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**MINUTES of the duly convened Ordinary Meeting of The Hills Shire Council held in the Council Chambers on 23 July 2019**

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- c) Amend the Lot Size Map from 8,000m<sup>2</sup> to 3,500m<sup>2</sup>; and
  - d) Amend Schedule 1 and the associated Additional Permitted Uses Map to permit 'neighbourhood supermarkets' (up to 1,000m<sup>2</sup>) as an additional permitted use on the site.
2. Draft The Hills DCP 2012 (Part D Section 23 – Norwest Station Site) (Attachment 4), be amended to include the minimum parking within table 2 of this report and exhibited concurrently with the Planning Proposal.
3. Council undertake discussions with the Proponent to establish a mechanism to address the increased demand for local infrastructure generated by future development.
4. Following these discussions, and prior to any public exhibition of the planning proposal, a further report on any proposed mechanism be reported to Council for consideration.

*Being a planning matter, the Mayor called for a division to record the votes on this matter*

**VOTING FOR THE MOTION**

Mayor Dr M R Byrne  
Clr R Jethi  
Clr F P De Masi  
Clr A N Haselden  
Clr E M Russo  
Clr Dr P J Gangemi  
Clr A J Hay OAM  
Clr B L Collins OAM  
Clr M G Thomas  
Clr R M Tracey

**VOTING AGAINST THE MOTION**

None

**MEETING ABSENT**

Clr S P Uno  
Clr J Jackson

**ABSENT FROM THE ROOM**

Clr R A Preston

**CALL OF THE AGENDA**

A MOTION WAS MOVED BY COUNCILLOR RUSSO AND SECONDED BY COUNCILLOR DE MASI THAT items 3, 4, 5, 6, 7, 9, 10, 11, 12, 13, 14 and 15 be moved by exception and the recommendations contained therein be adopted.

THE MOTION WAS PUT AND CARRIED.

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<b>ITEM-2</b>	<b>FURTHER REPORT - PLANNING PROPOSAL - 25-31 BROOKHOLLOW AVENUE, NORWEST (NORWEST STATION SITE) (6/2019/PLP)</b>
<b>THEME:</b>	Shaping Growth
<b>OUTCOME:</b>	5 Well planned and liveable neighbourhoods that meets growth targets and maintains amenity.
<b>STRATEGY:</b>	5.1 The Shire's natural and built environment is well managed through strategic land use and urban planning that reflects our values and aspirations.
<b>MEETING DATE:</b>	<b>23 JULY 2019</b> COUNCIL MEETING
<b>GROUP:</b>	<b>SHIRE STRATEGY, TRANSFORMATION AND SOLUTIONS</b>
<b>AUTHOR:</b>	<b>SENIOR TOWN PLANNER</b> ALICIA IORI
<b>RESPONSIBLE OFFICER:</b>	<b>MANAGER – FORWARD PLANNING</b> NICHOLAS CARLTON

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### EXECUTIVE SUMMARY

It is recommended that the Planning Proposal for land at 25-31 Brookhollow Avenue, Norwest (Lot 71 DP 1252765) be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination to amend The Hills Local Environmental Plan 2012 as follows:

- a) Amend the Floor Space Ratio Map from 1:1 to part 4.1:1 and part 6.5:1;
- b) Amend the Height of Buildings Map from RL 116 metres (approx. 8 storeys) to part RL 135.65 metres (11 storeys) and part RL 184.25 metres (25 storeys);
- c) Amend the Lot Size Map from 8,000m<sup>2</sup> to 3,500m<sup>2</sup>; and
- d) Amend Schedule 1 and the associated Additional Permitted Uses Map to permit 'neighbourhood supermarkets' (up to 1,000m<sup>2</sup>) as an additional permitted use on the site.

This proposal was previously considered by Council on 11 June 2019. The previous report to Council's Ordinary Meeting on 11 June 2019 contains a detailed description of the proposal and consideration of strategic and site specific matters (provided as Attachment 1 to this report). At this meeting, Council resolved to defer the planning proposal to allow for a further report containing additional information relating to:

- The proposed variation to car parking rates;
- Impacts on the local road network and parking in the locality;
- Shadow impacts from the proposal on properties and public domain to the south; and
- Local infrastructure improvements that this development should contribute towards.

This report seeks to provide Council with additional information submitted by the Proponent in response to the matters raised by Council on 11 June 2019. It is considered that the

additional information submitted is sufficient to enable the proposal to proceed to the next stage of the planning proposal process (forwarding to the Department for Gateway Determination).

It is further recommended that a new draft section of The Hills Development Control Plan 2012 (Part D Section 23 – Norwest Station Site) (Attachment 4) be exhibited concurrently with the planning proposal and that Council undertake discussions with the proponent with respect to establishment of a mechanism which addresses the increased demand for local infrastructure as a result of the proposal.

The planning proposal seeks to facilitate a high density mixed use commercial, retail and hotel development comprising three main buildings with heights up to 25 storeys, 23 storeys and 11 storeys, adjoining Norwest Station. The proposal seeks to enable significant uplift and a commercial-only development outcome on regionally significant employment land, consistent with the applicable strategic planning framework.

## APPLICANT

Landcom

## OWNER

Sydney Metro

## THE HILLS LEP 2012 AND STRATEGIC PLANING FRAMEWORK

	Existing (LEP 2012)	NWRL Corridor Strategy	Hills Corridor Strategy	Proposed
<b>Zone</b>	B7 Business Park	No change	No change	No change
<b>Height</b>	RL 116 metres (7-8 storeys)	Up to 30 storeys	Up to 22 storeys	Part RL 135.65 (11 st) Part RL 184.25 (25 st)
<b>Floor Space Ratio</b>	1:1 (incl. station lot)	4:1 (incl. station lot)	4.5:1 (incl. station lot)	Part 4.1:1 Part 6.5:1 (excl. station lot) <i>Total development is equivalent to 3.1:1 across the site (incl. station lot).</i>
<b>Potential GFA</b>	16,720m <sup>2</sup>	66,880m <sup>2</sup>	75,240m <sup>2</sup>	52,000m <sup>2</sup>
<b>Minimum Lot Size</b>	8,000m <sup>2</sup>	-	-	3,500m <sup>2</sup>
<b>Addl. Permitted Use</b>	-	-	-	'Neighbourhood Supermarket' (max. 1,000m <sup>2</sup> )

## POLITICAL DONATIONS

Nil disclosures by Proponent.



**BACKGROUND**

At its meeting of 11 June 2019, Council considered a report on the Planning Proposal for land at 25-31 Brookhollow Avenue, Norwest (the Norwest Station Site) (6/2019/PLP).

The proposal seeks to facilitate a high density mixed use commercial, retail and hotel development comprising three main buildings with heights up to 25 storeys, 23 storeys and 11 storeys, adjoining Norwest Station. To achieve this, the proposal would amend The Hills Local Environmental Plan 2012 as follows:

- Amend the Floor Space Ratio Map from 1:1 to part 4.1:1 and part 6.5:1;
- Amend the Height of Buildings Map from RL 116 metres (approx. 8 storeys) to part RL 135.65 metres (11 storeys) and part RL 184.25 metres (25 storeys);
- Amend the Lot Size Map from 8,000m<sup>2</sup> to 3,500m<sup>2</sup>; and
- Amend Schedule 1 and the associated Additional Permitted Uses Map to permit 'neighbourhood supermarkets' (up to 1,000m<sup>2</sup>) as an additional permitted use on the site.

The site and indicative images of the proposal are provided in the figures below:



**Figure 1**  
Aerial view of the site and surrounding locality





**Figure 2**  
Photomontage of revised concept submitted by proponent



**Figure 3**  
Site layout plan of revised concept submitted by proponent

Further detailed information on the proposal, including an assessment of the strategic and site specific merits, is provided within the previous report to Council's Ordinary Meeting of 11 June 2019 (Attachment 1 to this report).

At its meeting of 11 June 2019, Council considered the proposal and resolved as follows:

*'Planning Proposal 6/2019/PLP be deferred to allow for a further report that:*

- a. Justifies, through evidence, the proposed variation of car parking rates for the development.*
- b. The demand of the development upon the local car parking and street network can support the traffic and parking generated by the proposed floor space.*
- c. Examines in detail the shadow impact upon the properties to the south and upon the public domain to the south of the development to test whether the solar access standards are appropriate.*
- d. Identifies the local infrastructure improvements that this future development should fund or contribute towards.'*

## REPORT

The purpose of this report is to outline additional information submitted by Landcom in response to the matters raised within Council's resolution of 11 June 2019. The additional information submitted by Landcom is provided as Attachment 2 to this report.

### **a. Car Parking and Traffic**

The proposal submitted by Landcom sought to impose a cap of 360 car parking spaces to service the future development on the site. This rate of provision represents a significant reduction from Council's existing DCP controls which would require a minimum of 1,327 spaces.

In recognition of the strategic role of the site and its location immediately adjoining a metro station, reduced car parking rates are considered imperative. The additional information submitted by Landcom (Attachment 2) notes that the site has the highest level of accessibility in the Norwest Business Park, being directly adjacent to the new Metro station. Over time there is likely to be a significant change in travel behaviour (mode shift) within Norwest Precinct as a result of the operation of the Sydney Metro Northwest. However, given the Metro has only recently opened, it is acknowledged that it will take some time to understand the specific extent of mode shift that will occur.

The Proponent has submitted additional information highlighting the benefits of reduced parking rates in generating high quality places, namely clean, green and safe streets. Savings from reduced parking rates can equate to approximately \$60k - \$70k per space (source: Rawlinson Construction Handbook), which in turn provides opportunities to increase and enhance public domain outcomes.

Information submitted by Landcom demonstrates that the proposed concept will provide spacious, attractive and comfortable public domain comprising a generous public plaza embellished with quality landscaping, seating, activation and public art. These requirements have been translated into development controls within the draft DCP (Attachment 4) which will require the provision of these outcomes as part of any future development on the site.





**Figure 4**

Photomontage of public domain

The Proponent has also submitted analysis of other employment zones across Sydney which found that centres with good train and bus connections typically adopt parking rates of between 1 space per 90m<sup>2</sup> and 1 space per 200m<sup>2</sup> for commercial offices.

Council officers have undertaken further detailed analysis of other high density employment centres which are serviced by high frequency public transport. These centres include Macquarie Park, St Leonards, Parramatta, Chatswood, Bondi Junction and North Sydney. Whilst these locations are not considered to be directly comparable to the site in terms of character, scale and built form, they are considered to provide a reasonable indication of future travel behaviour to assist with establishing an assumption regarding the likely future vehicular trips/parking requirements associated with the subject development.

The analysis has considered 2011 Census Journey to Work data to determine the percentage of workers that drive to work by private vehicle (unfortunately, Journey to Work data derived from the 2016 Census is not available for specific employment areas). Based on the 2011 data, the percentage of workers that drove to work at each location was as follows:

- Macquarie Park – 64%
- St Leonards – 40%
- Parramatta – 40%
- Chatswood – 39%
- Bondi Junction – 32%
- North Sydney – 23%

On average, approximately 40% of all workers within the above centres drove to work via private vehicle.

It should be noted that whilst Macquarie Park has been included within list of comparable centres, the operation of the Epping to Chatswood rail line (through Macquarie Park) only commenced in 2009. It is likely that patronage of the railway would have increased significantly in the years following its opening.

Whilst 2016 Journey to Work Data is not available specifically for Macquarie Park, data is available at the SA2 Statistical Level which is a larger area encompassing land within the suburbs of Macquarie Park and Marsfield. Analysis of the data for this area demonstrates that the percentage of workers driving to work by private vehicle was approximately 59% in 2016. It is reasonable to assume that this reduction would be greater in the business park, which is a more concentrated area with greater accessibility to the station. Alternatively, if Macquarie Park were excluded from the analysis, the average percentage of workers that drive to work within the above centres is closer to 30%.

Utilising a range of 30-40%, the following tables provide a breakdown of the anticipated number of workers that would likely access the subject site using private vehicle and as a result, the likely demand for parking spaces. This is then translated into equivalent parking rates for the subject site that would be required to meet the forecast demand.

Proposed Land Use	Proposed GFA	Workers	Worker Parking Spaces (30%)	Customer/ Visitor Parking Spaces	Total Parking Spaces	Equivalent Parking Rate
Office	39,455m <sup>2</sup>	1,600	480	Nil	480	1 per 80m <sup>2</sup>
Retail	3,900m <sup>2</sup>	100	30	Nil	30	1 per 130m <sup>2</sup>
Hotel	110 Rooms	40	12	28*	40	1 per 4 rooms
<b>TOTAL</b>	-	<b>1,740</b>	<b>522</b>	<b>28</b>	<b>550</b>	-

Table 1

Potential parking provision based on 30% of workers driving to work

\* Note: visitor spaces based on RMS Rate of 1 space per 4 rooms

Proposed Land Use	Proposed GFA	Workers	Worker Parking Spaces (40%)	Customer/ Visitor Parking Spaces	Total Parking Spaces	Equivalent Parking Rate
Office	39,455m <sup>2</sup>	1,600	640	Nil	640	1 per 60m <sup>2</sup>
Retail	3,900m <sup>2</sup>	100	40	Nil	40	1 per 100m <sup>2</sup>
Hotel	110 Rooms	40	16	28*	44	1 per 4 rooms
<b>TOTAL</b>	-	<b>1,740</b>	<b>696</b>	<b>28</b>	<b>724</b>	-

Table 2

Potential parking provision based on 40% of workers driving to work

\* Note: visitor spaces based on RMS Rate of 1 space per 4 rooms

Based on the above, appropriate parking provision for the site would be in the range of 550 to 724 spaces. Given the inclusion of Macquarie Park may unrealistically skew the data (due to the likely impact of the delivery of rail infrastructure at this location not yet being reflected

in Journey to Work data) and noting that the subject site has the highest level of accessibility to the Metro of any land within the Norwest Precinct, it is considered that the lower end of the car parking range (550 spaces) would more likely reflect future travel behaviour and the expected parking demand for the site.

With respect to the provision of no customer car parking spaces for the retail component, it is important to recognise the nature and role of the proposed retail offer. It is considered that the proposed retail uses will predominantly serve the local working population and commuters of the Sydney Metro Northwest. The scale of the retail offering is unlikely to attract a wider catchment, nor would this be desirable from a traffic generation perspective. Accordingly, it is proposed that parking only be provided for the retail employees in accordance with the anticipated vehicle trip generation and that no parking be provided for customers. This will reduce potential driving trips and ensure the key role of the retail is to serve passing foot traffic from the commercial offices, hotel/serviced apartments or patrons of the Metro.

Any parking requirements associated with customers of food and drink premises during evening/night trading could likely be satisfied through appropriate shared parking arrangements with the office component of the development.

The Traffic and Parking Assessment, originally submitted with the proposal, includes data on trip generation rates per parking space for comparable employment centres including North Sydney, Chatswood, Macquarie Park and Parramatta. These generation rates are based on the survey data within the RMS Technical Direction 2013/04a. The following table outlines the average trip generation rates per parking space for each land use proposed as part of the Proponent's concept.

<b>75. Land Use</b>	<b>76. Office</b>	<b>77. Retail</b>	<b>78. Hotel</b>
79. AM Peak Generation Per Parking Space	80. 0.4	81. 0.4	82. 0.44
83. PM Peak Generation Per Parking Space	84. 0.25	85. 0.4	86. 0.44

**Table 3**  
Trip Generation Rates for Similar Employment Centres

The rates for retail are similar to the office component which is lower than might be expected. However, this is considered reasonable as the retail component is primarily intended to serve a local walk-up catchment and passing trade to and from the station. The trip rates for the hotel are also relatively low given that check in/out generally does not align with road network peak times.

Utilising the above rates, the following table identifies the potential trips that could be generated by the proposal depending on the amount of parking proposed.

Land Use	Existing DCP Controls		Proponent (360 spaces)		Recommended (550 spaces - Table 1)	
	AM Trips	PM Trips	AM Trips	PM Trips	AM Trips	PM Trips
Office	395	247	109	68	192	120
Retail	84	84	12	12	12	12
Hotel	57	57	24	24	18	18
<b>TOTAL</b>	<b>536</b>	<b>388</b>	<b>145</b>	<b>104</b>	<b>222</b>	<b>150</b>

Table 4

Potential Trips Generated by the Proposed Concept

As demonstrated above, the proposed parking rates in Table 1 would generate approximately 222 and 150 trips during the AM and PM peaks respectively. In comparison, a proposal compliant with Council's existing parking controls would generate significantly more additional traffic, being 536 and 388 trips during the AM and PM peaks respectively.

The Norwest Precinct is already congested during peak periods. As can be seen from the above tables, there is a strong relationship between the provision of car parking spaces and traffic generation. Given that the subject site has a high degree of accessibility to Norwest Station, consideration of reduced parking provision to a level which will still meet future demand would assist in minimising traffic generation and vehicular movement from the site and within the broader Norwest Precinct.

The Proponent has highlighted that the planning proposal was considered by The Hills Local Planning Panel on 15 May 2019. The Panel was generally supportive of the recommended reduced parking rates for the subject site. The Panel noted however that there may be merit for a *further* reduction of parking provision (below the 360 spaces proposed by the Proponent) following the completion of the detailed traffic modelling for Norwest Precinct, in recognition of site's proximity to the station and to assist in reducing traffic generation.

The requirement for additional basement levels may also significantly alter the feasibility and potential outcomes on the site. For example, a development on the site providing 550 parking spaces would require approximately three basement levels whilst a development compliant with Council's existing DCP controls would require up to seven basement levels.

It is considered that the proposed parking rates in Table 1 are sufficient to apply to this proposal as an interim indication of likely parking requirements in the future. The Proponent has indicated a willingness to proceed with the proposal, utilising an indicative parking requirement of 550 spaces. The determination of the final rate for the provision of parking on this site need not be finalised at this early stage in the planning proposal process and can be further informed by the detailed traffic modelling for Norwest Precinct, once completed. This modelling will provide further information regarding supportable traffic volumes for the precinct and mode shift likely to occur following commencement of operation of the Metro.

