



# PLANNING PROPOSAL



## Wentworthville Centre Revitalisation Project

November 2017

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# 1 INTRODUCTION

The Wentworthville Centre (**the Centre**) is one of Cumberland's largest commercial centres, located close to Westmead Health and Education Precinct and the Parramatta CBD. The Centre is approximately 9.7 hectares in size and is highly accessible via the Great Western Highway, Cumberland Highway, M4 Motorway, Wentworthville Railway Station and the Liverpool to Parramatta Transitway. Refer to Figure 1.

In 2013, the former Holroyd City Council was successful in achieving grant funding under the NSW Government's Planning Reform Fund Program to facilitate the urban renewal and economic revitalisation of the Centre and to provide the planning framework to deliver redevelopment focused in this area.

The grant provided Council the opportunity to engage specialists to undertake a number of studies in the areas of Urban Design and Built Form Modelling; Economic Feasibility; Traffic and Transport Modelling; and Place Audit.

In 2015, the findings of the abovementioned studies resulted in the formulation of the *Wentworthville Planning and Place Making Strategy (the Strategy)*. The vision was to create a progressive, colourful, vibrant and engaging local centre that is comfortable and well connected to the surrounding area and facilities. The Strategy recommended a range of urban design and new planning controls including increases to building height and floor space ratios (FSRs) and the introduction of new bonus provisions within the Centre.

To achieve the revitalisation envisaged, Council has:

- Consulted with the community to identify a shared vision for the future;
- Examined the challenges and opportunities for the Wentworthville Centre;
- Identified the opportunities and priorities for the revitalisation and renewal of the Centre; and
- Formulated the framework for delivering the desired improvements and growth.

Following community consultation, on 3rd August 2016 Council endorsed the Cumberland Independent Hearing and Assessment Panel's (IHAP) recommendations to adopt the Strategy with amendments and prepare a planning proposal. In addition, it was resolved to introduce additional development controls to assist achieve the Strategy's key outcomes. This will be implemented through a revision of Holroyd Development Control Plan 2013.

## 1.1 LAND TO WHICH THIS PLANNING PROPOSAL APPLIES

The Centre lies south of the Wentworthville Railway Station, generally bounded by The Kingsway to the north, Perry Street to the south, Lane Street to the east and the Cumberland Highway to the west. It also includes additional sites on the fringe namely 79-81 and 88 Dunmore St to the west of Cumberland Highway and Council's Library and Community Centre site at 2-14 Lane Street. Refer to Figure 1.

The Centre is characterised by single and two storey commercial shops and shoptop housing dating back to the 1960s - 1980s, interspersed by a mix of 4-6 storey buildings on Dunmore Street, Station Street and Lane Street. Its built form comprises fine-grained retail along Station Street, big-box retail on Dunmore Street and low-rise buildings on individual lots on the majority of sites.

Properties at 42-44 Dunmore Street (Wentworthville Mall : PP\_2016\_HOLRO\_005\_00) and 108 Station Street (PP\_2015\_HOLRO\_005\_00) are excluded from this Planning Proposal as both are the subject of separate planning proposals with individual Gateway Determinations. Refer Figure 1 below.



Figure 1: Location and Context of Planning Proposal

## 1.2 WENTWORTHVILLE PLANNING AND PLACE MAKING STRATEGY

The Wentworthville Planning and Place Making Strategy was publicly exhibited in 2015 with the view of working with the community to identify a shared vision for the future renewal of the Town Centre and decide a framework to implement improvements. One hundred and twenty one (121) submissions were received with over 100 people attending information sessions. Approximately 80% of submissions received supported the aims and objectives of the Strategy recognising the need to amend relevant planning controls in order to revitalise the Centre.

The key elements of the Strategy's Structure Plan were:

- A mid-rise scale (8 storeys)
- Taller buildings located in strategic locations to reinforce key entries, the core of the centre and where significant public domain improvements were to occur;
- Lower heights on Dunmore Street (north) to maintain solar access;
- Transition of building heights to surrounding lower density residential areas;
- Creation of 3 new public spaces- a linear plaza on Dunmore Street, a plaza at the eastern end of Dunmore Street linked to the library and civic hub and an open-air pedestrian link between the railway station and Dunmore Street;
- Expansion of Friend Park by relocating existing child care centre to another Council site;

- Improved traffic management through and around the Centre and the introduction of a traffic bypass;
- Revised parking rates;
- Improved circulation and pedestrian amenity;
- Additional commercial floor space through a new bonus incentive;
- Facilitating public art opportunities.

The exhibited Strategy proposed two (2) built form options for consideration based on the Urban Design and Built Form Modelling undertaken by consultants, *Architectus*. Refer to Table 1. Following the community consultation period, Council resolved on 3<sup>rd</sup> August 2016 to adopt Option 2 as the basis of the planning proposal subject to height and FSR amendments and new bonus provisions for design excellence and commercial floor space at first floor.

The adopted Structure Plan is illustrated in Figure 2 with Figure 3 showing an indicative image of the renewed Centre under adopted Option 2 with a predominant mid-rise height of 8 storeys across the Centre with strategically placed towers of 12-18 storeys.

<b>CRITERIA</b>	<b>OPTION 1 (Not Adopted)</b>	<b>OPTION 2 (Adopted &amp; Amended)</b>
<b>Height -predominant</b>	8 storeys	8 storeys
<b>Height – core of centre</b>	8 towers of 12-13 storeys	6 towers of 12-13 storeys 3 towers of 17-18 storeys
<b>Height – Dunmore Street (South)</b>	6 storey (23m) height zone	6 storeys (23m) height zone
<b>Height - transition</b>	4 - 5 storeys (17-20m)	5 storeys (20m)
<b>FSR – core of centre</b>	3:1 - 4:1+	3:1 – 4.5:1+
<b>FSR – fringe of centre</b>	2.2:1 - 3:1	2.2:1 – 3:1
<b>FSR –bonus – commercial floor space</b>	0.5:1 – for towers providing 1 <sup>st</sup> floor commercial	0.5:1 – for towers providing 1 <sup>st</sup> floor commercial
<b>Built form - general</b>	4 storey street wall	5 storey street wall
<b>Dwelling yield</b>	2,150 total (1,600 over 20 years)	2,500 total (1,800 over 20 years)

