

PLANNING PROPOSAL

To rezone 190-220 Dunmore Street Pendle Hill from
IN2 Light Industrial to R4 High Density Residential, B2
Local Centre and RE1 Public Recreation

November 2014



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1 Introduction

This planning proposal has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and relevant guidelines produced by the Department of Planning and Environment.

The purpose of the planning proposal is to seek an amendment to Holroyd Local Environmental Plan 2013 (HLEP 2013) to rezone the Bonds Spinning Mills site at 190-220 Dunmore Street, Pendle Hill from IN2 Light Industrial to R4 High Density Residential, B2 Local Centre and RE1 Public Recreation to enable redevelopment of the site for residential and commercial purposes.

1.1 Background

The subject site is situated at 190-192 Dunmore Street, Pendle Hill and covers an area of approximately 8 hectares. The site is currently zoned IN2 Light Industrial and is identified as a heritage item under Holroyd LEP 2013. The site has been used for industrial purposes (manufacturing and distribution of textiles) since 1923, was the first spinning mill in the Southern Hemisphere and was the birthplace of the Bonds clothing brand.

Over recent years, the manufacturing operations on the site were scaled down and have now ceased, as the former owner of the site, Pacific Brands, considered these uses to no longer be suitable at this location.

In early 2010 Pacific Brands advised Council of its intention to pursue a rezoning of the site to allow for residential development. During the 2010 exhibition of the Draft Holroyd LEP, a submission was received from Pacific Brands, objecting to the proposed IN2 Light Industrial zoning (a translation of the former 4(b) zone) on the basis that this is no longer suitable. In order that the Holroyd comprehensive LEP proceed in a timely manner, Council advised Pacific Brands that they should submit a rezoning request, which would proceed through the gateway process.

A rezoning application, including a heritage assessment and concept masterplan for the site, was submitted to Council in February 2011. This proposal was for high density residential development of 2-7 storeys with a yield of around 600 dwellings, and small-scale retail/commercial. Council resolved at its meeting on 16 August 2011 to prepare a planning proposal to rezone the site. However, the information requested by Council was not provided and as such a planning proposal did not progress to 'Gateway'.

In June 2013, Council received a further rezoning request (proposal) prepared by CBRE Pty Ltd on behalf of the owners of the site, Rainbowforce Pty Limited. The proposal, as originally submitted, sought to rezone the subject land from its current IN2 Light Industrial zone to B4 Mixed Use zone under Holroyd LEP 2013. Following an initial assessment and meeting with Council strategic planning officers (in which the advice was provided that this zone could not be applied in this location under State guidelines), the proposal was then amended on 1 August 2013 to propose to rezone the subject land as follows:

- R4 High Density Residential zone with additional permitted uses for 'commercial premises' (retail, business and office) across the entire site;
- A maximum FSR of 3:1 across the entire site;
- A maximum building height of 53m (up to 17 storeys) across the entire site.

The key elements of the development concept were:

- A dwelling yield of over 1,800 dwellings;
- Building heights scaling up from 4 storeys on the edges to 17 storeys in the centre;
- Around 8,500sqm of retail, business and commercial in retained heritage buildings (constituting a new local centre);
- 1.5ha of public open space comprising a central local park and other smaller grassed and public domain areas.

Council's assessment of the supporting documentation indicated that while it generally provided the information required by the DP&E guidelines, much of the information was incomplete and many adverse impacts of the proposal were not sufficiently addressed.

In May 2014, Council received a revised proposal prepared by CBRE Pty Ltd on behalf of the owners of the site, J.S.T (NSW) Pty Ltd, which generally addressed the concerns raised with the previous proposal. The revised proposal seeks to rezone the subject land from its current IN2 Light Industrial zone to R4 High Density Residential, B2 Local Centre and RE1 Public Recreation under Holroyd LEP 2013.

The majority of the site is proposed to be zoned R4 High Density Residential. The B2 Local Centre zone is proposed for part of the heritage precinct in the northern part of the site, reflecting the intention to accommodate commercial uses in retained heritage buildings. The RE1 zone reflects the proposed 'central' park in the north-eastern part of the site, which would form the main area of local open space.

The building heights requested by the proponent are outlined as follows:

- 12.5m-18m (3-5 storeys) in the front (northern) portion of the site.
- 48-54m (15-17 storeys) in the central portion of the site.
- 45m (14 storeys) in the central-southern portion of the site.
- 15-21m (4-6 storeys) along the southern, south-eastern & south-western boundaries.

The Floor Space Ratios proposed are outlined as follows:

- 0.7:1 – 1:1 (refinement of 0.8:1) in the northern part of the site (conservation zone).
- 1.2:1 – 3.2:1 (refinement of 2.2:1 – 2.9:1) in the southern part of the site.

Given the previous comments issued to the proponent indicating that Council would not support 17 storey building heights on the site, 2 further options of reduced scale and density were developed. All 3 options were reported to Council on 7 October 2014, and Council resolved to support a moderate-scale concept with building heights up to 12 storeys.

1.1 Land to which the Planning Proposal applies

The location of the subject site is shown in Figure 1.

Figure 1 – Location of subject site



(Source: Sixviewer, Dept of Lands)

1.2 Current Planning Controls

Holroyd Local Environmental Plan 2013

Zoning

The subject lands are currently zoned IN2 Light Industrial under Holroyd Local Environmental Plan 2013. The objectives of the IN2 zone are:

- To provide a wide range of light industrial, warehouse and related land uses.
- To encourage employment opportunities and to support the viability of centres.
- To minimise any adverse effect of industry on other land uses.
- To enable other land uses that provide facilities or services to meet the day to day needs of workers in the area.
- To support and protect industrial land for industrial uses.

Height of buildings

Pursuant to Clause 4.3 of HLEP 2013 the areas subject to this Proposal currently have no maximum height limit.

Floor space ratio

Pursuant to Clause 4.4 of HLEP 2013 the areas subject to this Proposal currently have no maximum FSR.

Heritage

Pursuant to Schedule 5 of HLEP 2013, the subject area is an archaeological site and an item of environmental heritage is located within the subject area. This is identified in Attachment 2 of this Proposal.

Holroyd Development Control Plan 2013

Holroyd Development Control Plan 2013 (Holroyd DCP) came into effect on 5 August 2013. Industrial development within the IN2 Light Industrial zone that currently applies to the site subject to this Proposal is in particular subject to Part D Industrial Controls.

2 The Planning Proposal

2.1 Objectives and Intended Outcomes

This Planning Proposal aims to:

- Enable redevelopment of land in close proximity to the existing Pendle Hill centre and railway station for high density housing, with supporting community and neighbourhood commercial uses and public open space;
- Acknowledge and ‘celebrate’ the important contribution of Bonds Spinning Mills to the history and development of Pendle Hill and its community;
- Make a positive contribution to the Pendle Hill locality by providing a quality integrated urban design solution that respects the existing built form and natural features of the site and surrounding neighbourhood.

2.2 Explanation of Provisions

The majority of the site is proposed to be zoned R4 High Density Residential. The B2 Local Centre zone is proposed for part of the heritage precinct in the northern part of the site, reflecting the intention to accommodate commercial uses in retained heritage buildings. The RE1 zone is proposed for the park in the north-eastern part of the site, which is the main area of open space.

The proposed outcomes will be achieved by:

- amending the Holroyd LEP 2013 Land Zoning Map in accordance with the proposed zoning map provided in Attachment 1, which shows the following new zones within the site:
 - R4 High Density Residential
 - B2 Local Centre
 - RE1 Public Recreation
- amending the Holroyd LEP 2013 Floor Space Ratio Map in accordance with the proposed floor space ratio map provided in Attachment 1, which shows the following maximum floor space ratios within the site:
 - 1:1 (heritage conservation zone, Dunmore Street frontage)
 - 0.7:1 (heritage conservation zone)
 - 1.8:1 (central portion east)
 - 2.4:1 (central portion west)
 - 2:1 (central-southern portion)
 - 1.2:1 (southern boundary)

- amending the Holroyd LEP 2013 Height of Buildings Map in accordance with the proposed height of buildings map provided in Attachment 1, which shows the following maximum building heights within the site:
 - 12.5m-18m (3-5 storeys) in the front (northern) portion of the site
 - 30-39m (9-12 storeys) in the central portion of the site
 - 27m (8 storeys) predominantly along the western boundary of the site and surrounding the 9-12 storey component
 - 21m (6 storeys) partially along the eastern boundary of the site
 - 15m (4 storeys) along the southern & south-western boundaries
- amending the Holroyd LEP 2013 Lot Size Map in accordance with the proposed lot size map provided in Attachment 1, which shows a minimum lot size of 900m² in the proposed R4 and B2 zones, and no minimum lot size in the RE1 zone.

2.3 Justification

This section details the reasons for the proposed outcomes and is based on a series of questions outlined in the Department of Planning and Infrastructure's *A Guide to Preparing Planning Proposals* 2012. Heads of consideration include the need for the planning proposal from a strategic planning viewpoint, implications for State and Commonwealth agencies and environmental, social and economic impacts.

2.3.1 Need for the Planning Proposal

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

The rezoning of the Bonds site has been identified in Council's Residential Development Strategy, and has been the subject of several Council reports.

Council's Residential Development Strategy refers to the potential rezoning of the Bonds site for residential purposes. Strategy PH1.10 states 'Investigate the potential for rezoning of the Bonds site on Dunmore Street to residential (this site is currently zoned for light industrial uses). Rezoning of this area should be subject to the preparation of a Precinct Plan that identifies an appropriate mix of dwelling types & densities and appropriate building heights, incorporates open space provision and provides public vehicle and pedestrian/cyclist access between Dunmore Street and Jones Street'.

The proposed rezoning of the Bonds site has been reported to Council on several occasions over the course of 3 years. It was first considered by Council at its meeting on 31 May 2011, as part of its consideration of the exhibition of Draft Holroyd LEP 2010 (as it was then known). As the LEP was well-advanced at the time Council received the rezoning application from Pacific Brands, Council resolved to retain the IN2 zone for the site and to consider the rezoning application separately.

Subsequent Council reports are outlined as follows:

- 16 August 2011 – Council resolved to prepare a planning proposal to rezone the site subject to further information being provided

- 29 October 2013 – strategic merit assessment of new proposal submitted by the new owners, indicating further information required
- 7 October 2014 – assessment indicated that revised proposal had strategic merit and recommended that a planning proposal be forwarded to the DP&E (a copy of the report considered by Council is included as Attachment 3 in Section 3).

Q: Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The planning proposal is the best means of achieving the objectives or intended outcomes. These are addressed as follows:

Enabling redevelopment of land in close proximity to the existing Pendle Hill centre and railway station for high density housing, community and neighbourhood commercial uses and public open space

- By incorporating a mix of commercial and high density residential uses the proposal provides an optimal land use for a site in close proximity to a local centre and railway station. There are limited sites of this size in close proximity to rail infrastructure that would allow for development of new housing, commercial uses and public open space.
- The proposal would provide publicly accessible open space including a local park of 1.1 hectares. It would be more difficult and create a greater impact on the local community for Council to provide additional local open space through land acquisition.

Acknowledge and 'celebrate' the important contribution of Bonds Spinning Mills to the history and development of Pendle Hill and its community

- The proposal provides an effective means of acknowledging the site's contribution to the history and development of Pendle Hill. Rezoning for high density development would enable greater investment into restoration and maintenance of heritage items than would a lower density use of the site. Adaptive reuse of heritage buildings for retail and community uses would also be more desirable than the buildings remaining unused.

Make a positive contribution to the Pendle Hill locality by providing a quality integrated urban design solution that respects the existing built form and natural features of the site and surrounding neighbourhood.

- The proposal would make a positive contribution to the Pendle Hill neighbourhood by providing a high quality residential precinct, commercial space for local businesses and a new public park, as well as celebrating the site's iconic heritage significance through the adaptive reuse of historical buildings.
- The proposal would provide land uses that are more compatible with the surrounding neighbourhood than the existing light industrial zoning allows for. The proposal provides for a transitioning of building heights from the surrounding development, to avoid overlooking, overshadowing and minimise visual impact.
- The proposal would provide a high standard of urban design and an integrated design solution which could not be achieved on a smaller site or through individual developments.

2.3.2 Relationship to strategic planning framework

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

The draft West Central Sub-regional Strategy 2007 (WCSRS 2007) specifically identifies the Bonds Spinning Mills Site as an industrial site suitable for an alternate zoning. The Strategy stipulates that:

“Given the mainly residential nature of the locality and the availability of more suitable Employment Lands at the nearby Girraween (See Precinct No. 46) precinct, this site may be considered for alternative development, but only if existing operations cease.”

The proposal is also consistent with other objectives and actions of the Strategy, outlined as follows:

- Providing for housing growth close to public transport corridors and centres
- Improving housing choice and affordability
- Providing local employment opportunities
- Conserving cultural heritage
- Improving recreational facilities and access to open space

Q: Is the planning proposal consistent with a council’s local strategic or other local strategic plan?

The Planning Proposal is consistent with Holroyd Council’s Community Strategic Plan. The plan establishes a central vision for Holroyd for 20 years into the future. By 2031, Holroyd is expected to accommodate an additional 30,000 people and 11,000 new homes. The Planning Proposal supports the objectives of the Community Strategic Plan in that it will provide additional dwellings to accommodate anticipated population growth within close proximity to an established public transport node and town centre.

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

Table 1 below lists all relevant State Environmental Planning Policies for the areas subject to this Proposal. As demonstrated, the planning proposal does not contain any provisions that would be inconsistent with the objectives of the relevant SEPPs.

Table 1 - Consistency with applicable SEPP’s

Relevant State Environmental Planning Policies	Consistent
SEPP 4 Development without consent and Miscellaneous Exempt & Complying Development	Yes
SEPP 6 Number of Storeys in a Building	Yes
SEPP 19 Bushland in Urban Areas	Yes
SEPP 32 Urban Consolidation (Redevelopment of Urban Land)	Yes
SEPP 55 Remediation of Land	Yes
SEPP 64 Advertising and Signage	Yes
SEPP 65 Design Quality of Residential Flat Development	Yes
SEPP (BASIX) 2004	Yes
SEPP (Housing for Seniors or People with a Disability) 2004	Yes
SEPP (Infrastructure) 2007	Yes

SEPP (Affordable Rental Housing) 2009

Yes

Q: Is the planning proposal consistent with applicable Ministerial Directions (s117 directions)?

The planning proposal is consistent with the relevant Section 117 Directions, as detailed in Table 2 below.

Table 2 - Consistency with applicable Section 117 Directions

1. Employment and resources	
1.1 Business and Industrial Zones	<p>The objectives of this direction are to:</p> <ul style="list-style-type: none"> (a) encourage employment growth in suitable locations, (b) protect employment land in business and industrial zones, and (c) support the viability of identified strategic centres. <p>The site was identified in the West-Central Sub-regional Strategy as being suitable for alternative uses if existing operations cease, which is the case. The proposed rezoning would also generate new employment opportunities, through provision of 6,000sqm of commercial floor space. The proponent’s economic impact assessment indicates that the commercial component of the development would generation approximately 328 jobs on the site post-construction. The proposal will also enable flexible floor plates to a minimum of 30% of residential dwellings to allow for work/live opportunities and home office spaces.</p> <p>As recommended by a peer review of the proponent’s economic impact assessment, the quantum of commercial floor space was reduced, so as to reduce the impact on the Pendle Hill centre.</p>
1.2 Rural Zones	Not Applicable
1.3 Mining, Petroleum Production and Extractive Industries	Not Applicable
1.4 Oyster Aquaculture	Not Applicable
1.5 Rural Lands	Not Applicable
2. Environment and Heritage	
2.1 Environment Protection Zones	<p>Not Applicable</p> <p>This Proposal does not apply any to land within an environment protection zone or any land otherwise identified for environment protection purposes under HLEP 2013.</p>
2.2 Coastal Protection	Not Applicable
2.3 Heritage Conservation	<p>Yes</p> <p>The subject site is listed as an Archaeological site in Holroyd LEP 2013. Additionally, there are four buildings within the site that are listed as an item of local heritage significance in the LEP. The proposal involves the retention and adaptive reuse of these buildings. A Draft Conservation Management Plan (CMP) has</p>

	<p>been prepared, which includes an assessment of heritage significance for all of the buildings, items and moveable objects remaining within the site. The following buildings are proposed for retention:</p> <p>Exceptional significance:</p> <ul style="list-style-type: none"> • Administration Building (in part) • Cutting Room • Cotton bale stores <p>High significance:</p> <ul style="list-style-type: none"> • Dance Hall • Compressor Room • Storage Building (John Austin Centre) <p>Medium significance:</p> <ul style="list-style-type: none"> • Boiler House <p>The proposal would demolish the Fabric Store building, and this demolition does not comply with the CMP.</p> <p>Council’s heritage advice indicated that the CMP still needs to include acknowledgement of the site’s State Heritage significance, as well as diagrammatic guidance for built form, and heritage interpretation strategies, to ensure that all items of heritage significance would be adequately conserved.</p> <p>The subject site does not contain any Aboriginal objects or Aboriginal places protected under the <i>National Parks and Wildlife Act 1974</i>. No Aboriginal heritage survey identifying locations or objects of Aboriginal heritage significance has been provided to Council by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority.</p> <p>However, the Draft CMP provides no indication whether the site contains any object or place of Aboriginal heritage significance. As such, any impacts of the Proposal on any Aboriginal heritage cannot be ascertained.</p> <p>This Proposal does not amend the heritage conservation provisions of HLEP 2013.</p>
2.4 Recreation Vehicle Areas	Not Applicable
3. Housing, Infrastructure and Urban Development	
3.1 Residential Zones	<p>The Proposal is consistent with this Direction as it broadens the choice of building types and locations available, makes more efficient use of existing infrastructure and services and will reduce the consumption of land for housing and associated urban development on the urban fringe.</p> <p>The site is in close proximity to an existing centre and railway station. The proposal would therefore make better use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services. The site is also close to the Wentworthville Town Centre, identified as a key centre for growth in Council’s strategic planning documents. It is</p>

	<p>within 2.5km of Westmead, the focus of major employment growth for the region and 4km of Parramatta, Sydney’s second CBD. This creates an opportunity for the proposal to provide key worker housing required in these major employment zones of the western sub-region.</p> <p>This proposal provides housing variety and choice for both existing and future housing needs. The site is opposite existing high density residential development along Dunmore Street, however this provides a residential stock that has been established for a number of years and therefore not reflective of SEPP 65 and the Residential Flat Design Code. The provision of additional stock that is suited to the changing needs of the demographic is a key outcome of this proposal, particularly in light of the rare nature of the site, being a large urban renewal opportunity in a single ownership. As the site is within an existing urban area it minimises the impact of residential development on the environment and resource lands.</p>
<p>3.2 Caravan Parks and Manufactured Home Estates</p>	<p>Not applicable</p>
<p>3.3 Home Occupations</p>	<p>Not Applicable</p> <p>Dwelling houses are not permitted in any of the zones proposed for the site under HLEP 2013.</p>
<p>3.4 Integrating Land Use and Transport</p>	<p>The proposal is consistent with this Direction as it ensures that the urban structure, built form and land use allocation improves access to housing, jobs and services by both active and public transport.</p> <p>An increased housing density within 200m of the Western railway line will reduce the number of trips generated and the distances travelled by car.</p> <p>A transport assessment provided by the proponent identifies the opportunity to provide a Green Travel Plan to minimise the number of peak hour car trips generated by the site. This would be provided to all residents in the site in addition to information regarding car sharing, public transport services and cycling / pedestrian routes & facilities. It is considered that with the changing demographics of the area as well as changing travel demands that a mode shift will occur that sees a higher level of public transport patronage from the site’s future inhabitants. In comparable projects, Green Travel Plans have been effective in providing a 10-30% modal shift towards sustainable transport.</p> <p>The creation of through-site pedestrian and cycle links would also encourage residents in the surrounding area to use more active transport means.</p>
<p>3.5 Development Near Licensed Aerodromes</p>	<p>Not Applicable</p>
<p>3.6 Shooting Ranges</p>	<p>Not Applicable</p>
<p>4. Hazard and Risk</p>	

4.1 Acid Sulphate Soils	<p>Not Applicable</p> <p>This Proposal does not rezone any land identified on the Acid Sulphate Soils Planning Maps as having a probability of acid sulphate soils being present.</p>
4.2 Mine Subsidence and Unstable Land	<p>Not Applicable</p>
4.3 Flood Prone Land	<p>The Proposal is consistent with this direction.</p> <p>The Proposal does not rezone any land within a flood planning area from Special Use, Special Purpose, Recreation, Rural or Environmental Protection Zones to a Residential, Business, Industrial, Special Use or Special Purpose Zone.</p> <p>The subject site is within a flood planning area, as parts of the site are affected by overland stormwater flooding. However, these are not considered to be a major constraint on development generally and could be addressed through detailed design at development application stage. The impacts of flooding on any future development within the site would need to be investigated following any Gateway determination.</p>
4.4 Planning for Bushfire Protection	<p>Not Applicable</p>
5. Regional Planning	
5.1 Implementation of Regional Strategies	<p>Not Applicable</p>
5.2 Sydney Drinking Water Catchments	<p>Not Applicable</p>
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	<p>Not Applicable</p>
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	<p>Not Applicable</p>
5.8 Second Sydney Airport: Badgerys Creek	<p>Not Applicable</p>
5.9 North West Rail Link Corridor Strategy	<p>Not Applicable</p>
6. Local Plan Making	
6.1 Approval and Referral Requirements	<p>Not Applicable</p> <p>This Proposal does not alter any provisions requiring the concurrence, consultation or referral of development applications to a Minister or public authority and does not identify development as designated development.</p>
6.2 Reserving Land for Public Purposes	<p>The Proposal would create a new 1.1ha public park within the site, which would be zoned RE1 Public Recreation. Once zoned for this purpose, this land would come under the care and control of Council. The dedication of this land would be achieved through</p>

	<p>a Voluntary Planning Agreement between Council and the developer.</p> <p>Council considers that the Director-General’s approval for the creation of this zone would be implicit in the Gateway Determination.</p> <p>The Proposal does not alter or reduce existing zonings or reservations of land for public purposes, nor propose to acquire any land for public purposes nor to rezone any land currently reserved for a public purpose.</p>
6.3 Site Specific Provisions	Not applicable
7. Metropolitan Planning	
7.1 Implementation of the Metropolitan Plan for Sydney 2036	<p>Yes</p> <p>This Proposal is consistent with the NSW Government’s Metropolitan Plan for Sydney 2036 published in December 2010.</p>

2.3.3 Environmental, social and economic impact

Q: 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?

There is no declared critical habitat within the Holroyd LGA. Desktop investigations indicate that no threatened species, populations or ecological communities or their habitats exist within the site, and therefore would not be adversely affected as a result of the proposal.

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

General desktop investigations undertaken to date do not suggest any major constraints to the proposed rezoning of the site. The site is affected by contamination and a preliminary contamination assessment has been provided by the proponent (included in Attachment 4). It is acknowledged that further site-specific assessment may be required prior to rezoning, which shall be outlined in the Gateway determination. This may include contamination, geotechnical considerations and stormwater & hydrology. Further detail regarding environmental issues is provided in Section 3.2.

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

Heritage impacts

The effects of the Proposal on items or places of European or Aboriginal cultural heritage are addressed in Section 3.5.5.

Social impacts

The social impacts of the Proposal are addressed in Section 3.5.4.

Economic impacts

The economic impacts of the Proposal are addressed in Section 3.4.

2.3.4 State and Commonwealth interests

Q: Is there adequate public infrastructure for the planning proposal?

It is likely that the Proposal will require upgrades or increases to various public infrastructure and services, such as public transport, roads, drainage, utilities, open space, waste management, healthcare, childcare and schools.

Following the Gateway Determination, consultation with the relevant agencies would be undertaken to identify whether existing services could meet the increased demand generated by future development, or if not, the extent of the shortfall and the infrastructure / services required to offset this. While the Gateway determination would confirm the public authorities to be consulted, it is expected that they would include the following:

- Transport for NSW
- Department of Education & Communities
- NSW Health
- Sydney Water
- Electricity, gas & telecommunications providers

Delivery of other public infrastructure under Section 94 of the EP&A Act is addressed in Section 3.6. This includes open space, public domain, community facilities, roads and drainage.

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

As the Gateway Determination has yet to be issued by the Minister for Planning and Environment, no State or Commonwealth authorities have been identified or consulted at this stage.

The proponent met with DP&E staff subsequent to lodging its initial rezoning request with Council. These discussions indicated that the Department shared Council's concerns regarding the need for more detailed assessment of heritage impacts, and the impacts of the 17 storey building height that was originally proposed for the site.

2.1 Mapping

All relevant maps that assist in identifying the intent of the planning proposal are contained in Attachment 1.

2.2 Community Consultation

It is proposed that the planning proposal be exhibited for a period of 42 days, as resolved by Council at its meeting on 7 October 2014. Exhibition material will contain a copy of the planning proposal and relevant maps supported by a written notice that describes 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. Consultation will not occur until receipt of the 'gateway determination'.

The proposed consultation methodology will include:

- 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 (Parramatta Advertiser) for 4 weeks;
- notifying the exhibition of the planning proposal on Council’s web site including all relevant documentation;
- providing a copy of the planning proposal and supporting documentation at Council’s customer service centre and libraries;
- notifying all affected property owners and body corporates of adjoining strata units where relevant;
- 2 community information sessions;
- An open day / site tour;
- A public hearing.

2.3 Project Timeline

An outline of the expected timeframe for completion of the Planning Proposal is provided below.

Planning Proposal submitted to NSW Planning and Environment	November 2014
Gateway Determination received by Council	December 2015
Planning proposal publicly exhibited for 42 days	February-March 2015
Council considers report on exhibition	June 2015
LEP amendment gazetted	September 2015

3 Assessment of Planning Matters

3.1 Traffic & Transport

3.1.1 Local Traffic

The Traffic & Transport Report prepared by GTA Consultants provided an assessment of the transport impact of the proponent’s revised proposal (incorporating approximately 1,600 new dwellings and approximately 6,000m² commercial floor space), including traffic generation and the impact of the proposal on the surrounding road network.

The report indicated that the site could potentially generate approximately 800 external vehicle movements in the AM peak hour, 840 external vehicle movements in the PM peak hour and 1,000 external vehicle movements in the Saturday midday peak hour. This compares to the current lawful industrial use of the site which, according to the report, at full capacity has the potential to generate 565 trips per hour in the peak periods, a significant number of which would presumably be trucks. It is noted that approximately half of the total peak hour movements are residential and half of the movements are retail/commercial.

The general conclusion of the GTA traffic report that (subject to certain upgrades and management measures) *“the proposed redevelopment would be able to proceed without having a significant adverse impact on the performance of the (local) road network in the vicinity of the site”* is considered satisfactory. However, the following comments were provided by Council’s Engineering Services Department regarding the impacts and implications of the proposal:

- The modelling includes proposed access to the site from Jones Street and Dunmore Street. Exact locations for access to the site have not been identified in the Report and would form part of the detailed design. For the purposes of the rezoning, adequate access can be provided on both Dunmore and Jones Street frontages. The report has indicated that accesses on Dunmore and Jones Street may involve introduction of roundabouts, priority ‘T’ intersections and signalised intersections. This would result in the loss of on street parking as a result of the proposed intersection treatments.
- The model includes analysis of impacts on intersections and surrounding local roads as a result of traffic generation from the proposal. The results indicate that the proposal would have an impact on intersections and surrounding local roads. In addition, the analysis of several intersections needs further assessment. A number of mitigating measures have been proposed including altering signal phases to optimise vehicle movements and altering or removing existing on street parking provisions to increase intersection capacity. These proposed mitigating measures are dependent on detailed plans and Roads and Maritime Services (RMS) assessment, which are generally undertaken at a later stage. Subject to RMS assessment and requirements/restrictions the proposal would result in the loss of on-street parking and increases in delays and queuing.
- The potential impacts of the development on the amenity of existing residents is assessed having regard to traffic volumes on affected road sections, based on environmental capacity. It is dependent upon many factors, including the function (classification) of the road, historic traffic levels, traffic composition (notably the percentage of heavy vehicles), vehicle speeds, road widths, distances to building facades and type of building construction, etc. The RMS has formulated design criteria for local and collector residential streets that take due account of amenity and safety considerations. In this regard, a detailed assessment of the Environmental Capacities of local and collector roads will need to be undertaken to determine the impact on road safety and residential amenity. Based on the traffic generation analysis, Jones Street, Dunmore Street and possibly Smith Street are likely to be above the acceptable limits and measures to manage speed and maintain residential amenity will need to be provided.

Further detail regarding these comments is included in Attachment 5.

It should be noted that the transport study provided by the proponent was based on a dwelling yield of 1,600, which is higher than the yield assumed by this proposal, of around 1,300 dwellings. As such, it is expected that the impacts would be somewhat less than those outlined above. This could be confirmed following the gateway determination. Consultation would be undertaken with RMS following the gateway determination for consideration of impacts on State roads.

3.1.2 Car Parking

The revised concept master plan identifies parking provision within the site of 136 car bays (1 per 44sqm GFA) for retail/commercial and 1,600 car bays (1 per dwelling) for residential. The parking rates within Holroyd DCP 2013 for commercial development within B2 Local Centre zones in Pendle Hill require a minimum provision of 1 space per 20m² gross leasable floor area at the ground floor and a minimum of 1 space per 40m² gross leasable floor area above ground floor. There may be some merit to considering the on-street parking for over-flow from commercial in the heritage buildings, subject to a detailed study at development application stage.

The concept's proposed residential parking provision of 1 space per dwelling is reflective of a typical unit mix of 1, 2 and 3 bedroom dwellings, for which the DCP specifies minimum rates of 0.8, 1 and 1.2 spaces respectively. DCP 2013 also requires visitor parking to be provided at 0.2 spaces per dwelling. At the required rate, 260 visitor parking spaces would need to be provided for a development of 1,300 dwellings. A considerable proportion of visitor parking (220 of the 336 spaces) is proposed to be located on-street, which is contrary to the 'on-site' requirements of Holroyd DCP 2013. The proposed development (including commercial uses and open space) would attract people from a wider area utilising on-street parking, so it is important that off-street visitor parking for residential development be provided within the residential complexes. As the dwelling yield for the approved concept is lower than that for the proponent's concept, there is now surplus space that was formerly allocated to the additional 300 dwellings, and it is considered that this space could potentially accommodate the additional visitor parking spaces required.

While the submitted concept does not comply with the parking provisions stipulated in DCP 2013, parking provision would be subject to a separate detailed assessment as part of any development application for the site, so rezoning of the site could still proceed notwithstanding this.

Street Widths and On-Street Car Parking

The Concept Master Plan submitted with the revised proposal provides conceptual street layout and widths which would be considered further during the development of site-specific DCP controls and at detailed design stage. The streets appear to be 19-20m in width (with the exception of a one-way turning circle area at the south-western end of the site). Such widths are considered to be consistent with the intent of Council's DCP controls for new streets; to provide sufficient carriageway and verge widths to allow roads to perform their function. In most cases, such as with this site, this will involve two traffic lanes, two parking lanes and two verge (footpath) areas. Part A, Section 2.3, C2 applies generally across the City and specifies a width of 20m (2 x traffic lanes, 2 x parking lanes and 4m verges). By comparison, most local streets in Pemulwuy, under Part P, Sections 7.4-7.6, are only 15.5m width (2x traffic lanes, 1 x parking lane and 3.5m verges), although some of the major local streets have parking on both sides and were required to be 19m (2 x traffic lanes, 2 x parking lanes and 3.5m verges). Sufficient allowance has been provided for local streets with parking on both sides such that any minor adjustment at detailed design stage would not materially affect modelled building footprint and estimated potential floor space yield.

3.1.3 Public Transport

The Proposal would have implications for train and bus services as it would take planned housing growth to around 1,800 additional dwellings in Pendle Hill, almost doubling its population to around 10,000

people. Transport for NSW would be consulted following any gateway determination to provide more information regarding the impacts and need for infrastructure & service improvements. It is noted that the government recently announced upgrades for Pendle Hill Station, including new lifts, stairs, concourse and entrances, as well as CCTV and additional lighting, which according to the media release by Minister for Transport on 31 July, may occur in 2015. While the GTA report indicates that Pendle Hill has frequent train services (every 15 minutes during peak periods), level of service (and passenger capacity) during peaks for stations between Seven Hills and Parramatta would need to be monitored.

3.1.4 Cycle and Pedestrian Movement

The proposal identifies additional pedestrian connections to improve the site's permeability and facilitate greater connectivity with the surrounding neighbourhood and with Pendle Hill station. The concept layout would result in all parts of the site being within reasonable (5-12 minutes) walking distance of Pendle Hill station and shops. It is also indicated that cycle paths will be provided through the site and bike parking provided in accordance with Council's DCP requirements.

3.2 Environmental Considerations

The subject site is not affected by bushfire hazard, acid sulphate soils or mine subsidence.

Council's current records indicate that parts of the site are subject to overland stormwater flooding. Flooding impacts, as well as noise impacts, geotechnical impacts, soil & water management and protection of remnant native trees can be addressed following any gateway determination and this would inform any necessary site specific DCP controls.

The Proposal demonstrates compliance with SEPP 55 (Remediation of Land). However, based on the recommendation of the need for further investigation of the site, a Remediation Action Plan would need to be prepared and submitted during the development application process. Once remediation of the site is complete, and prior to any development consent, a validation report must be submitted to Council, to provide assurance that the objectives of the Remediation Action Plan have been met. A Site Audit Statement and clearance certificate would also need to be submitted.

3.3 Urban Design Considerations

3.5.1 Scale and Visual Impact

An Urban Design Report was submitted with the rezoning proposal. This included a site analysis, which describes the existing landscape, including buildings and vegetation, land form and views, and the interface with the surrounding area and includes section, street view and oblique aerial diagrams showing the land form and built form of the site and adjoining properties. Building massing and indicative block diagrams are provided in the concept master plan to evidence that the proposed standards are achievable within SEPP 65 Residential Flat Design Code parameters such as separation, building depths and solar access to units.

A copy of the Urban Design Report is provided in Attachment 4 and includes the concept master plan design, visual analysis, shadow diagrams, photo montage and cross-sections.

The built form is characterised by lower buildings at the edges of the site and the tallest buildings in the centre. The central portion of the site would allow for 9-12 storey (30-39m) buildings, surrounded by 8 storeys (27m) to the west, with further transitioning to:

- 3-5 storeys along the Dunmore Street northern boundary.
- 3-6 storeys along the Jones Street eastern boundary.
- 4 storeys along southern boundary and in the south-western corner.

Council's assessment of the Proposal indicated that high rise development would not be appropriate for the site. However, mid-rise development (5-12 storeys) could be accommodated within the site without unacceptable adverse impacts on the existing neighbourhood, allowing for a sufficient transition to the surrounding lower density built form.

While it is acknowledged that the site has the benefit of being large and benched into a hill such that taller buildings could be accommodated than would normally be considered suitable in this locality, such forms should not be highly visually apparent above 3-6 storey buildings on the edges when viewed from the surrounding areas, particularly to the south and east.

3.5.2 Residential Amenity - Solar Access

Shadow analysis prepared by the applicant demonstrates that there would be no unacceptable overshadowing of neighbouring properties. Shadow diagrams indicate that both the dwellings and private open space of adjoining properties would receive at least 3 hours of sunlight during the Winter solstice (21st June). This is largely attributed to a large (approx. 16m) landscaped setback buffer proposed along the rear (southern) boundary in the location of the existing embankment, which should be included in future site specific DCP controls. It is noted that the applicant would need to meet the requirements of SEPP 65 (Design Quality of Residential Flat Development) at DA stage in relation to ensuring solar access for at least 70% of units within the site.

3.5.3 Residential Amenity - Privacy

It is considered that the Proposal would not have any adverse impacts on privacy for existing residential development surrounding the site. Lower proposed building heights, building setbacks, screening vegetation and street separation would minimise any potential privacy impacts. The Proposal incorporates building heights of 4 storeys along the southern and south-western boundaries, which directly adjoins existing low density development. Restriction of building heights along these boundaries is important in avoiding privacy impacts, particularly in the south-western corner of the site as the land in this location is considerably elevated above adjoining development to the west and south.

3.4 Economic Considerations

Council commissioned a peer review of the proponent's economic impact assessment, which recommended a reduction in the amount of commercial floor space due to the impact this would have on the existing Pendle Hill centre. The proposal now incorporates a total of 5,500m² of retail floorspace and an additional 500m² of business/office premises within the site, in retained heritage buildings. This is consistent with the recommendations of the peer review, resulting in a reduced and more acceptable impact on the Pendle Hill centre than the >8000m² previously proposed. As the commercial component,

proposed to be zoned B2 Local Centre, is separate from the Pendle Hill local centre, it would still constitute a new centre however.