Accordingly, it is recommended that the car parking rates within Table 1 be included within the draft DCP and be subject to further review following the outcomes of the traffic modelling for Norwest Precinct, prior to the finalisation of the planning proposal.

#### **b. Overshadowing**

Consideration has been given to the potential overshadowing impact of the proposal on properties to the south of the subject site. A detailed overshadowing analysis has been undertaken by Scott Carver (urban designers) to assess the impact of the proposal on

properties to the south within Ridgehaven Place, Jacqui Circuit, Evesham Court and Barina Downs Road (being areas containing residential uses sensitive to overshadowing). The overshadowing analysis models overshadowing impacts in 15 minute increments between 9am and 3pm on the winter solstice and is provided as Attachment 3 to this report.

The overshadowing analysis demonstrates that at least 50% of the private open space of all lots to the south of the site will receive direct sunlight for more than 4 hours between 9am and 3pm on the winter solstice. This is considered reasonable and will enable compliance with the minimum solar access requirements within existing and proposed DCP controls. Any final design for development on the site would also be required to comply with these controls as part of any future development application.

### **c. Local Infrastructure**

The proposal precedes the completion of detailed precinct planning or infrastructure analysis for Norwest Precinct which would determine the local infrastructure required to support anticipated redevelopment. However, the Proponent has confirmed their intention to work with Council to determine and secure a fair and reasonable contribution towards future infrastructure improvements that will be required to support increased commercial yields on this site and more broadly throughout the Business Park.

Given the proposed outcome is largely consistent with the applicable strategic planning framework in terms of land use (commercial only), yield and built form, it is reasonable to facilitate the progression of this proposal to Gateway Determination, alongside discussions with the proponent to establish an appropriate mechanism for securing development contributions.

## **IMPACTS**

### **Financial**

This matter has no direct financial impact upon Council's adopted budget or forward estimates.

### **Strategic Plan - Hills Future**

The Hills Future aims to manage new and existing development with a robust framework of policies, plans and processes that is in accordance with community needs and expectations. The proposal will capitalise on the strategic location of the site and contribute to the achievement of job targets for Norwest Business Park in response to the delivery of the Sydney Metro Northwest.

## **RECOMMENDATION**

1. The planning proposal for land at 25-31 Brookhollow Avenue, Norwest (Lot 71 DP 1252765) (6/2019/PLP) be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination to amend The Hills Local Environmental Plan 2012 as follows:
  - a) Amend the Floor Space Ratio Map from 1:1 to part 4.1:1 and part 6.5:1;
  - b) Amend the Height of Buildings Map from RL 116 metres (approx. 8 storeys) to part RL 135.65 metres (11 storeys) and part RL 184.25 metres (25 storeys);
  - c) Amend the Lot Size Map from 8,000m<sup>2</sup> to 3,500m<sup>2</sup>; and
  - d) Amend Schedule 1 and the associated Additional Permitted Uses Map to permit 'neighbourhood supermarkets' (up to 1,000m<sup>2</sup>) as an additional permitted use on the site.



2. Draft The Hills DCP 2012 (Part D Section 23 – Norwest Station Site) (Attachment 4), be exhibited concurrently with the Planning Proposal.
3. Council undertake discussions with the Proponent to establish a mechanism to address the increased demand for local infrastructure generated by future development.
4. Following these discussions, and prior to any public exhibition of the planning proposal, a further report on any proposed mechanism be reported to Council for consideration.

**ATTACHMENTS**

1. Council Report and Resolution, 11 June 2019 (48 Pages)
2. Additional Information Letter from Proponent (2 pages)
3. Overshadowing Analysis prepared by Scott Carver (2 pages)
4. Draft The Hills DCP 2012 Part D Section 23 – Norwest Station Site (15 pages)

**ATTACHMENT 1**

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**MINUTES of the duly convened Ordinary Meeting of The Hills Shire Council held in the Council Chambers on 11 June 2019**

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**RESUMPTION OF STANDING ORDERS**

A MOTION WAS MOVED BY COUNCILLOR HAY OAM AND SECONDED BY COUNCILLOR COLLINS OAM THAT Standing Orders be resumed.

**246 RESOLUTION**

Standing Orders be resumed.

*(At 7.33pm Standing Orders were resumed).*

**COMMUNITY FORUM**

*There were no addresses to Council during Community Forum.*

*7.34pm Councillor Preston having previously declared a non-pecuniary and less than significant conflict of interest left the room for Item 2 and returned at 8.22pm at the start of Item 3.*

*7.57pm Councillor Jackson left the meeting and returned at 7.58pm during Item 2.*

*8.06pm Councillor Jackson left the meeting and returned at 8.08pm during Item 2.*

*8.11pm Councillor Uno left the meeting and returned at 8.17pm during Item 2.*

**ITEM-2****PLANNING PROPOSAL - 25-31 BROOKHOLLOW AVENUE, NORWEST (NORWEST STATION SITE) (6/2019/PLP)**

A MOTION WAS MOVED BY COUNCILLOR THOMAS AND SECONDED BY COUNCILLOR JACKSON THAT Planning Proposal 6/2019/PLP be deferred to allow for a further report that:

- a. Justifies through evidence of the proposed variation of carparking rates for the development.
- b. The demand of the development upon the local car parking and street network can support the traffic and parking generated by the proposed floorspace.
- c. Examines in detail the shadow impact upon the properties to the south and upon the public domain to the south of the development to test whether the solar access standards are appropriate.
- d. Identifies the local infrastructure improvements that this future development should fund or contribute towards.

THE MOTION WAS PUT AND CARRIED.

**247 RESOLUTION**

Planning Proposal 6/2019/PLP be deferred to allow for a further report that:

- a. Justifies through evidence of the proposed variation of carparking rates for the development.

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**This is Page 4 of the Minutes of the Ordinary Meeting of The Hills Shire Council held on 11 June 2019**

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**MINUTES of the duly convened Ordinary Meeting of The Hills Shire Council held in the Council Chambers on 11 June 2019**

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- b. The demand of the development upon the local car parking and street network can support the traffic and parking generated by the proposed floorspace.
- c. Examines in detail the shadow impact upon the properties to the south and upon the public domain to the south of the development to test whether the solar access standards are appropriate.
- d. Identifies the local infrastructure improvements that this future development should fund or contribute towards.

*Being a planning matter, the Mayor called for a division to record the votes on this matter*

**VOTING FOR THE MOTION**

Mayor Dr M R Byrne  
Clr Dr P J Gangemi  
Clr S P Uno  
Clr F P De Masi  
Clr A J Hay OAM  
Clr J Jackson  
Clr B L Collins OAM  
Clr E M Russo  
Clr M G Thomas  
Clr R M Tracey

**VOTING AGAINST THE MOTION**

Clr R Jethi

**ABSENT FROM THE ROOM**

Clr R A Preston

**MEETING ABSENT**

Clr A N Haselden

**CALL OF THE AGENDA**

A MOTION WAS MOVED BY COUNCILLOR HAY OAM AND SECONDED BY COUNCILLOR DE MASI THAT items 4, 5, 6, 7, 8, 9, 10 and 11 be moved by exception and the recommendations contained therein be adopted.

THE MOTION WAS PUT AND CARRIED.

**248 RESOLUTION**

Items 4, 5, 6, 7, 8, 9, 10 and 11 be moved by exception and the recommendations contained therein be adopted.

**ITEM-4****OPERATION OF THE LOCAL PLANNING PANEL****249 RESOLUTION**

The report be received.

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**This is Page 5 of the Minutes of the Ordinary Meeting of The Hills Shire Council held on 11 June 2019**

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## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

<b>ITEM-2</b>	<b>PLANNING PROPOSAL - 25-31 BROOKHOLLOW AVENUE, NORWEST (NORWEST STATION SITE) (6/2019/PLP)</b>
<b>THEME:</b>	Shaping Growth
<b>OUTCOME:</b>	5 Well planned and liveable neighbourhoods that meets growth targets and maintains amenity.
<b>STRATEGY:</b>	5.1 The Shire's natural and built environment is well managed through strategic land use and urban planning that reflects our values and aspirations.
<b>MEETING DATE:</b>	<b>11 JUNE 2019</b> COUNCIL MEETING
<b>GROUP:</b>	<b>SHIRE STRATEGY, TRANSFORMATION AND SOLUTIONS</b>
<b>AUTHOR:</b>	<b>SENIOR TOWN PLANNER</b> ALICIA IORI
<b>RESPONSIBLE OFFICER:</b>	<b>MANAGER - FORWARD PLANNING</b> NICHOLAS CARLTON

**EXECUTIVE SUMMARY**

This report recommends that the Planning Proposal (6/2019/PLP) which applies to 25-31 Brookhollow Avenue, Norwest (formerly 33 Brookhollow Avenue) be forwarded to the Department of Planning and Environment for a Gateway Determination. The proposal seeks to facilitate a high density mixed use commercial, retail and hotel development comprising three main buildings with heights up to 25 storeys, 23 storeys and 11 storeys, adjoining Norwest Station. To achieve this, the proposal would:

- Amend the Floor Space Ratio Map from 1:1 to part 4.1:1 and part 6.5:1;
- Amend the Height of Buildings Map from RL 116 metres (approx. 8 storeys) to part RL 135.65 metres (11 storeys) and part RL 184.25 metres (25 storeys);
- Amend the Lot Size Map from 8,000m<sup>2</sup> to 3,500m<sup>2</sup>; and
- Amend Schedule 1 and the associated Additional Permitted Uses Map to permit 'neighbourhood supermarkets' (up to 1,000m<sup>2</sup>) as an additional permitted use on the site.

No residential uses are proposed as part of this planning proposal.

The proposal is generally consistent with the applicable State and local strategic framework and will reinforce the role and status of Norwest as a strategic centre. The proposal will preserve the site for employment uses, increase jobs and provide supporting services for businesses, workers and commuters of the Sydney Metro Northwest. The form and scale of the proposal is considered appropriate to reflect the significance and prominence of the site at the core of the Precinct and as a beacon for Norwest Station.

This report also recommends that a new draft section of DCP 2012 (Part D Section 23 – Norwest Station Site) be exhibited concurrently with the planning proposal, should it

PAGE 13

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

progress. The purpose of the draft DCP is to guide future development outcomes on the site. The proposed controls cover key matters relating to future character, site layout, land uses, building heights, setbacks, active frontages, public domain, solar access, wind and parking.

With respect to parking, it is noted that Proponent's application seeks to provide a maximum of 360 spaces on the site. This overall quantum is significantly less than Council's existing parking requirements of 1,327 spaces. In recognition of the strategic role of the site and its location immediately adjoining a metro station, a reduced rate is considered appropriate. This report includes analysis of Journey to Work data for other high density employment centres which are serviced by high frequency public transport and based on this, recommends that a lower provision of approximately 550 parking spaces would be acceptable. It is further noted that appropriate parking provision for the site will be partly informed by the detailed traffic modelling for Norwest Precinct which will determine supportable traffic volumes for the precinct and mode shift likely to occur following commencement of operation of the metro. Accordingly, it is recommended that following the completion of detailed traffic modelling for Norwest Precinct a further review of parking rates for the site be undertaken and a report on the outcomes be submitted to Council for consideration.

The report also recommends Council continue discussions with the proponent with respect to establishment of a mechanism which addresses the increased demand for local infrastructure as a result of the proposal. The outcomes of these discussions would be reported to Council separately for consideration, prior to any public exhibition of the planning proposal.

**APPLICANT**

Landcom

**OWNERS**

Sydney Metro

**THE HILLS LOCAL ENVIRONMENTAL PLAN 2012**

Zone:	B7 Business Park
Minimum Lot Size:	8,000m <sup>2</sup>
Maximum Height:	RL116 (approx. 8 Storeys)
Maximum Floor Space Ratio:	1:1

**POLITICAL DONATIONS**

Nil disclosures by the Proponent

**REPORT**

The purpose of this report is to outline a Planning Proposal for 25-31 Brookhollow Avenue, Norwest.

**1. THE SITE**

The subject site is known as Lot 71 DP 1252765, 25-31 Brookhollow Avenue, Norwest. The land previously formed part of the Norwest Station Site (33 Brookhollow Avenue) however it has since been excised by Sydney Metro. The site now has a total area of 9,404m<sup>2</sup>.



It is located within the Norwest Business Park and is generally bound by Norwest Station and Norwest Boulevard to the north, Brookhollow Avenue to the west and south and existing commercial buildings to the east. There is established low density residential development further south of the site.

The site is owned by Sydney Metro, the NSW Government authority responsible for the delivery of the Sydney Metro Northwest. The proponent for the proposal is Landcom, which is acting as master developer for all developable government land surrounding the new stations.

The site and surrounding locality are shown in the figure below:



Figure 1  
Aerial view of the site and surrounding locality

## 2. PLANNING PROPOSAL

### a) Original Development Concept

The planning proposal, as originally submitted by the Proponent, sought to facilitate a commercial, retail and hotel development comprising three main buildings with heights up to 11, 14 and 30 storeys. The submitted concept demonstrated a total gross floor area of 52,000m<sup>2</sup>, comprising:

- 40,500m<sup>2</sup> of office floor space;
- 3,500m<sup>2</sup> retail floor space; and
- 8,000m<sup>2</sup> of short term accommodation (hotel) with more than 100 rooms.

The original development concept submitted by the Proponent is provided below.



Figure 2  
Photomontage of original concept submitted by proponent



Figure 3  
Site layout plan of original concept submitted by proponent



## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

To achieve this outcome, the original proposal sought to amend LEP 2012 as follows:

- Increase the floor space ratio from 1:1 to 4.5:1 (at the time, the proposal sought to apply this to both the subject site and adjoining station lot, which were previously one consolidated site);
- Increase the building height from RL 116 (approx. 8 storeys) to RL 205 (30 storeys);
- Amend the minimum lot size from 8,000m<sup>2</sup> to 3,000m<sup>2</sup>; and
- Permit 3,500m<sup>2</sup> of 'retail premises' as an additional permitted use.

Following an initial assessment of the proposal, Council officers raised a number of key concerns in relation the submitted development concept:

- Scale of proposed building heights (noting that heights of up to RL 205 metres were previously considered excessive within the Norwest Precinct by both Council and the Regional Planning Panel in their consideration of the planning proposal for Marketown);
- Adequacy of proposed parking provision of 360 parking spaces and significant variation from existing Council requirements;
- Quantum of proposed retail uses and potential impacts on the viability of Marketown;
- Flexibility of the proposed development standards (one FSR and height across the entire site) and concern that this approach could facilitate a significant variation from the development concept in terms of quantum and distribution of gross floor area and building height;
- Proposed minimum lot size of 3,000m<sup>2</sup> which could facilitate subdivision of the site into three separate development lots, as opposed to two lots indicated on the proposed staging plan; and
- Concern that the size of the public plaza may be insufficient given the expected volume of pedestrian traffic through the site. The Proponent was also advised that the proposed retail building could obstruct pedestrian movement within the plaza, and restrict the future use of the space.

**b) Revised Development Concept**

In response to the concerns raised, the Proponent submitted a revised development concept. While the overall gross floor area and floor space ratio of the development remained unchanged, the revised concept demonstrated a reduction in the maximum height of the development from 30 storeys to 25 storeys. The revised concept demonstrates the following land use mix:

- 39,455m<sup>2</sup> of office floor space;
- 3,900m<sup>2</sup> of retail floor space (including 1,000m<sup>2</sup> for a small format supermarket); and
- 8,645m<sup>2</sup> of short term accommodation (hotel).





**Figure 4**  
Photomontage of revised concept submitted by proponent



**Figure 5**  
Site layout plan of revised concept submitted by proponent

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

Based on the revised development outcome, the Proponent is now seeking the following amendments to LEP 2012:

- Amend the Floor Space Ratio Map from 1:1 to part 4.1:1 and part 6.5:1 (applicable only to the development site, which has now been excised from the Norwest Station Site);
- Amend the Height of Buildings Map from RL 116 metres (approx. 8 storeys) to part RL 135.65 metres (11 storeys) and part RL 184.25 metres (25 storeys);
- Amend the Lot Size Map from 8,000m<sup>2</sup> to 3,500m<sup>2</sup>; and
- Amend Schedule 1 and the associated Additional Permitted Uses Map to permit 'neighbourhood supermarkets' (up to 1,000m<sup>2</sup>) as an additional permitted use on the site.

Existing and proposed Floor Space Ratio, Height of Buildings and Lot Size Maps are provided below.