**Table 1: Summary of Proposed Built Form Options**

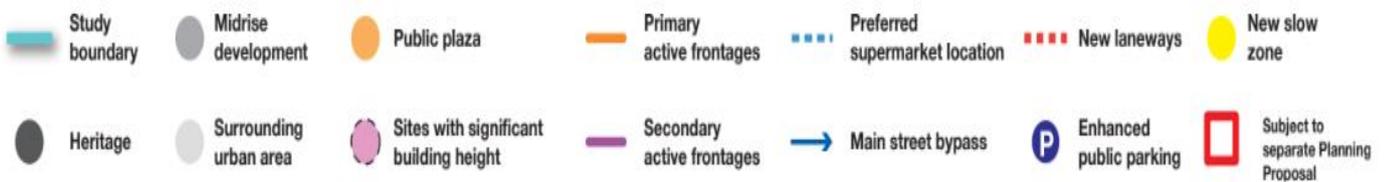
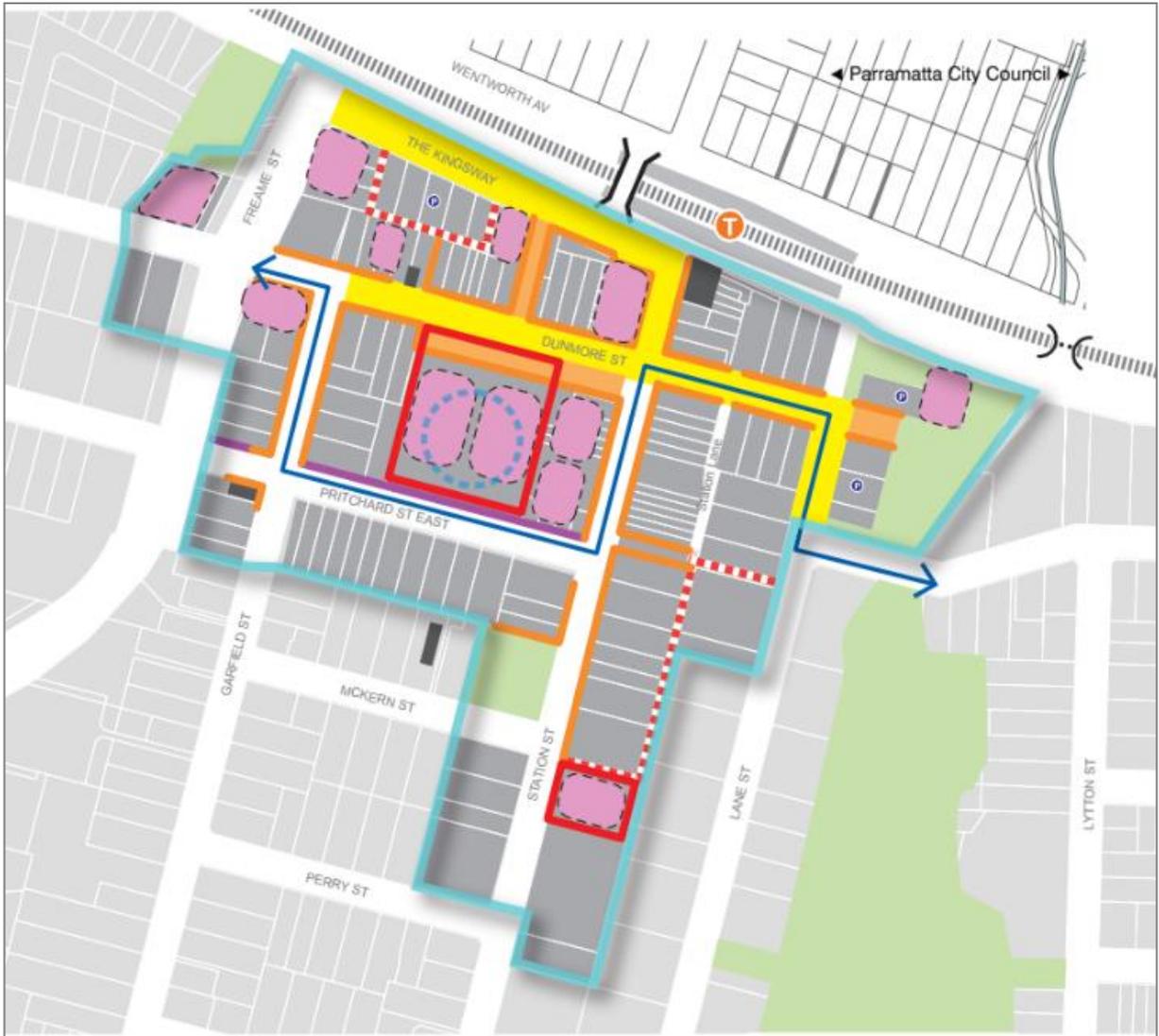
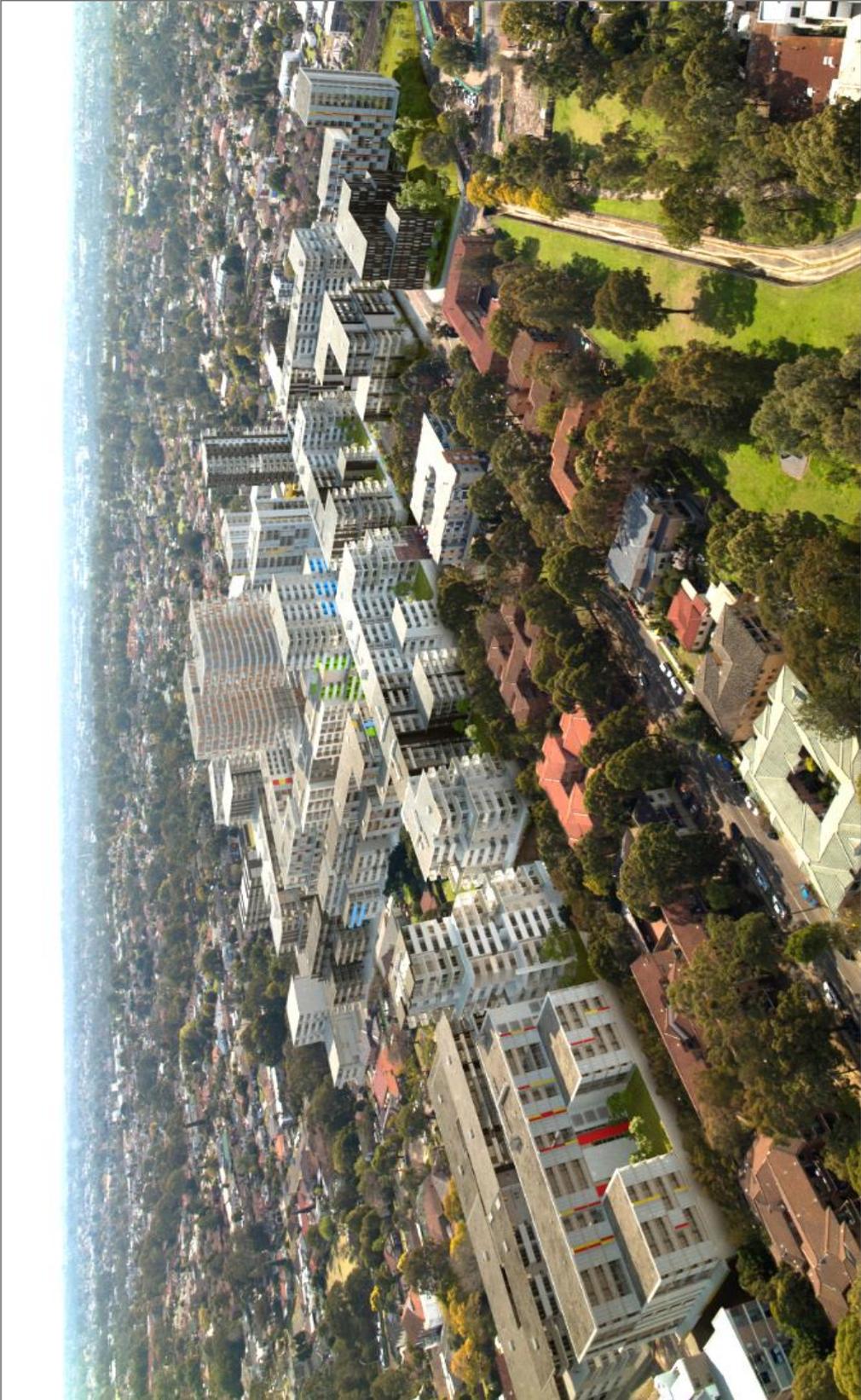


Figure 2 - Wentworthville Centre Structure Plan Adopted Option 2 as amended



**Figure 3: Adopted Built Form 'Option 2'**

### 1.3 CURRENT PLANNING CONTROLS

#### Holroyd Local Environmental Plan 2013

##### a) Zoning

The Centre is currently zoned B2 Local Centre with the exception of Friend Park which is zoned RE1 Public Recreation. Refer to Figure 4.

The objectives of a B2 zone are:

- To provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area.
- To encourage employment opportunities in accessible locations.
- To permit residential development that is complementary to, and well-integrated with, commercial uses.