The proposed B2 zone incorporates the following heritage items to be retained for adaptive reuse:

- Cutting Room
- Dance Hall
- John Austin Centre
- Boiler Room
- Cotton Bale Stores

The total gross floor area (GFA) of these buildings is approximately 4,500m², which would result in a gross leasable area (GLA) of around 3,600m². It is considered that adaptive reuse of the Cutting Room and Boiler Room could potentially incorporate mezzanine levels, which would provide around 30% additional GLA in these buildings, bringing the total to around 4,600m². (approx. 5,700m² GFA). This equates to a FSR of 0.7:1 for the portion of the site proposed to be zoned B2 Local Centre (business). It should be noted that the estimated achievable floor areas within the buildings is less than the stated proposed area of 6,000m².

The Proposal would rezone industrial land for primarily residential purposes, resulting in a loss of employment-generating land uses within the subject site. While some employment would be provided through commercial uses, it is considered that this would be less than that possible under the current light industrial zoning. However, as indicated in Section 2.3.2, the West Central Sub-regional Strategy has indicated that the site may be suitable for alternative zoning given the mainly residential nature of the locality and the availability of more suitable Employment Lands nearby at Girraween.

3.5 Social & Cultural Considerations

3.5.4 General

The proponent has not provided a full social impact assessment at this stage. The proponent's planning report briefly identifies positive outcomes such as urban consolidation, housing supply and employment and providing significant investment into community and other facilities and services. The impacts on social infrastructure such as schools and hospitals have not been identified, and an assessment of the need for community facilities generated by the additional population has not been provided.

The proponent has made an undertaking to provide a Social Impact Assessment that will cover the following:

- Scope, methodology and assumptions.
- Community Profile including existing and future population needs.
- Community engagement strategy and themes.
- Social facilities audit.
- Impact analysis of the proposal (including the nature and scope of impacts) on effected groups.
- Feedback on impacts including alternatives to address any identified problems.
- Establish monitoring and mitigation programs.

Prior to the Proposal being reported to Council on 7 October, the proponent also provided a Social Impact Comment (initial scoping review), in accordance with Council's Social Impact Assessment Policy. A copy of this is provided in Attachment 6.

Following any gateway determination for this proposal, Council would require a comprehensive Social Impact Assessment of the proposal in accordance with Council's Social Impact Assessment Policy (August 2012). This would be publicly exhibited during the consultation period.

3.5.5 Heritage

The proponent submitted a Draft Conservation Management Plan (CMP) as part of its proposal to rezone the site. Council obtained a peer review of the CMP which revealed substantial gaps in the information provided. The proponent submitted a revised CMP earlier this year, as well as a Heritage Assessment prepared by GML Heritage Consultants, both of which were reviewed by Council's Heritage Advisor.

Many of the concerns previously identified have now been addressed, including a significance assessment, establishment of clear curtilages and delineation of a conservation zone. Under the revised master plan, all of the buildings of exceptional significance and three of the six buildings of high significance would be retained. The revised masterplan also shows a considerable reduction in the proposed density and building heights in the northern portion of the site. This was primarily to minimise the impact on the historically significant views from Dunmore House.

The concept's proposed demolition of the Old Spinning Mill (fronting Dunmore Street, adjacent to the Administration Building) does not comply with the proponent's own CMP, which identifies it as having high significance and recommends that it be at least partially retained and adapted. Nevertheless, the maximum building heights proposed are generally consistent with the existing building heights and so reflective of the existing building being retained and adapted. As such, proceeding with a proposal for the R4 High Density Residential zone, 1:1 FSR and 12.5m (3 storey equivalent) building height would not be construed as quasi-approval of the building's removal and would therefore not be contrary to the CMP and various heritage advices obtained.

Council's heritage advice indicated that the CMP and heritage assessment still did not contain sufficient information to provide guidance for new development. Subsequently, an Addendum to the CMP was provided by the proponent, addressing the concerns regarding diagrammatic guidance for built form and strategies for heritage interpretation. Incorporation of these guidelines into the CMP to the satisfaction of Council's Heritage Advisor would appear to address the primary concerns relevant to a planning proposal proceeding.

Notwithstanding the proponent's undertaking to document the site's State heritage significance, a clear statement acknowledging this significance (as also alluded to in parts of the CMP) is yet to be included in the CMP. Further detail also needs to be provided on how the buildings proposed for adaptive reuse are to be integrated into the development for an effective and intuitive interpretation strategy. These matters would not affect zoning or built form controls and as such are changes that may be made during the gateway approval process, prior to public exhibition of the draft CMP with any planning proposal.

Council resolved to endorse the Draft CMP for the purpose of public exhibition following the inclusion of suitable acknowledgement of the site's State Heritage Significance and the Addendum provided to Council on 30 July 2014, providing diagrammatic guidance for built form and heritage interpretation strategies, to the satisfaction of Council's Director Environmental and Planning Services.

The CMP did not include any investigation or assessment of Aboriginal archaeology. As such, the Aboriginal heritage potential of the site is unknown at this stage, and any impacts of the Proposal on any Aboriginal heritage cannot be ascertained. This should be addressed prior to the CMP being finalised.

The proposed addendum to the CMP and comments provided by Council's Heritage Advisor relating to the CMP and Heritage Assessment are provided in Attachment 7.

3.5.6 Open Space

The Proposal includes public open space and public domain areas within the site, comprising over 2.47ha in total (30% of the site) and including a central park of 1.1ha. It is reasonable for a site of this size (approximately 8ha) to provide its generated demand for local open space within the site (proportionate to the planned 0.72 ha per 1,000 people provision under Council's Section 94 Plan), particularly in this area of low provision. The Proposal would also generate demand for sporting fields and city-wide open space, which could not be accommodated within the site. Provision of these elements would be addressed through Section 94 Contributions (refer to Section 3.6).

It is noted that the embankment along the eastern boundary and the open space in between the two northern apartment blocks has been included in the calculation of the central park, and that the main rectangular portion of the park is separated from the embankment by a road. This is not an ideal configuration for a local park. However, as the area of the main rectangular portion of the central park is 4,200m², with approximate dimensions of 70m x 60m, this is considered sufficient to fulfil the active and passive recreation functions of the local park for a new community.

The Proposal now incorporates a reduced dwelling yield of 1,300, which would equate to around 3,100 people, generating demand for 2.25ha of informal open space. As such, the proposed open space provision would be sufficient to meet the needs of the site's future population.

3.6 Infrastructure Considerations

As mentioned in Section 2.3.4, the Proposal would generate demand for provision of additional infrastructure and services. The relevant agencies would be consulted following the Gateway determination to identify shortfalls and needs.

The proponent would need to make development contributions (monetary or in-kind) to facilitate the delivery of infrastructure such as local open space and community facilities, to meet the demand generated by new development. There are various mechanisms under the EP&A Act through which this infrastructure could be delivered, including a Voluntary Planning Agreement (VPA) between the proponent and Council, which has been suggested by the proponent. This could potentially be an alternative mechanism to the Section 94 Plan for delivery of particular elements.

Draft Heads of Agreement for a Voluntary Planning Agreement (VPA) between Council and the developer has been provided by the proponent. The heads of agreement outline proposed conditions

for the adaptive reuse & conservation of heritage buildings and for the dedication and embellishment of land for public open space, civic space and linkage/connectivity works, including:

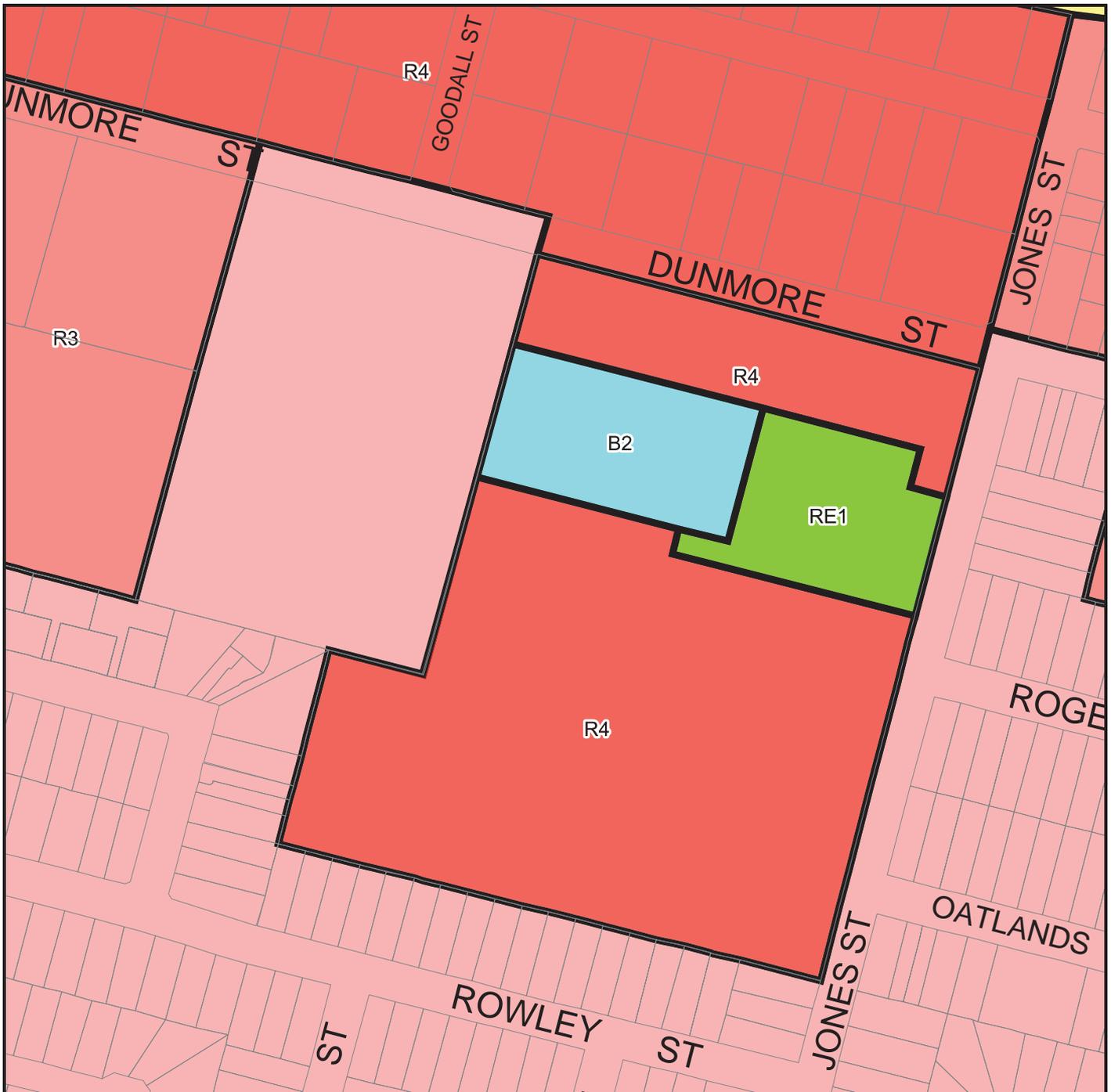
- Dedication of approximately 13,648m² of the land for public open space purposes.
- Dedication of approximately 11,075m² of the land for civic space (public domain) purposes.
- Adaptive reuse of approximately 8,019m² of floor space in specified heritage buildings to be agreed with Council on the land for uses such as retail, business and commercial purposes (this area would need to be revised so that it is consistent with the revised commercial floor space of 6,000m²). It is also stated that the Developer will use all reasonable endeavours to utilise a proportion of the floor space for community uses, subject to further consultation with Council and other community organisations.
- Dedication of approximately 13,887m² of the land for public linkage and connectivity purposes (publicly accessible streets).

This would potentially result in full or partial exemption from contributions to local open space, public domain and roads. However, the heads of agreement do not specifically offer the provision of community facilities (either on site or within the local area) and such an opportunity would be subject to further discussions between the proponent and Council. It is noted that monetary contributions toward the provision of off-site facilities such as sporting fields and city-wide open space would continue to apply to meet the needs of the additional population. These matters would be progressed during and following any gateway determination.

While the agreement indicates that it would exclude the application of Section 94 of the EP&A Act, and thereby application of Council's S94 Contributions Plan, only partial exemption would be appropriate within the scope of the VPA drafted by the proponent. A copy of the draft Heads of Agreement for the VPA is incorporated in the Planning Report in Attachment 4.

Attachments

Attachment 1 LEP maps



**Draft LEP 2013 Amendment
Bonds Spinning Mills Site
Land Zoning**



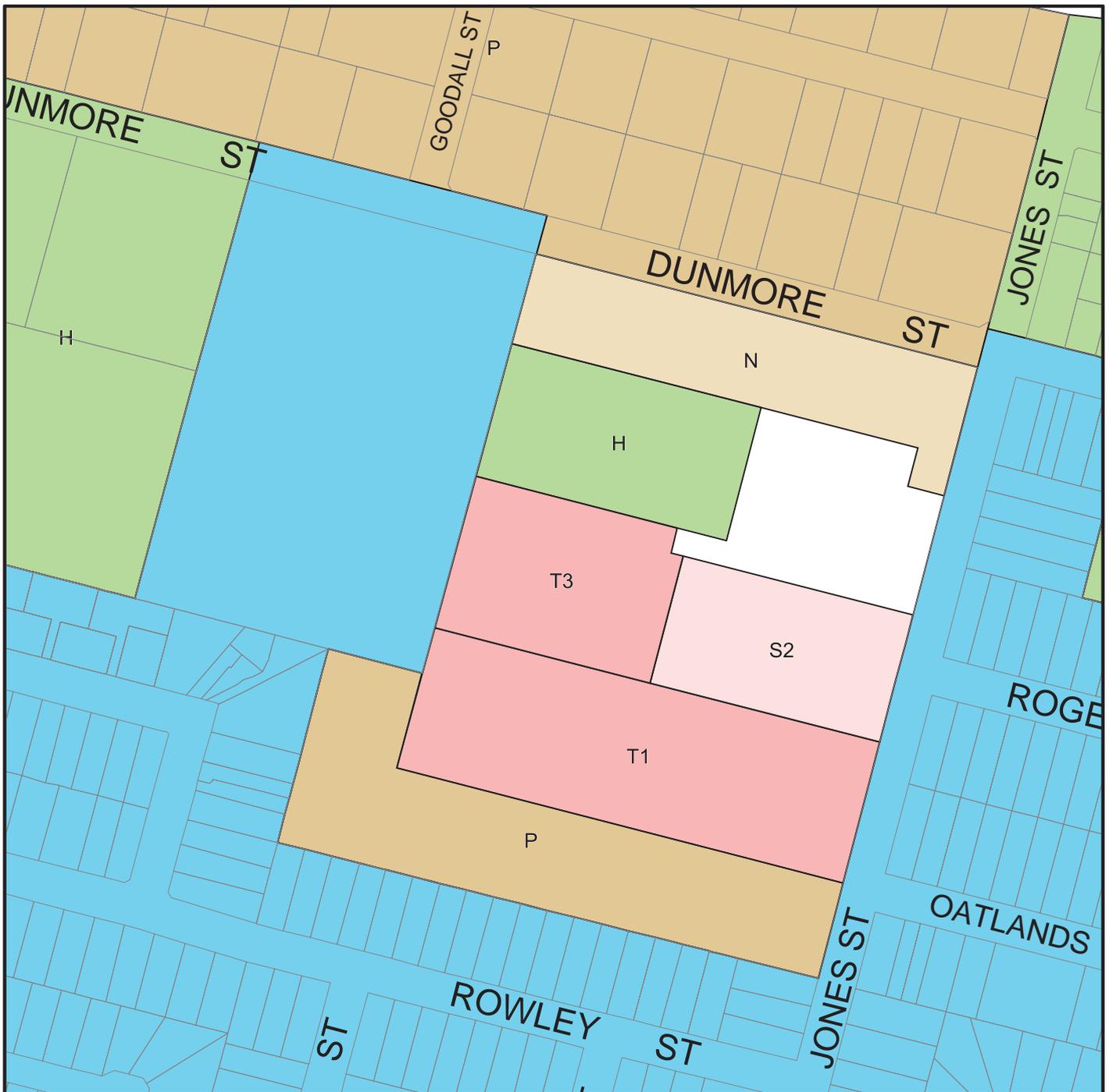
Print Date: 01/07/2014

Neighbourhood Centre	B1	Low Density Residential	R2
Local Centre	B2	Medium Density Residential	R3
Mixed Use	B4	High Density Residential	R4
Business Development	B5	Public Recreation	RE1
Enterprise Corridor	B6	Private Recreation	RE2
Business Park	B7	Infrastructure	SP2
Environmental Conservation	E2	Unzoned Land	UL
General Industrial	IN1	SEPP (Major Development) 2005	MD
Light Industrial	IN2	SEPP (Western Sydney Employment Area) 2009	WSE

↑
Scale 1: 3000

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**Draft LEP 2013 Amendment
Bonds Spinning Mills Site
Floor Space Ratio**



Print Date: 13/08/2014

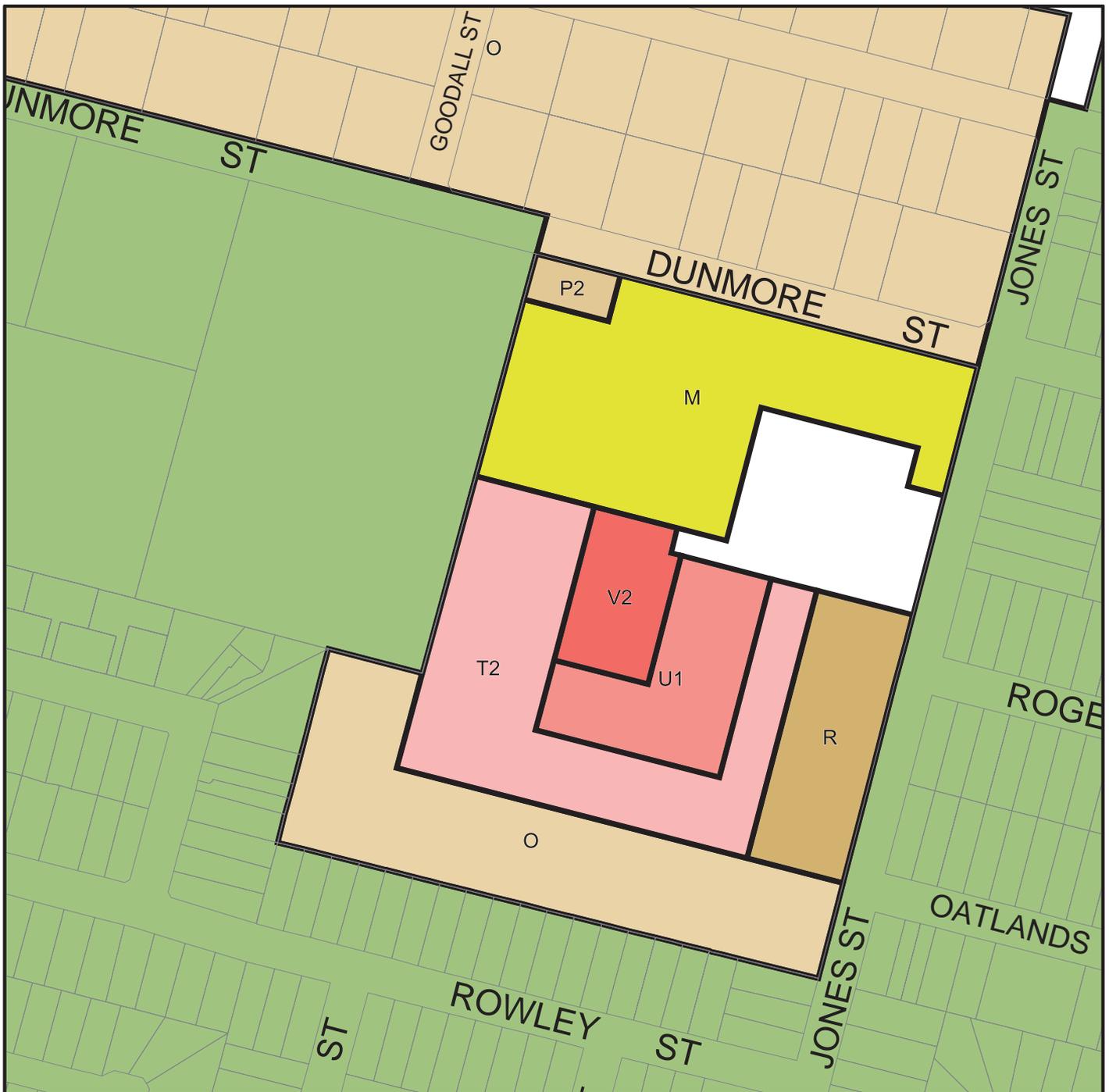
Maximum Floor Space Ratio (n:1)

D	0.5	U1	2.5	AA2	6.5
H	0.7	U2	2.8	AB	7.5
K	0.85	V1	3	AC	8.5
N	1	V2	3.2	AD	9
P	1.2	W	3.5		
S1	1.5	X	4		
S2	1.8	Y	4.5		
T1	2	Z1	5		
T2	2.2	Z2	5.5		
T3	2.4	AA1	6		

↑
Scale 1: 3000

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**Draft LEP 2013 Amendment
Bonds Spinning Mills Site
Height of Buildings**



Print Date: 13/08/2014

Maximum Building Height (m)

J	9
K	10
L	11
M	12.5
N	14
O	15
P1	17
P2	18
Q	20
R	21

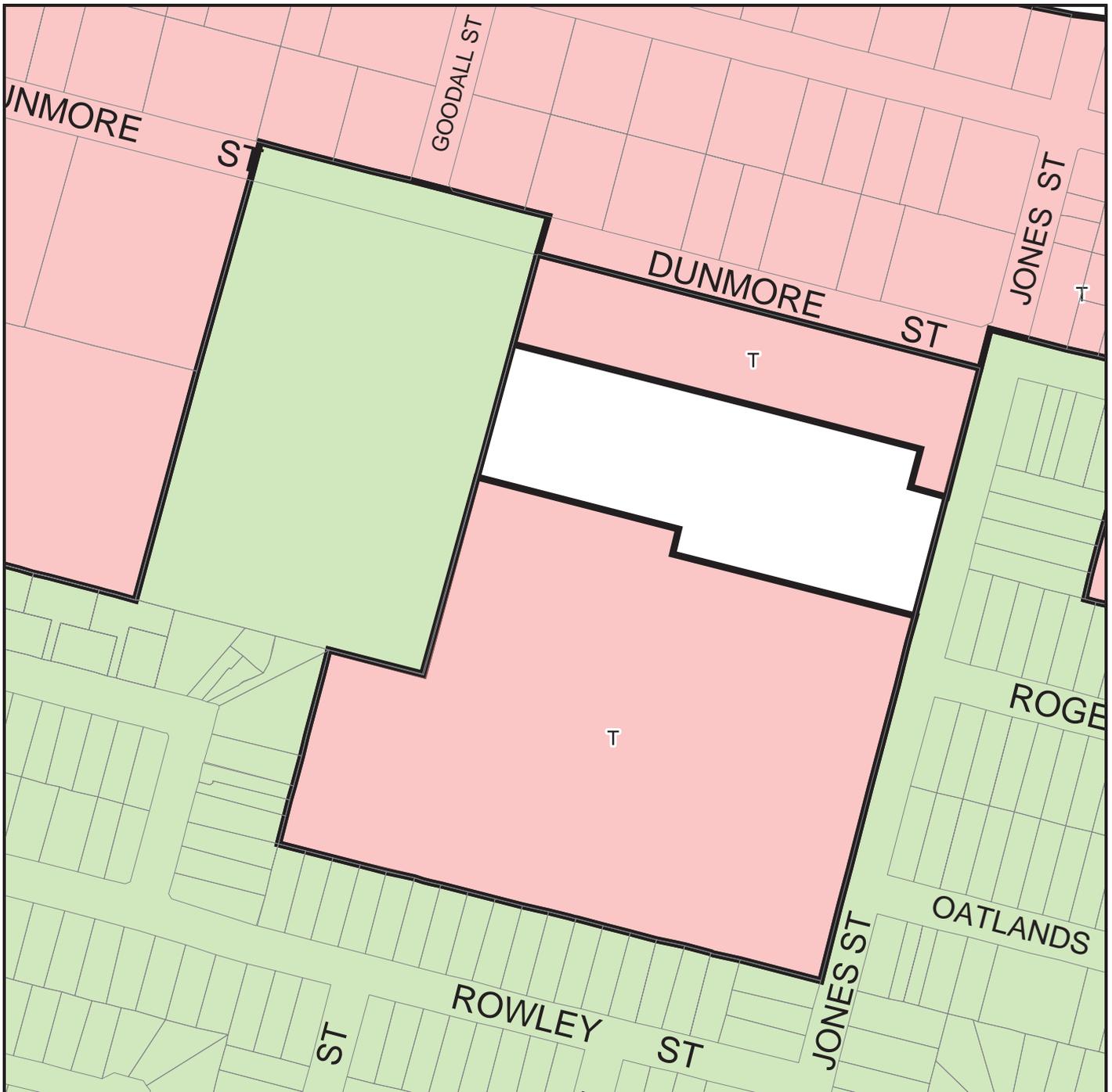
S1	23
S2	24
T1	26
T2	27
T3	29
U1	30
U2	32
V1	38
V2	39
W	41

X1	45
X2	48
Y1	53
Y2	54
AA	65

↑
Scale 1: 3000

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Draft Holroyd LEP 2013 Amendment
 Bonds Spinning Mills Site
 Lot Size



Print Date: 02/07/2014

Minimum Lot Size (sq m)

D	300
G	450
T	900
U	1200

↑
 Scale 1: 3000

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Attachment 2 Items of Environmental Heritage

Item I109	Bonds Administrative Building, storage building, cutting room, cotton bale stores	190-220 Dunmore Street, Pendle Hill (Lot 1, DP 735207)
Item A7	Bonds site	190-220 Dunmore Street, Pendle Hill (Lot 1, DP 735207)

Attachment 3 Council report & resolution 7 October 2014

Holroyd City Council



Extraordinary Council Meeting 7 October 2014 at 6:30 pm

NOTE: THE REPORTS PRESENTED IN THIS BUSINESS PAPER FOR COUNCIL'S CONSIDERATION ONLY CONTAIN THE RECOMMENDATION. COUNCIL'S FINAL DECISION (THE RESOLUTION) MAY BE DIFFERENT.

RESOLUTIONS OF COUNCIL ARE SUBJECT TO RESCISSION.

A NOTICE OF MOTION OF RESCISSION CAN BE SUBMITTED ANY TIME UP TO 12 NOON ON THE THIRD BUSINESS DAY FOLLOWING A COUNCIL MEETING AT WHICH THE RESOLUTION WAS PASSED. RESOLUTION(S) WILL NOT BE CARRIED INTO EFFECT UNTIL ANY RESCISSION MOTION IS DEALT WITH AT THE NEXT COUNCIL MEETING.

2 October 2014

I have the honour to notify you that an Extraordinary Council Meeting of the City of Holroyd will be held at 6:30 pm in the Council Chambers, Memorial Ave, Merrylands on Tuesday, 7 October 2014.

Business as below:

Yours faithfully

(Merv Ismay)
GENERAL MANAGER

BUSINESS

1. Opening Prayer / Acknowledgement of Country / National Anthem
2. Apologies
3. Declaration of Interest and Political Donations Received
4. Correspondence and Officers' Reports

*Minutes of the Extraordinary Meeting of Holroyd City Council
Held on 7 October 2014*

General Manager

Mayor

Index

COUNCIL

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COUNCIL



COUNCIL

SPDCS001-14 SUBJECT: REZONING REQUEST - BONDS SPINNING MILLS
SITE, PENDLE HILL - REVISED PROPOSAL BP14/1275..... 7

Rezoning Request - Bonds Spinning Mills Site, Pendle Hill - Revised Proposal

Responsible Department:	Environmental and Planning Services
Executive Officer:	Director of Environmental & Planning Services
File Number:	INFOC/7 - BP14/1275
Delivery Program Code:	5.1.1 Oversee the land use planning, design and compliance framework for managing and facilitate appropriate development 7.1.2 Ensure land use planning recognises and promotes business and employment centres 8.1.1 Oversee and implement Council's Residential Development Strategy and appropriate housing opportunities through land use planning
Previous Items:	DCS034-13 - Rezoning Request - Bonds Spinning Mills Site, 190-220 Dunmore Street, Pendle Hill - Development and Community Services Committee - 29 Oct 2013 6.30 pm DCS027-13 - Request to Rezone Bonds Spinning Mill Site - Development and Community Services Committee - 06 Aug 2013 6.30 pm DCS029-14 - Rezoning Request - Bonds Spinning Mills Site, Pendle Hill - Revised Proposal - Development and Community Services Committee - 16 Sep 2014 6.30

Summary:

A revised planning proposal to rezone the Bonds Spinning Mills site was submitted to Council on 20 May 2014. This revised proposal amends the previous proposal submitted in 2013. The proponent is requesting rezoning of the site from an IN2 Light Industrial zone to an R4 High Density Residential zone, B2 Local Centre zone and an RE1 Public Recreation zone, with FSRs ranging from 0.7:1 to 3.2:1 and building heights ranging between 12.5m (3 storeys) and 54m (17 storeys).

The purpose of this report is to provide a further pre-Gateway assessment of the strategic merit of the revised proposal proceeding to the next stage of the plan-making process. On the basis of the assessment, it is now considered that the additional information submitted is sufficient to enable Council to make a decision to proceed with a planning proposal for the site. Three options are presented to Council for consideration, one reflecting the proponent's submission, a moderate alternative with reduced heights up to a maximum of 39m (12 storeys) and a further lower alternative similar to the 'Pacific Brands' proposal of 2011, with heights up to 27m (8 storeys). It is recommended that Council proceed with one of the alternatives as a planning proposal.

This matter was reported to Council's meeting of 16 September 2014 (DCS029-14) where it was resolved to defer the matter to investigate the implications of an increase in the maximum Floor Space Ratio (FSR) to 2.8:1 and whether it could be achieved on that part of the site within 39m (12 storey) building heights and SEPP 65 Residential Flat Design Code envelopes. As a matter arising Council also resolved that Councillors be provided with a social impact comment in accordance with Appendix 7 (Social Impact Assessment Policy dated August 2012). A completed social impact comment form is provided in Attachment 7 to this report and the FSR matter is addressed in the 'Options' Section of this report (under Option 2).

Site and Location:

The land the subject of the rezoning request is the Bonds Spinning Mill Site situated at 190-220 Dunmore Street, Pendle Hill (referred to in this report as 'the subject site') and covers an area of approximately 8 hectares. The subject site is located approximately 4km west of Parramatta, on the outskirts of the Pendle Hill centre, 500m south-east of Pendle Hill railway station.

The subject site is currently zoned IN2 Light Industrial and is identified as a heritage item under Holroyd LEP 2013. The site has been used for industrial purposes (manufacturing and distribution of textiles) since 1923; was the first spinning mill in the Southern Hemisphere; and was the birthplace of the Bonds clothing brand.

Background:

A previous rezoning request was made in 2011 for a less intensive use of the land (600 dwellings, heights below 8 storeys and small-scale retail/commercial). Further supporting information was requested of the applicant, which was not provided, and as such a planning proposal did not proceed to the Gateway stage.

In June 2013, Council received a rezoning request (proposal) prepared by CBRE Pty Ltd on behalf of Rainbowforce Pty Limited. The 2013 proposal originally sought a zone that could not be applied in this location under State guidelines. The proposal was then amended on 1 August 2013 to propose to rezone the subject land as follows:

- R4 High Density Residential zone with additional permitted uses for 'commercial premises' (retail, business and office) across the entire site.
- A maximum FSR of 3:1 across the entire site.
- A maximum building height of 53m (up to 17 storeys) across the entire site.

The key elements of the development concept were:

- A dwelling yield of over 1,800 dwellings.
- Building heights scaling up from 4 storeys on the edges to 17 storeys in the centre.

- Around 8,500sqm of retail, business and commercial uses in retained heritage buildings (constituting a new local centre).
- 1.5ha of public open space comprising a central local park and other smaller grassed and public domain areas.

The assessment of the previous proposal concluded that the scale was excessive, the commercial floor space would have too high an impact on nearby centres and the information provided, particularly in relation to assessment of heritage, was insufficient to enable an informed decision to be made about appropriate built form for the site. On this basis, Council resolved not to proceed with preparing a planning proposal for the site at that stage and requested further information and a revised proposal from the proponent.

The process to date is summarised as follows:

Date	Event
14 June 2013	Initial rezoning request submitted
3 July 2013	Preliminary assessment of initial documentation completed - meeting arranged
18 July 2013	Meeting with proponent - additional information required, initial feedback on scale/zone issues
1 August 2013	Amended proposal received – commencement of initial pre-gateway assessment
6 August 2013	Report to Council - consultation
2 September 2013	Heritage, economic and open space reviews commissioned
12 September 2013	Heritage consultant site inspection with proponent's planning consultant
30 September 2013	Department of Planning & Environment (DP&E) advice – request for pre-gateway review received
8 October 2013	Councillor briefing with proponent's consultants
11 October 2013	Heritage, economic, open space reviews received
18 October 2013	Strategic assessment completed – Proponent's consultant advised of findings and issues
23 October 2013	Report to Council – resolution to request revised proposal
24 October 2013	Meeting with DP&E - advised of findings and recommendation
13 November 2013	Site meeting with proponent and heritage consultants
21 November 2013	Request for 3 month extension of deferral period
3 December 2013	Report to Council – resolution to grant extension until March 2014 and seek further fee
4 December 2013	Meeting with DP&E Deputy DG and proponent

16 December 2013	Meeting with proponent's consultants seeking progress update
11 March 2014	Progress update briefing by proponent
20 May 2014	Revised proposal received – meeting to discuss
23 July 2014	Councillor briefing on revised proposal
25 July 2014	Meeting with proponent to discuss issues and concerns
30 July 2014	Advice on behalf of proponent – declining option of submitting further revised proposal
16 September 2014	Report to Council – deferred to investigate 2.8:1 FSR Matter arising – provide Social Impact Comment

Revised Proposal:

In May 2014, Council received a revised proposal prepared by CBRE Pty Ltd on behalf of the owners of the site, J.S.T (NSW) Pty Ltd. The revised proposal seeks to rezone the subject land from its current IN2 Light Industrial zone to R4 High Density Residential, B2 Local Centre and RE1 Public Recreation under Holroyd LEP 2013.

The majority of the site is proposed to be zoned R4 High Density Residential. The B2 Local Centre zone is proposed for part of the heritage precinct in the northern part of the site, reflecting the intention to accommodate commercial uses in retained heritage buildings. The RE1 zone reflects the proposed 'central' park in the north-eastern part of the site, which would form the main area of local open space.

The building heights proposed by the applicant are outlined as follows:

- 12.5m-18m (3-5 storeys) in the front (northern) portion of the site.
- 48-54m (15-17 storeys) in the central portion of the site.
- 45m (14 storeys) in the central-southern portion of the site.
- 15-21m (4-6 storeys) along the southern, south-eastern & south-western boundaries.

The proposed Floor Space Ratios for the site are:

- 0.7:1 – 1:1 (refinement of 0.8:1) in the northern part of the site (conservation zone).
- 1.2:1 – 3.2:1 (refinement of 2.2:1 – 2.9:1) in the southern part of the site.

An extract from the planning report (Section 1.6 Development Overview) submitted by the applicant is provided in Attachment 1.

The key elements of the revised development concept for which the planning proposal is sought are outlined as follows:

- A dwelling yield of over 1,600 dwellings.

- Building heights scaling up from 3-6 storeys on the edges to 17 storeys in the centre.
- Around 6,000sqm of commercial uses in retained heritage buildings, constituting a new local centre (a reduction of around 2,500sqm).
- Almost 2.5ha of public open space (30% of the site) comprising a 1.1ha 'central' local park and other smaller grassed and public domain areas.

The revised proposal also includes draft heads of agreement for a Voluntary Planning Agreement (VPA) between the proponent and Council to facilitate the delivery of infrastructure (such as local open space) to meet the demand generated by new development. While no formal offer has been made at this stage, this could potentially be an alternative mechanism to the Section 94 Plan for delivery of particular elements. A formal VPA should be submitted earlier in the process (prior to Gateway approval) to allow sufficient time for consideration and legal drafting and exhibition with the planning proposal.

