

# **PLANNING PROPOSAL**

## **BaptistCare Site** 264-268 PENNANT HILLS ROAD, CARLINGFORD

PARRAMATTA we're building australia's next great city

#### Planning Proposal drafts

Proponent versions:

I	No.	Author	Version
	1.	DFP Planning Consultants	February 2015
	2.	DFP Planning Consultants	Revised Planning Proposal - 2017

#### Council versions:

No.	Author	Version
1.	Parramatta City Council	Reported to Council Meeting 22 August 2016
2. Parramatta City Council Sent to DP&E for Gateway Determination		Sent to DP&E for Gateway Determination
3.	City of Parramatta	Reported to 20 June IHAP Meeting

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## **INTRODUCTION**

This Planning Proposal explains the intended effect of, and justification for, the proposed amendment to *Parramatta Local Environmental Plan 2011*. It has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* and the Department of Planning and Environment (DP&E) guides, 'A Guide to Preparing Local Environment Plans' (April 2013), 'A Guide to Preparing Planning Proposals' (August 2016) and 'Guidance for merged councils on planning functions' (May 2016).

#### Background and context

On 13 February 2015, Council received an application from BaptistCare NSW & ACT relating to land at 264-268 Pennant Hills Road, Carlingford. This site comprises three allotments – Lot 1 DP 1033201, Lot 2 DP364225 and Lot 1 DP23212 and has a total area of 28,286m<sup>2</sup>. The site currently accommodates an existing aged care facility that is vacant and no longer in use. The site is shown in **Figure 1**, below.



Figure 1 - Site at 264-268 Pennant Hills Road, Carlingford subject to the planning proposal

The land is subject to planning controls provided under PLEP 2011. The existing and proposed LEP controls are summarised in Table 1.

Control	Current*	Planning Proposal*
Zoning	Part R2 Low Density Residential	Part R4 High Density Residential
	Part SP2 Infrastructure (Classified	Part R2 Low Density Residential
	Road)	Part SP2 Infrastructure (Classified Road)
Height	9 metres	Part 21m, 14m and 9m**

Table 1 - Summary of current and proposed controls under Parramatta LEP 2011

Control	Current*	Planning Proposal*
FSR	0.5:1	Part 1.6:1, 1.1:1 and 0.5:1**
Natural Resources Biodiversity	N/A	To map part of site as Natural Resources- Biodiversity to reflect existing Endangered Ecological Community (EEC) on the site.

\* See Maps in Section 4 'Mapping'

\*\*Part of site has nil height or FSR that correlates with SP2 zoning.

A Gateway determination for a previous version of this Planning Proposal was received from DP&E on 12 September 2016 (**Appendix 9**). This revised Planning Proposal responds to the conditions of the Gateway determination and the requirement for further studies to inform the planning controls for the subject site.

1. (f) reflect the outcome of any additional supporting studies as deemed necessary by Council which will include, at minimum, traffic and transport, urban design analysis, infrastructure needs and an ecological study. Any additional studies are to form part of the exhibition material.

## **PART 1 – OBJECTIVES OR INTENDED OUTCOMES**

The objective of this Planning Proposal is to allow for the redevelopment of the site for higher density residential development in a manner that does not result in adverse impacts on the natural and built environment. The Planning Proposal also seeks to achieve biodiversity protection.

In order to achieve this outcome, the provisions of Parramatta LEP 2011 as they currently apply will need to be amended. This planning proposal seeks to amend the land use zoning and building height and floor space controls in order to achieve the intended outcome.

In addition, and as a separate but concurrent process, an amendment to Parramatta DCP 2011 is also proposed. This amendment will provide more detailed development controls for the site.

## **PART 2 – EXPLANATION OF PROVISIONS**

This planning proposal seeks to amend *Parramatta LEP 2011* (*PLEP 2011*) in relation to the zoning, height and floor space ratio controls as detailed below

Control	Current*	Planning Proposal*	Required LEP Amendment
Zoning	<ul> <li>Part R2 Low Density Residential</li> <li>Part SP2 Infrastructure (Classified Road)</li> </ul>	<ul> <li>Part R4 High Density Residential</li> <li>Part R2 Low Density Residential**</li> <li>Part SP2 Infrastructure (Classified Road)</li> </ul>	Amend Map Sheet LZN_013
Height 9 metres		<ul> <li>Part 21m,</li> <li>Part 14m,</li> <li>Part 9m**</li> </ul>	Amend Map Sheet HOB_013

#### Table 2 – Summary required amendments to Parramatta LEP 2011

FSR	0.5:1	<ul> <li>Part 1.6:1,</li> <li>Part 1.1:1, and</li> <li>Part 0.5:1**</li> </ul>	Amend Map Sheet FSR_013
Natural Resources Biodiversity	N/A	To map part of site as Natural Resources-Biodiversity to reflect existing Endangered Ecological Community (EEC) on the site.	Natural Resources - Biodiversity Map

\* See Maps in Section 4 'Mapping'

\*\* No change to proposed to zoning, height or FSR on block of land along Homelands Ave

#### 2.1 Other relevant matters

#### 2.1.1 Voluntary Planning Agreement

The site and proposed development potential uplift being sought lends itself to the provision of public benefits, consistent with Council's Voluntary Planning Agreements policy. The proponent has expressed interest in entering into a Voluntary Planning Agreement (VPA). A formal letter of offer was received from the proponent on 8 June 2017 confirming that they are willing to enter into discussions with Council regarding a VPA under Section 93F of the Environmental Planning and Assessment Act 1979.

Any future VPA would need to be commensurate with the uplift being sought by the application. Consideration would also need to be given to the traffic upgrade requirements suggested by the RMS in its letter dated 24 March 2015 and those outlined in the Draft Carlingford Block Study 2017. These matters could be considered further following gateway determination.

#### 2.1.2 Draft Development Control Plan (DCP)

The subject site is located within the Carlingford Block Study area. A DCP will be prepared for the area in the form of an amendment to the Parramatta DCP 2011.

