

Planning Services

Gateway Determination Report

LGA	City of Parramatta Council
PPA	City of Parramatta Council
NAME	Cowper Street, Granville (620 dwellings)
NUMBER	PP_2019_COPAR_001_00
LEP TO BE AMENDED	Parramatta Local Environmental Plan 2011
ADDRESS	14-38 Cowper Street, 5 and 5A Rowell Street and 21-41 East Street, Granville
DESCRIPTION	Lot 50 DP 1238546
RECEIVED	6 February 2019 (additional information received 18 March 2019)
FILE NO.	IRF19/1017
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

INTRODUCTION

Description of planning proposal

The planning proposal seeks to amend the Parramatta Local Environmental Plan (LEP) 2011 as it applies to 14-38 Cowper Street, 5 and 5A Rowell Street and 21-41 East Street, Granville by increasing the current permitted maximum height of building control from 52m (14 storeys) to part 92m (25 storeys) for the western portion of the site containing 'Building C' and to retain the existing 52m across the remainder of the site.

No additional residential or commercial floor space will be generated as a result of the planning proposal.

Site description

The subject site is legally defined as Lot 50 DP 1238546.

The site has an area of approximately 9,950m² and is bounded by Cowper Street to the north, Rowell Street to the west and East Street to the south (**Figure 1**).

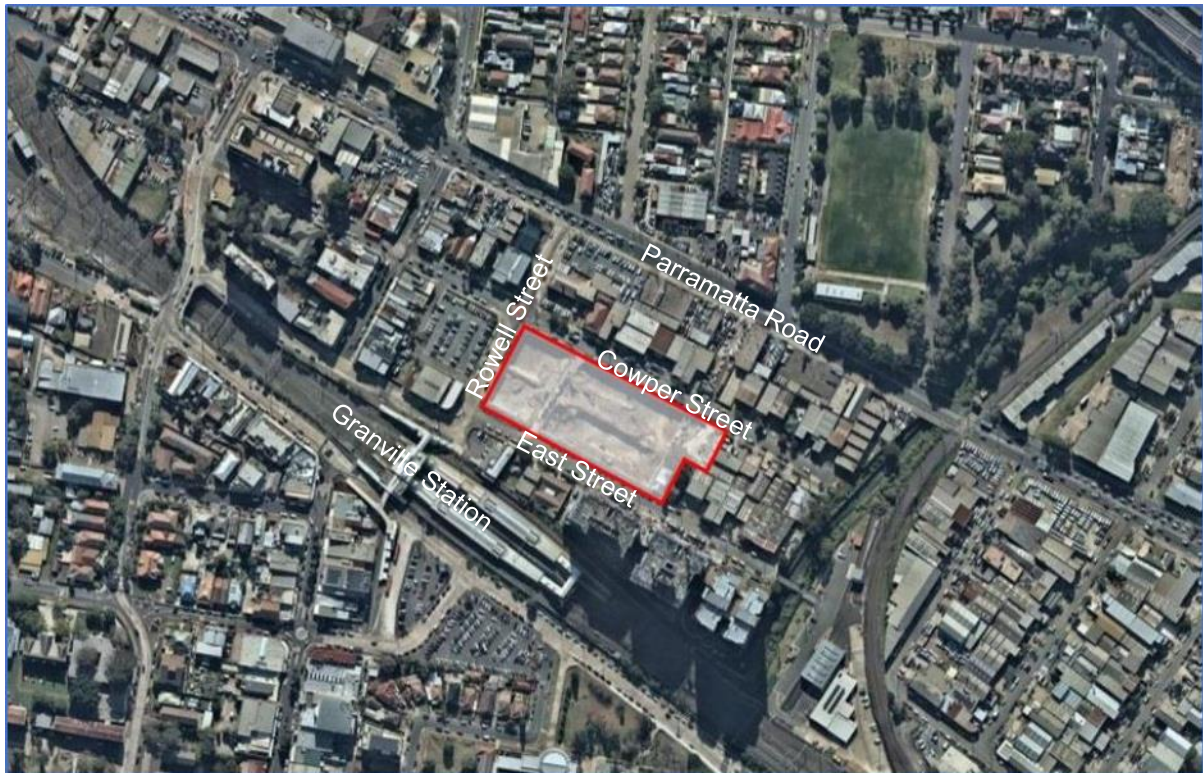


Figure 1: Site at 14-38 Cowper Street, 5 & 5A Rowell Street and 21-41 East Street, Granville subject to the planning proposal (outlined in red).

A development application (DA) has been approved on the site (DA/961/2015) for a mixed use development comprising three residential towers (Buildings A, B and C) above a four storey podium and commercial ground floor (**Figure 2**). These towers are approved with varying heights, ranging from 14 to 21 storeys and combined will provide 618 residential apartments, 12 commercial tenancies and 633 car parking spaces.