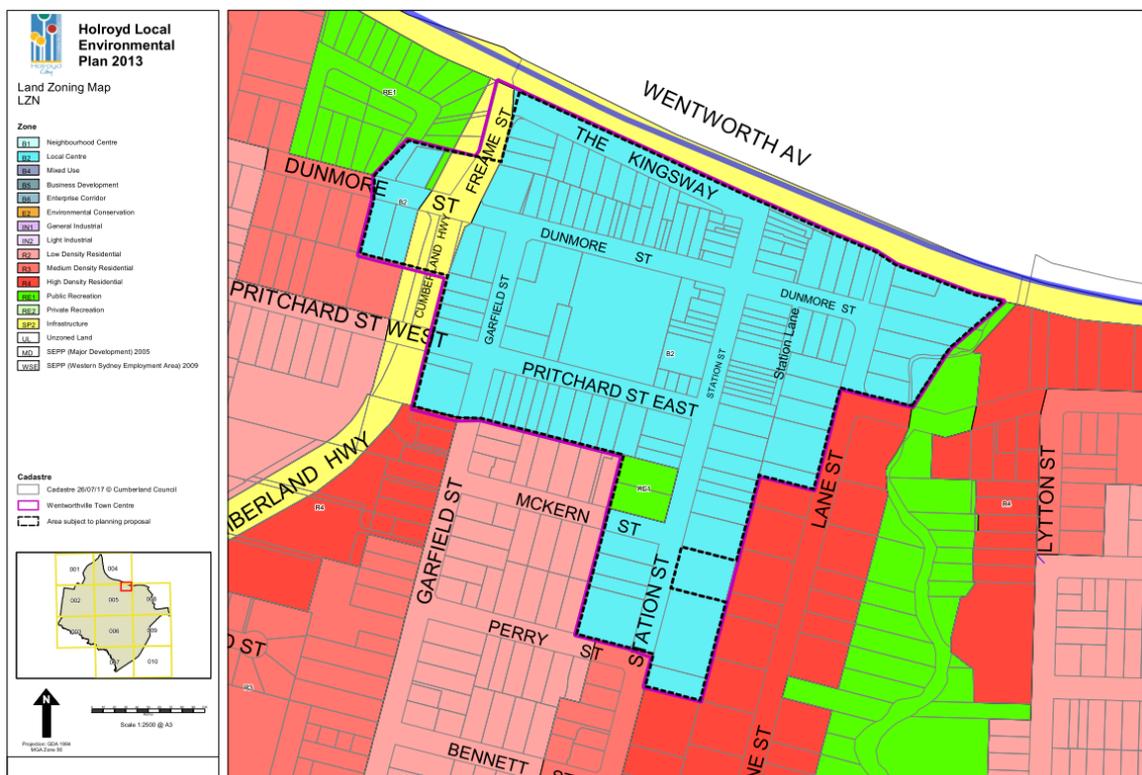


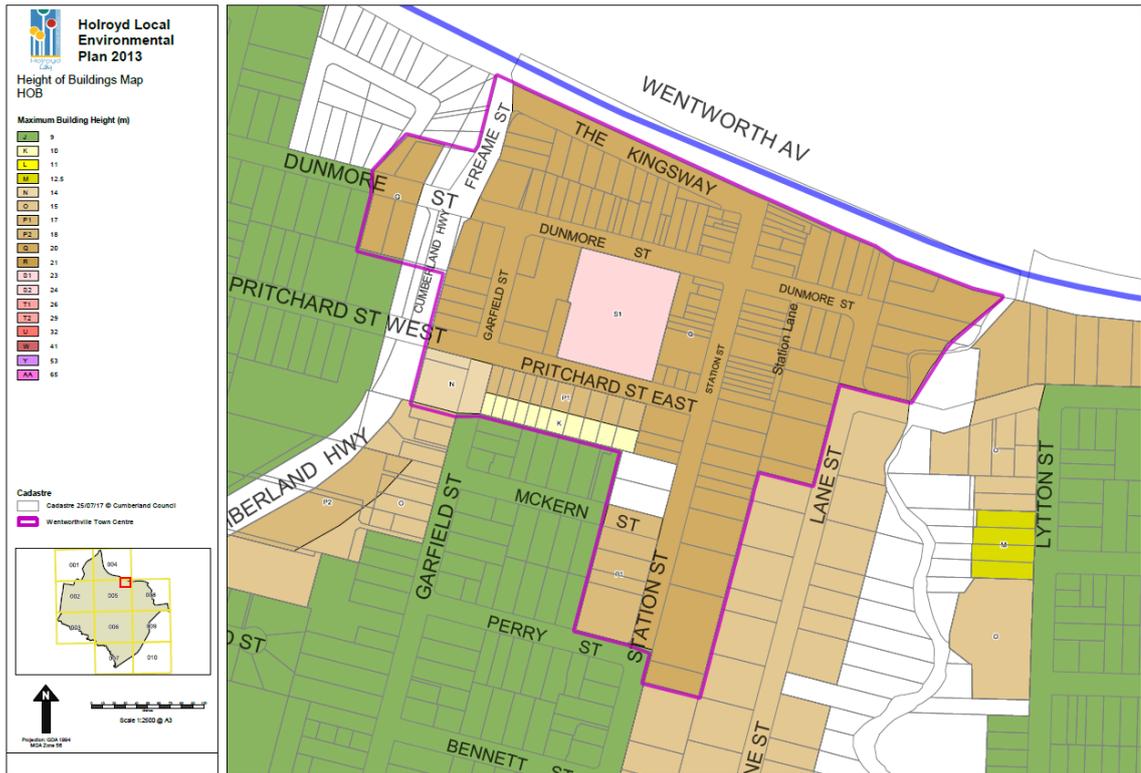
Figure 4: Current land use zoning– Holroyd LEP 2013

**b) Height of Buildings**

Clause 4.3 of Holroyd Local Environmental Plan 2013 provides that the height of a building on any land should not exceed the maximum height for the land on the Height of Buildings Map.

The maximum permissible height across the Centre ranges from 10 metres to 20 metres. Refer to Figure 5.

The respective planning proposals for 42-44 Dunmore Street propose increasing maximum building heights from 23 metres to between 30 - 62 metres and from 20 metres to 29 - 41 metres for 108 Station Street.



**Figure 5: Current Height of Buildings Map Extract – Holroyd LEP 2013**

### c) Floor Space Ratio

Clause 4.4 of Holroyd Local Environmental Plan 2013 provides that the floor space ratio on any land should not exceed the maximum floor space ratio for land on the Floor Space Ratio Map.

The maximum permissible floor space ratio across the Centre ranges from 1.5:1 to 2.2:1 as detailed in Figure 6 with the exception of 42-44 Dunmore Street (Wentworthville Mall) that has a current FSR of 2.4:1 and Council's Community/Library site (2-14 Lane Street) that has no existing FSR controls.

The respective planning proposals for 42-44 Dunmore Street propose increasing the maximum 2.4:1 FSR to 4:1 (maximum 6:1 with bonuses), and from 2.2:1 to 4.5:1 (no bonus) for 108 Station Street.

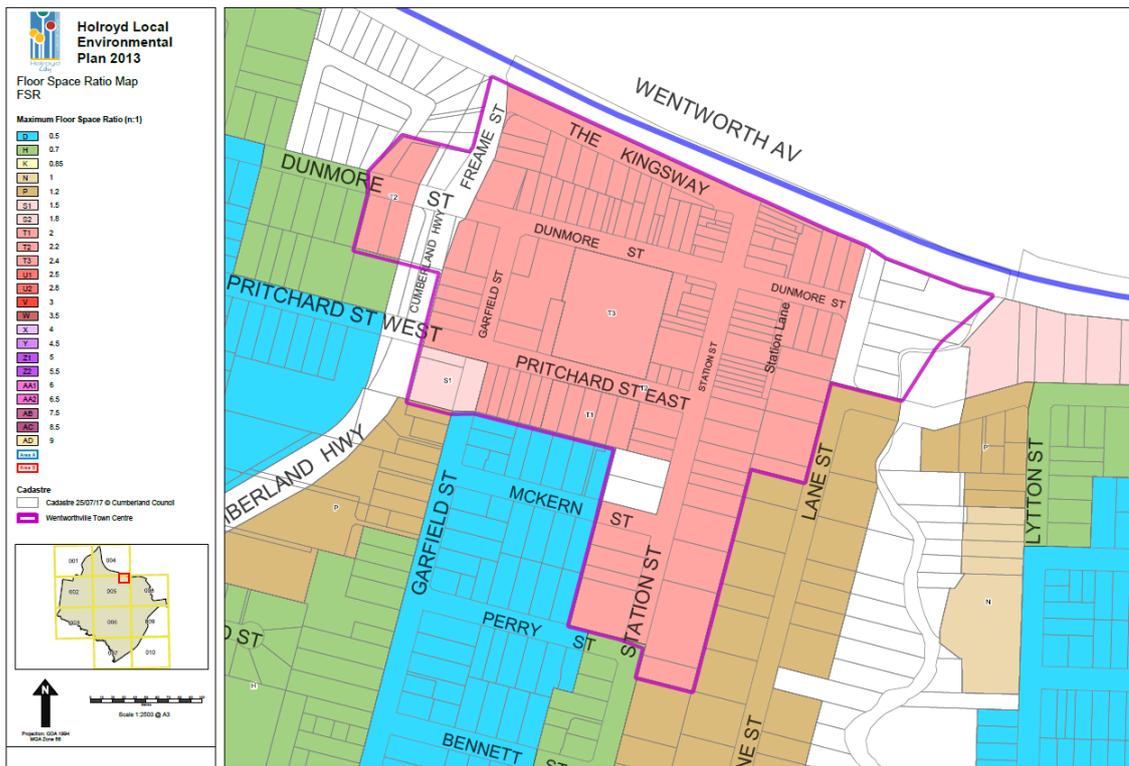


Figure 6: Current Floor Space Ratio Map Extract – Holroyd LEP 2013

**d) Heritage Items**

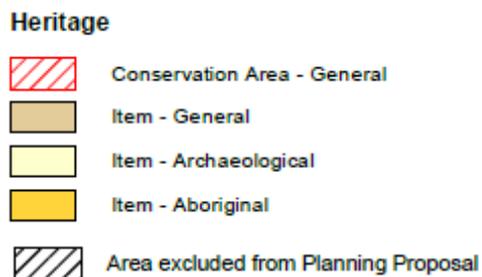
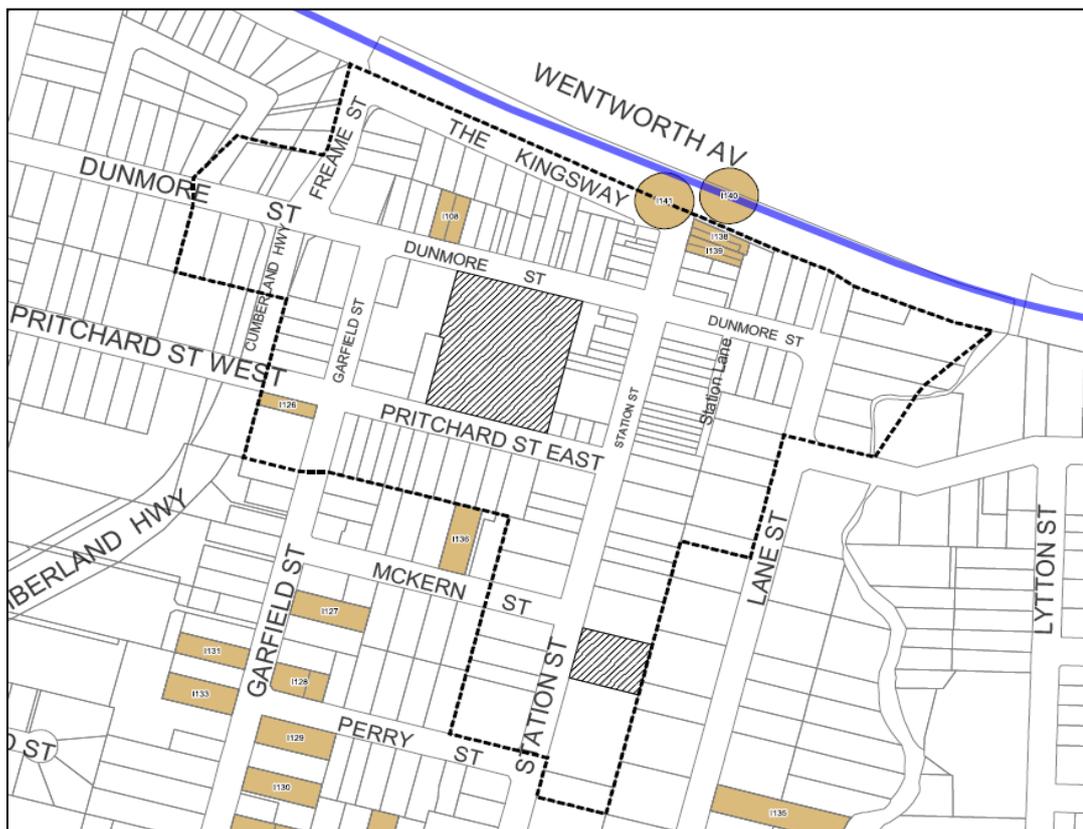
Within the Centre, the following four (4) heritage items are located as shown in Figure 7:

