

Rezoning Request - 11-19 Centenary Road, Merrylands (St Vincent de Paul Society Site)

Responsible Department:	Environmental and Planning Services
Executive Officer:	Director of Environmental & Planning Services
File Number:	INFOC/19 - BP15/1894
Delivery Program Code:	5.1.1 Oversee the land use planning, design and compliance framework for managing and facilitating appropriate development. 8.1.1 Oversee and implement Council's Residential Development Strategy and appropriate housing opportunities through land use planning. 8.2.1 Ensure housing growth is focused around centres and planning controls do not compromise housing affordability. 9.3.1 Ensure planning and development implements Environmentally Sustainable Design Principles

Summary:

A Request (Request) for a Planning Proposal to amend the Holroyd LEP 2013 for land at 11-19 Centenary Road and at 15 Wyreema Street, Merrylands (the Site) was submitted to Council on 29 June 2015 by Wakefield Planning on behalf of the landowner, the St Vincent de Paul Society. The Request seeks to amend the existing land use zone, maximum building height, and floor space ratio (FSR), controls over the Site. The purpose of the amendment is to enable residential flat building development.

This Report provides a pre-Gateway Determination assessment of the strategic merit of the Request. On the basis of the assessment it is considered that the Request has sufficient merit for Council to proceed with a Planning Proposal for the Site.

Report:

Site and Context

The Request affects Lots 19-24 Section 3 DP2020 and Lots 1-2 DP597975 (the Site) being 11-19 Centenary Road and 15 Wyreema Street in Merrylands (refer Figure 1). The Site is currently occupied by the landowner, being the St Vincent De Paul Society, supporting a warehouse for sorting and storage of goods, a retail outlet for the sale of goods, a house used for office accommodation, as well as associated hardstand for truck loading / unloading and car parking.



Figure 1: Site Location Map

Maps showing the Site and the existing controls under the Holroyd LEP 2013 are provided at Figure 2 - Land use zonings; Figure 3 - Maximum building heights; and Figure 4 – Floor Space Ratio (FSR).

Situated at the end of a block, the Site has road frontage on three (3) sides with residential uses beyond, as well as residential land uses on the fourth frontage. A summary of adjacent land uses and frontage distances on each side of the Site is provided in Table 1.

Table 1: Site frontages and adjacent land uses

Boundary	Adjacent Land Use	Frontage (Distance)
Northern boundary of Site	Frontage to Alderney Road. Beyond Alderney Road – current use is low density residential. Zoned for R3 Medium Density Residential per Holroyd LEP 2013	60m (approximate)
Western boundary of Site	Frontage to Centenary Road – State controlled Road. Width of 20m / 2 lanes each direction. Beyond Centenary Road & directly opposite the Site – current use is low density residential; zoned R3 Medium Density Residential per Holroyd LEP 2013. Beyond Centenary Road & diagonally South West of Site – Current use is low density Residential; zoned R4 High Density Residential per Holroyd LEP 2013.	90m (approximate)

Boundary	Adjacent Land Use	Frontage (Distance)
Southern boundary of Site	Frontage to Wyreema Street. Beyond Wyreema Street – current use is low density residential. Zoned for R4 High Density Residential per Holroyd LEP 2013.	40m (approximate)
Eastern boundary of Site	Residential (low density) housing. Zoned for R3 Medium Density Residential per Holroyd LEP 2013.	85m (approximate)

