



Planning Proposal

171 – 189 Parramatta Road

Granville

Parramatta City Council
December 2014

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1.0 Introduction

This Planning Proposal seeks to amend the Parramatta Local Environmental Plan 2011 (PLEP 2011) to modify the zoning, maximum building height and FSR controls that apply to the site at 171 – 189 Parramatta Road, Granville.

The Planning Proposal is required to provide a consistent zoning across the site and to permit residential development along Parramatta Road. The planning proposal is to allow high density development to be located in close proximity to Granville Town Centre and Railway Station, supporting transit orientated development. The proposal will require the site to achieve design excellence to ensure future development delivers a good design outcome, and will also deliver employment generating land uses.

This Planning Proposal has been prepared in accordance with Section 55 of the *Environmental Planning & Assessment Act, 1979 (EP&A Act)* and the NSW Department of Planning & Environment's (DPE) relevant guidelines, including 'A guide to preparing local Environmental Plans' (April 2013) and 'A guide to preparing planning proposals' (October 2012).

2.0 The Site

The subject site, known as 171 – 189 Parramatta Road, Granville, is outlined in red in the aerial view below. It comprises of the following allotments:

- Lot 1 in DP 615141 (187 - 189 Parramatta Road)
- Lot 1 in DP 504298 (181 - 185 Parramatta Road)
- Lot 2 in DP 89526 (181 - 185 Parramatta Road)
- Lot 1 in DP 79102 (181 - 185 Parramatta Road)
- Lot 1 in DP 79624) (181 - 185 Parramatta Road)
- Lot 1 in DP 89526 (173 Parramatta Road)
- Lot 1 in 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)



Figure 1 - Site

The site has a south western frontage to Parramatta Road of 136 metres, a combined northern boundary of 262 metres, an eastern boundary of 34 metres,

and a western boundary of 101 metres. The combined site area is approximately 8,294m².

The site is partly vacant and partly developed as a commercial warehouse/showroom. The site adjoins other warehouses and showrooms along Parramatta Road and detached dwellings that face Victoria Street to the north of the site.

3.0 Existing Planning Controls

The Parramatta Local Environmental Plan 2011 is the primary environmental planning instrument applying to the site. This Planning Proposal seeks to amend the zoning, the height and FSR controls that currently apply to the site to facilitate a mixed use development. The key current planning controls that apply to the site are summarised below:

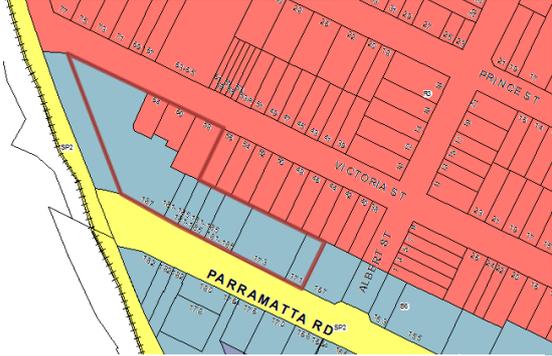
| | | |
|----------------------|---|--|
| <p>Zoning</p> | <p>R3 – Medium Density Residential B6 – Enterprise Corridor</p> |  <p>R3 Medium Density Residential B6 Enterprise Corridor</p> |
| <p>Height</p> | <p>11 metres 15 metres</p> |  <p>L 11 O1 15</p> |
| <p>FSR</p> | <p>0.6:1 and 2.1:1</p> |  <p>T1 2.0 F 0.6</p> |

Table 1 – Current Planning Controls

4.0 The Planning Proposal

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

4.1 Objectives and Intended Outcomes

The planning proposal is to permit residential land uses along Parramatta Road and apply a single zoning across the entire landholding of 8,294m² to deliver a high density mixed use development which exhibits design excellence and delivers employment uses within a transit orientated location.

4.2 Explanation of Provisions

In accordance with the guidelines prepared by the Department of Planning and Environment, this section outlines the amendments required to the relevant environmental planning instrument to achieve the stated objectives and/or intended outcomes.

Zoning

It is proposed to amend the PLEP 2011 to rezone the land to B4 – Mixed Use. The proposed zoning map is provided at Section 6 **Figure 3**.