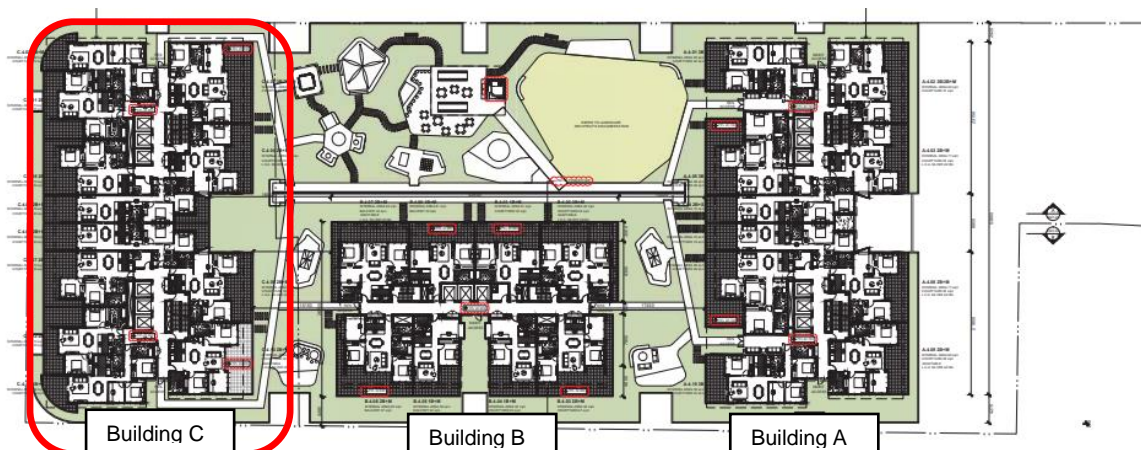


Figure 2: Site layout for approved DA with Building C (red outline) on the western portion of the site.

Supporting the proposal is a preliminary development concept for a 91.3m tower on the Building C portion of the site (**Figure 3**).

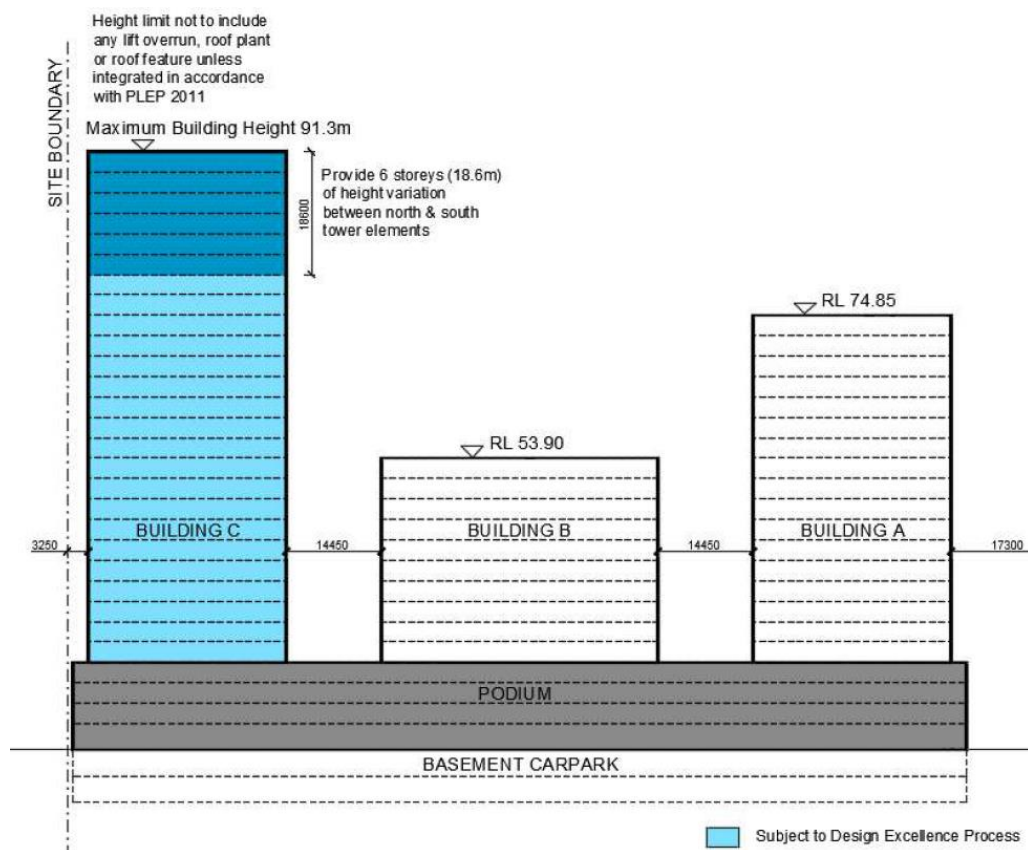


Figure 3: Preliminary design concept for a 91.3m tower on the Building C portion of the site (source: planning proposal documentation).

Under the approved DA, Building C has a 70m height limit which equates to a 35% variation (clause 4.6) to the existing 52m height limit. Demolition and early works for the DA have begun.

Existing and proposed planning controls

The existing and proposed planning controls under Parramatta LEP 2011 applicable to the subject land are summarised in Table 1 below:

Table 1: Existing and proposed planning controls.

4-38 Cowper Street, 5 and 5A Rowell Street and 21-41 East Street	Land use zoning	Maximum building height	Design Excellence	Maximum FSR	Heritage
Existing	B4 Mixed Use	52m	Clause 6.13 Design Excellence does not apply to site	The site has an area of 9,950m ² and therefore has a permissible Floor Space Ratio (FSR) of 6:1 clause 4.3(2A)	Local heritage item (I107) at 21-23 East Street
Proposed	No change	92m	Apply Clause 6.13 to site	No change	No change

Surrounding area

Granville's railway station is approximately 75m walking distance from the site to the south and Parramatta Road is approximately 150m to the north. The site is approximately 2km east of the Parramatta CBD and 22km west the Sydney CBD.