It is intended that the DCP will guide any future development in the Block Study area and on the site as a result of the Planning Proposal to control the built form and urban design outcomes. This will be reported to Council prior to its exhibition and it intended to be exhibited at the same time as the Planning Proposal.

### **PART 3 – JUSTIFICATION**

This part describes the reasons for the proposed outcomes and development standards in the planning proposal.

#### 3.1 Section A - Need for the planning proposal

This section establishes the need for a planning proposal in achieving the key outcome and objectives. The set questions address the strategic origins of the proposal and whether amending the LEP is the best mechanism to achieve the aims on the proposal.

#### 3.1.1 Is the Planning Proposal a result of any study or report?

The Planning Proposal is a result of an evaluation by BaptistCare of its assets. The Planning Proposal was informed and amended as a result of the Carlingford Block Study

investigation which was undertaken by Urbis in 2017 and commissioned by BaptistCare and SPD. A copy of the Carlingford Block Study is provided at **Appendix 1**.

The Planning Proposal has also been informed by a detailed Urban Design Analysis that was undertaken by AJ+C Architects. A copy of the Urban Design Analysis is included at **Appendix 2**.

# **3.1.2** 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 and most appropriate means of achieving the desired future redevelopment of this land. The land use zoning of the site needs to be changed in order to achieve redevelopment of the land for higher density residential development as this form of development is currently not permissible on the site. A planning proposal is the only means available to achieve a rezoning of the site.

#### **3.2** Section B – Relationship to strategic planning framework

This section assesses the relevance of the Planning Proposal to the directions outlined in key strategic planning policy documents. Questions in this section consider state and local government plans including the NSW Government's A Plan for Growing Sydney, Draft Towards a Greater Sydney 2056, Draft West Central District Plan, Greater Parramatta and Olympic Peninsula (GPOP), State Environmental Planning Policies, local strategic and community plans and applicable Ministerial Directions.

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

#### A Plan for Growing Sydney

On 14 December 2014, the NSW Government released '*A Plan for Growing Sydney*' which outlines actions to achieve the Government's vision for Sydney which is a 'strong global city and a great place to live'.

One of the key components of *A Plan for a Growing Sydney* is accelerate the delivery of new housing in Sydney to meet the needs of a bigger population and to satisfy a growing demand for different types of housing. Over the next 20 years, the population in Sydney will grow much faster than in the last 20 years. Projections indicate that Sydney will need around 664,000 additional homes over the next 20 years. New housing will be needed in greenfield locations and the established urban area. Providing housing in a variety of sizes, types and locations will be essential to meeting Sydney's future housing need. Increasing housing supply will boost economic activity and generate viable infrastructure and business investment opportunities.

The Planning Proposal will allow for increased density on a site which is currently underdeveloped based on its assessed development potential. The site has the capacity to be developed to provide approximately 407 dwellings in a location which is well serviced by public transport, close to facilities and amenities. Therefore, this Planning Proposal will assist in meeting the objectives of *A Plan for a Growing Sydney*.

#### Draft Towards Our Greater Sydney 2056

In November 2016, the Greater Sydney Commission released '*Towards Our Greater* Sydney 2056' - a draft amendment to A Plan for Growing Sydney. The document aligns

with the district plans and introduces the concept of three cities – Eastern City, Central City and Western City. The City of Parramatta LGA is located within the Central City.

Towards our Greater Sydney 2056 identifies the following directions, actions and priorities for the Central City and Greater Parramatta that are relevant to the site and Planning Proposal:

#### A Productive Greater Sydney

#### Metropolitan priority: A growing city

accommodate 1.74 million additional people and more than 725,000 new homes

#### Metropolitan priority: A 30-minute city

- Improve accessibility to jobs across all districts
- Improve the ability to walk to local services and amenities

#### Accelerate housing opportunities

- The feasibility of development, including financial viability across a range of housing configurations (one, two and three+ bedrooms) and consistency with market demand. Proximity to services including schools and health facilities.
- Consideration of heritage and cultural elements, visual impacts, natural elements such as flooding, special land uses and other environmental constraints.
- Consideration of local features such as topography, lot sizes, strata ownership and the transition between the different built forms.

#### A Liveable Greater Sydney

#### Metropolitan priority: An equitable, polycentric city

provide equitable access to health, open space and community and cultural infrastructure

#### Metropolitan priority: A city of housing choice and diversity

- support a range of housing choices at different price points to suit people through all stages of life
- increase housing supply that broadens choice and diversity
- in existing areas, prioritise new housing in places where daily needs can be met within walking distance or by public transport.

#### Metropolitan priority: A collaborative city

- achieve pathways for collaborative and shared use of social infrastructure, community resources and underutilised public assets such as schools, open spaces and residual government owned land to promote liveability, quality of life and resource efficiency
- lead the collaboration in the development of major city-shaping areas, such as the Western Sydney Airport and GPOP.

#### A Sustainable Greater Sydney

#### Metropolitan priority: A city in its landscape

- protect, extend and enhance biodiversity, regional and local open space systems, as well as scenic and cultural heritage together with productive landscapes
- increase access to open space, conserve the natural environment and enable healthy lifestyles and local food.

#### Comment:

In general, the Planning Proposal is consistent with the *Draft Towards Our Greater Sydney* 2056. Specifically, the Planning Proposal does the following:

- Provides additional housing (approximately 407 additional dwellings) within 30 minutes of the Parramatta CBD where there are a growing number of employment opportunities for future residents.
- The subject site is within close proximity to Carlingford train station and future light rail corridor and bus services along Pennant Hills Road. All are within walking distance to these services.

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

The Draft West Central District Plan (DWCDP) was released in November 2016 and outlines the Greater Sydney Commission's 20-year vision for the West Central District which comprises Blacktown, Cumberland, The Hills and the City of Parramatta Local Government Areas (LGAs).