The documentation submitted to Council to support the proponent's request for Council to prepare a planning proposal for the Bonds Spinning Mill site comprises the following:

- Rezoning (Planning Proposal) Report including background information, objectives and outcomes, planning assessment and proposed LEP maps.
- Conservation Management Plan.
- Heritage Assessment.
- Preliminary (Phase 2) Contamination Report.
- Traffic and Transport Impact Assessment.
- Economic (Retail) Impact Assessment.
- Urban Design Report and Concept Masterplan.

The full documentation is available on the Council's website (www.holroyd.nsw.gov.au > *Your Development* > *Policies & Plans* > *Rezoning Request*) and will be tabled at the Council meeting. The Urban Design Report and Concept Master Plan is also provided at attachment 2 to this report.

Strategic Merit Assessment:

The strategic merit of the proposal has been assessed in accordance with the DP&E guidelines. A summary of the strategic merit assessment, outlining the key changes from the previous proposal, is provided in the table below.

Strategic Merit Consideration	2013 Proposal	Revised Proposal	Satisfactory
Land Use (Zones)	R4 High Density Residential & Commercial APU (entire site – 8 ha)	R4 High Density Residential (6.4 ha) B2 Local Centre (0.8 ha) RE1 Public Recreation (0.8 ha)	Yes
Context & Visual Impact (Scale, Max. Heights)	1 x 53m (17 storey) 1 x 48m (15 storey) 2 x 45m (14 storey)	1 x 54m (17 storey) 1 x 48m (15 storey) 2 x 45m (14 storey)	No No No
Visual Impact Adjoining (Max. Heights, FSR at edges)	3-6 storey (Dunmore St) 3-5 storey (Jones St) 4 storey + buffer (south) 4-6 storey (south-west)	3-5 storey / 1:1 (Dunmore St) 3-6 storey (Jones St) 4 storey + buffer / 1.2:1 (south) 4-6 storey (south-west)	Yes Yes Yes No
Solar Access (mid-winter shadows)	Insufficient detail	3 hours sunlight (>50% of all yards/windows)	Yes
Privacy (zone, setback vs. height)	5-6 storeys - 8m from south-west boundary (R2 Low Density zone)	5-6 storeys - 8m from south-west boundary (R2 Low Density zone)	No
Density (Average FSR, Dwellings)	3:1 1,800 + dwellings (225 dw/ ha)	1.7:1 (average) 1,600 dwellings (200 dw/ha)	No No
Local Traffic	Suitable with upgrades & management	Suitable with upgrades & management	Yes (refer to RMS)
Car Parking	160 commercial spaces (location unknown) No on-site visitor (street only)	136 commercial spaces (heritage considerations) 116 on-site visitor (street only)	Yes (subject to traffic study) No (shortfall indicates excess density)
Public Transport	5-12 min walk to train and bus	5-12 min walk to train and bus	Yes (refer to Trans NSW)
Cycle, Pedestrian	Paths & connections to through site	Paths & connections through site	Yes

Environmental	SEPP 55 compliant, Stormwater minor, technical post-gateway	SEPP 55 compliant, Stormwater minor, technical post-gateway	Yes
Economic (Commercial zone area, commercial floor space)	Unrestrained (entire site) 8,000sqm (GLA or higher potential)	7,800sqm B2 zone (in heritage precinct) 6,000sqm (GLA potential)	Yes Yes
Social, Cultural (Scope impact assessment)	No scope for impact assessment provided	SIC & Scope for impact assessment & consistent with policy	Yes
Heritage (documentation, building mass & controls)	Incomplete CMP (no guidance) No Curtilage 3:1 FSR 4 buildings retained	Complete CMP (proposal consistent) Heritage Precinct 1:1 FSR 5 buildings retained	Yes Yes Yes No (but standards consistent)
Public Open Space (Overall area)	1.5 ha	2.47 ha	Yes (but shortfall indicates excess density)
Local Park (RE1 Public Recreation zone)	0.55 ha	1.1 ha	Yes
Infrastructure (VPA draft heads of agreement)	No draft heads of agreement provided	Draft heads of agreement (local open space, public domain, possible community)	Yes (further discussion & draft VPA required)

The matters outlined in the summary table above are discussed in greater detail in the sections of the report that follow.

1. Proposed Land Uses and Planning Controls

The majority of the site is proposed to be zoned R4 High Density Residential, with a B2 Local Centre zone applied to retained heritage buildings. The central park is proposed to be zoned RE1 Public Recreation. This is considered more appropriate than the approach previously proposed of a single zone with an APU for commercial premises across the entire site, as it defines where particular uses can occur and provides a level

of certainty. The proposed zoning map and corresponding minimum lot size map are provided in Attachment 3.

The proponent provided height and FSR controls that have been split across the site to more accurately reflect the proposed built form and provide more certainty of development outcomes. The proponent's heights and FSR maps have been further refined (see Attachment 4 to this report) to more accurately reflect the structures to be retained, cadastre and the proponent's revised concept. This results in, for example, a 0.7:1 and 1.1:1 FSR in the northern part of the site, rather than a more widespread 0.8:1 FSR.

The strategic assessment demonstrates that the proposed zones are considered to be generally satisfactory and are supported, while the proposed building heights and density (as submitted) are considered to be unsuitable.

2. Strategic Planning Context

The rezoning documentation provides an assessment of the proposal in accordance with the State and local strategic planning context. Rezoning of the site from light industrial to residential and commercial purposes is broadly consistent with both Council and State Government Policy regarding land use and development.

However, the proposal still remains inconsistent with the Draft West Central Sub-regional Strategy in that it proposes a scale that is inconsistent with a small village (as Pendle Hill is identified in the Strategy). High-rise development of up to 17 storeys is generally not consistent with a small (urban) village.

Contextually, in the region, heights in the order of 14 storeys and above are only provided for in major centres, main town centres and special centres or precincts. The only centres in the sub-region known to permit or be planned for such heights are Merrylands, Parramatta, Blacktown, Auburn, Granville, Epping and Homebush Bay/Wentworth Point.

3. Scale and Visual Impact

An Urban Design Report was submitted with the rezoning proposal. This included a site analysis, which describes the existing landscape, including buildings and vegetation, land form and views, and the interface with the surrounding area and includes section and oblique aerial diagrams showing the land form and built form of the site and adjoining properties. Building massing and indicative block diagrams are provided in the concept master plan to evidence that the proposed standards are achievable within SEPP 65 Residential Flat Design Code parameters such as separation, building depths and solar access to units.

The revised Urban Design Report also included street views and cross sections through the highest building, allowing proposed heights to be better understood.

A copy of the Urban Design Report is provided in Attachment 2 and includes the concept master plan design, visual analysis, shadow diagrams, photo montage and cross-sections.

The built form is characterised by lower buildings at the edges of the site and the tallest buildings in the centre, as outlined below:

- 3-5 storeys along the Dunmore Street northern boundary.
- 3-6 storeys along the Jones Street eastern boundary.
- 4 storeys along southern boundary.
- 3-6 storeys in the south-western corner.
- 5-7 storeys along western (Dunmore House) boundary.
- 8-17 storeys in the central-southern portion of the site.

In a previous report to Council on 23 October 2013 (DCS034-13) it was advised that such a scale of development on this site is in contrast to the surrounding lower density built form and would not allow for a sufficient transition to adjoining development. In that report it was recommended that some mid-rise development (5-12 storeys) could be accommodated within the site without unacceptable adverse impacts on the existing neighbourhood, but that high rise development would not be appropriate.

The proposed built form has been revised primarily in response to heritage advice, resulting in reduced height and density in the northern part of the site, recommended by the CMP as a conservation zone. Some of the buildings formerly proposed in the northern part of the site have been removed and proposed heights of the remaining buildings have been reduced such that heights along Dunmore Street are now mostly 3 storeys with occasionally 5 storeys.

However, there has effectively been no change to the proposed built form within the main central portion of the site. While the proposed heights of several buildings have been reduced immediately south of the conservation zone from 6-12 storeys to 3-5 storeys, proposed heights of around nine of the buildings have been increased by up to 4 storeys and the tallest proposed building heights remain at 17 storeys (54m).

Visual analysis prepared by the applicant shows views of the proposed built form from several vantage points surrounding the site. This analysis shows that when viewed from surrounding streets, the proposed built form has a considerable visual impact. The scale of the development is found to be visually obtrusive in the context of surrounding low density development.

While it is acknowledged that the site has the benefit of being large and benched into a hill such that taller buildings could be accommodated than would normally be considered suitable in this locality, such forms should not be highly visually apparent above 3-6 storey buildings on the edges when viewed from the surrounding areas, particularly to the south and east. There are two primary areas which are considered to be visually unsuitable – the 21m (5-6 storeys) area in the south-west of the site and the 45m-54m (14-17 storeys) area in the centre of the site.

Concerns were expressed in relation to some more detailed design aspects of the master plan for the proposal. These are outlined as follows:

Building Configuration

The building configuration shown in the Concept Masterplan is one where buildings are typically arranged in a square around a central area of private open space. Concern has been raised that this would create an overly dense built form and result in privacy impacts amongst new residents. A U-shape was put forward as an alternative configuration, and the proponent has confirmed that there is potential to have a U-shaped configuration. To avoid any reduction in dwelling yield as a result of this, it would be necessary to raise building heights in particular sections such that they become more even or uniform and there is less stepping, or alternatively to remove the second level of aboveground parking and introduce a 2nd level of basement parking.

Ownership and Subdivision Arrangements

The issue of ownership and subdivision arrangements was also raised. The proponent has advised that these matters are yet to be determined. A common approach is to have Torrens subdivision into smaller 'building' lots and then strata subdivision within this or alternatively community title is possible. Such details can be considered further in the development of DCP controls and detailed design stages.

4. Residential Amenity - Solar Access

Shadow analysis prepared by the applicant demonstrates that there would be no unacceptable overshadowing of neighbouring properties. Shadow diagrams indicate that both the dwellings and private open space of adjoining properties would receive at least 3 hours of sunlight during the Winter solstice (21st June). This is largely attributed to a large (approx. 16m) landscaped setback buffer proposed along the rear (southern) boundary in the location of the existing embankment, which should be included in future site specific DCP controls. It is noted that the applicant would need to meet the requirements of SEPP 65 (Design Quality of Residential Flat Development) at DA stage in relation to ensuring solar access for at least 70% of units within the site.

5. Residential Amenity - Privacy

There would be potential impacts on privacy for existing residential development surrounding the site. Lower proposed heights around the edges of the site, building setbacks, screening vegetation and street separation would generally minimise these impacts. However, it is considered that unacceptable privacy impacts would occur as a result of the proposed built form in the south-western corner of the site. The land in this location is considerably elevated above adjoining development to the west and south, and proposed heights are up to 6 storeys (21m). This was previously identified and reported to Council but has not been addressed by the applicant.

6. Local Traffic

The Traffic & Transport Report prepared by GTA Consultants provided an assessment of the transport impact of the revised proposal (incorporating approximately 1600 new dwellings and approximately 6000m² commercial floor space), including traffic generation and the impact of the proposal on the surrounding road network.

The report indicated that *“the site could potentially generate approximately 800 external vehicle movements in the AM peak hour, 840 external vehicle movements in the peak hour and 1,000 external vehicle movements in the Saturday midday peak hour”*. This compares to the current lawful industrial/warehouse use of the site which if *“used to full capacity... has the potential to generate 565 trips per hour in the peak periods”* and *“a significant number of these would presumably be trucks”*. It is noted that approximately half of the total peak hour movements are residential and half of the movements are retail/commercial. The report found that *“other than the intersection of Dunmore Street / Goodall Street, there appears to be adequate capacity in the surrounding network to cater for the traffic generated”* and that *“operation of the signalised intersection at Dunmore Street / Goodall Street could be improved”*. A round-about is recommended for the intersection of the new access street with Dunmore Street.

The report was reviewed by Council’s Engineering Services Department and the following comments were provided regarding the impacts and implications of the proposal:

- The modelling includes proposed access to the site from Jones Street and Dunmore Street. Exact locations for access to the site have not been identified in the Report and would form part of the detailed design. For the purposes of the rezoning, adequate access can be provided on both Dunmore and Jones Street frontages. The report has indicated that accesses on Dunmore and Jones Street may involve introduction of roundabouts, priority ‘T’ intersections and signalised intersections. This would result in the loss of on street parking as a result of the proposed intersection treatments.

- The model includes analysis of impacts on intersections and surrounding local roads as a result of traffic generation from the proposal. The results indicate that the proposal would have an impact on intersections and surrounding local roads. In addition, the analysis of several intersections needs further assessment. A number of mitigating measures have been proposed including altering signal phases to optimise vehicle movements and altering or removing existing on street parking provisions to increase intersection capacity. These proposed mitigating measures are dependent on detailed plans and Roads and Maritime Services (RMS) assessment, which are generally undertaken at a later stage. Subject to RMS assessment and requirements/restrictions the proposal would result in the loss of on-street parking and increases in delays and queuing.
- The potential impacts of the development on the amenity of existing residents is assessed having regard to traffic volumes on affected road sections, based on environmental capacity. It is dependent upon many factors, including the function (classification) of the road, historic traffic levels, traffic composition (notably the percentage of heavy vehicles), vehicle speeds, road widths, distances to building facades and type of building construction, etc. The RMS has formulated design criteria for local and collector residential streets that take due account of amenity and safety considerations. In this regard, a detailed assessment of the Environmental Capacities of local and collector roads will need to be undertaken to determine the impact on road safety and residential amenity. Based on the traffic generation analysis, Jones Street, Dunmore Street and possibly Smith Street are likely to be above the acceptable limits and measures to manage speed and maintain residential amenity will need to be provided.

Further detail regarding these comments is provided in relation to the Traffic and Transport Report are included in Attachment 5.

Council's Engineering Services did not raise any major issue with the general conclusion of the GTA traffic report that (subject to certain upgrades and management measures) *"the proposed redevelopment would be able to proceed without having a significant adverse impact on the performance of the (local) road network in the vicinity of the site"*. A detailed design and configuration of this traffic and transport management plan is required to enable an agreement on the scope of works required for this proposal, including any planning agreement. A planning proposal and supporting study would be referred to the RMS following gateway approval for consideration of impacts on State roads.

7. *Car Parking*

The revised concept master plan identifies parking provision within the site of 136 car bays (1 per 44sqm GFA) for retail/commercial and 1,600 car bays (1 per dwelling) for residential. The parking rates within Holroyd DCP 2013 for commercial development within B2 Local Centre zones in Pendle Hill require a minimum provision of 1 space per 20m² gross leasable floor area at the ground floor and a minimum of 1 space per 40m² gross leasable floor area above ground floor. There may be some merit to considering the on-street parking for over-flow from commercial in the heritage buildings, subject to a detailed study at development application stage.

The concept's proposed residential parking provision of 1 space per dwelling is reflective of a typical unit mix of 1, 2 and 3 bedroom dwellings, for which the DCP specifies minimum rates of 0.8, 1 and 1.2 spaces respectively. DCP 2013 also requires visitor parking to be provided at 0.2 spaces per dwelling. At the required rate, 320 visitor parking spaces would need to be provided for a development of 1,600 dwellings. A considerable proportion of visitor parking (220 of the 336 spaces) is proposed to be located on the streets, which is contrary to the 'on-site' requirements of Holroyd DCP 2013. As indicated in the previous Council report, the proposed development (including commercial uses and open space) would attract people from a wider area utilising on-street parking, so it is important that off-street visitor parking for residential development be provided within the residential complexes.

The revised concept as submitted does not comply with the parking provisions stipulated in DCP 2013. However as the provision of parking will be subject to a separate detailed assessment as part of any development application lodged for the site, rezoning of the site can be considered despite this. Additional parking could be provided in an additional basement level. While parking is a detailed design stage matter that in-and-of itself is not an issue for proceeding with a planning proposal, the shortfall is indicative of a residential density which is somewhat excessive.

Street Widths and On-Street Car Parking

The Concept Master Plan submitted with the revised proposal provides conceptual street layout and widths which would be considered further during the development of site specific DCP controls and at detailed design stage. The streets appear to be between 19m and 20m in width (with the exception of a one-way turning circle area at the south-western end of the site). Such widths are considered to be consistent with the intent of Council's DCP controls for new streets; to provide sufficient carriageway and verge widths to allow roads to perform their function. In most cases, such as with this site, this will involve two traffic lanes, two parking lanes and two verge (footpath) areas. Part A, Section 2.3, C2 applies generally across the City and specifies a width of 20m (2 x traffic lanes, 2 x parking lanes and 4m verges). By comparison, most local streets in

Pemulwuy, under Part P, Sections 7.4-7.6, are only 15.5m width (2x traffic lanes, 1 x parking lane and 3.5m verges), although some of the major local streets have parking on both sides and were required to be 19m (2 x traffic lanes, 2 x parking lanes and 3.5m verges). Sufficient allowance has been provided for local streets with parking on both sides such that any minor adjustment at detailed design stage would not materially affect modelled building footprint and estimated potential floor space yield.

8. *Public Transport*

As previously reported, implications for bus services in the local area and train services will need to be considered by State government. It is noted that the government recently announced upgrades for Pendle Hill Station, including new lifts, stairs, concourse and entrances, as well as CCTV and additional lighting, which according to the media release by Minister for Transport on 31 July, may be “as early as next year”. However, level of service (and passenger capacity) during peak periods for stations between Seven Hills and Parramatta will need to be monitored. The proposal would take planned housing growth to over 2,000 additional dwellings in Pendle Hill; potentially doubling the population of Pendle Hill to over 10,500 people. The GTA Traffic and Transport Report indicates that train services are every 15 minutes during peak and 30 minutes outside peak, while bus services adjoining the site (to Blacktown and Parramatta) are every 15 minutes during peak. Consultation with the Department of Transport would occur following any gateway determination.

9. *Cycle and Pedestrian Movement*

As previously reported, the proposal identifies additional pedestrian connections to improve the site’s permeability and facilitate greater connectivity with the surrounding neighbourhood and with Pendle Hill station. The concept layout would result in all parts of the site being within reasonable (5-12 minutes) walking distance of Pendle Hill station and shops. It is also indicated that cycle paths will be provided through the site and bike parking provided in accordance with Council’s DCP requirements.

10. *Environmental Considerations*

As previously reported, there are no issues associated with bushfire hazard, acid sulphate soils or mine subsidence.

Council’s current records indicate that the site has minor affectation of overland stormwater. Flooding impacts, as well as noise impacts, geotechnical impacts, soil & water management and protection of remnant native trees can be addressed following any gateway determination and would inform any necessary site specific DCP controls.

As previously reported, compliance with SEPP 55 (Remediation of Land) has been achieved. However, based on the recommendation of the need for further investigation of the site, a Remediation Action Plan would need to be prepared and submitted during the development application process. Once remediation of the site is complete, and prior to any development consent, a validation report must be submitted to Council, to provide assurance that the objectives of the Remediation Action Plan have been met. A Site Audit Statement and clearance certificate would also need to be submitted.

11. Economic Considerations

The revised concept proposes a total of 5,500sqm of retail floorspace and an additional 500sqm of business/office premises within the site, in retained heritage buildings. This is consistent with the recommendations of the peer review commissioned for the 2013 proposal, resulting in a reduced and more acceptable impact on the Pendle Hill centre than the 8,000sqm previously proposed. As the commercial component, proposed to be zoned B2 Local Centre, is separate from the Pendle Hill local centre, it would still constitute a new centre.

The proposed B2 zone incorporates the following heritage items to be retained for adaptive reuse:

- Cutting Room.
- Dance Hall.
- John Austin Centre.
- Boiler Room.
- Cotton Bale Stores.

The total gross floor area (GFA) of these buildings is approximately 4,500m², which would result in a gross leasable area (GLA) of around 3,600m². It is considered that adaptive reuse of the Cutting Room and Boiler Room could potentially incorporate mezzanine levels, which would provide around 30% additional GLA in these buildings, bringing the total to around 4,600m².(approx. 5,700m² GFA). This equates to a FSR of 0.7:1 for the portion of the site proposed to be zoned B2 Local Centre (business). It should be noted that the estimated achievable floor areas within the buildings is less than the stated proposed area of 6,000m², but is considered to be satisfactory regardless.

12. Social & Cultural Considerations - General

The proponent has not provided a full social impact assessment at this stage. The rezoning report briefly identifies positive outcomes such as urban consolidation, housing supply and employment and providing significant investment into community and other facilities and services. The impacts on social infrastructure such as schools

and hospitals have not been identified, and an assessment of the need for community facilities generated by the additional population has not been provided.

However, a scope of issues proposed to be addressed in a future Social Impact Assessment has been provided (as required) and generally appears to be consistent with Council's Social Impact Assessment Policy. Following any gateway determination, the comprehensive Social Impact Assessment of the proposal would be required in accordance with Council's Policy (August 2012) to be exhibited to the public during the consultation period.

The proponent has made an undertaking to provide a Social Impact Assessment that will cover the following:

- Scope, methodology and assumptions.
- Community Profile including existing and future population needs.
- Community engagement strategy and themes.
- Social facilities audit.
- Impact analysis of the proposal (including the nature and scope of impacts) on effected groups.
- Feedback on impacts including alternatives to address any identified problems.
- Establish monitoring and mitigation programs.

Details of the identified scope of the Social Impact Analysis as provided by the proponent are included in Section 5.3.3 of Attachment 1. Subsequent to the revised proposal being reported to Council on 16 September, the proponent provided a Social Impact Comment (initial scoping review), in accordance with Council's Social Impact Assessment Policy. A copy of this is provided in Attachment 7.

Two notable social and cultural aspects which are be directly shaped by the land use zoning and development controls on the site are cultural heritage and recreational open space. These are discussed below.

13. Social & Cultural Considerations - Heritage

The revised CMP and Heritage Assessment prepared by GML Heritage Consultants have been reviewed by Council's Heritage Advisor. Many of the gaps previously identified in the 2013 version of the CMP have been addressed, including establishment of a curtilage and conservation zone and significance assessment. Under the revised master plan, all of the buildings of exceptional significance and three of the six buildings of high significance would be retained.

The concept's proposed demolition of the Old Spinning Mill (fronting Dunmore Street, adjacent to the Administration Building) does not comply with the proponent's own

CMP, which identifies it as having high significance and recommends that it be at least partially retained and adapted. Nevertheless, the maximum building heights proposed are generally consistent with the existing building heights and so reflective of the existing building being retained and adapted. As such, proceeding with a proposal for the R4 High Density Residential zone, 1:1 FSR and 12.5m (3 storey equivalent) building height would not be construed as quasi-approval of the building being removed contrary to the CMP and various heritage advices obtained.

The revised masterplan also shows a considerable reduction in the proposed density and building heights in the northern portion of the site. This was done primarily to minimise the impact on the historically significant views from Dunmore House.

However, a review by Council's Heritage Advisor advised that the CMP and heritage assessment still did not contain sufficient information to provide guidance for new development. Following a meeting between Council's heritage advisor and the proponent's heritage consultants, an Addendum to the CMP was provided, addressing the concerns regarding diagrammatic guidance for built form and strategies for heritage interpretation. Incorporation of these guidelines into the CMP would appear to address the primary concerns relevant to a planning proposal proceeding and on that basis is generally satisfactory to Council's Heritage Advisor.

A clear statement that the site has state heritage significance (as alluded to in parts of the CMP and acknowledged in by the proponent's heritage consultants) is yet to be documented in the CMP. Further detail also needs to be provided on how the buildings proposed for adaptive reuse are to be integrated into the development for an effective and intuitive interpretation strategy. These matters would not affect zoning or built form controls and as such are changes that may be made during the gateway approval process, prior to public exhibition of the draft CMP with any planning proposal.

The proposed addendum to the CMP and comments provided by Council's Heritage Advisor relating to the CMP and Heritage Assessment are provided in Attachment 6.

14. Social & Cultural Considerations - Open Space

It is a reasonable objective for a site of this size to provide its generated demand for local open space (proportionate to the planned 0.72 ha per 1,000 people provision under the current Section 94 Plan), particularly in this area of low provision. The revised concept proposes an increased provision of open space within the site, of over 2.47ha (30% of the site), including a central park of 1.1ha.

The proposed density of development has also been reduced to 1,600 dwellings, which would equate to 3,800 people, generating demand for 2.7ha of informal open space. This is slightly less than that required under the previous scenario of 1,800 dwellings.

Given the increased provision of open space and reduced dwelling yield, the proposed rate of provision is higher than for the 2013 proposal. However, it is still below the recommended rate of provision, and represents a shortfall of approximately 0.3ha.

It is noted that the embankment along the eastern boundary and the open space in between the two northern apartment blocks has been included in the calculation of the central park, and that the main rectangular portion of the park is separated from the embankment by a road. This is not an ideal configuration for a local park. However, as the area of the main rectangular portion of the central park is 4,200m², with approximate dimensions of 70m x 60m, this is considered sufficient to fulfil the active and passive recreation functions of the local park for a new community.

While the main 'central' local park is considered sufficient, and the overall local open space generally satisfactory; the shortfall is indicative of a residential density which is somewhat excessive. At the local open space rate of 0.72ha per 1,000 people, the 2.47ha provision proposed would be more in-keeping with around 1,300-1,400 dwellings.

15. Infrastructure Considerations

As previously reported, the proponent would need to make development contributions (monetary or in-kind) to facilitate the delivery of local infrastructure such as local open space and community facilities, to meet the demand generated by new development. There are various mechanisms under the Environmental Planning & Assessment Act through which this infrastructure could be delivered, including a Voluntary Planning Agreement (VPA) between the proponent and Council, which has been suggested by the proponent. This could potentially be an alternative mechanism to the Section 94 Plan for delivery of particular elements.

Draft Heads of Agreement for a Voluntary Planning Agreement (VPA) between Council and the developer has been provided by the applicant. The heads of agreement outline proposed conditions for the adaptive reuse & conservation of heritage buildings and for the dedication and embellishment of land for public open space, civic space and linkage/connectivity works, including:

- Dedication of approximately 13,648m² of the Land for local public open space purposes.
- Dedication of approximately 11,075m² of the Land for civic space (public domain) purposes.
- Adaptive reuse of approximately 8,019m² of floor space in specified heritage buildings to be agreed with Council on the Land for uses such as commercial

purposes and potentially community facilities (which will be subject to further discussion with Council as well as other community organisations).

- Dedication of approximately 13,887m² of the Land for public linkage and connectivity purposes (publicly accessible streets).

This would potentially result in full or partial exemption from contributions to local open space, public domain and roads. However, the heads of agreement do not specifically offer the provision of community facilities (either on site or within the local area) and such an opportunity would be subject to further discussions between the proponent and Council. It is noted that monetary contributions toward the provision of off-site facilities such as sporting fields and city-wide open space would continue to apply to meet the needs of the additional population. These matters would be progressed during and following any gateway determination.

The agreement indicates that it would exclude the application of Section 94 of the *Environmental Planning & Assessment Act 1979*, and thereby application of Council's S94 Contributions Plan, however only partial exemption would be appropriate within the scope of the VPA drafted by the proponent. A copy of the draft Heads of Agreement for the VPA is included in Attachment 1.

Options:

On the basis of the foregoing assessment, the scale of the proposal is considered excessive, primarily as the tallest building heights proposed in the central portion of the site remain at 14-17 storeys (45m-54m) and the building heights in the central and south-western portion of the site also remains unchanged from 5-6 storeys (21m) as per the previous proposal. The proposed built form would result in a high visual impact when the proposal is viewed from surrounding streets and privacy impacts on low density development adjoining the south-western boundary. Building heights fronting Dunmore Street and in the vicinity of the Old Spinning Mill should be limited to 12.5m (3 storeys), with the exception of the 5 storey (18m) 'book-ends' to reflect the heritage building facades (as per the proponent's draft CMP and revised concept) ensure that any new development in the vicinity of these buildings would be of a consistent scale.

For the proposal to be acceptable in terms of built form, visual and amenity impacts, it should be amended to be within the following parameters:

- A reduction in the single greatest maximum building height from 17 storeys to below 12 storeys (39m).
- A reduction in the three 14-15 storey building height areas to below 9 storeys.

- Corresponding reductions in the proposed heights of adjoining 9-14 storey buildings, which would reduce the visual impact, provide a transition to the conservation zone and surrounding low density development and ensure the massing (three-dimensional bulk and form) of the development is appropriate.
- A reduction in the maximum building height in the south-western corner of the site from 6 storeys (21m) to 4 storeys (15m).
- A reduction in the proposed 18m building height in the conservation zone to 12.5m to reflect the 3 storeys indicated in the proponent's draft CMP and concept master plan, except for the potential for a 5 storey (18m) 'component' at the western end, set back from the Dunmore Street frontage.

The case put forward by the proponent (supported by heritage consultants) is noted; that allowing some taller heights than would otherwise be considered ensures an appropriate heritage precinct setting and greater opportunity for restoration and use of heritage buildings. Notwithstanding, the heights are considered clearly excessive.

The density is also considered to be excessive in this location and should be reduced to not more than 1,300 dwellings (approximately 160 dw/ha) and an average FSR across the site closer to 1.4:1. Reduction in heights will result in a corresponding reduction in FSR and densities that are more suitable to the site.

As a result of this analysis, there are 3 options for Council to consider. The 2 options considered to be appropriate comprise a moderate built form (Option 2) and a lower built form (Option 3).

These options are described as follows:

Option 1 – Submitted Proposal

As per Option 1 Maps in Attachment 4:

- Maximum building heights of:
 - 12.5-18m (3-5 storeys) in the northern (Dunmore St) portion of the site,
 - 12.5-21m (3-6 storeys) along the eastern (Jones St) boundary,
 - 15m (4 storeys) along the southern (rear) boundary,
 - 21m (6 storeys) in the south-western corner, and up to
 - 27-30m (8-9 storeys) toward the centre of the site, then up to
 - 3 x 45-48m (14-15 storey) buildings, and
 - 1 x 54m (17 storey) building.
- Maximum floor space ratios (FSRs) from 0.7:1 to 3.2:1 (site average 1.7:1).

- Approximate dwelling yield of 1,600 dwellings.

Option 2 – Alternate Proposal (Moderate)

As per Option 2 Maps in Attachment 4:

- Maximum building heights of:
 - 12.5-18m (3-5 storeys) in the northern (Dunmore St) portion of the site,
 - 12.5-21m (3-6 storeys) along the eastern (Jones St) boundary,
 - 15m (4 storeys) along the southern (rear) boundary,
 - 15m (4 storeys) in the south-western corner, and up to
 - 27m (8 storeys) toward the centre of the site, then up to
 - 3 x 30m (9 storey) buildings, and
 - 1 x 39m (12 storey) building.
- Floor space ratios from 0.7:1 to 2.4:1 (site average 1.4:1).
- Approximate dwelling yield of 1,300 dwellings.

Note: Subsequent to the revised proposal being reported to Council on 16 September, opportunities for increasing the 2.4:1 FSR to 2.8:1 have been investigated. It was found that an FSR of up to 2.8:1 could be achieved through either of the following means (in combination with relocating car parking to basement levels):

- Retaining the proposed 8 storey building on the northern side of the block within this portion of the site (necessitating a 'quadrangle' layout); or
- Increasing heights of individual buildings in the southern and western portions of this block.

Option 3 – Alternate Proposal (Lower)

As per Option 3 Maps in Attachment 4:

- Maximum building heights of:
 - 12.5-18m (3-5 storeys) in the northern (Dunmore St) portion of the site,
 - 15m (4 storeys) along the eastern (Jones St) boundary,
 - 15m (4 storeys) along the southern (rear) boundary,
 - 15m (4 storeys) in the south-western corner, and up to
 - 21m (6 storeys) toward the centre of the site, then up to
 - 4 x 27m (8 storey) buildings.
- Floor space ratios from 0.7:1 to 1.8:1 (site average 1.1:1).

- Approximate dwelling yield of 1,000 dwellings.

The maps showing the planning controls for each of these options are provided in Attachment 4.

It should be noted that the height of buildings and floor space ratio maps submitted by the applicant did not accurately convey the transition in built form depicted in the concept master plan. As such, the maps for Option 1 have been provided to more accurately convey the built form shown in the concept master plan, and provide greater certainty regarding the built form outcome for the site. The controls shown on these maps still allow sufficient flexibility for adjustments to the concept that may occur during the detailed design stage of the proposal.

Stakeholder Engagement

As previously reported, the requirement for consultation with relevant agencies would be identified in the Gateway determination, as would the requirement for public exhibition of the Planning Proposal.

Timeframe for Planning Proposal

The indicative timeframes to complete an assessment and planning proposal for the site once the request is received and the process post-gateway determination is indicated below:

Pre-Gateway:

- Analysis of revised proposal and report to Council – 8 weeks.
- Council preparation of planning proposal and submission to DP&I – 4 weeks.
- DP&I assessment & gateway determination – 4 weeks.

Post-Gateway:

- Planning proposal for public consultation (including any further studies required)
- public consultation and agency consultation
- Report to Council on public consultation
- LEP amendment gazetted.

Conclusion:

Council received an amended proposal on 20 May 2014 from J.S.T. (NSW) Pty Ltd to rezone the Bonds Spinning Mills site at Pendle Hill. Council's assessment of the supporting documentation indicates that it has generally provided the information

required by the DPI guidelines. Considerable further work has been done in relation to the site's heritage and the draft CMP, however certain information will need to be included prior to any public exhibition and consultation.

Further information is also still required in relation to a number of matters, however these are detailed technical or information matters that would be provided either prior to public exhibition and consultation or prior to finalisation of the plan. Sufficient information has been provided at this stage to enable Council to proceed with a planning proposal.

The proposed zones are supported as suitable; however the proposed building height and FSR standards have been found to be unsuitable in relation to scale and visual impact, context and density in this location. It would be appropriate to proceed with a modified version of the submitted proposal as the basis of a planning proposal. This would involve the proposed land use zones (as per attachment 3); alternative building height with lower heights transitioning accordingly to the conservation zone and surrounding low density development; and alternative FSR maps that are consistent with such heights. Two alternative options are provided for Council's consideration (Options 2 and 3 in attachment 4).

Consultation:

One of the roles of a Gateway determination is to ascertain the minimum community consultation requirements for a planning proposal. Given the nature of the rezoning request for the Bonds Spinning Mills Site it is likely that the Gateway determination will indicate that the proposal will need to be publicly exhibited for a minimum of 28 days. However, the Gateway only sets the minimum requirement and Council may undertake additional consultation if this is deemed appropriate or necessary. It is recommended that a comprehensive community engagement process is undertaken that will likely exceed the minimum consultation requirements of a Gateway determination.

The proponent has indicated that they will discuss with Council "*opportunities for deeper community engagement following the resolution to prepare the Planning Proposal to the Gateway*". They have also indicated that "*a range of engagement methods will be employed, such as community forums, open days and site tours*". In order to allow the community sufficient opportunity to provide input into the proposal, the following should be included in a consultation strategy:

- Minimum consultation requirements as included in the Gateway Determination
- Public exhibition for a minimum of 28 days.
- 2 community information sessions during the exhibition period.
- Open day/tour of the site during the exhibition period (to be arranged with proponent).

- Notification in local newspaper for 3 weeks, on Council's website and by letter to adjoining and opposite property owners.

Financial Implications:

As Council required the applicant to submit an amended proposal, an additional fee for the rezoning was sought from the applicant to contribute to the costs incurred by Council in the assessment process. A fee of \$26,625.50 was paid by the applicant in June 2014 in accordance with the major rezoning fee in Council's adopted fees and charges.

Policy Implications:

A planning proposal for the site would form the basis of an amendment to Holroyd LEP 2013.

Communication / Publications:

A media release and 3 notices in the local newspaper would be arranged at the commencement of and during the public exhibition of a planning proposal.

Report Recommendation:

- i) That Council proceed with preparing a planning proposal for the Bonds Spinning Mills site, which rezones the site for R4 High Density Residential, B2 Local Centre and RE1 Public Recreation as per the land use zoning plan in attachment 3; with the minimum lot size plan in attachment 3.
- ii) That in relation to maximum building height and FSR (density) development standards for the Bonds Spinning Mill site planning proposal, Council resolve in accordance with either Option 2 or 3 in attachment 4 and outlined in the report.
- ii) That Council endorse the Draft Conservation Management Plan for the purpose of public exhibition following the inclusion of suitable acknowledgement of the site's State Heritage Significance and the Addendum provided to Council on 30 July 2014, providing diagrammatic guidance for built form and heritage interpretation strategies, to the satisfaction of the Director Environmental and Planning Services.
- iv) That the following be provided prior to public exhibition of the proposal:
 - a) A Conservation Management Plan fully incorporating the addendum and acknowledgement of State significance.
 - b) An agreed Voluntary Planning Agreement.
 - c) Social Impact Assessment (as noted in Section 5.3.3 of submitted planning proposal).
 - d) Revised Concept Master Plan and supporting documents reflecting the

endorsed planning proposal.