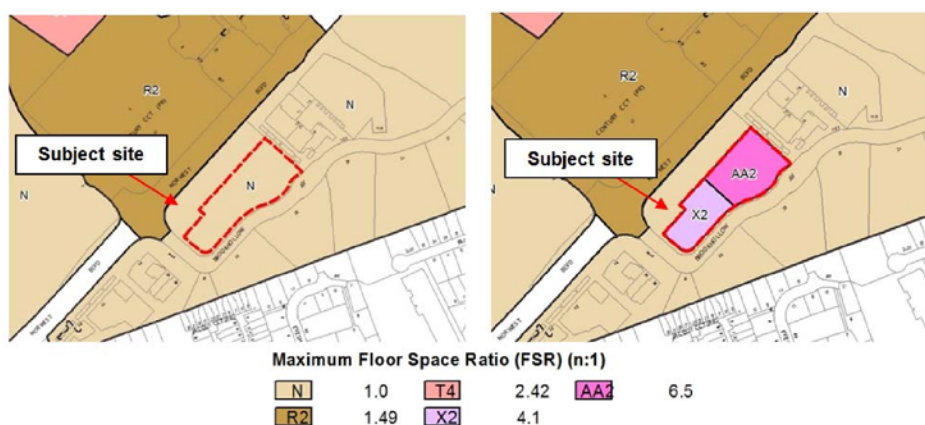


Figure 6  
Existing and Proposed Floor Space Ratio Maps (LEP 2012)

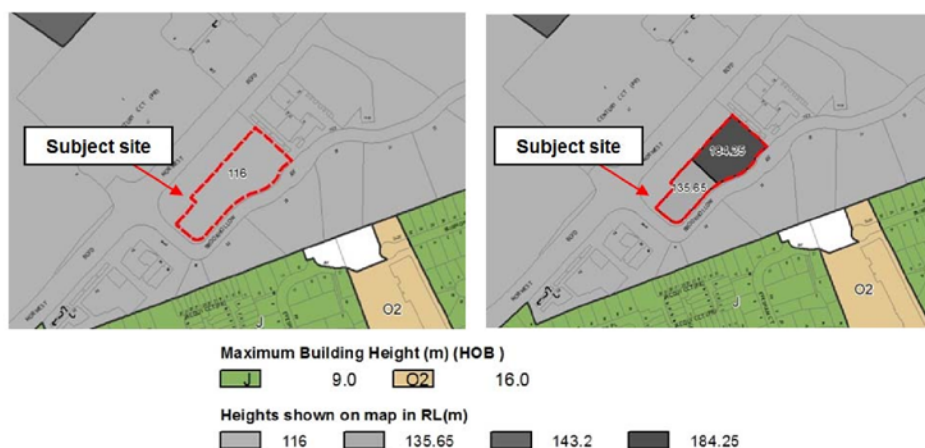
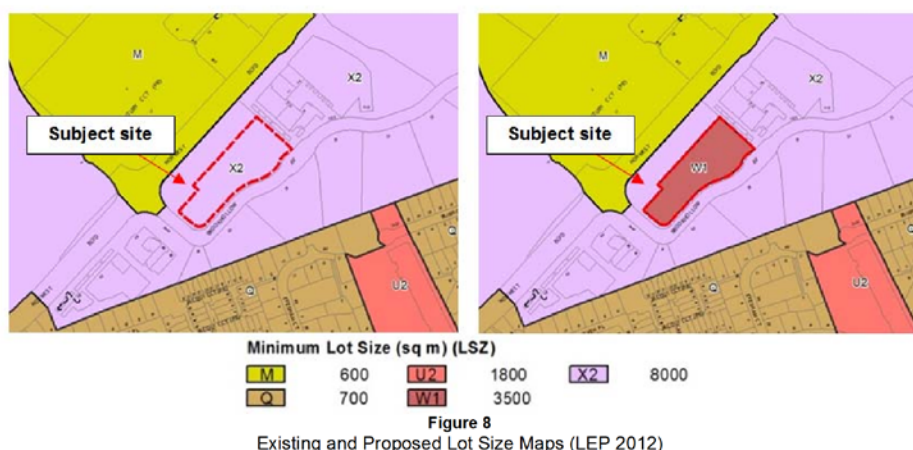


Figure 7  
Existing and Proposed Height of Building Maps (LEP 2012)



### 3. MATTERS FOR CONSIDERATION

The planning proposal requires consideration of the following key matters:

- Strategic Context;
- Building Height;
- Land Use and Employment;
- Traffic, Parking and Transport;
- Heritage;
- Development Control Plan;
- Local Infrastructure; and
- Local Planning Panel.

#### a) Strategic Context

- Greater Sydney Region Plan and Central City District Plan

The Greater Sydney Region Plan sets the vision and aspirations for Greater Sydney to 2036. The plan aims to deliver 725,000 additional dwellings and 817,000 additional jobs to meet Sydney's growing population over the next 20 years. The Central City District Plan is a 20 year plan to manage growth and implement the objectives of the Greater Sydney Region Plan at a district level. The District plan provides additional guidance and detail on locations for economic growth and investment. It provides job targets for strategic centres to indicate the desired scale of growth and inform land use and infrastructure planning.

#### *Integrated land use and transport and 30-minute cities*

The Region and District Plans seek to increase productivity and improve the connectivity of the city through the creation of 30-minute cities. The plans highlight opportunities that will be created by committed mass transit projects such as the Sydney Metro Northwest and encourage the integration of land use and transport around such corridors to deliver 30 minute cities.



## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

The District Plan encourages growth of strategic and local centres to reduce the need for people to travel long distances to jobs and services. The plan acknowledges the unique character of the station precincts along the Sydney Metro Northwest and identifies the need to plan for appropriate uses in these areas. The planning proposal supports integration of land use and transport by concentrating growth in commercial office jobs in a highly accessible location immediately adjoining Norwest Station. Draft development controls supporting the planning proposal will identify pedestrian through site links to improve walking and cycling connections between the station and surrounding areas.

*Growing investment, business activity and jobs in centres*

The Region and District Plans encourage investment in planning, growing and managing new and existing centres. The plans recognise the important role of centres in providing access to jobs, goods and services and the importance of transport, health and education infrastructure for attracting jobs and private sector investment.

The District Plan identifies Norwest as a strategic centre, with a target of providing up to 53,000 jobs by 2036, representing 20,600 additional jobs over this period. Under the plan, strategic centres are expected to provide access to jobs, goods and services by attracting investment, providing a range of activities, improving walkability and public domain, improving public transport, identifying and retaining areas specifically for commercial uses and supporting complementary retailing where appropriate. The planning proposal will assist in reinforcing and achieving the vision for Norwest as a strategic centre by preserving the site for employment uses, increasing jobs and providing supporting retail services for local workers and residents. The proposal will also facilitate improved walking and cycling links to and from the station.

- Ministerial Directions

Ministerial Direction 1.1 – Business and Industrial Zones is applicable to this proposal. It requires that a planning proposal must retain areas and locations of existing business and industrial zones and must not reduce the total floor space area for employment uses in business zones. As the proposal seeks to retain the existing B7 Business Park zoning, would permit a significant increase in the potential floor area of employment uses on the site and would not hinder any future growth on the site through the encroachment of residential uses onto the land, it is consistent with this Direction.

The proposal is also consistent with Ministerial Direction 3.4 – Integrating Land Use and Transport as it seeks to increase the availability of employment uses and jobs in close proximity to public transport services. This will contribute to reduced travel demand in the form of private vehicle trips and support the efficient and viable operation of public transport services.

- Local Strategy

*Employment Direction*

The Employment Direction was adopted by Council to provide strategic direction for the growth and management of the Shire's employment lands. The direction includes an overall target of 47,000 additional jobs in the Shire to 2031. Norwest is identified as a specialised centre under the direction with the potential to accommodate increased development densities subject to the delivery of transport infrastructure. The proposal supports the vision for Norwest as it will provide an opportunity to redevelop the site for higher density

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

commercial development and increase jobs and supporting retail and business services close to major transport infrastructure. The direction further identifies the importance of high quality building design and public domain in contributing to the Shire's prestigious image. The proposal also supports these objectives as it will be required to exhibit design excellence and provide quality public domain including paving, seating, landscaping and public art.

#### *Integrated Transport Direction*

The Integrated Transport Direction was prepared to guide the future management of the Shire's transport system. The direction recognises the role of Norwest in providing local jobs and the importance of integrating transport and employment to ensure that Sydney's growth is sustainable and jobs are provided close to where people need them. It recognises the ability to influence travel behaviour through integrating land use and transport thus increasing the attractiveness of sustainable travel modes such as public transport, walking and cycling. The planning proposal will support objectives of the Integrated Transport Direction by increasing employment and services close to high frequency rail infrastructure and enhancing pedestrian and cycle links to and from Norwest Station.

▪ North West Rail Link Corridor Strategy and Hills Corridor Strategy

A comparison between the proposal and the outcomes anticipated for the site under the NSW Government's North West Rail Link Corridor Strategy and Council's The Hills Corridor Strategy is provided below.

	Existing (LEP)	NWRL Corridor Strategy	Hills Corridor Strategy	Proposed
<b>Zone</b>	B7 Business Park	No change	No change	No change
<b>Height</b>	RL 116 metres (7-8 storeys)	Up to 30 storeys	Up to 22 storeys	Part RL 135.65 (11 st) Part RL 184.25 (25 st)
<b>Floor Space Ratio</b>	1:1 (incl. station lot)	4:1 (incl. station lot)	4.5:1 (incl. station lot)	Part 4.1:1 Part 6.5:1 (excl. station lot) <i>Total development is equivalent to 3.1:1 across the site (incl. station lot).</i>
<b>Potential GFA</b>	16,720m <sup>2</sup>	66,880m <sup>2</sup>	75,240m <sup>2</sup>	52,000m <sup>2</sup>
<b>Minimum Lot Size</b>	8,000m <sup>2</sup>	-	-	3,500m <sup>2</sup>
<b>Addl. Permitted Use</b>	-	-	-	'Neighbourhood Supermarket' <sub>2</sub> (max. 1,000m <sup>2</sup> )

**Table 1**  
Comparison of Planning Proposal with Strategic Framework

#### *North West Rail Link Corridor Strategy*

The North West Rail Link Corridor Strategy was released by the State Government in 2013 to guide development around the new metro stations. The Strategy anticipates that Norwest Precinct alone (being part of the broader Norwest Business Park) will need to provide an additional 15,000 jobs and approximately 225,000 – 375,000m<sup>2</sup> of commercial floor space by 2036. The strategy envisages Norwest as a vibrant and active business centre for the region

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

and encourages orderly expansion and intensification of the Business Park with additional commercial, retail, community spaces and residential uses in areas identified for residential growth.

Under the strategy the site is identified as the 'centre' of Norwest Precinct and is envisaged to accommodate employment development in a landmark building up to 30 storeys in height. The site forms part of the broader 'commercial core' area which is anticipated to comprise A-Grade commercial office space in buildings with heights up to 8-10 storeys (refer character maps below). Under the State Government Strategy, commercial buildings are anticipated to comprise FSRs ranging from 2:1 to 4:1. The Strategy anticipates that the site would accommodate approximately 1,600 jobs.

The planning proposal meets the objectives for Norwest under the State strategy. The proposal will contribute to the growth of the Business Park with additional commercial uses and would provide increased employment capacity in a highly accessible location immediately adjoining Norwest station. The proposal will reinforce the 'centre' character of the site by providing a mix of commercial and retail uses in close proximity to the station.

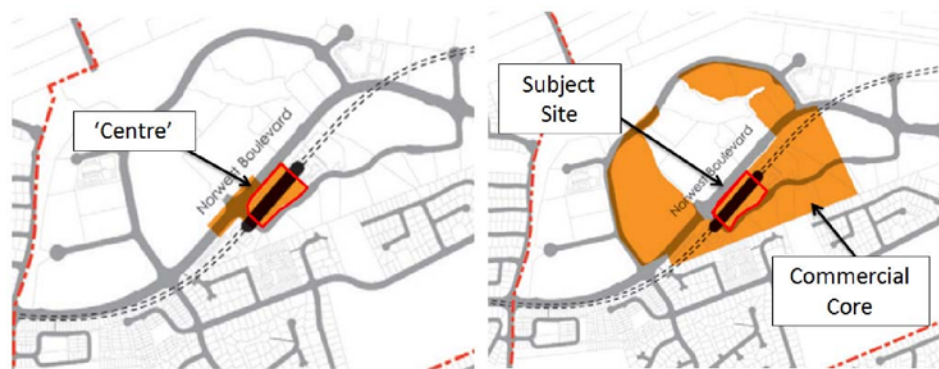


Figure 9  
Precinct Character Maps – North West Rail Link Corridor Strategy (Norwest Structure Plan)

#### *The Hills Corridor Strategy*

The Hills Corridor Strategy was adopted in 2015 to present Council's vision and objectives for future development around Sydney Metro Northwest Stations. The vision for Norwest under Council's Corridor Strategy is for a specialised employment, retail and entertainment centre with some opportunity for higher density residential living around the Norwest Lake precinct.

The Hills Corridor Strategy envisages a 'commercial core' surrounding the station with FSRs ranging from 2:1 to 4.5:1 (refer to figure below). The subject site is envisaged to comprise high density employment uses with buildings up to 22 storeys and an FSR of 4.5:1. The Hills Strategy envisages the site could provide up to 2,255 jobs.

It is considered the proposal is generally consistent with the outcomes envisaged under The Hills Corridor Strategy. The proposal will provide a landmark commercial development in the immediate vicinity of the station. Whilst the proposed height of 25 storeys exceeds the indicative maximum height envisaged under the Strategy, the Proponent's concept demonstrates a greater variation in built form outcomes on the site and the ability to avoid unreasonable adverse visual and amenity impacts on surrounding sites. The proposed



height is also considered to be reasonable in this instance as the site is the core of the Precinct and should accommodate the most prominent built form element.

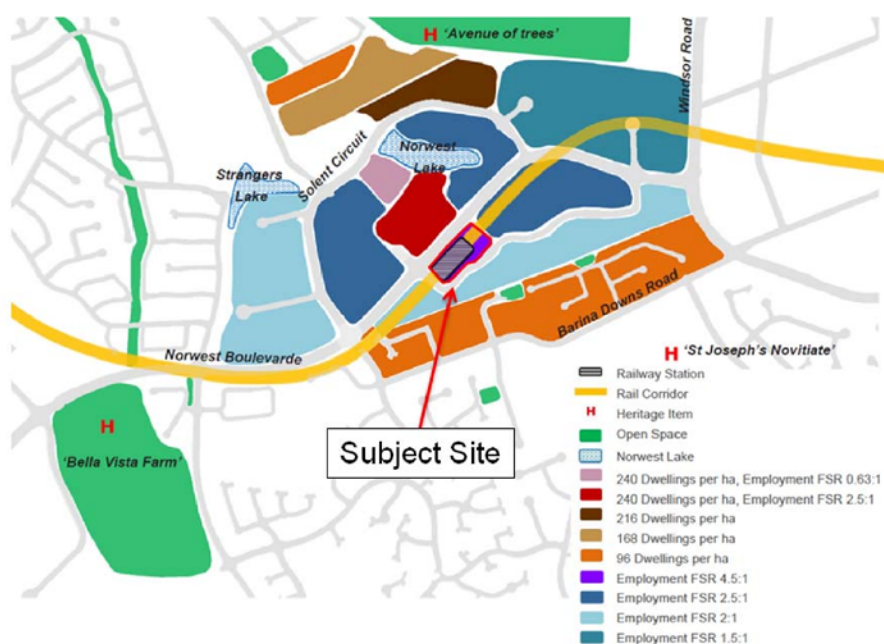


Figure 10  
Norwest Structure Plan – Hills Corridor Strategy

#### Norwest Precinct Planning

The North West Rail Link Corridor Strategy and The Hills Corridor Strategy are both strategic documents intended to be followed by subsequent detailed precinct planning for each station precinct. The detailed precinct planning for Norwest Precinct has not yet been completed, primarily due to unresolved issues relating to traffic and the need for the completion of detailed regional traffic modelling. Discussions are currently underway between Transport for NSW, Roads and Maritime Services, the Department of Planning and Environment and Council with respect to the preparation of detailed traffic modelling for a number of station precincts including Norwest. This work will ultimately identify the capacity of the local and regional road network to support growth within the Precinct.

It is possible that the capacity of the surrounding road network may be a key limiting factor to the scale of development that can be accommodated within the broader precinct, however this would also depend on the extent of modal shift towards public transport usage following the ongoing operation of the Metro from early-2019. Whilst the proposal does precede the completion of the more detailed planning investigations for the site and broader precinct, including the regional traffic modelling, the Proposal is considered to be sufficiently consistent with the strategic framework guiding future development within Norwest to warrant progression to Gateway Determination and following this, community consultation.

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

**b) Building Height**

A height limit of RL 116 metres has historically been applied across Norwest Business Park with the intent of maintaining a consistent built form and height plane in the context of varied topography. However, with the significant growth and development potential envisaged under the State and Local strategic framework, it is necessary to reassess the suitability of this control as the Business Park transitions into a larger scale employment area with an associated increase in the scale of built form. Council has recently considered a number of proposals in Norwest exceeding RL 116 metres including recent approvals at Solent Circuit, Spurway Drive, Fairway Drive and Maitland Place. Recent planning proposals around Solent Circuit and Maitland Place would enable absolute heights in the Business Park marginally exceeding RL 167 metres.

It is also noted that Council has recently resolved not to proceed other proposals, including those for Marketown (7/2017/PLP) and 26-30 Brookhollow Avenue (15/2018/PLP) (refer to Figure 12):

- The proposal for Marketown sought to rezone the local centre and amend development standards to facilitate a mixed use development comprising residential, commercial, retail and community uses in buildings up to 40 storeys in height (RL 205 metres). It is noted that the Regional Planning Panel also considered the proposal as part of the rezoning review process and concluded that the proposal did not demonstrate sufficient strategic merit, was of an excessive height and scale and would unreasonably impact on local infrastructure; and
- The proposal for 26-30 Brookhollow Avenue sought to amend permissibility and applicable development standards to facilitate a mixed use development comprising commercial and residential uses within buildings up to 23 storeys in height (RL 167 metres). The proposal was not supported by Council primarily due to inconsistencies with the strategic planning framework, inappropriateness of residential uses on the site, unsuitable built form and scale and failure to adequately address the impacts of the proposed development on local infrastructure. Whilst the height being proposed under the subject planning proposal for the station site exceeds the height which was proposed for the 26-30 Brookhollow Planning Proposal, concerns relating to built form for that site predominantly related to its location directly adjoining low density residential development and associated overshadowing and privacy impacts on residential land to the south. This is not considered to be a significant issue with respect to the current proposal given the additional separation and slender building design.

The proponent's original concept sought a maximum building height of RL 205 metres which, based on the level of the site and land uses proposed, would have facilitated a built form of approximately 30 commercial storeys. This absolute height would be equivalent to the recent Marketown proposal which did not proceed.