Granville is undergoing urban renewal with several DAs approved for consolidation and redevelopment of existing low rise commercial/industrial sites into mixed use development (**Figure 4**).

A similar planning proposal was recently approved on East Street, which is immediately south of the subject site. The proposal sought to amend the Parramatta Local Environmental Plan 2011 to increase the site's height of building controls from 52m to 82m and exempt the site from the sliding scale FSR provisions to reach a more desirable built form outcome.

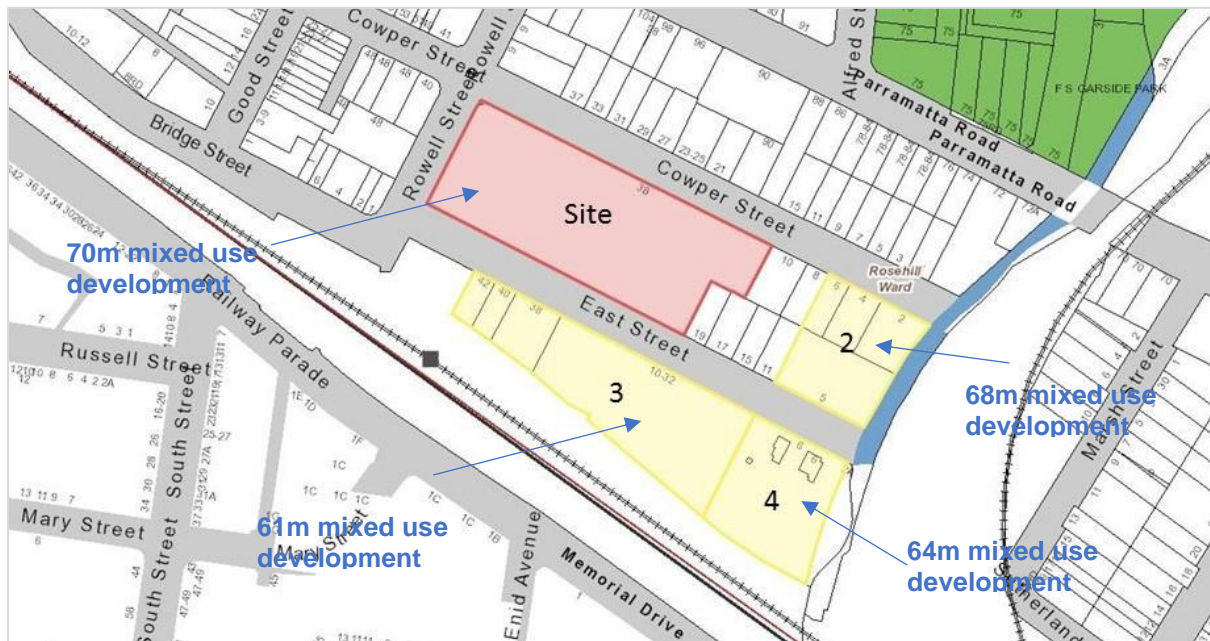


Figure 4: Approved DAs at the site and in its immediate vicinity.

Summary of recommendation

It is recommended that the planning proposal proceed to Gateway determination subject to conditions. These conditions have been recommended for the following reasons:

- to achieve consistency with the relevant strategic planning framework documents, including the Parramatta Road Corridor Urban Transformation Strategy;
- to ensure the planning proposal is supported by an anticipated timeframe for completion; and
- to specify community and agency consultation requirements.

PROPOSAL

Objectives or intended outcomes

The objective of the proposal is to increase the permissible height of building (HOB) control from 52m to 92m for the western portion of the site under the Parramatta LEP 2011 to a better built form outcome.

By doing this, Council considers that the proposal will 'broadly apply the recommendations of the Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) to address the current 'mismatch' of the existing height and FSR controls experienced on the B4 Mixed Use zoned land in Granville.'

Explanation of provisions

In summary the proposed amendments to the Parramatta LEP 2011 include:

- amend the maximum building height in the Height of Buildings Map (Sheet HOB_010) from 52 metres to part 92 metres (but only for the portion of the land containing Building C) and retain the existing 52m for the remainder of the site.
- Identify the portion of the land containing Building C as "A" in the Design Excellence Map (Sheet DEX_010) to ensure that it is subject to an appropriate design competition as per Clause 6.13 of the PLEP 2011 (refer to Figure 13 in Part 4 of the Planning Proposal).

The Objectives and Explanation of Provisions are specific enough to clearly identify the intent of the proposal.

Mapping

Mapping is provided with the planning proposal as follows (**Figures 5 and 6**).

The Height of Building and Design Excellence mapping extracts provided with the planning proposal are suitable for community consultation.