FSR

It is proposed to amend the PLEP 2011 to permit an FSR of 6:1. The proposed FSR map is provided at Section 6 **Figure 4**. This is exclusive of the additional 15% that can be achieved under the proposed Design Excellence clause.

Height

It is proposed to amend the PLEP 2011 to permit a building height of 105 metres. The proposed height of building map is provided at Section 6 **Figure 5**. This is exclusive of the additional 15% that can be achieved under the proposed Design Excellence clause.

Design Excellence

A design excellence clause is proposed to ensure proposed development exhibits design excellence through a design competition process. The achievement of design excellence would allow for a 15% bonus to the FSR and building height controls. A Key Sites Map is proposed to accompany the Clause which identifies the subject site. The subject site is included on the proposed Key Sites Map, provided in Section 6 **Figure 6**.

This standard clause is proposed to initially apply to the subject site. Its structure is intended to easily add other sites to the Key Sites Map and therefore require compliance with this clause. This is important to ensure the increasing number of tall buildings proposed in town centres throughout the Parramatta Local Government Area exhibit design excellence. The structure of this Clause is similar to the one that applies in the Parramatta City Centre.

The proposed design excellence clause is included below, however will be subject to further revision during drafting:

Clause 5.4 - Design Excellence

(1) The objective of this clause is to deliver the highest standard of architectural, urban and landscape design.

(2) This clause applies to development involving the erection of a new building or external alterations to an existing building on land to which this Part applies.

(3) Development consent must not be granted to development to which this clause applies unless, in the opinion of the consent authority, the proposed development exhibits design excellence.

(4) In considering whether development to which this clause applies 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 proposed development will improve the quality and amenity of the public domain,

(c) whether the proposed development detrimentally impacts on view corridors,

(d) how the proposed development addresses the following matters:

(i) the suitability of the land for development,

(ii) the existing and proposed uses and use mix,

(iii) any heritage and archaeological issues and streetscape constraints or opportunities,

(iv) the location of any tower proposed, having regard to the need to achieve an acceptable relationship with other towers (existing or proposed) on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form,

(v) the bulk, massing and modulation of buildings,

(vi) street frontage heights,

(vii) environmental impacts, such as sustainable design, overshadowing and solar access, visual and acoustic privacy, noise, wind and reflectivity,

(viii) the achievement of the principles of ecologically sustainable development,

(ix) pedestrian, cycle, vehicular and service access and circulation requirements, including the permeability of any pedestrian network,

(x) the impact on, and any proposed improvements to, the public domain,

(xi) the impact on any special character area,

(xii) achieving appropriate interfaces at ground level between the building and the public domain,

(xiii) excellence and integration of landscape design.

(5) Development consent must not be granted to the following development to which this clause applies unless a competitive design process has been held in relation to the proposed development:

(a) Identified on the Key Sites Map, and

(b) Is development in respect of a building that has, or will have, a height above ground level (existing) greater than 55 metres.

(6) If the design of a new building, or an external alteration to an existing building, being development to which this clause applies, is the winner of a competitive design process and the consent authority is satisfied that the building or alteration exhibits design excellence, it may grant development consent to the erection of the new building, or the alteration to the existing building, with:

(a) a building height that exceeds the maximum height shown for the land on the Height of Buildings Map or an amount of floor space that exceeds the maximum floor space ratio shown for the land on the Floor Space Ratio Map by up to 15%.

(7) In this clause:

building or alteration demonstrating design excellence means a building where the design of the building (or the design of an external alteration to the building) is the winner of a competitive design process and the consent authority is satisfied that the building or alteration exhibits design excellence

competitive design process means an architectural design competition carried out in accordance with procedures approved by the Secretary of the Department of Planning and Environment.

Under this clause, a maximum FSR of 6.9:1 and building height of 120.75m (approximately 39 storeys) can be attained on the site if design excellence is achieved through a design competition process.

Retention of Employment Generating Land Uses

The planning proposal seeks to introduce a site specific clause requiring a minimum of 5,500m² of commercial floorspace on the ground and first levels of any development fronting Parramatta Road on the subject site in the future, by prohibiting residential uses and serviced apartments on those levels. This is to ensure employment generating land uses are retained on the ground and first floor of any future development fronting Parramatta Road.