- single storey post office at 63 Dunmore Street (item I 108);
- shops at 2-4 and 6-8 Station Street adjacent the rail station (items I 138 and I 139);
- corner shop on the south-west corner of Garfield Street and Pritchard Street East (item I 126);

Three additional items are located on the fringe of the Centre namely:

- Wentworthville Railway Station (item I 140);
- Wentworthville Memorial Fountain on The Kingsway in front of the railway station. (item I 141)
- Presbyterian Church at 5a McKern Street (Item I 136)

The above mentioned heritage items are to be retained and respected in the context of future redevelopment in the Centre with heritage shopfronts to be incorporated within redeveloped sites. This Planning Proposal does not amend the Centre's heritage listings.



**Figure 7: Current Heritage Items – Holroyd LEP 2013**

## 2 PLANNING PROPOSAL

Section 55 (2) of the Environmental Assessment & Planning Act 1979 outlines the contents of a planning proposal, namely:

- Part 1 - Objectives or intended outcomes
- Part 2 - Explanation of provisions
- Part 3 - Justification
- Part 4 - Community consultation

### 2.1 OBJECTIVES OR INTENDED OUTCOMES

The objectives or intended outcomes of the proposed amendments to Holroyd LEP 2013 are:

- To meet community expectations to renew and revitalise the Wentworthville Centre;
- To implement flexible planning controls to assist in facilitating the renewal and overcome economic challenges facing the Centre;
- To promote Wentworthville as a potential supportive health and medical precinct to Westmead;
- To increase the opportunity for the provision of high quality commercial floor space;
- To introduce new design excellence provisions as a means of improving the architectural standard of new buildings;
- To provide the necessary infrastructure and public domain works commensurate with a renewed and expanded Centre; and
- To improve pedestrian linkages and traffic circulation throughout the Centre.

### 2.2 EXPLANATION OF PROVISIONS

#### 2.2.1 Key Amendments to Strategy reflected in Planning Proposal

Following public exhibition of the Strategy and consideration of submissions Council adopted a number of amendments which included inter alia:

- a) **79-81 Dunmore Street** - a “Gateway” site suitable for more intensive development (i.e. increased FSR and height);
- b) **6-18 Pritchard St East & 113-123 Station St** - sensitively located sites adjoining low density residential which warranted reduced heights and increased rear setbacks;

In order to comply with standard LEP formatting it has been necessary to:

- a) Replace the range of FSRs as exhibited in the Strategy with a specific base FSR for each site; and
- b) Translate the Height of Buildings Map referred to in the Strategy from number of storeys into metres.

#### 2.2.2 Proposed Holroyd LEP 2013 Amendments

The amendments are:

1. Amend the **Height of Building Map** (Sheet HOB\_004 and HOB\_005) ranging from 10 to 20 metres up to 17 to 53 metres.

2. Amend the **Floor Space Ratio Map** (Sheet FSR\_004 and FSR\_005) ranging from 1.5 to 2.2:1 up to 2:1 to 4.5:1 (excluding bonuses).
3. Amend the zoning in the **Land Use Zoning Map** (Sheet LZN\_005) on part of 21 Station Street, Wentworthville from B2 Local Centre Zone to SP2 Infrastructure Zone in order to extend the 'Dunmore Street Plaza'.
4. Amend the **Land Reservation Acquisition Map** (Sheet LRA\_005) on part of 21 Station Street, Wentworthville to Local Road Widening (R2) in order to extend the 'Dunmore Street Plaza'.
5. Introduce a 0.5:1 floor space ratio bonus where commercial premises or a health services facility are provided above the ground floor on land that permits building heights greater than 30 metres. The bonus will enable the Centre to expand its role in providing complimentary employment to Westmead and Parramatta. This will require the insertion of a new clause after clause 6.12 as proposed in the planning proposal for 42-44 Dunmore Street, Wentworthville (Amendment No. 10 - PP\_2016\_HOLRO\_005\_00) to read as follows:

**6.13 Bonus floor space ratio available for development to certain land within the Wentworthville Centre**

- (1) *This clause applies to certain land within the Wentworthville Centre identified as "Area C" on the Floor Space Ratio Map.*
- (2) *A building on land to which this clause applies that is eligible for additional floor space under clause 6.11 is also eligible for additional floor space up to 0.5:1 to be determined by the consent authority and is wholly on land:*
  - a) *that permits building heights greater than 30 metres; and*
  - b) *where the first floor within the area of land greater than 30 metres in height is used for the purposes of commercial premises or a health services facility;*
- (3) *Conversion of any floor space approved under subclause 6.13(2) to residential accommodation floor space is prohibited under this Plan.*

[Note: To be consistent with the *Wentworthville Planning and Place Making Strategy's* key action plans, the term '*health services facility*' has been included in addition to '*commercial premises*' as qualifying for the floor space bonus. This will assist in enticing medical and health related tenants to the Centre due to its close proximity to the Westmead Health and Educational Precinct].

6. Amend the **Design Excellence Map** (Clause 6.11) to encompass the Wentworthville Centre.

### 2.2.3 Holroyd Development Control Plan 2013

In addition to the LEP amendments, Council resolved on 3<sup>rd</sup> August 2016 to prepare a revised DCP consistent with the Strategy. Section 3 'Wentworthville Centre' of Part 'L' Holroyd Development Control Plan 2013 will be amended to include the following new development controls:

- Building frontage
- Street wall heights and upper storey setbacks
- Side setbacks
- Primary and secondary active frontages
- Awning depth
- Parking rates
- Fine grain shopfront
- Building facade design
- Safety by design

- Landscape setbacks
- Site through links
- Vehicular access
- Green walls and landscaping

## 2.3 JUSTIFICATION

### 2.3.1 Need for the Planning Proposal

#### **Q1: Is the Planning Proposal a result of any strategic study or report?**

Yes. The planning proposal specifically implements the findings and recommendations of the *Wentworthville Planning and Place Making Strategy* adopted by Council on 3<sup>rd</sup> August 2016. The Strategy (partly funded by the Department of Planning and Environment) aims to facilitate urban renewal and ultimately the revitalisation of the Centre through the preparation of economic, traffic and transport, urban design modelling and community consultation. Refer to Section 1.2 for further details.

#### **Q2: Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?**

Yes. A planning proposal is the appropriate and most effective means of amending Holroyd LEP 2013 and subsequently achieving the endorsed recommendations of the Strategy. The amendments pertain to FSR and height of buildings, both of which are regulated through LEP mechanisms. It also ensures the Centre's future revitalisation is supported by the necessary statutory amendments and economic justification to provide certainty to Council and affected stakeholders. A consolidated planning proposal also eliminates the need for site specific planning proposals and ensures consistency at the implementation stage.

### 2.3.2 Relationship to strategic planning framework

#### **Q3: Is the Planning Proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy?**

*A Plan for Growing Sydney* is NSW's principal strategic plan to guide the future growth and development of the Sydney Metropolitan Region over the next 20 years.

To achieve this vision requires all stakeholders to share a common purpose - to develop a competitive economy with world-class services and transport; to deliver greater housing choice to meet changing needs and lifestyles, to create communities that have a strong sense of wellbeing; and to safeguard the environment.