The DWCDP identifies the NSW Government's key actions and priorities for the next 20 years with housing targets to deliver over 200,000 new homes.

Relevant objectives identified in the planning priorities for the West Central District include:

- Improving access to a greater number of jobs and centres within 30 minutes
- Improve housing choice
- Improve housing diversity and affordability
- Coordinate and monitor housing outcomes and demographic trends
- Create great places
- Foster cohesive communities
- Respond to people's need for services
- Enhancing the West Central District in its landscape
- Protecting the District's waterways
- Protecting and enhancing biodiversity
- Delivering Sydney's Green Grid

An increase in density on the subject site will contribute to the delivery of housing targets within this district by providing approximately 407 dwellings in a location which is well serviced by public transport, close to facilities, and amenities.

#### **Greater Parramatta and the Olympic Peninsula (GPOP)**

In October 2016, the NSW Government through the Greater Sydney Commission released the *Greater Parramatta and the Olympic Peninsula (GPOP) Vision*. GPOP has been identified as a new priority growth area in *A Plan for Growing Sydney*. GPOP is an urban renewal area spanning from Strathfield to Westmead and from Carlingford to Lidcombe and Granville, along the planned Parramatta Light Rail corridor. The subject site has been identified in the GPOP Vision as being within the 'Next Generation Living Camellia to Carlingford' (see Figure 8 below).

The following directions in the GPOP Vision are relevant to the proposal:

- Design Parramatta as our central '30-minute city', with good connectivity within GPOP and beyond to the north, south, east and west;
- Deliver a rich mix of housing to create inclusive and diverse 'inner-city' liveability across GPOP, to attract and retain talent; and

• Shape attractive and effective built environments and public spaces that reflect a focus on great urban design and environmental excellence.



Figure 2 - Subject site identified within the Parramatta CBD Source: GPOP Vision

#### Comment:

The Planning Proposal is generally consistent with the GPOP Vision. It provides new higher density housing in Carlingford within close proximity to public transport, local schools, amenities and services. The future light rail stop at Carlingford is approximately 800m from the site (walking distance) and will provide direct regular services to the Parramatta CBD and Westmead.

#### Parramatta Light Rail

In order to accommodate the rapid growth of the GPOP region, a vision to deliver an integrated light rail service has been proposed within walking distance of the block study area (see Figure 3 below). The proposed Parramatta Light Rail Corridor will improve the connectivity between Parramatta and Carlingford and create a greater connection between Carlingford to other key precincts, such as Telopea, Camellia, Newington, Burwood and Macquarie Park.

#### Comment:

The subject site is situated within ten minutes walking distance to two future light rail stops at Telopea and Carlingford Station. An increase in density on the site and in the wider Block Study area will provide more housing close to transport and services.



Source: GPOP Vision

# 3.2.2 Is the planning proposal consistent with the local council's Community Strategic Plan or other local strategic plan?

The following strategic planning documents are relevant to the Planning Proposal:

#### Parramatta 2038 Community Strategic Plan

Parramatta 2038 is a long term Community Strategic Plan for the City of Parramatta and it links to the long-term future of Sydney. The Plan formalises several big and transformational ideas for the City and the region.

The planning proposal is considered to meet the strategies and key objectives identified in the plan by facilitating the redevelopment of this site for the purposes of higher density residential development.

#### Draft Carlingford Block Study

The Draft Carlingford Block Study 2017 (Draft Block Study) can be found at **Appendix 1**. The Draft Block Study was undertaken by Urbis and reviewed land zoning and building controls relating to land bound by Martins Lane, Pennant Hills Road, Tintern Avenue and Homelands Avenue, Carlingford (shown in Figure 4 below). The area measures approximately 7 hectares and includes several large land holdings.



Figure 4 - Reference plan as per Draft Carlingford Block Study 2017 Source: Draft Carlingford Block Study, Urbis

The Draft Block Study was paid for and managed by the land owners/applicants of 264-268 Pennant Hills Road, Carlingford (Baptistcare – subject site); and 258-262 Pennant Hills Road and 17 & 20 Azile Court, Carlingford (SPD), who following a Council resolution of 14 June 2016 and 8 August 2016 (regarding their individual Planning Proposal applications), agreed to work together to complete the necessary Study.

The Draft Block Study recommends increases in density within the study area including heights ranging from 2-6 storeys. This could result in townhouses along Homelands Avenue and Tintern Avenue, and residential flat buildings along parts of Pennant Hills Road, parts of Martins Lane and parts of Azile Court. This will result in up to 770 new dwellings within the precinct. The proposed building envelopes for the precinct can be seen in Figure 5 below.



Figure 5 – Proposed built form envelopes as per Draft Carlingford Block Study 2017 Source: Draft Carlingford Block Study, Urbis

The Draft Block Study also recommends an improved public domain, new access roads, the signalisation of the Baker Street and Pennant Hills Road intersection, retention of high ecological value vegetation and the provision of a new public park. These are discussed in further detail below.

This Planning Proposal is fully consistent with the recommendations of the Draft Block Study. More detail is provided below in **Section 3.1.2**.

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

The following State Environmental Planning Policies (SEPPs) are of relevance to the site (refer to Table 3 below).

State Environmental Planning Policies (SEPPs)	Consistent: Yes - ✓ No - × or N/A	Comment
SEPP No 1 Development Standards	N/A	SEPP 1 does not apply to Parramatta LEP 2011
SEPP No 55 Remediation of Land	Yes	The site is currently used for residential purposes so the use of the site is fundamentally unchanged. The site is not likely to be contaminated, with this further considered as part of a future DA.
SEPP 64 – Advertising and Signage	N/A	Not relevant to proposed amendments.
SEPP No 65 Design Quality of Residential Flat Development	Yes	This is considered as part of the planning proposal assessment (discussed on page 23). Detailed compliance with SEPP 65 will be undertaken at DA stage.