5.0 Assessment of the Planning Proposal against the NSW Department of Planning and Infrastructure Guidelines

5.1 Need for a Planning Proposal

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

This planning proposal is not the result of any strategic study or report however has been the subject of detailed site testing to determine the most appropriate development for the site and the building height and FSR controls that are most appropriate for the site's location within Granville Town Centre and on the edge of the Parramatta City Centre.

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

This planning proposal is the best means of achieving the intended outcome of the development, which is to facilitate a mixed use development (with a large residential component) on the site with a high development yield. The current zoning does not permit residential development along Parramatta Road nor does it provide the appropriate built form controls to permit redevelopment of this density. The proposed amendment to the planning controls will deliver an appropriate built form and permit high density transit orientated development.

5.2 Relationship to strategic planning framework

Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

The Draft Metropolitan Strategy and Draft West Central Draft Subregional Strategy strengthens the NSW State Government policy position that Parramatta should continue to develop as Sydney's second CBD and the premiere regional centre of Western Sydney.

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 residential 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.

The proposed development facilitated by this Planning Proposal will contribute to the Draft Metropolitan Strategy and Draft West Central Draft Subregional Strategy dwelling targets and provide necessary housing in close proximity to the employment opportunities of the City Centre. It will also provide for an increased amount of employment generating land uses than what currently exists on the site.

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

The planning proposal is consistent with Council's community strategic plan, Parramatta 2038. The plan outlines a series of goals for Parramatta's economy, environment, connectivity, people, culture and leadership. The proposed development will help to achieve these goals by facilitating an integrated mixed-use development in close proximity to public transport and employment.

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 Table 2 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 4 – Development Without Consent and Miscellaneous Exempt and Complying Development | | | X | This SEPP is not applicable to the subject land under Clause 1.9 of the Parramatta LEP 2011. |
| SEPP 6 – Number of Storeys in a Building | | | X | Standard instrument definitions apply. |
| SEPP No 32 Urban Consolidation (Redevelopment of Urban Land) | X | | | The planning proposal is consistent with SEPP 32 in providing for the opportunity of additional housing in an area where there is existing public transport and is close to employment, leisure and other opportunities. |
| SEPP No 55 Remediation of Land | X | | | A Phase 1 preliminary contamination investigation report for the subject site has been prepared. Council is satisfied the site can be made suitable for residential purposes with a Phase 2 to be prepared at the DA stage. |
| SEPP 60 – Exempt and Complying Development | | | X | This SEPP is not applicable to the subject land under Clause 1.9 of the Parramatta LEP 2011. |
| 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. During the design development phase, detailed testing of SEPP 65 and the Residential Flat Design Code was carried out and the indicative scheme is capable of demonstrating compliance with the SEPP. |
| 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 No 18- Public Transport Corridors | | | X | This SEPP is not applicable to the subject land under Clause 1.9 of the Parramatta LEP 2011. |
| 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. |

Table 2 – Assessment against State Environmental Planning Policies

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

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

| Section | Comment | Compliance |
|---|--|------------|
| 1. Employment and Resources | | |
| Direction 1.1 – Business and Industrial Zones | This planning proposal seeks to rezone the subject site from B6 Enterprise Corridor to B4 Mixed Use. Whilst it proposes to remove a zone that permits strictly business related land uses, and introduce one that permits residential land uses, the proposed clause to mandate the inclusion of 5,500m ² of floorspace for non-residential uses (excluding serviced apartments) on the ground and first floors of any future development will retain employment generating land uses. | Yes |
| 2. Environment and Heritage | | |
| Direction 2.3 - Heritage Conservation | The planning proposal will not provide a detrimental impact on the surrounding heritage items and will not impact on their future conservation. | Yes |
| 3. Housing, Infrastructure and Urban Development | | |
| Direction 3.1 - Residential Zones | The planning proposal is consistent with this direction, in that it: <ul style="list-style-type: none"> - facilitates additional housing in close proximity to Granville Town Centre and the Parramatta City Centre that is currently not provided on the site - provides residential development in an existing urban area that will be fully serviced by existing infrastructure - does not reduce the permissible residential density of land. | Yes |
| Direction 3.4 - Integrating Land Use and Transport | The planning proposal is consistent with this direction, in that it: <ul style="list-style-type: none"> - will provide new dwellings in close proximity to existing public transport links - will enable residents to walk or cycle to work if employed in the Parramatta City Centre or utilise the heavy rail service if working in the Sydney City Centre - will maintain and provide additional commercial premises in proximity to existing transport links - makes more efficient use of space and infrastructure by increasing densities on an underutilised site | Yes |