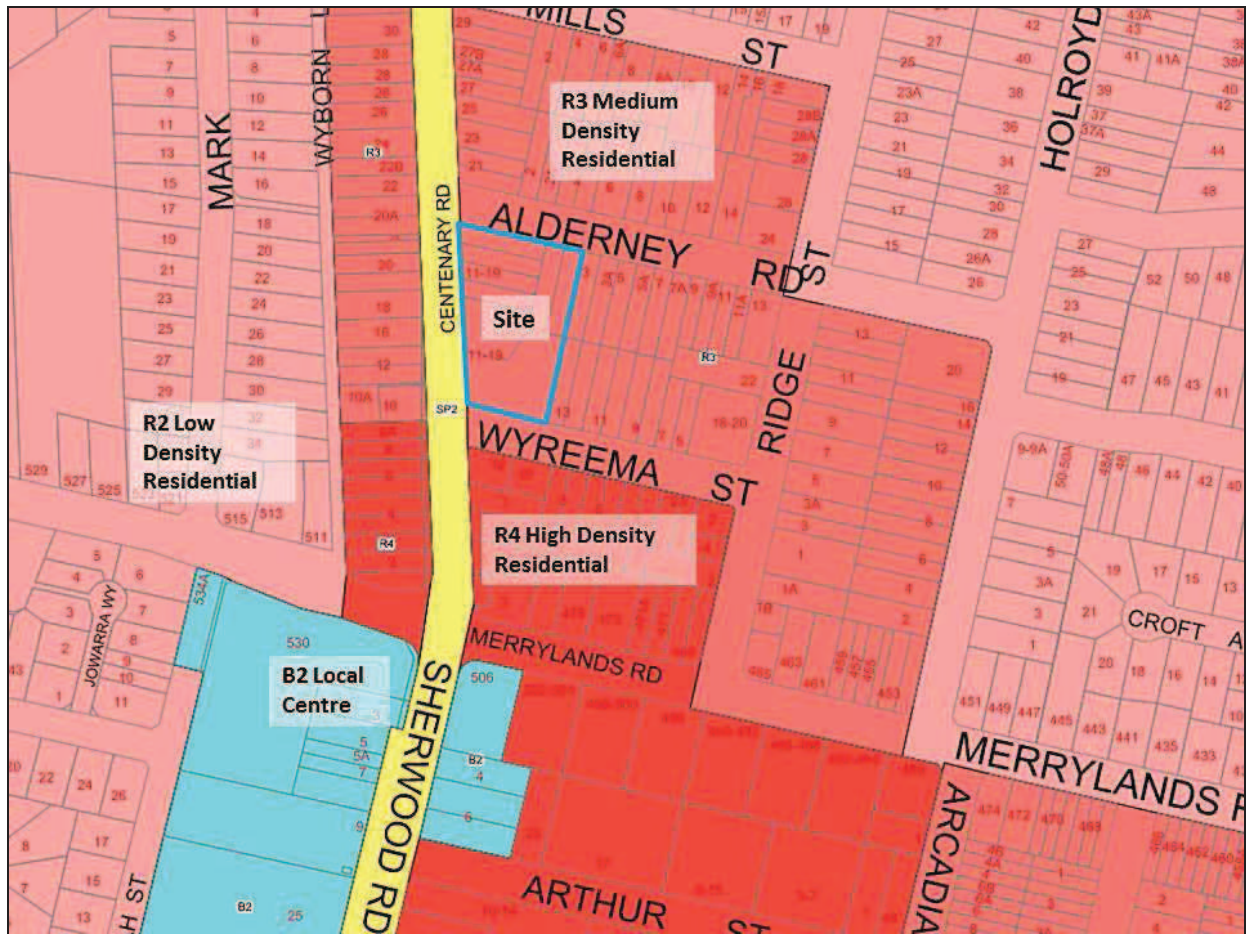


Figure 2: Current Zoning Map - site marked (blue border)

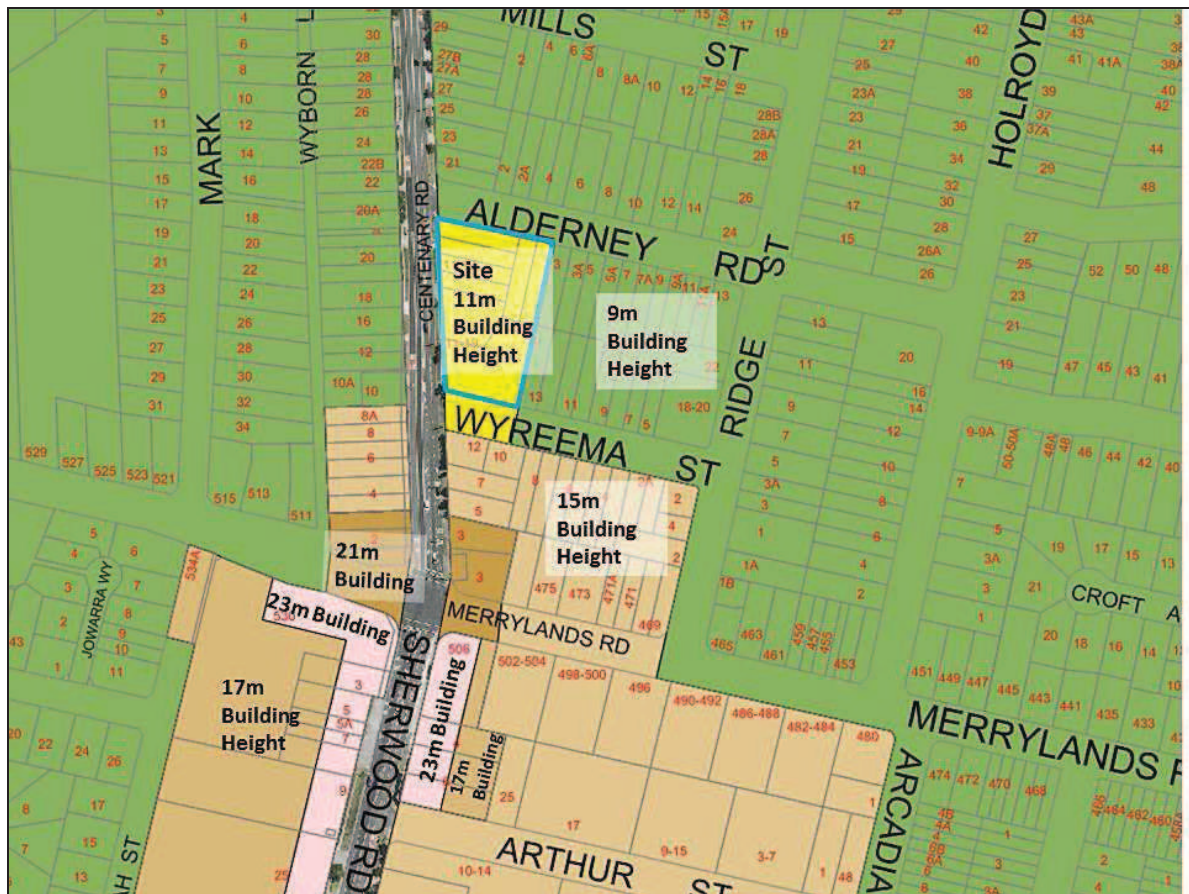


Figure 3: Current Maximum Building Heights - site marked (blue border)

