massing and modulation of buildings,*
    - (vi) *street frontage heights,*

- (vii) *environmental impacts such as sustainable design, overshadowing, wind and reflectivity,*
  - (viii) *the achievement of the principles of ecologically sustainable development,*
  - (ix) *pedestrian, cycle, vehicular and service access, circulation and requirements,*
  - (x) *the impact on, and any proposed improvements to, the public domain.*
- (5) *Development consent must not be granted to the following development to which this Plan applies unless an architectural design competition that is consistent with the Design Excellence Guidelines has been held in relation to the proposed development:*
- (a) *development in respect of a building that is, or will be, higher than 55 metres above ground level (existing),*
  - (b) *development having a capital value of more than \$100,000,000,*
  - (c) *development for which the applicant has chosen to have such a competition.*
- (6) *Subclause (5) does not apply if the Council certifies in writing that the development is one for which an architectural design competition is not required.*
- (7) *In deciding whether to grant development consent to the development application, the consent authority is to take into account the results of the architectural design competition.*
- (8) *In this clause:*
- architectural design competition** *means a competitive process conducted in accordance with the Design Excellence Guidelines.*
- Design Excellence Guidelines** *means the Design Excellence Guidelines issued by the Secretary, as amended from time to time.*
- Parramatta Development Control Plan** *means the Parramatta Development Control Plan, as in force at the commencement of State Environmental Planning Policy Amendment (Parramatta North) 2015.*

The Gateway Determination specifies that no height or FSR bonus will be rewarded to the applicant through a design excellence process. Therefore the maximum controls will remain as proposed under the two scenarios identified in the Planning Proposal i.e. Scenario 1 with a FSR of 6:1 and height of 82m (25 storeys) or Scenario 2 with a FSR of 4.5:1 and a height of 52 metres (18 storeys).

#### **Addendum**

**Council resolved to amend the Planning Proposal to introduce a Design Excellence Clause, requiring any development on these blocks to run an**

**architectural design competition with the winning scheme not receiving a height or FSR bonus.**

**It is considered that this part of the resolution is already addressed by the text above, therefore, no further amendments are needed to the explanation of these particular provisions.**

**The specifics of how this part of the LEP amendment is to be made – i.e. exact wording of clause and any required amendments to mapping – would be confirmed with Parliamentary Counsel at the plan-making stage.**

**Satisfactory arrangements provision for contributions to designated State public infrastructure**

The Gateway requires the Planning Proposal include a satisfactory arrangements provision for contributions to designated State public infrastructure identified as part of the draft or final PRCUTS.

A Site Specific Clause is proposed to be drafted for inclusion within the Parramatta LEP 2011. A similar clause was introduced in the former Auburn City Council area for the Carter Street Precinct to provide for new designated state public infrastructure. The Clause would likely be drafted similarly to this Clause, which is included below for reference:

**6.8 Arrangements for contributions to designated State public infrastructure (Carter Street Priority Precinct)**

- (1) The objective of this clause is to require assistance towards the provision of designated State public infrastructure to satisfy needs arising from intensive development for residential accommodation and commercial purposes on the land identified as "Carter Street Priority Precinct" on the Priority Precinct Map (Carter Street Priority Precinct land).*
- (2) This clause applies to development for residential accommodation and commercial purposes (including by way of subdivision) on Carter Street Priority Precinct land.*
- (3) Development consent must not be granted for development to which this clause applies unless the Secretary has certified in writing to the consent authority that satisfactory arrangements have been made to contribute to the provision of designated State public infrastructure in relation to that development.*
- (4) This clause does not apply to the granting of development consent if:*

- (a) the development will not result in an increase in the floor space for residential accommodation and commercial purposes provided on Carter Street Priority Precinct land, or*
  - (b) the whole or any part of the land on which the development is to be carried out is in a special contributions area (as defined by section 93C of the Act).*
- (5) In this clause, designated State public infrastructure means public facilities or services that are provided or financed by the State (or, if provided or financed by the private sector, to the extent of a financial or an in-kind contribution by the State) of any of the following kinds:*
  - (a) State and regional roads,*
  - (b) and required for social infrastructure and facilities (such as land for schools, hospitals, emergency services and justice purposes).*

**Addendum**

**The above approach is considered generally consistent with Council's resolution regarding a satisfactory arrangements provision for this site, provided that the site-specific clause makes reference to contributions to designated State public infrastructure identified as part of the Parramatta Road Corridor Urban Transformation Strategy and supporting documents (as supported by Council's resolution).**

**The specifics of how this part of the LEP amendment is to be made – i.e. exact wording of clause and any required amendments to mapping – would be confirmed with Parliamentary Counsel at the plan-making stage.**



## Part 3: Justification

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In accordance with Departmental guidelines, this section provides a justification for the planning proposal.

### 3.1 Need for the Planning Proposal

#### Is the planning proposal a result of any strategic study or report?

The Planning Proposal supports the urban renewal within the Parramatta Road Corridor and specifically the Granville Precinct. The site is underutilised containing part commercial and part low density residential and provides an opportunity to provide significant housing supply, create vibrancy and improve the feel of Parramatta Road through commercial and retail uses.

The Parramatta Road Corridor Urban Transformation Strategy, which was finalised in November 2016 has informed the proposed controls and urban design outcomes for the site. This is discussed further in this Part.

#### Urban Design Analysis

Aleksandar Design Group and Pacific Planning have undertaken an Urban Design Analysis for the site, including its context and its development potential.

The analysis considers the local and broader geographic context, including adjoining development as well as the site's proximity to the Parramatta CBD, 'Auto Alley', Granville and Harris Park Town Centres. The site is also considered in the context of the PRCUTS outcomes and the proposed WestConnex.

The various social, cultural, economic and recreational facilities offered within the relevant context are also considered, e.g. the extent and quality of nearby active and passive open space, bicycle paths and community facilities. Further consideration is given to the employment opportunities offered at the site and within its proximate locality.

Aleksandar Design Group has also analysed and tested building envelope options under the controls recommended by the final PRCUTS and the proposed controls under previous Planning Proposals. This has also included analysis under the greater controls of a better planning outcome. Consideration has been given to the objectives and outcomes within the PRCUTS which anticipates significant changes to the current Parramatta LEP provisions.

The testing of built form options has also considered the primary statutory planning instruments applicable during a future DA assessment, such as State Environmental Planning Policy No. 65 – Design Quality of Residential Flat Buildings (SEPP 65) and State Environmental Planning Policy (Infrastructure) 2007. This ensures that any statutory planning controls which may eventuate as part of this Planning Proposal can be practically implemented during the detailed design and DA assessment phase of the project.

### Employment Analysis

Part of the site is currently zoned B6 – Enterprise Corridor, the primary objective of which is to foster employment opportunities. The planning proposal seeks to change the zoning of the site to B4 – Mixed Use. In effect, the planning proposal would re-orient the site’s focus from a purely employment or commercial focus to one which is commercial and residential, cognisant of the site’s strategic location and proximity to key transport infrastructure.

The impacts of such a change on the prospects for employment opportunities have been analysed. The assessment considers the existing employment opportunities at the site based on existing zoning and floor space potential, against the employment opportunities generated by the Proposal. Notably, the Planning Proposal seeks to improve the quantity of commercial floor space at the site under both development scenarios.

### **Is the planning proposal the best means of achieving the objectives or intended outcomes?**

Given that the proposal relies on a change in land use, and a substantial amendment to existing development standards, a planning proposal is considered the best means of achieving the stated objectives.

A change in zoning and the development potential of the site is necessary to realise the site’s social and economic opportunities and assist in achieving the vision and goals of ‘A Plan for Growing Sydney’ and the PRCUTS.

## 3.2 Relationship to strategic planning framework

**Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy?**

### A Plan for Growing Sydney

In December 2014, the NSW Government published A Plan for Growing Sydney, the new strategic document to manage the growth of Sydney over the next 20 years. It is intended to guide land use planning decisions and presents a strategy for accommodating Sydney's projected population growth. It envisages a globally competitive Sydney with a population increase of 1.6 million people, including 689,000 new jobs and 664,000 new homes by the year 2031.

The planning proposal has undertaken a detailed examination of the Goals, Directions and Actions of the Strategy. The planning proposal provides for housing intensification in a location identified as being appropriate as it is located within the Parramatta Road Urban Transformation Corridor. Further, the proposal supports the provisions of homes closer to jobs connecting future residents with other parts of the Corridor, Burwood and Strathfield Centres, the Sydney CBD and broader Greater Sydney.