The planning proposal is consistent with the aims and objectives of the Plan by:

- Providing a significant number of new jobs and dwellings ( i.e. 1,150 new jobs and 2,500 dwellings) in an area that is highly accessible and within close proximity to Westmead and Parramatta;
- Stimulating the redevelopment of a strategically located Centre (close to Parramatta) that will provide new opportunities for additional commercial, retail, recreational and community services thereby creating a more pleasant for people to live, work and play;
- Providing opportunities for Wentworthville to become a support precinct for Westmead's emerging growth as a major health and educational precinct and supporting the future of the primary Parramatta CBD;
- Delivering the necessary infrastructure needed to support the anticipated new growth and urban renewal through the provision of a new plaza in Dunmore Street and improved traffic and pedestrian thoroughfares throughout the Centre;
- Introducing greater flexibility in the application of statutory planning controls and promoting economic viability as a means of meeting market demands;

- Improving housing choice and affordability by providing a broad mix of dwelling types and sizes.

### **Draft Central City Plan**

The *Plan for Growing Sydney* is supported by draft District Plans. The Wentworthville Centre is located within the Draft Central City Plan.

The Draft Central City Plan seeks to implement a strategic and integrated approach to managing Greater Sydney's growth by linking State and regional level aspirations with LEPs, aligning land use decisions and infrastructure planning, and monitoring and reporting on the Plan's implementation.

At a more local level, a primary focus of the draft Plan is to promote significant infrastructure investment and growth with Parramatta identified as Sydney's second CBD. This planning proposal will have a catalytic effect on economic investment in Wentworthville through the revision of development incentives.

The Centre's revitalisation is consistent with the key priorities identified in the draft Plan by supporting Parramatta's role as a major commercial business centre and encouraging employment growth within the region. It also increases the available number of apartments in the Centre, thereby improving housing choice and affordability.

### **Wentworthville Priority Precinct**

On 1<sup>st</sup> June 2017, Wentworthville was announced along with 15 other key locations as a Priority Precinct by the Department of Planning and Environment (DPE). The Priority Precincts were earmarked as areas generally located around transport corridors or strategic centres which have broad social, economic and environmental significance for the community.

The DPE is aware of the progress of the subject planning proposal and supports its continuation on the basis that its outcomes will:-

- Provide better planned housing and jobs close to public transport, shops and services;
- Improve infrastructure such as parks, community facilities and road upgrades together with social infrastructure to support community needs;
- Ensure future development is delivered through an agreed design excellence process;
- Provide for affordable housing options;
- Maximise appropriate opportunities for density within the Precinct while complying with the Apartment Design Guide (ADG) and other study requirements in an effort to optimise housing delivery;
- Plan for the provision of activated uses such as restaurants, cafes, retail and other related land uses required to support a highly-walkable, high amenity and vibrant Precinct;

### **Q4: Is the Planning Proposal consistent with a council's local strategic or other local strategic plan?**

Council's Community Strategic Plan 2017-23 – *Welcome, Belong, Succeed* provides a 10 year strategic vision and planning framework for balancing its commitment to social cohesion, the local economy, the natural and built environments and the wider community. The key strategies relevant to the planning proposal are:

- Strategic Goal 1 – A great place to live
- Strategic Goal 2 – A safe accessible community
- Strategic Goal 3 – A clean and green community
- Strategic Goal 4 – A strong local community
- Strategic Goal 5 – A resilient built environment

The proposal adheres to these strategies by:

- Facilitating a strategic and rational approach to intensification and growth of the Wentworthville Centre;
- Envisaging a vibrant and engaging local Centre that will be an inviting place to live and shop;
- Ensuring a balance in housing growth and an increase in commercial floor space aligned with market demand;
- Identifying and enhancing opportunities for diverse business growth, investment and employment;
- Facilitating the revitalisation of the Centre and access to services and facilities for the emerging population;
- Expanding and improving infrastructure so that it is well planned, integrated and maintained;
- Promoting investment as an economic catalyst to help motivate land owners;
- Providing a variety of development options in the form of mixed housing types to help drive the urban renewal of the Centre; and
- Improving the public domain for both pedestrian and traffic flows.

**Q5: Is the Planning Proposal consistent with applicable State Environmental Planning Policies?**

Most State Environmental Planning Policies (SEPP) are not applicable to this planning proposal as land is not being rezoned. Table 2 addresses the relevant policies and their applicability to the planning proposal.

**Table 2: Consistency with applicable SEPPs**

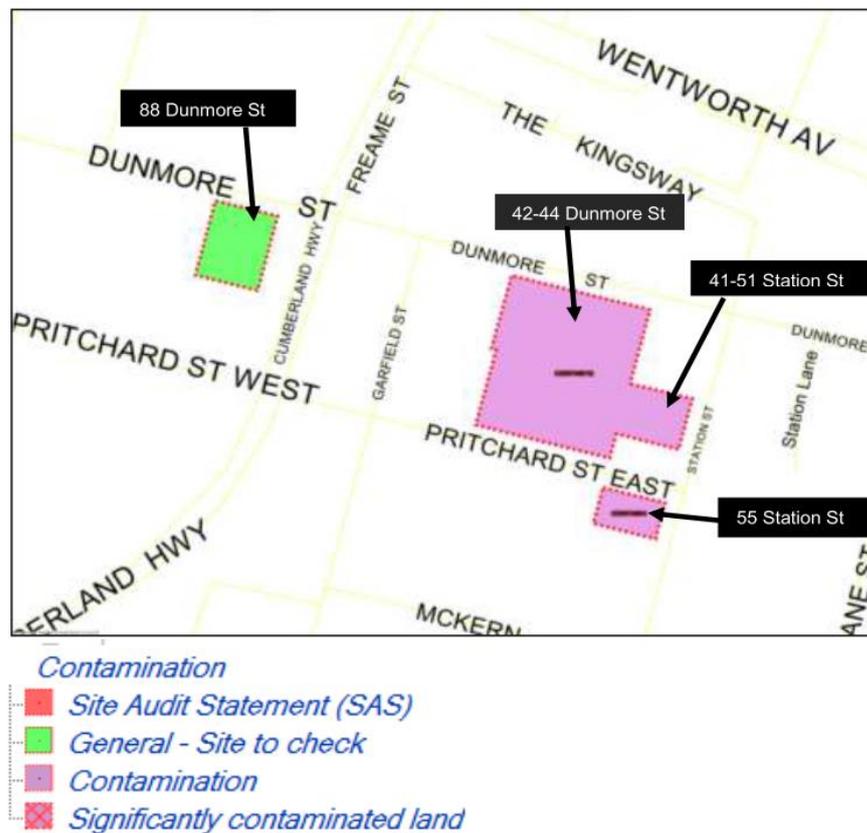
SEPP	Comment
SEPP No. 32 Urban Consolidation (Redevelopment of Urban Land)	The proposal is consistent with the SEPP in promoting the orderly and economic use and development of land – it will enable an increase in housing accommodation and commercial/health/ medical floor space commensurate with market demands, infrastructure, transport and community facilities.
SEPP No. 55 – Remediation of Land	<p>Four (4) property locations referred to in Figure 8, are identified as potentially being contaminated, namely:-</p> <ul style="list-style-type: none"> <li>▪ <b>42-44 Dunmore St (Wentworthville Mall)</b></li> </ul> <p>This is subject to a separate planning proposal recently finalised by Council. A Stage 1 Environmental Site Assessment that was undertaken in preparing the proposal found no obvious sources of contamination, however it did highlight the potential for site contamination from the fill material, on site commercial uses (including dry cleaning and car parking) and hazardous building materials used in the construction of current and former buildings. However, the report recommends the site can be made suitable for the proposed mixed use development.</p>

- **88 Dunmore St**

A shoptop housing proposal is now under construction on this site. Contamination issues were addressed at the DA stage.

- **41-51 & 55 Station St**

Nos 41-51 are a row of shops one of which includes a dry cleaners. No 55 is a corner service station site. As for these two locations, the planning proposal does not intend to rezone land nor are there any specific uses or activities proposed at this stage. Therefore, it is reasonable that matters of this nature be assessed as part of future Development Applications.



**Figure 8: Flood Prone Land**

SEPP No 65-Design Quality of Residential Flat Development

This SEPP aims to improve the design quality of residential flat development in New South Wales. The proposed LEP and DCP amendments are consistent with and reinforce objectives contained within the SEPP. Detailed compliance with SEPP 65 and the ADG will be required to be demonstrated with future development applications.