- v) That Council endorse the consultation strategy for a Bonds Site planning proposal as outlined in the report.

(Note: In accordance with Council's Code of Meeting Practice, a division is required for this item.)

Attachments:

1. Proponents Revised Planning Proposal Report Extracts - Development Overview, SIA Scope of Issues, Proposed VPA Heads of Agreement
2. Proponents Revised Urban Design Report - May 2014
3. Proposed Land Use Zoning and Minimum Lot Size Maps
4. Maximum Building Height and FSR Option Maps
5. Traffic Engineering Advice
6. Heritage CMP Addendum and Heritage Advice
7. Social Impact Comment (Scoping Review Form)

Holroyd City Council



Minutes of the Extraordinary Council Meeting 7 October 2014

MINUTES OF COUNCIL MEETINGS ARE SUBJECT TO CONFIRMATION AT A SUBSEQUENT
MEETING OF COUNCIL.

Report of the Development/Community Services Committee to the Extraordinary Meeting of the Council of the City of Holroyd held at the Council Chambers, Memorial Ave, Merrylands on Tuesday, 7 October 2014.

PRESENT:

His Worship the Mayor, Councillor Cummings in the Chair; also Councillors, Dr. Brodie, Colman, Grove, Nasr Kafrouni, Lake, Monaghan, Rahme, Sarkis, Whitfield and Zaiter.

SPDCS001-14 SUBJECT:REZONING REQUEST - BONDS SPINNING MILLS SITE, PENDLE HILL - REVISED PROPOSAL BP14/1275

Note: Clr. Zaiter declared a non-significant non-pecuniary interest in this item, being that the investor donated to his brother's Federal Election Campaign, left the Chamber and took no part in the debate nor vote thereon.

Note: Standing Orders were suspended to permit the following speakers to address the meeting: Mr. Mark Pigram, Mr. Phillip Stevens, Ms. Cheryl Lloyd, Mr. Tom Goode, Ms. Jessie Young and Mr. Vasee Rajadurai.

On resumption, a motion was moved Clr. Whitfield, seconded Clr. Colman:

- i) That Council proceed with preparing a planning proposal for the Bonds Spinning Mills site, which rezones the site for R4 High Density Residential, B2 Local Centre and RE1 Public Recreation as per the land use zoning plan in attachment 3, with the minimum lot size plan in attachment 3.
- ii) That in relation to maximum building height and FSR (density) development standards for the Bonds Spinning Mill site planning proposal, Council resolve in accordance with Option 3 in attachment 4 and outlined in the report.
- iii) That Council endorse the Draft Conservation Management Plan for the purpose of public exhibition following the inclusion of suitable acknowledgement of the site's State Heritage Significance and the Addendum provided to Council on 30 July 2014, providing diagrammatic guidance for built form and heritage interpretation strategies, to the satisfaction of the Director Environmental and Planning Services.
- iv) That the following be provided prior to public exhibition of the proposal:
 - a) A Conservation Management Plan fully incorporating the addendum and acknowledgement of State significance.
 - b) An agreed Draft Voluntary Planning Agreement.
 - c) Social Impact Assessment (as noted in Section 5.3.3 of submitted planning

- proposal).
 - d) Revised Concept Master Plan and supporting documents reflecting the endorsed planning proposal.
 - e) Measures to manage speed and maintain residential amenity.
- v) That Council endorse the consultation strategy for a Bonds Site planning proposal as outlined in the report.
- vi) In order to allow the community sufficient opportunity to provide input into the proposal, the following should be included in a consultation strategy:
- a) Minimum consultation requirements as included in the Gateway Determination;
 - b) Public exhibition for a minimum of 42 days;
 - c) Two community information sessions during the exhibition period;
 - d) Public Hearing to be held;
 - e) Open day/tour of the site during the exhibition period (to be arranged with the proponent);
 - f) Notification in local newspaper for 4 weeks on Council's website and by letter to adjoining and opposite property owners.

An amendment was moved Clr. Sarkis, seconded Clr. Nasr Kafrouni:

- i) That Council proceed with preparing a planning proposal for the Bonds Spinning Mills site, which rezones the site for R4 High Density Residential, B2 Local Centre and RE1 Public Recreation as per the land use zoning plan in attachment 3, with the minimum lot size plan in attachment 3.
- ii) That in relation to maximum building height and FSR (density) development standards for the Bonds Spinning Mill site planning proposal, Council resolve in accordance with Option 2 in attachment 4 and outlined in the report.
- iii) That Council endorse the Draft Conservation Management Plan for the purpose of public exhibition following the inclusion of suitable acknowledgement of the site's State Heritage Significance and the Addendum provided to Council on 30 July 2014, providing diagrammatic guidance for built form and heritage interpretation strategies, to the satisfaction of the Director Environmental and Planning Services.
- iv) That the following be provided prior to public exhibition of the proposal:
 - a) A Conservation Management Plan fully incorporating the addendum and acknowledgement of State significance.
 - b) An agreed Draft Voluntary Planning Agreement.

- c) Social Impact Assessment (as noted in Section 5.3.3 of submitted planning proposal).
 - d) Revised Concept Master Plan and supporting documents reflecting the endorsed planning proposal.
 - e) Measures to manage speed and maintain public amenity.
- v) That Council endorse the consultation strategy for a Bonds Site planning proposal as outlined in the report.
- vi) In order to allow the community sufficient opportunity to provide input into the proposal, the following should be included in a consultation strategy:
- a) Minimum consultation requirements as included in the Gateway Determination;
 - b) Public exhibition for a minimum of 42 days;
 - c) Two community information sessions during the exhibition period;
 - d) Public Hearing to be held;
 - e) Open day/tour of the site during the exhibition period (to be arranged with the proponent);
 - f) Notification in local newspaper for 4 weeks on Council's website and by letter to adjoining and opposite property owners.

The amendment moved Clr. Sarkis, seconded Clr. Nasr Kafrouni on being Put was declared CARRIED on the Mayor's Casting Vote.

A division was called, the result of the division required in accordance with Council's Code of Meeting Practice is as follows:

Ayes

Clr. Cummings (Mayor)
Clr. Grove
Clr. Nasr Kafrouni
Clr. Rahme
Clr. Sarkis

Noes

Clr. Dr. Brodie
Clr. Colman
Clr. Lake
Clr. Monaghan
Clr. Whitfield.

The amendment then became the motion.

The motion moved Clr. Sarkis, seconded Clr. Nasr Kafrouni on being Put was declared CARRIED on the Mayor's Casting Vote.

A division was called, the result of the division required in accordance with Council's Code of Meeting Practice is as follows:

Ayes

Clr. Cummings (Mayor)

Clr. Grove

Clr. Nasr Kafrouni

Clr. Rahme

Clr. Sarkis

Noes

Clr. Dr. Brodie

Clr. Colman

Clr. Lake

Clr. Monaghan

Clr. Whitfield.

Matter Arising: Resolved on the motion of Clr. Dr. Brodie, seconded Clr. Sarkis that Council communicate with Ms Young and the owners of the site regarding the truck movements currently occurring on site.

Signed:

Clr. Cummings

Mayor: Chairman

Minutes of the Extraordinary Council of the City of Holroyd held at the Council Chambers, Memorial Ave, Merrylands on Tuesday, 7 October 2014.

PRESENT:

His Worship the Mayor, Councillor Cummings in the Chair; also Councillors, Dr. Brodie, Colman, Grove, Nasr Kafrouni, Lake, Monaghan, Rahme, Sarkis, Whitfield and Zaiter.

Min. 400 The meeting here opened at 6:30 p.m.

Min. 401 OPENING PRAYER: The opening prayer was here read by Peter Chan from the Fellowship of Christ Church.

Min. 402 APOLOGIES: Resolved on the motion of Clr. Monaghan, seconded Clr. Dr. Brodie that the apologies tendered by Clr. Nadima Kafrouni due to personal reasons, be accepted and leave of absence granted.

Min. 403 PRESENTATIONS: The following presentations were made:

- Heritage Awards
HistoResearch: Researching Our Local History
Winner: Holroyd Local History Research (Dorothy Warwick and Pat O'Brien).

- Asbestos Awareness Month Campaign Awards 2013
Most Innovative Asbestos Awareness Month Campaigner: National
Winner: Holroyd City Council
Most Active Asbestos Awareness Month Campaigner: Metropolitan
Council
Winner: Holroyd City Council.

Note: Clr. Sarkis arrived at 6.37 p.m. during the Asbestos Awareness Month Campaign Awards 2013 Presentation.

Min. 404 DECLARATIONS OF INTEREST: The following declaration of interest was made:

- Clr. Zaiter declared a non-significant non-pecuniary interest in item SPDCS001-14, being that the investor donated to his brother's Federal Election Campaign.

ADJOURNMENT: Resolved on the motion of Clr. Whitfield, seconded Clr. Rahme that the meeting adjourn for Development/Community Services Committee Business.

Note: Clr. Zaiter declared a non-significant non-pecuniary interest in item

SPDCS001-14, being that the investor donated to his brother's Federal Election Campaign.

Min. 405 RESUMPTION: Resolved on the motion of Clr. Whitfield, seconded Clr. Rahme that the meeting resume after the Development/Community Services Committee Business had been completed.

Min. 406 REPORT OF THE DEVELOPMENT/COMMUNITY SERVICES COMMITTEE: DCS031-14. Adopted on the motion of Clr. Sarkis, seconded Clr. Whitfield.

Min. 407 TERMINATION: The meeting here terminated at 9.10 p.m.

Signed:

Clr. Cummings
Mayor: Chairman

Attachment 4 Rezoning request



**PLANNING
PROPOSAL**
**BOND'S SPINNING
MILLS SITE**

_RESUBMISSION

190 – 220 DUNMORE STREET,
PENDLE HILL

20 MAY 2014



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

Contacts:

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CBRE Pty Ltd

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PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

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1 INTRODUCTION

This Planning Proposal to rezone the property known as the Bonds Spinning Mills Site (the subject site) at Pendle Hill has been prepared by CBRE on behalf of Rainbow Force Pty Ltd. The purpose of the Planning Proposal is to facilitate the redevelopment and investment in the property for principally residential purposes.

The subject land is zoned IN2 Light Industrial under the Draft Local Environmental Plan 2013 and is proposed to be zoned a mixture of R4 High Density Residential, RE1 Public Recreation and B2 Local Centre.

This Planning Proposal has been prepared in accordance with the *Environmental Planning & Assessment Act 1979*, and to the requirements outlined in 'A guide to preparing planning proposals', NSW Department of Planning, as amended in October 2012.

1.1 The Subject Site and the Surrounding Context

The subject site at 190-220 Dunmore Street, Pendle Hill (commonly known as the 'Bonds Spinning Mills' site) is the head office for Bonds Industries and is principally used for the distribution and office administration for the Bonds and Berlei product range. The site was established by George A. Bond in 1923 and Pacific Brands still solely occupy the site.

The site comprises of a total area of approximately 8 hectares with approximately 47,000 square metres of industrial / warehousing uses over multiple buildings contained on a single allotment of land. It is bounded by Dunmore Street to the north, Jones Street to the east and is surrounded by residential development of varying types and densities. Adjoining to the west is an aged persons' complex including the heritage listed Dunmore House and gardens.

The site is situated approximately 30 kilometres from the Sydney CBD and only 400m from Pendle Hill train station and town centre.

See Figure 1 for the site context and Table 1 for a synopsis of the site's key attributes.

Figure 1: Location Map



(Source: Sixviewer, Dept of Lands)



Table 1: Site Attributes

Site Attributes	Details
Property Address	190-220 Dunmore Street, Pendle Hill
Legal Description	Lot 1 in DP 735207
Site Area	7.995 hectares
Property Dimensions	Dunmore Street (North) – 232.3 metres Jones Street (East) – 322.4 metres Side Boundary (West) – 322.1 metres Rear Boundary (South) – 281.5 metres
Existing Improvements	47,448.2sqm over four main buildings, plus a substantial awning of 2,700sqm
Land Owner	Bonds Coats Patons Ltd
Local Government Area	Holroyd City Council

The site is within walking distance (approximately 400 metres) to the Pendle Hill Town Centre, recognised as a 'stand-alone centre' under the Draft West Central Subregion Strategy. The Town Centre comprises of a mixture of shops and services that service the day-to-day needs of local residents. The Town Centre is served by Pendle Hill Train Station, which forms part of the Western Rail line with services to Parramatta and the Sydney CBD.

1.2 Site Background

At its peak, the Bonds Spinning Mills site employed approximately 2,000 workers and was operational on a 24 hour basis, 7 days a week. It is reported that the Pendle Hill town centre and train station were established to service the Bonds site.

Over time, the operation of the site has been scaled down due to broader restructuring by Pacific Brands and the practical difficulties of maintaining full operations on a site with in part, older buildings and increasingly higher density housing nearby. As a result, a number of buildings within the site are vacant and many under utilised.

The operations on the site currently involve the national headquarters of the Bonds and Berlei product range with the distribution of the Berlei product range and the storage/distribution of clothing for a large Government client. However, the continued use of the site for manufacturing and warehousing is constrained and not practical due to:

- Global economic conditions.
- Existing buildings not suited to modern manufacturing and or warehousing requirements.
- Constraints to 24 hour production with nearby higher density housing.
- A local road network not suited to heavy vehicle transport, particularly B – doubles.



1.3 Development History

- February 2009: Pacific Brands cease all manufacturing operations in Australia, including the Pendle Hill site.
- Early 2010: Pacific Brands meets with Holroyd Council to discuss an intention to rezone the Pendle Hill site for "residential and associated development".
- During 2010 Pacific Brands had several meetings Council staff to detail Council's requirements for a rezoning application and the need for a Planning Proposal.
- December 2010: Pacific Brands submission to Draft LEP zoning of the site to continue as IN2.
- February 2011: rezoning application received by Council, including a heritage assessment and concept master plan for the site.
- April 2011: CBRE (on behalf of Pacific Brands) presented the concept for the future redevelopment of the site to Holroyd Councillors.
- May 2011: Holroyd Councillors inspection of the Bonds site.
- August 2011: Council resolved to prepare a Planning Proposal for submission to the Department of Planning for Gateway Determination. The scheme involved the following:
 - A range of residential types.
 - Small scale mixed uses.
 - A public park and square.
 - Proposed heights ranging from 2 to 7 storeys, generally 2-3 storeys along the southern boundary and 3-4 storeys along Dunmore and Jones Street.
 - FSR up to 2:1.

The resolution was subject to the following:

- Preparation of Conservation Management Plan.
- Preparation of a Traffic Study.
- An assessment of recreational open space needs for the development.
- A VPA being offered regarding the provision of recreational open space and any other required facilities.

Following the resolution of Council to prepare the Planning Proposal to the Department of Planning and Infrastructure, the site was sold and the proposal revisited.

- 14 June 2013: Amended proposal submitted to Council seeking:
 - R4 High Density Residential zone.
 - Commercial Premises as an additional permitted use capped at 8,500sqm.
 - 3:1 maximum FSR
 - 53m maximum building height.
- 29 October 2013: Council meeting resolved:
 - That Council not proceed with preparing a planning proposal for the Bonds Spinning Mill site at this stage.
 - That Council provide 'in principle' support for the rezoning of the Bonds Spinning Mill site for residential and commercial purposes generally.

The proponent has engaged with Council and its staff on the preparation of a revised master plan, the subject of this Planning Proposal.



1.4 Council Resolution – August 2011

In its Meeting of the Development and Community Services Committee of the Council held on 16 August 2011, Council resolved to support the Planning Proposal for The Bonds Spinning Mills Site, Pendle Hill (DCS108-11).

The objectives and outcomes of the proposal vary little from that which is subject of this proposal, being:

- Rezoning of the site for the purpose of a variety of housing types and densities, public open space, neighbourhood retail uses and associated infrastructure.
- Make best use of land in proximity to the existing Pendle Hill town centre and station;
- Acknowledge and 'celebrate' the important contribution of Bonds Spinning Mills to the history and development of Pendle Hill and its community;
- Complement the existing neighbourhood in terms of land uses, density, bulk and form;
- Promote a high standard of urban design that acknowledges and enhances the built form and natural features of the site;
- Take full advantage of a large site through an integrated design solution;
- Make a positive contribution to the Pendle Hill neighbourhood of which it forms part; and
- Contribute to housing stock in the Holroyd LGA.

Council's report noted the consistency of the proposal with both Council and State Government policy regarding land use and development, specifically in regard to the appropriateness of the employment lands in a primarily residential enclave proximate a train station.

1.4.1 Heritage

The 2011 Planning Proposal was supported by a number of specialist consultant documents, specifically, a draft Heritage Assessment. Both Council and the DP&I indicated that it will be necessary for major studies to be well-advanced prior to the proposal being submitted to the State Government. As a result, a Conservation Management Plan (CMP) has been undertaken for the site that addresses the items on Council's resolution of August 2011.

A draft CMP is provided with this Planning Proposal which is expected to be refined throughout the rezoning and subsequent design development process.

1.4.2 Open Space

The 2011 Planning Proposal provision of open space within the site comprised a public park and square, amounting to approximately 3,000sqm, which equated to an open space provision of 0.19 ha per 1000 people, which, in light of other LGA benchmark figures, represented an undersupply of open space for the proposed high density residential precinct.

Council has since undertaken an Open Space and Recreation Study specifically for this site and the broader Pendle Hill area as a result of the 2011 Planning Proposal.

This Planning Proposal included a revised master plan which proposes over 15,341sqm of open space areas, equating to 19% of the total site area. Importantly, the proposed scheme includes a Central Park of 8,145sqm which will provide a significant public benefit to the community of Pendle Hill in the form a substantial, publicly accessible open space area that is large enough to cater for a range of passive and active recreational opportunities.



1.4.3 Ecology

Previous desktop investigations indicated there is no critical habitat, threatened species, populations or ecological communities or their habitats on the site, and none that are likely to be significantly impacted by the redevelopment of the site. None of the vegetation within the site is identified on the biodiversity mapping in Council's LEP. Any remnant native vegetation within the site is mainly around the perimeter and it is proposed that this would be retained as a buffer.

1.4.4 Other studies

The 2011 Planning Proposal identifies the need for technical studies such as contamination, geotechnical, and stormwater drainage that will be identified at the gateway determination and undertaken thereafter.

1.4.5 Resolution

Council resolved at that meeting to prepare a Planning Proposal to rezone the Bonds Spinning Mills site at Pendle Hill for residential purposes, for submission to the DP&I, subject to the following:

- Preparation of a Conservation Management Plan;
- Preparation of a Traffic Study;
- An assessment of recreational open space needs for the development;
- A Voluntary Planning Agreement being offered by the proponent regarding the provision of recreational open space for the site and any other required facilities.



1.5 Council Resolution – October 2013

In its Ordinary Meeting of the Council – 29 October 2013, Council resolved to not proceed with the Planning Proposal for The Bonds Spinning Mills Site, Pendle Hill (DCS034-13).

A summary of the items listed and a response relating to the amended plan that is subject of this re-submission is provided in the Table below:

Table 2: Council Resolution

Site Attributes	Details
<p>1. The Conservation Management Plan, including assessment of heritage significance, conservation policies and development guidelines are inadequate to make an informed decision about the strategic merit of any planning proposal for the subject site.</p>	<p>The CMP has been amended and included in the resubmission addressing all key points raised by Council and its consultants in meetings held with the proponent's team.</p> <p>GML Heritage has also been engaged since the last submission to provide a peer review of the CMP as well as a Heritage Assessment of the revised Master Plan to ensure its alignment to the CMP policies and principles.</p>
<p>2. The proposed scale is excessive in this location and the heritage assessment inadequate to reasonably determine appropriate heights.</p>	<p>The scale of the proposal has been reduced significantly, with heights overall being reduced, with a single, iconic building in the centre of the site to 54 metres. It is important to note that this height is taken from ground level as a result of the benching of the site, and is c. 3 storeys below natural ground (pre-Bonds benching of the site).</p> <p>GML have been included in the design refinement process to guide the revised concept, particularly the significantly reduced form around the heritage precinct of the site.</p>
<p>3. The proposed density is excessive for the site, in relation to the excessive scale and local open space provision.</p>	<p>The overall density of the site has been reduced considerably as a result of the design refinement. In total, over 19,041sqm of floor space has been deleted to provide a total of 147,642 sqm from the previous 166,683 (12% reduction). This reduces the total expected number of apartments from 1,803 to c. 1,600 – a total of c. 200 units.</p> <p>Further, Commercial floor space has been reduced 25%.</p> <p>Importantly, a total of 24,723sqm of open space provided (up from 15,341sqm), a 10% increase in additional public parks.</p> <p>This reduced population at the site and the increased open space results in an allocation of 0.64ha / 1,000 people which is 11% lower than that suggested in Council's open space peer review (0.72Ha / 1,000people). When considered in association with the heritage areas now available for community use (c. 5,000sqm), as well as the contemporary and multi-functional nature of the future open space, this shortfall is considered acceptable in the context of the overall development.</p> <p>The total FSR is c. 1.85:1.</p>
<p>4. The proposed application of a single zone, building height and FSR across the entire site is inappropriate and too broad to ensure a level of consistency with the development concept or any variation of it.</p>	<p>Proposed LEP mapping for Land Use zone, heights and FSR have been amended to controls individual precincts across the site.</p>



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Site Attributes	Details
<p>5. An R4 High Density Residential zone with additional uses across the entire site is inappropriate to ensure any intended outcomes for a new local centre.</p>	<p>As above. Specific zones have been nominated and the B2 Local Centre zone identified to enable the proposed (reduced) retail and commercial floor space included in the master plan.</p>
<p>ii) That Council provide 'in principle' support for the rezoning of the Bonds Spinning Mill site for residential and commercial purposes generally and provide the following guidance for an amended proposal:</p>	<p>Noted. The proponent and its consultants have met with Council on a number of occasions to ensure alignment in the direction of the revised master plan.</p>
<p>1. Low to medium rise (2-12 storey) building heights.</p>	<p>In general, the height and scale of the proposal has been reduced, particularly in regard to the heritage items on the site. The Urban Design report identifies that the impact of the height profile is supportable and that an arbitrary 12 storey 'cap' is not the most efficient use of land. The implementation of an arbitrary height limit of 12 storeys is not considered to be in the best interests or the orderly and economic use and development of land. The proposal includes a single signature element of 17 storeys (14 storeys when considered from 'pre-Bonds' natural ground) in the centre of the site. The overall heights across the site are considered suitable as they do not result in any amenity impact relating to overshadowing, viewshed or heritage impact.</p>
<p>2. Dwelling densities between one-third and two-thirds of that proposed (i.e. 600-1,200 dwellings).</p>	<p>The overall density of the site has been reduced to c. 1,600 dwellings. Whilst recognising the concept nature of the master plan at present, all technical reporting to support the initial Planning Proposal demonstrates the ability of the site to accommodate this development density, mindful of the nature of the site as a single landholding proximate two heavy rail nodes and the emerging CBD of the Parramatta Regional City.</p>
<p>3. Local public open space provided internally at a rate of 0.72 ha per 1,000 people including a central local park of at least 0.55 ha.</p>	<p>The central civic space is 11,075sqm (1.1Ha), over double the Council requirement. Based on 1,600 dwellings and the average dwelling occupancy of 2.4 people per dwelling, a total population of 3,840 people will require 2.76Ha of open space. The proposal provides a total of 2.47Ha of open space (89.5% of that required in Council's open space review), however also provides 15,254 of other spaces in the form of private open space (7,235sqm) and public spaces such as 13,887sqm of open space within new streets including travel lanes, landscaped verges and footpaths. Importantly, the proposal retains and makes accessible and public c.5,000sqm of heritage across the site. Whilst not considered public open space per se, the community and civic benefit of such accessible space should not be underestimated. On balance, it is considered that this is an appropriate response to the open space provision for the site and broader region.</p>



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Site Attributes	Details
4. B2 Local Centre zone or B1 Neighbourhood Centre zone for any proposed retail/commercial floor space, to a maximum of 6,000sq.m. GLFA, wholly or partly within retained heritage buildings.	The B2 Local Centre zone will include a floor space cap of 6,000sqm or retail/commercial floor space as per Council requirements.
5. Maximum building heights and FSR specific to each proposed block within the site.	Noted. FSR and Height maps have been amended to respond to specific precincts across the site.
6. Complete CMP including comprehensive significance assessment and clearly defined conservation policies, development guidelines and immediate and broad curtilage.	Noted. The CMP has been subject to significant liaison between Council and the proponent as to the content and recommendations and amended accordingly. In addition, the proponent has sought an independent third party review by GML Heritage.
7. Economic feasibility assessment including land and holding costs, construction costs, government taxes, project duration, residential and commercial market prices and heritage restoration investment costs.	It is considered that this request can be facilitated as part of the Gateway Determination and as part of the Planning Agreement refinement. Considering the expected evolution of the plan as a result of stakeholder input, including Government Agencies and the community, it is considered premature to provide such detailed economic feasibility and modelling at this stage.
8. Updated studies to reflect amended proposal and incorporate peer review findings and comments.	All studies have been amended to reflect the revised master plan.
9. Proposed scope of Social Impact Assessment.	A scope for the future Social Impact Assessment (SIA) has been provided in this amended Planning Proposal. The proponent undertakes to refine this scope in association with key stakeholders and provide a SIA as part of the post-Gateway stage of works.
10. Initial offer of any voluntary planning agreement for consideration and negotiation following any future Gateway determination.	A 'Key Terms Sheet' for the Planning Agreement within the meaning of section 93F of the EP&A Act is provided as part of this amended Planning Proposal.

The proponent has worked extensively and collaboratively with Council officers in the resubmission of the Planning Proposal to meet the needs of Council as identified in its resolution of October 2013. It is considered that the items requested by Council have been met where practicable.



1.6 Development Overview

A Draft Concept Master Plan (the master plan) is provided with this submission which details the urban design principles that will guide the Planning Proposal. The draft master plan forms part of the Planning Proposal submission to Council and should be read in conjunction with this document.

The Master Plan will inform the rezoning and statutory planning controls as well as assisting Council, the community and stakeholders in creating a design led solution for the site.

The vision for the site is to create a high quality, vibrant new residential precinct, which recognises the heritage of the site and its attachment to the local community as a major employer and iconic Australian company (Bonds)

The draft master plan details the general layout for the site having regard to building bulk and scale as well as uses across the site including neighbourhood retail and public open space. The key aspects of the draft master plan can be summarised as follows:

- A residential precinct at a range of densities and building forms to cater for a diversity of housing demand that responds to the surrounding residential neighbourhood;
- Housing that will be supported by a mix of uses such as community and neighbourhood retail uses in close proximity to existing heavy rail infrastructure;
- Provision of a significant new public open space to be created as a major community focus including elements that facilitate interpretation of the history of the site;
- Important landscape elements of the site will be retained to ensure a high visual quality and integration with the surrounding low scale residential and aged care uses;
- New linkages to provide a high level of accessibility that respects topography, the existing road layout as well as providing accessibility from surrounding areas to the Pendle Hill town centre.

The draft master plan aims to provide a total yield of over 1,600 dwellings in a mix of building forms and typologies, in addition to c. 6,000sqm of retail, business and commercial space in retained heritage buildings and 24,723sqm of publicly accessible open space (30% of site) as well as 7,235sqm of private open space. A total of 32,675sqm (40% of site) is available for deep soil planting and meets all statutory requirements of SEPP 65.

The master plan proposes building heights up to a maximum in one point of 54m, as well as a range of FSRs across the site from 0.8:1 to 2.9:1 (total of 1.85:1) and a land use zoning of R4 High Density Residential, B2 Local Centre and RE1 Public Recreation.

It is expected that following rezoning, the site will be subject to the preparation of a DCP and / or Staged Development Application to allow the progressive development of the site.

The master plan will be developed and refined as a result of the Council, stakeholder and community engagement process, as well as specialist consultant inputs. At this early stage in the rezoning process, the Planning Proposal simply seeks endorsement from Council and the Department of Planning and Infrastructure to rezone the lands from the current Light Industry zone to one that allows and accommodates the proposed mix of uses at the site.



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Figure 2: Draft Master Plan by Roberts Day



The draft master plan seeks to provide Council, the local community, key agencies and the NSW Department of Planning and Infrastructure with the basis of making an informed decision on the appropriateness of the proposed rezoning in terms of the range of uses and scale of development. It is intended that the formulation of future development controls for the site will be design led basis, most relevantly, land use zones, floor space ratios, and height of buildings.

The site is effectively a 'brownfield site' that is recognised by State and Local strategic planning documents as being better suited to uses that make use of an accessible location within an established residential setting. Brownfield sites of this scale can positively contribute to:

- Urban consolidation and infill development.
- Locating higher density residential uses close to existing services, facilities and infrastructure.
- Meeting local and state housing targets.
- Urban renewal by supporting major investment in a site no longer suited to its current industrial use.
- Providing new and adaptable open space in an existing urban environment.

The master plan has been informed by the following inputs that will shape the final scheme and form part of any final rezoning proposal:

- Draft Conservation Management Plan.
- Heritage Assessment
- Traffic impact and assessment.
- Retail assessment.
- Open space needs assessment.
- Phase 2 contamination report.



2 CONTEXT

2.1 Demographic Context

According to the Holroyd City Council Profile ID, the Holroyd LGA has grown year on year to a current residential population of 105,772 persons. This is 1,903 more than at this time last year (1.8% increase).

The profile of Holroyd LGA (ABS, 2011) is provided in the following key indicators:

- Younger (34) than the Sydney metropolitan average of 36 years of age;
- On less median weekly household income (\$1,209/week) than the Sydney metropolitan average of \$1,447;
- Far greater non-english speaking backgrounds (39%) than the Sydney metropolitan average of 26%;
- Housed in slightly less medium and high density housing (39%) compared to the Sydney metropolitan average of 40%;
- Contains more households renting (33%) than the Sydney metropolitan average of 30% but on less median weekly rent (\$330/week) than the Sydney metropolitan average of \$351/week;
- Take public transport to work (21%) slightly more than the Sydney metropolitan average of 20%;

The suburb of Pendle Hill has experienced the following key changes in terms of its demographic profile:

- Increase in the population, growing by around 10% to 5,483.
- A higher proportion of pre-schoolers (8.8%) and a higher proportion of people at post retirement age (9.1% Seniors and 3.8% Elderly) than Holroyd City. However, as seen in Figure 3 below, there has been growth over the last Census period of the age groups from ages 20 – 39.

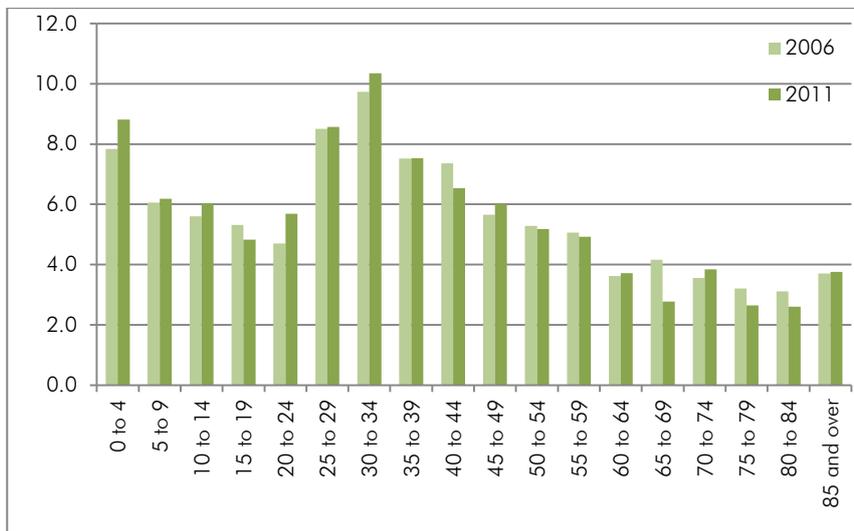


Figure 3: Age structure – Five year age groups

- 27% of Pendle Hill's households contain only one person, compared with 21% in Holroyd City.

According to the Community Profile, the size of households follows the life-cycle of families. Households are usually small at the stage of relationship formation (early marriage), and then increase in size with the advent of children. They later reduce in size again as these children reach adulthood and leave home. Household size can also be influenced by a lack (or abundance) of affordable housing. Overseas migrants and indigenous persons often have a tradition of living with extended family members which significantly affects household size.



- The proportion of households renting decreased from 44.2% (2006) to 39.7% (2011). This is greater however than Holroyd LGA (34.1% in 2006 to 39.7% in 2011).
- In Pendle Hill 55% of the dwellings are medium or high densities, compared to 39% in Holroyd City. This is reflected in the Figure 4 below, which shows the growth of medium density dwellings, however not supported by the statistic showing the percentage decrease in high density dwellings (residential units in apartment blocks of four or more storeys).

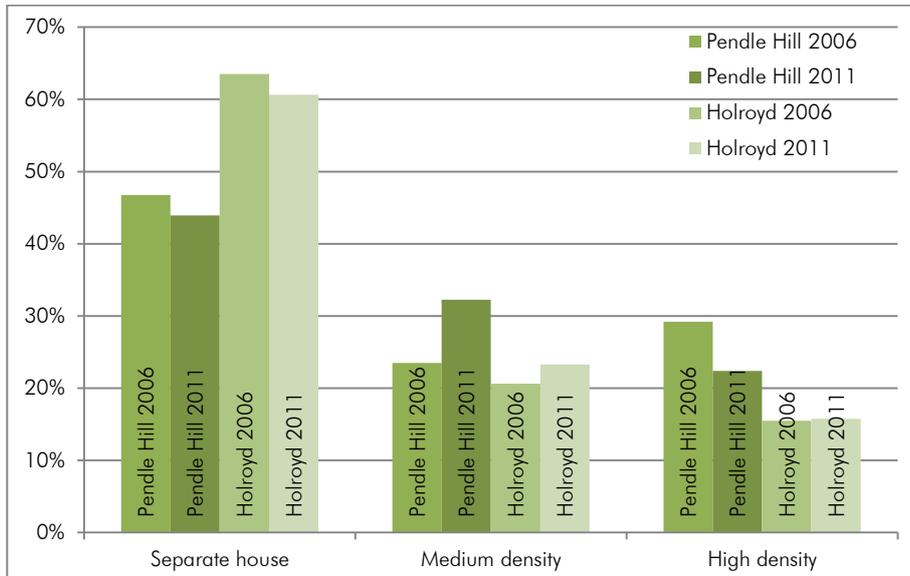


Figure 4: Dwelling Type: % change – Pendle Hill compared to Holroyd LGA

- 49.7% of the population was born overseas, and 45.7% were from a non-English speaking background, compared with 43.1% and 39.1% respectively for Holroyd City. Between 2006 and 2011, the number of people born overseas increased by 545 or 25.0%, and the number of people from a non-English speaking background increased by 602 or 31.6%.
- 71% of Pendle Hill residents are working full time and 27% part time. Unemployment rate is above average at 8.3%.
- The highest proportion of weekly household income is the \$1500-\$1999 range, being 13.8% of all Pendle Hill households. On average, Pendle Hill residents took home less weekly household income than the Holroyd LGA. Further, in Pendle Hill (compared to Holroyd LGA) there was lesser proportion of households in the highest income quartile, and a greater proportion in the lowest income quartile.
- 70.7% of Holroyd City's working residents travel outside of the area to work. Despite this, the largest proportion of the population (14.8%, 6,246 people) worked in Holroyd LGA. The next highest is Parramatta with 5,287 people (12.5%).
- Vehicle ownership is low – 16% of households in Pendle Hill do not have a car as compared to Holroyd LGA at 11.7%. However this has reduced from the 2006 figure of 19.1%.



2.2 State Strategic Planning Context

2.2.1 The draft Sydney Metropolitan Strategy, 2013

The NSW Government is developing a new Metropolitan Strategy (NSW Department of Planning and Infrastructure, 2013) that will become the overarching plan to manage growth over the next 20 years.

The Metropolitan Strategy supports and implements the NSW 2021 State Plan, which identifies restoring economic growth as its number one priority. A key task that will support this aim is ensuring that an adequate supply of land for housing is delivered.

The Draft identifies a housing target across Sydney of 545,000 additional dwellings by 2031, an increase of 32% on the number of dwellings provided in Sydney in 2011. The West Central subregional housing targets is 148,000 new dwellings, a 50% increase on 2011 dwelling numbers.