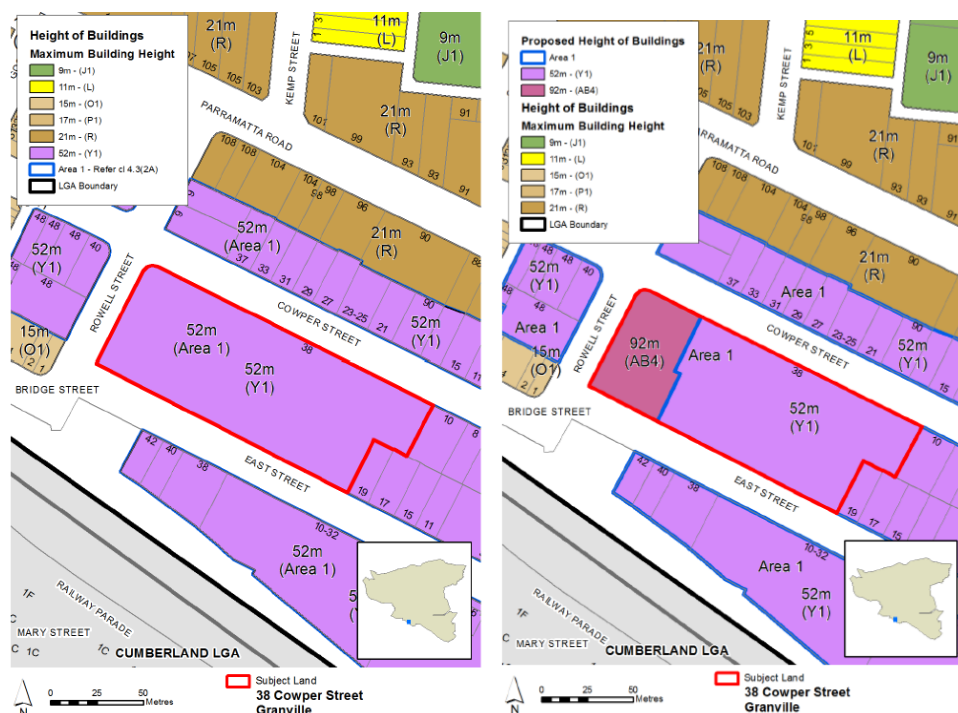


Figure 5: Current (left) and proposed Height of Building maps (right).

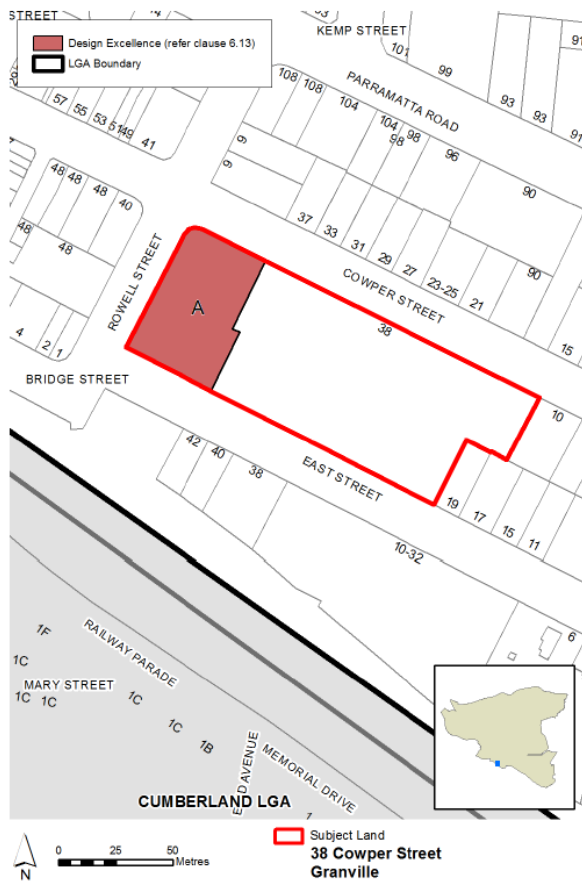


Figure 6: Proposed Design Excellence map.

NEED FOR THE PLANNING PROPOSAL

The planning proposal intends to increase the height of the western portion of the site. The Council considers the re-distribution of height provides more certainty for the development to reach the site's permissible FSR controls in the LEP and achieve improved urban design outcomes.

A planning proposal is considered to be the best way to achieve the intended outcomes.

STRATEGIC ASSESSMENT

Regional and District

Greater Sydney Region Plan: A Metropolis of Three Cities

The Greater Sydney Region Plan provides a 40-year vision and 20-year plan for the delivery of 725,000 dwellings and an extra 817,000 jobs in the Greater Sydney region. The following objectives are considered relevant for the planning proposal:

- Objective 4: Infrastructure use is Optimised
- Objective 10: Greater Housing Supply
- Objective 12: Great Places that Bring People Together

Central City District Plan

The Central City District Plan provides a 20-year plan to manage the growth of 207,500 dwellings and 440,300 jobs within the Central City. The following planning priorities of the District Plan are considered relevant to the proposal:

- Planning Priority C1: Planning for a city supported by infrastructure
- Planning Priority C3: Providing services and social infrastructure to meet people's changing needs
- Planning Priority C4: Fostering healthy, creative, culturally rich and socially connected communities
- Planning Priority C6: Creating and renewing great places and local centres, and respecting the district's heritage
- Planning Priority C7: Growing a stronger and more competitive Greater Parramatta
- Planning Priority C8: Delivering a more connected and competitive GPOP economic corridor
- Planning Priority C9: Delivering integrated land use and transport planning and a 30-minute city

The district plan recognises that urban renewal areas such as the Parramatta Road Corridor provide opportunities to provide housing and jobs, as well as improved public amenity.

proposal has the potential to improve urban design outcomes. Employment and housing delivery will not change as the proposal will still provide a mix of one, two and three bedroom apartments and provide opportunities for new employment. As such, the Department considers that the proposal gives effect to the district plan in accordance with section 3.8 of the Environmental Planning and Assessment Act.