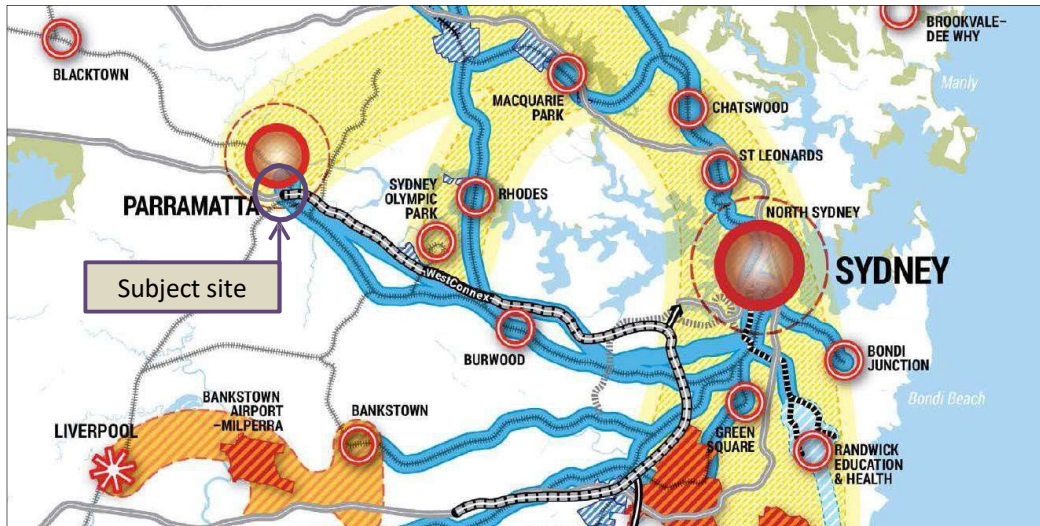
The plan sets out four goals:

1. A competitive economy with world class services and transport;
2. A city of housing choice and homes that meet our needs and lifestyles;
3. A great place to live with communities that are strong, healthy and well connected; and
4. A sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

The site is located within the West Central Subregion, which will be a *"significant focus for infrastructure investment and intensive growth over the next 20 years. Greater Parramatta will continue to be Sydney's second CBD and a focus for jobs growth and services delivery in Sydney's west"*.

To support Greater Parramatta's role as Sydney's second CBD *"a network of centres will provide jobs and services closer to home for many of the subregion's residents. This will improve liveability and contribute to strong, resilient communities throughout the subregion"*.

Whilst the subject site is not located directly within the City Centre, its location within Granville Town Centre and within walking distance to Granville Station makes it the ideal location to concentrate high density mixed use development. The high level of connectivity from Granville to the City Centre makes it a sound location to concentrate density and is consistent with the State Government's policy position on transit orientated development.



**Figure 14 - Extract from 'A Plan for Growing Sydney'**

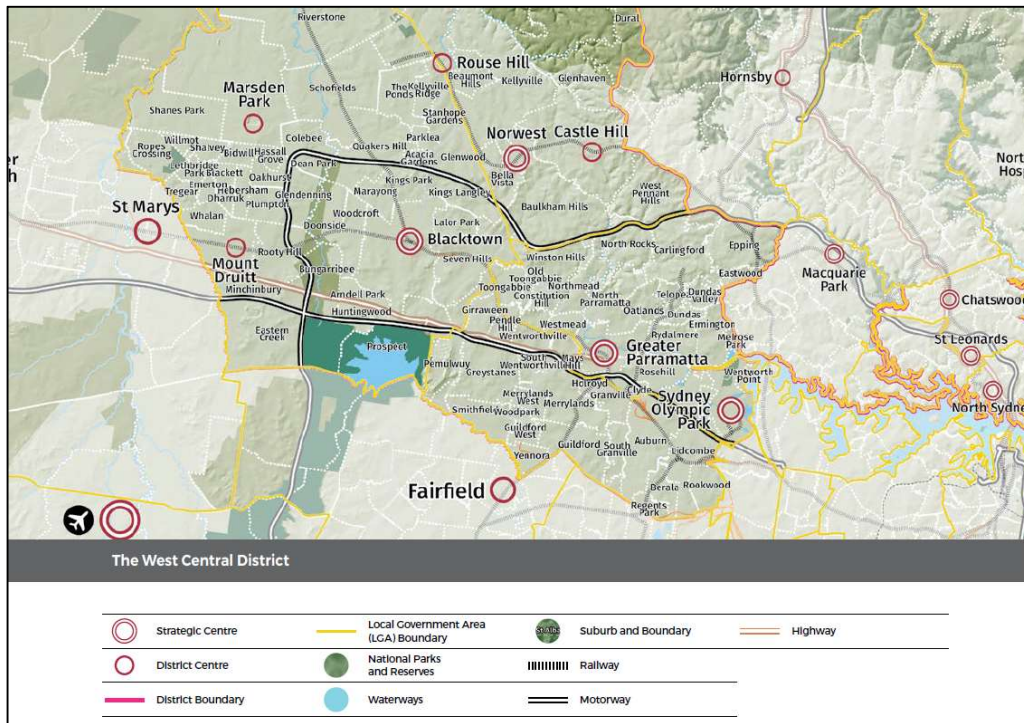
According to the current strategic planning for Sydney, the subject locality forms part of the Greater Parramatta and Olympic Peninsula Priority Growth Area, the Global Economic Corridor and an urban renewal corridor under the PRCUTS (Granville Precinct).

The planning proposal is consistent with the expected urban outcomes for Sydney and supports the outcomes and goals for growing Sydney through urban renewal and maximising redevelopment opportunity at strategic locations that are well serviced by transport and other infrastructure.

### **Draft West Central District Plan**

The Greater Sydney Commission released the draft District Plans for public comment on 21 November 2016 to manage Sydney's growth over the next 20 years. The goal of the Plans is to "have well-coordinated, integrated and effective planning for land use, transport and infrastructure". The District Plans provide the means by which the Greater Sydney Region Plan, A Plan for Growing Sydney can be put into action at the local level.

The subject site is located within the West Central District which will “play a pivotal role in Greater Sydney’s future as an economic and employment powerhouse, a core hub for transport and services and the home of vibrant and diverse centres and communities. It will be at the core of Greater Sydney’s ‘Central City’”.



**Figure 15 - West Central District (Extract from draft West Central District Plan)**

While the District Plan is in draft format, it does seek to unlock the potential for employment growth and urban renewal, including planning for greater housing supply in appropriate locations. The West Central subregion is projected to grow by more than 550,000 people over the next 20 years.

The Greater Sydney Commission proposes a number of approaches to assist Council’s with the delivery and supply of housing in well-planned locations served by sufficient local and regional infrastructure. The minimum 20-year housing target for the West Central District is 202,500 and the five-year supply target for the Parramatta local government area is 21,650, greater than any other supply target for local government areas within the West Central District.

The proposal will therefore facilitate additional housing and take advantage of the opportunities presented by the site’s strategic location, close to train stations, job opportunities and the Greater Parramatta and Olympic Peninsula.

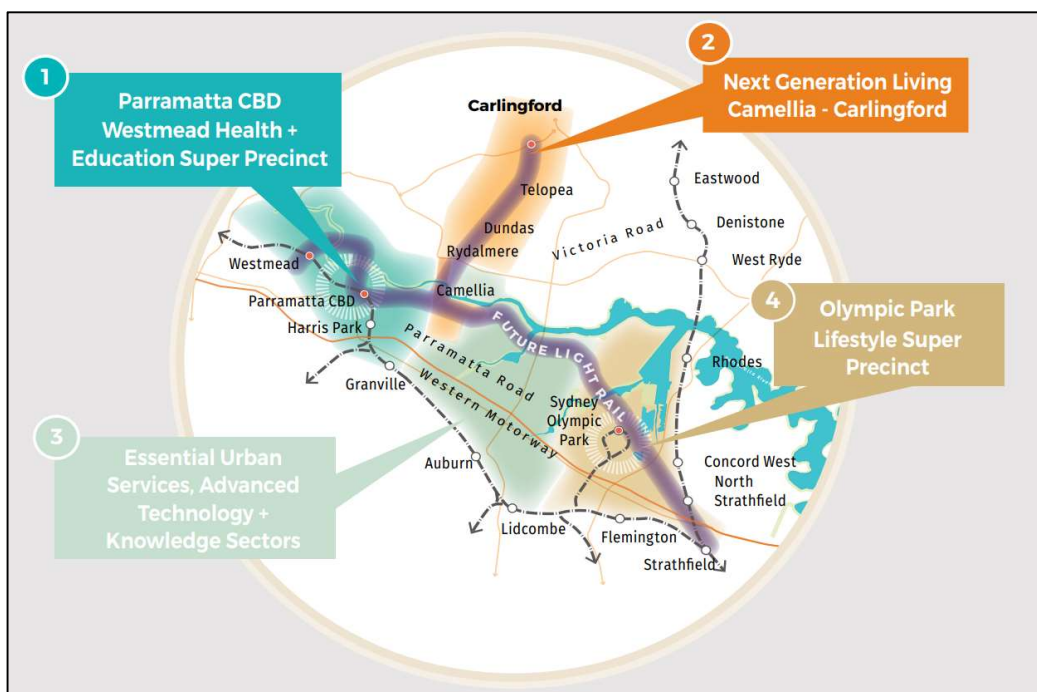


## Greater Parramatta and Olympic Peninsula

The Greater Parramatta and Olympic Peninsula (GPOP) is a Priority Growth Area within the West Central District covering 4,000 hectares spanning 13km east-west from Strathfield to Westmead, and 7km north-south from Carlingford to Lidcombe and Granville.

The vision for the GPOP is for the area to become the “unifying heart at the centre of Greater Sydney”. In doing so, it will be:

- A central city close to Sydney’s heart
- A link forging one Greater Sydney
- A jobs hub within reach of skilled workers
- An attractive place to invest
- A place of celebrated natural beauty



**Figure 16 - Greater Parramatta and Olympic Peninsula**

The subject site, being in Granville, falls with the “Parramatta CBD Westmead Health and Education Super Precinct”. Significant housing supply on the subject site will therefore benefit from its proximity to Parramatta CBD and the Westmead Health and Education Super Precinct, but also its connectivity to other opportunities associated with the revitalisation and growth opportunities in the other Precincts, including jobs in the “Essential Urban Services, Advanced Technology Sectors Precinct” and the recreational and leisure/entertainment opportunities associated with the “Olympic Park Lifestyle Super Precinct”.