Rezoning of the subject site will provide a significant contribution towards the delivery of the dwelling target for the West Central and North West Subregion and provide housing for workers within close proximity to a significant employment growth areas being Parramatta, Marsden Park and the Western Sydney Employment Area by its close proximity to mass public transport.

Key objectives of the draft Metropolitan Strategy of relevance to this proposal include:

- Objective 2: Strengthen and Grow Sydney's Centres: This proposal will provide for mixed use development and housing growth in a designated centre.
- Objective 3: Make Sydney Connected: The proposed growth is integrated with existing heavy rail transport connections.
- Objective 4: Deliver Strategic Outcomes – City Shapers: Parramatta is identified as one of the city shapers, anticipated to be the fastest growing centre outside Global Sydney over the next 20 years. Pendle Hill is identified as being 'regionally connected' to Sydney's second CBD.
- Objective 5: Deliver New Housing to Meet Sydney's Growth: The new housing will be in an area close to existing infrastructure and will assist in meeting the minimum targets being set for the mid and long terms of the Plan for Holroyd LGA.
- Objective 6: Deliver A Mix of Well Designed Housing that Meets the Needs of Sydney's Population: the draft Plan recognises that Sydney needs a greater number of smaller houses to meet the changing population and a greater supply of lower-priced housing to ease pressures in the rental market. This proposal provides a mix of dwelling types across the site.
- Objective 7: Deliver Well-Designed and Active Centres that Attract Investment and Growth: the Plan recognises the role of liveable centres in enriching the quality of life and wellbeing of the people who live there or use them. The draft Plan seeks that most new medium and high density housing will be encouraged within a five or 10 minute walk of existing and new centres. The proposal provides housing that is accessible to an existing centre on the heavy rail network, which is also located accessible to jobs, services and amenities. Further, the proposal reinterprets previously 'hidden' heritage on the site, acting as the inspiration for the renewal program of the now defunct industrial use, creating pride for the local community.
- Objective 8: Create socially inclusive places that promote social, cultural and recreational opportunities: The project will provide housing in a new community that has access to economic, social, cultural and recreational opportunities.
- Objective 9: Deliver Accessible and Adaptable Recreation and Open Space: The proposal will make sure new public open space is identified and planned for early in the planning process, whilst recognising the varying needs and adaptability of the outdoor spaces.

The draft Plan also includes numerous objectives relating to 'accessibility and connectivity' that seek the closer integration of land use planning and transport, to promote sustainable transport choice. This proposal is a clear example of the best use of lands proximate a heavy rail line.



This Planning Proposal can meet a wide raft of State Government through the rezoning of the lands to provide for residential and ancillary uses on the former industrial site. Importantly, the proposal supports the requirement for 27,500 new dwellings per annum over the next 20 years.

2.2.2 The draft West Central Subregional Strategy 2007

The draft Subregional Strategy (NSW Department of Planning, 2007) reflects the housing target identified for the West Central Subregion under the Sydney Metropolitan Strategy which was released prior to the Metropolitan Plan for Sydney 2036 (2010). The Metropolitan Strategy 2005 established a target of 95,500 additional homes within the subregion to 2031, allocating a target for Holroyd of 11,500. The Metropolitan Plan for Sydney 2010 increased this figure to 96,000 new homes for the subregion.

As discussed, the draft Sydney Metropolitan Strategy, 2013 updates these targets further, with the relevant Subregion to Holroyd LGA requiring a 50% increase on 2011 dwelling numbers over 20 years. The draft Subregional Strategies are to be superseded following the adoption of the Draft Metropolitan Strategy, however for the purposes of this document, the 2007 draft Subregional Strategy still applies.

Pendle Hill is recognised as a Small Village in the draft Strategy. The strategy defines a small village as having “a cluster of shops for daily shopping... but does not have a supermarket”. It goes on to state that “Small villages and other small local centres are ideally co-located with bus stops, schools and small parks. A Small Village has an approximate radius of 400m”.

The draft Strategy identifies that the typical dwelling range within the 400m catchment should be between 800–2,700 dwellings provided in medium density housing, including shop-top dwellings in and around the main street.

The Pendle Hill Centre currently provides a small supermarket and is located on heavy rail line. As a result, its catchment would likely extend beyond 400m and may therefore be considered as something larger than a ‘small village’. It is interesting to note that it is the only ‘small village’ on the Western Heavy Rail Line.

The draft Strategy identifies the site as being suitable for renewal, stating:

47) Bonds Spinning Mills (Manufacturing–light)

This single occupier precinct is a significant local employer, accommodates the bonds clothing factory. To the north of the site stands established residential flat building development while low-density single dwelling development is found on the eastern and southern sides. Situated on the western side of the precinct are aged care facilities. The precinct is comprised of a number of large conjoined industrial buildings. Given the mainly residential nature of the locality and the availability of more suitable employment lands at the nearby Girraween (see Precinct no. 46) precinct, this site may be considered for alternative development, but only if existing operations cease.

Key directions of the draft Subregional Strategy relevant to the proposal include:

- Increasing housing densities in centres where access to employment, services and public transport are provided.
- Cater for changing housing needs.
- Provide zoned capacity for a significant majority of new housing in centres.

This proposal can assist Council in meeting the key directions in the draft Strategy.



2.2.3 Draft Centres Policy – Planning For Retail and Commercial Development, 2009

The NSW Government's Draft Centres Policy – Planning for Retail and Commercial Development was released as a consultation draft (Not Government Policy) in April 2009.

The Centres Policy claims its aim is to *“create a network of vital and vibrant centres that cater for the needs of business, and are places where individuals and families want to live, work and shop”*. It goes on to state that *“the challenge for the planning system is to continue to deliver this strong growth in a way that meets business and community needs, is environmentally sustainable, and makes the most efficient use of the State's investment in infrastructure”*.

The Draft Policy identifies six key planning principles, with the first two principles of key importance to this proposal, being:

Principle 1 – Retail and Commercial Activity Should Be Located in Centres

- This principle seeks to ensure the most efficient use of transport and other infrastructure as well as improving the amenity and liveability of centres.
- The proposal meets this principle of reducing car journeys through the co-locating of residential, retail and commercial development, with other social and community facilities in one location.
- The proposal provides a focal point for the community and creates a sense of place through the maintenance, upkeep and making public key local heritage.
- Importantly, the proposal assists in the achievement of State Plan Priority E5 which refers to the provision of jobs closer to home.

Principle 2 – Centres Should Be Able To Grow and New Centres Form

- This principle identifies the positive benefits of clustering retail and commercial development in centres that are able to grow and new centres form and the need for the planning system to respond dynamically to prevailing market demand.
- The principle goes on to identify that *“where it is not possible to accommodate growth in existing centres, or where there is significant market demand, new centres will need to be identified and land zoned to permit retail and commercial development”* and that *“some lower-order centres might expand and take on greater importance at the expense of others, or new centres may form and compete with more established centres”*.
- This proposal allows the extension and growth of the Pendle Hill centre to provide for a mix of uses including medium and high density residential uses.



2.3 Local Planning Context

Council has recently gazetted its LEP 2013 following the undertaking of a raft of background studies to support the LEP process. Council, in its Media Release on the LEP (5 April 2013) recognise the benefits of the new framework, citing benefits as:

- Providing greater housing sustainability:
 - Greater diversity in housing options.
 - Greater accessibility to housing in high-demand locations.
 - New dedicated medium density zones.
 - Increased likelihood of housing affordability and rental accommodation.
 - Increased measures for amenity in high density areas and surrounds.
- Paving the way to steady local economic growth:
 - Increased number and range of professional and retail services.
 - Greater incentives for development and investment.
 - Greater certainty of funding for key drainage and road infrastructure.
 - Improved viability for increased levels of transport services to meet increased demand.
- Revitalising the Merrylands Centre:
 - Increased growth capacity.
 - Increased opportunities for socialising and entertainment.
 - Increased implementation of measures for safer environments.
 - Greater provision for community spaces and facilities.
 - Greater provision for parks, recreation, streets and landscapes.

The proposed rezoning of the Bonds Site provides a number of benefits in alignment with the Council's recognised drivers listed above, specifically the provision of housing diversity in accessible and in-demand locations, as well as increased supply of housing in a highly amenable environment to aid the housing affordability and rental accommodation in the LGA. The proposal also provides for commercial land uses which will increase the range and accessibility of retail and other services.

The Residential Development Strategy (Holroyd City Council, April 2012) was prepared to inform the LEP making process. In respect to Pendle Hill and more specifically the Bonds Site, the Residential Development Strategy (RDS) noted that

PH1.10 Investigate the potential for rezoning of the Bonds site on Dunmore Street to residential (this site is currently zoned for light industrial uses). Rezoning of this area should be subject to the preparation of a Precinct Plan that identifies an appropriate mix of dwelling types & densities and appropriate building heights, incorporates open space provision and provides public vehicle and pedestrian/cyclist access between Dunmore Street and Jones Street.

The Planning Proposal includes a master plan (fulfilling the requirement for a 'Precinct Plan') that considers an appropriate mix of dwelling types, densities and appropriate building heights mindful of the site's proximity to a train station, Council's dwelling targets and the broader State Government Strategy to deliver 27,500 dwellings per annum over the next 20 years.

The master plan incorporates a mix of uses, open spaces and provides public vehicle and pedestrian/cyclist access, as well as the active re-use and celebration of local heritage items.

The RDS identifies Pendle Hill as a small village, however notes that it has potential for further growth over the next 25 years. This is identified through the *"redevelopment of the Bonds site on Dunmore Street is anticipated in the short term. This will provide an opportunity for high quality mixed density residential development in a central location as well as increasing provision of open space to support the increase in population"*.

This proposal meets the anticipated directions for the Bonds Site as envisaged in the Residential Development Strategy.



3 OBJECTIVES OR INTENDED OUTCOMES

The objectives of this Planning Proposal is to enable the rezoning of the subject site known as the Bond's Spinning Mills site located at 190-220 Dunmore Street Pendle Hill, for the purposes of a mixed use development incorporating residential uses, public open space, ancillary retail and commercial uses and associated infrastructure.

This Planning Proposal aims to:

- Make best use of land in proximity to the existing Pendle Hill and Wentworthville centres and train station;
- Acknowledge and celebrate the important contribution of Bonds Spinning Mills to the history and development of Pendle Hill and its community;
- Complement the existing residential neighbourhood in terms of land use, density, bulk and form as well as the provision of facilities and services and a mix of dwelling types for the local community;
- Promote a high standard of urban design that acknowledges and enhances the existing natural features of the site and surrounding street network;
- Take full advantage of a large site through an integrated design solution;
- Make a positive contribution to the Pendle Hill neighbourhood of which it forms part;
- Provide important publicly accessible open space for a range of active and passive recreational opportunities.
- Contribute to housing provision and diversity in the Holroyd LGA.

The site is well placed to support and promote higher density housing within a walking catchment of the Pendle Hill centre.



4 EXPLANATION OF PROVISIONS

The site is currently zoned *IN2 Light Industrial* in the Holroyd Local Environmental Plan 2013, which was a 'like for like' conversion of the *4(b) Light Industrial* zone under Holroyd LEP 1991 (HLEP 1991). An objection to this draft zone was submitted to Holroyd Council by Pacific Brands however the draft endorsed by Council retained the *IN2* zone over the site.

In order to facilitate the Planning Proposal, the following amendments are required to the Holroyd Local Environmental Plan 2013:

1. Amendment of the LEP Zoning Map:

Based on the land uses proposed and density of development, the preferred zone that is appropriate is *R4 High Density Residential*, with an area of *RE1 Public Recreation* and *B2 Local Centre* to accommodate the proposed retail and commercial uses up to a total of 6,000.

2. Amendment of the LEP Height Map:

Subject to the outcome of master planning and stakeholder consultation, the LEP amendment will need to reference controls relating to Height of Buildings under clause 4.3 of the LEP 2010.

The current master plan for the site identifies buildings across a range of heights from 15m to a key, signature element up to 54m.

3. Amendment of the LEP FSR Map:

Subject to the outcome of master planning and stakeholder consultation, the LEP amendment will need to reference controls relating to floor space ratio under clause 4.4 of the draft LEP 2010.

The current master plan for the site identifies a FSR of 1.85:1; however this proposal seeks a FSR range of FSR controls across the site from 0.8:1 to a maximum of 2.9:1 to enable some flexibility in the future master planning process.

It should be noted that the final detail on all mapping will occur following liaison with Council, key stakeholders, Government Agencies and the community and possible refinement of the master plan. As a result, the final master plan may change and the proposed LEP provisions with it.

The proposed amendments to the mapping is explained in Section 6 – Mapping.

Together with the land use and development control provisions within the LEP, consideration may also need to be given to the preparing of a site specific Development Control Plan (DCP) or a Stage 1 'master plan' Development Application considering the scale of the site. The current master planning for the site should provide much of the basis for the DCP, however future planning stages of the development may require either a Staged Development Application or a DA to guide the development envisaged for the site.



5 JUSTIFICATION

5.1 Need for the Planning Proposal

5.1.1 Is the Planning Proposal a result of any strategic study or report?

Yes.

The Planning Proposal has been prepared due to the site no longer being suitable, or required, for industrial purposes. This has been identified in the draft West Central Sub-regional Strategy 2007 (WCSRS 2007) as *"an industrial site suitable for an alternate zoning, given that the industrial use is now redundant, its residential setting and strategic context of the site proximate a train station and Parramatta CBD"*.

Importantly, Council's Residential Development Strategy anticipated the rezoning of the Bonds Site *"in the short term"*. Notwithstanding this, Council's LEP 2013 was gazetted with the site remaining as IN2 Light Industrial Zone. The LEP was first exhibited in 2010 and re-exhibited in 2011, with final gazettal in April 2013. Notably, the LEP aims to provide:

- Greater housing choice.
- Sustainable growth in new vibrant centres situated around transport nodes.
- Greater opportunities for local business development.
- More employment opportunities.
- Opportunities for affordable housing.
- Appropriate separation between residential and business areas.
- Opportunities for diverse forms of retailing.
- Distinction between residential densities.

This Planning Proposal meets a number of the comprehensive LEP objectives.

A review of the mixed use, medium and high density residential zones proposed surrounding the site illustrates that the proposal is compatible with the surrounding development envisaged in the draft LEP.

In council's resolution of 29 October 2013, Council provided 'in principle' support for the rezoning of the Bonds Spinning Mill site for residential and commercial purposes generally.

5.1.2 Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes.

The planning proposal is the best means of achieving the objectives for the site as well as addressing the draft Subregional Strategy and Holroyd RDS outcomes for the site.

A submission was provided to Council's LEP process seeking an alternative to the proposed IN2 zone, however Council did not support this due to the timeframes required to have the LEP endorsed and forwarded to the DPI. This is despite the Residential Development Strategy identifying the site for alternative uses.

Therefore, a site-specific Planning Proposal is required to amend the planning framework as it applies to the site.

The final rezoning will be subject to ongoing discussions with Council and will be considered in conjunction with other development controls, specifically FSR, land use and height of buildings.



5.1.3 Is there a Net Community Benefit?

Yes.

The Planning Proposal will have a significant net community benefit. In particular, the Planning Proposal will:

- Eliminate the potential for land use conflict between the existing industrial and residential zones;
- Make best use of land in walking distance of an existing train station(s) within an established residential setting;
- Support a diverse range of uses in order to create a more active precinct;
- Support the economic activity of the Pendle Hill Town Centre;
- Reduce heavy truck movements associated with industrial uses;
- Increase sustainable transport patronage given the close proximity of the site to Pendle Hill Station;
- Increase the range of housing choices within the Pendle Hill area as well as increasing housing stock within the Holroyd LGA in line with the dwelling targets set out in the draft West Central Sub-region Strategy 2007;
- Adaptively reuse heritage buildings and make them accessible to the local population;
- Provide publicly accessible open space in a suburb with a recognised under supply of open space that is multi-functional and highly useable for all cohorts of the local population.
- Promote and acknowledge the social and heritage contribution of the Bonds site to Pendle Hill.

Table 3 addresses the evaluation criteria for conducting a “net community benefit test” within the Draft Centres Policy (2009) as required by the guidelines for preparing a Planning Proposal.

Table 3: Assessment of Net Community Benefit

EVALUATION CRITERIA		ASSESSMENT
<i>Will the LEP be compatible with agreed State and regional strategic direction for development in the area (e.g. land release, strategic corridors, development within 800m of a transit node)?</i>	✓	Yes. The proposal is consistent with key elements of the draft Metropolitan Strategy for Sydney and specifically the draft West Central Sub-region Strategy 2007 as discussed above. The proposal is within 400m of a transit node and presents the opportunity to provide housing near transport and, according to the Draft Subregional Strategy “the residential nature of the locality and the availability of more suitable Employment Lands at the nearby Girraween precinct, this site may be considered for alternative development, but only if existing operations cease.” ¹
<i>Is the LEP located in a global/regional city, strategic centre or corridor nominated within the Metropolitan Strategy or other regional/subregional strategy?</i>	✓	Yes. The site is recognised as being ‘regionally connected’ to the Parramatta CBD, identified as a ‘City Shaper’ and key driver for employment and housing growth for Metropolitan Sydney in the draft Metropolitan Strategy.

¹ NSW Department of Planning; West Central Draft Sub-region Strategy; 2007



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EVALUATION CRITERIA		ASSESSMENT
<i>Is the LEP likely to create a precedent or create or change the expectations of the landowner or other landholders?</i>	✘	<p>No. The proposed rezoning is unlikely to create a precedent within the locality or change the expectations of the site. The site is anomalous to its surrounds – being an industrial use in a residential context.</p> <p>In addition to being an obsolete industrial use, the site is one of the largest single land holdings in the area, and therefore provides the opportunity for an integrated approach to urban renewal.</p> <p>Additionally, the subject site has been the subject of a prior Planning Proposal which was endorsed by Council which supports this proposal's objectives.</p>
<i>Have the cumulative effects of other spot rezoning proposals in the locality been considered? What was the outcome of these considerations?</i>	✓	<p>Yes. There are no known other spot rezoning's in the locality that are being considered however this will be discussed further with Council and considered in detail as required.</p>
<i>Will the LEP facilitate a permanent employment generating activity or result in a loss of employment lands?</i>	✘	<p>No. The proposal will result in the net loss of employment generating land due to the closure of the Bonds operations as foreseen in the draft Sub-regional Strategy and Council's Residential Development Strategy. Notwithstanding this, the Bonds operations had ceased and the site, due its location surrounded by residential uses, was anomalous to its surrounds.</p> <p>Despite this, the proposal seeks to provide local employment within the site through the provision of c. 6,000sqm of retail and commercial floor space.</p>
<i>Will the LEP impact upon the supply of residential land and therefore housing supply and affordability?</i>	✓	<p>Yes. The proposal will increase housing stock in a predominantly residential locality and aid the diversification of dwelling types and affordability profiles in proximity to a rail station.</p>
<i>Is the existing public infrastructure (roads, rail, utilities) capable of servicing the proposed site? Is there good pedestrian and cycling access? Is public transport currently available or is there infrastructure capacity to support future transport?</i>	✓	<p>Yes. The site is located within walking distance of the Pendle Hill rail station and riding distance to Wentworthville and the regional city of Parramatta.</p> <p>A detailed analysis of the traffic and transport context of the site and the proposed development will form part of any rezoning proposal.</p>
<i>Will the proposal result in changes to the car distances travelled by customers, employees and suppliers? If so, what are the likely impacts in terms of greenhouse gas emissions, operating costs and road safety?</i>	✓	<p>Yes. Through the provision of housing near heavy rail, it is envisaged that car distances travelled per capita can be reduced.</p> <p>A detailed analysis of the traffic and transport context of the site and the proposed development will form part of any rezoning proposal.</p> <p>This is supported by the Council commissioned report Holroyd Draft Residential Housing Strategy "Centres Strategy" Transport Review (Stapleton Transportation & Planning Pty Ltd, March 2011) which identifies that increased housing proximate rail stations reduces car ownership (and parking requirements) and ultimately car distances travelled.</p>
<i>Are there significant Government investments in infrastructure or services in the area where patronage will be affected by the proposal? If so, what is the expected impact?</i>	✓	<p>Yes. It is expected that patronage of the Railcorp network can be increased and hence increase revenue raised at the existing infrastructure.</p>



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EVALUATION CRITERIA		ASSESSMENT
<p><i>Will the proposal impact on land that the Government has identified a need to protect (e.g. land with high biodiversity values) or have other environmental impacts? Is the land constrained by environmental factors such as flooding?</i></p>	<p>✘</p>	<p>No. There are no known constraints over the land.</p>
<p><i>Will the LEP be compatible/ complementary with surrounding adjoining land uses? What is the impact on the amenity in the location and wider community? Will the public domain improve?</i></p>	<p>✓</p>	<p>Yes. The subject site is surrounded by land proposed for medium to high density residential development to the north and towards the Pendle Hill train station and town centre.</p> <p>As part of the master planning for the site, it is proposed to provide amenities and facilities, particularly open space as identified in Council studies as being deficient.</p>
<p><i>Will the proposal increase choice and competition by increasing the number of retail and commercial premises operating in the area?</i></p>	<p>✓</p>	<p>Yes. It is proposed to augment the increased residential population with ancillary retail and commercial facilities.</p>
<p><i>If a stand-alone proposal and not a centre, does the proposal have the potential to develop into a centre in the future?</i></p>	<p>✘</p>	<p>No. The quantum of retail and other ancillary floor space will be subject to detailed trade area analysis. Notwithstanding this, there will be no opportunity for continued retail expansion, as the quantum of floorspace will be stipulated in the approved master plan.</p>
<p><i>What are the public interest reasons for preparing the draft plan? What are the implications of not proceeding at that time?</i></p>	<p>✓</p>	<p>The proposal will support a mixed use precinct, which will provide facilities and services to the broader community.</p> <p>If the proposal was not supported, the site would remain as an Industrial use which has been demonstrated as being not compatible with the surrounding development. Further, its strategic potential to deliver a development of the nature intended would be lost.</p>



5.2 Relationship to Strategic Planning Framework

5.2.1 Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy

Yes, the draft West Central Sub-regional Strategy 2007 (WCSRS 2007) specifically identifies the Bonds Spinning Mills Site as an industrial site suitable for an alternate zoning. The DWCSRS 2007 stipulates the following:

"This single occupier precinct is a significant local employer, accommodates the Bonds clothing factory. To the north of the site stands established residential flat building development while low-density single dwelling development is found on the eastern and southern sides. Situated on the western side of the precinct are aged care facilities. The precinct is comprised of a number of large conjoined industrial buildings. Given the mainly residential nature of the locality and the availability of more suitable Employment Lands at the nearby Girraween (See Precinct No. 46) precinct, this site may be considered for alternative development, but only if existing operations cease."

As the existing manufacturing operations are to cease at the site, it is now surplus to the needs of Pacific Brands as the sole occupier.

The Planning Proposal will compliment other key objectives of the WCSRS in relation to:

- Provide local employment opportunities: the loss of employment from an alternate zoning will be offset by additional employment lands in Girraween and the Western Sydney Employment Lands.
- Allow for housing growth close to public transport corridors.
- Provide greater housing choice and affordability.
- Coordinate planning and governance of centres and improve connectivity between centres: the proposal will contribute to support the economic activity of the Pendle Hill Town Centre and will promote increased public transport patronage given the close proximity to Pendle Hill Station.
- Improve recreational facilities and access to open space.

In Council's minutes for the Development / Services Committee meeting of 29 October 2013, Council's report states that the proposal is inconsistent with the draft West Central Sub-regional Strategy in that it

"... is inconsistent with the Draft West Central Sub-regional Strategy in that it proposes a scale that is inconsistent with a small village (as Pendle Hill is identified in the Strategy). The appropriate dwelling composition identified for small village centres comprises low density, medium density and low rise apartment development. High-rise development is not identified as being a suitable scale of development for a small village."

Whilst recognising Council's observation of the current status of Pendle Hill as a small village, this statement is counter to the Draft Centres Guidelines (as discussed in Section 2.2.3) whereby one of the key Principles recognises the need for centres to evolve and grow over time. Simply perpetuating the existing status of a centre is counter to the objectives of orderly and sustainable development as identified in the EP&A Act and runs counter to State Plan objectives of rebuilding the economy by placing downward pressure on the cost of living (Objective 5) and to build liveable centres (Objective 20).



5.2.2 Is the Proposal Consistent with the local Council’s Community Strategic Plan, or other Local Strategic Plan?

The Planning Proposal is consistent with Holroyd Council’s local strategic plan known as ‘Living Holroyd Draft Community Strategic Plan’ as well as the Residential Development Strategy prepared to inform the LEP 2013.

The plan establishes a central vision for Holroyd for 20 years into the future. By 2031, Holroyd is expected to accommodate an additional 30,000 people and 11,000 new homes. The Planning Proposal supports the objectives of the ‘Living Holroyd Draft Community Strategic Plan’ in that it will provide additional dwellings to accommodate anticipated population growth within close proximity to an established public transport node and town centre.

The Residential Development Strategy notes that “Redevelopment of the Bonds site on Dunmore Street is anticipated in the short term. This will provide an opportunity for high quality mixed density residential development in a central location as well as increasing provision of open space to support the increase in population.”

5.2.3 Is the proposal consistent with applicable State Environmental Planning Policies?

The planning proposal is consistent with State Environmental Planning Policies (SEPPs) that apply to the site. Refer to table below:

Table 4: Relevant SEPPs

STATE ENVIRONMENTAL PLANNING POLICY		ASSESSMENT
SEPP 1 – Development Standards	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.
SEPP 6 – Number of Storeys in a Building	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.
SEPP 55 – Remediation of Lands	✓	A Phase 1 Environmental Site Assessment has been prepared as part of the Planning Proposal documentation and has identified the lands as being suitable for residential development.
SEPP 65 – Design quality of residential flat development	✓	A preliminary assessment of scheme against the principles of SEPP 65 has been prepared as part of the Urban Design Report documentation
SEPP (Housing for seniors or people with disability) 2004	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.
SEPP (Building sustainability Index: BASIX) 2004	✓	The future residential components of the development will be subject to the requirements of this SEPP.
SEPP (Infrastructure) 2007	✓	The Planning Proposal has considered the relevant part of the SEPP (Infrastructure 2008), namely traffic developments and is considered consistent.
SEPP (Affordable rental housing) 2009	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.



5.2.4 Is the proposal consistent with applicable Ministerial Directions (s117 Directions)?

The planning proposal is consistent with relevant Ministerial Directions (s117 Directions) as provided in Table below:

Table 5: Relevant s117 Directions

S 117 DIRECTIONS	ASSESSMENT
<p>1.1 <i>Business and Industrial Zones</i></p>	<p>- The objectives of this direction are to encourage employment growth in suitable locations and protect employment land in business and industrial zones.</p> <p>The Bonds Site has been identified in both local and State level strategic planning as being no longer suitable for the previous industrial use, with both of these documents identifying the site as being suitable for residential purposes. The draft West Central Subregional Strategy 2007 and Holroyd Residential Development Strategy (April 2012) both identify the site as being suitable for renewal, as detailed in Ministerial Direction 5.1 below. Despite the change to a predominantly residential use consistent with its surrounds, the site will also provide local employment through the provision of up to 6,000sqm of commercial floor space. An economic impact has been provided as part of this proposal that supports a quantum of retail and commercial uses that may be provided at the site. The quantum of commercial floor space has been restricted to a level to support, however not negatively impact upon, the core Pendle Hill town centre.</p> <p>In terms of local employment, the economic impact statement identifies that based on a forward estimated \$500M of construction value, a further \$452M of activity in production induced effects (i.e. direct construction employment) and \$481M in consumption induced effects (i.e. additional goods and services due to increased spending by the wage and salary earners across all industries arising from employment) will result from the development. Total economic activity generated by the construction of the proposed development would be approximately \$1.4Bn.</p> <p>The economic impact assessment identifies that the commercial component of the development will generate approximately 328 full and part-time jobs on the subject site post-development and 8,220 construction workers over the life of the project. Considering the site is no longer suitable for the industrial use, this generation of employment is seen as a key benefit to the local and regional economy of western Sydney.</p> <p>In addition, the proposal will enable flexible floor plates to a minimum 30% of residential dwellings to allow for work/live opportunities and home office spaces. Allied to the opportunity to provide a business incubation hub as part of the heritage re-use, the potential for additional on-site employment generation could be up to another 550 jobs (30% of 1,700 dwellings).</p> <p>Also, given the site's proximity to Parramatta City Centre, the existing stock of heritage fabric and proposed public realm, it is highly likely the project will attract the creative sector and start-ups. Potential employment opportunities include a creative sector incubation hub, weekly market and gallery space. This has the potential to provide an additional 70 to 100 jobs within the project.</p> <p>Beyond the employment generation provided on-site, it is noted that the proposal also provides the opportunity for people to live within a 20 minute rail commute to the major employment centre of Parramatta.</p> <p>Council's minutes (DCS034-13) note that the proposal is at odds with Objective 1(c) of the direction to 'support the viability of identified strategic centres'. The proposal has since been amended to reduce the total retail and commercial floor space in line with Council's peer review. We are of the opinion that this objective is now being satisfied as the increased residential population, open space and community services will not 'support the viability of identified strategic centres'.</p>



S 117 DIRECTIONS	ASSESSMENT
<p>2.3 Heritage Conservation</p>	<p>✓ The objective of this direction is to conserve items and places of environmental heritage significance.</p> <p>The proposal involves the retention and adaptive reuse of all identified environmental heritage on the site. An important aspect of the proposal will be the ability of the heritage to be accessed by the public. At present, it is on private property and fenced from view and any access.</p> <p>All of the buildings of Exceptional significance, and three out of the six buildings of High significance will be retained. The buildings proposed for retention, and their level of significance, are:</p> <p>Exceptional Significance</p> <ul style="list-style-type: none"> ▪ 3. Administration (in part) ▪ 6. Cutting Room ▪ 7. Old Bale Stores <p>High Significance</p> <ul style="list-style-type: none"> ▪ 5. Knitting Store (Dance Hall) ▪ 8. Compressor Room ▪ 12. Store/First Aid (John Austin Centre) <p>Medium Significance</p> <ul style="list-style-type: none"> ▪ 21. Boiler House <p>In retaining and adaptively reusing the above items, the proposal acknowledges their heritage significance by establishing a new public realm setting that enhances their visual importance and inter-relationship with each through a network of pedestrian paths, plazas and central park. This network of heritage items and public realm creates a 'community ribbon' that will benefit future residents and visitors by providing a strong connection to the site's past.</p> <p>A preliminary Conservation Management Plan has been prepared as part of this proposal and will be finalised on submission of final rezoning documentation. It is anticipated that this will occur following the initial gateway determination to confirm the additional heritage studies or investigations required as part of this process.</p> <p>In addition, following liaison with council and its consultants, GML Heritage was retained to provide an independent peer review of the Draft CMP and the Concept Plan to guide the design refinement and ensure the key principles of the Draft CMP were translated into the Concept Plan.</p>



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S 117 DIRECTIONS	ASSESSMENT
<p>3.1 Residential Zones</p>	<p>✓ This proposal provides housing variety and choice for both existing and future housing needs in an identified existing centre proximate heavy rail infrastructure. It is therefore making better use of existing infrastructure and services and ensures that new housing has appropriate access to infrastructure and services and minimises the impact of residential development on the environment and resource lands.</p> <p>The site sits immediately contiguous to the R4 High Density Residential zone that runs along Dunmore Street west until it meets the B2 Local Centre zone. The proposed use is not inconsistent or anomalous with its surrounds.</p> <p>Also of consideration is the site's proximity to the Wentworthville Town Centre, identified as a key centre for growth in Council's strategic planning documents. Wentworthville is one stop on the Western Line from Westmead, the focus of major employment growth for the region and two stops from Parramatta, Sydney's second CBD. Clearly the opportunity exists for this development to provide for the opportunity for Pendle Hill to be a major provider for key worker housing required in these major employment zones of the western sub-region.</p> <p>The site is surrounded by existing residential areas zoned accordingly, however providing a residential stock that is predominantly pre-SEPP 65 and therefore coming to the end of its useful life. The provision of additional stock that is suited to the changing needs of the demographic is a key outcome of this proposal, particularly in light of the rare nature of the site, being a large urban renewal opportunity in a single ownership.</p> <p>In addition, the proposal provides the opportunity for the site to contribute to the supply of affordable housing. There are multiple mechanisms to achieve affordable housing in use nationally and internationally, including statutory and non-statutory. It is anticipated that an Affordable Housing Strategy may form part of the final proposal following the initial determination and an understanding of the requirements of the rezoning process.</p>
<p>3.4 Integrating Land Use and Transport</p>	<p>✓ The proposal meets this Ministerial Direction as it ensures that the urban structure, built form and land use allocation improves access to housing, jobs and services by both active and public transport.</p> <p>An increased intensity of housing within 400m of Pendle Hill and Wentworthville Stations will reduce the number of trips generated and the distances travelled by car. Both stations are likely to benefit from an accessibility upgrade by Transport NSW given their proximity to Parramatta.</p> <p>A transport assessment is provided as part of this proposal that identifies the opportunity to provide a GreenTravel Plan to minimise the number of peak hour car trips generated by the site and would be provided to all residents in the site in addition to any public transport ticketing, car share memberships, public transport or cycling / pedestrian information and guides. It is considered that with the changing demographics of the area as well as changing travel demands that a mode shift will occur that sees higher level of public transport patronage from inhabitants of the future development. In comparable projects, Green Travel Plans have been effective in providing a 10-30% modal shift towards sustainable transport.</p> <p>Also of consideration is the opportunity presented by making public the site and allowing thru-site links and quality pedestrian and cycling environments both within and adjacent the site to encourage local residents in the surrounding Pendle Hill suburb to use more active transport means. Amongst other benefits, encouraging people to walk or cycle to public transport is a key step towards addressing the obesity epidemic and unnecessary costs on the public health system.</p>
<p>4.1 Acid Sulfate Soils</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 site is not identified in any Council Acid Sulfate Soils mapping provided in the Holroyd LEP 2013.</p>



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S 117 DIRECTIONS	ASSESSMENT
4.3 <i>Flood Prone Land</i>	<p>There is no known flood prone land or flood hazard in or around the site considering the elevated nature of the Pendle Hill suburb.</p> <p>It is envisaged that the next stage of detailed studies will consider the stormwater and hydrology impacts both on and off the subject land and nominate the required mitigation measures for the overall development.</p>
5.1 <i>Implementation of Regional Strategies</i>	<p>The proposal is in accordance with both local and State Government strategies as discussed in Sections 5 and 10 that identify the site as an obsolete industrial use that is better suited to residential purposes.</p> <p>The Bonds Site has been identified in both local and State level strategic planning as being no longer suitable for the previous industrial use with both of these documents identifying the site as being suitable for residential purposes. The draft West Central Subregional Strategy 2007stating:</p> <p><i>47) Bonds Spinning Mills (Manufacturing–light)</i></p> <p><i>This single occupier precinct is a significant local employer, accommodates the bonds clothing factory. To the north of the site stands established residential flat building development while low-density single dwelling development is found on the eastern and southern sides. Situated on the western side of the precinct are aged care facilities. The precinct is comprised of a number of large conjoined industrial buildings. Given the mainly residential nature of the locality and the availability of more suitable employment lands at the nearby Girraween (see Precinct no. 46) precinct, this site may be considered for alternative development, but only if existing operations cease.</i></p> <p>The Holroyd Residential Development Strategy (April 2012) was prepared to inform Council’s LEP making process. In respect to Pendle Hill and more specifically the Bonds Site, the Residential Development Strategy (RDS) noted that</p> <p><i>PH1.10 Investigate the potential for rezoning of the Bonds site on Dunmore Street to residential (this site is currently zoned for light industrial uses). Rezoning of this area should be subject to the preparation of a Precinct Plan that identifies an appropriate mix of dwelling types & densities and appropriate building heights, incorporates open space provision and provides public vehicle and pedestrian/cyclist access between Dunmore Street and Jones Street.</i></p> <p>The Planning Proposal includes a master plan (fulfilling the requirement for a ‘Precinct Plan’) that considers an appropriate mix of dwelling types, densities and appropriate building heights mindful of the site’s proximity to a train station, Council’s dwelling targets and the broader State Government Strategy to deliver 27,500 dwellings per annum over the next 20 years.</p> <p>In Council’s minutes for the Development / Services Committee meeting of 29 October 2013, Council’s report states that the proposal is inconsistent with the draft West Central Sub-regional Strategy in that it <i>“proposes a scale that is inconsistent with a small village... high-rise development is not identified as being a suitable scale of development for a small village”</i>. Whilst recognising Council’s observation of the current status of Pendle Hill as a small village, this statement is counter to the Draft Centres Guidelines (as discussed in Section 2.2.3 above) whereby one of the key Principles recognises the need for centres to evolve and grow over time. Simply perpetuating the existing status of a centre is counter to the objectives of orderly and sustainable development as identified in the EP&A Act.</p>



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S 117 DIRECTIONS	ASSESSMENT
<p>6.2 Reserving Land for Public Purposes</p>	<p>The proposal provides a significant allocation of public open space of 24,723sqm (30% of the site) including a central civic open space area. The open spaces proposed as part of this scheme includes the following:</p> <ul style="list-style-type: none"> ▪ Central Park (11,075sqm) ▪ Grand Stairs (3,012sqm) ▪ Bonds Court (1,217sqm) ▪ Entry Green (257sqm) ▪ Dunmore Green (2,435sqm) ▪ Market Place pedestrian lanes (4,600sqm) ▪ Closes (440sqm + 1,687) <p>In addition to the above, the proposal also provides an interconnected network of pedestrian friendly streets that encourage walking and a healthy lifestyle.</p> <p>Further, there are private open space areas of 7,235sqm (min 20% of each block) in accordance with SEPP 65 provisions and a total deep soil planting area of 32,675sqm (40% of the site).</p> <p>It is proposed that this quantum of open space will be identified and preserved in the final gazetted LEP as well as the Stage 1 and/or DCP for the site as part of the DA process and in a Voluntary Planning Agreement (VPA) to be prepared as part of the final rezoning and as included in the Heads of Agreement included with this Planning Proposal as Appendix H.</p> <p>The Heads of Agreement identifies and enshrines the required works proposed by the developer including</p> <ul style="list-style-type: none"> ▪ Public Open Space; ▪ Civic Space; ▪ Adaptive Reuse and Conservation of Heritage Items; and ▪ Linkage and Connectivity Works. <p>The Planning Agreement will be subject to ongoing liaison with Council as the master plan evolves.</p>
<p>6.3 Site Specific Provisions</p>	<p>Council may seek to insert a site-specific provision to cap the total non-residential floor space at the site.</p> <p>It is considered appropriate, due to the importance of this site, in addition to the scarceness of such brownfield sites of this size and in single ownership proximate heavy rail requires some site-specific provisions.</p> <p>Specifically, the identification of a quantum of commercial floor space specific to the site, as well as the identification and preservation of open space is required in this instance.</p> <p>This matter has been discussed with both Council and the State Government.</p>



5.3 Environmental, Social and Economic Impact

5.3.1 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?