Parramatta Road Corridor Urban Transformation Strategy

The Parramatta Road Corridor Urban Transformation Strategy commits to delivering 27,000 new homes and 50,000 new jobs within eight key precincts of the Parramatta Road Corridor accompanied by improvements for transport, open space, amenity and affordable housing. The recommendations of the Strategy are to be delivered via the planning plan-making process.

Specifically, the Granville Action Plan of the strategy identifies the delivery of a new cycleway along Cowper Street and a minimum of 5% of new housing for affordable housing.

The planning proposal is consistent with the intention of the strategy to achieve improved urban design outcomes by permitting increased building height and floor space ratio to consolidate lots into a single development site greater than 5,000m² in close proximity to Granville Train Station.

The proposed 92m height is inconsistent with the intention of the strategy for a maximum permitted height up to 80m. This is addressed in the planning proposal and the explanation is considered appropriate to enable community consultation.

The proposed intention to proceed ahead of a precinct-wide traffic study as required in the strategy is considered to be acceptable as the number of dwellings in the

proposed development scheme (618 dwellings) is materially the same as the approved DA (620 dwellings), and no additional floorspace will be generated by the proposal.

The Strategy contains a number of intended improvements to the public domain to support the future population, for example, through site links and bike paths. A gateway condition requires the planning proposal to identify the public benefits that will be delivered through the development of the site.

Local

Parramatta 2038 Community Strategic Plan

Parramatta 2038 is a long-term Community Strategic Plan for the City of Parramatta guided by a vision and specific goals that are fair, accessible, green, welcoming, thriving and innovative.

The planning proposal notes that the provision of residential and non-residential uses will provide new opportunities for community gatherings which will in turn strengthen the community and provide a local connection to existing infrastructure.

The planning proposal is considered to meet the vision and long-term community goals identified in the plan.

Section 9.1 Ministerial Directions

The planning proposal is consistent with relevant section 9.1 Directions except Direction 7.3 as discussed below.

Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy

In its current form, the planning proposal is inconsistent with this Direction as it proposes a 12m height above the 80m recommended height of building control for Granville in the Parramatta Road Corridor Urban Transformation Planning and Design Guidelines.

In support of the inconsistency, the planning proposal notes that:

- the variation in height will assist in reaching the permitted FSR that is applicable to the site, rather than increasing the ratio; and
- the future design will result in a better built form and urban design outcome which will transform Granville's current skyline.

It is therefore considered that the planning proposal has appropriately explained the inconsistency for the purpose of enabling community consultation. As previously discussed, it is recommended that the planning proposal be updated to reflect any public benefit included within the planning proposal and any that are outlined within the Parramatta Road Corridor Urban Transformation Strategy, including any through site links, cycleways or open space.

State environmental planning policies

The planning proposal is considered consistent with all relevant State Environmental Planning Policies.

SITE-SPECIFIC ASSESSMENT

Social

Heritage

The subject site contains a local heritage item (I107) at 21-23 East Street which is a Victorian era semi-detached cottage and is listed in Schedule 5 of the Parramatta LEP 2011. Within proximity of the site are two other heritage items:

- I106 - 19 East Street, a single storey dwelling; and
- I99 - Mount Beulah Hall, a single storey hall.

The proposal notes that the heritage item at 21-23 East Street is to be retained and adaptively re-used as a community facility within a new 1,400m public park and dedicated to Council as part of the approved DA.

Environmental

Maximum Height of Building

The proposed amendment is seeking a maximum height of building (HOB) of 92m on the site which is an uplift of 40m above the existing HOB control of 52m.

The additional height is justified on the basis that it will:

- achieve a better urban design outcome as the 12m variation is distributed over the Building C portion (ranging between 91.3m and 72.7m) to average 82m;
- improve Granville's built form by way of a taller and more slender tower form, which has the potential to improve building separation, amenity and solar access; and
- positively transform Granville's sky line by providing a variation in tower forms and massing along East Street and Cowper Street by changing the symmetry and uniformity of buildings A and C (**Figures 7-9**).

Urban design testing carried out as part of the Planning and Design Guidelines for the Parramatta Road Corridor Urban Transformation Strategy identified that the existing LEP height and floor space controls are responsible for delivering lower and bulkier buildings within the Granville precinct. As such, an amended HOB of 80m for developments in Granville was recommended (instead of 52m) to address such urban design issues. This proposal is seeking a further 12m height increase to permit Building C to reach an FSR of 6:1.

The Urban Design Report accompanying the planning proposal demonstrates the proposed changes to the Tower C built form (Figure 10), and how this has the potential to deliver improved urban design outcomes through articulation of the building mass.