| 4. Hazard and Risk | | |
|---|--|-----|
| Direction 4.1 - Acid Sulfate Soils | The site is identified as Class 4 and Class 5 on the Acid Sulfate Soils Map in Parramatta Local Environmental Plan 2011. Acid sulfate soils are generally not found in Class 5 areas however this will be addressed further at the development application stage. | Yes |
| Direction 4.3 - Flood Prone Land | The site is not flood prone and 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. | Yes |
| 6. Local Plan Making | | |
| Direction 6.1 - Approval and Referral Requirements | The planning proposal does not introduce any provisions that require any additional concurrence, consultation or referral. | Yes |
| Direction 6.3 - Site Specific Provisions | The planning proposal does not introduce any site specific provisions. | Yes |
| 7. Metropolitan Planning | | |
| Direction 7.1 - Implementation of the Metropolitan Plan for Sydney 2036 | The planning proposal is consistent with the <i>Metropolitan Plan for Sydney 2036</i> – this is discussed in this planning proposal. | Yes |

Table 3 – Assessment against S117 Directions

5.3 Environmental, social and 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 report 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 the environmental characteristics which may arise as part of this Planning Proposal, or may affect the outcomes of the proposed development.

Those specialist investigations include:

- Urban Design Analysis by Architectus included in **Appendix A**.
- Acoustic Assessment by Rodney Stevens Acoustics.
- Preliminary Environmental Site Assessment by Environmental Investigation Services.
- Geotechnical Investigation by JK Geotechnics.
- Traffic Impact & Parking Assessment by McLaren Traffic Engineering included in **Appendix B**.
- 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 and environmental conditions can accommodate the proposal. The Planning Proposal uses 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 Urban Design Analysis prepared by Architectus in **Appendix A** provides an indicative development scheme for the site to reflect the objectives of the Planning Proposal. The proposed built form has been designed to utilise the large landholding and respond to the site's location on Parramatta Road and beside the Western Railway line. It considers the standards within *State Environmental Planning Policy No. 65 - Design Quality of Residential Flat Development*, solar access and overshadowing, suitable vehicle access arrangements, and other residential amenity considerations for a mixed use development in close proximity to the neighbouring developments.

The impacts of the planning proposal in the context of its local road network are addressed in the traffic and parking assessment included as **Appendix B**. 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.

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

The Planning Proposal will result in positive social and economic outcomes. These are summarised below and include employment generating opportunities, provision of public domain upgrades and facilities, supply of more housing opportunities, as well as encouragement of further renewal in the Granville locality generally.

Employment Generating Opportunities

Whilst the planning proposal will result in the introduction of residential development on the site under the proposed B4 Mixed Use zone, the proposed clause will require 5,500m² of commercial floorspace on the site to ensure employment opportunities are delivered. The planning proposal will result in an increase in employment opportunities with the indicative built form provided in the Urban Design Analysis (which includes a draft site specific DCP) in **Appendix A** showing that the amount of commercial floor space currently on the site will increase from 3,340m² to 5,500m².

Public Domain Upgrades and Facilities

The Planning Proposal will result in the renewal of the existing footpath infrastructure along Parramatta Road, Duke Street and Victoria Street. It also includes a new 12 metre wide north-south through site link. The new footway will improve pedestrian permeability through the existing block formed by Parramatta Road, Victoria Street, Good 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 City Centre, improving access to local employment opportunities and public transport.