Table 3 – Comparison of planning proposals with relevant SEPPs

State Environmental Planning Policies (SEPPs)	Consistent: Yes - ✓ No - × or N/A	Comment
SEPP No.70 Affordable Housing (Revised Schemes)	N/A	Not relevant to proposed amendments.
SEPP (Affordable Rental Housing) 2009	N/A	Not relevant to proposed amendments.
SEPP (BASIX) 2004	Yes	Any future development will need to comply with the provisions of the SEPP.
SEPP (Exempt and Complying Development Codes) 2008	Yes	Not relevant to proposed amendments.
SEPP (Housing for Seniors or People with a Disability) 2004	Yes	Not relevant to proposed amendments.
SEPP (Infrastructure) 2007	Yes	The provisions of the SEPP will apply to any redevelopment of the site.
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (new a Deemed SEPP)	Yes	The Principles contained within the SEPP as relevant to this planning proposal, particularly in relation to stormwater quality, stormwater quantity and ecological matters have been considered in the planning proposal.
		The provisions of the SEPP will apply to any redevelopment of the site.

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

In accordance with Clause 117(2) of the *EP&A Act 1979* the Minister issues directions for the relevant planning authorities to follow when preparing planning proposals for new LEPs. The directions are listed under the following categories:

- Employment and resources
- Environment and heritage
- Housing, infrastructure and urban development
- Hazard and risk
- Regional planning
- Local plan making
- Metropolitan planning

The following directions are considered relevant to the subject Planning Proposal.

Table 4 – Comparison of planning proposals	s with relevant Section 117 Directions

Section	Comment	Compliance
2. Environment and Heritage		
Direction 2.1 – Environmental Protection Zones	The site is not within an environmental protection zone however some existing vegetation on site is part of an endangered ecological community (EEC), namely trees that comprise part of the Sydney Blue Gum High Forest EEC.	Yes
	The concept scheme for the Block Study area and subject site ( <b>Figure 4</b> and <b>Figure 8</b> ) has been designed to avoid impacts on existing blue gums.	

Section	Comment	Compliance	
	The potential impacts of any redevelopment on existing vegetation, including an assessment of whether that vegetation is part of an EEC will be required to be assessed upon receipt of an application for redevelopment. Further discussion regarding EECs is provided in Section 3.3.1 of this report.		
Direction 2.3 - Heritage Conservation	Neither the site nor any buildings or landscape items on the site are items of environmental heritage. The site is not within a heritage conservation zone.	N/A	
3. Housing, Infrastructu	ire and Urban Development		
Direction 3.1 - Residential Zones	This Direction applies as the planning proposal will affect land within an existing residential zone.	Yes	
	The objectives of the Direction are:		
	<ul> <li>to encourage a variety and choice of housing types to provide for existing and future housing needs,</li> </ul>		
	<ul> <li>to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and</li> </ul>		
	• to minimise the impact of residential development on the environment and resource lands.		
	The planning proposal is considered to be consistent with the objectives because:		
	<ul> <li>It will allow for the development of a range of housing types on the site including residential flat buildings, thus providing more housing choice in a location which has good access to public transport</li> </ul>		
	The site is adequately serviced by essential infrastructure.		
Direction 3.4 -	The objectives of this Direction are as follows:	Likely	
Integrating Land Use and Transport	<ul> <li>improving access to housing, jobs and services by walking, cycling and public transport, and</li> </ul>		
	<ul> <li>increasing the choice of available transport and reducing dependence on cars, and</li> </ul>		
	<ul> <li>reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and</li> </ul>		
	<ul> <li>supporting the efficient and viable operation of public transport services, and</li> </ul>		
	providing for the efficient movement of freight.		
	This site is well located in terms of access to public transport and other services and therefore there will be opportunities for future residents to use alternative forms of transport and reduce dependence on private cars. The location of the subject site within 800m of the Carlingford Train Station and future Parramatta Light Rail provides opportunities for future residents to take public transport.		
	The transport report at <b>Appendix 3</b> discusses the opportunities to utilise alternative forms of transport.		
4. Hazard and Risk			
Direction 4.1 - Acid Sulfate Soils	The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils.	Yes	
	Council has no Acid Sulfate Soil information relating to the subject site. Nonetheless, clause 6.1 (Acid Sulfate Soil) of		

Section	Comment	Compliance	
	Parramatta LEP 2011 will be required to be addressed as part of any future development application for the site, including the potential requirement for the preparation of Acid Sulfate Soils Management Plan where relevant.		
Direction 4.3 – Flood Prone Land	The subject site is not flood prone.	Yes	
6. Local Plan Making			
Direction 6.2 – Reserving Land for a Public Purpose	The site is affected by an SP2 zone which provides for road widening along part of the Pennant Hills Road frontage.	Yes	
	This planning proposal does not seek to remove or alter the SP2 zone as it affects the site.		
	The concept scheme provides sufficient flexibility to allow for this road widening to be provided in the future, if required.		

#### **3.2** Section C – Environmental, social and economic impact

This section considers the potential environmental, social and economic impacts which may result from the Planning Proposal.

# 3.1.1. 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?

An arborist assessment commissioned by BaptistCare as part of it ongoing maintenance program for the existing seniors housing development identified a number of Sydney Blue Gums (*Eucalyptus saligna*) on the site. A copy of the Arborist assessment is provided at **Appendix 6**.

The arborist report states:

No heritage listed trees were found on site. There were no individual tree species identified on site that are listed as endangered, critically endangered or vulnerable under the TSC Act and EPBC Act. There is a significant group of E. saligna trees on this site towards the southern boundary which may constitute Blue Gum High Forest. These do not appear on the local Parramatta LEP 2011 plans as biodiversity. These are protected and would require further application to the department of land and water conservation for approved works in intervention and reduction of risk.

The concept scheme (Figure 8) has had regard to existing trees, including the stand of Blue Gums adjacent to the southern boundary of the site. As far as possible, the concept scheme makes provision for the retention of trees identified in the arborist report as trees to be retained.