The site is very well located from a Strategic perspective, within a high growth area within a region that will be a significant focus for infrastructure investment and intensive growth over the next 20 years. The proposal supports the objectives of the strategic planning framework to provide jobs and services closer to home through a network of centres. This will improve liveability and contribute to strong, resilient communities throughout the region.

Therefore, the proposed development facilitated by this Planning Proposal will contribute to the Greater Sydney Region Plan, A Plan for Growing Sydney and the draft West Central District Plan dwelling targets and provide necessary housing in close proximity to the employment opportunities of the City Centre

### **Parramatta Road Corridor Urban Transformation Strategy**

The draft Parramatta Road Urban Transformation Strategy was launched by the Minister for Planning on 17 September 2015. Between October and December 2015, UrbanGrowth NSW consulted with the community and sought feedback on the draft strategy. The Parramatta Road Corridor Urban Transformation Strategy was finalised by the Minister and released on 9 November 2016. The Strategy is supported by a suite of documents including Planning and Design Guidelines; an Urban Amenity Improvement Plan and an Implementation Plan.

The Parramatta Road corridor stretches 20km from Camperdown in the east to Holroyd in the west. The Strategy includes the land generally fronting the length of Parramatta Road, and eight precincts along the corridor, including Granville, Auburn, Homebush, Burwood, Kings Bay (part of Five Dock), Taverners Hill, Leichhardt and Camperdown.

The strategy is to be delivered over the next 30 years and will facilitate a high quality multi-use corridor with improved transport choices, better amenity and balanced growth of housing and jobs. The full urban transformation of the corridor will deliver in the vicinity of 27,000 additional dwellings, 56,000 new residents and 50,000 new jobs.





**Figure 17 - Parramatta Road Corridor**

The vision for the Corridor is supported by guiding principles for housing, employment, transport, community places, open space, sustainability and delivery. The principles articulate the overarching philosophy behind the transformation of the Corridor and are supported by a suite of strategic actions, including:

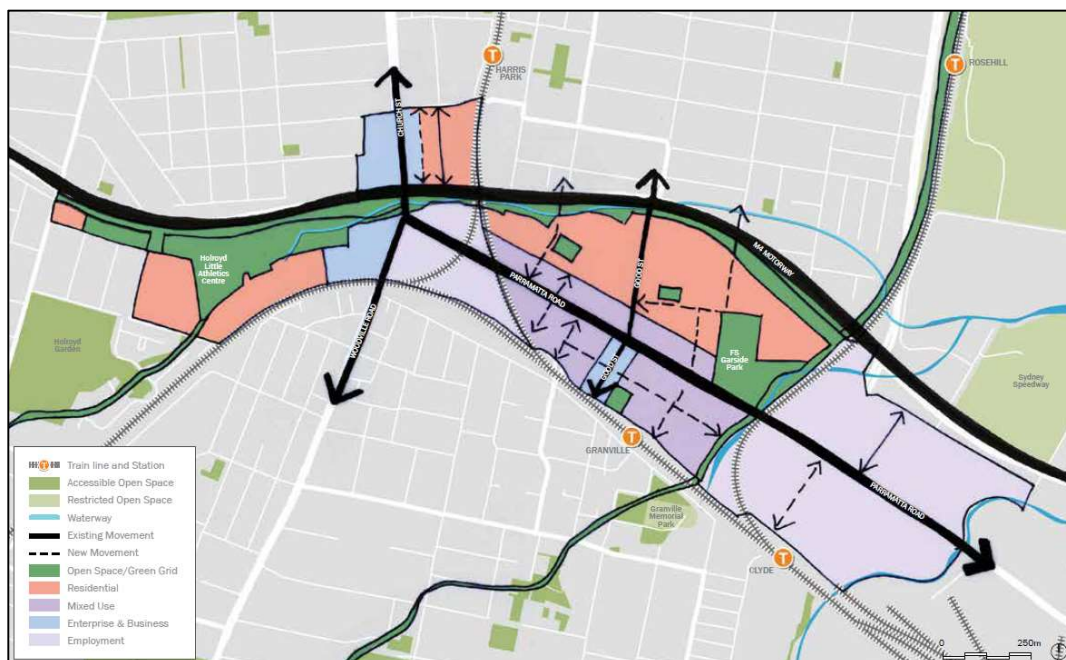
1. To plan for a diversity of housing types to accommodate a wide range of community needs, including affordable housing, family housing, student housing and seniors housing.
2. Plan for and position the Corridor to attract new businesses and to support existing businesses to create a diversity of jobs and promote jobs closer to homes.
3. Reshape and better connect places and associated movement networks to better serve customers and encourage sustainable travel.
4. Promote quality places and built form outcomes to transform the Corridor over time.
5. Embellish existing open spaces and provide new active and passive open spaces to support the recreational needs of the community and to encourage healthy and active lifestyles.
6. Create liveable local Precincts along the Corridor that are sustainable, resilient and which make Sydney a better place.
7. Deliver, drive and facilitate action.

## The Granville Precinct

Change and growth along the Corridor is focused in eight Precincts which have been chosen for their ability to support growth, and their access to public transport, services, and jobs. The subject site is located in the Granville Precinct. The Granville Precinct is located approximately 1.5 kilometres south east of the Parramatta CBD and immediately north of the existing highly active Granville town centre and Granville rail station. It spans both sides of Parramatta Road to the north and south, and is bounded to the north by Boundary Street and the M4 Motorway, and the Western Rail Line to the south.

Under the Strategy Granville will become a vibrant, mixed-use town centre celebrating the diversity of the Precinct's population with a high quality public domain, open space networks and transport links, and with close connections to Sydney's dual CBD.

Good Street will be reinforced as the Precinct's main street, extending from the existing town centre of Granville on the southern side of the railway lines. Taller buildings will be setback along Parramatta Road to provide wider footpaths and room for trees to be planted.



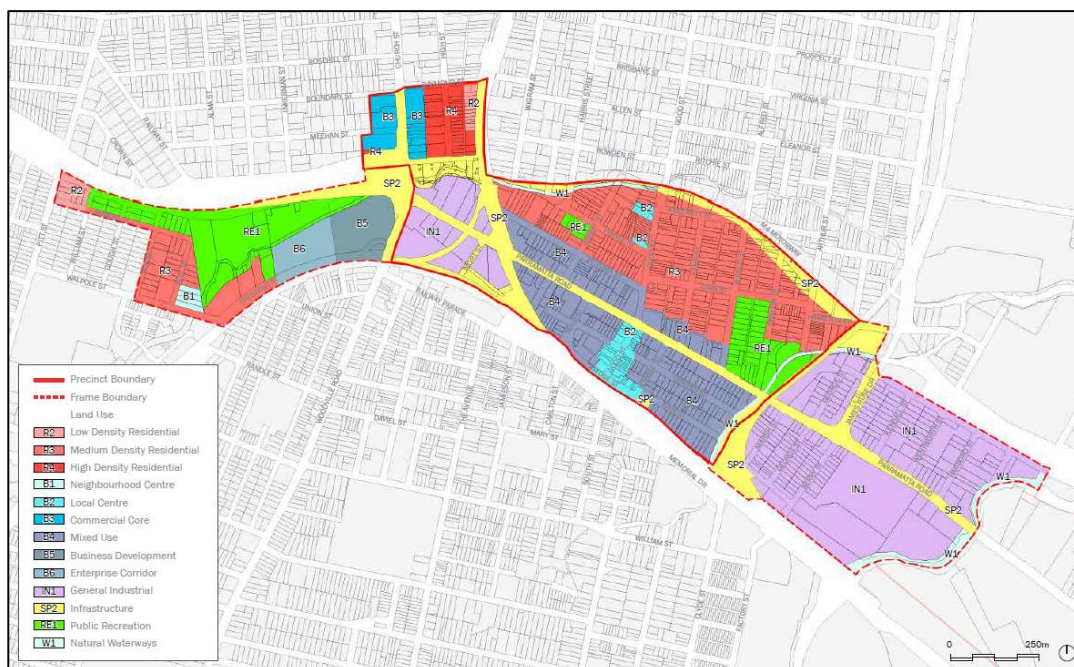
**Figure 18 - Granville Precinct Structure Plan**

The Strategy provides for the following in the Granville Precinct by 2050:

- 10,700 new people
- 5,390 new homes
- 7,190 new jobs

The Strategy recommends the site for future mixed use (i.e. B4 Mixed Use zone). This includes land that fronts Parramatta Road in order to encourage ground level commercial and retail uses with residential above. The land to the north of the site along Victoria Street is identified for residential land use in the form of the R3 Medium Density Residential zone. The block to the north also includes a piece of public open space (Approximately 3,000 sq.m) in recognition of the scarcity of open space in the Precinct.

Further, the Strategy provides for a 'green' edge setback of at least 6 metres to minimise conflict with Parramatta Road and maximise public domain enhancement opportunities. The Green Edge is for areas where development is setback from the street to create a new green edge to Parramatta Road through a borrowed landscape created on private sites.