Given the desktop investigations to date it is considered that there is no critical habitat, and no threatened species, populations or ecological communities or their habitats on the site, and none that are likely to be significantly impacted by the redevelopment of the site.

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

General desktop investigations undertaken to date do not suggest any major constraints to the proposed redevelopment of the site for the purposes of this planning proposal application. It is acknowledged that further site-specific assessment may be required prior to the rezoning of the site, which shall be outlined in the Gateway determination. This may include traffic/access and the residential suitability issues of geotechnical, acid sulphate soils and contamination.

Preliminary contamination investigations have been undertaken by GHD and included as Appendix A.

5.3.3 How has the planning proposal adequately addressed any social and economic effects?

The Planning Proposal will deliver positive social and economic outcomes to Pendle Hill and the wider Holroyd LGA. In particular, the Planning Proposal will:

- Provide the opportunity for urban consolidation and renewal within close proximity to an established town centre and transport node.
- Provide significant investment into community and other facilities and services, including much needed public open space for the Pendle Hill and wider community.
- Provide increased housing supply and diversity within Pendle Hill and the Holroyd LGA.
- Promote and acknowledge the social and heritage contribution of the Bonds site to Pendle Hill.
- Provide for local employment in proximity to where people live.
- Provide local shopping and retail needs in the locality without adversely affecting the long term viability of the Pendle Hill town centre.
- Provide accessible and adaptable open space that is of a quantum to enable the flexible provision of both active and passive recreation opportunities.

Social Impact Assessment – Identified Scope

As a result of Council's resolution to the Council Meeting of 29 October 2013 (DCS034-13), the proponent has made an undertaking to provide a Social Impact Assessment (SIA) that will likely cover the following key items:

- Identify the Study purpose, study area and methodology. Identify methods and assumptions and define significance
Describe how the SIA is conducted, what assumptions are used and how significance is determined.
- Community profile
Identify the existing and future population (ABS)
Identify and involve all potentially affected groups and individuals
Identify the profile and the needs of the incoming population and users.



- Community engagement
Details of engagement with residents and stakeholders.
Identify key themes of engagement
- Social facilities audit
understand the social infrastructure and services
- Analyse impact
Clearly identify benefits and impacts to all represented groups.
What is the nature and scale of impacts.
- Provide feedback on social impacts
Identify problems that could be solved with changes to the proposed scheme or alternatives.
- Establish monitoring and mitigation programs
Manage uncertainty by monitoring and mitigating adverse impacts.

The final scope and content of the SIA will be refined as the project progresses and with the input of key stakeholders, key agencies and the community.

5.4 State and Commonwealth Interests

5.4.1 Is there adequate public infrastructure for the proposal?

Desktop investigations suggest that the existing infrastructure servicing the site has the capacity to accommodate residential development on the site, subject to detailed design.

The site is in close proximity to the Pendle Hill Town Centre, Pendle Hill Station and access to local bus routes. Consolidating residential development in close proximity to established centres and transport nodes is consistent with the greater utilising of infrastructure.

5.4.2 What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway Determination?

Preliminary discussions have been held with the Department of Planning and Infrastructure, however no other State or Commonwealth public authorities have been approached out at this stage. The extent and nature of consultation will be identified in the Gateway Determination.



6 MAPPING

The land subject to the planning proposal will require amendment to the following mapping in Council's LEP 2013:

- Land use zones applying to the land and the proposed alternative zone to a R4 High Density Residential zone, B2 Local Centre and the RE1 Public Recreation Zone.
- Development standards relating to the land, specifically a mix of FSR and building height controls across the site to respond to and reflect the varying heights in each precinct.

Draft mapping is provided in Appendix B.



7 COMMUNITY CONSULTATION

7.1 Public Exhibition

The Planning Proposal seeks to rezone the subject site to a primarily residential use with ancillary retail, community, and open space uses.

The Planning Proposal requires consideration of the compatibility of the proposed land uses on surrounding development. Having regard to the site context, the Planning Proposal does not fall within the definition of a *low impact Planning Proposal*, and therefore is a proposal that will require exhibition for a minimum of 28 days. The community will be notified of the commencement of the exhibition period via a notice in the local newspaper and via a notice on the Council website.

The written notice will:

- Give a brief description of the objectives or intended outcomes of the Planning Proposal;
- Indicate the land affected by the Planning Proposal;
- State where and when the Planning Proposal can be inspected;
- Give the name and address of the RPA for the receipt of submissions; and
- Indicate the last date for submissions.

During the exhibition period, the following material will be made available for inspection:

- The Planning Proposal, in the form approved for community consultation by the Director General of Planning and Infrastructure;
- The gateway determination; and
- Any studies relied upon by the Planning Proposal.

Any additional consultation with agencies, the community and other key stakeholders will be determined in correspondence with Council and the Department of Planning and Infrastructure.

The proponent will discuss with Council opportunities for deeper community engagement following the resolution to prepare the Planning Proposal to the Gateway. It is envisaged that a range of engagement methods will be employed, such as community forums, open days and site tours.

7.2 Council Consultation

The following outlines the engagement with Holroyd Council to date on this project:

- December 2010: Submission to the Holroyd draft LEP.
- February 2011: Planning Proposal to rezone the lands to high density residential uses. Council resolved to submit the Planning Proposal to the DPI Gateway. This Proposal was not continued
- October 2012: Briefing to Council staff.
- November 2012: Briefing to the General Manager and Mayor.
- November 2012: Briefing to full Council meeting.
- June 2013: Rezoning request submitted.
- July 2013: Project Team meeting with Council staff to review progress and requested additional reporting.
- 2013: Meeting on-site with Council Heritage consultant
- October 2013: Project Team meeting with Council staff to review progress and amendments.



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- October 2013: Project Team presentation to Holroyd Councillors.
- December 2013: Project Team meeting with Council staff, Department of Planning & Infrastructure Staff regarding Request for Pre-Gateway Review
- January 2014: Project Team meeting with Council staff to review progress and amendments.
- March 2014: Project Team meeting with Council staff to review progress and amendments.

As demonstrated in the above, the proponent has sought to engage extensively with Council.

7.3 Project Timeline

An expected Project Timeline has been provided below, with the expected timeline based on the previous resolution of Council (16 August 2011) which identified a 9 month process from the Gateway determination. This timeframe was identified by the Department of Planning and Infrastructure.

Considering that Council has already endorsed a Planning Proposal of a similar nature for this site (being rezoning to accommodate residential uses), and the suitability of this site for renewal, we have proposed a 12 month timeframe at the request of the Applicant. This also considers the extensive engagement undertaken in the refinement of the master plan, mindful of the previous submission of June 2013 as considered in Council's October 2013 meeting (DCS034-13).

The Project Timeline is shown in Table 6 below.

Table 6: Project Timeline

Stage	Aug 14	Sep 14	Oct 14	Nov 14	Dec 14	Jan 15	Feb 15	Mar 15	Apr 15	May 15	June 15	July 15	Aug 15
Council endorsement	●												
DPI Assessment													
Gateway Determination			●										
Detailed Rezoning Reporting													
Agency Consultation													
Community Consultation													
RPA Assessment													
DPI Assessment													
Plan Making													●



8 DEPARTMENT EVALUATION CRITERIA FOR SPOT REZONING

The Department of Planning and Infrastructure requires a 'Section 54(4) Notification Advice' (version: 15 February 2006) be completed by the Relevant Planning Authority, including the LEP Pro-forma Evaluation Criteria for Category 1: Spot Rezoning LEPs.

Table 7: DPI Pro-forma Evaluation Criteria for Category 1: Spot Rezoning LEPs

ITEM		ASSESSMENT
<p>1. Will the LEP be compatible with agreed State and regional strategic direction for development in the area (e.g. land release, strategic corridors, development within 800m of a transit node)?</p>	✓	<p>The site is identified in as being suitable for alternative uses, which is reflected in Council's Residential Development Strategy which informed its LEP 2013 and the draft Subregional Strategy 2007.</p> <p>The site is a large, obsolete industrial site in a single ownership within 400m of a transit node. Its redevelopment to accommodate higher density residential uses with ancillary retail functions is compatible with high level State Government Strategic directions of providing a diverse housing mix in an accessible location to jobs and transport.</p>
<p>2. Will the LEP implement studies and strategic work consistent with State and regional policies and Ministerial (s.117) directions?</p>	✓	<p>The LEP will include a number of specialist consultant inputs that will all refer to the relevant Ministerial Directions and State and regional policies.</p> <p>The proposal will implement an identified action as part of Council's Residential Development Strategy as well as the directions of the draft Subregional Strategy.</p>
<p>3. Is the LEP located in a global/regional city, strategic centre or corridor nominated within the Metropolitan Strategy or other regional/sub-regional strategy?</p>	✗	<p>The site is not in a strategic centre of corridor, however is proximate a heavy rail node on the Western Line.</p> <p>The site is part of the recognised catchment of the Parramatta CBD, noted as one of the key 'City Shapers' in the current draft Metropolitan Strategy.</p>
<p>4. Will the LEP facilitate a permanent employment generating activity or result in a loss of employment lands?</p>	✗	<p>The LEP will result in the net loss of employment lands, however as envisaged in the draft Subregional Strategy and Council's strategic planning, the site is anomalous to its context within a residential precinct and the use no longer ongoing.</p>
<p>5. Will the LEP be compatible / complementary with surrounding land uses?</p>	✓	<p>The proposal will result in a predominantly residential use within a primarily residential precinct. Ancillary and supporting retail uses will service the incoming population, as well as the existing surrounding residential population.</p>
<p>6. Is the LEP likely to create a precedent; or create or change the expectations of the landowner or other landholders?</p>	✗	<p>The proposed rezoning is unlikely to create a precedent within the locality or change the expectations of other land holders as it is for the renewal of a defunct and anomalous industrial use. It is the largest such single-ownership in the region.</p> <p>Additionally, the subject site has been the subject of a prior Planning Proposal which was endorsed by Council which supports this proposal's objectives.</p>
<p>7. Will the LEP deal with a deferred matter in an existing LEP?</p>	✗	<p>Despite being identified in the Residential Development Strategy as being suitable for residential uses, the proposal is not dealing with a deferred matter in an existing LEP.</p>
<p>8. Have the cumulative effects of other spot rezoning proposals in the locality been considered? What was the outcome of these considerations?</p>	✓	<p>There are no known other spot rezoning's in the locality that are being considered however this will be discussed further with Council and considered in detail as required.</p>



9 PLANNING ASSESSMENT

9.1 Strategic Planning Context

The proposal has been assessed against the key strategic planning framework applying the site in terms of the draft Sydney Metropolitan Strategy, 2013, the draft Subregional Strategy 2007 and Council's Residential Development Strategy 2012.

The proposal is considered to meet all of the objectives of these key strategic plans as outlined in the below.

Draft Sydney Metropolitan Strategy, 2013

- The proposal will help the Holroyd LGA meet housing target across Sydney of 545,000 additional jobs by 2031 and the West Central subregional housing targets of 148,000 new dwellings, a 50% increase on 2011 dwelling numbers.
- The proposal will provide a mixed use development in a designated centre that is integrated with existing heavy rail transport infrastructure, connected directly to Parramatta – an identified 'city Shaper' that is anticipated to be the fastest growing centre outside Global Sydney over the next 20 years
- The proposal will deliver a mix of well-designed housing that meets the needs of Sydney's growing population by providing a greater number of smaller houses to meet the changing population as well as increasing overall supply to ease pressures in the rental market.

The proposed site will meet a wide raft of State Government and broader sustainability initiatives through the rezoning of the lands for residential and allied land uses.

Draft West Central Subregional Strategy 2007

- The proposal will aid the obtainment of Council's target of 11,500 dwellings to 2036.
- The site is identified as:

47) Bonds Spinning Mills (Manufacturing–light)

This single occupier precinct is a significant local employer, accommodates the bonds clothing factory. To the north of the site stands established residential flat building development while low-density single dwelling development is found on the eastern and southern sides. Situated on the western side of the precinct are aged care facilities. The precinct is comprised of a number of large conjoined industrial buildings. Given the mainly residential nature of the locality and the availability of more suitable employment lands at the nearby Girraween (see Precinct no. 46) precinct, this site may be considered for alternative development, but only if existing operations cease.

The existing operations have now ceased and the proponent is investigating the opportunity for alternative development scenarios.

- The proposal will provide housing within the walkable catchment of the train station (and associated centre) in a mix of dwelling densities where access to employment, services and public transport are provided.

This proposal can assist Council in meeting these key directions in the draft Strategy.

It is noted that in the minutes for the Development / Community Services Committee (DCS034-13), Council's Report noted that:

"the proposal is inconsistent with the Draft West Central sub-regional Strategy in that it proposes a scale that is inconsistent with a small village".



This statement is inconsistent with the Draft Retail Centres Strategy that identifies the need for centres to grow and new centres emerge. In addition, it is inconsistent with Council’s Residential Development Strategy that identifies the potential residential use for the site.

Local Planning Context

- Council’s Residential Development Strategy identifies the Bonds Site as being suitable for residential uses, stating that:

PH1.10 Investigate the potential for rezoning of the Bonds site on Dunmore Street to residential (this site is currently zoned for light industrial uses). Rezoning of this area should be subject to the preparation of a Precinct Plan that identifies an appropriate mix of dwelling types & densities and appropriate building heights, incorporates open space provision and provides public vehicle and pedestrian/cyclist access between Dunmore Street and Jones Street.
- The RDS identifies Pendle Hill as a small village, however notes that it has potential for further growth over the next 25 years. This is identified through the “*redevelopment of the Bonds site on Dunmore Street is anticipated in the short term. This will provide an opportunity for high quality mixed density residential development in a central location as well as increasing provision of open space to support the increase in population*”.
- The proposal continues a ‘centres-based’ approach to growth. Council identify two key elements to implementing a centres-based approach to development:
 - Enabling and encouraging medium and high density residential development in designated areas in and around defined centres.
 - Controlling dispersed infill residential development throughout the low density residential zone.

This proposal meets the anticipated directions for the Bonds Site as envisaged in the Residential Development Strategy.

9.1.1 Threshold Sustainability Criteria

The Metropolitan Strategy Sustainability Criteria is a set of threshold criteria to be used when assessing the suitability of proposed rezonings. The criteria include the following elements:

Table 8: Threshold Sustainability Criteria Assessment

ITEM	ASSESSMENT
<p>1. Infrastructure Provision – Mechanism in place to ensure utilities, transport, open space and communication are provided in a timely and efficient way.</p>	<p>The proposal makes use of the existing hard infrastructure servicing the site.</p> <p>As the rezoning process progresses, detailed analysis will be undertaken as to the servicing requirements created by the development with the required mitigation proposed.</p> <p>In terms of open space, the proposal provides 33% of the site as deep soil planting areas that can provide useable open space for passive and active recreation. A key deliverable of the proposal will be a Central Park of 8,145sqm is large enough to provide flexible open space needs for both passive and active recreational needs.</p>
<p>2. Access – Accessible transport options for efficient and sustainable travel between homes, jobs, services and recreation to be existing or provided.</p>	<p>The proposal is within the recognised walkable catchment of a train station (800m) which provides easy access to jobs and services, particularly to Sydney’s 2nd CBD of Parramatta.</p>
<p>3. Housing Diversity – Provide a range of housing choices to ensure a broad population can be housed.</p>	<p>The master plan provides a mix of dwelling types across the sites to provide diversity and also to respond to the interface of the development with its surrounds.</p>



ITEM	ASSESSMENT
4. <i>Employment Lands – Provide regional / local employment opportunities to support Sydney’s role in the global economy.</i>	The site is proximate Parramatta CBD and the Girraween employment lands west of the site. Local employment will be provided on site in the form of 6,000sqm of commercial uses.
5. <i>Avoidance of Risk – land use conflicts, and risk to human health and life, avoided.</i>	The rezoning changes a previously incongruous land use (industrial) to its residential surrounds. Further, the proposal has been designed to interface with its surrounds by grading down heights from the centre to its edges.
6. <i>Natural Resources – Natural resource limits not exceeded / environmental footprint minimised.</i>	It is not expected that the development will place any undue burden on natural resource use.
7. <i>Environmental Protection – Protect and enhance biodiversity, air quality, heritage, and waterway health.</i>	No known sensitive communities on the site, however all key vegetation at the site will be retained. In terms of built heritage, the existing heritage on the site will be retained and preserved.
8. <i>Quality and Equity in Services – Quality health, education, legal, recreational, cultural and community development and other government services are accessible.</i>	As the final scheme is developed and the rezoning process advances, assessment of the impacts on local services will be undertaken to understand demand.

9.2 Traffic and Transport

A Traffic Impact Assessment has been undertaken by GTA Consultants to assess the existing conditions in and around the site as well as the impact of the development and any mitigation measures. It is attached to this report as Appendix C.

Council commissioned the Holroyd Residential Centres Strategy Transport Review (prepared by Stapleton Transportation and Planning Pty Ltd) to analyse the impacts of the development scenarios proposed in the Residential Development Strategy. The Report identifies that the number of new dwellings forecasted to be developed in Pendle Hill over the next fifteen years which “will generate only a negligible number of additional vehicle trips per year” and “is unlikely to have any significant impacts on the level of traffic in the area”. The Transport Review identified that:

Pendle Hill provides good opportunities for the retention and enhancement of the currently surveyed use of non-car travel, and is well situated to provide high and medium density residential development.

Indeed, STAP is of the opinion that it would not be unwarranted for Council to investigate further expansion of the high density zone (or provision of a medium density zone) south of the station to 400m at least if additional residential capacity is required in the future.

The GTA Consultants Traffic Impact Assessment finds that the proposed development (as identified in the Roberts Day Master Plan, Appendix D) is suitable for the site and its surrounding road and transport infrastructure network.

The Report has been updated to address some of the concerns raised by the RMS and Council in the initial consultation stage to provide detailed modelling of the surrounding road network. Additional surveys were undertaken to inform the master planning, despite this being the initial ‘strategic review’ only to inform the future rezoning.

The Traffic Impact Assessment identifies that the Concept Master Plan envisages the following general on-site parking space provisions:

- Residential: 1 space / dwelling = c. 1,600 residential parking spaces



- Visitor parking on internal site roads.
- Retail / Commercial: 1 space / 44sqm GFA.

The parking provisions envisaged in the Concept Master Plan are generally consistent with the minimising on-site parking provisions as set out in the Holroyd DCP 2013.

The Traffic Impact Assessment acknowledges that the master plan may be refined throughout the design development process and that the exact on-site parking provision will need to be defined once further details regarding the type of retail, commercial and residential land uses are proposed on the site.

9.3 Environmental

Previous investigations carried out by Pacific Brands indicated that there is no critical habitat, threatened species, populations or ecological communities or their habitats on the site, and none that are likely to be significantly impacted by the redevelopment of the site considering that all vegetation will be maintained in the proposal.

None of the vegetation within the site is identified on the biodiversity map in Council's Draft LEP and while there is some remnant native vegetation within the site this is mainly around the perimeter which is proposed to be retained as a buffer and open space areas.

In terms of contamination, a Preliminary Site Contamination Report is included as Appendix A. It finds that the site is not subject to any widespread contamination and that soil and groundwater sampling showed the site is suitable for residential uses. The report makes a number of recommendations for consideration in later stages as the project progresses.

Additional contamination reporting will be undertaken following the Gateway determination, in addition to further detailed studies on items such as geotechnical and stormwater drainage.

9.4 Urban Design

An Urban Design Report prepared by Roberts Day is provided as Appendix D.

The Report provides a broad analysis of the site and its context, and then establishes the overall vision and principles underpinning the concept master plan. It should be noted that the proposed scheme will be subject to further detailed design considerations and negotiation / consultation with relevant stakeholders, Government Agencies and the community. Further detailed design will occur through the subsequent phases of the planning process, particularly the Development Control Plan (DCP) and / or Staged Development Application (DA) stages.

The key drivers for the master plan proposed as part of the Planning Proposal include:

- Heritage retention: all buildings of heritage value retained and made accessible to the public.
- Interface with the adjoining: the plan has been designed to provide a suitable interface with its neighbours.
- Landscape retention: the majority of existing trees are retained to retain amenity, deep solid landscaped areas and screening.
- Access: new roads will utilise the existing entry points to the site and will provide linkage opportunities between the surrounding residential areas to the south and southeast and the Pendle Hill town centre.
- Parking: a combination of basement and above ground parking allocated across the site will provide localised parking without placing undue pressures on any particular frontage or local street.
- Building form: the built form will be scaled from low rise edges to higher-rise in the centre.



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- Land use mix: retail and commercial opportunities will be provided in the centre of the site, utilising the existing heritage items and to Dunmore Road to activate this frontage and thru-site link to the broader retail offer within in the site.

The Urban Design Report is provided in full as Appendix D.

It is important to note that the master plan has been refined significantly in response to council's initial review, with key amendments being:

- Yield: 12% reduction in total number of dwellings by reducing building height, particularly surrounding the heritage precinct to the northern part of the site and the view lines from Dunmore House.
- Commercial: 25% reduction in retail floor space
- Open Space: 10% increase in additional public parks to 3.86ha;
- Heritage: Retention of additional historic building – Dance Hall (subject to feasibility)
- Total dwellings reduced from 1803 to c 1600.



9.5 SEPP 65 Considerations

The proponent has sought an initial assessment of the concept master plan against the key principles of SEPP 65 to demonstrate compliance with the Residential Flat Design Code 'Rules of Thumb' Assessment and key principles. The SEPP 65 analysis is included in the Urban Design Report included as Appendix D.

Part 2 of the SEPP outlines the Design Quality Principles that seeks to progress development that provides great urban places: buildings, streets, squares and parks. The Principles seek good design that is linked to its site and locality and provides sustainable living environments, in both private and public areas.

Critically, the SEPP aims to deliver development that is in the public interest, which is a key driver for the significant civic space provided in this concept.

The proposal has been assessed against the key principles below.

Table 9: SEPP 65 Design Quality Principles Assessment

PRINCIPLE	ASSESSMENT
<p>Principle 1: Context</p> <p><i>Good design responds and contributes to its context. Context can be defined as the key natural and built features of an area. Responding to context involves identifying the desirable elements of a location's current character or, in the case of precincts undergoing a transition, the desired future character as stated in planning and design policies. New buildings will thereby contribute to the quality and identity of the area.</i></p>	<p>The site is within an easy walk to public transport and significant employment opportunities and provides a development that utilises this significant opportunity presented by a large, unused brownfield site in a single ownership.</p> <p>A range of open space, community and retail opportunities also exist close to the site which is augmented by the uses proposed within the site.</p> <p>The proposed urban form is consistent with state and local government policies for denser, urban infill projects within close proximity to existing infrastructure.</p> <p>In addition, the proposal provides for additional open space, community and retail opportunities to benefit future residents and existing residents in the surrounding area.</p>
<p>Principle 2: Scale</p> <p><i>Good design provides an appropriate scale in terms of the bulk and height that suits the scale of the street and the surrounding buildings. Establishing an appropriate scale requires a considered response to the scale of existing development. In precincts undergoing a transition, proposed bulk and height needs to achieve the scale identified for the desired future character of the area.</i></p>	<p>The proposal has carefully considered the scale of the surrounding area. In terms of scale, the proposal locates new building mass to respond to the adjoining neighbours, heritage items, site context and topography. An overall height pyramid creates a framework for stepping taller buildings down to lower buildings around the site edges providing an appropriate transition. Taller buildings are located towards the centre of the site to create a unique, vibrant and attractive urban experience that does not adversely impact on the surrounding area.</p> <p>It is also to be considered that broader change may occur over time of the surrounding suburb due to its proximity to the Pendle Hill train station and the broader driver at a State and Local Government level for increased intensity of development proximate train stations.</p>
<p>Principle 3: Built form</p> <p><i>Good design achieves an appropriate built form for a site and the building's purpose, in terms of building alignments, proportions, building type and the manipulation of building elements. Appropriate built form defines the public domain, contributes to the character of streetscapes and parks, including their views and vistas, and provides internal amenity and outlook.</i></p>	<p>The proposed built form establishes a coherent, legible and attractive public domain by defining new streets, parks, plazas and other public spaces.</p> <p>In particular, the built form creates a central height plane through the site in response to the site's topography to create a built form that transitions down towards the site edges, however providing a lower built form to the northern 'heritage' precinct.</p> <p>In addition, the built form has been carefully located to optimise views and solar access.</p> <p>Importantly, view corridors to and from the heritage items are maintained, particularly the linkage between Dunmore House (the former Bonds family home) and the Bonds buildings.</p>



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PRINCIPLE	ASSESSMENT
<p>Principle 4: Density</p> <p><i>Good design has a density appropriate for a site and its context, in terms of floor space yields (or number of units or residents). Appropriate densities are sustainable and consistent with the existing density in an area or, in precincts undergoing a transition, are consistent with the stated desired future density. Sustainable densities respond to the regional context, availability of infrastructure, public transport, community facilities and environmental quality.</i></p>	<p>The proposal provides for c.1,600 dwellings on a large site in single ownership that is close to public transport and other amenities and infrastructure.</p> <p>The proposed density is appropriate for a transit-orientated development (TOD) and will assist Council deliver its housing targets.</p> <p>The density proposed is suitable for a site of this size as it can manipulate buildings forms to reduce any amenity impacts, whilst delivering a quantum of housing and employment floor space to meet metropolitan and local planning targets.</p>
<p>Principle 5: Resource, energy and water efficiency</p> <p><i>Good design makes efficient use of natural resources, energy and water throughout its full life cycle, including construction. Sustainability is integral to the design process. Aspects include demolition of existing structures, recycling of materials, selection of appropriate and sustainable materials, adaptability and reuse of buildings, layouts and built form, passive solar design principles, efficient appliances and mechanical services, soil zones for vegetation and reuse of water.</i></p>	<p>The proposal will reuse and adapt existing heritage buildings on site, making best use of the existing resources and infrastructure on the site. The heritage precinct to the northern part of the site has been significantly amended throughout the design process to reduce the scale around these important buildings.</p> <p>The location of increased housing density proximate existing transport infrastructure is an inherently sustainable initiative in itself.</p> <p>In addition, during detail design the proposal will demonstrate a commitment to market responsive environmental features as well as seek to recycle other materials during the construction process.</p>
<p>Principle 6: Landscape</p> <p><i>Good design recognises that together landscape and buildings operate as an integrated and sustainable system, resulting in greater aesthetic quality and amenity for both occupants and the adjoining public domain. Landscape design builds on the existing site's natural and cultural features in responsible and creative ways. It enhances the development's natural environmental performance by co-ordinating water and soil management, solar access, micro-climate, tree canopy and habitat values. It contributes to the positive image and contextual fit of development through respect for streetscape and neighbourhood character, or desired future character. Landscape design should optimise useability, privacy and social opportunity, equitable access and respect for neighbours' amenity, and provide for practical establishment and long term management.</i></p>	<p>The proposal retains the majority of existing trees on the site, particularly edge trees that have a screening function to adjoining residences to optimise privacy.</p> <p>In addition, new street trees and features trees will create a green public domain that encourages walking and urban habitat.</p> <p>Importantly, the proposal provides a landscaped environment through the site that takes in the key heritage to ensure the key heritage items are accessible to the community.</p>



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PRINCIPLE	ASSESSMENT
<p>Principle 7: Amenity</p> <p><i>Good design provides amenity through the physical, spatial and environmental quality of a development. Optimising amenity requires appropriate room dimensions and shapes, access to sunlight, natural ventilation, visual and acoustic privacy, storage, indoor and outdoor space, efficient layouts and service areas, outlook and ease of access for all age groups and degrees of mobility.</i></p>	<p>The proposal provides a high level of amenity.</p> <p>New, human scaled streets and public spaces provide opportunities for leisure, relaxing and connecting with people. In particular, a central park provides a focus for the new community and surrounding residents. This will provide a considerable public benefit for the people of Pendle Hill.</p> <p>The adaptive reuse of heritage buildings will contribute to this experience. Beyond the public domain, the proposed dwellings will have a high level of amenity with solar access and views west to the Blue Mountains or east to the Sydney CBD optimised.</p>
<p>Principle 8: Safety and security</p> <p><i>Good design optimises safety and security, both internal to the development and for the public domain. This is achieved by maximising overlooking of public and communal spaces while maintaining internal privacy, avoiding dark and non-visible areas, maximising activity on streets, providing clear, safe access points, providing quality public spaces that cater for desired recreational uses, providing lighting appropriate to the location and desired activities, and clear definition between public and private spaces.</i></p>	<p>The proposal is consistent with Crime Prevention Through Environmental Design (CPTED) and optimises the safety of the public domain. Streets and public spaces are activated by a range of uses and passive surveillance from apartments.</p> <p>The orientation of building forms provides opportunities for casual and active surveillance. Relevant CPTED principles will be imbedded in the project as the design development progresses.</p>
<p>Principle 9: Social dimensions</p> <p><i>Good design responds to the social context and needs of the local community in terms of lifestyles, affordability, and access to social facilities. New developments should optimise the provision of housing to suit the social mix and needs in the neighbourhood or, in the case of precincts undergoing transition, provide for the desired future community.</i></p>	<p>The proposal provides for a wide range of dwelling types that will encourage a diverse community of different ages and income. This diversity is the basis for an inclusive community. The provision of a range of dwelling types responds to the demographic profile of the Pendle Hill suburb and broader Holroyd LGA. A key consideration is the opportunity to provide a more affordable housing option as a result of the potential increase in housing supply for the area and the opportunity for new entrants into the housing market, particularly first home buyers – a group that is becoming increasingly marginalised in the housing market.</p> <p>In addition, the proposal promotes social contact and connections through a range of public spaces and other facilities.</p> <p>Importantly, the proposal provides a significant civic space for the broader community, as well as reuse and adaptation of heritage items that are currently hidden from public view. These provide the opportunity to create a sense of pride and ownership in the local Pendle Hill community.</p>
<p>Principle 10: Aesthetics</p> <p><i>Quality aesthetics require the appropriate composition of building elements, textures, materials and colours and reflect the use, internal design and structure of the development. Aesthetics should</i></p> <p><i>Respond to the environment and context, particularly to desirable elements of the existing streetscape or, in precincts undergoing transition, contribute to the desired future character of the area.</i></p>	<p>The proposal provides the opportunity for an aesthetic that reflects the history of the site and its context. A simple, robust palette of materials consistent with Council's guidelines will be prepared at the next stage of the project.</p>



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In addition, the following provides a high level assessment of the 'Rule of Thumb' criteria outlined in the Residential Flat Design Code of SEPP 65.

Table 10: SEPP 65 Rule of Thumb Assessment

REQUIREMENT	ASSESSMENT
<p>BUILDING SETBACKS</p> <p><i>Maintains existing street setbacks.</i></p>	<p>The Dunmore Street frontage is built to the front boundary to reflect the current built form at the site and activate the street level.</p> <p>Approximately half the length of this frontage is being retained (Administration Building) for heritage purposes.</p> <p>On the Jones Street frontage, buildings are proposed to be setback a minimum 16m, on top of the sloping embankment which contains mature vegetation to the southern part of the site. On the opposite side of the street buildings are set back approximately 6m.</p>
<p>BUILDING DEPTH</p> <p><i>In general apartment buildings are to have a depth between 10-18 meters.</i></p>	<p>The building footprints in the concept master plan have been designed as 10m for single loaded and 18m for double loaded.</p>
<p>VISUAL PRIVACY</p> <p><i>Up to 4 storeys: 12m between habitable rooms/balconies</i></p> <p><i>5 to 8 storeys/ up to 25m: 18m between habitable rooms/balconies</i></p> <p><i>9 storeys/ 25m and above: 24m between habitable rooms/balconies</i></p>	<p>The concept master plan demonstrates that the building footprints meet the building separation requirements for the corresponding building heights, particularly the higher elements that are setback a minimum 25m.</p>
<p>OPEN SPACE</p> <p><i>Deep soil zones minimum 25% of the site area.</i></p> <p><i>Communal open space 25 - 30% of the site area.</i></p>	<p>The concept plan provides deep soil zones of 32,675sqm comprising 40% of the site area, meeting the requirement.</p> <p>Private open space of 7,235 and publicly accessible open space of 24,723sqm. This meets the requirement.</p> <p>Each perimeter apartment block contains at least 20% private open space in a central podium above the parking area as well as rooftop gardens with views to Parramatta and Sydney CBD. Overall the plan offers a neighbourhood focussed on a high quality public realm, and is consistent with the objectives of the Code.</p>
<p>DAYLIGHT ACCESS</p> <p><i>70% of apartments in development should receive minimum 3 hours direct sunlight between 9am and 3pm in mid-winter. Limit number of single –aspect apartments with a SW-SE orientation to maximum of 10% of the total units</i></p>	<p>The concept plan provides 49% of the apartment floor space north facing, 24% east facing, 21% west facing and 6% south facing. With these favourable solar orientations, together with ample building separation, daylight access requirements can be satisfied when the building design is detailed.</p>
<p>PARKING</p> <p><i>Determine appropriate car parking spaces in relation to proximity to public transport, the density of the development. There is a general preference to underground car parking.</i></p>	<p>The proposed parking is consistent with Council's DCP.</p> <p>A mix of basement and podium parking is proposed and will achieve on average 1 bay per dwelling and 1 bay per 44sqm commercial/ retail floor space.</p>



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REQUIREMENT	ASSESSMENT
<p>APARTMENT SIZE AND MIX</p> <p><i>Provide a variety of unit types.</i></p> <ul style="list-style-type: none"> - 1 bedroom: 50sqm - 2 bedroom: 70sqm - 3 bedroom: 95sqm 	<p>The concept plan assumes roughly the following mix and sizes:</p> <ul style="list-style-type: none"> - 20% 1 bedroom apartments average size 60 - 65sqm - 50% 2 bedroom apartments average size 75sqm - 20% Dual key apartments average size 80sqm - 10% 3 bedroom apartments average size 100sqm
<p>APARTMENT DESIGN</p> <ul style="list-style-type: none"> - <i>Single aspect apartments maximum depth 8 meters from a window;</i> - <i>60% of all units to be naturally cross ventilated, 25% of all kitchens to have access to natural ventilation;</i> - <i>Balconies minimum 2m deep;</i> - <i>Ceiling heights minimum 2.7m;</i> - <i>Provide barrier free access to at least 20% of dwellings;</i> - <i>Facade and roof quality.</i> 	<p>At this stage only building envelopes have been indicated, which comply with basic spatial requirements of the Design Code.</p> <p>As the project is refined, the detailed design of the apartments will be developed consistent with the requirements of the SEPP 65.</p>

The proposal has demonstrated that it can, and will, meet the requirements of SEPP 65 to provide design excellence. It is expected that as the concept is refined, SEPP 65 compliance will be monitored throughout the design development.