BaptistCare has also commissioned an Assessment of Significance of the Blue Gum High Forest (BGHF) critically endangered ecological community (EEC) which was undertaken by Cumberland Ecology, a copy of which is provided at **Appendix 7**.

Cumberland Ecology has confirmed that the site does contain approximately 0.28ha of BGHF. As part of their assessment, Cumberland Ecology developed a map of the areas of highest ecological constraint to future development and, conversely, the areas of least

constraint to future development. Constraints identified primarily focused on impacts associated with Threatened Species Conservation Act (TSC Act) listed species and their habitats, communities and populations. A Constraints Map extracted from Cumberland Ecology is provided in **Figure 6** below.

The assessment by Cumberland Ecology has produced areas of high and low constraint. The high constraint aligns with the BGHF shaded green and blue. The remainder of the site is a low constraint being either existing buildings or planted vegetation.



Figure 6 - Ecological constraints on subject site as shown in Ecological Report Source: Cumberland Ecology

The following is an extract from the Ecological Constraints Assessment prepared by Cumberland Ecology:

The Blue Gum High Forest on the subject site exists as 14 scattered canopy trees with a highly modified understorey and has moderate conservation significance. Nonetheless, the community is critically endangered, and is at great risk from development in general. Presently though, the remnant trees within the subject site do not greatly contribute to the long-term survival of the community in the locality. Assuming the Planning Proposal would facilitate the removal of all 14 E. saligna remnant trees (0.28 ha of Blue Gum High Forest), the result would have a significant impact on the community within the subject site, but not in the locality as the community is conserved in nearby parks and reserves. As evidenced in the Master Concept Plan (see Figure 1.3), it is unlikely that a proposed future development would clear all 14 remnant trees within the subject site, reducing the impacts on the community within subject site and the locality.

Council's Open Space and Natural Area officer has provided the following comment:

"A review of the report confirms the presence of 0.28ha of Blue Gum High Forest (BGHF) in 2 distinct areas comprising:

- Area 1 (11 x Eucalyptus saligna) located along the southern edges of the site;
- Area 2 (3 x Eucalyptus saligna) located along the south-eastern edges of the site.

A number of these trees feature hollows, which provide important habitat for local native fauna. Whilst a modified understorey exists, these BGHF areas are consistent with the NSW Scientific Committee Determination for Critically Endangered Blue Gum High Forest (Threatened Species Conservation Act 1995). BGHF has been reduced to less than 5% of its original extent, with the remaining patches being fragmented, lacking native understorey and surrounded by urban development.

The report therefore regards the BGHF within the site to be of 'moderate conservation significance' and that 'its removal could be considered significant given that the community is listed as critically endangered' and 'will contribute to the cumulative loss of what is considered to be an over-cleared vegetation community'.

The report notes that 'the planning proposal has the potential to cause a significant impact on Blue Gum High Forest through facilitation of future urban development of the subject site' and 'has the potential to cause a significant impact on the community within the subject site if avoidance measures aren't taken '.

It recommends that 'any development facilitated by the Planning Proposal avoids the removal of Eucalyptus saligna trees where possible' and 'that characteristic shrub and understorey BGHF plant species may be incorporated into the landscape plan to further increase the ecological functioning of the community within the subject site'.

#### **Recommendations**

i. In recognition of the conservation significance of the BGHF within the site, it is recommended that the BGHF Areas 1 & 2 (Figure 3.1) are included within the Natural Resources - Biodiversity Map (as this is consistent with other Critically Endangered Ecological Communities located on non-public land within Parramatta LGA);

ii. Buildings (and other infrastructure) are to be located and designed to ensure the retention and ongoing health of the 14 x Eucalyptus saligna trees in Areas 1 & 2 (Figure 3.1);

*ii. Landscaping within the site in proximity to the BGHF Areas 1 and 2 is to incorporate the use of BGHF understorey plant species.*"

The Planning Proposal includes a draft map showing the area to be included in the Natural Resources Biodiversity Layer. Any associated DCP for the Carlingford Block Study area could also include controls relating to the specific retention of the existing Blue Gum High Forest trees and other areas of high and moderate ecological value.

In view of this assessment, it is considered that there is no impediment to the Planning Proposal proceeding. It is acknowledged that as part of any future application for the development of the site would need to include an assessment of potential impacts on the EEC and threatened species in accordance with Section 5A of the EP&A Act (the 'Assessment of Significance') and if the Assessment of Significance concluded that the proposed development would have a significant impact on Blue Gum High Forest or threatened species, a Species Impact Statement (SIS) would need to be undertaken.

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

The main potential environmental impacts to be examined in detail with any future development proposal for the site are:

- Traffic, Access and Transport
- Urban Design
- Overshadowing and Privacy
- Noise
- Topography
- Stormwater Management

#### Traffic, Access and Transport

The subject site is located approximately 800 metres (10 minutes' walk) from Carlingford and Telopea train stations. Both stations are on the Carlingford line which offers connectivity to Clyde and on to the wider rail network. The Carlingford train service is proposed to cease when the Parramatta Light Rail replaces heavy rail between Camellia and Carlingford. The light rail will provide more regular services and connect the subject site with the Parramatta CBD and Westmead. The site is also serviced by several bus stops along Pennant Hills Road that provide frequent services.

The subject site adjoins Pennant Hills Road and is subject to a road widening reservation, to be acquired by the RMS. Given this affectation, the Planning Proposal has been referred to RMS for comment. The Draft Block Study (**Appendix 1**) considers the road widening reservation on the subject site and other sites in the Study area and the proposed built form is adequately setback from Pennant Hills Road as a result.

The Planning Proposal is supported by a Traffic Assessment Report by Colston Budd Hunt and Kafes (**Appendix 3**). It is also supported by an updated traffic report which was undertaken for the wider block study area by Colston Budd Rogers and Kafes (CBRK), which takes into consideration comments raised by Council officers and NSW Roads and Maritime Services (RMS).