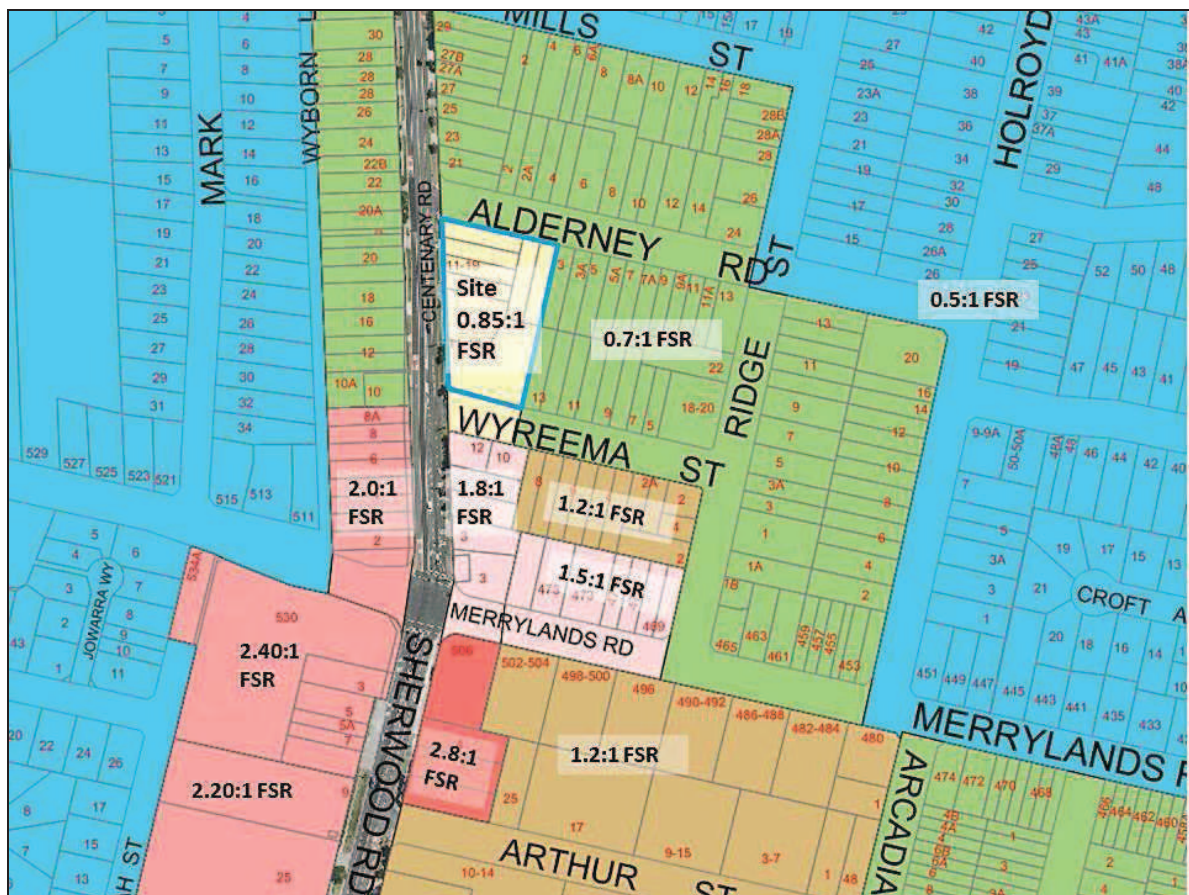


Figure 4: Current FSR Map - site marked (blue border)

The Site, at its closest points, is located approximately 125m north (along Centenary Road) from the Merrylands West Local Centre. A bus route along nearby Merrylands Road connects with Merrylands Town Centre and train station. The nearest Liverpool-Parramatta Transit-way stop is located in the Merrylands West Local Centre within 300m (five minute) walking distance of the Site.

The total area of land proposed to be rezoned for R4 High Density Residential is approximately 4,250m².

Strategic Merit Assessment

Proposed Land Uses and Planning Controls

The Request seeks to amend the land use zoning, and to increase the maximum building height and increase the floor space ratio (FSR), for the identified lots. A summary of the proposed changes is provided in Table 2.

Table 2: Current and Proposed Controls / Land Use

	Current Control / Land Use	Proposed (New) Control / Land Use
Zone	R3 Medium Density Residential	R4 High Density Residential
Height of Buildings	11m	15m
Floor Space Ratio (FSR)	0.85:1	1.2:1
Land Use	Retail premises – including storage and sorting (small warehouse type structure). Single house – used for office accommodation.	Residential – approximately 48 dwellings.

Relevant Plans of the Holroyd LEP 2013, with the proposed amended planning controls, are provided at Figure 5; Figure 6; and Figure 7; and at Attachment C.