SEPP (Building Sustainability Index: BASIX) 2004

This SEPP requires residential development to achieve mandated levels of energy and water efficiency. The

<p>SEPP (Infrastructure) 2007</p>	<p>planning proposal does not propose to override the requirements of this SEPP which can be enforced at DA stage.</p> <p>This SEPP aims to facilitate a process for assessing the development of infrastructure and community assets. It is acknowledged that some utility services and infrastructure require amplification which can be appropriately determined during the assessment of site specific development applications. The planning proposal is therefore consistent with this Policy.</p>
<p>SEPP (Affordable Rental Housing) 2009</p>	<p>The Planning proposal does not contain any provisions that will contradict the application of this SEPP. The SEPP facilitates the provision of affordable rental housing, the retention of existing affordable rentals and expands the role of housing providers. It also confirms that commercial and mixed use centres like Wentworthville Centre are appropriately positioned to provide those in need of housing.</p>

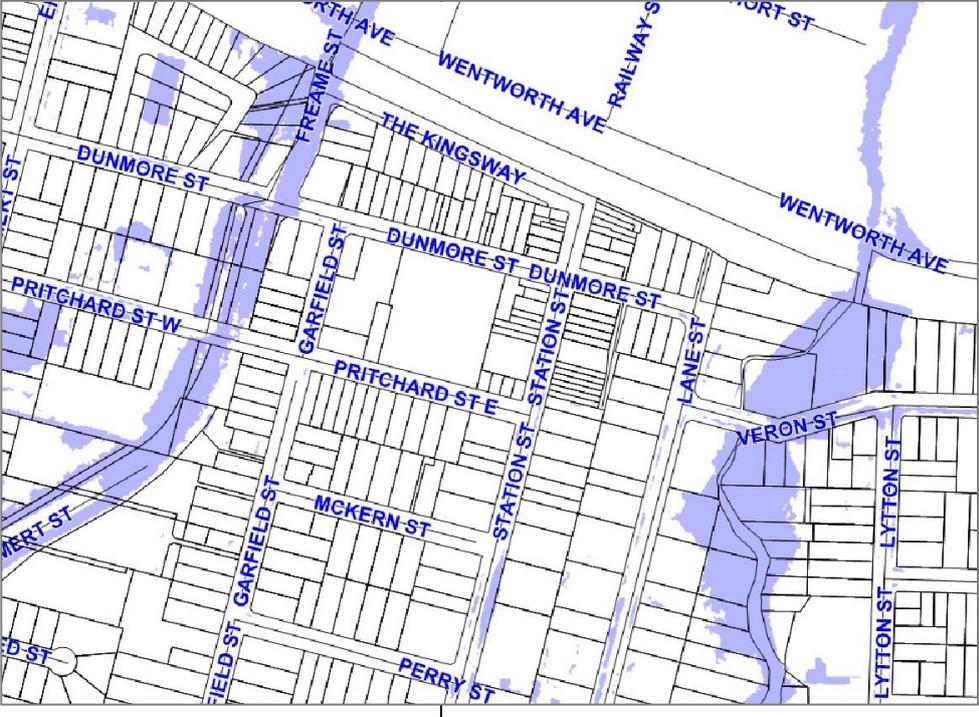
**Q6: Is the Planning Proposal consistent with applicable Ministerial Directions (s117 directions)?**

The following Directions are considered relevant to this planning proposal.

Section 117 Direction	Comment
<p><b>1. Employment and Industrial Zones</b></p>	
<p><b>1.1 Business and Industrial Zones</b></p> <p>The objectives of this direction are to:</p> <p>a) encourage employment growth in suitable locations,</p> <p>b) protect employment land in business and industrial zones, and</p> <p>c) support the viability of identified strategic centres.</p>	<p>The planning proposal encourages employment and economic growth of the Centre and will provide greater flexibility in the delivery of density and building height without reducing the total potential floor space for employment uses within the Centre. The new bonus provisions provide an incentive to achieve greater commercial floor space which will have a positive effect on the Centre's redevelopment potential, employment potential and act as an incentive to property owners to redevelop.</p> <p>Clause 6.10 of Holroyd LEP 2013 also applies to the Centre which ensures active uses are provided at the street level to encourage the presence and movement of people.</p>
<p><b>2. Environment and Heritage</b></p>	<p><b>Comment</b></p>
<p><b>2.3 Heritage Conservation</b></p> <p>The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.</p>	<p>Four (4) heritage items are located in the Centre, namely:</p> <ul style="list-style-type: none"> <li>▪ single storey post office on Dunmore Street (item I 108);</li> <li>▪ shops at northern end of Station Street</li> </ul>

	<p>adjacent to the rail station (items I 138 and I 139);</p> <ul style="list-style-type: none"> <li>▪ corner shop on the south-west corner of Garfield Street and Pritchard Street East (item I 126);</li> </ul> <p>An additional three (3) items are located on the fringe of the Centre, namely:</p> <ul style="list-style-type: none"> <li>▪ Wentworthville Railway Station (item I 140);</li> <li>▪ Wentworthville Memorial Fountain on The Kingsway in front of the railway station. (item I 141)</li> <li>▪ Presbyterian Church at 5a McKern Street (Item I 136)</li> </ul> <p>The Strategy's Structure Plan which sets the framework for the Centre's future urban form is based in part on the integration with the heritage fabric of the area – subsequently, existing heritage items have been acknowledged as needing to be incorporated into future development schemes e.g. the shops at northern end of Station Street adjacent to the rail station.</p>
<p><b>3. Housing Infrastructure and Urban Development</b></p>	<p><b>Comment</b></p>
<p><b>3.1 Residential Zones</b></p> <p>The objectives of this direction are:</p> <ul style="list-style-type: none"> <li>a) to encourage a variety and choice of housing types to provide for existing and future housing needs,</li> <li>b) to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and</li> <li>c) to minimise the impact of residential development on the environment and resource lands.</li> </ul>	<p>An estimated 2,500 dwellings are planned for the Centre long term which is consistent with the objectives of this Direction which will see an increase in residential densities and a mix of housing types within close proximity to a major public transport node. The increase in dwelling yields will ultimately generate the need for expanded infrastructure requirements which will be achieved through value uplift sharing and Section 94 contributions.</p> <p>The anticipated increase in population will result in the Centre's infrastructure being more efficiently used with new urban design guidelines introduced as a means of minimising the potential environmental effects of increases in density and scale of development.</p>
<p><b>3.4 Integrating Land Use and Transport</b></p> <p>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:</p> <ul style="list-style-type: none"> <li>a) improving access to housing, jobs and</li> </ul>	<p>The planning proposal is consistent with this Direction by encouraging residents who may be employed in Wentworthville or nearby Parramatta to reduce their travel times and use public transport or possibly walk or cycle to work. This may also have a positive benefit on reducing the number of travel trips (e.g. by car)</p>

<p>services by walking, cycling and public transport,</p> <p>b) increasing the choice of available transport and reducing dependence on cars,</p> <p>c) reducing travel demand including the number of trips generated by development and the distances travelled, especially by car,</p> <p>d) supporting the efficient and viable operation of public transport services, and</p> <p>e) providing for the efficient movement of freight.</p>	<p>to and from the Centre.</p> <p>An increase in the amount of commercial floor space available within close proximity to Wentworthville Rail Station could also encourage employers to establish their businesses in Wentworthville thereby encouraging potential employees from surrounding centres and reducing car dependency.</p>
<p><b>4. Hazard and Risk</b></p>	<p><b>Comment</b></p>
<p><b>4.1 Acid Sulfate Soils</b></p> <p>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</p>	<p>The Centre is not mapped under Holroyd LEP 2013 as having a probability of containing acid sulfate soils.</p>

<p><b>4.3 Flood Prone Land</b></p> <p>The objectives of this direction are:</p> <p>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</p> <p>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.</p>	<p>The topography of the Centre is defined by a north-south ridge located between Garfield Street and Station Street. It is bound to the east by the channelised Finlayson’s Creek and to the west by a stormwater culvert running parallel to the Cumberland Highway.</p> <p>A recently completed Council Flood Risk Management Study indicates the majority of the Centre is unaffected by flooding. There is some affectation of a 1% flood on properties to the west of Cumberland Highway and along the eastern edge of the Centre. There are no properties that are unable to obtain flood free access to a street. Refer to Figure 9.</p>
	
<p><b>Figure 9: Affectation of a 1% flood</b></p>	
<p><b>4.4 Planning for Bushfire Protection</b></p>	<p>The land is not mapped bushfire prone land or is in proximity to land mapped as bushfire prone land.</p>
<p><b>6 Local Plan Making</b></p>	<p><b>Comment</b></p>
<p><b>6.1 Approval and Referral Requirements</b></p> <p>The objective of this direction is to ensure that LEP provisions encourage the efficient and appropriate assessment of development.</p>	<p>The planning proposal does not include provisions requiring the concurrence, consultation or referral of applications. The planning proposal does not identify the development as designated development.</p>

<b>7 Metropolitan Planning</b>	
<p><b>7.1 Implementation of A Plan for Growing Sydney</b></p> <p>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.</p>	<p>The Planning Proposal is consistent with the directions and actions contained in the Plan for a Growing Sydney 2014 as discussed in Section 2.3.2.</p>

**Table 3: Consistency with Section 117 Directions**

### 2.3.3 Environmental, social and economic impact

**Q7: 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 Centre is located in a highly modified urban environment utilised by a range of mixed business, retail and entertainment uses. Therefore it is unlikely to contain any critical habitat or threatened species, populations or ecological communities that would impact on the planning proposal proceeding.

**Q8: Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?**

The major environmental effects resulting from this planning proposal are listed below and were comprehensively addressed in the preparation of the *Wentworthville Planning and Place Making Strategy*:

- Urban Design and Built Form;
- Traffic and Parking;
- Flooding – refer to Table 3 in Section 4.3.