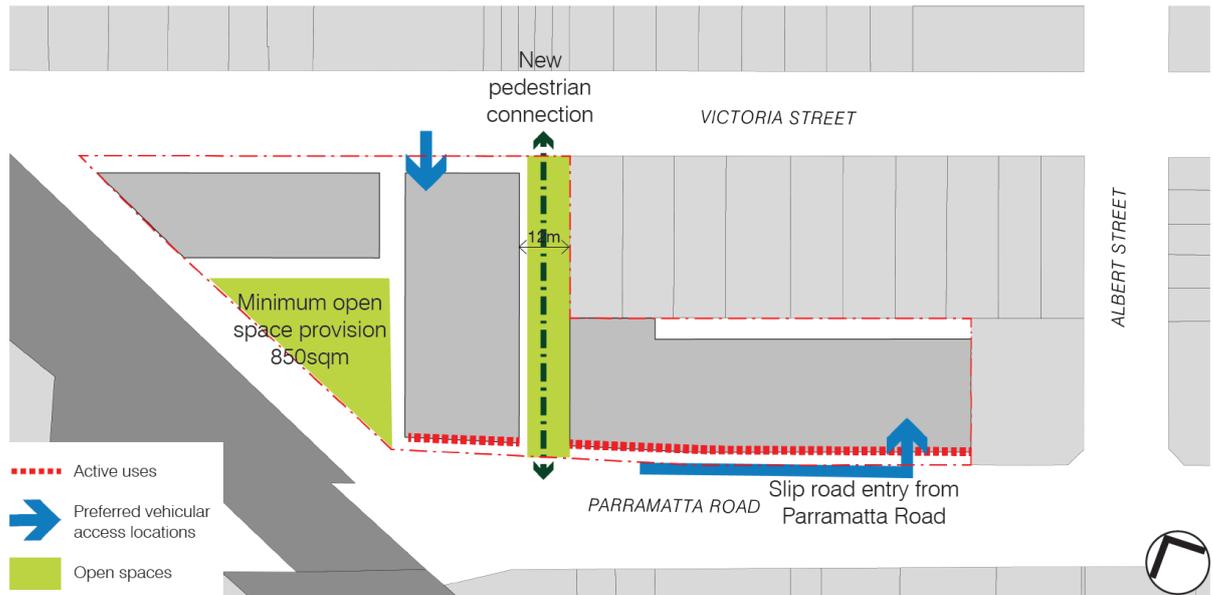


Figure 2 – Proposed open space and through site link

The Planning Proposal will provide for a new park. The park is located in the south western corner of the block, adjacent the railway line. This location complements the existing currently unused pathway (owned by Council) between the subject site's western boundary and the Western Rail Line.

The proposed upgrades and facilities will be the subject of a Voluntary Planning Agreement (VPA) between Council and the landowner where the details and delivery of such facilities will be negotiated. The items have the potential to deliver significant social and public benefit for future residents on the site and within the area.

Housing Opportunities

The majority of the proposed built form is allocated for residential development, with the Planning Proposal having the potential to deliver **approximately 519 dwellings**. This will increase housing opportunities close to a major town centre and railway station, supporting transit orientated development and inadvertently encouraging the use of public transport.

5.4 State and Commonwealth Interests

Is there adequate public infrastructure for the planning proposal?

The site is located in an established urban area and has access to a range of existing services. Further investigations will be undertaken as part of the DA stage to determine whether any upgrade of existing facilities is required.

The Planning Proposal includes new public open space, upgrading of existing footpaths, as well as implementing new public walkways to improve connectivity.

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

State and/or Commonwealth public authorities have not been consulted as part of preparing this Planning Proposal. The authorities will have the opportunity to provide comment on the planning proposal as part of the formal exhibition. Any future DA will be referred to the relevant authorities as required.

6.0 - Mapping

Maps of the proposed amendments to the LEP zoning, height, and FSR controls applying to the site have been provided and are located below at **Figures 3 – 6**.

