

Planning Proposal to redevelop land in Granville for a new convent & townhouses



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Introduction

Cumberland Council (Council) prepared this Planning Proposal in response to a request made by Mecone Urban Planning and Development on behalf of Missionary Sisters of Mary Queen of the Word Australia (the Proponent) in September 2018.

The Planning Proposal applies to seven residential lots in Granville, being 92, 94 and 100 Woodville Road and 63 and 65 Grimwood Street (the site) currently occupied by a convent.

The Planning Proposal seeks to facilitate the redevelopment of the site for the purpose of a new, larger convent building and seven new two-storey townhouses to meet the needs of the Missionary Sisters as well as the wider community. It seeks to achieve this by amending *Parramatta Local Environmental Plan 2011* as follows:

- Rezone the site from R2 Low Density Residential to R3 Medium Density Residential
- Amend the site's maximum height of building from 9m to 12m
- Amend the site's maximum FSR from 0.5:1 to 1:1.

The Planning Proposal was prepared in accordance with:

- Section 3.33 of the Environmental Planning and Assessment Act 1979 (EP&A Act)
- NSW Department of Planning and Environment's (DP&E's) A Guide to Preparing Planning Proposals (2016).

Cumberland Local Planning Panel and Council endorsement

Cumberland Local Planning Panel considered the Proponent's Planning Proposal Request at its meeting of 13 March 2019. At this meeting, the Panel recommended that the matter be reported to Council, seeking a resolution to forward the planning proposal to the Department of Planning, Industry and Environment for a Gateway Determination. A copy of the Panel report and advice is contained in attachment 1.

Council considered the matter at its Ordinary Meeting of 15 May 2019. At this meeting Council resolved to prepare a Planning Proposal for the site and proceed to Gateway as recommended by the Panel. A copy of the Council report and resolution is contained in attachment 2.



Site location and context

The site comprises seven lots bounded by Grimwood Street to the south, Woodville Road to the east and William Street to the west (Figure 1).

The site is located in the suburb of Granville, in the local government area of Cumberland, approximately 1km south of Parramatta CBD and 19km west of Sydney CBD. The nearest centres are the Granville and Merrylands local centres, which are located approximately 900m northeast and southwest of the site, respectively.

The surrounding locality is characterised by low to medium density housing as well as two large institutional uses, namely TAFE Granville and Delaney College and Holy Trinity Primary School. The development immediately surrounding the site includes:

- **To the north**: To the north the site is adjoined by two one-storey dwelling houses at 59 Grimwood Street and 90 Woodville Road. Beyond this, development to the north generally consists of low density residential development.
- **To the south:** The site borders William Street to the south. The development on the opposite side of William Street comprises two-storey medium density housing. Refer to Figure 6 below.
- **To the east:** The site borders Woodville Road to the east. The development on the opposite side of Woodville Road development generally consists of low density residential development.

To the west: The site borders Grimwood Street to the west. The development on the opposite site of Grimwood Street includes low density residential development and Delaney College and Holy Trinity Primary School further to the northwest.

A map of the surrounding context is shown in Figure 2.