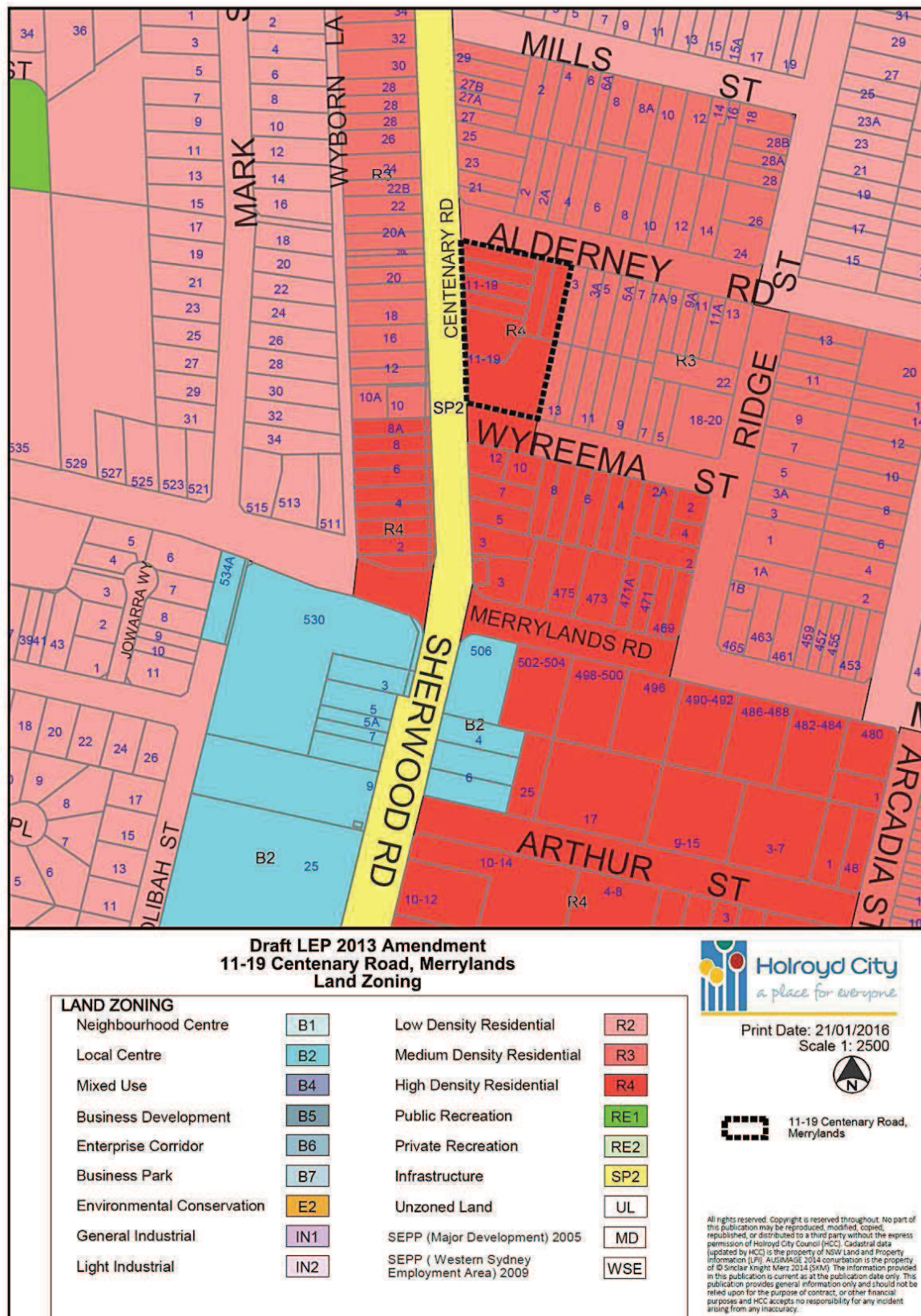


Figure 5: Proposed amended Holroyd LEP 2013 - Land Use Zone

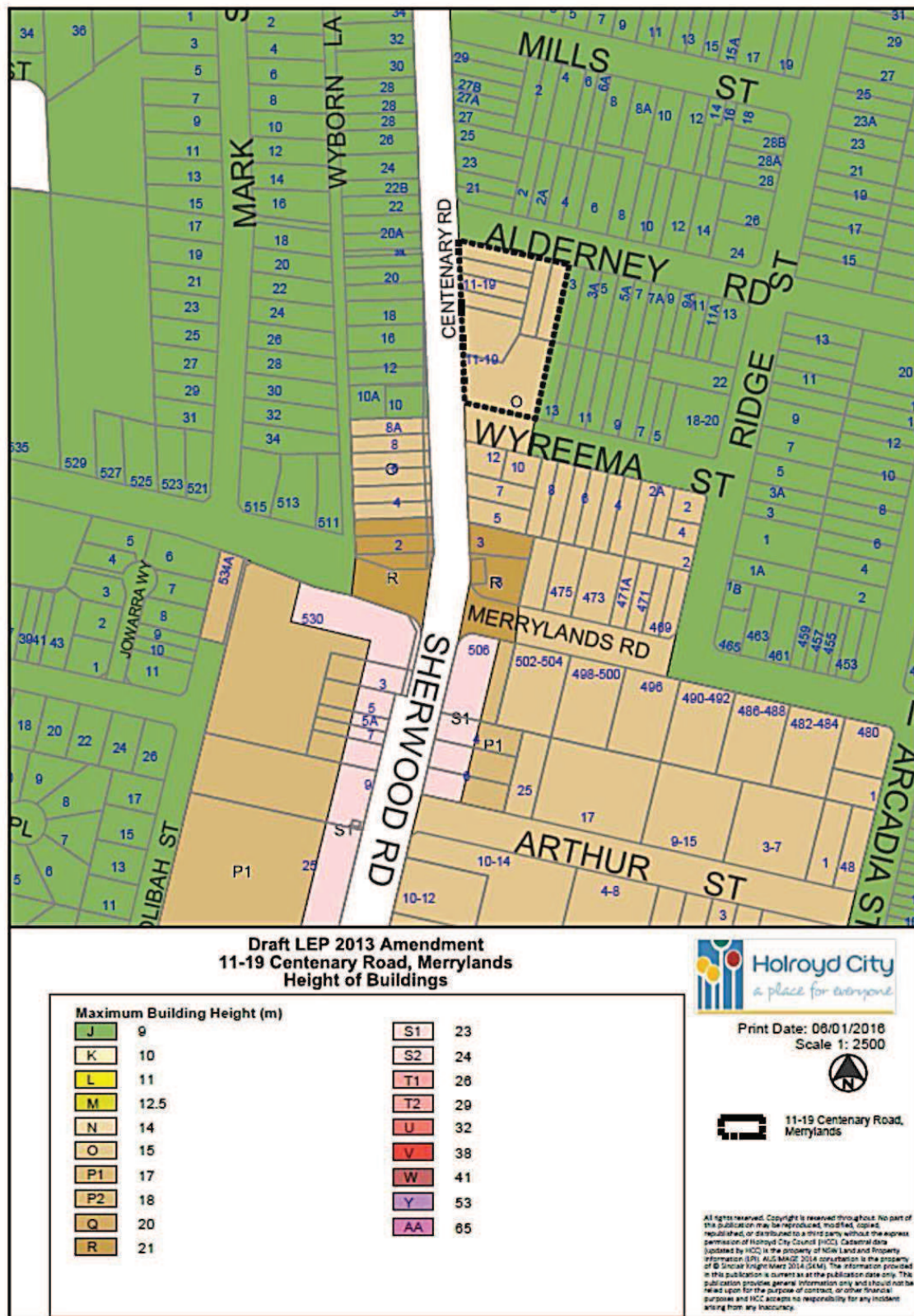


Figure 6: Proposed amended Holroyd LEP 2013 - Maximum Height of Buildings

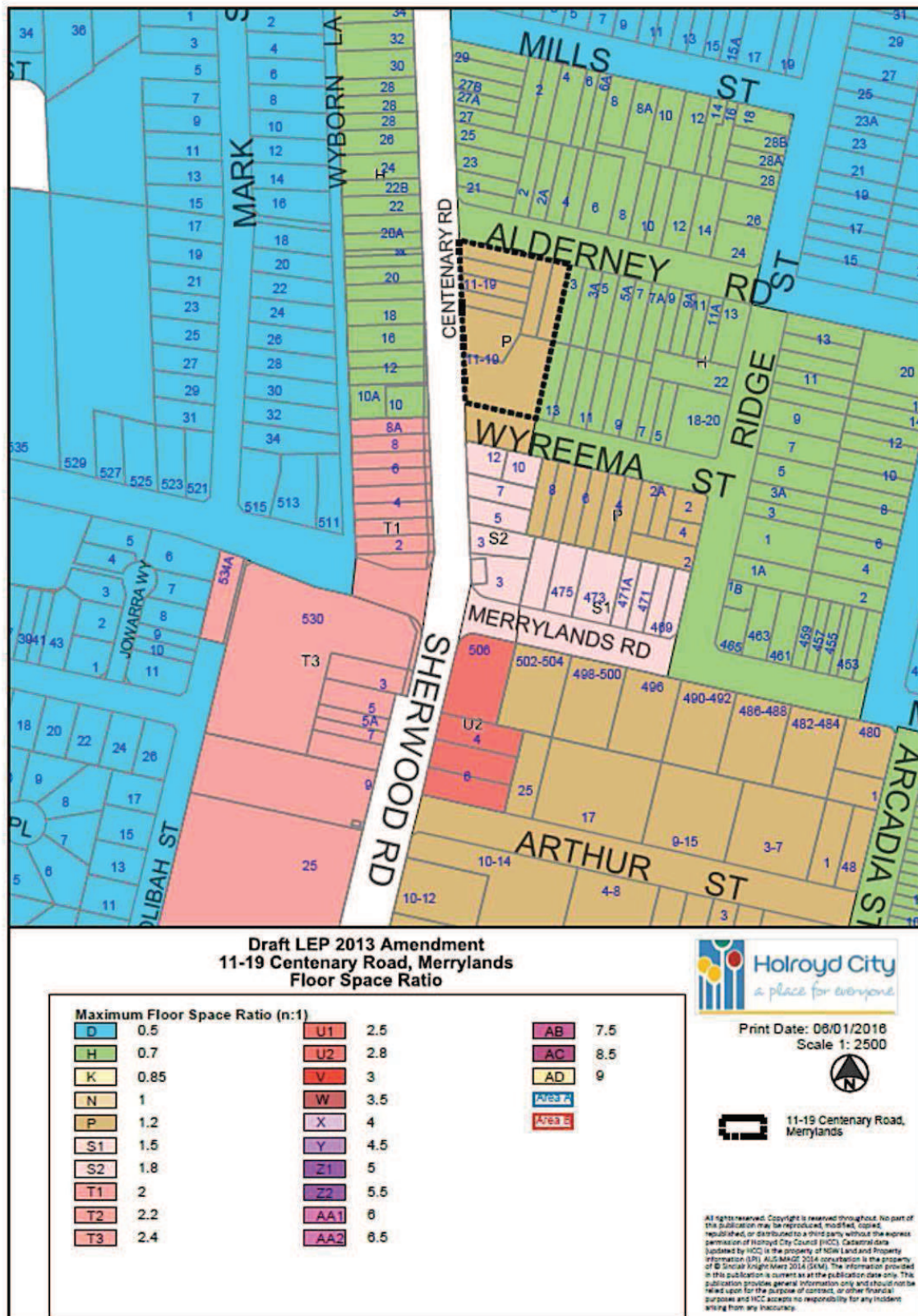


Figure 7: Proposed amended Holroyd LEP 2013 - Floor Space Ratio (FSR)

The Development Concept for the Site is for approximately 48 apartment dwellings across four (4) storeys (ground floor and three levels above) within a single building footprint. A rooftop garden and basement level parking (of one or two levels) are also indicated. The placement of the building footprint within the Site is also provided with the building facing onto Centenary Road. Building Sections of the development concept, as provided by the proponent, are shown in Figure 8.