In response to concerns raised by Council staff, the proponent submitted a revised concept reducing the maximum height of the proposal to RL184.25 metres, equating to approximately 25 commercial storeys on this site. A comparison of the original and revised heights and GFA is provided in the table below:



	Original Concept	Amended concept
Building A	11 storeys	11 storeys
Building B1	14 storeys	23 storeys
Building B2	30 storeys	25 storeys
GFA	52,500m <sup>2</sup>	52,000m <sup>2</sup>

Table 2  
Original and Revised Heights and GFA

The following figure shows the range of building heights and distribution of land uses with the proponent's revised concept.

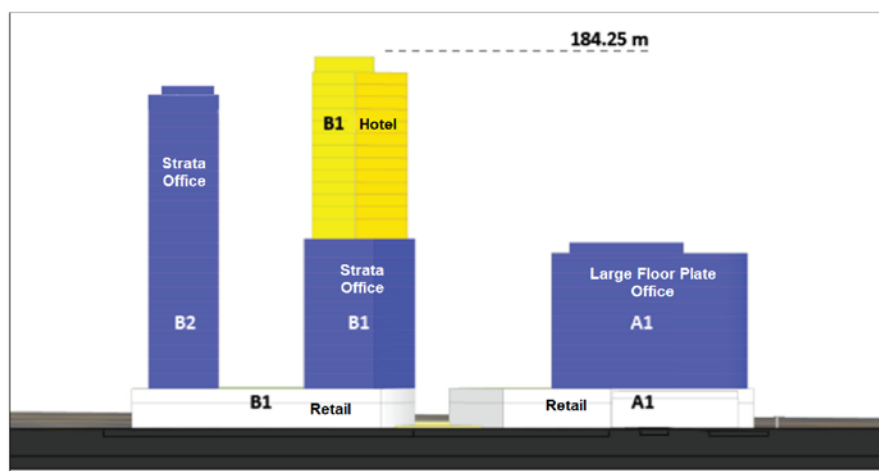


Figure 11  
Proposed Building Heights and Land Use Mix

The subject site has been identified as appropriate for an indicative height of 22 storeys under The Hills Corridor Strategy. Additionally, the State Corridor Strategy envisages up to 30 storeys on the subject site. The revised proposal is generally consistent with the strategic framework and provides a reasonable balance between the anticipated heights and densities identified within the two strategies. Whilst the proposed height presents a minor variation to that identified within The Hills Corridor Strategy, the proponent has demonstrated that the future built form will not create any adverse impact on surrounding areas. In particular:

- Height Transition and Separation - The subject site is sufficiently separated from the lower scale development on the outer edge of the Precinct and is unlikely to result in any unreasonable visual impacts on these sensitive areas. Furthermore, the proposal would represent the tallest building within the Norwest Precinct, resulting in an appropriate transition in height to this point, from other recently supported proposals in Norwest; and
- Overshadowing – The development can comply with the standard overshadowing controls within the DCP to ensure that surrounding sites maintain adequate solar access.

Details regarding the above points are included below.

Height Transition and Separation

Both the North West Rail Link Corridor Strategy and Hills Corridor Strategy anticipate that the station site will accommodate the tallest and most prominent building elements within the business park. Consistent with the approach pursued for other station Precincts the height and density of development would transition downward from this point to the sensitive interfaces. The following image demonstrates the height being sought as part of the current proposal compared with other recent proposals in Norwest Business Park.

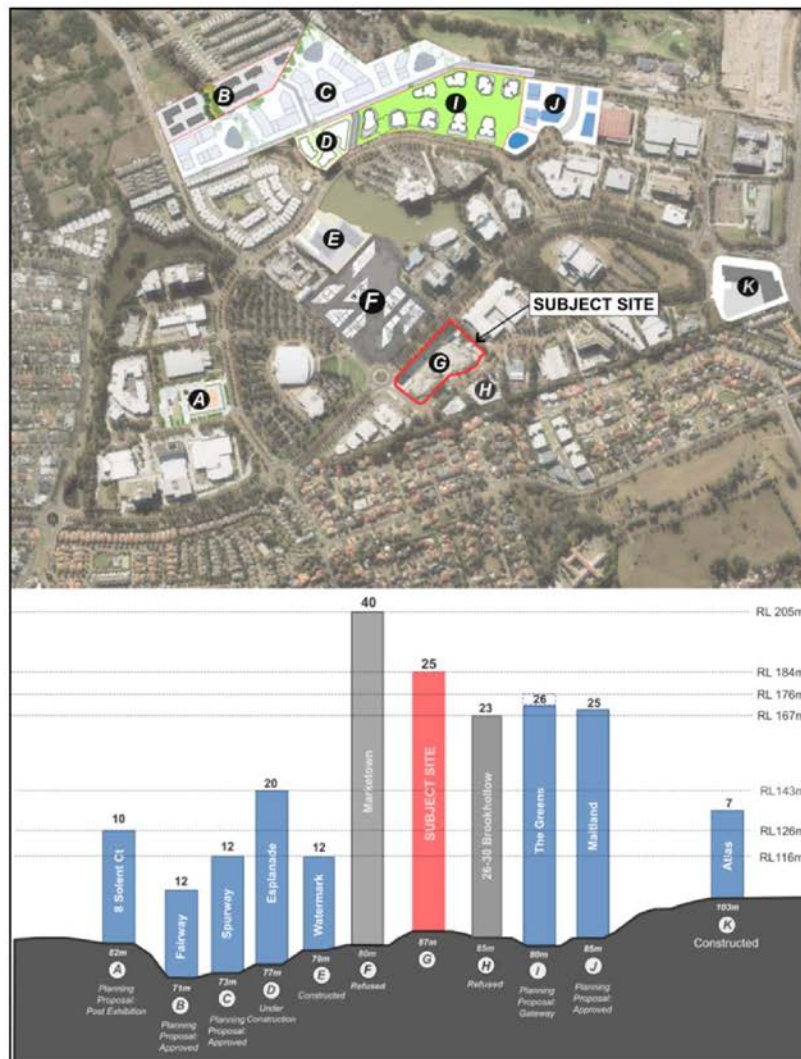


Figure 12

Building Height Comparison

(Item F (Marketown) and Item H (26-30 Brookhollow) were not supported by Council/did not proceed)

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**ORDINARY MEETING OF COUNCIL****11 JUNE, 2019**

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The proposed height is considered to be reasonable given the strategic role and location of the site within the Precinct and will enable a high-density transit oriented development, increasing employment opportunities and supporting services in a highly accessible location immediately adjoining Norwest Station. The concept seeks to provide a 'landmark' development appropriate to identify the site as the focal point in Norwest Precinct. The scale and height of the proposal is consistent with the vision for Norwest as a key commercial destination and will ensure the site is easily identifiable as the Norwest Station and heart of the Norwest Precinct.

The most sensitive uses within the vicinity of the site are the residential houses which are accessed via Barina Downs Road. These houses are located around 70 metres from the proposed 11 storey building and around 100-130 metres from the proposed 23 and 25 storey buildings. The residential area will also be separated from the subject site by land which is identified as Commercial Core within the North West Rail Link Corridor Strategy. The Strategy anticipates that this land could accommodate high intensity commercial office buildings with an indicative height range of around 8-10 storeys, subject to detailed master planning and consideration of amenity. Future development on this surrounding land will therefore provide adequate transition of height from the station site and will ensure that the proposed tower elements are not seen in the same context as the lower scale residential uses to the south.

It is also noted that The Hills Corridor Strategy identifies land along the northern site of Barina Downs Road as having potential for higher density development. Whilst this may be a longer term development opportunity, this would provide even greater transition in height and density to the lower density development south of Barina Downs Road.

Overshadowing

Overshadowing diagrams for the proposed development at 9am, 12pm and 3pm on the winter solstice are included below.



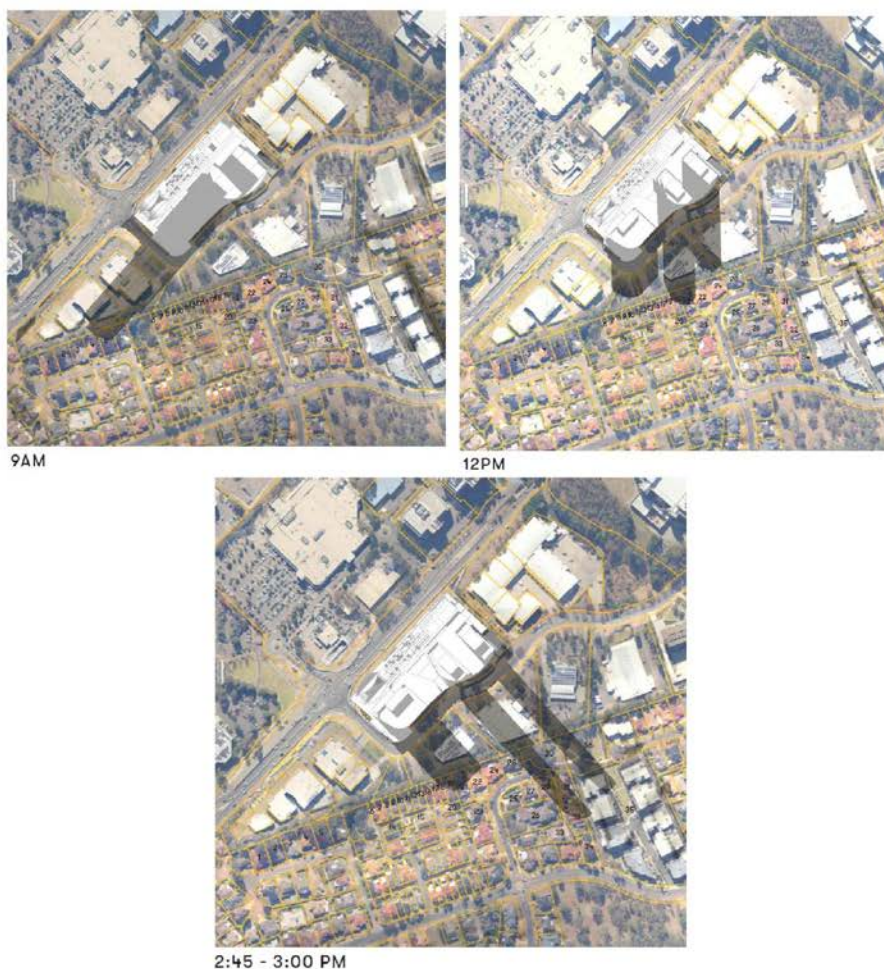


Figure 13  
Overshadowing diagrams

The overshadowing analysis undertaken as part of the preparation of the urban design assessment demonstrates that at least 50% of the private open space of all lots to the south of the site will receive direct sunlight for more than 4 hours between 9am and 3pm on the winter solstice. This is considered reasonable and will enable compliance with the minimum solar access requirements within the DCP.

**c) Land Use and Employment**

The proposal would enable up to 52,000m<sup>2</sup> of employment floor space on the land. The revised concept submitted by the Proponent indicates the following potential land use mix:

- 39,455m<sup>2</sup> of office floor space;
- 3,900m<sup>2</sup> of retail floor space (including 1,000m<sup>2</sup> for a small format supermarket); and

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

- 8,645m<sup>2</sup> of short term accommodation (hotel).

A Land Use Analysis prepared by SGS Economics and Planning has been submitted in support of the proposal. The report makes recommendations with respect to future land uses in light of the site's important strategic context as well as shorter term market demands. The report notes that whilst there is increasing focus on the provision of mixed and residential uses in many parts of Sydney, commercial office precincts remain important to provide clusters of higher order employment which can take advantage of opportunities for businesses to agglomerate. These business parks will underpin Sydney's role as a global economic and advanced serviced centre. The report highlights the need to ensure the core character of the Business Park remains a place for employment whilst encouraging more activation and integration with surrounding uses.

#### Offices

The SGS analysis considers future demand for office floor space in the Norwest Business Park. The report suggests that there could be demand for up to 391,362m<sup>2</sup> of office floor space to 2036 and that the site could support between 35,000m<sup>2</sup> and 53,000m<sup>2</sup> of office space depending on market absorption rates. The report identifies relatively low vacancies in both strata and freehold office space in Norwest, with vacancy rates of 4.58% for strata properties and 5.54% for large floorplate properties being recorded for the Business Park in 2017.

The delivery of the Sydney Metro Northwest is expected to increase the viability of the Business Park and attract a wider range and higher intensity of employment uses into the future. The site is well positioned to attract higher order uses and large corporate tenants seeking A-grade commercial space within accessible and affordable areas outside of the Sydney CBD. The proposed office provision is consistent with the future role of the site as envisaged under the strategic framework and the forecast floor space capacity of the site identified by the economic analysis. The proposed office component will provide approximately 1,600 jobs (based on an employment ratio of 1 employee per 25m<sup>2</sup>).

#### Retail

The proposed concept seeks to provide up to 3,900m<sup>2</sup> of retail floor space of which 1,000m<sup>2</sup> could be a small format supermarket. The Proponent is seeking to permit a neighbourhood supermarket (up to 1,000m<sup>2</sup>) as an additional permitted use under LEP 2012. The remaining retail floor space would be taken up in the form uses already permissible in the B7 Business Park zone including 'business premises' (banks, post offices, hairdressers etc.), 'food and drink premises' (restaurants and cafes) and 'neighbourhood shops' (which are limited to a maximum size of 100m<sup>2</sup> under LEP 2012). The retail component of the development will provide approximately 100 jobs (based on an employment ratio of 1 employee per 35m<sup>2</sup>).

The SGS report suggests there will be a need and demand for different retail uses and service activities as the Business Park evolves. The report further notes that a critical mass of retailing in different categories is necessary for the site to ensure reasonable activation. The report recommends a small supermarket, specialty food, clothing and hospitality (restaurants and cafes) to provide ground level activation and supporting services for workers and commuters. The report concludes that the site could support up to 6,000m<sup>2</sup> of retail floor space based on the defined trade area and offer in other surrounding centres.

Following initial assessment of the proposal, concerns were raised with the Proponent that the proposed retail (in particular a supermarket) could impact on the role and viability of the nearby local centre Marketown. In response, the proponent submitted additional justification within a technical memorandum prepared by SCT Consulting. The memorandum concluded



## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

that a small format supermarket and ancillary specialty retail (cafes and restaurants) would likely draw its customer base predominantly from users of the metro, as well as residents, workers and visitors within and in the immediate vicinity of the development. The study makes reference to a number of precedents in Sydney where a small format supermarket is located in close proximity to a larger centre with significant supermarket offering including:

- Woolworths Metro, Parramatta Station;
- Woolworths (small), Chatswood Station;
- IGA, St Leonards;
- IGA, North Sydney; and
- Coles Express, Wynyard.



Figure 14

Image of Woolworths Metro – Parramatta (source: [www.westfield.com.au](http://www.westfield.com.au))

The SCT study reinforces the ability for small format supermarkets to succeed even if located in close proximity to multiple full line stores. The study identifies the success of stores such as those above being mainly attributed to passing foot traffic due to being within high pedestrian traffic areas with limited parking and good public transport access.

Small format supermarkets such as Woolworths Metro and Coles Express are becoming increasingly popular in response to busier consumer lifestyles and desire for increased convenience. Such stores vary in product offer from their full line counterparts and serve a different segment of the market generally catering to surrounding professional populations with limited time who prefer to 'grab and go'.

The changing nature of retail in NSW and rise of small format supermarkets has been acknowledged in recent planning changes by the Department of Planning Environment, including the introduction of the new definition for 'neighbourhood supermarkets'. A retail analysis prepared by Leyshon Consulting in support of the proposed changes considered

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

the implications of neighbourhood supermarkets on surrounding higher order centres and concluded that a small supermarket of 1,000m<sup>2</sup> in close proximity to a full line Coles and Woolworths would have a negligible impact on the viability of these larger stores.

Accordingly, permitting a 'neighbourhood supermarket' on the subject site with a maximum size of 1,000m<sup>2</sup> is considered unlikely to have any significant impact on the nearby Marketown. The proposed small supermarket would predominantly cater to future workers on the site and users of the rail. Further, permitting a 'neighbourhood supermarket' (up to 1,000m<sup>2</sup>), rather than 'retail premises' or 'shops' will ensure that the retail offer is limited to daily convenience goods rather than clothing, homewares and the like which could attract a wider trade area. Permitting a neighbourhood supermarket is considered to be consistent with the objectives of the B7 Business Park zone:

- *To provide a range of office and light industrial uses.*
- *To encourage employment opportunities.*
- ***To enable other land uses that provide facilities or services to meet the day to day needs of workers in the area.***
- *To make provision for high technology industries that use and develop advanced technologies, products and processes.*

#### Hotel / Serviced Apartments

The proposal seeks to provide short term accommodation (hotel or serviced apartments) with up to 110 rooms. This component of the development would provide approximately 40 jobs. The Land Use Analysis prepared by SGS considers future demand for short term accommodation within Norwest Business Park. The report identifies that whilst there is relatively low vacancy of existing short stay accommodation in the Business Park this market is also anticipated to remain relatively flat in the short term. Despite this projection, the provision of both accommodation and conference facilities can be seen as important to the success of the Business Park in attracting larger, nationally oriented businesses and supporting a greater night time economy. Short term accommodation such as a hotel or serviced apartments would support growth of the Business Park and provide accommodation, hospitality services and space for business activities such as meeting and conferences.

The SGS analysis considers the current rate of provision of short term accommodation in Norwest compared with other centres in Sydney. The Norwest area (including Norwest, Castle Hill and Bella Vista) currently has a ratio of 9.5 rooms per 1,000 workers compared with Parramatta, Chatswood and North Sydney which have ratios of 23.4, 24.9 and 11.7 rooms per 1,000 workers respectively. Given the expected growth of Norwest following delivery of the Sydney Metro Northwest and associated increase in employment floor space and local workforce, the application of ratios similar to these other centres is likely to be appropriate. Utilising these ratios, the demand for rooms could equate to between 180-360 rooms by 2036 which would be partially satisfied by this proposal.