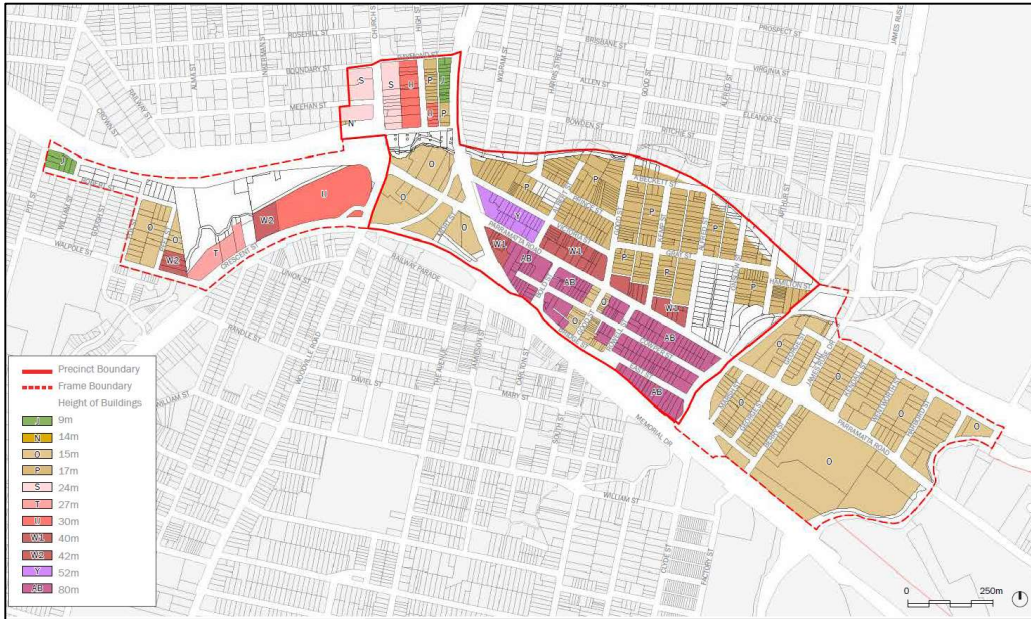


**Figure 19 - Granville Precinct Recommended Land Use Zones**

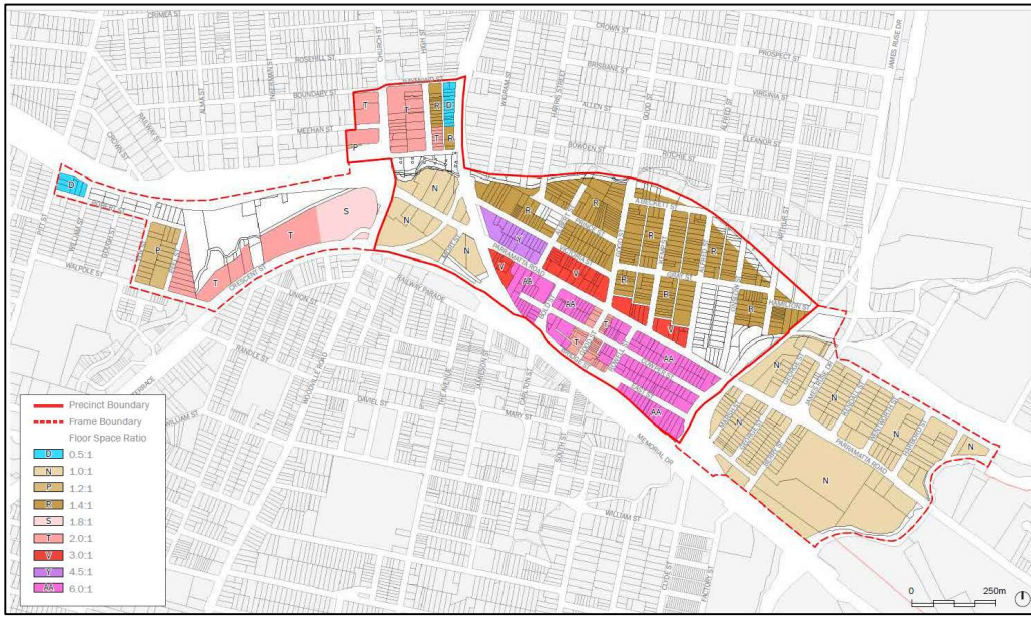
The frontage to Parramatta Road is also identified as having a “commercial frontage” noting the recommended mixed use zone and retail and commercial ground floor uses proposed to activate the street.



The recommended maximum building height under the Strategy is 52 metres and the preferred floor space ratio is 4.5:1. The recommended and preferred development controls under the Strategy are illustrated below.



**Figure 20 - Granville Recommended Building Height**



**Figure 21 - Granville Precinct Preferred Densities**

## Section 117 Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy

The Strategy has been adopted by the NSW Government and is supported by a Section 117 Ministerial Direction to give the Strategy statutory force.

The Section 117 Direction is addressed in detail at **Appendix C**.

### WestConnex

WestConnex is a \$14.9 billion urban infrastructure investment project based on the construction of a tunnel below the existing Parramatta Road.

WestConnex is proposed to be delivered in three clear stages.

- Stage 1: M4 x 4 lanes east/west, from Parramatta to Homebush – expected delivery by early 2017
- Stage 2: works around M5 East Airport link – by 2019
- Stage 3: 3-lane east/west tunnel between Stages 1 & 2, along Parramatta Road and heading south at Camperdown – by 2023

As a result of the proposed Stage 3 tunnel, WestConnex anticipates that land adjoining Parramatta Road could provide an environment conducive to mixed use, medium and high density purposes.

Given the scale and land use mix envisaged by this Planning Proposal, it is clearly consistent with the outcomes sought by the WestConnex project.



**Figure 22 - WestConnex concept plan**

### NSW Long Term Transport Masterplan (LTTMP)

The LTTMP recognises that the Sydney metropolitan area is constrained due to congestion in its main forms of transport modes. Whilst it recognises that road transport is likely to continue as the main transport mode, it adopts measures which seek to encourage further public transport usage, e.g. it seeks to expand bus routes between regional centres, improve efficiencies within the passenger rail timetable, continue with development of the North West and South West Rail Links, assist with the planning phase of the Moorebank Intermodal, and encourage land use planning which encourages public transport usage.

In relation to transport options for the subject site and its immediate surrounds, the LTTMP includes the previously discussed WestConnex, improved public bus frequency and improved efficiencies for the Western Rail Line time table.

The planning proposal is consistent with the LTTMP in that it will offer increased residential density within walking distance to two (2) train stations, being Harris Park and Granville stations. The subject site is less than a 10 minute walk to each station.

## Is the planning proposal consistent with a council's local strategy or other local strategic plan?

### Parramatta 2038 Community Strategic Plan

Parramatta 2038 was released by Parramatta City Council in June 2013. It seeks to guide the LGAs social, environmental and economic outcomes for a 25 year time frame. The plan was prepared taking into account community feedback as well input from various external consultants.

The overarching theme in the strategy is the demands placed on the LGA given its centralised position in the Sydney metropolitan area. Some key themes have been extracted below. Historically, this centralised geographical location has meant the LGA is a location for major employment and housing opportunities. The strategy recognises that this demand will only increase during the plan's 25 year time frame.

In relation to **Granville**, the strategy anticipates major urban renewal improvements in transportation and public open space will eventuate. In this regard, the strategy refers directly to WestConnex, improved passenger rail services and the possibility of a future light rail system.

Relevant extracts from the EDS are provided below:

*Residential areas along the Parramatta river will probably see higher density housing. New apartment buildings will take advantage of the views along the river. If Parramatta's growth is supported by more jobs and an efficient light rail network, places like Granville, Guildford, north Parramatta and Northmead will be better connected to education, entertainment and work opportunities.*

*In Granville, quality transport links and attractive public spaces would boost land values, increasing the potential for better quality houses and apartments, streets and parks as the suburb is renewed. North Parramatta and Harris Park could be home to even higher quality residential areas, with a range of excellent quality heritage houses and other housing choices within walking distance of Parramatta CBD (page 9).*

*Public transport improvements are needed to increase usage and promote Parramatta as a sustainable, efficient, and accessible city (page 16).*

This Planning Proposal is consistent with the community strategic plan given the land uses and scale of built form it envisages for Granville. Further, the proposal would boost the supply and diversity of housing stock in close proximity to public transport options, as well as improve the public domain.



## Parramatta Economic Development Strategy 2011- 2016

The Parramatta EDS was released in November 2011. As with the Parramatta 2038 Community Strategic Plan, it acknowledges there will be substantial demand and opportunities for economic activity within the LGA. A primary objective of the plan is to capitalise on such demand. It further recognises that significant disadvantage could eventuate within the LGA if such demand is not effectively managed.

The Parramatta EDS provides that Granville is potentially an ideal labour source for businesses in the Parramatta CBD. This is based on its proximity to the CBD as well as its cultural diversity and subsequent diverse knowledge base. It suggests land use planning which encourages this outcome should be implemented. Conversely, the EDS also recognise that Granville could experience significant unemployment if emerging growth opportunities are not effectively managed.