#### **Urban Design and Built Form**

Full details of the Centre’s future proposed built form is discussed in the *Urban Design and Built Form Modelling Study* prepared by Architectus. In summary, the objectives of the Study were to:

1. Produce built form concepts that respond to community vision and economic feasibility, place-making, design and transport considerations with the overall aim to achieve revitalisation and renewal of the Wentworthville Centre;
2. Ensure that built form concepts respond to the strategic direction of the centre;
3. Ensure that proposed built form concepts can be interpreted and clearly understood by the community; and
4. Enable the results/recommendations of the Study to be easily translated into development controls.

The adopted built form scenario provides for a mid-rise height across the Centre with strategic located towers incorporating the following attributes:

- General 8 storey height across the Centre;
- Six (6) storeys along the northern side of Dunmore Street designed to ensure solar access to the linear plaza and shop fronts and to promote outdoor dining;

- A mix of strategically located 12 to 18 storey towers in close proximity of the Wentworthville Rail Station and at gateway locations;
- Additional heights generally to be located where a public benefit is to be provided e.g. public open space and pedestrian linkages;
- Transitioning of height in key fringe locations where they adjoin lower density residential areas;
- Floor space bonuses used to secure public benefits;
- An articulated skyline that reinforces the Centre with increased height located away from surrounding residential neighbourhoods;
- Limited overshadowing of streets and public open spaces;
- Five (5) storey street edge that creates a lower scale street edge with an emphasis on improved pedestrian movement;
- Levels up to 8 storeys to be setback in order to reinforce the street scale and reduce visual impact and overshadowing of upper levels; and
- Sun access controls to achieve a high quality public domain;

### **Traffic and Parking**

A *Traffic and Transport Strategy* prepared by Bitzios Consulting in July 2015 analysed the implications of the urban design modelling and built form options that were prepared to accommodate the renewal of the Centre. Detailed below is a summary of traffic findings:

- The Wentworthville Centre is currently showing signs of congestion-related impacts of through traffic using Dunmore Street with traffic counts estimating between 70-80% of vehicles entering Wentworthville Centre are travelling through the Centre and not stopping.
- The use of Dunmore Street for through trips stems from a lack of direct secondary roads linking Westmead and Parramatta to suburbs to the north, north-west and linking the areas south of the M4 to the north-north-west.
- A high proportion of those travelling from Wentworthville use the train to travel to work (27%), which is relatively high compared to the Sydney average of 14%.
- Traffic modelling indicates the combination of through traffic and new traffic growth will increase travel times within the area 3 fold thereby increasing the level of peak congestion and queueing in Dunmore Street with consequential queueing impacting into Station Street and Pritchard Street.
- Significant traffic calming along Dunmore Street and Station Street showed a 30% shift in traffic from Dunmore Street to Pritchard Street in the PM peak but proved ineffective in the AM peak due to the current right turn ban from Dunmore into Garfield.
- Traffic modelling indicates that without any action, traffic within the Centre will get worse over time.
- Subsequently, two bypass options were investigated:
  - a 'half bypass' moving traffic away from Dunmore Street into Garfield Street/Pritchard Street East/ Station Street – this would require introducing a '*left in - left out*' at the intersection of Dunmore Street and Garfield Street and a new set of traffic lights at the intersection of Station Street and Pritchard Street – see Figure. 10; and
  - a 'full bypass' involving building a new through link from Station Street through to Lane Street this would require the acquisition of a number of properties in the Centre

costs of which would exceed funding available under the Section 94 Development Contributions Plan or the proposed Value Capture policy see Figure 11.

- Testing of the “half-bypass” provided traffic diversion results that were highly “directional” with effectively 30% to 50% of westbound traffic diverted to the bypass route, as traffic was “forced” onto Prichard Street by the left in/out configuration at Dunmore / Garfield under this concept.
- Travel times were also longer than the full bypass option due to the increased distance required to travel compared to the full bypass. The half bypass is an effective means of managing westbound traffic but is less effective in managing eastbound traffic compared to the full bypass given the more direct path it provides.
- Constraining through traffic use of Dunmore Street may force some through traffic to Prichard Street-Garfield Street without formalising this route as a “bypass”. Formalising this route as a bypass using mostly its current alignment (the half-bypass concept) at \$1.1M approx. diverts a large proportion of westbound through traffic out of Dunmore Street but does little to discourage eastbound through traffic usage.
- The full bypass, with land resumptions requirements and an estimated cost of \$4.8M is more effective in diverting both directions of through traffic out of Dunmore Street, but at a significant cost.
- The *Wentworthville Planning and Place Making Strategy* adopts the ‘half bypass’ option.

### **Car Parking**

The Traffic and Transport Study revealed the current parking rate for commercial/retail uses in Wentworthville Centre is high compared to comparative centres and RMS standards and current rates do not reflect the changing role of the Centre with greater walk up trade or the shift in retail use parking patterns for centres.

This shift is resulting in a greater percentage of multipurpose trips undertaken and a greater likelihood of customers to park centrally to access multiple shops and services.

The Study recommends that current commercial/retail parking rates be amended from 1/20m<sup>2</sup> – 1/15m<sup>2</sup> for ground floor commercial and 1/40m<sup>2</sup> - 1/20m<sup>2</sup> for above ground commercial to 1/50m<sup>2</sup> across the Centre. This new rate results in an overall increase in customer parking in the Centre and provides a balance between ensuring an appropriate level of parking across the Centre, economic feasibility, the potential for reduced retail space if parking rates are too high and efficiencies of central parking for multiple trips within the Centre.

Recent changes to SEPP 65 and the Apartment Design Guidelines now require the application of residential parking rates lower than Councils existing DCP for residential flat buildings including apartments in mixed use developments. These new (maximum) rates are considered appropriate for a revitalised Wentworthville Centre and are adopted in the Strategy.



Figure 10: Half bypass option- as contained in the Planning and Place Making Strategy - (Source: *Bitzios Consulting*)



Figure 11: Full bypass option- as contained in the Traffic and Transport Study - (Source: *Bitzios Consulting*)

## **Q9: Has the Planning Proposal adequately addressed any social and economic effects?**

### **Economic**

An Economic and Development Feasibility Assessment prepared by *Hill PDA* concluded that whilst Wentworthville is located in close proximity to major employment hubs, a number of surrounding retail centres have increased their retail offer drawing trade away from Wentworthville. Consequently, this has influenced the rate of retail vacancies in the Centre and the redevelopment of a number of key sites.

It was also noted that speculation and land banking appears to be occurring within the Centre and dependant on the degree of speculation this could stagnate development on some sites. It is not believed that speculation is occurring within the core of the Centre where revitalisation is most needed, but predominantly in the outer edges of the Centre.

The Hill PDA report confirmed the Centre is experiencing a resurgence in investment and development interest, much of which has been fuelled by the strength of the residential market and the prospect of Council revising its planning controls.

To assist in analysing the development feasibility of the Centre's current planning controls, six (6) hypothetical test sites were examined as to the potential viability for their redevelopment. See Figure 12.

Three development scenarios were tested for each site, namely:

1. **Base case** - tested the viability of the existing planning controls, in accordance with Holroyd LEP 2013 and DCP 2013;
2. **Mid-rise** – tested a range of FSR's for each site as provided by Council's urban designers and architects -whilst the FSR's under this scenario varied by each test site for urban design reasons, they all exceed the base case for each site – FSR's generally ranged between 2.58:1 and 4.21:1
3. **Mid Rise Strategic Height** – similar to scenario 2, a range of FSR's were tested for each site as ranging between 2.64:1 and 4.55:1.

The testing identified:

- The hypothetical redevelopment of each of the six test sites under the Base Case (existing planning controls) was not a financially attractive option in the current market;
- Whilst viability was improved with a reduction in car parking rates under the ADC guideline, it was not improved sufficiently to incentivise redevelopment against standard development margins and an Internal Rate of Return (IRR);
- Increases in FSR and building heights improve the viability of development. The larger, less fragmented test sites with respect to ownership generally become viable for redevelopment in the B2 Zone at an FSR exceeding 3:1. An FSR notably in excess of 3:1 would however be required for the redevelopment of these sites should additional public benefits such as open space, community uses and pedestrian passageways be provided;
- Smaller, more fragmented test sites within the Centre generally require an FSR over 3.5:1 to become viable owing to the additional cost of acquisition and amalgamation. In keeping with the point above, additional FSR would be required on these sites to offset the cost of providing open space, pedestrian links or other community benefits as part of the redevelopment of these sites;
- The reduced commercial parking requirement under the ADC guidelines further improves the financial viability within the test sites; and
- There is a modest difference between the two rates for residential development with a more significant change in relation to commercial parking requirements which is the primary driver of the change in outcome.