In their letter dated 24 March 2015, the RMS raised no objection to the planning amendments sought by the Baptistcare Planning Proposal. However, the RMS requested that it be demonstrated that the following works can be achieved, should the Planning Proposal be endorsed:

• Signalisation of Pennant Hills Rd/Baker St intersection;

- Signalised vehicular access/egress to the site at Pennant Hills Rd/Baker St intersection, including:
- Right turn movements from Pennant Hills Rd into the site are not to be permitted;
- Diamond right turn phasing right turn out of the site is restricted;
- Internal streets designed to avoid vehicle rat-running through the site;
- Intersection of Pennant Hills Road and Martins Lane is to be widened to allow for left in/left out movements,
- No right hand turns movements from Martins Lane to Pennant Hills Road or from Pennant Hills Road into Martins Lane will be permitted.

The RMS has requested that these works be fully funded and constructed by the developer/proponent, including the maintenance of the traffic control signals for the first 10 years. The RMS has also requested that the developer/proponent be required to submit detailed civil signal design plans to meet RMS requirements, and enter into a Works Authorisation Deed (WAD) with the RMS.

Consistent with the recommendations of the traffic report for the Draft Block Study by CBRK, earlier comments from Council's Traffic and Transport team and comments from the RMS, the following traffic management improvements are recommended for the Block Study area:

- New signalised intersection of Baker Street and Pennant Hills Road this will provide improved access and connection to amenities and schools north of the precinct;
- New traffic lights on Baker Street intersection this will provide safer pedestrian crossing across Pennant Hills Road;
- Providing a new street as an extension of Baker Street through the Block Study Precinct – this will improve the overall permeability of the Block Study Precinct;
- The existing carriageway on Martins Lane to remain unchanged, but include widening for public domain improvements such as footpaths, street planting and indented parallel parking bays;
- At intersection with Pennant Hills Road and within the public domain set-out, Martins Lane has the potential to be widened to provide for left in/left out movements; and
- The proposed new street connections, public domain upgrades will provide increased connectivity for pedestrians and cyclists.

The provision of new internal public roads as recommended above would be delivered (in part) across a portion of those sites shown below in Figure 7, with the remaining land to be dedicated by the applicant for this Planning Proposal and the applicant for the Planning Proposal at 258-262 Pennant Hills Road and 17 and 20 Azile Court, Carlingford. Delivery of traffic lights at the intersection of Pennant Hills Road, Baker Street and any new internal north-south road would also be required. It is expected that the delivery of the roads/intersection would be in part via voluntary planning agreements with the planning proposal applicants, and possibly in part via a future Section 94 contribution plan.



Figure 7 - Draft Public Doman Set-out Plan (left) and concept design for new intersection (right) Source: Draft Carlingford Block Study, Urbis

The Draft Block Study and associated traffic report was sent to NSW Roads and Maritime Services (RMS) for comment on 16 March 2017. Comments received from RMS were in relation to specific details of the proposed signalisation of Pennant Hills Road / Baker Street and additional details sought on cost splitting and funding mechanisms. A supplementary report was then prepared by CBRK to address the matters raised and forwarded to RMS for review. Further comments were received from RMS on 2 June 2017 where it was requested that additional information about funding be provided and that they inform future VPA negotiations. The planning proposal applicants have engaged SGS to undertake additional work in relation to infrastructure funding and apportionment of contributions. This is yet to be received and will need to be detailed and reviewed post-Gateway but prior to exhibition.

#### Recommendations:

- It is recommended that the applicant continues to liaise with the RMS in relation to the proposed traffic management improvements.
- It is also recommended that the CBRK report be amended to reflect the revised planning proposals and the recently received comments from the RMS.
- In addition, it is recommended that further analysis is informed by discussions with RMS and Transport for NSW. The funding of the proposed traffic management improvements and cost-splitting arrangements will also need to be detailed post-Gateway but prior to exhibition.

#### **Urban Design**

As noted in Council's report of 14 June 2016 and the previous version of this Planning Proposal dated August 2016, Council officers raised a number of urban design concerns in relation to the proposal. These matters were further considered via studies required by Council's resolution of 14 June 2016. One of these studies was the Draft Block Study – discussed above in **Section 3.2.2**.

Council officers have worked with the applicants to refine the concept plan for the subject site and have considered the block study area in its entirety in order to address concerns raised in previous reports to Council regarding the Planning Proposal and satisfy the condition of the Gateway Determination received for the Baptist Care site requiring further

studies. The concept scheme for the subject site is consistent with the findings and recommendations of the Draft Block Study. This concept plan is shown below in Figure 8.



Figure 8 – Concept plan for subject site extracted from the Draft Block Study

The Planning Proposal for the Baptist Care site will result in a number of residential apartment buildings ranging from 4-6 storeys surrounding communal open space. This will result in a dwelling yield of approximately 407 apartments which has been calculated based on 34,600m<sup>2</sup> residential GFA and an average of 85m<sup>2</sup> for each apartment as shown in Table 5 below.

Site: 264-268 Pennant Hills Road (Baptist Care)			
Total site area*	27,493 sqm*		
Site area (land with FSR of 1.6)	9,582 sqm		
Site area (land with FSR of 1.1)	17,517 sqm		
GFA (land with FSR of 1.6)	15,331 sqm		
	180 dwellings (at 85 sqm each)		
GFA (land with FSR of 1.1)	19,269 sqm		
	226 dwellings (at 85 sqm each)		
TOTAL GFA	34,600 sqm		
	407 dwellings (at 85 sqm each)		

Table 5 - Development yield under the proposed development concept

\*Excludes land zoned SP2 and block of land along Homelands Ave

A long section through the subject site is shown below in Figure 9. These sections from Pennant Hills Road to the southern boundary illustrate how future building height and scale changes with the slope of the land.



Figure 9 – North-South sections for the subject site illustrating building heights and response to slope

The built form outcomes for the subject site has been developed in consultation with Council officers as part of the Block Study. The proposed built form enables the ability to achieve good urban design and design quality outcomes.