9.6 Economic Considerations

Hill PDA was commissioned to undertake an assessment of the retail demand in the Pendle Hill and the surrounding areas.

Importantly, the EIA was amended following the independent peer review by Leyshon Consulting that recommended a total 6,000sqm of retail and commercial floor space.

The key findings of the report (included as Appendix E) are:

- There is significant unmet demand for retail floorspace in the trade area.
- The Holroyd City Retail Strategy identified capacity for a 5,000sqm expansion to Pendle Hill Village Centre between 2011 and 2016 and a 5,500sqm expansion beyond 2021.
- Expenditure modelling in the assessment identified an additional 13,300sqm of demand by 2031 from new residents on the Subject Site alone, which was not factored into the Strategy.
- This includes growth in demand for 2,162sqm of supermarket and grocery store floorspace which should largely be met locally in keeping with the principles of Ecologically Sustainable Development (ESD).
- Total demand for supermarket and grocery store related floorspace in the main trade area would reach at least 5,000sqm in 2031 (i.e. 3,000sqm identified in the Holroyd City Retail Strategy plus 2,000sqm from new residents on the Subject Site).
- If a full line supermarket were provided on the Subject Site it could meet some of the identified need to 2031 but there would remain unmet demand for further supermarket and grocery store related floorspace that could be accommodated by the existing Pendle Hill Small Village Centre or other centres to 2031.

The report considers a total of 5,500sqm of retail floor space and an additional 500sqm of business / office premises at the Subject Site.



9.7 Social and Cultural Considerations

9.7.1 Community Profile

As highlighted in Section 2.1, the demographic context of the Pendle Hill suburb and surrounding LGA are pertinent. Key issues include:

- Population Increase: the population grew in Pendle Hill around 10% to 5,483 in the last Census Period. Allied to this, projections show that Greater Western Sydney will be one of the fastest growing regions moving forward. This population will need to be housed.
- Pendle Hill has a higher proportion of people at post retirement age (9.1% Seniors and 3.8% Elderly) than Holroyd City and growth in the age groups from ages 20 – 39. This age cohorts are seeking smaller households, through either entering the housing market for the first time or the 'empty nesters; looking to downsize. Providing additional housing in an accessible location supports the plight of these age groups.
- Pendle Hill has a high proportion (27%) of households containing only one person. This proposal aids the provision of housing in the LGA that can cater for this demand, as well as address the housing affordability issue that is often driven by single households seeking accommodation.
- On average, Pendle Hill residents took home less weekly household income than the Holroyd LGA. Further, in Pendle Hill (compared to Holroyd LGA) there was lesser proportion of households in the highest income quartile, and a greater proportion in the lowest income quartile. The provision of affordable housing, often driven by supply-side factors is addressed in this proposal.
- The largest proportion of the population (14.8% or 6,246 people) worked in Holroyd LGA and Parramatta (12.5% or 5,287). Providing increased housing choice within walking distance of existing heavy rail infrastructure will reduce the travel impacts on local residents.

The demographic profile of the suburb and surrounding LGA demonstrates a need for increased housing, in a mix of dwelling types and generally, a demand for more affordable product.

As detailed in Section 5.3.3, a Social Impact Assessment has been scoped and is proposed to be undertaken as part of the next stage of works once the proposal has received a Gateway Determination of its strategic merits.

9.7.2 Open Space

The previous scheme supported by Council was analysed in terms of its open space, with Council's report noting:

The proposed provision of open space within the site comprises a public park and square, amounting to approximately 3,000sqm. Preliminary advice that Council has received regarding provision of open space cited rates of provision for other Sydney Council's, as follows:

- Penrith (standard for new release areas) – 1.4 ha per 1000 people
- Camden (standard for infill areas) – 0.4 ha per 1000 people
- Green Square (high density inner city location) – 0.6 ha per 1000 people

The rate of recreational open space provision currently proposed for the Bonds site equates to 0.19 ha per 1000 people, which, in light of the above figures, represents an undersupply of open space for the proposed high density residential precinct.

The previous scheme proposed total open space of 14,330sqm, representing 18% of the site area of 7.995 hectares. The revised master plan, supporting this proposal provides deep soil planting areas of 32,675sqm (40% of site) and 24,723sqm of publicly accessible open space (30% of site) and 7,235sqm of private open space – a total of 31,958sqm (40% of site). The designated open space areas include:



- Central Park (11,075sqm)
- Grand Stairs (3,012sqm)
- Bonds Court (1,217sqm)
- Entry Green (257sqm)
- Dunmore Green (building under) (2,435sqm)
- Market Place pedestrian lanes (4,600sqm)
- Closes (440sqm + 1,687sqm)

The Open Space Report recognises the relative shortfall of open space in the Pendle Hill/ Wentworthville/ Girraween area with around 35.86 hectares of publicly accessible open space, which equates to 1.64 hectares of open space per 1,000 people (2011 Census). This level of provision of open space is low when compared to

- 3.03 hectares per 1,000 people in Holroyd LGA
- 4.95 hectares per 1,000 people in Parramatta City

The report found that the rate of provision of parkland on a per capita basis is slightly less than that of Holroyd City, however the provision of playing fields on a per capita basis is higher than that of Holroyd City. This is supported by the 2005 Sports Club Survey undertaken by Council that found that there are no current shortfalls in grounds for sport in Holroyd, except for netball facilities.

Table 5.3 of the report relates to the guidelines for open space, including an assessment by Council's consultants of the provision in the local area:



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Table 11: Open Space Assessment

	DPI standards	Existing	Assessment	Local needs analysis	Appropriate provision standard	Provision
Local parks	0.5 – 2 ha park within 400 metres of most dwellings	2 parks totalling 0.275 ha	Slightly Below	Numerous small homogenous parks and playgrounds in vicinity of the site. No local open space to the east within 800 m of the site.	At least one local park of at least 0.5 ha within 400 metres of most dwellings	Gap
District parks	2 - 5 ha park within 2 kilometres of most dwellings	Civic Park: 2.72 ha within 800 metres. Lytton Street/ Fullagar Road/Irwin Place Parks 5.5 ha 1.5 km east of the site.	Met	Need for more accessible and diverse informal district-quality recreation opportunities than are currently provided. These could be provided in either a district or larger local park.	Current provision of 8.2 hectares of district open space within 2 km is adequate.	No gap
Sport – local	5 ha within 1 km of most dwellings	3.9 Ha within 1 km of the site.	Slightly Below	Access to field sporting opportunities for locally-based teams while avoiding over-use of fields especially in winter. Catchment for sports fields is within 2.5 kilometres of the site, except for fields south of the M4 Motorway which is a key barrier to use by Pendle Hill teams. Existing sporting fields appear to be used beyond capacity in the winter season. Existing provision in local area is 1 field per 2,750 people.	15 ha within 2.5 km of most dwellings 1 sporting field per 2,750 people 1.12 hectares per 1,000 people	Gap
Sport - district	5 – 10 ha within 2 km of most dwellings	7.7 ha within 2 km of the site	Met			
Linear - local	Up to 1 km	None	Slightly Below	Constraints to continuous linkages are properties bounding the rail line, drainage channels and creeks. Limited or no opportunities for new linkages, except for pedestrian / cycle access to existing linear linkages.	Local linear linkages up to 1 km from the site. Shared pedestrian/ cycleway network.	Gap
Linear – district	1 to 5 km	Lytton Street Park 1.5 km from the site. Girraween Creek open space 2.7 km from the site.	Met	Constraints to continuous linkages are properties bounding the rail line, drainage channels and creeks. Limited or no opportunities for new linkages, except for pedestrian / cycle access to existing linear linkages.	Local linear linkages up to 1 km from the site. Shared pedestrian/ cycleway network.	Gap



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An assessment of the proposed scheme shows:

- Local parks: recognised gap is acceptable, however the gap is not significant. The current master plan addresses this shortfall through the provision of additional open space meeting the criteria of a local park of 0.5Ha.
- District parks: recognised as no gap.
- Sporting Fields: despite surveys stating that the LGA is well supplied, the analysis determines that there is an undersupply. The 'appropriate standard' is also well above the DPI recommendation.
- Linear and linkage: reports suggest addressing the gaps in linkages by including dedicated shared paths off-road and on-road and innovative use of lineal paths that build neighbourhood connections not supported. Report does not recognise the Lytton Street Park as a local linear space, which is 1.5 km from the site and Girraween Creek open space 2.7 km from the site.

The Report made the following comments on the proposal, which have been addressed in the Table below.

Table 12: Open Space Assessment – Comments on Previous Master Plan

Report Comment	Response
<i>Most proposed open space is in the form of buffers and existing steep banks, which are not usable for recreation so they shouldn't be included in public open space calculations.</i>	This has been addressed in the amended master plan. Through providing greater density and height of building form, the plan is able to provide more open space at the ground level. A total of 30% of the site allows for public useable open space. A total of 40% is available for deep soil planting.
<i>The recreation function of George A. Bond Park would be reduced by a stormwater basin. Consideration should be given to a Water Sensitive Urban Design (WSUD) strategy which is more suitable for this proposed multi-use public park. The park may include some water play elements in the design.</i>	This can be considered during the design development and ultimately at a development application stage.
<i>Need roadway between the park and Development site 8? (Feedback from Council)</i>	This item is not clear; however the revised master plan includes a perimeter road.
<i>A circuit path around the site is possible if there is a gap between buildings in the south-west corner. Buildings should be separated from landscape setbacks and buffer zones to allow for a publicly accessible circuit path.</i>	Disagree. The proposal seeks to buffer adjoining residences and their private open spaces to the south and southwest with the private open spaces of the proposed dwellings. We do not see it as appropriate to have a publicly accessible linear path that, due to its elevation above these private open spaces, encroaches on the privacy of residents. As it is designed, the master plan presents rear private open spaces to these adjoining residences, as would be the case in a 'standard' residential subdivision.
<i>The proposed open space does not address the surrounding neighbourhood. The open space would be more visible and accessible to residents outside the site if the southern edge of the park was directly on the existing site entry road at Jones Street.</i>	The existing linear open space areas currently fringing the site are to remain. These spaces are now integrated into the main open spaces moving through the site and connect to the main 'civic' space of Bonds Green.
<i>The proposed open space does not take advantage of views to the CBD.</i>	The open spaces relate to key heritage items and views. The Dunmore Green and Bonds Green spaces are likely to enjoy district and possibly CBD views.

It is considered that the revised scheme, through increasing the overall density of the site, makes better use of the ground floor plain. This is considered as a significant benefit to local residents in the Pendle Hills suburb who will be able to enjoy contemporary open space and recreation facilities set amongst the site's significant heritage.



A strong consideration of the master planning of this site has been the ability to deliver a considerable community benefit, in the form of 24,723sqm of publicly accessible open space (30% of the site). This includes a significant civic space of 11,075sqm that forms the Central Park, the focal point for the new community. In addition, a total of 32,675sqm or 40% of the site is available for deep soil planting.

The overall density of the site has been reduced considerably as a result of the design refinement. In total, over 19,041sqm of floor space has been deleted to provide a total of 147,642 sqm from the previous 166,683 (12% reduction). This reduces the total expected number of apartments from 1,803 to c. 1,600 – a total of c. 200 units. Further, Commercial floor space has been reduced 25%.

Importantly, a total of 24,723sqm of open space provided (up from 15,341sqm), a 10% increase in additional public parks.

This reduced population at the site and the increased open space results in an allocation of 0.64ha / 1000 people which is 11% lower than that suggested in Council's open space peer review (0.72Ha / 1,000people).

When considered in association with the heritage areas (c. 5,000sqm) now available for community use, as well as the contemporary and multi-functional nature of the future open space, this shortfall is considered acceptable in the context of the overall development. Of particular importance is the consideration of heritage items to the scheme. Although not considered as open space per se, the fact that these buildings of local significance are now accessible to the public should also be a consideration in the calculation of open space.

9.8 Heritage

The Planning Proposal recognises the importance of the built and cultural heritage of the site. This is reflected in Council's recommendation for the Planning Proposal in the previous Council resolution in August 2011. A Draft Conservation Management Plan is included as Appendix F and an independent Heritage Assessment prepared by GML Heritage as Appendix G.

Both Council and the DP&I indicated that it will be necessary for major studies to be well-advanced prior to the proposal being submitted to the State Government. As a result, a Conservation Management Plan (CMP) has been undertaken for the site that addresses the items on Council's resolution.

Further, following the original Planning Proposal submission of July 2013, GML Heritage were retained by the proponent to undertake a peer review of the CMP and to provide an independent Heritage Review to supplement the Planning Proposal and bridge the gap between the Design Guidelines of the CMP and the master plan. This separate report is included in the Planning Proposal documentation submitted with this report.

This CMP has found that elements of the Bonds factory site's historic built fabric and the company's paper and audio-visual archives and movable heritage located at Wentworthville are of heritage significance, warranting their inclusion on the Holroyd LEP heritage schedule. Furthermore, the archives and movable heritage are considered to be of State and probably of national significance as the records of a company that has produced many iconic brands of Australian clothing.

As well as recommending such listing, the CMP provides a range of policies, strategies and actions to conserve, manage and interpret the significance of those built elements which should be retained, conserved and interpreted.

The CMP also provides development guidelines to ensure that future development on the site respects heritage values and views, provides for sympathetic adaptive reuse of significant fabric and enhances local amenity.

Recommendations for the long term conservation and use of the Bonds archives are also made.

The master plan included in this Planning Proposal has been designed with the heritage in mind and has been guided by the heritage advice throughout the design process. The master plan has allowed for the adaptive reuse of the heritage items, to provide public accessibility and active uses to aid the funding of



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their upkeep and maintenance. Further, the master plan identifies an open space corridor linking the heritage items through the site and the surrounding areas to provide pedestrian access and hence aide the enjoyment and understanding of the site's heritage. As discussed, an independent peer review was sought by the proponent that analysed the master plan against the CMP policies and guidelines, and guided the design refinement process. This independent review also engaged extensively with Council and its appointed consultants throughout the process.

The Masterplan proposes retaining and adapting seven buildings associated with the Bonds Spinning Mills. All three buildings of Exceptional significance, with three out of the six buildings of High significance will be retained. The retained proposed to be retained and adaptively re-used to form the proposed 'heritage precinct'.

Table 3.2 sets out the list of elements proposed for retention, their heritage significance and conservation recommendations according to the CMP, and the extent to which the Concept Plan complies with these recommendations as identified in the independent GML Heritage review.

Table 13: Elements Proposed for Retention

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
3 Administration and Fabric Store	Exceptional	Retain and conserve the whole of the first structural bay as a minimum, and preferably some additional bays.	Complies. Retention of the front two bays 'in the round', will require new enclosure where other bays removed
5 Dance Hall	High	Alterations for later uses have resulted in the loss of original fabric and reduced interpretation value. Retain in the short term pending further investigation of its original purpose, its use as a Dance Hall and Staff Cafeteria, its current condition and its viability for retention and adaptive re-use in the next phase of the redevelopment project.	Complies.
6 Cutting Room	Exceptional	Retain and conserve preferably in its entirety. Adaptation, preferably for commercial uses, should retain large internal spaces with a minimum of additional partitioning.	Complies.
7 Old Bale Stores	Exceptional	Fair to good condition; some doors damaged. Retain and conserve in their entirety. At least one store should be conserved in its original condition for interpretation; others could be adapted for new uses, such as storage.	Complies.
8 Compressor Room	High	Fair condition. May be retained and adapted for commercial or light industrial use, or recorded and demolished.	Complies.
12 John Austin Centre	High	Retain and conserve. May be adapted for commercial uses, or as an interpretation centre for the site.	Complies.
21 Boiler House	Medium	May be retained and adapted, or demolished following recording.	Complies.
Perimeter Landscaping within and along Eastern Boundary	High	Retain perimeter landscaping where possible and enhance as a visual buffer to any new development on the site.	Substantially complies. Geometry and plantings of the eastern boundary landscaping to be redesigned and reconfigured



Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
The 'Park'	High	Retain as open space. Retain and conserve specimens of <i>Corymbia citriodora</i> . Maintain trees in accordance with best arboricultural practice.	Substantially complies. The 'Park' to be expanded as open space to provide the landscape setting for the 'heritage precinct'. Retention of actual species to be determined by detailed landscape plan.

The Heritage Assessment report recommends that the following requirements are applied to the further development of the design concept, and where appropriate applied as conditions of consent at the development application stage of the project:

1. Specific element Conservation Plans (SECPs) should be prepared to provide detailed conservation guidelines, including appropriate adaptation options, for each of the buildings to be retained and adapted in accordance with the Masterplan.
2. The proposed new apartment blocks along Dunmore Street should be carefully designed to sensitively respond to the character of the broader Bonds Spinning Mills factory site, and to ensure that the new blocks do not overwhelm the scale of the Administration and other significant buildings to be retained within the proposed 'heritage precinct'. The new blocks should present as a cohesive group with a strong horizontal emphasis to retain their association with the site as an entity with an 'urban' presence to Dunmore Street. These principles should be reflected in any future DCP or detailed master plan for the site.
3. A comprehensive landscape plan should be prepared to complement the Masterplan for the site. The landscape plan should include a detailed design for the proposed 'heritage precinct' to ensure that the proposed open space will provide an appropriate context and interpretation focus for the retained significant buildings and other elements associated with the former Bonds Spinning Mills factory, while acknowledging the functional connections between these items as key components of its operation.
4. The Bonds archives, which are significant at the State, and possibly National level, should be compiled, catalogued and appropriately stored, either on site or at a suitable repository where public access for bona fide research can be provided. The surviving architectural/engineering drawings and plans should be similarly conserved and managed.
5. The Bonds factory equipment that has not been sold or relocated should be collected and an inventory prepared which will determine its significance and potential for display as part of the broader interpretation of the former Bonds Spinning Mills site.
6. Although any extant archaeological deposits on the site are expected to have been largely compromised by the extensive earth works undertaken throughout the late 20th century, an Archaeological Assessment for the site should be prepared as part of the development application phase of the project.
7. An Interpretation Plan should be prepared for the of the former Bonds Spinning Mills site to guide the interpretation of the site. The Interpretation Plan will utilise the Bonds archives, architectural/engineering drawings and plans, surviving factory equipment and available oral histories to communicate the rich history of the Bonds Spinning Mills factory site to future residents of the site, and also the broader community of Pendle Hill.
8. An Aboriginal Due Diligence assessment and consultation with the local Aboriginal community in accordance with the *Aboriginal cultural heritage consultation requirements for proponents* should be undertaken. An Aboriginal Heritage Impact Permit Application under Part 6 of the *National Parks and Wildlife Act 1974* may be required prior to any works commencing on the site.



In terms of the Draft CMP, it is recognised that the document will be finalised throughout the design development process, particularly as interviews with workers of the Bonds site past and present are undertaken and an interpretation strategy is developed to help interpret the important heritage at the site.

9.9 Voluntary Planning Agreement

The proponent acknowledges Council's previous recommendation for the 2011 Planning Proposal for a Voluntary Planning Agreement being offered for the provision of recreational open space for the site and the applicant is committed to providing public open space and streets as part of the master plan, to create a permeable development that is accessible, connected, and links to its surroundings.

A Heads of Agreement for a Planning Agreement has been prepared by Gilbert and Tobin lawyers to commence the negotiations between the proponent and Council. This is attached as Appendix H.

It is intended that the main communal open space (refer Urban Design Report as Appendix D) will be publicly accessible space and offered to the community of Pendle Hill. In consideration of the recognised under-supply of local open space, this is a significant public benefit offered up by the proposal.

The location of the final areas of publicly accessible open space will be illustrated in the future planning stages for the project, whether that be via future Staged Development Applications and/or the creation of a DCP, together with maintenance and operational specifications to be addressed in the final Conservation Management Plan.

The Heads of Agreement covers the following key terms:

- Public Open Space;
- Civic Space;
- Adaptive Reuse and Conservation of Heritage Items; and
- Linkage and Connectivity Works.;

Further consideration will need to be given to some level of flexibility such that the clause may need to allow the land to remain in private ownership (but not preclude the land being dedicated to Council in the future). It may be that private ownership of the land (possibly held under Community Title), which includes areas surrounding the heritage items, is a suitable way to maintain the quality of the grounds in perpetuity. Given that the landscape elements are an important part of the heritage significance of the site, maintenance of the open space is a priority for the development and ongoing management.

The proposed mechanism to enable public access to the open space areas may be via a covenant created under Section 88E of the Conveyancing Act 1919, which imposes obligations on the owner of the land to maintain access to, and maintenance of, the land.

As the project progresses, the final method of titling the site will be determined, which will then inform the method of providing the open space and road network as either privately or publicly controlled lands. As a result, it is considered that as the plan is refined, a Planning Agreement will be made under s93F of the *Environmental Planning and Assessment Act 1979* and provided as part of the final rezoning documentation.



10 CONCLUSION

This revised Planning Proposal has been subject to extensive consultation and refinement with Holroyd Council. It is considered that the resultant scheme is suitable to its context, however mindful of the strategic nature of this site as a single ownership proximate two key rail nodes.

The fact that the subject site offers a unique opportunity for the urban renewal and regeneration of an obsolete industrial site in close proximity to existing infrastructure and services is reiterated in key State and Local Strategic Planning documents.

The centres strategy adopted by Holroyd City Council in the Holroyd Residential Development Strategy, Draft DCP and LEP, reflects the broader strategies outlined in the Sydney Metropolitan Plan for 2036, and particularly focus on locating higher residential densities near transit centres, with an underlying assumption that higher densities lead to higher use of public transport (and as such lower car trips and levels of car ownership).

The strategic location of the site in close proximity of the Pendle Hill train station and town centre means the site is best suited to higher density residential, and allied, uses which is reflective of the underlying zone of the surrounding area as per the Holroyd draft LEP.

The size of the site provides the opportunity to accommodate an integrated development outcome of an intensity which is still complementary and sympathetic to the residential surrounding the site, however recognising the role of Pendle Hill as a centre located on a heavy rail node. Further, the opportunity to create amenity and facilities for the surrounding areas in an integrated development needs to be considered. Of particular importance is the opportunity to make public this site and allow the interpretation and celebration of the heritage items. A VPA is intended to follow as part of the final suite of zoning documents that commits the proposal to providing the quantum of open space identified in the supporting master plan to this document.

Through providing greater density and height of building form, the plan is able to provide more open space at the ground level. A total of 40% of the site allows for deep soil planting of open space areas and 30% of the site as publicly accessible open space, including a new civic park of over 11,000sqm. An important public benefit of the proposal will be the establishment of a civic space in the heart of the project that is physically and visually linked to the surrounding areas and is of a size that can accommodate both passive and active recreation opportunities.

We therefore respectfully ask that Holroyd Council endorse this proposal and forward it to the NSW Department of Planning and Infrastructure for a Gateway Determination.



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL



APPENDIX A: PRELIMINARY CONTAMINATION REPORT



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

Provided under separate header



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

APPENDIX B: DRAFT LEP MAPPING



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL



APPENDIX C: TRAFFIC IMPACT ASSESSMENT



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

Provided under separate header



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

APPENDIX D: URBAN DESIGN REPORT



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

Provided under separate header



APPENDIX E: ECONOMIC IMPACT ASSESSMENT



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

Provided under separate header



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

APPENDIX F: DRAFT CONSERVATION MANAGEMENT PLAN



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

Provided under separate header



APPENDIX G: HERITAGE ASSESSMENT



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

Provided under separate header



APPENDIX H: HEADS OF AGREEMENT – PLANNING AGREEMENT



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL



**BONDS SPINNING MILLS SITE
PLANNING PROPOSAL
DRAFT HEADS OF AGREEMENT – PLANNING AGREEMENT
23 April 2014**

Parties	Holroyd City Council (Council) J.S.T. (NSW) Pty Limited (Developer)
Background	The Developer owns the Land. The Developer has lodged the Planning Proposal with the Council seeking to rezone the Land to carry out the Urban Redevelopment Project. The Developer offers to enter into a planning agreement (the Agreement) with Council to make Development Contributions on the terms set out in this Heads of Agreement.
Planning agreement under the Act	The Agreement will be a planning agreement within the meaning of section 93F of the Act.
Application of the Agreement	The Agreement will apply to: <ul style="list-style-type: none"> • the Land; and • the Development.
Operation of the Agreement	The Agreement will commence from the date the Agreement is signed by the Parties.
Development Contributions	The Developer agrees to make the following Development Contributions: <ul style="list-style-type: none"> • Public Open Space; • Civic Space; • Adaptive Reuse and Conservation of Heritage Items; and • Linkage and Connectivity Works.
Public Open Space	Dedication of approximately 24,723m ² of the Land for public open space purposes. Embellishment works to create the following: <ul style="list-style-type: none"> • Central Park (11,075m²); • Grand Stairs (3,012m²); • Bonds Court (1,217m²); • Entry Green (257m²); • Dunmore Green (2,435m²); • Market Place Pedestrian Lanes (4,600m²); and • Closes (440m² + 1,687m²). Developer to construct, or procure the construction of, the embellishment works in



	<p>accordance with Development Consent.</p> <p>Practical completion of the embellishment works prior to the issue of the last occupation certificate for development within the relevant stage of the Urban Redevelopment Project.</p>
Civic Space	<p>Dedication of approximately 11,075m² of the Land for civic space purposes.</p> <p>Embellishment works within the civic space to be agreed with Council.</p> <p>Developer to construct, or procure the construction of, the embellishment works in accordance with Development Consent.</p> <p>Practical completion of the embellishment works prior to the issue of the last occupation certificate for development within the relevant stage of the Urban Redevelopment Project.</p>
Adaptive Reuse and Conservation of Heritage Items	<p>Adaptive reuse of approximately 8,019m² of floor space in specified heritage buildings to be agreed with Council on the Land for uses such as retail, business and commercial purposes.</p> <p>The Developer will use all reasonable endeavours to utilise a proportion of the floor space for community uses, subject to further consultation with Council and other community organisations.</p> <p>Developer to use, or procure the use of, the heritage buildings in accordance with Development Consent and a Heritage Conservation Management Plan approved by Council.</p>
Linkage and Connectivity Works	<p>Dedication of approximately 13,887m² of the Land for public linkage and connectivity purposes.</p> <p>Embellishment works within the civic space to be agreed with Council.</p> <p>Developer to construct, or procure the construction of, the embellishment works in accordance with Development Consent. Practical completion of the embellishment works prior to the issue of the last occupation certificate for development within the relevant stage of the Urban Redevelopment Project.</p>
Application of sections 94, 94A and 94EF of the Act	<p>The Agreement will exclude the application of sections 94, 94A and 94EF of the Act to the Development, in the manner determined by the Parties acting reasonably and taking into consideration the Development Contributions to be made under the Agreement.</p>
Registration of the Agreement	<p>The Developer will do all things reasonably necessary to enable the Council to register the Agreement under section 93H of the Act.</p>
Review of the Agreement	<p>The Agreement can be reviewed or modified by the written agreement of the Parties using their best endeavours and acting in good faith.</p>
Dispute resolution	<p>If the Parties are not able to resolve any dispute within 20 business days of a dispute notice being served, then they may have recourse to litigation or other dispute resolution process.</p>



PLANNING PROPOSAL

BOND'S SPINNING MILLS SITE | PENDLE HILL

Enforcement	The Agreement may be enforced by either Party in any court of competent jurisdiction.
Assignments and dealings	A Party must not assign or novate the Agreement without the prior written consent of the other Party which consent is not to be unreasonably withheld.
Costs	Each Party must pay its own costs of negotiating, preparing and executing the Agreement (and any other instrument executed under the Agreement).
Defined terms	<p>Act means the <i>Environmental Planning and Assessment Act 1979</i> (NSW).</p> <p>Development means the development of the Land proposed to be carried out, or procured to be carried out, by the Developer in accordance with the Planning Proposal.</p> <p>Development Consent means consent granted under Part 4 of the Act to carry out the Urban Redevelopment Project, including any stage of the Urban Redevelopment Project.</p> <p>Development Contributions means the development contributions comprising Public Open Space, Civic Space, Conservation of Heritage Items, Linkage and Connectivity Works set out above in this Heads of Agreement.</p> <p>Holroyd LEP means <i>Holroyd Local Environmental Plan 2013</i>.</p> <p>Land means the land at 190-220 Dunmore Street, Pendle Hill NSW 2145, described as Lot 1 in Deposited Plan 735207.</p> <p>Planning Proposal means the 'Request for a Planning Proposal' prepared by CBRE Town Planning dated April 2014 requesting the Council to rezone the Land under Holroyd LEP to allow the Urban Redevelopment Project to be carried out.</p> <p>Urban Redevelopment Project means the proposal by the Developer to develop the Land for the purposes as described in the Planning Proposal.</p>

Contacts:

Name: Tom Goode

Position: Director

Email: tom.goode@cbre.com.au

CBRE Pty Ltd

Level 14, 100 Pacific Highway
North Sydney 2060



Attachment 5 Traffic comments



Memorandum

To: Heidi Bischof

From: Vic Naidu

Date: 20/6/14 File:

**Subject: Bond Spinning Mills, Pendle Hill – 190-192 Dunmore Street, Pendle Hill
Residential and Retail Re-Zoning**

I refer to your request for comments regarding the traffic and parking impact of the subject application. I have reviewed the Traffic and Transport Report prepared by GTA Consultants (30/4/14) and the following issues are raised regarding the report.

- 1) The 40:60 in/out split for residential during the PM Peak shall be further justified. Alternatively the more traditional 70:30 split can be applied.
- 2) The retail traffic distribution split between Gilba Road and Magowar Road should be reviewed considering Gilba Road is the higher order road and carries a more traffic than Magowar Road. It is more likely that the split is reversed (i.e. Gilba Road - 30% and Magowar Road - 5%)
- 3) The 1% per annum linear growth rate applied to background traffic is considered too low. The assessment of the future scenario shall consider the proposed intensification of the Pendle Hill Town Centre based on the recently updated Holroyd DCP and LEP and previous studies undertaken.
- 4) The intersection modelling shall be extended to include the intersection of Great Western Highway with Jones Street, Cumberland Highway with Dunmore Street, Cumberland Highway with Smith Street, Gilba Road with Pendle Way and Wentworth Avenue with Goodall Street (if required by Parramatta City Council) and others as required by the Roads and Maritime Services (RMS).

It is acknowledged that traffic generated by the proposed rezoning is unlikely to have an impact on the overall performance of these intersections however, minor traffic volume increases can make a difference to low priority movements (e.g. right turns, side roads) particularly at intersections which are saturated.

In addition, the RMS will not increase green times on the side roads (i.e. Dunmore Street and Jones Street) as their aim is to maintain traffic flow along the highway. Therefore, any increase in traffic will likely increase delay queue lengths on the side road which will need to be addressed.

- 5) The Sidra modelling output summary shall include DOS and Queue Lengths.
- 6) The proposed access intersection treatments on Jones Street and Dunmore Street shall be detailed and assessed in regard to traffic (traffic modelling), road safety, loss of on-street parking and pedestrians.

All Communication to be addressed to



- 7) An assessment of the Environmental Capacities of local and collector roads shall be undertaken to determine the impact on road safety and residential amenity. Based on the traffic generation analysis, Jones Street, Dunmore Street and possibly Smith Street will be above the limits. Measures to manage speed and maintain residential amenity shall be provided.
- 8) The rezoning includes new access intersections and modification to existing intersections which will result in loss of on-street parking. Any loss of on-street parking will need to be detailed and addressed.
- 9) Any changes to traffic signs (including parking restrictions), line marking and traffic devices is subject to the approval of the Holroyd Traffic Committee. Concept designs shall be prepared in accordance with Australian Standards, Austroads and RMS Supplements for reporting to the Holroyd Traffic Committee when issues have been resolved and further details have been provided.
- 10) The rezoning is a traffic generating development under SEPP (Infrastructure) 2007 and includes modification to signalised intersections which are subject to RMS approval. Therefore the proposal shall be referred to the RMS as soon as possible.
- 11) Off-street parking including visitor parking shall be in accordance with Council's DCP.

Further comments will be provided regarding the proposed rezoning following addressing of the above issues and comments received from the RMS which is understood to be undertaken in future stages.

Regards,

Vic Naidu

Attachment 6 Social Impact Comment

APPENDIX 7 - SIC SCOPING REVIEW PRO-FORMA

Instructions for completing this form

Proponents of impact-assessable developments must complete all pages of this form.

The completed form should either be submitted to Council prior to a pre-lodgment meeting (where a pre-lodgment meeting has been requested by Council) or submitted with the development application (unless it has been determined that a CSIA Report is required and is submitted with the development application instead).

Social Impact Initial Review			
Contact Details:		Proposal Details:	
Name		Lot Number & Registered Plan Number	
Tom Goode		Lot 1 in DP 735207	
Postal Address		Site Address	
Level 7, 77 Berry Street, North Sydney		190-220 Dunmore Street, Pendle Hill	
Email		Brief Description of Development Proposal	
tgoode@jbaurban.com.au		Rezoning of subject site from IN2 Light Industrial to a mix of zones including R4, RE1 and B2	
Phone	Mobile		
	0406428465		
1. POPULATION CHANGE			
Will the development result in significant change/s to the local area's population (either permanent and/or temporary)?		If 'Yes', briefly describe the Impacts below	
Yes <input checked="" type="checkbox"/>		The 'Draft' proposal as submitted intends c. 1,600 new dwellings in the centre of Pendle Hill. Whilst a high proportion of the town centre is already medium / high density, the proposal intends to add to this number	
No <input type="checkbox"/>			
Explanation: Changes to the size, structure and capacity of the population can have significant implications for the provision/adequacy of community facilities/services, community cohesion and/or social sustainability		Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below A detailed Social Impact Assessment has been scoped as part of the Planning Proposal and will be carried out to understand the possible impacts and proposed mitigation measures	

2. HOUSING			
<i>Will the proposal improve or reduce the quantity, quality, mix, accessibility and/or affordability of housing?</i>	Yes <input checked="" type="checkbox"/>	If 'Yes', briefly describe the Impacts below	Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below
	No <input type="checkbox"/>	The proposed scheme intends to introduce a variety of housing types to the Pendle Hill suburb and Holroyd LGA. The end number, mix and density of housing is as yet unknown and will be refined throughout the process. Affordable Housing will make up a component of project, however the sheer nature of increasing supply of housing will effect affordability positively	The proposal intends cater for the diverse demographic profile of the LGA - being far younger, culturally diverse, public transport users and renters. A detailed SIA has been committed to as part of the rezoning process which will explore mitigation or enhancement measures
Explanation: A mix of housing types, sizes and costs is necessary for social diversity (in terms of ages, family life cycles, incomes, cultural backgrounds) and social inclusiveness. Retention/expansion of affordable housing is necessary for social equity and to avoid displacement of low-income persons and families			
3. MOBILITY & ACCESS			
<i>Will the development improve or reduce physical access to and from places, spaces and transport?</i>	Yes <input checked="" type="checkbox"/>	If 'Yes', briefly describe the Impacts below	Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below
	No <input type="checkbox"/>	The proposal will 'open up' a previously private property to the public and enable thru-site links that meet all relevant DDA requirements The 2.4Ha of open space currently proposed will be multi-purpose and adaptable to meet the incoming population's requirements	A detailed SIA has been committed to as part of the rezoning process which will explore mitigation or enhancement measures, as well as suitable DDA analysis to ensure access for all.
Explanation: 'Access for all' is an essential component of a fair and equitable society. Additionally, accessible developments foster inclusive communities, maximise access to public transport, pedestrian and cycle networks and provide convenient and continuous paths of travel (thereby promoting healthy, sustainable lifestyles)			
4. COMMUNITY & RECREATION FACILITIES/SERVICES			
<i>Will the development increase, decrease or change the demand/need for community, cultural and recreation services and facilities?</i>	Yes <input checked="" type="checkbox"/>	If 'Yes', briefly describe the Impacts below	Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below
	No <input type="checkbox"/>	The current proposal of 1,600 dwellings will house an approximate 3,840 people according to current estimates. Whilst the proposal considers the open space needs of this population and provides 2.47Ha of open space, the community and cultural services and facilities will be determined as the rezoning evolves	A detailed SIA has been committed to as part of the rezoning process which will explore mitigation or enhancement measures as well as the augmentation of community and social services. The retention of c. 5,000sqm of heritage buildings has already been identified for future community uses - however this will be developed further in consultation with Council and relevant State Agencies
Explanation: Access to diverse and adequate community and recreation services and facilities is necessary for physical and mental health, well-being, personal productivity, social cohesion and social sustainability			

5. CULTURAL VALUES/BELIEFS			
<i>Will the development strengthen or threaten cultural or community values and beliefs?</i>	Yes <input checked="" type="checkbox"/>	If 'Yes', briefly describe the Impacts below	Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below
	No <input type="checkbox"/>	The provision of a new retail and community centre at the site, as well as significant open space and significant heritage that will be available and accessible to the public will likely develop cultural and community values	A detailed SIA has been committed to as part of the rezoning process which will explore mitigation or enhancement measures
Explanation: Cultural values include places, items or qualities of cultural or community significance or importance. They provide significant meanings and reference points for individuals and groups. The celebration and protection of cultural values is a key element in building strong and resilient communities.			
6. COMMUNITY IDENTITY & CONNECTEDNESS			
<i>Will the development strengthen or threaten social cohesion and integration within and between communities?</i>	Yes <input type="checkbox"/>	If 'Yes', briefly describe the Impacts below	Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below
	No <input type="checkbox"/>	The development will activate a now defunct industrial site of 8ha for a mix of uses and 2.4ha of open space that will allow social cohesion and integration. The Proposal recognises the significance of the site's heritage and intends to upgrade, maintain and make accessible over 5,000sqm of significant local heritage for community and other uses	A detailed SIA has been committed to as part of the rezoning process which will explore mitigation or enhancement measures
Explanation: Social cohesion and integration require, in part, places and spaces for informal and safe social interaction. Developments can increase or decrease these interaction opportunities through their provision (or otherwise) of safe and connected pathways and linkages and attractive gathering places (parks, squares, civic spaces, streets).			
7. HEALTH & WELLBEING			
<i>Will the development strengthen or threaten opportunities for healthy lifestyles, healthy pursuits, physical activity & other forms of leisure activity?</i>	Yes <input type="checkbox"/>	If 'Yes', briefly describe the Impacts below	Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below
	No <input type="checkbox"/>	The Proposal recognises the site's proximity to Pendle Hill through the provision of a mix of higher density residential uses within easy walking distance of this key public transport infrastructure. The significant open space provision will be adaptable and contemporary and therefore encourage active and passive recreation.	A detailed SIA has been committed to as part of the rezoning process which will explore mitigation or enhancement measures
Explanation: Developments can increase or decrease opportunities for healthy lifestyles through increasing or decreasing the livability of places (in terms of safety, noise, dust, aesthetics) or increasing or decreasing opportunities for: <ul style="list-style-type: none"> walking, cycling, play and other physical activity; healthy food choices; drinking, gambling and smoking. 			