The Planning Proposal seeks to increase housing opportunities in close proximity to the major employment nodes of the Parramatta CBD and Auto Alley. The proposal will provide a workforce in close proximity to such nodes, with subsequent potential for increased economic productivity, and a decrease in travel to work distances.

Several key themes from the EDS have been extracted below:

*Harris Park and Granville will continue to grow as vibrant inner-city cultural neighbourhoods heavily influenced by their ethnic concentrations and known by Sydney-siders for their good food and local customs. Both will densify, Granville in particular (p.10).*

*Culturally and linguistically diverse people are a key group. Some encounter language or cultural barriers, others have skills that aren't recognised in Australia. Women – particularly those wanting to return to work but prevented from doing so by the high-cost and scarcity of childcare facilities located near work - are another core group. Youth aged 15–24 are an issue in southern parts of the LGA (Granville, Guildford) (p.34).*

*Parramatta's unemployment rate is in line with the Sydney and state average, however it masks pockets of unemployment, and low participation rates in some areas of the LGA. Unemployment is an issue in Granville, Guildford and areas of Telopea, Toongabbie and Ermington (p.35).*

**Residential** - *The economy needs its neighbourhoods to support vibrant high functioning communities, as this is where the city's future workforce will live. They will house high numbers of young workers, key workers, first home buyers, executives and students who will demand vibrant, interesting suburbs tailoring to the needs of the multi-cultural groups that will concentrate in the area. Western Sydney residents will patronise the night time and weekend economy of the CBD which will grow as populations and demographics change (p.39).*

### Is the planning proposal consistent with applicable State Environmental Planning Policies?

An assessment of the planning proposal against applicable State Environmental Planning Policies (SEPPs) is provided in the Table below.

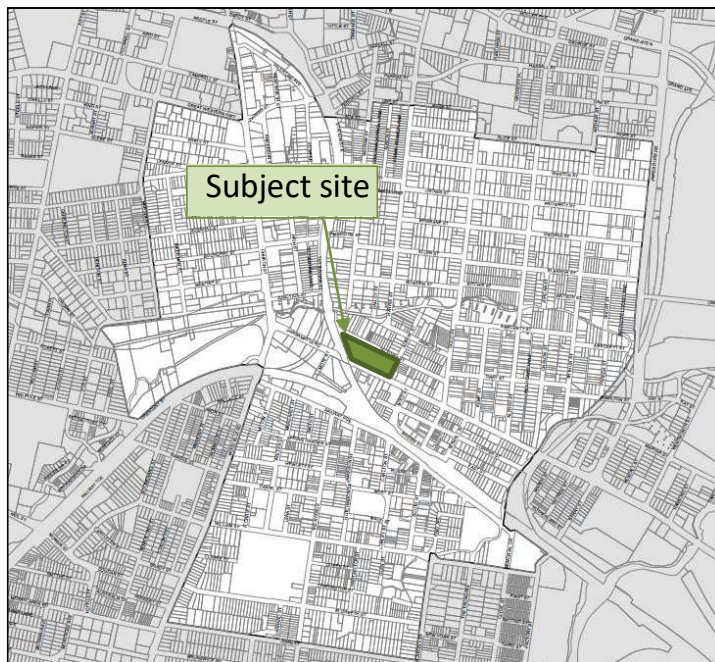
State Environmental Planning Policies (SEPPs)	Consistent		N/A	Comment
	Yes	No		
SEPP No 1 Development Standards			X	This SEPP is not applicable to the subject land under Clause 1.9 of the Parramatta LEP 2011.
SEPP No 55 Remediation of Land	X			See below.
SEPP 64 – Advertising and Signage			X	Not relevant to proposed amendment. May be relevant to future DAs.
SEPP No 65 Design Quality of Residential Flat Development	X			Detailed compliance with SEPP 65 will be demonstrated at the time of making a development application for the site facilitated by this planning proposal. Detailed testing of SEPP 65 and the Apartment Design Guidelines will need to be carried out for any future development scenario subject to the final lot configuration pattern across the block.
SEPP No.70 Affordable Housing (Revised Schemes)			X	Not relevant to proposed amendment.
SEPP (Affordable Rental Housing) 2009			X	Not relevant to proposed amendment.
SEPP (BASIX) 2004	X			Detailed compliance with SEPP (BASIX) will be demonstrated at the time of making a development application for the site facilitated by this planning proposal.
SEPP (Exempt and Complying Development Codes) 2008	X			May apply to future development of the site.
SEPP (Infrastructure) 2007	X			May apply to future development of the site.
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005			X	The proposed Development is not located directly on the Sydney Harbour Catchment foreshore. Any potential impacts as a result of development on the site, such as stormwater runoff, will be considered and addressed appropriately at DA stage.

SEPP (Urban Renewal) 2010	X			The Planning Proposal will stimulate renewal within the nominated precinct of Granville and will contribute to the employment and job targets for the area.
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### SEPP Urban Renewal (2010)

The Urban Renewal SEPP was introduced in 2010 to facilitate urban renewal in selected 'precincts' of Sydney, with Granville nominated as such a precinct. The primary objective of the SEPP was to implement those statutory planning measures enabling redevelopment of nominated precincts. As stated in the aims of the SEPP, it sought to enable those land use and built form outcomes nominated within respective subregion planning strategies.

The Planning Proposal is consistent with the SEPP given its land use and built form outcomes reflect those outlined by the various applicable strategies, as well as the PRCUTS and WestConnex.



**Figure 23 - Extract of Urban Renewal SEPP Spatial plan**

## SEPP No 55 – Remediation of Land

In relation to planning proposals, SEPP 55 requires that contaminated land must not form part of a planning proposal, unless the relevant planning authority has considered an investigation concluding that the contaminated land could be made suitable for the proposed land use.

The applicant engaged Environmental Investigation Services (EIS) to conduct a preliminary investigation for the purposes prescribed by SEPP 55 for the land subject to the original Planning Proposal at 171-189 Parramatta Road and 58-64 Victoria Street, Granville. In summary, the investigation identified a likelihood of contamination, but Council Officers are satisfied that the site can be made suitable for the proposed land use following the range of measures outlined in the report.

As a result of the Gateway Determination, the land at 56, 54, 52, 50, 48, 46, 44, 42, 40, and 38 Victoria Street and 167 Parramatta Road, Granville, has been included in the Planning Proposal.

Condition 2 of the Gateway Determination states:

*"Council is to ensure that the planning proposal satisfies the requirements of State Environmental Planning Policy (SEPP) 55 - Remediation of Land. Council is to prepare an initial site contamination investigation report to demonstrate that the site is suitable for rezoning to the proposed zone. This report is to be included as part of the public exhibition material".*

As the land along Victoria Street is already zoned for residential uses SEPP 55 is not applicable. 167 Parramatta Road, Granville is currently zoned B6 Enterprise Corridor which does not permit residential uses. Therefore SEPP 55 is applicable and must be considered as part of the Planning Proposal. A contamination report for this land was prepared, and Council Officers are satisfied that land can be made suitable for the intended land use following implementation of the recommendations within the report for 167 Parramatta Road.

## **SEPP No 65 – Design Quality of Residential Flat Development**

Typically the measures prescribed by SEPP 65, which seeks to improve the general design aspects of apartment projects and their relationship with adjoining lands, are considered at the Development Application (DA) stage of a project. As part of its urban design analysis, Aleksandar Design Group has considered the SEPP's key concepts of internal solar access for the proposed apartments, solar access to public space, the provision of suitable recreational space, as well integration with existing or expected built form character and the public domain impact of the proposal.

In essence, Aleksandar Design Group has found that the proposal:

- Capitalises on a large, well connected parcel of land;
- Represents an opportunity to renew the Granville Precinct;
- Supports the Parramatta CBD and Auto Alley; and
- Represents an opportunity to implement major renewal of those public facilities in the locality which are used on a daily basis (i.e. footpaths, street furniture, etc.).

The Massing Studies at Appendix A and Appendix B for both scenarios includes an assessment of compliance against the key design criteria of the Apartment Design Guidelines.

### **Is the planning proposal consistent with applicable Ministerial Directions (i.e. s.117 directions)?**

Section 117 Ministerial Directions relevant to this Planning Proposal are listed below. The proposal's consistency with each is subsequently discussed.

#### ***Direction 1.1 – Business and Industrial Zones***

*The objectives of this direction are to:*

- *encourage employment growth in suitable locations,*
- *protect employment land in business and industrial zones, and*
- *support the viability of identified strategic centres.*

This planning proposal seeks to rezone the subject site from part B6 Enterprise Corridor and part R3 Medium Density Residential to B4 Mixed Use. Although the B6 Enterprise Corridor zone permits strictly business-related land uses, the proposed B4 Mixed Use zone, as provided by the PLEP 2011, would continue to permit a comprehensive range of business and employment generating land uses on the subject site. For example, 'commercial premises', 'business premises', 'retail premises', 'office premises', 'vehicle repair station' as well as 'shop top housing' are permissible within the B4 Mixed Use zone.

Further, the building envelopes included in the two Massing Studies attached prepared by Aleksandar Design Group include commercial floor space generally throughout the ground floor and first floor of the main buildings. Under Scenario 1 (6:1 scenario) the total commercial floorspace equates to 4,190sq.m, while under Scenario 2 (4.5:1 scenario) the commercial floorspace is greater at 10,821sq.m, due to extra ground floorspace across more buildings.