#### **d) Traffic, Parking and Transport**

##### Traffic

A Traffic and Transport Assessment prepared by SCT Consulting has been submitted in support of the proposal. The report considers the impact of expected future traffic generated by the proposal on the surrounding road network. By virtue of significantly reduced parking rates proposed for the site, the report concludes that the additional traffic generated by the development is reasonable and within the daily variation of traffic experience on any major

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

road in Sydney. All surrounding intersections are expected to operate at a Level of Service of D or better post development which is considered reasonable in an urban context.

An important consideration for the subject site is the cumulative impact of the proposal combined with other future developments likely to occur in the locality. Discussions are underway between the Department of Planning and Environment, Transport for NSW, RMS and Council with respect to the preparation of detailed traffic and transport modelling for Norwest Precinct. The absence of this regional and local modelling means that a holistic assessment of the traffic impacts associated with this proposal in the context of the broader Norwest Precinct cannot be completed at this time.

Notwithstanding this, given the proposal is generally consistent with the Strategic framework which is in place to guide future development and land use decisions within the Norwest Precinct, it is considered reasonable to enable the proposal to progress to Gateway Determination to enable further assessment, consultation with State Government agencies and community consultation to occur. Any subsequent finalisation (gazettal) of a planning proposal for this site would be contingent on the completion of the precinct-wide traffic modelling for Norwest and the establishment of an appropriate contributions mechanism to secure a reasonable contribution toward future road infrastructure.

#### Parking

The proposed concept includes provision for 360 car parking spaces to service the development. The extent of provision proposed is a significant variation from Council's existing centres parking controls which would require a total of 1,327 spaces. A comparison of existing and proposed car parking rates for each element of the proposal is provided in the table below.

Land Use	Existing DCP Centres Rate (min)	Proposed Parking Rate (max)
Commercial	1 per 40m <sup>2</sup> GFA	1 per 145m <sup>2</sup> GFA
Retail	1 per 18.5m <sup>2</sup> GFA	1 per 130m <sup>2</sup> GFA
Hotel	1 per room + 1 per 2 staff	1 per 2 rooms

Table 3  
Council's Existing and Proponent's Proposed Parking Rates

The proposed parking rates would equate to 357 spaces. The Proponent is seeking to cap the provision of parking at 360 spaces given the location of the site at the Norwest station, the transformative potential of the Metro and the likelihood that private car use will reduce gradually within the corridor. Other types of parking provision including bicycle, motorcycle, shared spaces and loading spaces generally comply with or exceed Council's current controls.

The report prepared by SCT Consulting justifies the proposed parking provision on the following grounds:

- The rates are consistent with best practice transit oriented development principles;
- The development is entirely for employment purposes with no residential uses;
- The site is located immediately adjacent to the station making travel by public transport a highly attractive option; and
- Whilst the proposed rates are lower than Council's existing DCP, the rates are consistent with other transit centres such as Parramatta, Green Square and Rhodes and considered appropriate given the unique location and opportunities for transit oriented development afforded by the site.



## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

The strategic framework guiding future development within the Norwest Precinct earmarks this site for a high density employment development, directly adjoining a Metro Station. As the proposal seeks to facilitate a commercial, office and hotel development with some ancillary retail uses, it is anticipated that the principal purpose of trips to and from the site will be workers travelling to and from their place of employment.

Over time there is likely to be significant change in travel behaviour (mode shift) within the Sydney Metro Northwest Precincts. While it is difficult to quantify the extent of this shift prior to the operation of the Metro, it is anticipated that there will nonetheless be an overall increase in the percentage of workers that will catch public transport to get to and from their place of employment. Accordingly, in order to forecast the likely travel behaviour of workers on the subject site, an analysis has been undertaken of other established high density employment centres within the Sydney Metropolitan Region which have access to high frequency public transport services. These centres include Macquarie Park, St Leonards, Parramatta, Chatswood, Bondi Junction and North Sydney.

These centres have been included as they are considered to be locations which provide high density employment opportunities within close proximity to public transport. Whilst these locations are not considered to be directly comparable to the site in terms of character, scale and built form, they are considered to provide a reasonable indication of future travel behaviour to assist with establishing an assumption regarding the likely future vehicular trips/parking requirements associated with the subject development.

The analysis has considered 2011 Census Journey to Work data to determine the percentage of workers that drive to work by private vehicle (unfortunately, Journey to Work data derived from the 2016 Census is not available for specific employment areas). Based on the 2011 data, the percentage of workers that drove to work at each location was as follows:

- Macquarie Park – 64%
- St Leonards – 40%
- Parramatta – 40%
- Chatswood – 39%
- Bondi Junction – 32%
- North Sydney – 23%

On average, approximately 40% of all workers within the above centres drove to work via private vehicle.

It should be noted that whilst Macquarie Park has been included within list of comparable centres, the operation of the Epping to Chatswood rail line (through Macquarie Park) only commenced in 2009. It is likely that patronage of the railway would have increased significantly in the years following its opening.

Whilst 2016 Journey to Work Data is not available specifically for Macquarie Park, data is available at the SA2 Statistical Level which is a larger area encompassing land within the suburbs of Macquarie Park and Marsfield. Analysis of the data for this area demonstrates that the percentage of workers driving to work by private vehicle was approximately 59% in 2016. It is reasonable to assume that this reduction would be greater in the business park, which is a more concentrated area with greater accessibility to the station. Alternatively, if Macquarie Park were excluded from the analysis, the average percentage of workers that drive to work within the above centres is closer to 30%.

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

Utilising a range of 30-40%, the following tables provide a breakdown of the anticipated number of workers that would likely access the subject site using private vehicle and as a result, the likely demand for parking spaces. This is then translated into equivalent parking rates for the subject site that would be required to meet the forecast demand.

Proposed Land Use	Proposed GFA	Workers	Worker Parking Spaces (30%)	Customer/ Visitor Parking Spaces	Total Parking Spaces	Equivalent Parking Rate
Office	39,455m <sup>2</sup>	1,600	480	Nil	480	1 per 80m <sup>2</sup>
Retail	3,900m <sup>2</sup>	100	30	Nil	30	1 per 130m <sup>2</sup>
Hotel	110 Rooms	40	12	28*	40	1 per 4 rooms
<b>TOTAL</b>	<b>-</b>	<b>1,740</b>	<b>522</b>	<b>28</b>	<b>550</b>	<b>-</b>

Table 4

Potential parking provision based on 30% of workers driving to work

\* Note: visitor spaces based on RMS Rate of 1 space per 4 rooms

Proposed Land Use	Proposed GFA	Workers	Worker Parking Spaces (40%)	Customer/ Visitor Parking Spaces	Total Parking Spaces	Equivalent Parking Rate
Office	39,455m <sup>2</sup>	1,600	640	Nil	640	1 per 60m <sup>2</sup>
Retail	3,900m <sup>2</sup>	100	40	Nil	40	1 per 100m <sup>2</sup>
Hotel	110 Rooms	40	16	28*	44	1 per 4 rooms
<b>TOTAL</b>	<b>-</b>	<b>1,740</b>	<b>696</b>	<b>28</b>	<b>724</b>	<b>-</b>

Table 5

Potential parking provision based on 40% of workers driving to work

\* Note: visitor spaces based on RMS Rate of 1 space per 4 rooms

Based on the above, appropriate parking provision for the site would be in the range of 550 to 724 spaces. Given the inclusion of Macquarie Park may unrealistically skew the data (due to the likely impact of the delivery of rail infrastructure at this location not yet being reflected in Journey to Work data) and noting that the subject site has the highest level of accessibility to the Metro of any land within the Norwest Precinct, it is considered that the lower end of the car parking range would more likely reflect future travel behaviour and the expected parking demand for the site.

With respect to the provision of no customer spaces for the retail component, it is important to recognise the nature and role of the proposed retail offer. It is considered that the proposed retail uses will predominantly serve the local working population and commuters of the Sydney Metro Northwest. The scale of the retail offering is unlikely to attract a wider catchment, nor would this be desirable from a traffic generation perspective. Accordingly, it is proposed that parking only be provided for the retail employees in accordance with the anticipated vehicle trip generation and that no parking be provided for customers. This will reduce potential driving trips and ensure the key role of the retail is to serve passing foot traffic from the commercial offices, hotel/serviced apartments or patrons of the metro.

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

Any parking requirements associated with customers of food and drink premises during evening/night trading could likely be satisfied through appropriate shared parking arrangements with the office component of the development.

The SCT report includes data on trip generation rates per parking space for comparable employment centres including North Sydney, Chatswood, Macquarie Park and Parramatta. These generation rates are based on the survey data within the RMS Technical Direction 2013/04a. The following table outlines the average trip generation rates per parking space for each land use proposed as part of the Proponent's concept.

Land Use	Office	Retail	Hotel
AM Peak Generation Per Parking Space	0.4	0.4	0.44
PM Peak Generation Per Parking Space	0.25	0.4	0.44

Table 6  
Trip Generation Rates for Similar Employment Centres

The rates for retail are similar to the office component which is lower than might be expected. However, this is considered reasonable as the retail component is primarily intended to serve a local walk-up catchment and passing trade to and from the station. The trip rates for the hotel are also relatively low given that check in/out generally does not align with road network peak times.

Utilising the above rates, the following table identifies the potential trips that could be generated by the proposal depending on the amount of parking proposed.

Land Use	Existing DCP Controls		Proponent Spaces		Recommended Provision (Table 4)	
	AM Trips	PM Trips	AM Trips	PM Trips	AM Trips	PM Trips
Office	395	247	109	68	192	120
Retail	84	84	12	12	12	12
Hotel	57	57	24	24	18	18
<b>TOTAL</b>	<b>536</b>	<b>388</b>	<b>145</b>	<b>104</b>	<b>222</b>	<b>150</b>

Table 7  
Potential Trips Generated by the Proposed Concept

The proposed parking rates in Table 4 would generate between 222 and 150 trips during the AM and PM peaks respectively. A proposal compliant with Council's existing parking controls would generate significant additional traffic volume being between 536 and 388 trips during the AM and PM peaks respectively.

The Norwest Precinct is already congested during peak periods. As can be seen from the above tables, there is a strong relationship between the provision of car parking spaces and traffic generation. Given that the subject site has a high degree of accessibility to Norwest Station, consideration of reduced parking provision to a level which will still meet future demand, would assist in minimising traffic generation and vehicular movement from the site and within the broader Norwest Precinct.

It is further noted that the planning proposal was considered by The Hills Local Planning Panel on 15 May 2019. The Panel was generally supportive of the recommended reduced parking rates for the subject site. It noted however that there may be merit for a further



## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

reduction of parking provision following the completion of the detailed traffic modelling for Norwest Precinct, in recognition of site's proximity to the station and to assist in reducing traffic generation.

It should also be noted that the requirement for additional basements may significantly alter the feasibility and potential outcomes on the site. A development compliant with the rates in Table 4 would require approximately three basement levels whilst a development compliant with Council's existing controls would require up to seven basement levels.

Given the above, it is considered that the proposed parking rates in Table 4 above are sufficient to apply to this proposal as an interim indication of likely parking requirements. The determination of an appropriate parking provision for the site can be further informed by the detailed traffic modelling for Norwest Precinct, once completed. This modelling will provide further information regarding supportable traffic volumes for the precinct and mode shift likely to occur following commencement of operation of the Metro.

Accordingly, it is recommended that the car parking rates within Table 4 be included within the draft DCP and be subject to further review following the outcomes of the traffic modelling for Norwest Precinct, prior to the finalisation of this proposal.

Pedestrian Movement

The increased yield on the site could generate 700 person trips per peak hour. The SCT report notes that the illustrative concept has been designed with several features to support the expected large pedestrian volumes. These features include multiple access points to the station spreading the impact of pedestrian congestion and a generous plaza space providing waiting or 'meet and greet' spaces. A pedestrian movement map has been included within the draft DCP to facilitate safe and efficient pedestrian movement throughout the site and to and from the station.

**e) Heritage**

Bella Vista Farm Park adjoins the Norwest Business Park and is a prominent cultural landmark. Bella Vista Farm derives its significance in part from its deliberate and prominent siting and rural setting with views and vistas to and from the site and its aesthetic values, including its sense of place. The Conservation Management Plan prepared for Bella Vista Farm Park (2000) recognises views to and from the farm as an extremely important aspect of the cultural significance of the place, and the importance of carefully controlled development so that it does not impact on these qualities.

The Hills DCP 2012 (Part B Section 6 – Business) provides controls relating to view corridors to and from Bella Vista Farm. A visual analysis supporting the planning proposal indicates that the proposal would retain and conserve significant views to and from the park (refer following figure).





Figure 15  
Heritage view corridor

Whilst it is considered that the proposal is unlikely to detrimentally impact on view corridors to and from Bella Vista Farm, consultation with the relevant State Government Agencies would be required as a condition of any Gateway Determination issued, should the proposal proceed to that stage.

#### f) Development Control Plan

A new draft section of DCP 2012 (Part D Section 23 – Norwest Station Site) is proposed to guide future development outcomes on the site. The proposed DCP covers key matters relating to future character, site layout, land uses, building heights, setbacks, active frontages, public domain, solar access, wind and parking.

In accordance with the draft DCP, the development will be required to:

- Act as a beacon signifying the location of Norwest Station and emphasise the prominence of the location;
- Accommodate a dense mix of employment generating uses including commercial offices, supporting retail services and serviced apartments;
- Provide architecturally distinct buildings that incorporate design excellence principles;
- Provide a seamless transition from the station; and
- Incorporate active uses to increase the vibrancy of the development day and night.

The draft DCP builds on the primary controls proposed to be included within the LEP and includes desired building heights for each individual building, minimum street setbacks and minimum building separation requirements to regulate future bulk and scale and minimise potential amenity impacts internal to the site and on surrounding properties. The draft DCP requires active frontages at certain locations to ensure the ground plane is vibrant and attractive.

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

The public domain comprises the plaza, pedestrian links, road verges and open spaces. The draft DCP will require minimum dimensions for the plaza to ensure this space is usable and provides adequate solar access. High quality embellishment of the plaza will be required including generous pavements, integrated seating and quality planting. Through site pedestrian links will be subject to minimum widths and right of public access 24/7.

The proposed concept will result in some overshadowing of properties to the south. However, supporting information submitted by the Proponent has demonstrated that the concept complies with Council's existing overshadowing controls for high density development which require surrounding residential buildings and the major part of their landscape receive at least four hours of sunlight between 9am and 3pm on 21 June. The draft DCP will require any new development on the site to comply with these controls.

The Proponent has submitted a Wind Environment Statement prepared by Windtech. The Statement assesses the likely impact of the proposed design on the local wind environment. The Statement recommends a number of treatments to achieve suitable wind conditions for trafficable areas within and surrounding the site including building design features and vegetation. The draft DCP requires the submission of a detailed wind analysis at the development application stage to assess wind impacts and articulate wind amelioration measures to be incorporated into the development. Controls relating to maximum wind speeds have been included which reflect those which have been adopted for other station precincts (Showground and Castle Hill North).

As noted previously, it is recommended that the car parking rates within Table 4 be included within the draft DCP and be subject to further review following the outcomes of the traffic modelling for Norwest Precinct, prior to the finalisation of this proposal. Council's existing parking rates are recommended as the minimum for other types of parking e.g. bicycles.

The draft DCP is provided as Attachment 1 to this report.

**g) Local Infrastructure**

While the uplift proposed within this proposal is largely consistent with the applicable strategic planning framework, it precedes the completion of detailed precinct planning or infrastructure analysis, including the preparation of a contributions plan under which new development within the Precinct can make a fair and reasonable contribution towards required infrastructure upgrades. Council's Section 7.12 Contributions Plan which currently applies to the land would not be sufficient to fund the anticipated extent of upgrades and improvements required to accommodate development uplift (both on the subject site and more broadly throughout the Precinct).

The proponent has not indicated a mechanism to ensure future development on the site makes a fair and reasonable contribution towards future local infrastructure improvements that will be required to support increased commercial yields on this site and more broadly throughout the Business Park.

If the planning proposal were to proceed, discussions would be required between Council and the Proponent with respect to a mechanism to secure development contributions towards new local infrastructure within the Norwest Precinct. It is noted that consideration of infrastructure improvements will be largely informed by the detailed traffic modelling for the Precinct and subsequent detailed precinct planning, which may provide greater certainty as to the adequacy of any contributions offered by the proponent.

## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

## h) Local Planning Panel

The Hills Local Planning Panel considered the proposal at its meeting of 15 May 2019, where it resolved:

*The Panel agreed with the Council officer's report that the Planning Proposal proceed to Gateway determinations as follows:*

1. *A Planning Proposal (6/2019/PLP) applying to part of 33 Brookhollow Avenue, Norwest (Lot 101 DP 1181138) be forwarded to the Department of Planning and Environment for a Gateway Determination to amend The Hills Local Environmental Plan 2012 as follows:*
  - a) *Amend the Floor Space Ratio Map from 1:1 to part 4.1:1 and part 6.5:1;*
  - b) *Amend the Height of Buildings Map from RL 116 metres (approx. 8 storeys) to part RL 135.65 metres (11 storeys) and part RL 184.25 metres (25 storeys);*
  - c) *Amend the Lot Size Map from 8,000m<sup>2</sup> to 3,500m<sup>2</sup>; and*
  - d) *Amend Schedule 1 and the associated Additional Permitted Uses Map to permit 'neighbourhood supermarkets' (up to 1,000m<sup>2</sup>) as an additional permitted use on the site.*
2. *Council proceed with the preparation of a site specific Development Control Plan to guide future development outcomes on the site. The DCP should include the draft parking rates detailed in Table 4 of this report, with further consideration given to the proposed rates following the outcomes of the detailed traffic modelling for Norwest Precinct. Should the traffic and transport modelling identify the need for a lower rate of parking provision this should be adopted because of the location of the station and the provision of parking can itself generate traffic;*
3. *Should the proposal proceed to Gateway Determination, Council and the Proponent enter into discussions with respect to securing a fair and reasonable contribution towards local infrastructure improvements required to support the proposed development uplift.*

The minutes of the Local Planning Panel meeting are provided as Attachment 2.