8. CRIME & SAFETY			
<i>Will the development increase or reduce public safety and opportunities for crime (perceived and/or actual)?</i>	Yes <input type="checkbox"/>	If 'Yes', briefly describe the Impacts below	Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below
	No <input type="checkbox"/>	The development will activate a now defunct industrial use and introduce a full time residential population in the area. The open, central civic space will be fringed by higher rise residential development to provide active & passive surveillance opportunities.	A detailed SIA has been committed to as part of the rezoning process which will explore mitigation or enhancement measures
Explanation: Developments can increase or decrease safety (perceived and actual) (e.g. through generating increased traffic, providing venues that may attract unruly behaviour). This can diminish social cohesion and integration – but can be mitigated by appropriate design (CPTED), traffic controls and management			
9. LOCAL ECONOMY & EMPLOYMENT			
<i>Will the development increase or reduce the quantity and/or diversity of local employment opportunities (temporary and/or permanent)?</i>	Yes <input type="checkbox"/>	If 'Yes', briefly describe the Impacts below	Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below
	No <input type="checkbox"/>	The proposal intends to provide a commercial and retail heart to the new precinct that will provide local employment opportunities. The Proposal also notes the opportunity for some of the heritage or other buildings to be used for business 'start up' or incubator space.	A detailed SIA has been committed to as part of the rezoning process which will explore mitigation or enhancement measures
Explanation: Unemployment and low income are associated with poor health and reduced social inclusiveness and resilience. Accessible and diverse local jobs (suited to the capacities of local populations) reduce the risk of unemployment (and the associated poorer health and social sustainability outcomes).			
10. NEEDS OF POPULATION GROUPS			
<i>Will the development increase or decrease inclusive opportunities (social, cultural, recreational, employment, governance) for groups in the community with special needs?</i>	Yes <input type="checkbox"/>	If 'Yes', briefly describe the Impacts below	Describe your proposed mitigations (of negative impacts) or enhancements (of positive impacts) below
	No <input type="checkbox"/>	The proposal will address and meet all relevant standards in regards to inclusiveness and access to opportunities.	A detailed SIA has been committed to as part of the rezoning process which will explore mitigation or enhancement measures
Explanation: Council has an Access and Equity Policy which promotes access to life opportunities (e.g. jobs, education, full participation in the cultural life of the community) and inclusiveness for all (including those with special needs – youth, aged, CALD, Aboriginals, people with disabilities, children, women etc). Developments can increase inclusiveness through the provision of culturally-appropriate facility design and programs and the avoidance of communication barriers.			

Attachment 7 Comments on CMP addendum

Overview / Introduction (THIS INFORMATION NEEDS TO BE INCLUDED IN THE CMP STRATEGIES AND RECOMMENDATIONS)~~(THIS~~

- The role of this document is to provide further detail on the Design Guidelines and to a lesser extent the Interpretation Strategy within the CMP to inform any future Master Plan.

- Key views / sections overleaf

Interpretive Strategies

- Heritage Precinct: The key interpretation strategy is the creation of a context of landscaped open space containing remnants of significant and interpretive items for the retained heritage buildings and other elements associated with the former Bonds Spinning Mills to create the 'Heritage Precinct'. This setting will facilitate their adaptation to new uses, allow them to be publically accessible and enable wide ningf their visual interpretation from both, inside and outside as key components of the former Bonds factory evolution and operation.

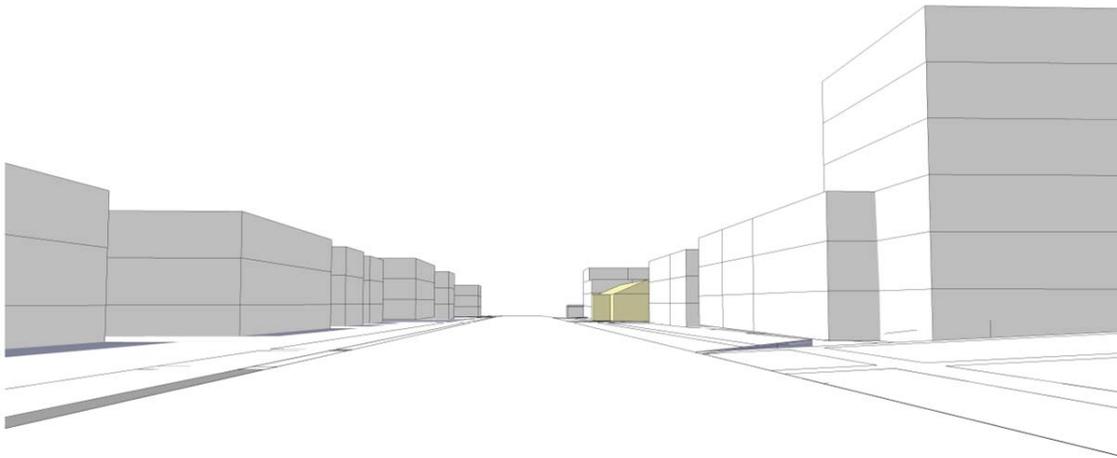
- Interpretation Centre: The retention of the heritage buildings from the Bonds Spinning Mills factory period provides the opportunity to utilise one or more of these (possibly the former Administration Building, 'Dance Hall' and/or Cutting Room) as the Interpretation Centre for the site. The centre would include historical documentation and photographs, knitting machinery and soundscapes including oral history recordings.

- Streets & Spaces: Internal lanes and open spaces will be named to interpret the location of elemnets of production, processes and the history of the site. Examples might include names such as Chesty Bond Park, Cotton Street, Bobbin Lane, Bond Square, Spinning Close, etc related to significant entrepreneurs, managers, employees, products and processes.

- Signage strategy: the interpretive strategy will involve retention of representative building elements and equipment accompanied by signage to inform and guide the public around the site, through the manufacturing process and noting the previous uses and attributes of the Bonds building. Examples as below:

- Public Art Strategy: the public spaces and heritage buildings will include public art the reflects the previous uses and activities at the site, as well as celebrating the oral history and workers at the Bonds factory, which was such a significant employer in the region. Examples of the types of significant Bonds brands that may be interpreted in the public art are indicated below:





View East Down Dunmore Street

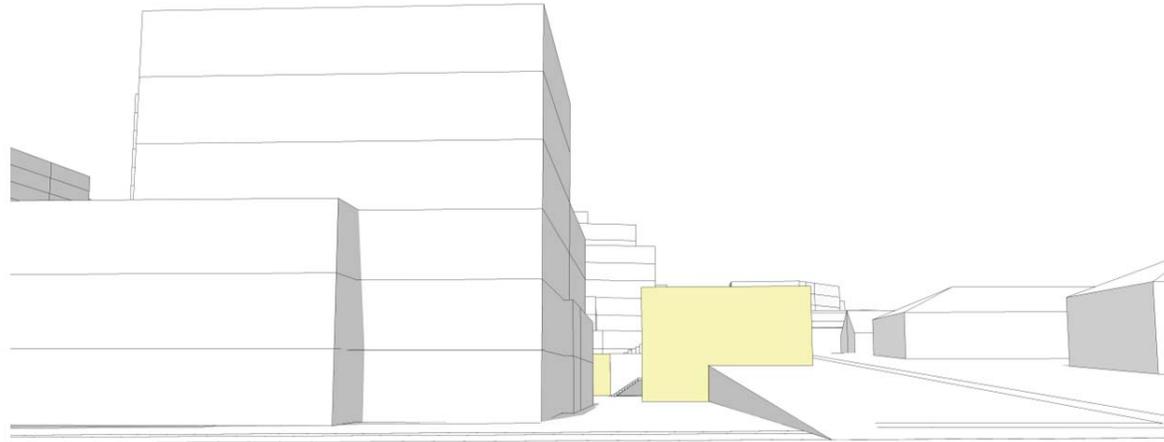


View: Dunmore Street – western frontage looking east

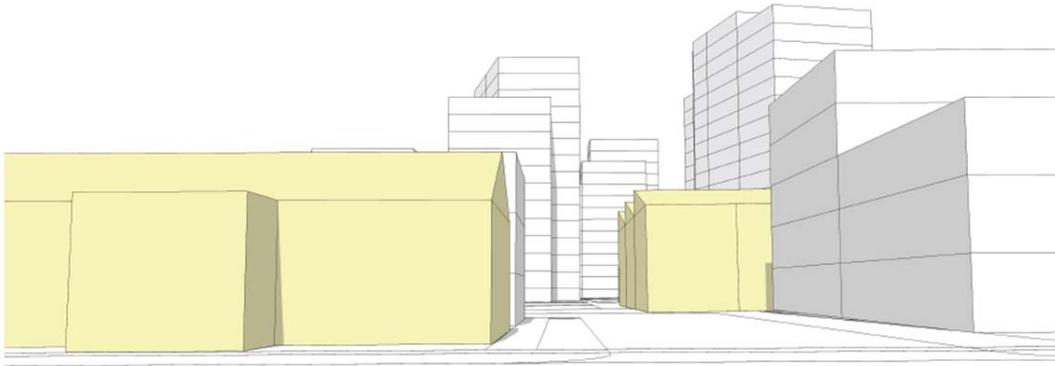
- At least one structural bay including the Dunmore Street frontage of the former Administration Building should be retained.
- The scale of the proposed new extension and its interface with the former Administration Building should respect and not overwhelm the heritage building.
- New buildings along Dunmore Street should be set back so that the retained Bonds buildings remain visually dominant from the street, rather than being overwhelmed by the new development.
- New buildings along Dunmore Street should be separate modules to allow for views into the site from the public realm.
- The scale of new buildings in this precinct should be limited to [3-storeys at Dunmore Street to maintain the existing scale of the street and to](#) avoid obstructing views to the northeast from 'Dunmore'.
- Consideration is needed for improved landscaping along the western boundary to soften the visual impact of new development on Dunmore House and its curtilage.
- [Taller element may be supportable at northwest corner of site acts as 'bookend', marking the western end of the development.](#)
- Dunmore Street landscaping should strike balance between streetscape amenity and revealing retained elements of Bonds factory.

View: Dunmore Street – western end looking south

- Retention of the 'Dance Hall' would allow it to be used as [an element in the Interpretation Centre for Strategy of the Bonds Spinning Mills factory period](#), [with examples of Bonds machinery, focusing on the social history of Bonds and its employees including displays and](#) oral histories
- Retention of linear open space along the western boundary in the 'Heritage Precinct' will provide separation between new development and adjoining "Dunmore" property.
- The scale of new buildings in this precinct should be limited to [3-storeys](#) to avoid obstructing views to the northeast from 'Dunmore'.
- Landscaping has no heritage significance but should provide a balance between screening and retention of views to and from "Dunmore" [and be relevant to the period in which the creative and production development of the site was most prolific](#).



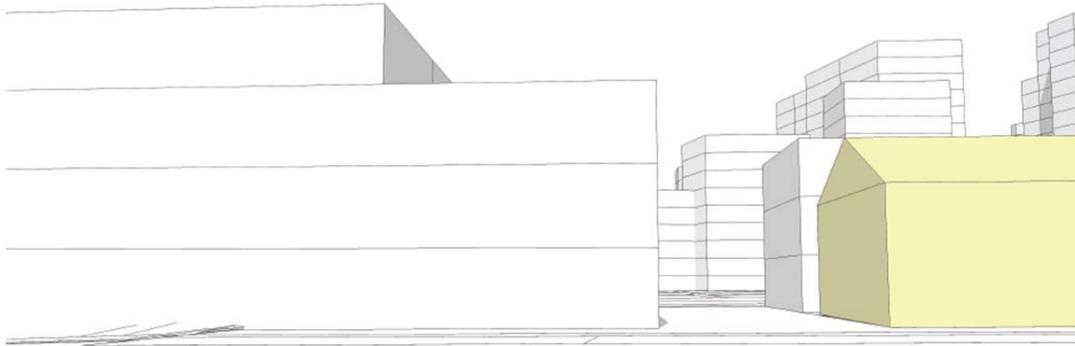
View South Across Dunmore Street (at Dance Hall)



View South Across Dunmore Street (at Proposed Street)

View: Dunmore Street – Administration & Fabric Store looking south

- The scale of the proposed new extension and its interface with the former Administration Building should [continue the scale of the Administration Building to](#) respect and not overwhelm the heritage building.
- Retention of [the front bay of the former Administration Building](#) would allow it to be used for an appropriate new use, possibly Interpretation Centre.
- [New buildings along Dunmore Street should be separate modules to allow for views into the site from the public realm.](#) The scale of new buildings in this precinct should be limited to avoid obstructing views to the northeast from 'Dunmore'.
- Retention of the Cutting Room would allow it to be used for a new use that is compatible with its large spaces and expressed fabric e.g. supermarket, indoor sports etc.
- The external form and surviving original fabric of the John Austin Centre should be retained but the interior could be further altered sympathetically.



View South Across Dunmore Street (at Administration Building)

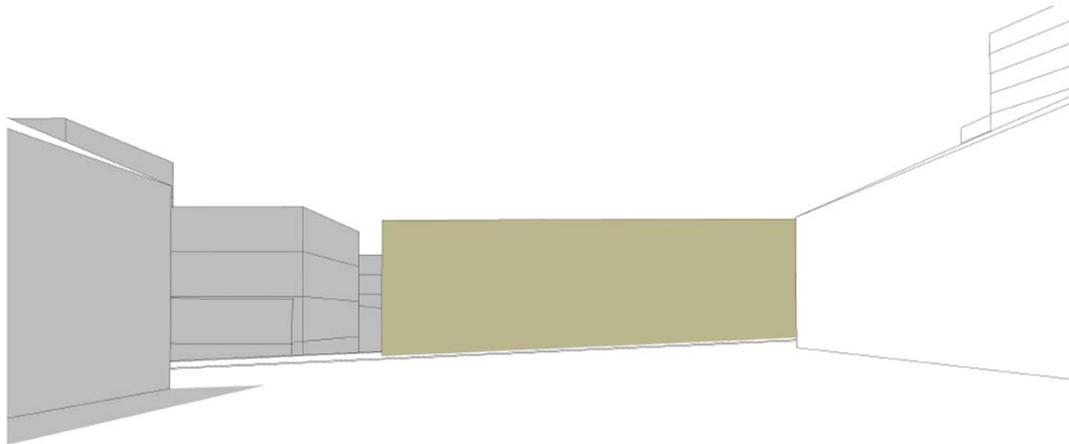
View: Dunmore Street – eastern frontage looking south

- Retain perimeter landscaping where possible and enhance as a visual buffer to any new development, reinforcing 1940s row planting of eucalypts.
- ~~New buildings along Dunmore Street should be separate modules to allow for views into the site from the public realm.~~
- The scale of new buildings in this precinct should be limited to [3-storey to](#) avoid obstructing views to the northeast from 'Dunmore'.

View: Cutting Room from western boundary looking east

- The former Cutting Room should be retained, including the original fabric and form including original hardwood posts and roof timbers, concrete walls and timber framed windows.
- Retention of the Cutting Room would allow it to be used for a new use that is compatible with its large spaces and expressed fabric e.g. supermarket, indoor sports etc
- The former Cotton Bale Stores should not be incorporated as part of a new building. May be attached to a new building at rear, with possible connections between some of the bale stores and the new buildings.
- The former Cotton Bale Stores should be retained as a row, including their steel doors with counter-weights. At least one of these stores should be retained intact with appropriate interpretation of its former use.
- The Boilerhouse has medium significance as a second generation power house and should be retained and adapted for commercial, light industrial or other compatible uses
- Retention of the Dance Hall would allow it to be used as part of the Interpretation Centre Strategy for the Bonds Spinning Mills factory period [focusing on the social history of Bonds and its employees including displays and oral histories, with examples of Bonds machinery, displays, oral histories.](#)
- The Compressor Room should be retained and adapted for commercial, light industrial or other compatible uses.
- Amenities building may should be either retained and adapted or recorded and demolished.
- Substations should be retained and adapted if suitable for continued use or record and demolish.
- Carpenters workshop may be adapted or ~~demolished~~ [retained as a record of a previous use for the Interpretation Strategy.](#)

-6-



View East at Dance Hall

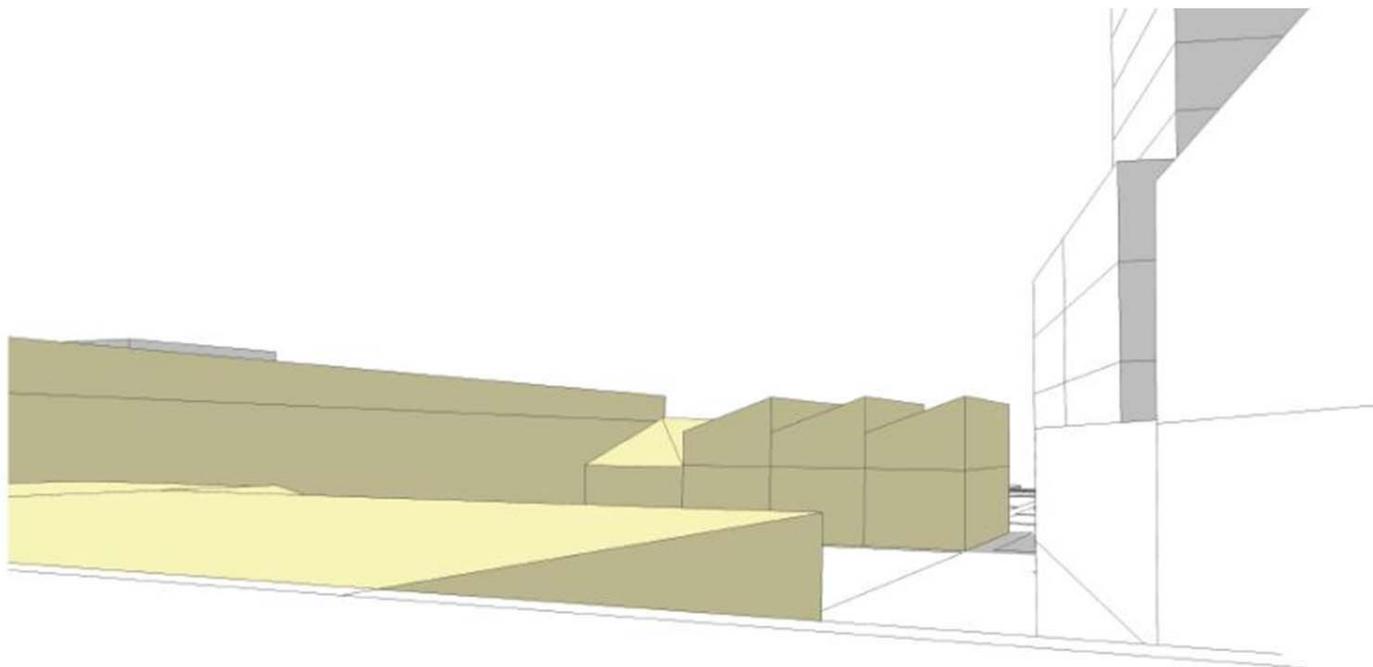




VIEW LOOKING EAST TO HERITAGE PRECINCT & FUTURE COMMERCIAL SPACES

Artist's Perspective: Cutting Room looking east from western boundary

- Landscaping to maximise views to retained elements and to provide the spatial focus of the 'Heritage Precinct'.



View East from Dunmore Green Stairs





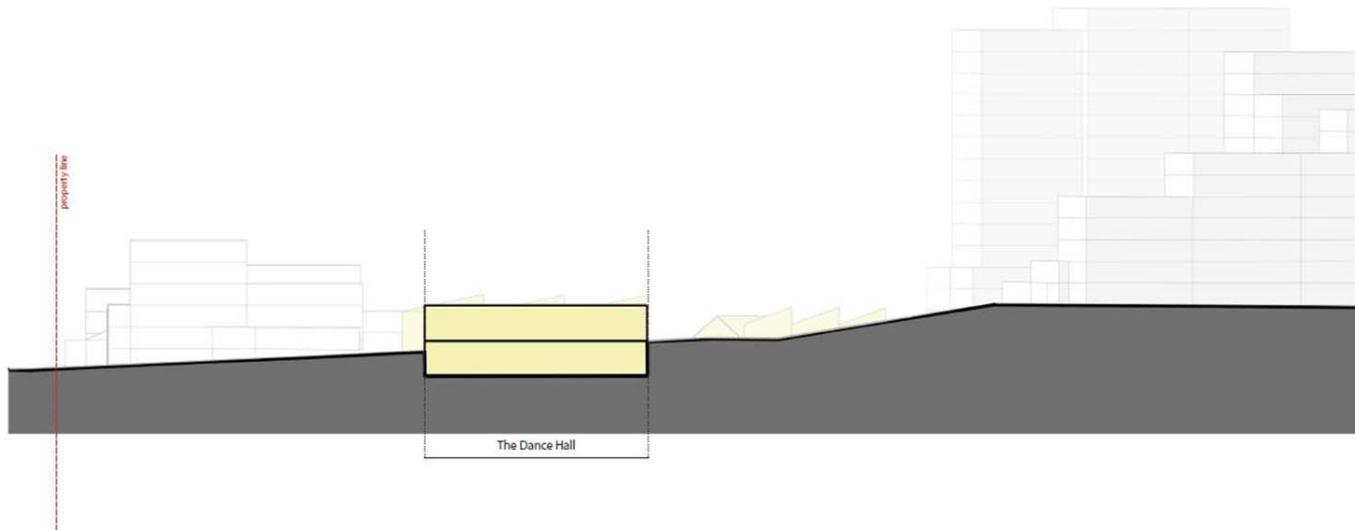
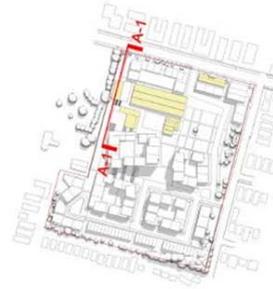
VIEW LOOKING NORTH TO CENTRAL PARK

Artist's Perspective: Admin & Fabric Store looking north from south of Central Park

- Landscaping to maximise views to retained elements and to provide the spatial focus of the 'Heritage Precinct'
- Adaptive re-use of smaller retained heritage buildings for community / cultural or small-scale commercial uses (such as that below, from the UWS campus at Rydalmere) for the John Austin Store / Boiler House / Old Bale Stores.

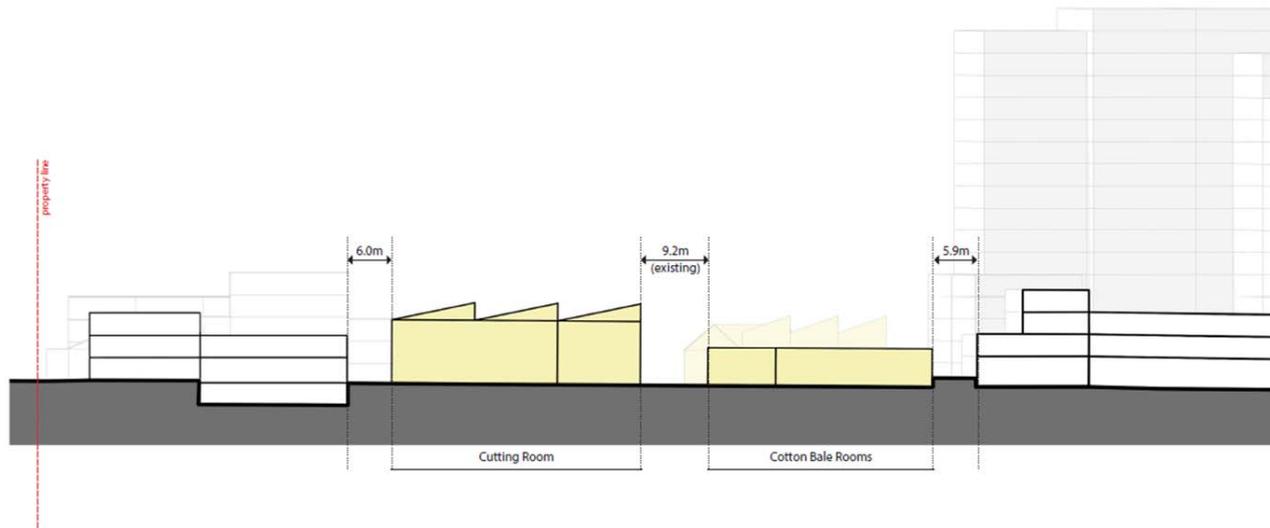
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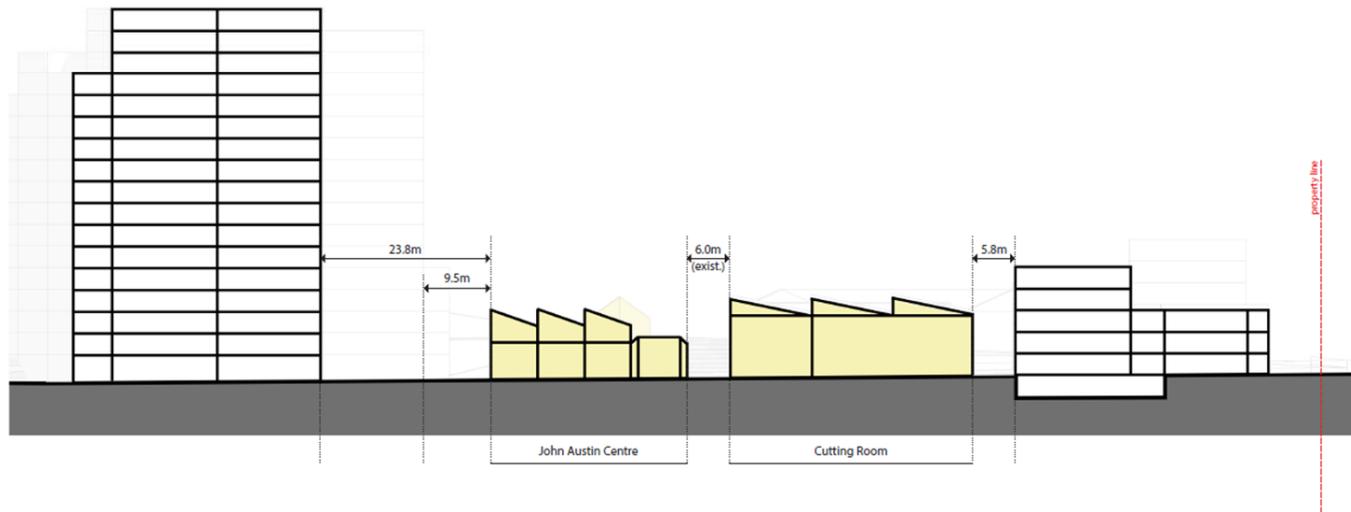
Section 1: Western Boundary looking east

- Retention of the Dance Hall' would allow it to be used as [part of the Interpretation Centre Strategy](#) for the Bonds Spinning Mills factory period [focusing on the social history of Bonds and its employees including displays and oral histories](#), with examples of Bonds [machinerysocial events](#), displays, oral histories
- Retention of linear open space along the western boundary in the 'Heritage Precinct' will provide separation between new development and adjoining "Dunmore" property.
- New buildings within the 'Heritage Precinct' are [to be](#) separated from the retained heritage buildings and appropriately scaled to not overwhelm retained buildings or the space within which they are placed.



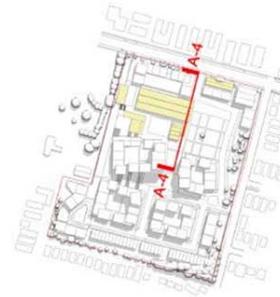
Section 3: Cutting Room / John Austin Centre looking west

- Retained heritage buildings and other elements associated with the [history and processes of the](#) former Bonds Spinning Mills within [the](#) context of [the](#) landscaped open space [to create](#) within the 'Heritage Precinct' [to will](#) facilitate their adaptation [to for](#) new uses, allow them to be publically accessible and enable [wider](#) their [visual](#) interpretation [visually, aurally, graphically and verbally](#).
- New buildings within the 'Heritage Precinct' are [to be](#) separated from [the](#) retained heritage buildings and appropriately scaled [so as](#) to not [overwhelm exceed the scale of](#) retained buildings or [to dominate](#) the space within which they are placed.
- Retained elements and set-backs of new built elements to retain major views from Dunmore to north and northeast
- Establish view corridor between retained elements in north part of site and new buildings in south part of site



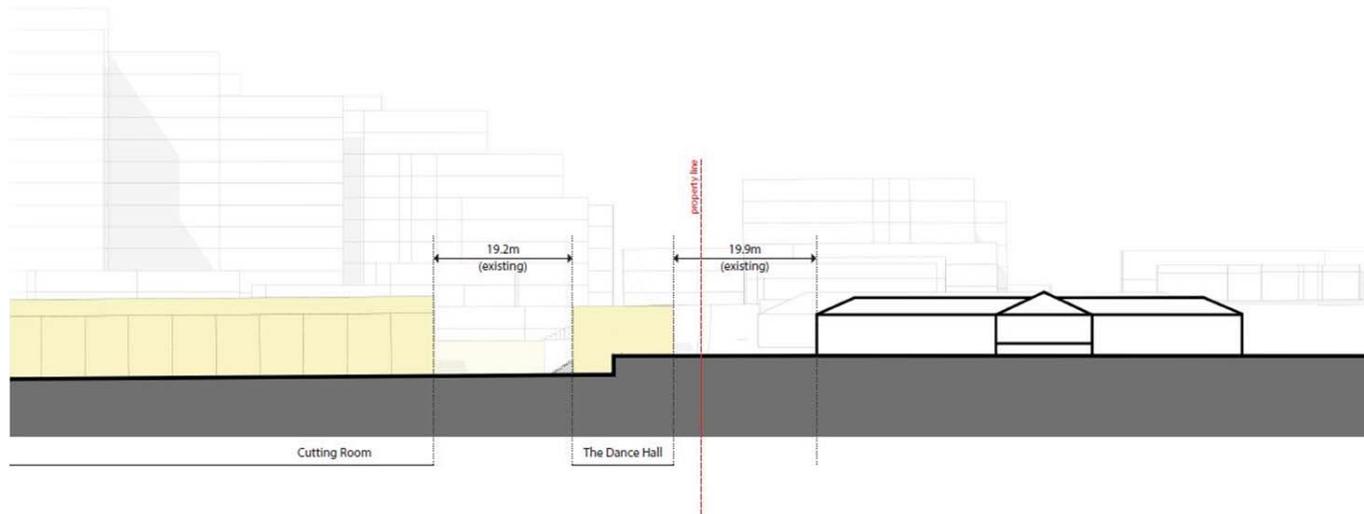
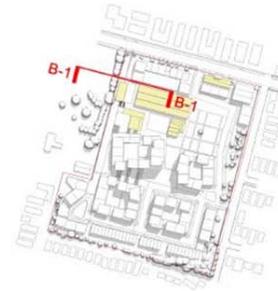
Section 2: Dunmore Green looking east

- Retained heritage buildings and other elements associated with the former Bonds Spinning Mills within context of landscaped open space to create the 'Heritage Precinct' to facilitate their adaptation to new uses, allow them to be publically accessible and enable wider their visual interpretation visually, aurally, graphically and verbally.
- New buildings within the 'Heritage Precinct' are to be separated from the retained heritage buildings and appropriately scaled to not overwhelm-exceed the scale of retained buildings or to dominate the space within which they are placed.



Section 4: Cutting Room looking west

- Roof forms and exterior finishes will identify retained elements. □ Dunmore Road frontage buildings to scale down and respond to heritage buildings.
- All Dunmore Street frontage buildings are to be scaled to respond to the extant scale of the heritage buildings by limiting building height to a maximum of 3 storeys.



Section 5: Dance Hall looking north

- Retention of Dance Hall' would allow it to be used as [part of](#) Interpretation [Centre Strategy](#) for the Bonds Spinning Mills factory period, [focusing on the social history of employees](#) with examples of Bonds [social events](#), machinery, displays [and](#), oral histories.
- Retention of linear open space along the western boundary in the 'Heritage Precinct' will provide separation between new development and adjoining "Dunmore" property.

Section 6: Dunmore Street Fabric Store and Administration Building

- At least one structural bay including the Dunmore Street frontage of the former Administration Building should be retained.
 - The scale of the proposed new extension and its interface with the former Administration Building should respect the scale of and not overwhelm the heritage buildings retained and should not dominate the open spaces created by removal of redundant structures.
 - New buildings along Dunmore Street should be set recessive in scale, finish and detail back so that relative to the retained Bonds buildings remain visually dominant from in the streetscape, rather than being overwhelmed by the new □ development.
 - New buildings along Dunmore Street should be separate modules to allow for views into the site from the public realm. (ARTICULATION OF THE NEW BUILDINGS ALONG DUNMORE STREET SHOULD MAINTAIN A SIMPLE LINEAR FORM TO BE MORE INTERPRETIVE OF THE FORMER BUILDINGS THAT THEY REPLACE. VISUAL PERMEABILITY IS NOT ESSENTIAL EXCEPT AT ENTRY POINTS)
 - The scale of new buildings in this precinct the Heritage Precinct should be limited in height to to a level that avoid obstructing maintains established -view corridors to the northeast from the Ground Floor of 'Dunmore House'.
 - Consideration is needed for improved landscaping along the western boundary to soften the visual impact of new development on Dunmore House and its curtilage.
 - Taller element at northwest corner of site may be supportable to act as 'bookend', marking the western end of the development ('BOOKENDS' ARE NOT APPROPRIATE IN THIS CONTEXT)
 - All Dunmore Street frontage buildings are to be scaled to respond to the extant scale of the heritage buildings by limiting building height to a maximum of 3 storeys.
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- Dunmore Street landscaping should strike balance between streetscape amenity and revealing retained elements of Bonds factory.