The proposed controls and configuration of the BaptistCare site results in achieving the following key benefits:

- New connections and linkages provide increased permeability for the Precinct;
- High value vegetation for the site is retained, maintaining the distinctive landscape character for the precinct and providing good quality green spaces for the community;
- It enables good frontage and activation to streets and open space providing opportunities for passive surveillance and defining the private and public realm.
- Building interfaces are well defined ensuring good streetscape character, territorial definition and enabling supporting positive outcomes for private and public open space.

#### Compliance with SEPP 65 and Apartment Design Guide

The Draft Block Study makes reference to the subject site and the ability of the Planning Proposal to meet the requirements of SEPP 65 and the Apartment Design Guide (ADG). A high-level review of the layout plan in accordance with the ADG is summarised below:

- The layout plan for BaptistCare site has been designed to achieve at least 60% cross ventilation in all buildings.
- The layout is capable of achieving 70% solar access, and all but one building achieves over 70%. The average across 6 buildings is 75.66%.
- There are less than 15% apartments not receiving any solar access between 9am and 3pm mid-winter (Approx 12% on Site A– 4 out of 34. Less than 4% on Site B - 2 out of 51).

- Deep soil is easily achieved as all car parking proposed to be basement parking.
- Communal open space meets the requirements of the ADG 25% site area minimum.
- Separation of buildings are in accordance with ADG.
- 2 hours of Solar access to a minimum 50% communal open space is achieved as illustrated in the shadow diagrams for the subject site.

#### **Overshadowing and Privacy**

The findings of the extent of overshadowing from the concept scheme buildings on adjoining properties on June 21 (winter solstice) are detailed in the Carlingford Block Study at **Appendix 1** to this report. As shown in the Study (Figure 10 below), communal open space areas within the Block Study Precinct maintain solar access between 10 am and 1pm for most sites.



Figure 10 – Overshadowing on June 21 at 9am (left), 12pm (centre), 3pm (right) Source: Carlingford Block Study, Urbis, 2017

Access to sunlight within apartments and private open spaces is measured at midwinter (21 June) from 9 am to 3 pm, as this is when the sun is lowest in the sky. This represents the 'worst case' scenario for solar access.

The diagrams above (Figure 10) illustrate that the proposed park located at the centre of the precinct will have at least 3 hours solar access between 10 and 2pm.

Communal open space areas within the Block Study Precinct maintain solar access between 10 am and 1pm for most sites.

Overshadowing on the adjacent Charles Street dwellings is limited to after 2 -pm.

The impact of shadows and solar access to residential units will be assessed in detail as the design for residential buildings is further developed at DA stage.

#### Noise

The main source of external noise that could impact on the amenity of future residents of a higher density development on this site is traffic flow along Pennant Hills Road, which carries in excess of 14,500 vehicles per day.

BaptistCare commissioned an assessment of road traffic noise in order to assess traffic noise levels at the site and to ascertain if any acoustic treatments will be required. A copy of the acoustic report prepared by Acoustic Logic is included at **Appendix 4** to this report.

The report noted that implementation of a 15m landscaped setback to Pennant Hills Road would result in a lower noise level on the northern façade of any buildings fronting that road. In addition, specific treatments to the construction of the building and glazing will need to be implemented to achieve acceptable internal noise levels. These treatments will satisfy the relevant Council, Infrastructure SEPP and Australian Standards.

These matters can be addressed as part of a future Development Application.

#### Topography

The site slopes steeply from Pennant Hills Road to Homelands Avenue at the south of the site. The slope from north to south is approximately 23m. The topography of the site allows for a variety of building heights and forms to be considered.

The building footprints in the concept scheme (Figure 8 and Figure 9 above) have been positioned to minimise re-contouring of the land and to take advantage of the district views. The slope of the land allows for buildings to follow the slope and will ensure that the taller structures do not dominate the skyline.

#### Stormwater Management

Calibre Consulting, on behalf of BaptistCare, undertook an analysis of current stormwater discharge from the site. A copy of the Calibre Consulting assessment is included at **Appendix 5** to this report.

Calibre Consulting found that:

Stormwater drainage and treatment measures for any redevelopment of the site will be required to be designed to incorporate Environmentally Sustainable Design (ESD) and Water Sensitive Urban Design (WSUD) principles in order to reduce peak stormwater discharge and runoff volume, improve stormwater runoff quality and reduce demands on potable water. Measures to achieve these aims could include overland flow paths and inground drainage systems, Onsite Stormwater Detention (OSD), rainwater harvesting and re-use, gross pollutant traps and bio-retention systems.

The Parramatta DCP 2011 requires the implementation of Water Sensitive Urban Design (WSUD) principles as part of any redevelopment of a site. This process will ensure that the quality of stormwater leaving the site is improved and that the quantity of stormwater discharge from the site post development is not greater than existing levels.

A DCP for the Carlingford Block Study area will be prepared and will include an objective for any redevelopment of the site to achieve a net benefit in terms of stormwater discharge quantities and quality. These matters can be considered as part of a future development application.

# 3.1.3. How has the planning proposal adequately addressed any social and economic effects?

The planning proposal will allow for the site to be developed for higher density residential development which will add to the supply of housing available in a location accessible to a range of public transport services.

The potential 'loss' of the existing seniors housing has been assessed by BaptistCare, the current provider. BaptistCare is a recognised and respected community housing provider in NSW and they have a number of other aged care and seniors housing facilities within the catchment of the Carlingford site which are better suited and more in keeping with the community's expectations for this form of housing. The applicant has advised that the upgrades required to the existing services at Carlingford in order to satisfy BaptistCare's benchmark of high quality residential accommodation are not feasible given the availability of alternative accommodation and the age of the existing assets at Carlingford. Therefore, the removal of the seniors housing from the site is unlikely to result in adverse social impacts.