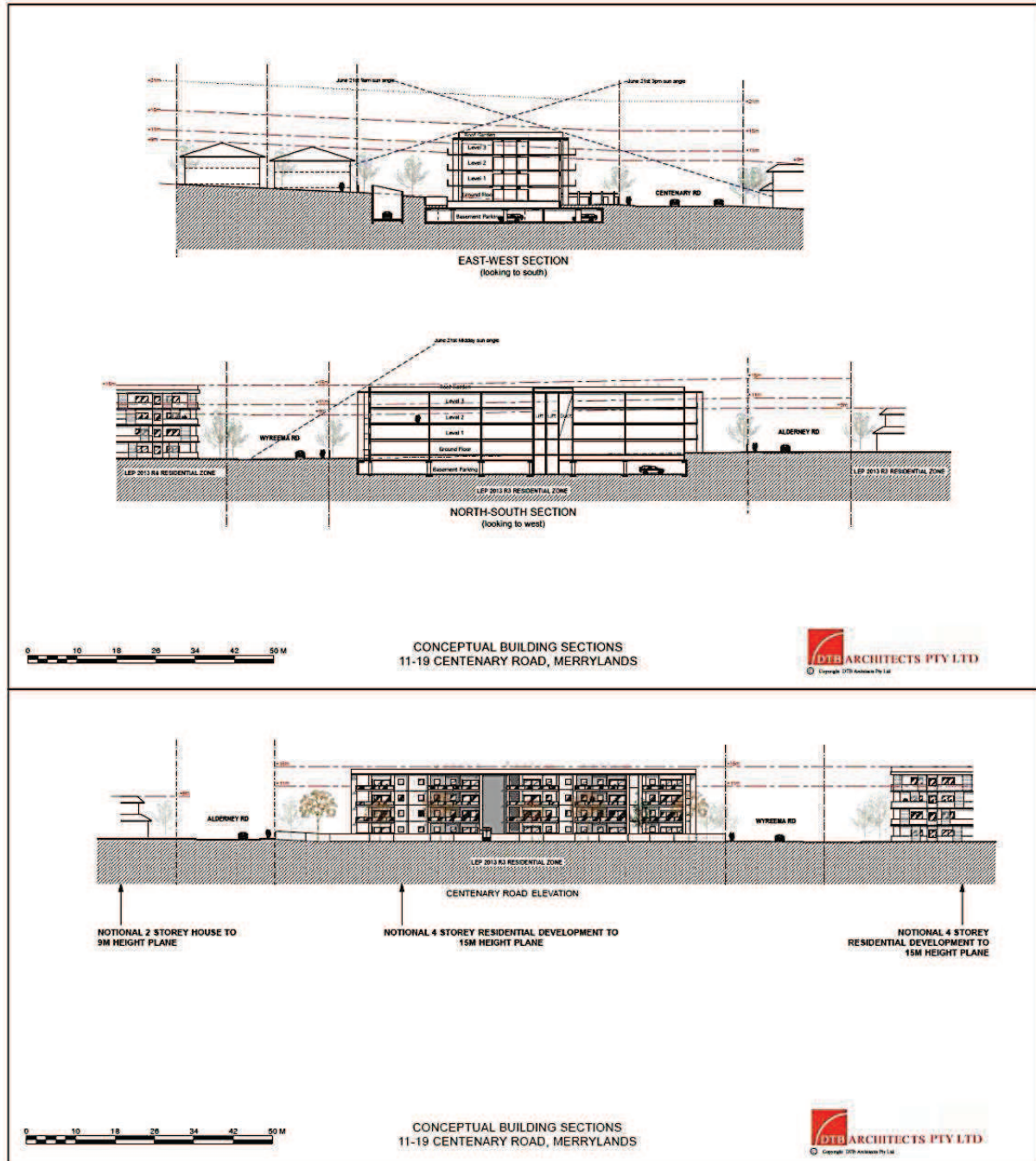


Figure 8: Development Concept – Building Sections - as provided by the proponent

The Request identifies that the concept development would consist of 1, 2 and 3 bedroom dwellings, although neither the mix of these (the number of each apartment size) or the building floor layout plans are provided. As a result, the nominated yield of 48 apartments for the development cannot be confirmed and, as with any planning proposal concept, may change as detailed designs are prepared. A substantial increase in the number of dwellings, which may be proposed as detailed designs are prepared, could have some flow on effects including for, but not limited to, traffic movements and social impact assessment per the Proposal.

Strategic Planning Context

The Request has been prepared and contains information in accordance with the Department of Planning & Environments' *A Guide to Preparing Planning Proposals*, and considers state and local planning strategies. The Request is not the result of a strategic study or report.

The Request and Development Concept is consistent with strategic planning directions to focus higher density development in existing centres and near public transport, retail and other services and is a logical extension of an existing planned growth centre.