Hill PDA's report concluded the Centre is experiencing properties being purchased on the basis of speculative value and land banking in the hope planning controls will be amended (i.e. zoning, FSR and/or building height). It was subsequently recommended amending current planning controls as detailed below:

- An increase of over 3:1 FSR for appropriate sites;
- An increase in FSR to 4:1 together with a requirement for a minimum lot size for smaller, core fragmented sites within core locations or other sites identified to encourage for amalgamation;
- A reduction in car parking rates to not only support development viability but to encourage public transport usage in such a highly accessible centre;
- The retention of the B2 Local Centre zone to maintain active uses at ground floor and residential on the upper floors yet careful consideration of the need to extend this zone any further than the current boundaries; and
- The investigation of a possible FSR bonus on appropriate sites in exchange for commercial floor space at first floor level and / or onsite provision of open space and/ or onsite provision of a community facility a pedestrian link and / or a financial contribution to Centre amenity / facility improvements.

The controls proposed in the *Wentworthville Planning and Place Making Strategy* balance the need for revitalisation, community visions, appropriate urban design and feasible development.

Sufficient increases in the planning controls have been allocated in the core of the Centre where revitalisation and renewal is most paramount and where the greatest increases in height and floor space will be accommodated as well as public benefits such as public plazas and through site links.

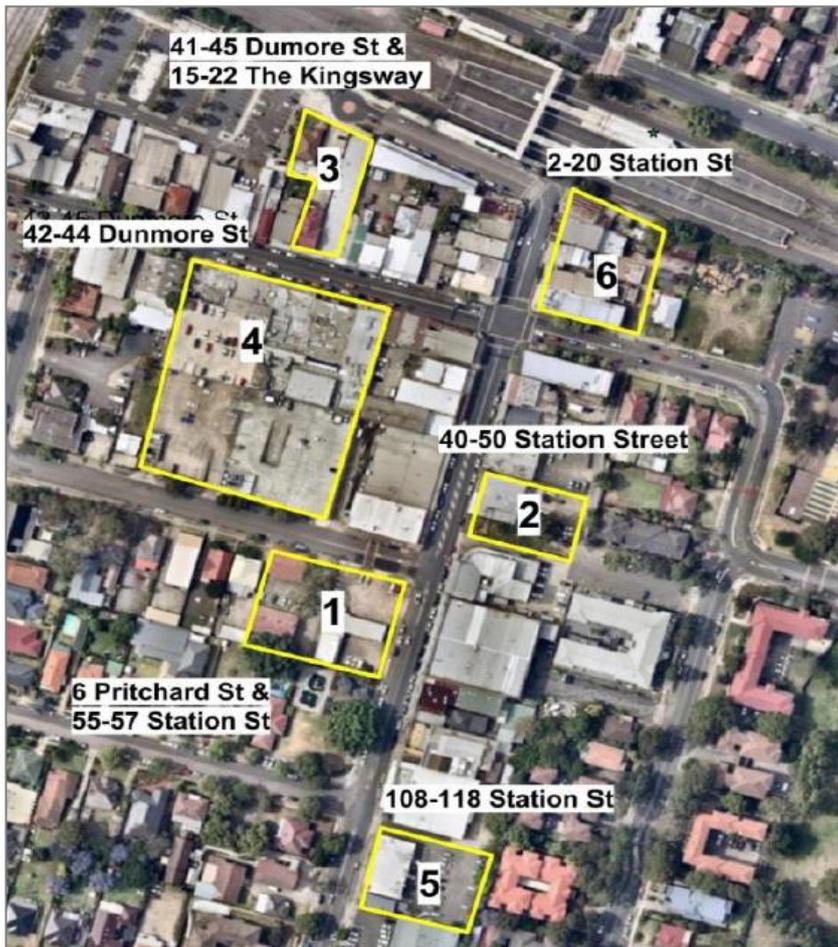


Figure 12: Test Site Locations  
(Source: Hill PDA)

### **Social**

Socially, the planning proposal is anticipated to achieve the following community benefits:

- The creation of additional full time and part time jobs and the offering of support to commercial and medically related jobs supporting the adjoining Westmead Health and Education cluster;
- The generation of an increased number of construction jobs over a number of years;
- Increased opportunities for residents to live and work within close proximity to two major employment nodes i.e. Westmead and Parramatta resulting in the potential for reduced travel times and reduced traffic congestion through the use of public transport;
- An increase in public transport usage and access to a variety of services resulting from the co-location of residential apartments and other key services;
- An increase in the mix of retail activity, including a proposed supermarket anchor proposed as part of the Planning Proposal for 42-44 Dunmore Street, Wentworthville, thereby improving the range of shopping options for residents, workers and visitors to the Centre Wentworthville;
- Increased price competition thereby reducing the quantum of 'escape expenditure' from the LGA and Centre.
- Improved sense of safety and security, which according to the community safety audit is lacking due to poor amenity;
- Improved pedestrian environment through new plazas, traffic bypass and through site links.

#### **2.3.4 State and Commonwealth interests**

##### **Q: Is there adequate public infrastructure for the Planning Proposal?**

The Centre is located in an established urban area with adequate public infrastructure available including water, electricity, gas, telecommunications, sewerage and transport. As discussed in the Strategy, where buildings are proposed to be greater than 8 storeys, value uplift sharing is proposed which will enable the achievement of new public spaces and public domain works, as the benefits of additional development potential are shared with the community.

To achieve this, it is proposed to only permit a height and FSR uplift where Council is satisfied there will be adequate provision for community infrastructure. Refer to Council's adopted Voluntary Planning Agreement (VPA) guidelines which include a policy statement on value sharing.

The base height and FSR is to be implemented for a building at 8 storeys. The maximum building height and floor space ratio will be mapped on a LEP incentives map linked to a corresponding clause which permits development to comply with the mapped incentives height and FSR where the consent authority is satisfied that there will be adequate provision for specified community infrastructure.

Future development applications may be required to undertake preliminary investigations to ascertain whether existing services require upgrading, and where applicable, VPAs can be utilised. For example, the VPA attached to the planning proposal for 42-44 Dunmore Street included a requirement to widen the southern width of Dunmore Street 8 metres. It also included the embellishment of public open space between Dunmore Street and Pritchard Street, forming a public site through link and supermarket forecourt and road crossing works for Dunmore Street, including surface paving, traffic calming and fencing. Other on site benefits proposed to be provided with this development through the VPA includes 600m<sup>2</sup> of commercial floor space for community uses.

**Q: What are the views of state and commonwealth public authorities consulted in accordance with the Gateway Determination?**

The Gateway Determination will nominate public authorities that will need to be consulted. This will be undertaken concurrently with wider community consultation program. All future development applications will be referred to the relevant authorities as required.

**2.4 MAPPING**

All relevant map amendments are provided in Attachment 3.

**2.5 COMMUNITY CONSULTATION**

Public consultation will be undertaken in accordance with the requirements of the Gateway Determination. As a minimum, all documentation will be publicly exhibited for a period of 28 days. The material will contain a copy of the Planning Proposal and relevant maps supported by a written notice describing the objectives and intended outcomes of the proposal, the land to which the proposal applies and an indicative time frame for finalisation of the Planning Proposal.

The consultation process will include, but be not limited to the following:-

- forwarding a copy of the Planning Proposal and the gateway determination to State and Commonwealth public authorities identified in the gateway determination;
- giving notice of the public exhibition in the main local newspaper circulating in Wentworthville (Parramatta Advertiser);
- notifying the exhibition of the Planning Proposal on Council’s website including all relevant documentation;
- exhibiting a copy of the Planning Proposal and supporting documentation at Council’s Administration building and Wentworthville Library;
- notifying all adjoining and surrounding property owners, between Great Western Highway, Wentworthville Station, Cumberland Highway and both eastern and western sides of Lane Street Wentworthville.

Notification will be undertaken in accordance with Council’s adopted Planning Proposal Notification Policy.

**2.6 PROJECT TIMELINE**

It is estimated the respective Holroyd LEP 2013 amendments will be finalised by September 2018.

Tasks	Time frame
Planning Proposal submitted for Gateway Determination	November 2017
Receive Gateway Determination	February 2018
Public exhibition process and consultation commences	April 2018
Consideration of submissions	June - July 2018
Post exhibition report to Council	July - August 2018
Council forwards final planning proposal to Department for notification	September 2018

### 3 ATTACHMENTS

The following documents are provided in support of the planning proposal:

- LEP Maps:
  - Proposed Land Zoning LEP Amendment Map
  - Proposed Land Reservation Acquisition LEP Amendment Map
  - Proposed Floor Space Ratio LEP Amendment Map
  - Proposed Height of Buildings LEP Amendment Map
  - Proposed Design Excellence LEP Amendment Map
- Wentworthville Planning and Place Making Strategy - October 2017 Revision 2
- Urban Design and Built Form Modelling – Architectus
- Economic Feasibility – Hill PDA
- Place Audit – Place Partners
- Traffic and Transport Study– Bitzios Consulting
- Traffic Strategy Modelling – Bitzios Consulting
- Proposed Bypass – Bitzios Consulting
- Council Reports and Minutes
  - Wentworthville Centre Planning and Place Making Strategy Exhibition Submissions and Planning Proposal Request – Cumberland IHAP meeting 13 July 2016 (C008/16)
  - Wentworthville Centre Planning and Place Making Strategy Exhibition Submissions and Planning Proposal Request – Cumberland Council meeting 3 August 2016 (063/16)