There are currently some 245 'beds' at Carlingford. Including existing residents, staff and visitors, the daily 'population' of the site is in the order to 437 persons.

The applicant has calculated that the removal of the seniors housing will result in the 'loss' of approximately 100 direct and indirect jobs from the site. However, the applicant has advised that it is proposed to transfer displaced residents to alternative facilities in which case those jobs will not be lost, just relocated. The removal of these jobs from the site is unlikely to result in adverse economic impacts in the locality. Further, redevelopment of the site for the purposes of residential flat buildings has the potential to generate jobs in the construction industry.

#### **3.3 Section D – State and Commonwealth Interests**

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

In order to consider the capacity of the site to accommodate higher density residential development, the applicant undertook an assessment of the local and regional road network together with an assessment of stormwater discharge from the existing development on the site.

The transport review at **Appendix 3** also acknowledged that the site has access to public transport, which will minimise traffic generation from the site.

In relation to stormwater drainage, the hydraulic assessment at **Appendix 5** notes that any future development of the site will require the implementation of Water Sensitive Urban Design (WSUD) principles, which will ensure the quality of stormwater leaving the site will be improved and the quantity of stormwater discharge from the site post development will not be greater than current levels.

The site is currently serviced by essential infrastructure. Should any services require augmentation as a result of redevelopment, this would be the responsibility of future developers.

# **3.4.2** What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

As per the Gateway determination from the NSW Department of Planning and Environment dated 12 September 2016, consultation is required with the following public authorities under section 56(2)(d) of the Act, as follows:

• Office of Environment and Heritage

- Department of Education and Communities
- Transport for NSW Sydney Trains
- Transport for NSW Roads and Maritime Services
- Telstra
- Sydney Water
- Endeavour Energy
- The Hills Shire Council

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

## PART 4 – MAPPING

This section contains the mapping for this planning proposal in accordance with the DP&E's guidelines on LEPs and Planning Proposals.

#### 4.1 Existing controls

This section contains map extracts from *LEP 2011* which illustrate the current controls applying to the site.

#### Zoning

Figure 11 below illustrates the existing part R2 Low Density Residential, and part SP2 Infrastructure zones applying to the site.



Figure 11 – Existing land zoning extracted from *PELP 2011* Land Zoning Maps

#### **Maximum Height of Buildings**

Figure 12 below illustrates the existing 9m height of building control applying to the site.



Figure 12 – Existing height of building extracted from *PELP 2011* Height of Building Maps

#### **Maximum Floor Space Ratio**

Figure 13 below illustrates the existing 0.5:1 FSR applying to the site.



Figure 13 - Existing floor space ratio extracted from PELP 2011 Floor Space Ratio Maps

#### 4.2 **Proposed controls**

The figures in this section illustrate the proposed zoning, maximum building height and maximum floor space ratio controls sought by this planning proposal.

#### **Proposed Zoning**

Figure 14 below illustrates the proposed part R2 Low Density Residential, part R4 High Density Residential and part SP2 Infrastructure (Classified Road) across the site.



Figure 14 – Proposed amendment to PLEP 2011 Land Zoning Map

#### **Proposed Height of Buildings**

Figure 15 below illustrates the proposed maximum height of building controls across the site. As can be seen, the proposed maximum building heights on the site range from 9 metres – 21 metres with the SP2 land along Pennant Hills Road without a maximum building height control.



Figure 15 - Proposed amendment to PLEP 2011 Height of Building

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

Figure 16 below illustrates the proposed maximum floor space ratio (FSR) controls across the site. As can be seen, the proposed maximum FSR on the site ranges from 0.5:1 along Homelands Avenue to 1.6:1 along Pennant Hills Road. The middle portion of the site, shown as "O" below provides for an FSR of 1:1 on that section of the site. The land zoned SP2 (Classified Road) will continue to be without an FSR control.



Figure 16 - Proposed amendment to PLEP 2011 Floor Space Ratio Map

#### **Proposed Natural Resources Biodiversity**

Figure 17 below illustrates the proposed Natural Resources – Biodiversity on the site.



Figure 17 – Proposed amendment to PLEP 2011 Natural Resources Biodiversity

## **PART 5 – COMMUNITY CONSULTATION**

In accordance with Section 57(2) of the *EP&A Act 1979*, the Director-General of Planning must approve the form of the planning proposal, as revised to comply with the gateway determination, before community consultation is undertaken.

Public exhibition is likely to include:

- newspaper advertisement;
- display on the Council's website; and
- written notification to surrounding landowners.

As per the Gateway determination dated 12 September 2016, the Planning Proposal will need to be publicly exhibited for a minimum of 28 days; and Council must comply with the notice requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with planning proposals as identified in Section 5.5.2 of *A Guide to Preparing LEPs* (Department of Planning and Environment 2013).

Pursuant to Section 57(8) of the *EP&A Act 1979* the Relevant Planning Authority (City of Parramatta) must consider any submissions made concerning the proposed instrument.

## PART 6 – PROJECT TIMELINE

The detail around the project timeline is expected to be prepared following the referral to the Minister for review of the Gateway Determination.

The following steps are anticipated:

- Referral to the Department of Planning and Environment and confirmation that Planning Proposal has met the conditions of the Gateway determination
- Commencement and completion dates for public exhibition period and government agency notification
- Consideration of submissions
- Consideration of proposal post exhibition and reporting to Council
- Submission to the Department to finalise the LEP
- Notification of Instrument

## **Attachment 1 - List of Planning Proposal Attachments**

- Appendix 1 Carlingford Block Study
- Appendix 2 Urban Design Analysis
- Appendix 3 Traffic and Parking Assessment
- Appendix 4 Acoustic Assessment
- Appendix 5 Hydraulic Assessment
- Appendix 6 Arborist Assessment
- Appendix 7 Ecological Assessment
- Appendix 8 Council Report of 14 June 2016
- Appendix 9 Gateway Determination dated 14 September 2016



Prepared by City of Parramatta Council

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