The proposed development would add additional apartment dwellings within an area of low and medium density housing and may contribute to maintaining affordable housing within the area. Redevelopment of the site will alter the land use type from retail and (small) warehouse uses to residential uses, in accordance with the current and proposed zoning under Holroyd LEP 2013.

Contamination

The Site is identified as having ground contamination issues, associated with underground fuel storage tanks associated with a previous land use. Those tanks, and the immediate surrounding soil, were removed in 2012. Periodic monitoring of ground contamination is continuing in accordance with a Remediation Action Plan for the Site prepared in 2011. This Remediation Action Plan was based on continued commercial use of the Site. The Request states the Remediation Action Plan would be updated and revised to address the proposed residential land use as part of the Development Applications process.

Council's Environmental Health Unit (EHU) reviewed the Request and noted the increased presence of contaminants at some monitoring sites and the intention for the revision of the Remediation Action Plan. Council's EHU was not satisfied with the review of the Remediation Action Plan being undertaken as part of any future Development Application process, instead advised that a revised Remediation Action Plan, appropriate for the proposed residential use of the Site, should be provided as

part of this Request stage to inform any Planning Proposal. The revised and updated Remediation Action Plan, with further background information on the contamination, was requested via the Proponents consultant - Wakefield Planning – in August 2015.

The updated RAP was subsequently provided (in November 2015) and was reviewed by Council's EHU. The EHU advises that the updated RAP contains identified remediation options that are considered suitable for this Site. An Environmental Management Plan provided within the RAP is also considered suitable for this Site. In summary, the EHU advises that the updated RAP for the Site, addressing its future residential use, is acceptable and they have no objection to the Request.

Traffic and Transport Considerations

The Request outlines that:

- The Site would be accessed via the secondary streets of Alderney Road and Wyreema Street.
- Direct access is not proposed from Centenary Road in order to avoid cross-overs and non-intersectional turning movements.
- Resident car parking would be provided in underground (basement level) parking.

The Request states that a review of Council's traffic study (being the *Medium Density Zoning Proposal Local Traffic Study* dated July 2014), and an assessment of the proposed development against that traffic study, was undertaken. That assessment indicates that while the proposed development would increase total vehicle movement numbers, that this increase would be minor and would not detrimentally impact the performance of the Alderney Road and Wyreema Street intersections with Centenary Road. However, this review and associated assessment seems to be based on a development yield of 30 dwellings above the residential capacity anticipated under the existing R3 Medium Density Residential zoning of the Site. This calculation approach may understate the reality of change to vehicle movements that would occur under the proposed development of 48 dwellings when compared against the current commercial land use.

Access to the site may be provided via both Alderney Road and Wyreema Street; however the connection between these streets and the Site, and into the basement parking, is not clearly shown in the Request. The Request does not quantify the car parking or bicycle parking that is to be provided as part of the development. No road or intersection upgrades are identified within the Request.

Despite the above issues, at this stage no objections based on traffic and transport issues are raised for the proposed development and Request. Detailed plans of the parking area; access points with Wyreema Street, Alderney Road and Centenary Road; any other traffic related works; and traffic movement analysis would need to be provided to

Council as part of any subsequent Development Application process activities. RMS will need to be consulted as part of that process and design progression.

As noted above, a bus route (#806) along nearby Merrylands Road connects with Merrylands Town Centre and train station and beyond to Parramatta / Liverpool centres. Another bus route (#818) travels to Merrylands Centre and Westmead via Irrigation Road / Centenary Road / Douglas Street.

Stormwater Considerations

The majority of the Site is adjacent to an area affected by the 1% Annual Exceedance Probability (AEP), which is located to the west of the Site including over Centenary Road. A small portion of the site, being the corner of the Centenary Road / Wyreema Street intersection, is affected by the 1%AEP.

The Request contains earlier advice received from Council regarding this flooding risk and floor level control, and states that this is to be incorporated into the building design. Council's Stormwater Engineering Section has reviewed the Request and advised that the property is subject to floor level controls only. The floor level controls would be applied in building design and confirmed at any future Development Application assessment stage.

Design, Amenity and Social Impact Considerations

A Development Concept for the Site, as a four-storey building mass with basement car park, and building footprint location within the Site, has been provided as part of the Request. The Development Concept shows the proposed building in section views with the surrounding area, building footprint and its placement within the Site, as well as shadow diagrams for mid-winter.

The proposed increases in building height and FSR are not expected to have a substantial impact on the existing or future planned local area. This conclusion is based on:

- The proposed maximum building height of 15m will extend the existing 15m building height control that is to the immediate south along both sides of Centenary Road.
- The proposed maximum building height will also lengthen the transition between the higher buildings allowable in the West Merrylands Local Centre (between 17–23m) and the surrounding medium density residential area with a building height up to 9m.

- The topography of the land slopes downwards from the east to the west, therefore the perception of building height looking from east (the medium density residential area) across the site will be mitigated.
- The Site is adjacent to, and will extend, an area of R4 High Density Residential zoning to the south on Centenary Road and to the West Merrylands Local Centre beyond.
- The proposed FSR at 1.2:1 is lower than the FSR of the R4 High Density Residential area to the south (between 1.5:1 and 2.0:1). This lower FSR will allow a design of lower bulk, potentially with greater public space within the development or façade variation, which could mitigate the perceived size and mass of the building.
- The Site fronts Centenary Road which is a major traffic route. Within the Development Concept, the building footprint is positioned towards the Centenary Road frontage with open space at the rear allowing reasonable building separation to the eastern boundary.