Given the subject site currently permits various commercial land uses, it can be assumed the planning proposal's provisions for commercial floor space are part of a 'suitable location'. Specifically, however, the commercial floor space aspect of the proposal is suitable given the site's proximity to several railway stations and accessibility from a main road which is expected to form a mixed use corridor.

In light of the above, the objectives of direction 1.1 are satisfied by the proposal.

#### ***Direction 2.3 – Heritage Conservation***

*The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.*

The planning proposal will not provide a detrimental impact on the surrounding heritage items and will not impact on their future conservation.

#### ***Direction 3.1 – Residential Zones***

*The objectives of this direction are:*

- *to encourage a variety and choice of housing types to provide for existing and future housing needs,*
- *to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and*
- *to minimise the impact of residential development on the environment and resource lands.*

The planning proposal will improve the efficiency of a substantial portion of land, allowing this land to be utilised for its optimum potential. The proposal will introduce high density residential development to the Granville town centre precinct, providing well located housing opportunities and supporting the renewal of an underutilised road corridor.

Concept designs have been prepared to illustrate the development potential of the block under both development control scenarios. This demonstrates that a variety of housing forms, with suitable amenity, could be achieved as part of the overall development. For example, a combination of 1 and 2 bedroom apartments are included in the preliminary designs. The preliminary footprint and building envelope layouts have been designed taking into account the objectives of SEPP 65. Under Scenario 1 (6:1

scenario) the total residential floorspace equates to 81,037sq.m or 957 apartments, while under Scenario 2 (4.5:1 scenario) the total residential floorspace equates to 53,349sq.m or 618 apartments.

As indicated earlier, the subject site is ideally located in close proximity to public transport (e.g. Granville and Harris Park railway stations), employment opportunities (e.g. the Parramatta CBD, Auto Alley and Granville Precinct) as well as recreational opportunities.

#### ***Direction 3.4 – Integrating Land Use and Transport***

*The objective of this direction is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning objectives:*

- a) improving access to housing, jobs and services by walking, cycling and public transport, and*
- b) increasing the choice of available transport and reducing dependence on cars, and*
- c) reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and*
- d) supporting the efficient and viable operation of public transport services, and*
- e) providing for the efficient movement of freight.*

The subject site is conveniently located near public railway transport as well as several town centres, including the Parramatta CBD. Further, there are various public recreational opportunities in close proximity to the site. The proposal would therefore improve access between employment opportunities and housing by means of passive (walking) or public transport.

The primary objective of both policies stated in this direction is to ensure land use planning does not render private vehicle transport as the only or most obvious means of transport for occupants of new developments. It seeks to ensure for example, suitable private as well as public transport options are available. Their aspirational preference is to achieve land use planning which encourages public transport usage over private vehicle transport.

This Planning Proposal is consistent with the stated policies given it will locate new housing in close proximity to rail way public transport (i.e. Harris Park and Granville railway stations).

#### ***Direction 4.1 – Acid Sulfate Soils***

*The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils.*



The Parramatta LEP 2011 Acid Sulfate Soils map indicates a low (i.e. 'class 4') level of acid sulfate soil (ASS) affectation across the subject site. Further, the Stage 1 Environmental Site Assessment undertaken by EIS provides that "the site is located in an area classed as 'disturbed terrain' or having 'low risk'" with respect to ASS. The Geotechnical Investigation by JKA and the flooding considerations by Hyder Consulting do not raise soil characteristics or flooding potential as a fundamental constraint to the proposed development. In light of this, the Planning Proposal satisfies the directions of S117 Direction 4.1 Acid Sulfate Soils.

Overall, the Planning Proposal is supportable in a strategic planning sense given that:

- Opportunities for affordable housing will be increased.
- It will encourage a reduction in travel distances between housing and employment nodes.
- Travel to places of employment via public transport will be encouraged.
- Productivity in major employment nodes (e.g. Parramatta CBD and Auto Alley) could be increased.
- The proposal's built form outcomes are consistent with the anticipated character of the draft Parramatta Road Urban Transformation Strategy.
- The proposal will achieve and encourage further urban renewal.

#### ***Direction 4.3 – Flood Prone Land***

*The objectives of this direction are:*

- (a) *to ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005, and*
- (b) *to ensure that the provisions of an LEP on flood prone land is commensurate with flood hazard and includes consideration of the potential flood impacts both on and off the subject land.*

The site is above the 1:100 year flood level.

Any potential impacts as a result of development on the site, such as stormwater runoff, will be considered and addressed appropriately at DA stage. This will also include any design detail required to ensure compliance with Council's water management controls within the Parramatta DCP 2011.

#### ***Direction 6.1 – Approval and Referral Requirements***

*The objective of this direction is to ensure that LEP provisions encourage the efficient and appropriate assessment of development.*

The planning proposal does not introduce any provisions that require any additional concurrence, consultation or referral

### ***Direction 6.3 – Site Specific Provisions***

*The objective of this direction is to discourage unnecessarily restrictive site specific planning controls.*

The Planning Proposal seeks to introduce a site specific clause to apply requirements for design excellence to the subject site.

The Planning Proposal also seeks to introduce a satisfactory arrangements provision for contributions to designated State public infrastructure as identified under the PRCUTS.

These provisions are discussed further under Section 2.2 Other Amendments of Part 2 Explanation of Provisions of this planning proposal.

### ***Direction 7.1 – Implementation of A Plan for Growing Sydney***

*The objective of this direction is to give legal effect to the planning principles; directions; and priorities for subregions, strategic centres and transport gateways contained in A Plan for Growing Sydney.*

The planning proposal is consistent with A Plan for Growing Sydney. This is discussed further under Section 3.2 *Relationship to Strategic Planning Framework* of this planning proposal.

### ***Direction 7.3 – Parramatta Road Corridor Urban Transformation Strategy***

*The objectives of this Direction are to:*

- (a) facilitate development within the Parramatta Road Corridor that is consistent with the Parramatta Road Corridor Urban Transformation Strategy (November, 2016) and the Parramatta Road Corridor Implementation Tool Kit,*
- (b) provide a diversity of jobs and housing to meet the needs of a broad cross-section of the community, and*
- (c) guide the incremental transformation of the Parramatta Road Corridor in line with the delivery of necessary infrastructure.*

The planning proposal presents two scenarios. Scenario 1, being a maximum height of 82 metres (25 storeys) and a FSR of 6:1, is as proposed under the draft PRCUTS but is different to the final principal development controls recommended by the final PRCUTS. A proposal can be inconsistent with the terms of this S117 Direction where the proposal can demonstrate a better planning outcome to the satisfaction of the Secretary of the Department of Planning and Environment.

Scenario 2 is the same as the principal development controls of the final PRCUTS, being a maximum height of 52 metres (18 storeys) and a FSR of 4.5:1.

The proposed development controls under each scenario is discussed further under Part 2 Explanation of Provisions of this planning proposal. The better planning outcome that supports the inconsistency with the terms of this S117 Direction is discussed in detail in **Appendix C**.

### **3.3 Environmental, Social & Economic Impact**

**Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?**

The investigations informing this Planning Proposal suggest that the subject site does not contain any natural environmental features which would be adversely affected by the proposal.

**Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?**

A range of specialist investigations have been undertaken to consider environmental characteristics which may arise as part of this Planning Proposal, or may affect the outcomes of the proposed development. Those specialist investigations include:

- Massing Reports by Aleksandar Design Group
- Acoustic Assessment by Rodney Stevens Acoustics.
- Preliminary Environmental Site Assessment by Environmental Investigation Services.
- Phase 1 Contamination Assessment by Sullivan Environmental Sciences.
- Geotechnical Investigation by JK Geotechnics.
- Traffic Impact & Parking Assessment by McLaren Traffic Engineering
- Traffic Impact Assessment prepared by Ason Group
- Air Quality Assessment by Pacific Environment Limited.
- Flooding Review by Hyder Consulting.
- Assessment of employment generating opportunities by MacroPlan Dimasi.

The investigations demonstrate the site and its immediate locality do not comprise any sensitive natural elements which would be adversely affected by the proposed development. The investigations conclude that the site's geographical conditions can accommodate the proposal.

The Planning Proposal also relies on specialist air quality and acoustic advice to ensure any future dwellings provide an acceptable level of amenity. In particular, the advice considers impacts from the adjoining Parramatta Road and Western Rail Line. The importance of solar access to amenity is also considered as part of

the Urban Design Analysis undertaken by Aleksandar Design Group.

The analysis considers solar access to the proposed apartments, as well as shadow generation by the proposed built form on existing or anticipated development. Both the proposed apartments and adjoining existing/anticipated development would achieve solar access consistent with accepted standards such as State Environmental Planning Policy No. 65 - Design Quality of Residential Flat Development.

The impacts of the planning proposal in the context of its local road network are addressed in the traffic and parking assessment. In summary, the report finds that the likely impacts are consistent with industry benchmarks, subject to implementation of various measures to influence parking and traffic movement.

Specific management measures recommended to address these concerns include:

- The provision of onsite parking for residents that discourage ownership of multiple private vehicles and encourage public transport usage.
- Adopting new traffic control measures (e.g. traffic lights, pedestrian crossings etc.), to be determined during any Development Application stage.