**OPTIONS**

The following options are presented for consideration by Council:

*Option 1 – Proceed to Gateway Determination*

This option involves forwarding the planning proposal to the Department of Planning and Environment for Gateway Determination, having regard to the strategic merit of the proposal and opportunity to contribute to long term employment growth within the Norwest Precinct.

Noting that the proposal is largely consistent with the applicable strategic framework, the Gateway process would enable the proposal to progress whilst work on the precinct-wide traffic modelling is being undertaken. Any decision on whether or not to finalise (gazette) the planning proposal could be delayed until such time as the traffic modelling for the Norwest Precinct has been completed and there is greater certainty of the infrastructure required to support future growth.



## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

Option 2 – Hold the Proposal in Abeyance

This option involves holding the Proposal in abeyance, pending the finalisation of the regional traffic and transport modelling for the Norwest Precinct. This Option would recognise the strategic merit of the proposal, however would also acknowledge that in the absence of the precinct-wide modelling, a full assessment of the traffic impacts associated with the Proposal within the context of the broader Norwest Precinct is unable to be completed at this time.

This option may unreasonably delay the progression of the proposal, which is predominantly consistent with the strategic framework, would deliver significant employment growth within Norwest and would facilitate activation and public domain improvements surrounding the Norwest station.

Option 3 – Not Proceed

This option involves not proceeding with the planning proposal, on the basis that as the regional traffic and transport modelling has not been completed, a full assessment of the traffic impacts of the proposed development within the context of the broader Norwest Precinct cannot be completed at this time.

Option 1 is recommended given the proposal is generally consistent with the strategic framework guiding future planning and development within the Norwest Precinct. Delaying the progression of the assessment of the proposal pending the completion of the traffic assessment is not considered to be warranted in this particular instance. Especially noting the significantly reduced parking rates proposed (resulting in decreased potential for traffic impacts), the location of the site at Norwest Station and the ability to complete a more holistic traffic assessment before making any final decision on the planning proposal, pending the completion of the Precinct wide traffic modelling.

**IMPACTS****Financial**

This matter has no direct financial impact upon Council's adopted budget or forward estimates.

**Strategic Plan - Hills Future**

The Hills Future aims to manage new and existing development with a robust framework of policies, plans and processes that is in accordance with community needs and expectations. The proposal will capitalise on the strategic location of the site and contribute to the achievement of job targets for Norwest Business Park in response to the delivery of the Sydney Metro Northwest.

**RECOMMENDATION**

1. A Planning Proposal (6/2019/PLP) applying to 25-31 Brookhollow Avenue, Norwest (Lot 71 DP 1252765) be forwarded to the Department of Planning and Environment for a Gateway Determination to amend The Hills Local Environmental Plan 2012 as follows:
  - a) Amend the Floor Space Ratio Map from 1:1 to part 4.1:1 and part 6.5:1;
  - b) Amend the Height of Buildings Map from RL 116 metres (approx. 8 storeys) to part RL 135.65 metres (11 storeys) and part RL 184.25 metres (25 storeys);
  - c) Amend the Lot Size Map from 8,000m<sup>2</sup> to 3,500m<sup>2</sup>; and



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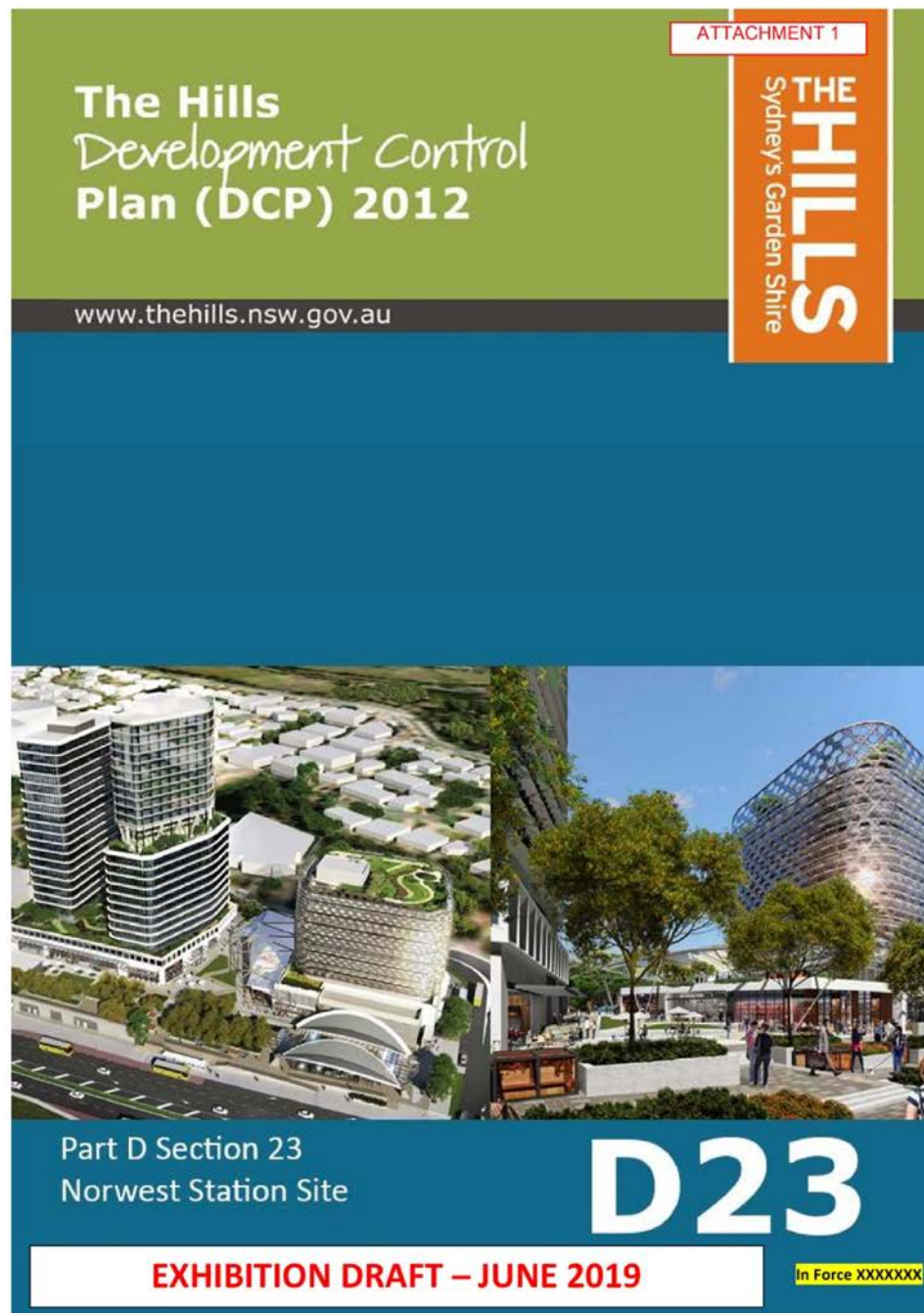
**ORDINARY MEETING OF COUNCIL****11 JUNE, 2019**

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- d) Amend Schedule 1 and the associated Additional Permitted Uses Map to permit 'neighbourhood supermarkets' (up to 1,000m<sup>2</sup>) as an additional permitted use on the site.
- 2. Draft The Hills DCP 2012 (Part D Section 23 – Norwest Station Site) (Attachment 1), be exhibited concurrently with the Planning Proposal.
- 3. Council proceed with discussions with the Proponent to establish a mechanism to address the increased demand for local infrastructure generated by future development.
- 4. Following these discussions, and prior to any public exhibition of the planning proposal, a further report on any proposed mechanism be submitted to Council for consideration.
- 5. Following the completion of detailed traffic modelling for Norwest Precinct, a review of parking rates within Draft The Hills DCP 2012 (Part D Section 23 – Norwest Station Site) (Attachment 1) be undertaken and a report on the outcomes be submitted to Council for consideration.

**ATTACHMENTS**

- 1. Draft The Hills DCP 2012 Part D Section 23 – Norwest Station Site (15 pages)
- 2. Local Planning Panel Minutes – 15 May 2019 (1 page)



Norwest Station Site Development Control Plan

## Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>1</b>
1.1	Land to which this Section applies .....	1
1.2	Purpose of this Section .....	1
1.3	Relationship to other Sections of the DCP .....	1
<b>2</b>	<b>Urban Context .....</b>	<b>2</b>
<b>3</b>	<b>Desired Future Character and Principles .....</b>	<b>3</b>
<b>4</b>	<b>General Controls.....</b>	<b>5</b>
4.1	Building Height .....	5
4.2	Setbacks.....	5
4.3	Active Frontages .....	6
4.4	Public Domain.....	7
4.5	Solar Access and Overshadowing.....	9
4.6	Wind .....	10
4.7	Sustainable Design.....	10
4.8	Parking, Loading and Access.....	11

Norwest Station Site Development Control Plan

## 1 Introduction

This Section establishes a framework and controls to guide development on land adjoining Norwest Station located at 25-31 Brookhollow Avenue, Norwest.

### 1.1 Land to which this Section applies

This section applies to land at 25-31 Brookhollow Avenue, Norwest (refer to Figure 1).



Figure 1 Land to which this Section Applies

### 1.2 Purpose of this Section

The purpose of this section of the DCP is to outline the desired character, land use and built form outcomes for the subject land. It seeks to ensure development is attractive, functional, sustainable and achieves high quality urban design outcomes. It also encourages best practice transit oriented development by requiring reduced parking rates adjoining Norwest Station promoting the use of active and public transport.

### 1.3 Relationship to other Sections of the DCP

This section forms part of The Hills Development Control Plan 2012 (DCP 2012). Development on the site will need to have regard to this section of the DCP as well as other relevant controls in DCP 2012. In the event of any inconsistency between this section and other sections of DCP 2012, this section will prevail to the extent of the inconsistency.



Norwest Station Site Development Control Plan

## 2 Urban Context

The site is located at the core of the Norwest Business Park and Norwest Precinct, immediately adjoining Norwest Station. It has an area of 9,404m<sup>2</sup> and is generally bound by Norwest Station and Norwest Boulevard to the north, Brookhollow Avenue to the west and south and existing commercial buildings to the east and further south of the site.

Norwest Business Park is currently a traditional style business park comprising a mix of commercial office and industrial type uses. A local retail centre known as 'Marketown' is located to the north of the site. The commercial areas of the business park are surrounded by a mixture of medium and high density residential uses.

The delivery of the Sydney Metro Norwest is providing a catalyst for the business park to transition into a major specialised centre containing higher employment densities, a mix of residential uses and supporting services. State and local strategic plans have identified Norwest as a strategic centre with key objectives being to retain and grow commercial activity, employment and encourage complementary retail services around Norwest Lake and the metro station. The subject site provides an opportunity to reinforce the vision for Norwest by providing high density employment and supporting retail and business services at the heart of Norwest Precinct immediately adjoining high frequency public transport.

Norwest Station Site Development Control Plan

### 3 Desired Future Character and Principles

The following principles outline the desired future character for the site:

- Future development on the site will be the tallest and most prominent built form in the Norwest Precinct reflecting the significance and prominence of the site and acting as a beacon for Norwest Station.
- Development on the site will enable a dense mix of employment generating uses which may include offices, retail and a hotel or serviced apartments to support businesses and workers in the area.
- A small scale supermarket may be provided to cater to the convenience needs of workers and commuters in the immediate vicinity.
- The public domain will be attractive, safe, functional and accessible. High quality treatments are to be provided including generous paving, integrated seating, landscaping, water features and public art.
- Pedestrian through-site links will provide ease of movement and enhance connectivity between Norwest Station and surrounding areas.
- Built form will comprise three main buildings incorporating a centrally located public plaza.
- Building heights will be varied creating visual interest in the skyline and minimising potential overshadowing impacts on surrounding properties.
- The ground plane of the development will be vibrant and attractive day and night through the provision of active uses such as cafes, restaurants and small scale retail premises.
- A seamless transition will be provided between the site and Norwest Station.
- Buildings are to create a distinct visual feature and exhibit a high standard of architectural design, materials and detailing.
- Development will achieve best practice environmental performance and climate change resilience through the use of best practice environmental design.

Images of the desired built form and layout are provided in the figures below.

Norwest Station Site Development Control Plan



Figure 2 Indicative Built Form Outcome



Figure 3 Indicative Site Layout

Norwest Station Site Development Control Plan

## 4 General Controls

### 4.1 Building Height

#### Objectives

- To provide a landmark development that reinforces the significance of the site being at the core of Norwest Precinct.
- To provide a distinct and prominent built form as the beacon for Norwest Station.
- To create a visually interesting skyline.
- To minimise overshadowing within and surrounding the site.

#### Controls

- Building heights are to comply with the RLs and number of storeys shown in the figure below.

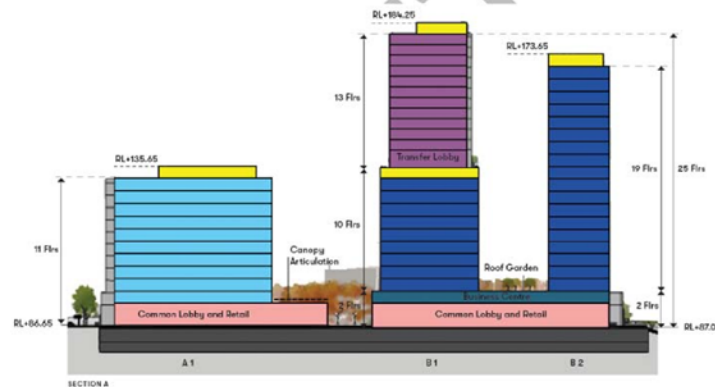


Figure 4 Indicative Building Heights

### 4.2 Setbacks

#### Objectives

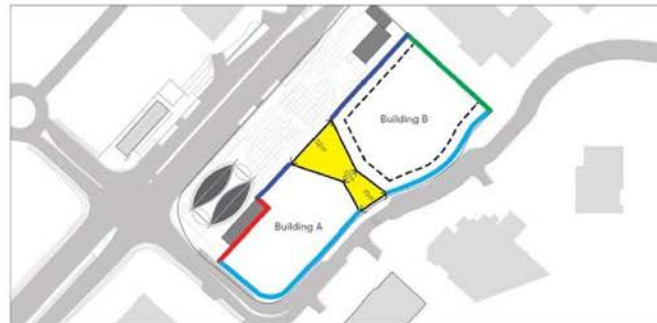
- To encourage active urban edges where buildings meet the public realm.
- To provide sufficient areas around buildings for people to move freely.
- To regulate the bulk and scale of buildings.
- To protect the privacy and solar access to adjoining properties.

#### Controls

- Building setbacks are to comply with those shown in the figure below.



## Norwest Station Site Development Control Plan



## SETBACK AND BUILDING SEPERATION

- Setback from Station Service Building\*
- 0m Setback from site boundary
- 6m Setback from site boundary
- 12-32m Building separation on plaza level
- 3m Setback from site boundary
- 2.5m Podium to tower setback for Building B

\*Setback to be determined as part of future detail design in consultation with Sydney Metro.

Figure 5 Setbacks

### 4.3 Active Frontages

#### Objectives

- a. To require active street frontages at key locations.
- b. To provide an attractive, safe and vibrant pedestrian environment.
- c. To encourage activity outside of commercial business hours.

#### Controls

1. Active frontages are to be provided in accordance with the active frontage map provided in the figure below.
2. Active frontages may include one or a combination of the following:
  - Shop front;
  - Cafe or restaurant if accompanied by an entry from the street;
  - Community and civic uses with a street entrance; and
  - Recreation facilities with a street entrance.
3. An active street frontage is not required for any part of a building that is used for any of the following:
  - Entrances and lobbies;

## Norwest Station Site Development Control Plan

- Access for fire services; and
  - Vehicular access.
4. Where an active frontage is required, a minimum of 80% of the building frontage is to be transparent (i.e. windows and glazed doors). Clear glazing is to be provided to windows and doors.
  5. Awnings are to be provided over building entries. Continuous awnings are to be provided over the full length of active frontages.

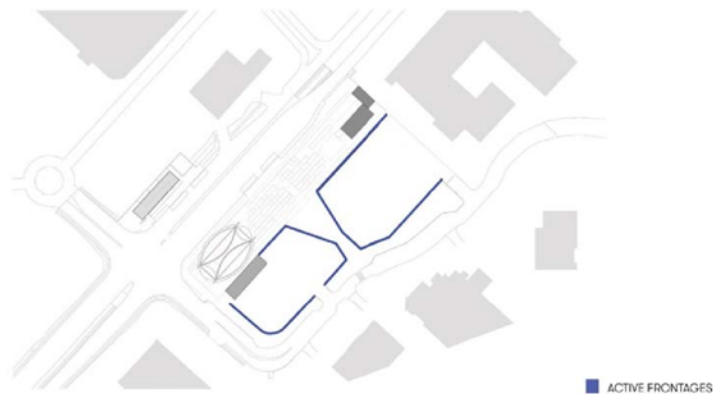


Figure 6 Active Frontages

#### 4.4 Public Domain

*Objectives*

- a. To provide ample public space for community activity and passive recreation.
- b. To provide a highly permeable site that is easy to navigate.
- c. To enhance access and connectivity to and from Norwest Station.
- d. To integrate suitable landscaping that reinforces the urban character of the site.
- e. To enable respite from extreme heat for workers, commuters and people transiting through the site.