The shadow diagrams for mid-winter for the nominated building footprint and its placement demonstrate shadowing to occur across Centenary Road during mornings, a small portion of Wyreema Road at midday and over two (2) houses (two and half lots) to the east during afternoons. All existing houses would be expected to continue receiving over 3-hours of direct sunlight in mid-winter.

The Request contains a Social Impact Comment which is an appropriate level of social impact consideration given the site is nominated to support less than 50 dwellings. The Request was referred to Council's Social Planner for assessment. The proposed development is noted as having multiple positive impacts to the social environment in respect of housing provision, local safety and amenity, economic benefits, and potential for active transport and social connections. The Request and its assessment identified few negative impacts, those being the short term construction impacts to amenity and minor overshadowing of neighbouring properties. The assessment concluded that the development, having a relatively small population increase within a residential area, would not generate significant negative social impacts, and the needs of residents could be met by the development and local area.

Environmental, Economic and Infrastructure Considerations

The Site does not contain, and is not in proximity to, a heritage item or conservation area. There are no protected natural environmental values within or in close proximity to the Site.

The current use of the Site provides low level employment and retail services. While the Request indicates that the current facility would be relocated within the local area, no details or confirmation of that relocation site are provided.

Delivery of the proposed residential flat building would be expected to have short-term economic benefits associated with construction employment and materials purchases. There is expected to be an ongoing economic benefit for the West Merrylands Local Centre, associated with the increased local population and their use of the retail services in the centre.

The proposed R4 High Density Residential zone permits very limited non-residential uses, as such there is no retail, commercial or other ongoing employment activity nominated within the concept.

The Request states that infrastructure (utility) services are available, and upgraded as required, for the residential development. The infrastructure services requirements would form part of the subsequent detailed design within any future Development Application process. Growth forecasts are supplied by Council to the various utility and infrastructure service providers for their future works planning.

Consultation with other Sections of Council

The Request was referred to Council's Technical Services (Traffic and Stormwater Engineering) section, Social Planner, and Environmental Health Unit for comment. Their advice is provided in the relevant sections of this report.

Preliminary Consultation with Council or State Departments

The Request states that the Department of Planning & Environment has indicated in-principle support for the proposed development. Nevertheless, the formal process for preparing a planning proposal for the site must be undertaken.

Conclusion:

Council received a Request for a Planning Proposal for 11-19 Centenary Road and 15 Wyreema Street Merrylands, being the existing St Vincent de Paul Society outlet, on 29 June 2015. The Request seeks to amend the Holroyd LEP 2013 by rezoning the subject site from R3 Medium Density Residential to R4 High Density Residential as well as to increase the maximum building height control from 11m to 15m, and to increase the floor space ratio (FSR) control from 0.85:1 to 1.2:1. It is recommended that Council proceed with preparing the planning proposal for the Site.

Consultation:

Community and agency consultation would be undertaken in accordance with the requirements stipulated by the Gateway Determination, and would likely include public exhibition for 28 days as a minimum, notices in the local newspaper and letters

to adjoining and opposite property owners and display of the Planning Proposal in the Council Administration building, two libraries and on Council's website.

Financial Implications:

A payment of a rezoning fee was received by Council on 26 June 2015 with submission of the Request.

Policy Implications:

If Council were to proceed with the preparation of a Planning Proposal, that document would form the basis for any amendment to the Holroyd LEP 2013.

Communication / Publications:

There will be communication requirements associated with the consultation of the Planning Proposal as noted above.

There are no other communication / publication issues for Council associated with this Report.

Report Recommendation:

- i) That Council proceed with a Planning Proposal to amend the Holroyd LEP 2013 for 11-19 Centenary Road and 15 Wyreema Street, Merrylands, as follows:
 - Rezone the Site to R4 High Density Residential.
 - Increase the maximum building height to 15m.
 - Increase the floor space ratio to 1.2:1.
- ii) That, with a favourable Gateway Determination, Council undertakes community consultation in relation to the Planning Proposal.

Council Resolution

A motion was moved by Clr. Lake, seconded Clr. Whitfield that:

- i) Council proceed with a Planning Proposal to amend the Holroyd LEP 2013 for 11-19 Centenary Road and 15 Wyreema Street, Merrylands, as follows:
 - Rezone the Site to R4 High Density Residential.
 - Increase the maximum building height to 15m.
 - Increase the floor space ratio to 1.2:1.
- ii) With a favourable Gateway Determination, Council undertakes community consultation in relation to the Planning Proposal.

The motion moved Clr. Lake, seconded Clr. Whitfield 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. Dr. Brodie

Clr. Colman

Clr. Lake

Clr. Whitfield

Noes

Clr. Nadima Kafrouni

Clr. Nasr Kafrouni

Clr. Rahme

Clr. Sarkis

Clr. Zaiter.

Attachments:

1. Attachment A - Request Appendix A1 Proposed Maas
2. Attachment A - Request Appendix A2 MNA Report
3. Attachment A - Request Appendix A3 Flooding
4. Attachment A - Request Appendix A4 Traffic Review
5. Attachment A - Request Appendix 5.1 Concept Building Sections
6. Attachment A - Request Appendix 5.2 Concept Building Elevation
7. Attachment A - Request Cover Letter
8. Attachment A - Request for Planning Proposal
9. Attachment B - Revised Remediation Action Plan
10. Attachment C - Proposed Amended FSR
11. Attachment C - Proposed Amended Height of Buildings
12. Attachment C - Proposed Amended Zone Map