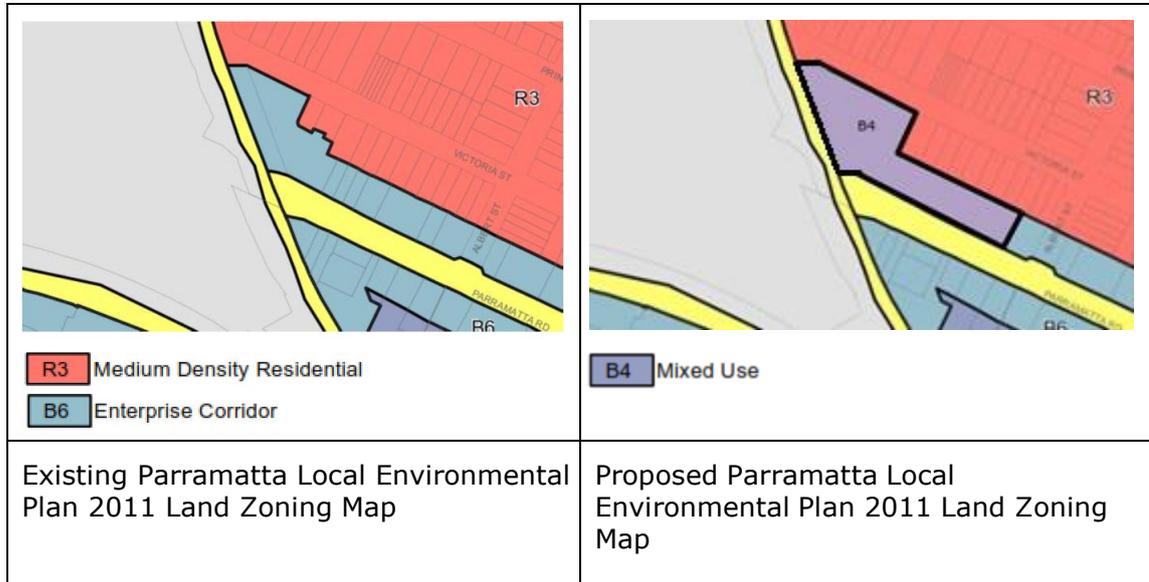


Figure 3 – Existing and proposed zoning map

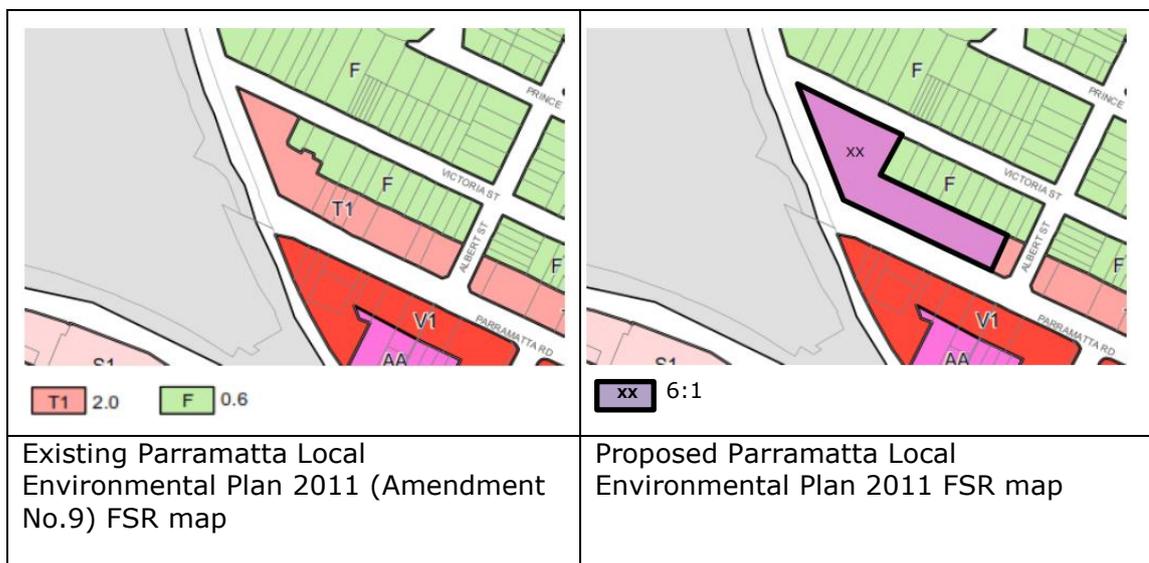


Figure 4 – Existing and proposed FSR map



Figure 5 – Existing and proposed HOB map

Under the Design Excellence clause a Key Sites Map is proposed to identify the site subject to the clause. The intention is to include additional sites on this map to be the subject of this clause in future amendments.



Figure 6 – Proposed key sites map

7.0 - Community Consultation

It is noted that confirmation of the public exhibition period and requirements for the planning proposal will be outlined in the Gateway determination. It is recommended that this planning proposal be exhibited for 28 days.

8.0 - Indicative Timeline

Below is an indicative timeline for the planning proposal.

- Referral to Minister for Gateway determination: December 2014
- Date of Gateway determination: February 2015
- Exhibition including government agency consultation: February/March 2015
- Timeframe for the consideration of proposal post exhibition: March/April 2015
- Reporting of proposal to Council: April 2015
- Date of submission to PCO to finalise the LEP: April 2015