*Controls*

1. The public plaza is to have a minimum area of 1,000m<sup>2</sup>.
2. Minimum separation between buildings on the plaza level shall comply with Figure 5.
3. The public plaza is to be embellished with high quality treatments including:
  - Integrated seating and other furniture;
  - Bins;

Norwest Station Site Development Control Plan

- Landscaping;
  - Public art; and
  - Water features.
4. Adequate shading and use of high Solar Reflective Index (SRI) finishes shall be incorporated into the public domain and future buildings on the site.
  5. The paving material and treatment of the public plaza and public domain areas, including footpaths, shall be the same material and treatment used for the public domain on the adjoining Norwest Station site.
  6. Signage and wayfinding is to be incorporated within the public domain where appropriate.
  7. Adequate lighting is to be provided to improve safety.



Figure 7 Indicative Photomontage of Plaza Area

Norwest Station Site Development Control Plan



Figure 8 Indicative Public Plaza Layout

#### Interface with Station Infrastructure

##### *Objectives*

- a. To provide a sensitive interface to the adjoining station infrastructure.
- b. To ensure a seamless transition between the development and station landscapes.

##### *Controls*

1. Future development is to visually integrate with the station and where possible minimise any adverse visual impacts created by the station infrastructure through creative design, architectural features, landscaping etc.

#### 4.5 Solar Access and Overshadowing

##### *Objectives*

- a. To provide adequate solar access to surrounding residential properties.
- b. To ensure that overshadowing does not result in significant loss of sunlight and diminish the enjoyment of public and private open spaces.

##### *Controls*

1. Development is to ensure that at least 50% of the landscaped open space of surrounding residential properties receives a minimum of 4 hours of sunlight between the hours of 9am and 3pm on 21 June.

9



## ORDINARY MEETING OF COUNCIL

11 JUNE, 2019

Norwest Station Site Development Control Plan

Note: Where these areas already receive less than the minimum 4 hours, the proposed development shall not further reduce the level of solar access.

2. Development shall achieve direct sunlight to the principal usable part of the public plaza and other key public areas such as the station landscape for a minimum of 2 hours between 9am and 3pm on 21 June.

#### 4.6 Wind

*Objectives*

- a. To allow for cooling summer breezes to move through the site.
- b. To ensure the built form does not provide adverse wind conditions which will impact upon the amenity of pedestrian comfort in public open spaces.

*Controls*

1. Buildings shall be designed to allow the passage of cooling summer breezes through the site.
2. Wind tunnel testing is to be undertaken for the site. A detailed wind analysis is required which demonstrates the following:
  - In open areas to which people have access, the annual maximum gust speed should not exceed 23 metres per second;
  - In walkways, pedestrian transit areas, streets where pedestrians do not generally stop, sit, stand, window shop and the like, annual maximum gust speed should not exceed 16 metres per second;
  - In areas where pedestrians are involved in stationary short-exposure activities such as window shopping, standing or sitting (including areas such as bus stops, public open space and private open space), the annual maximum gust speed should not exceed 13 metres per second;
  - In areas for stationary long-exposure activity, such as outdoor dining, the annual maximum gust speed should not exceed 10 metres per second; and
  - The report is to be prepared by a suitably qualified engineer.

#### 4.7 Sustainable Design

*Objectives*

- a. To ensure building is sustainable and minimises reliance on, and consumption of, fossil fuels and potable water supplies.
- b. Development adapts to climate change.
- c. Development contributes to quality of life, health and well-being of the community.
- d. The design, construction and operation of development minimises adverse impacts on the natural environment.
- e. Use landscape treatments to minimise urban heat island and contribute to the amenity of people using open space.

*Controls*

1. Future development shall achieve a minimum 6 star Green Star Design and As Built rating.
2. Building operation shall achieve a minimum 4.5 star base building and tenancy NABERS Energy rating, where applicable.

10

## Norwest Station Site Development Control Plan

3. The incorporation of green walls and roofs into the design is encouraged. Where suitable, building facades should incorporate vertical landscaping features to soften the visual bulk of buildings and to improve streetscape appeal.
4. Canopy trees are to be planted within street verges to provide shade and reduce pavement surface temperatures. Understorey planting and permeable surfaces should also be provided to reduce the extent of paved areas and to enhance the amenity of the streetscape environment.
5. Future development is encouraged to incorporate photovoltaic facades and shading devices.
6. Building designs are to:
  - o Maximise the use of natural light and cross ventilation;
  - o Reduce the reliance on mechanical heating and cooling through the use of eaves, awnings, good insulation and landscaping including green walls; and
  - o Include energy efficient light fittings and water fittings.

#### 4.8 Parking, Loading and Access

##### Objectives

- a. To provide sufficient car parking spaces for development while encouraging public transport use.
- b. To ensure that car parking is appropriately located and visual impacts of access and parking facilities on the public realm are minimised.
- c. To ensure that appropriate facilities are provided for bicycle parking.
- d. To ensure vehicles enter and exit developments in a safe and efficient manner.
- e. Pedestrian and cycle access to, from and through development is simple, safe and direct.
- f. To ensure that end of trip facilities such as change rooms, showers and secure areas for bicycle parking are provided.

##### Controls

##### Car Parking

1. Car parking is to comply with the rates in the following table.

Land Use	Minimum Parking Rate
Office	1 per 80m <sup>2</sup> GFA
Retail	1 per 130m <sup>2</sup> GFA
Hotel	1 per 4 rooms

Table 1 – Car Parking Rates

2. All other parking requirements are to comply with Part C Section 1 – Parking of The Hills Development Control Plan 2012.
3. Electric vehicle charging infrastructure shall be provided as part of the development.
4. Driveway access to the site shall be screened as much as possible and provide an attractive address to surrounding streets.
5. The site shall be designed to maximise the safety, permeability and wayfinding for pedestrians and cyclists.

## Norwest Station Site Development Control Plan

6. Future development shall comply with the vehicular access and transport facilities plan provided in the figure below.



Figure 9 Vehicular Access and Transport Facilities Plan

7. Future development shall comply with the pedestrian movement plan provided in figure below.

Norwest Station Site Development Control Plan





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**ORDINARY MEETING OF COUNCIL****11 JUNE, 2019**

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**ATTACHMENT 2**

**ITEM 3:** **PLANNING PROPOSAL – 33 BROOKHOLLOW AVENUE,  
NORWEST (NORWEST STATION SITE) (6/2019/PLP)**

**SPEAKERS:**

Nil

**COUNCIL OFFICER'S RECOMMENDATION:**

That the Planning Proposal proceed to Gateway Determination.

**LOCAL PLANNING PANEL DECISION:**

The Panel agreed with the Council officer's report that the Planning Proposal proceed to Gateway determinations as follows:

1. A Planning Proposal (6/2019/PLP) applying to part of 33 Brookhollow Avenue, Norwest (Lot 101 DP 1181138) be forwarded to the Department of Planning and Environment for a Gateway Determination to amend The Hills Local Environmental Plan 2012 as follows:
  - a) Amend the Floor Space Ratio Map from 1:1 to part 4.1:1 and part 6.5:1;
  - b) Amend the Height of Buildings Map from RL 116 metres (approx. 8 storeys) to part RL 135.65 metres (11 storeys) and part RL 184.25 metres (25 storeys);
  - c) Amend the Lot Size Map from 8,000m<sup>2</sup> to 3,500m<sup>2</sup>; and
  - d) Amend Schedule 1 and the associated Additional Permitted Uses Map to permit 'neighbourhood supermarkets' (up to 1,000m<sup>2</sup>) as an additional permitted use on the site.
2. Council proceed with the preparation of a site specific Development Control Plan to guide future development outcomes on the site. The DCP should include the draft parking rates detailed in Table 4 of this report, with further consideration given to the proposed rates following the outcomes of the detailed traffic modelling for Norwest Precinct. Should the traffic and transport modelling identify the need for a lower rate of parking provision, this should be adopted because of the location of the development adjacent to the station and noting that the provision of parking can itself generate traffic.
3. Should the proposal proceed to Gateway Determination, Council and the Proponent enter into discussions with respect to securing a fair and reasonable contribution towards local infrastructure improvements required to support the proposed development uplift.

**REASONS:**

For the reasons outlined in the Council officer's report. The Panel added the final sentence to point 2 to reflect its view that a lower rate of car parking could be applied if justified by the traffic and transport modelling.

**VOTING:**

Unanimous.



Creating more affordable  
and sustainable communities

ATTACHMENT 2

landcom.com.au

4 July 2019

David Reynolds  
Group Manager, Shire Strategy Transformations & Solutions  
The Hills Shire Council  
3 Columbia Court  
Norwest NSW 2153

By email: dreynolds@thehills.nsw.gov.au

Dear David

**Planning Proposal 6/2019/PLP: 25-31 Brookhollow Avenue Norwest**

Thank you for the opportunity to brief Council on 2 July 2019 to address the matters raised in Council's resolution of 11 June 2019. As outlined at the briefing, Landcom, as proponent on behalf of the landowner Sydney Metro, provides the following additional information for this planning proposal.

***Car parking rates, access and traffic***

As outlined in Council's report and the planning proposal, this site has the highest level of accessibility in the Norwest Business Park. The site is directly adjacent to the new metro station, with access to regional, local and on demand buses, taxi ranks and kiss and ride facilities. The development will have highly accessible, safe pedestrian and cycle links.

The planning proposal provides for a high intensity employment area, with a range of permissible land uses within the B7 zone which will provide space for offices and supporting service based uses (such as hospitality and retail). The site has potential to create space for over 2,000 new jobs.

The Traffic and Transport study prepared by SCT Consulting (May 2019) provided an evidence base for reduced parking provision on this site. Comparisons were made with other employment zones across Sydney and those with good train and bus connections typically have parking rates between 1 space per 90m<sup>2</sup> to 1 space per 200m<sup>2</sup> for commercial offices. Council's current DCP rate is 1 space per 40m<sup>2</sup> for commercial offices.

Steve Burgess, an independent advisor from Complete Streets, attended the councillor briefing and provided further evidence of how lower parking rates are appropriate for transit oriented developments and are necessary to generate high quality place outcomes, namely clean, green and safe streets. Many jurisdictions in Australia and overseas have abolished minimum parking rates or set maximum rates to promote transit oriented development.

The Planning Proposal estimated around 360 spaces would be required, assuming a rate of 1 space per 145m<sup>2</sup> for the commercial office component which represents the majority of the expected land use take up. While initially the proposal was seeking to cap the overall parking at 360 spaces, the revised proposal which went to Council on 11 June 2019, accepted a rate based approach to be determined by the final land uses in the detailed development application stage.

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Parramatta NSW 2150

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E [info@landcom.nsw.gov.au](mailto:info@landcom.nsw.gov.au)



Based on similar well connected job centres it is probable that there will be a strong shift to public transport. It is acknowledged that with metro commencing operation in May 2019, the level of mode shift to public transport may take some time to understand. Therefore, Landcom accepts the adjusted car parking rates as recommended in the report to the 11 June 2019 Council meeting (total estimated 550 spaces). While we understand these rates will be included in the draft DCP, we request to continue working with Council to determine whether the final parking rates can be further reduced.

This approach aligns with the recommendation of the Local Planning Panel at its meeting on 15 May 2019 which supported the reduced parking provision and encouraged consideration of further reductions to the proposed parking rates on further review of public transport use, traffic and parking within the precinct.

***Built form and land uses***

As discussed at the councillor briefing, the illustrative concept proposal demonstrates that a diverse mix of compatible uses permissible in the B7 zone can be achieved. The rezoning controls provide flexibility for the market to take up a range of uses within buildings of varying heights and floor plates. This diversity in built form and land use provides opportunities for activation throughout the day and evening. It also enables key place outcomes such as the central plaza to be delivered, providing great connections within and around the site and to the station.

***Shadow impact***

The building heights vary across the site from 11 to 25 storeys. This is at a level Council considers appropriate for the landmark, metro adjacent location.

An analysis of shadow impact was provided in the Planning Proposal and confirmed that the proposed built form controls meet the performance requirements of Council's DCP. Scott Carver (urban designers) undertook detailed shadow impact assessment and confirmed surrounding properties in Ridgehaven Place, Jacqui Circuit, Evesham Court and Barina Downs Road will achieve direct sunlight to at least 50% of the private open space for more than 4 hours between 9am and 3pm on the winter solstice. The analysis also included Evesham Court Reserve.

To ensure appropriate transitions to surrounding areas, Council's performance based shadow impact controls should be maintained so that the surrounding areas can continue to achieve the solar access requirements as it develops over time.

***Local infrastructure improvements***

Landcom intends to enter discussions with Council to determine appropriate contributions for local infrastructure, particularly for investments in the public domain to deliver improved place outcomes. Landcom considers satisfactory arrangements could be made before the detailed development application is submitted to Council.

Landcom recommends Council proceed to Gateway approval on the basis of Council's report to the 11 June 2019 meeting. As discussed, this is a development which will be realised over a number of years and Landcom, working with Council and the future developer(s), can guide the vision for this landmark site to ensure design excellence and exceptional place outcomes for Norwest.

Yours sincerely

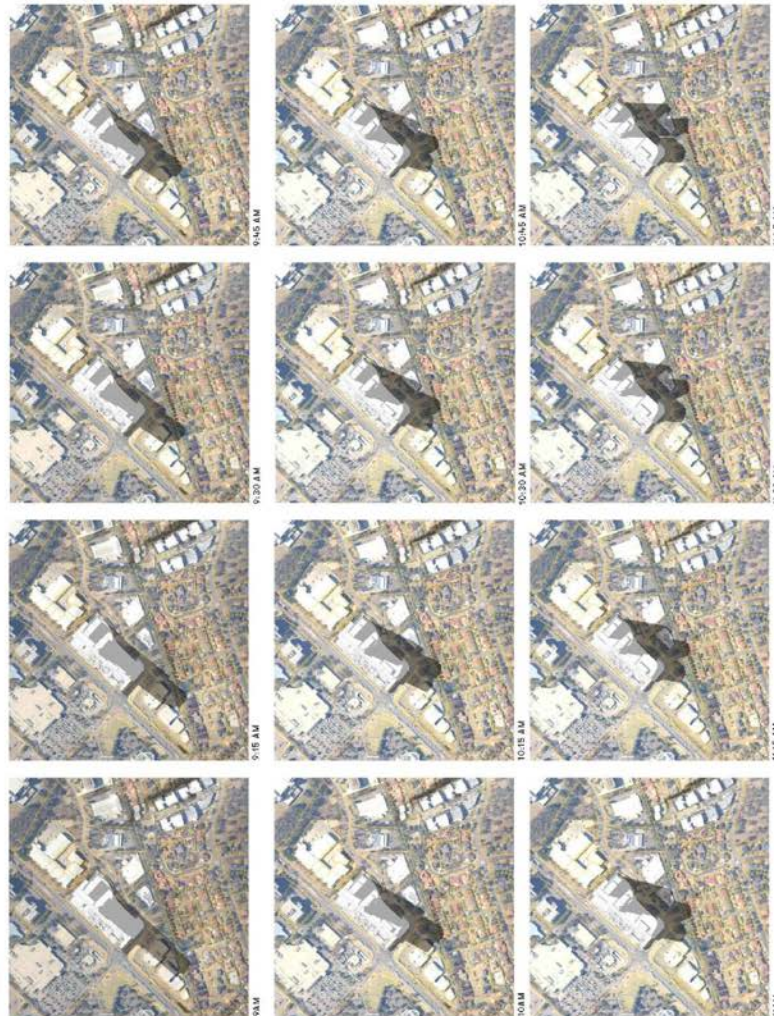
  
David Schofield  
Development Director



ATTACHMENT 3

ILLUSTRATIVE DEVELOPMENT CONCEPT

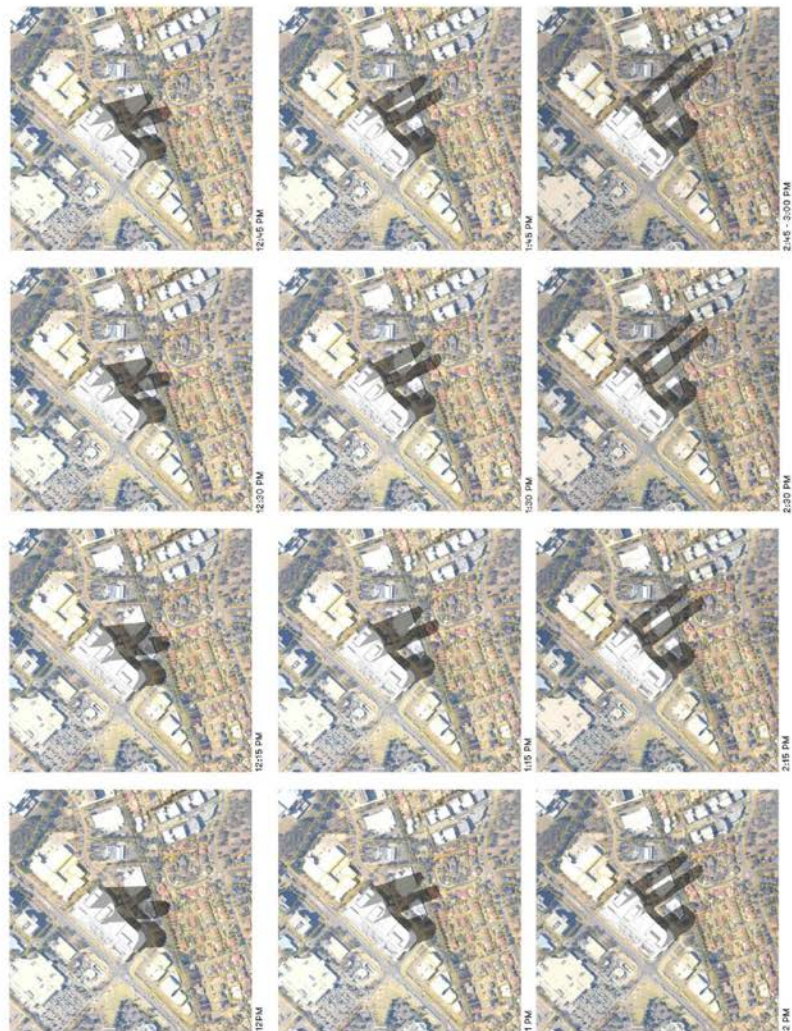
SHADOW ANALYSIS





ILLUSTRATIVE DEVELOPMENT CONCEPT

## SHADOW ANALYSIS



ATTACHMENT 4

# The Hills Development Control Plan (DCP) 2012

[www.thehills.nsw.gov.au](http://www.thehills.nsw.gov.au)

THE  
HILLS  
Sydney's Garden Shire

An architectural rendering of the Norwest Station Site. The image shows a modern urban development with several high-rise buildings. One building has a distinctive curved, metallic facade. There are also lower-rise buildings and green spaces. The scene is set against a clear blue sky.