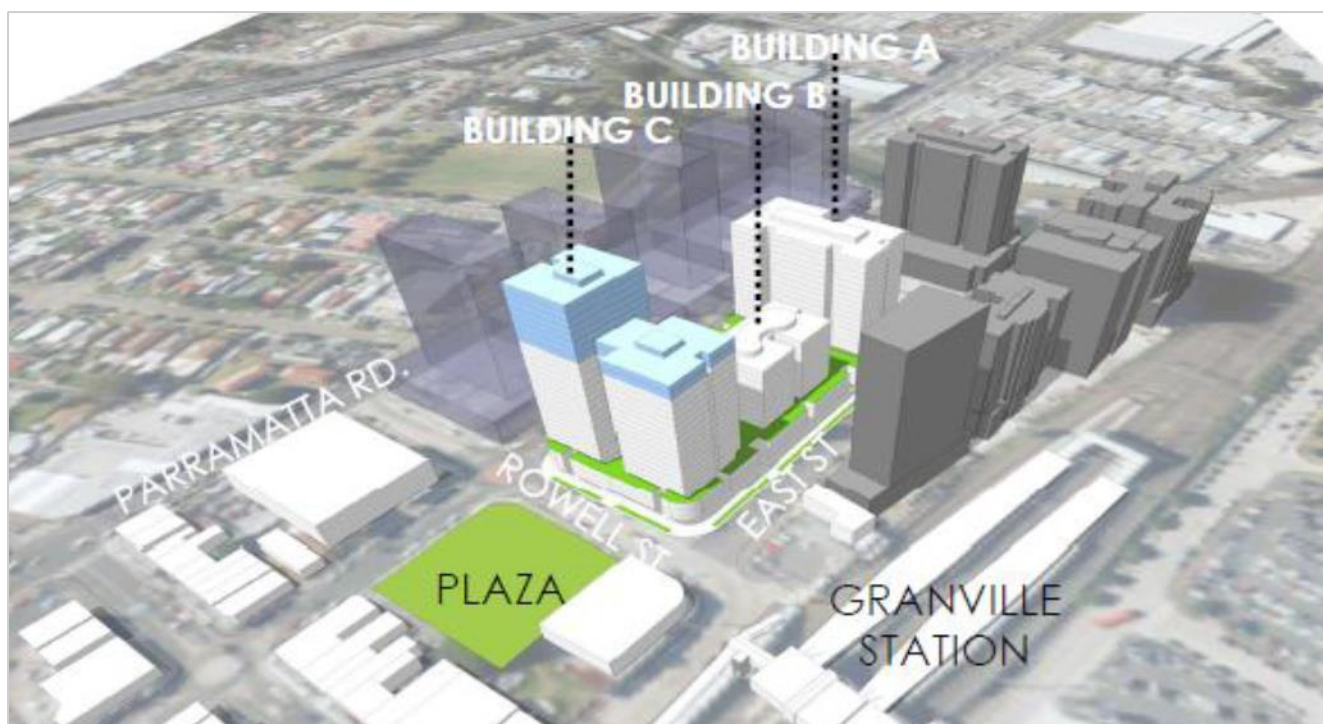


Figure 7: The proposed design concept with additional height (blue) to Tower C (source: planning proposal documentation).

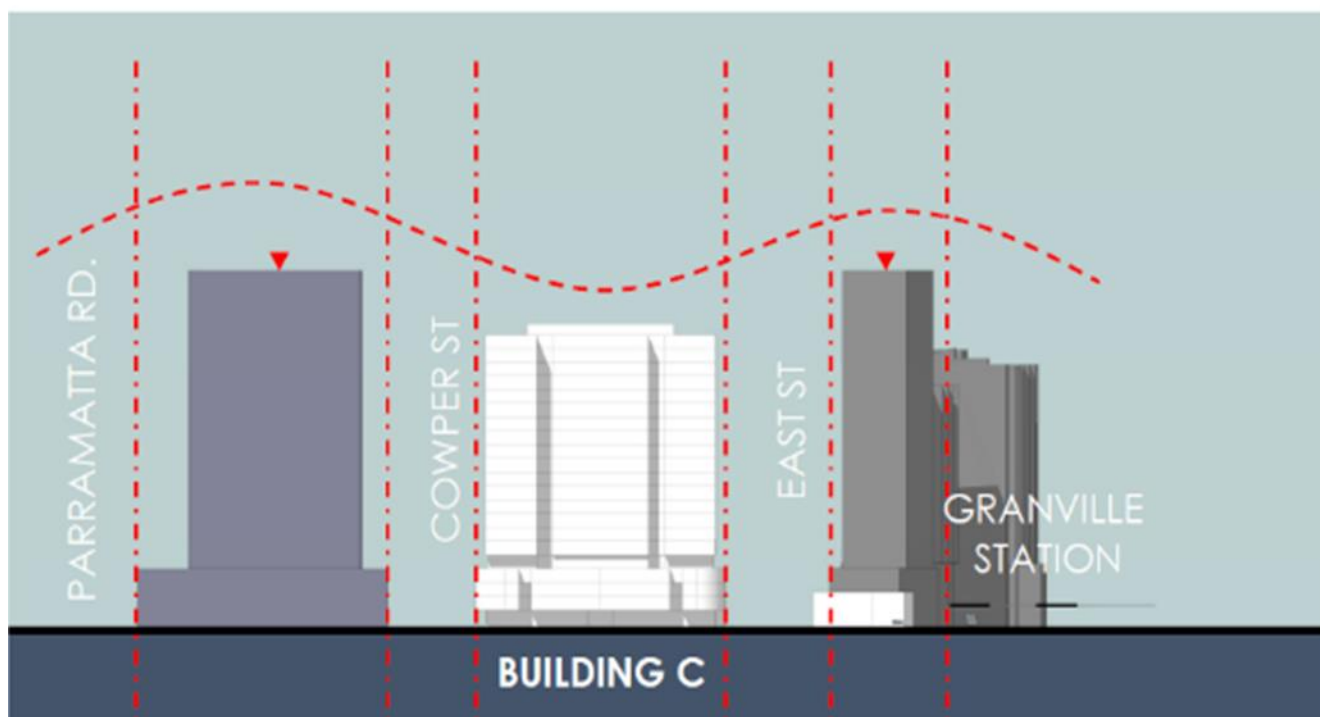


Figure 8: East elevation of Building C design concept under existing DA (source: planning proposal documentation).