### **Has the planning proposal adequately addressed any social and economic effects?**

Investigations to date indicate the proposal would not result in any social impacts typically accounted for during planning proposals, e.g. the site is not recognised as being significant for aboriginal or European cultural heritage.

However, the Planning Proposal may result in several broad, socially and economically oriented outcomes, all of which are expected to be positive. The obvious outcomes include the retention of the site's existing employment generating opportunities and provision of new open space and pedestrian connections, enhancing the public domain.

Further, under Scenario 1, a significant piece of public open space is proposed to be dedicated to Council providing access for new and existing residents to passive recreation opportunities.

### New or Renewed Public Facilities

Generally, the Planning Proposal includes a renewal of existing footpath infrastructure along Parramatta Road, Albert Street and Victoria Street. It also includes new site through links along the site's north south axis. Under Scenario 1 this equates to 24 metres wide and well landscaped, however, under Scenario 2 this is only 12 metres wide. The new footway will improve pedestrian permeability through the existing block formed by Parramatta Road, Victoria Street, Albert Street and the Western Rail Line. This in turn will facilitate improved accessibility and pedestrian connectivity between Granville, Harris Park, Auto Alley as well as the Parramatta CBD, improving access to local employment opportunities and public transport.

### Urban Renewal

The Granville locality has long been considered suitable for urban renewal. It is nominated within State Environmental Planning Policy (Urban Renewal) 2010 and is incorporated as part of the Parramatta Road Corridor Urban Transformation Strategy. Despite this, minimal redevelopment has occurred within the precinct.

Given the proposal's scale, and high standard of urban design/public domain outcomes, it is likely to encourage further redevelopment in the locality. These would realise the positive social and economic outcomes which have long been anticipated for the locality.

### Housing Opportunities

With the vast majority of the proposed built form allocated for housing purposes, the Planning Proposal will clearly increase opportunities for housing. Further, the proposal encourages housing close to public transport and/or major employment nodes.

### **3.4 State and Commonwealth Interests**

#### **Is there adequate public infrastructure for the planning proposal?**

It can be assumed the locality provides adequate public transport infrastructure given various NSW State Government Policies seek to increase their patronage generally, and more specifically, seek to increase transport to employment destinations by means of public transport. For further information on these topics, reference should be made to earlier discussions on the NSW State Plan 2021, the Metropolitan Plan and relevant draft District Plan, the NSW Long Term Transport Masterplan as well as Improving Transport Choice – Guidelines for planning and development.

The site is currently adequately serviced in terms of essential utilities (water, electricity, sewer etc.). As is typically the case in redevelopment scenarios, it is assumed that these services can be augmented, if required, to adequately service the proposed development.

As mentioned earlier, the Planning Proposal includes the dedication of new public open space to Parramatta City Council, upgrading of existing footpaths, as well as implementing new public walkways to improve connectivity. Such public benefits can be facilitated through a number of measures, such as a VPA with Council or site specific Clauses within the LEP. In addition to the proposed open space measures, the immediate locality offers existing measures, such as extensive bicycle/walking tracks. More broadly, there are a range of public and private recreational facilities such as active and passive recreation parks, swimming pools as well as the Rosehill Race Course. This Planning Proposal provides that such measures are sufficient in catering for the locality's existing and or future demand.

This aside, as provided in the DPE's guidelines for preparing planning proposals, consideration of public infrastructure will be considered when the relevant authorities are consulted during the course of this Planning Proposal's assessment.

#### **What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?**

The Department of Planning and Environment, as delegate of the Greater Sydney Commission issued a Gateway determination on the Planning Proposal on 15 June 2016.



As required by Section 56(2)(d) of the EP&A Act 1979, the Gateway determination specified its requirements for the consultation with public authorities as follows:

6. Consultation is required with the following public authorities under Section 56(2)(d) of the Act, as follows:
  - Office of Environment and Heritage – Heritage Division
  - Department of Education and Communities
  - Department of Health
  - Transport for NSW – Roads and Maritime Services
  - Transport for NSW – Sydney Trains
  - Sydney Water
  - Integral Energy

Each public authority is to be provided with a copy of the planning proposal and any relevant supporting material, and given at least 21 days to comment on the proposal.

The views of State and Commonwealth public authorities will be sought in accordance with the requirements of the Gateway.

The Gateway determination also required consultation with UrbanGrowth NSW prior to the commencement of public exhibition. The response from UrbanGrowth NSW recommended that Council amend the Planning Proposal to align with the recommended heights and densities identified in the Strategy. However, UrbanGrowth NSW also advised that if Council formed the view that an increase in height and density could be supported then the potential for additional infrastructure that may be required to support the proposal should be considered, and the visual, shadowing and other impacts should be appropriately justified.

Subsequently, on 10 July 2017 Council considered a report on the Planning Proposal and response to the Section 117 Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy. At this meeting Council resolved that a Planning Proposal be endorsed for the purposes of public exhibition that presented the two options discussed and presented by the Planning Proposal.

#### **Addendum**

**The consultation undertaken with State agencies for this Planning Proposal is discussed in further detail in the Local Planning Panel report of 16 October 2018 and its relevant attachments, which is included in the post-exhibition package of information forwarded back to the Department of Planning and Environment.**

## Part 4: Mapping

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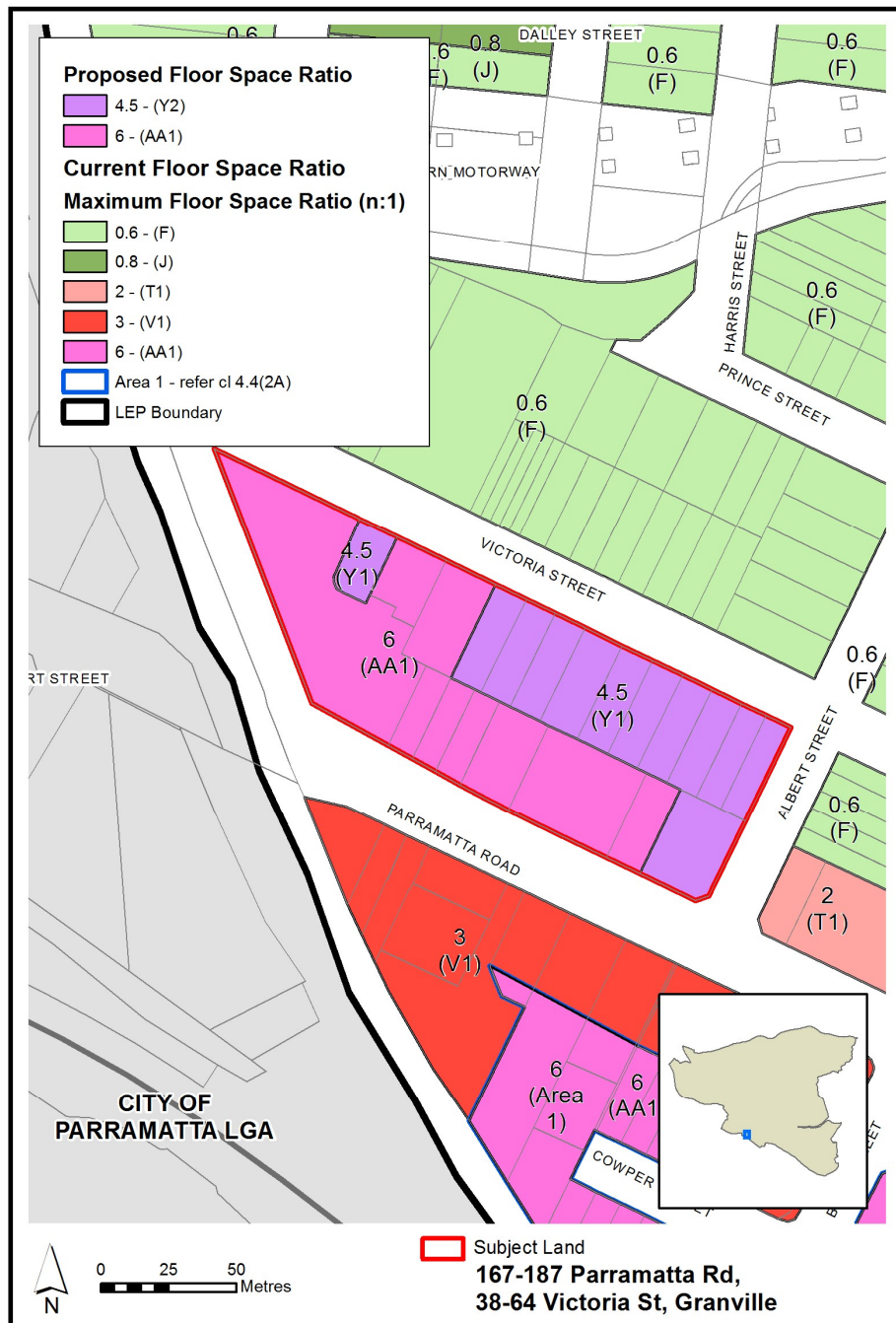
Maps illustrating the current Parramatta LEP 2011 land zoning, maximum building height of buildings and floor space ratio controls are located within Part 2 Explanation of Provisions.