Part D Section 23  
Norwest Station Site

# D23

**EXHIBITION DRAFT – JUNE 2019**

In Force XXXXXXXX

Norwest Station Site Development Control Plan

## Table of Contents

<b>1</b>	<b>Introduction .....</b>	<b>1</b>
1.1	Land to which this Section applies .....	1
1.2	Purpose of this Section .....	1
1.3	Relationship to other Sections of the DCP .....	1
<b>2</b>	<b>Urban Context .....</b>	<b>2</b>
<b>3</b>	<b>Desired Future Character and Principles .....</b>	<b>3</b>
<b>4</b>	<b>General Controls .....</b>	<b>5</b>
4.1	Building Height .....	5
4.2	Setbacks .....	5
4.3	Active Frontages .....	6
4.4	Public Domain .....	7
4.5	Solar Access and Overshadowing .....	9
4.6	Wind .....	10
4.7	Sustainable Design .....	10
4.8	Parking, Loading and Access .....	11



Norwest Station Site Development Control Plan

## 1 Introduction

This Section establishes a framework and controls to guide development on land adjoining Norwest Station located at 25-31 Brookhollow Avenue, Norwest.

### 1.1 Land to which this Section applies

This section applies to land at 25-31 Brookhollow Avenue, Norwest (refer to Figure 1).



Figure 1 Land to which this Section Applies

### 1.2 Purpose of this Section

The purpose of this section of the DCP is to outline the desired character, land use and built form outcomes for the subject land. It seeks to ensure development is attractive, functional, sustainable and achieves high quality urban design outcomes. It also encourages best practice transit oriented development by requiring reduced parking rates adjoining Norwest Station promoting the use of active and public transport.

### 1.3 Relationship to other Sections of the DCP

This section forms part of The Hills Development Control Plan 2012 (DCP 2012). Development on the site will need to have regard to this section of the DCP as well as other relevant controls in DCP 2012. In the event of any inconsistency between this section and other sections of DCP 2012, this section will prevail to the extent of the inconsistency.



Norwest Station Site Development Control Plan

## 2 Urban Context

The site is located at the core of the Norwest Business Park and Norwest Precinct, immediately adjoining Norwest Station. It has an area of 9,404m<sup>2</sup> and is generally bound by Norwest Station and Norwest Boulevard to the north, Brookhollow Avenue to the west and south and existing commercial buildings to the east and further south of the site.

Norwest Business Park is currently a traditional style business park comprising a mix of commercial office and industrial type uses. A local retail centre known as 'Marketown' is located to the north of the site. The commercial areas of the business park are surrounded by a mixture of medium and high density residential uses.

The delivery of the Sydney Metro Norwest is providing a catalyst for the business park to transition into a major specialised centre containing higher employment densities, a mix of residential uses and supporting services. State and local strategic plans have identified Norwest as a strategic centre with key objectives being to retain and grow commercial activity, employment and encourage complementary retail services around Norwest Lake and the metro station. The subject site provides an opportunity to reinforce the vision for Norwest by providing high density employment and supporting retail and business services at the heart of Norwest Precinct immediately adjoining high frequency public transport.

Norwest Station Site Development Control Plan

### 3 Desired Future Character and Principles

The following principles outline the desired future character for the site:

- Future development on the site will be the tallest and most prominent built form in the Norwest Precinct reflecting the significance and prominence of the site and acting as a beacon for Norwest Station.
- Development on the site will enable a dense mix of employment generating uses which may include offices, retail and a hotel or serviced apartments to support businesses and workers in the area.
- A small scale supermarket may be provided to cater to the convenience needs of workers and commuters in the immediate vicinity.
- The public domain will be attractive, safe, functional and accessible. High quality treatments are to be provided including generous paving, integrated seating, landscaping, water features and public art.
- Pedestrian through-site links will provide ease of movement and enhance connectivity between Norwest Station and surrounding areas.
- Built form will comprise three main buildings incorporating a centrally located public plaza.
- Building heights will be varied creating visual interest in the skyline and minimising potential overshadowing impacts on surrounding properties.
- The ground plane of the development will be vibrant and attractive day and night through the provision of active uses such as cafes, restaurants and small scale retail premises.
- A seamless transition will be provided between the site and Norwest Station.
- Buildings are to create a distinct visual feature and exhibit a high standard of architectural design, materials and detailing.
- Development will achieve best practice environmental performance and climate change resilience through the use of best practice environmental design.

Images of the desired built form and layout are provided in the figures below.

## Norwest Station Site Development Control Plan



Figure 2 Indicative Built Form Outcome



Figure 3 Indicative Site Layout

Norwest Station Site Development Control Plan

## 4 General Controls

### 4.1 Building Height

#### Objectives

- To provide a landmark development that reinforces the significance of the site being at the core of Norwest Precinct.
- To provide a distinct and prominent built form as the beacon for Norwest Station.
- To create a visually interesting skyline.
- To minimise overshadowing within and surrounding the site.

#### Controls

- Building heights are to comply with the RLs and number of storeys shown in the figure below.

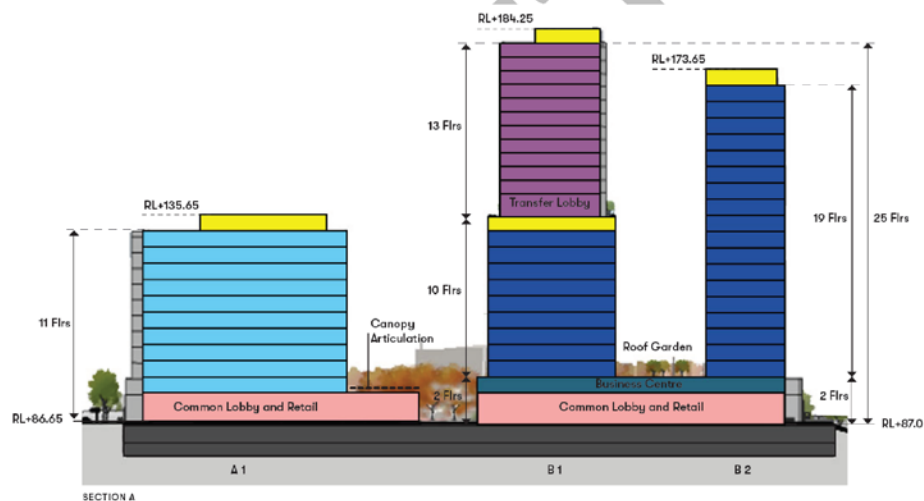


Figure 4 Indicative Building Heights

### 4.2 Setbacks

#### Objectives

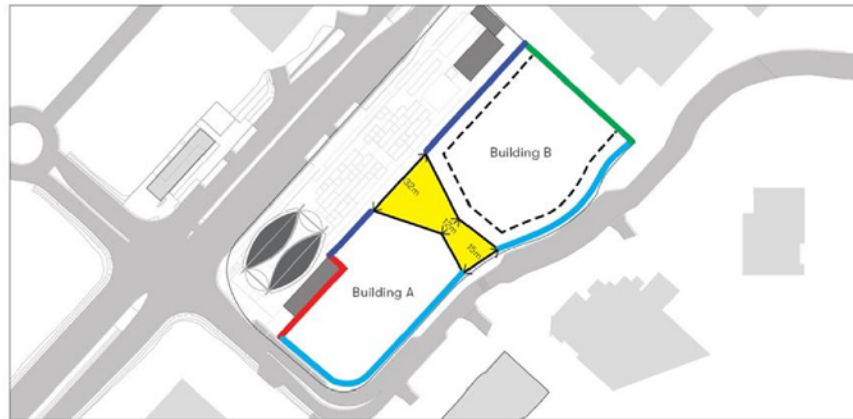
- To encourage active urban edges where buildings meet the public realm.
- To provide sufficient areas around buildings for people to move freely.
- To regulate the bulk and scale of buildings.
- To protect the privacy and solar access to adjoining properties.

#### Controls

- Building setbacks are to comply with those shown in the figure below.



## Norwest Station Site Development Control Plan



## SETBACK AND BUILDING SEPERATION

- |  |   |
|--|---|
| Setback from Station Service Building* | 6m Setback from site boundary               |
| 0m Setback from site boundary          | 2.5m Podium to tower setback for Building B |
| 3m Setback from site boundary          | 12-32m Building separation on plaza level   |

\*Setback to be determined as part of future detail design in consultation with Sydney Metro.

Figure 5 Setbacks

### 4.3 Active Frontages

#### Objectives

- To require active street frontages at key locations.
- To provide an attractive, safe and vibrant pedestrian environment.
- To encourage activity outside of commercial business hours.

#### Controls

- Active frontages are to be provided in accordance with the active frontage map provided in the figure below.
- Active frontages may include one or a combination of the following:
  - Shop front;
  - Cafe or restaurant if accompanied by an entry from the street;
  - Community and civic uses with a street entrance; and
  - Recreation facilities with a street entrance.
- An active street frontage is not required for any part of a building that is used for any of the following:
  - Entrances and lobbies;

## Norwest Station Site Development Control Plan

- Access for fire services; and
  - Vehicular access.
4. Where an active frontage is required, a minimum of 80% of the building frontage is to be transparent (i.e. windows and glazed doors). Clear glazing is to be provided to windows and doors.
  5. Awnings are to be provided over building entries. Continuous awnings are to be provided over the full length of active frontages.

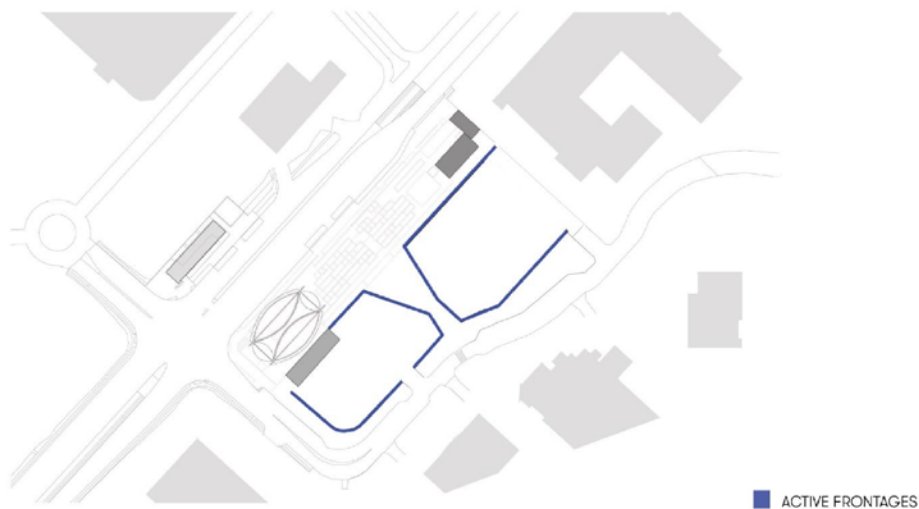


Figure 6 Active Frontages

#### 4.4 Public Domain

*Objectives*

- a. To provide ample public space for community activity and passive recreation.
- b. To provide a highly permeable site that is easy to navigate.
- c. To enhance access and connectivity to and from Norwest Station.
- d. To integrate suitable landscaping that reinforces the urban character of the site.
- e. To enable respite from extreme heat for workers, commuters and people transiting through the site.

*Controls*

1. The public plaza is to have a minimum area of 1,000m<sup>2</sup>.
2. Minimum separation between buildings on the plaza level shall comply with Figure 5.
3. The public plaza is to be embellished with high quality treatments including:
  - Integrated seating and other furniture;
  - Bins;

Norwest Station Site Development Control Plan

- Landscaping;
  - Public art; and
  - Water features.
4. Adequate shading and use of high Solar Reflective Index (SRI) finishes shall be incorporated into the public domain and future buildings on the site.
  5. The paving material and treatment of the public plaza and public domain areas, including footpaths, shall be the same material and treatment used for the public domain on the adjoining Norwest Station site.
  6. Signage and wayfinding is to be incorporated within the public domain where appropriate.
  7. Adequate lighting is to be provided to improve safety.



Figure 7 Indicative Photomontage of Plaza Area

## Norwest Station Site Development Control Plan



Figure 8 Indicative Public Plaza Layout

**Interface with Station Infrastructure***Objectives*

- a. To provide a sensitive interface to the adjoining station infrastructure.
- b. To ensure a seamless transition between the development and station landscapes.

*Controls*

1. Future development is to visually integrate with the station and where possible minimise any adverse visual impacts created by the station infrastructure through creative design, architectural features, landscaping etc.

**4.5 Solar Access and Overshadowing***Objectives*

- a. To provide adequate solar access to surrounding residential properties.
- b. To ensure that overshadowing does not result in significant loss of sunlight and diminish the enjoyment of public and private open spaces.

*Controls*

1. Development is to ensure that at least 50% of the landscaped open space of surrounding residential properties receives a minimum of 4 hours of sunlight between the hours of 9am and 3pm on 21 June.



## Norwest Station Site Development Control Plan

Note: Where these areas already receive less than the minimum 4 hours, the proposed development shall not further reduce the level of solar access.

2. Development shall achieve direct sunlight to the principal usable part of the public plaza and other key public areas such as the station landscape for a minimum of 2 hours between 9am and 3pm on 21 June.

## 4.6 Wind

### *Objectives*

- a. To allow for cooling summer breezes to move through the site.
- b. To ensure the built form does not provide adverse wind conditions which will impact upon the amenity of pedestrian comfort in public open spaces.

### *Controls*

1. Buildings shall be designed to allow the passage of cooling summer breezes through the site.
2. Wind tunnel testing is to be undertaken for the site. A detailed wind analysis is required which demonstrates the following:
  - In open areas to which people have access, the annual maximum gust speed should not exceed 23 metres per second;
  - In walkways, pedestrian transit areas, streets where pedestrians do not generally stop, sit, stand, window shop and the like, annual maximum gust speed should not exceed 16 metres per second;
  - In areas where pedestrians are involved in stationary short-exposure activities such as window shopping, standing or sitting (including areas such as bus stops, public open space and private open space), the annual maximum gust speed should not exceed 13 metres per second;
  - In areas for stationary long-exposure activity, such as outdoor dining, the annual maximum gust speed should not exceed 10 metres per second; and
  - The report is to be prepared by a suitably qualified engineer.

## 4.7 Sustainable Design

### *Objectives*

- a. To ensure building is sustainable and minimises reliance on, and consumption of, fossil fuels and potable water supplies.
- b. Development adapts to climate change.
- c. Development contributes to quality of life, health and well-being of the community.
- d. The design, construction and operation of development minimises adverse impacts on the natural environment.
- e. Use landscape treatments to minimise urban heat island and contribute to the amenity of people using open space.

### *Controls*

1. Future development shall achieve a minimum 6 star Green Star Design and As Built rating.
2. Building operation shall achieve a minimum 4.5 star base building and tenancy NABERS Energy rating, where applicable.

## Norwest Station Site Development Control Plan

3. The incorporation of green walls and roofs into the design is encouraged. Where suitable, building facades should incorporate vertical landscaping features to soften the visual bulk of buildings and to improve streetscape appeal.
4. Canopy trees are to be planted within street verges to provide shade and reduce pavement surface temperatures. Understorey planting and permeable surfaces should also be provided to reduce the extent of paved areas and to enhance the amenity of the streetscape environment.
5. Future development is encouraged to incorporate photovoltaic facades and shading devices.
6. Building designs are to:
  - o Maximise the use of natural light and cross ventilation;
  - o Reduce the reliance on mechanical heating and cooling through the use of eaves, awnings, good insulation and landscaping including green walls; and
  - o Include energy efficient light fittings and water fittings.

#### 4.8 Parking, Loading and Access

##### *Objectives*

- a. To provide sufficient car parking spaces for development while encouraging public transport use.
- b. To ensure that car parking is appropriately located and visual impacts of access and parking facilities on the public realm are minimised.
- c. To ensure that appropriate facilities are provided for bicycle parking.
- d. To ensure vehicles enter and exit developments in a safe and efficient manner.
- e. Pedestrian and cycle access to, from and through development is simple, safe and direct.
- f. To ensure that end of trip facilities such as change rooms, showers and secure areas for bicycle parking are provided.

##### *Controls*

##### Car Parking

1. Car parking is to comply with the rates in the following table.

Land Use	Minimum Parking Rate
Office	1 per 80m <sup>2</sup> GFA
Retail	1 per 130m <sup>2</sup> GFA
Hotel	1 per 4 rooms

**Table 1 – Car Parking Rates**

2. All other parking requirements are to comply with Part C Section 1 – Parking of The Hills Development Control Plan 2012.
3. Electric vehicle charging infrastructure shall be provided as part of the development.
4. Driveway access to the site shall be screened as much as possible and provide an attractive address to surrounding streets.
5. The site shall be designed to maximise the safety, permeability and wayfinding for pedestrians and cyclists.

## Norwest Station Site Development Control Plan

6. Future development shall comply with the vehicular access and transport facilities plan provided in the figure below.



Figure 9 Vehicular Access and Transport Facilities Plan

7. Future development shall comply with the pedestrian movement plan provided in figure below.

## Norwest Station Site Development Control Plan