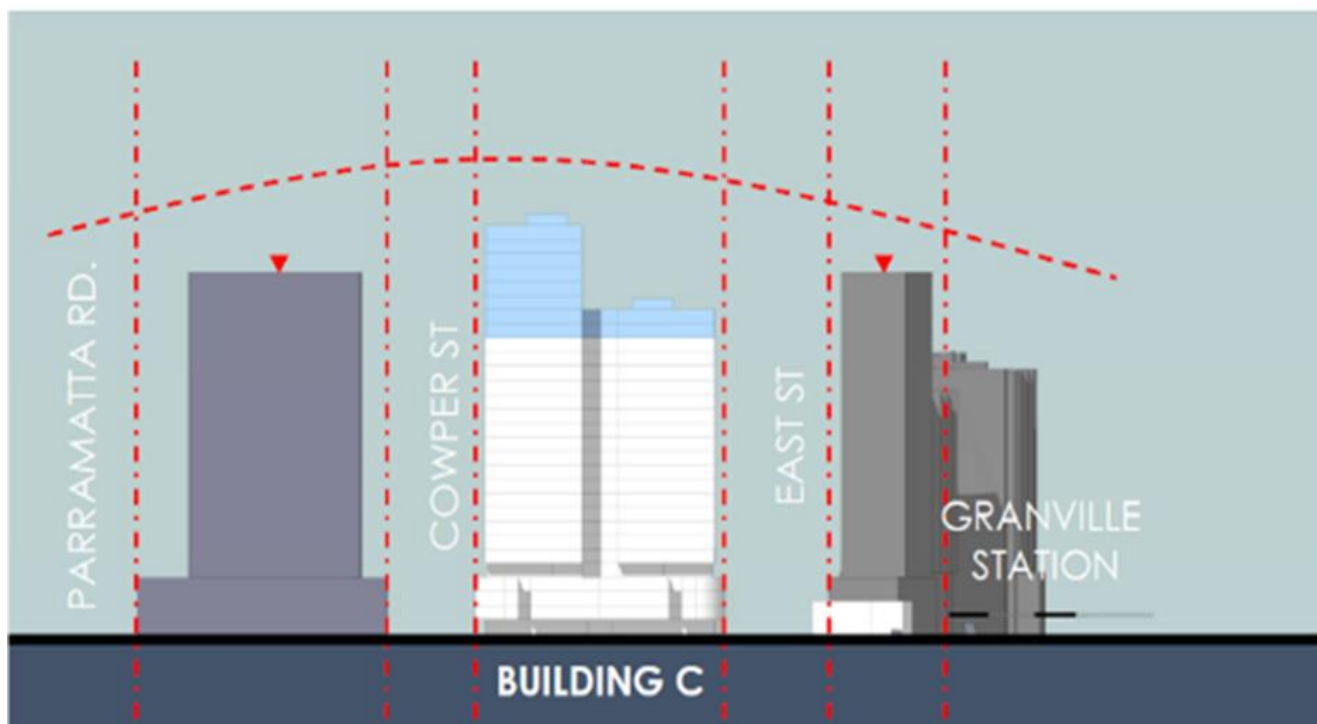


Figure 9: East elevation of Building C design concept under planning proposal (source: planning proposal documentation).