The proposed amendments to the maps under the Parramatta LEP 2011 **as supported by Council's resolution of 29 October 2018** are included below ~~for both scenarios.~~

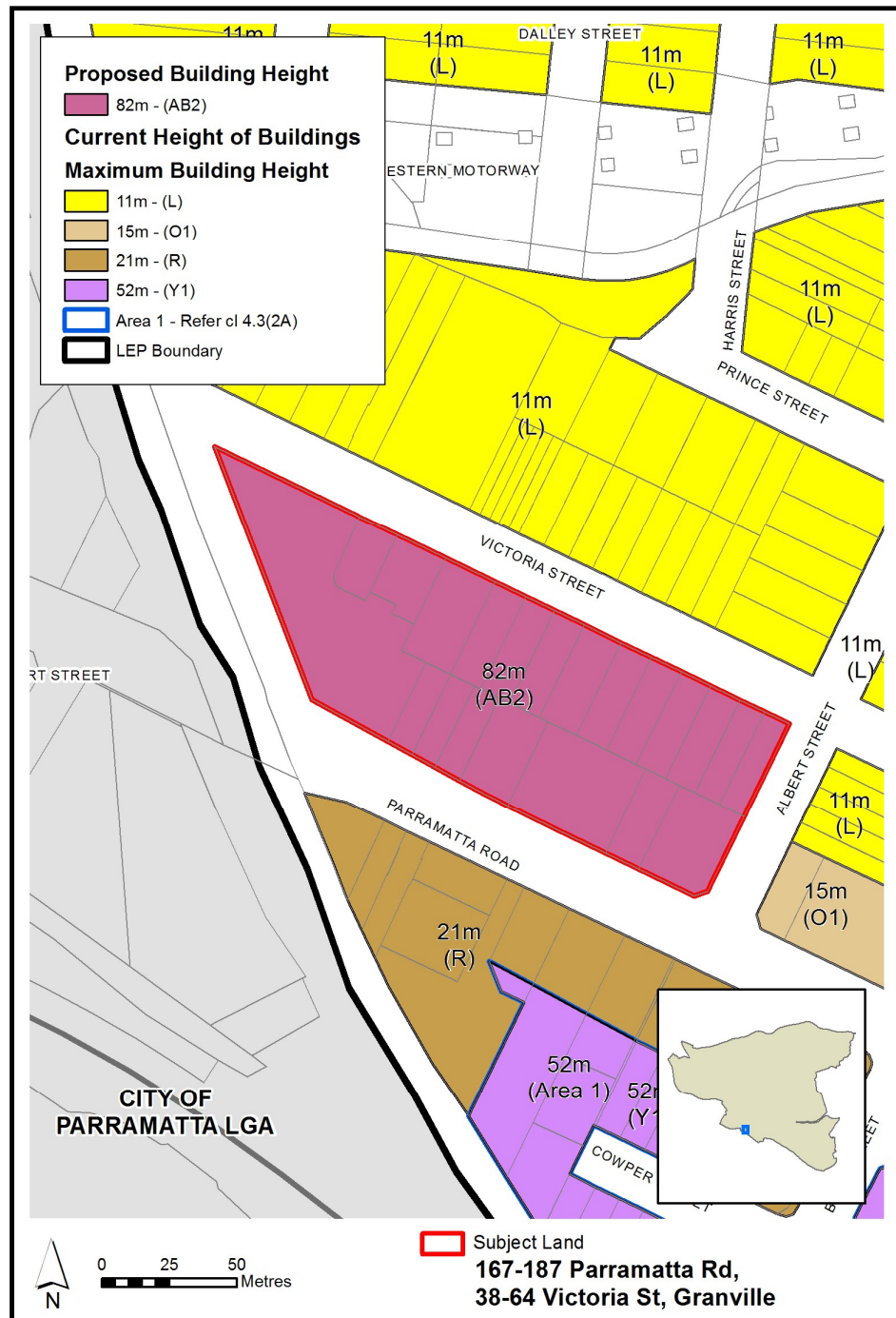
### Land Use Zone – B4 Mixed Use



## Floor Space Ratio – Part 6:1 and Part 4.5:1



## Height of Buildings – 82m



### **Design Excellence and Satisfactory Arrangements**

**As noted previously in the Explanation of Provisions section of this Planning Proposal document, the LEP amendments pertaining to Design Excellence and Satisfactory Arrangements may also have mapping implications.**

**It is noted that the most likely outcome for the Design Excellence matter will be an amendment to PLEP 2011's Design Excellence map / Clause 6.13 ("Design Excellence – generally").**

**The final structure of any clauses and/or map amendments as a result of these two matters will be determined in conjunction with Parliamentary Counsel as part of the plan-making process.**

#### **Note:**

**The original Planning Proposal document included proposed maps showing the proposed heights and FSRs under the two exhibited options.**

**To avoid any confusion with the amendments supported by Council outlined above, the original maps illustrating the two exhibited options have been deleted from this section. For reference, they can be viewed in the exhibited version of the Planning Proposal, which is included in the post-exhibition package of information forwarded back to the Department of Planning and Environment.**

## Part 5: Community Consultation

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The Department of Planning and Environment, as delegate of the Greater Sydney Commission issued a Gateway determination on the Planning Proposal on 15 June 2016.

As required by Section 56(2) of the EP&A Act 1979, the Gateway determination specified conditions related to the requirements for community consultation. Condition 5 requires:

- a) The planning proposal must be made publicly available for a minimum of 28 days; and*
- b) Council must comply with the notice requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with the planning proposals as identified in Section 5.5.2 of A Guide to Preparing LEPs (Department of Planning and Environment 2013).*

The Planning Proposal will be made publicly available in accordance with the requirements of the Gateway.

### **Addendum**

**The community consultation undertaken for this Planning Proposal is discussed in further detail in the 29 October 2018 Council Report and its attachments, which are included in the post-exhibition package of information forwarded back to the Department of Planning and Environment.**



## Part 6: Timeframe and Conclusion

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This Planning Proposal relates to land bound by Parramatta Road, Victoria Street, Albert Street and the Western Railway Line in Granville. It seeks to amend the site's current B6 Enterprise Corridor zone to B4 Mixed Use. Further, the Planning Proposal presents two planning options, one being the same as the controls recommended by the Parramatta Road Corridor Urban Transformation Strategy and the second being with the controls proposed by the proponent with a demonstrated better planning outcome. The two development scenarios proposed as follows:

### Scenario 1:

- Rezone the subject site from part R3 Medium Density Residential and Part B6 Enterprise Corridor, to B4 Mixed Use.
- Increase the maximum building height limits from 11 and 15 metres to **52** metres (18 storeys).
- Increase the maximum floor space ratio (FSR) range from 0.6:1 and 2.0:1 to **4.5:1**.

### Scenario 2:

- Rezone the subject site from part R3 Medium Density Residential and Part B6 Enterprise Corridor, to B4 Mixed Use.
- Increase the maximum building height limits from 11 and 15 metres to **82** metres (25 storeys).
- Increase the maximum floor space ratio (FSR) range from 0.6:1 and 2.0:1 to **6:1**.
- Include a park on the site with a total area of approximately 3,200sq.m for existing and future residents.

This Planning Proposal has been prepared in accordance with the Environmental Planning & Assessment Act, 1979, as well as the various guidelines issued by the NSW Department of Planning and Environment. It is accompanied by several specialist reports that consider, inter alia, the implications of the proposal from an urban design, traffic and environmental perspective. The results of these separate investigations have been used to finalise the built form and building configuration that comprises the Planning Proposal.

Further, this Planning Proposal is accompanied by a 'Statement of better planning outcome' in support of the justification for scenario 2 under the Section 117 Direction. This includes an Economic Benefits Report of the contributions proposed through the better planning outcome under the 25 storey and 6:1 FSR scenario.

This report considers the proposal in accordance with the guidelines prepared by the NSW Department of Planning & Environment. It considers the proposal against relevant NSW State Government policies, regional planning strategies, district planning strategies, the Parramatta Road Corridor Urban Transformation Strategy as well as various strategies and plans issued by Parramatta City Council.

The proposal will support economic activity within the Parramatta CBD, as well as increase housing opportunities in accessible locations. Its built form and land use outcomes are consistent with major infrastructure developments and comply with relevant development guidelines such as the Apartment Design Guidelines. The Planning Proposal also explains the difference between the two options and discusses the benefits to the community of a scheme with development controls greater than those identified in the Corridor Strategy.

The site, its location, size and ownership, represents an ideal opportunity for development. The proposed built form and land use configuration takes into account typical planning and urban design related expectations. It represents a logical planning response to the site's opportunities and constraints.

The Planning Proposal received a Gateway determination in June 2016. On 10 July 2017 Council resolved to exhibit the Planning Proposal with two scenarios as outlined in this report. It is anticipated that this Planning Proposal will now be exhibited in accordance with the conditions of the Gateway determination prior to further assessment and finalisation by Council and the Department of Planning and Environment in early 2018.

### **Addendum**

**As discussed in the added "Update" section, the Planning Proposal containing two options was exhibited from 1 November 2017 – 2 February 2018. Amendments have subsequently been made to the Planning Proposal document to reflect Council's resolution of 29 October 2018.**

**In part (d) of Council's resolution of 29 October 2018, Council resolved to send an amended Planning Proposal (i.e. this document):**

***"...to the Department of Planning and Environment for their consideration so they can begin processing the Planning Proposal"***

**It is expected that next steps and timeframe for progression of this Planning Proposal will depend on the Department of Planning and Environment's consideration of the Planning Proposal.**