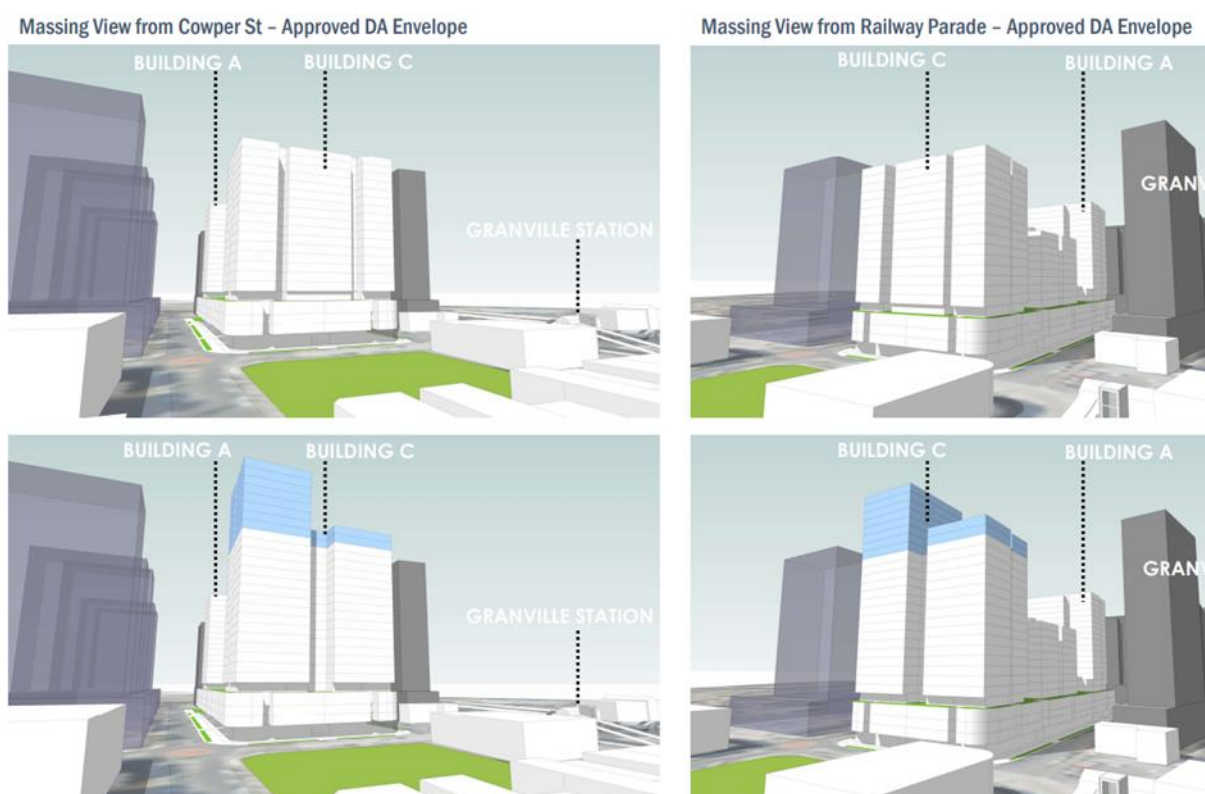


Figure 10: Street Views from Cowper Street and Railway Parade comparing approved DA to the proposal (source: planning proposal documentation).

The proposal intends to separate Building C tower form into two halves that vary in height by 9.2m to provide a less bulky building mass and mitigate overshadowing impacts.

According to the submitted shadow plans, surrounding towers will have two hours of solar access between 9am and 3pm mid-winter while surrounding public streets, parks and open spaces will not experience additional over shadowing impacts.

FSR

Under the existing Parramatta LEP 2011, the 9,950m² site is controlled by an FSR sliding scale under clause 4.4(2A) of the LEP. This clause limits the maximum FSR that can be achieved on a site proportional to the site area through the application of the following formula:

Site Area	Maximum FSR
≤ 950m ²	1.5:1
> 950 ≤ 2100m ²	3.5:1
> 2100 ≤ 3200m ²	4.5:1
> 3200m ²	6:1

The purpose of this control is to promote site amalgamation and prevent overdevelopment and inappropriate built forms on small sites.

This planning proposal aims to increase the height of building control to achieve a better built form outcome within the permissible 6:1 FSR. A new DA will be required to achieve the increased height, which will be subject to a design excellence process.

Economic

The proposed amendment to height provisions will not impact upon the Granville precinct's commercial and retail development yields through the delivery of 4,800m² of retail GFA, 900m² childcare centre and 900m² medical centre.

By delivering a commercial ground floor, a childcare facility and medical centre, the subject site will improve Granville's economy and employment rate.

Infrastructure

Traffic Generation

As outlined in the Parramatta Road Corridor Urban Transformation Strategy, a Precinct-wide traffic study must be undertaken prior to any rezoning being undertaken.

The precinct wide traffic study is currently being prepared. The proposed development scheme of 620 dwellings is materially the same as the approved DA (618 dwellings). Therefore, it will not result in additional demand for local or state infrastructure and is considered to have merit to proceed to Gateway prior to the traffic study being completed.

However, it is recommended that Transport for NSW and Roads and Maritime Services be consulted on the proposal as part of the public exhibition.

CONSULTATION

Community

The planning proposal outlines a community consultation process that is consistent with *A guide to preparing local environmental plans (2016)*.

Given the nature of the planning proposal, it is recommended that a 28-day community consultation period apply.

Agencies

It is considered appropriate that the following agencies be consulted:

- Roads and Maritime Services; and
- Transport for NSW.

TIME FRAME

It is recommended that a 12-month time frame for completing the LEP is given, which is considered an appropriate time frame to enable the finalisation of the planning proposal.

LOCAL PLAN-MAKING AUTHORITY

Council has requested authorisation to be the local plan-making authority for this planning proposal. Given the evolving nature of planning in the Granville precinct and the need to monitor planning outcomes, authorisation is not recommended.

CONCLUSION

Subject to conditions of Gateway, the planning proposal has merit and is supported to proceed for the following reasons:

- represents a positive urban design outcome for the site by permitting a taller and more slender tower form;
- will not increase development yields over what has already been approved under an existing DA; and
- will not impact upon commercial and retail development yields and support employment generation.

RECOMMENDATION

It is recommended that the delegate of the Secretary:

1. Note that the consistency with section 9.1 Direction 7.3 Parramatta Road Corridor Urban Transformation Strategy is unresolved and will require further consideration at finalisation.

It is recommended that the delegate of the Minister, determine that the planning proposal should proceed subject to the following conditions:

1. Prior to undertaking community consultation, Council is required to amend the planning proposal as follows:
 - a) include details of any public benefits that were identified under the *Parramatta Road Corridor Urban Transformation Planning Strategy* that are to be delivered on the site; and
 - b) include anticipated timeframes in Part 6 for completing the proposed amendment.

2. The planning proposal should be made available for community consultation for a minimum of 28 days.
3. Consultation is required with the following public authorities:
 - Roads and Maritime Services; and
 - Transport for NSW.
4. The time frame for completing the LEP is to be **12 months** from the date of the Gateway determination.
5. Given the nature of the planning proposal, Council should not be authorised to be the local plan-making authority to make this plan.



9/4/2019

Christine Gough
Team Leader Sydney Region West



15/04/2019

Ann-Maree Carruthers
Director, Sydney Region West

Rita Hatem / Sebastian Tauni
Sydney Region West
9860 1534