Figure 1 – Aerial view of site



Figure 2 – Local context map



Site description

Table 1 – Site descrip	
Item	Detail
	Lot D DP150974
	Lot 8 DP521888
Legal description	Lot 1 DP781277
Legal description	Lot 1 DP780942
	Lots 1000 & 1001 DP1093851
	Lot 6 DP975141
Total site area	Approximately 2,973sqm
Shape	Irregular
Frontage Approximately 62m to Woodville Road	
	Approximately 47m to William Street
	Approximately 81m to Grimwood Street
Topography	Generally flat
Existing buildings/	Existing development include a convent and three detached
structures	houses (related to the convent use) and associated
	vegetable gardens, landscaped garden and lawn areas, and
	storage sheds.
	It is understood that the convent was established in 1915.
	The current residents, the Missionary Sisters of Mary Queer
	of the World, have operated the convent since 1978. Prior
	to that, it was operated by the Sisters of Saint Joseph.
	Current vehicular access to the site is via four vehicular
Access and parking	
· -	crossovers off Grimwood Street.
	The site is located within walking distance of a number of
	bus stops on Woodville Road, William Street and The
	Avenue, which are serviced by the following routes:
	 Route 906 (Fairfield to Parramatta via Guilford
Public transport	Station and Excelsior Street);
	 Route 907 (Bankstown to Parramatta via Yagoona,
	Bass Hill, Villawood and Guildford); and
	 Route 908 (Bankstown to Merrylands via Sefton,
	Regents Park, Berala, Auburn Hospital, Auburn and
	South Granville).
Flooding	The site is not identified as flood prone land.
5	The site contains several trees in the existing courtyard off
	Grimwood Street, as well as a few other smaller trees and
Vegetation	shrubs scattered throughout the site. Additionally, the
10gotation	existing development includes a large vegetable garden off
	Grimwood Street.
	The site is not identified as a heritage item and is not
Heritage	located in a heritage conservation area.
-	Opposite the site across Grimwood Street is local heritage
	item 'Holy Trinity church Group' (I120).

Table 1 provides a description of the site's key characteristics.



Existing planning controls

While now part of the Cumberland local government area, the site was formerly part of City of Parramatta, and is still subject to the provisions of Parramatta LEP 2011. The following key provisions apply to the site:

- Land Zone R2 Low Density Residential
- Height 9m
- Floor space ratio 0.5:1.

These controls are show in Figure 3 to Figure 5 below.

Structure of this Planning Proposal

This Planning Proposal was prepared in accordance with the requirements of Section 3.33 of the EP&A Act and the DP&E's A *Guide to Preparing Planning Proposals* (2016) and is structured as follows:

- Part 1-Objectives or intended outcomes
- Part 2-Explanation of provisions to be included in the proposed instrument
- Part 3–Justification and process for implementation
- Part 4—Maps showing proposed modifications and the area to which they apply
- Part 5–Community consultation to be undertaken
- Part 6—Draft timeline for the Planning Proposal.





Figure 3 – Existing Land Zone (R2 Low Density Residential)







Part 1: Objectives or intended outcomes

The objective and intended outcome of the Planning Proposal is to facilitate redevelopment of the existing convent into a new convent plus new medium density townhouse dwellings to meet the needs of the Missionary Sisters and the wider community.

The envisioned development includes the following key features:

- A new convent with chapel and approximately 30 rooms and shared dining, kitchen and laundry;
- A standalone apartment associated with the convent use;
- Seven three-bedroom townhouse dwellings fronting Woodville Road; and
- One basement parking level with 14 parking spaces for the townhouses; and
- At-grade car park with 10 spaces for convent use.

Figure below shows a 3D perspective of the proposed development. It is noted that this is indicative only and is subject to approval under a separate development application.



Figure 6 – 3D perspective of proposed development



Part 2: Explanation of provisions

The Planning Proposal seeks to achieve the intended outcomes through the following amendments to Parramatta LEP 2011:

- Rezone the site from R2 Low Density Residential to R3 Medium Density Residential;
- Amend the maximum building height from 9m to 12m; and
- Amend the maximum FSR from 0.5:1 to 1:1.

The rezoning and increases in maximum height and FSR would be achieved by amending the relevant mapping in Parramatta LEP 2011. Refer to Part 4 of this Planning Proposal for thumbnail images of the proposed mapping.

Part 3: Justification

Section A – Need for the proposal

Q1. Is the Planning Proposal a result of any strategic study or report?

Council prepared the Planning Proposal in response to a Planning Proposal Request lodged by the Proponent to facilitate the redevelopment of the site. The Planning Proposal was endorsed by Cumberland Local Planning Panel and Council on the basis that it aligns with the strategic planning framework, as outlined in Section B.

Q2. Is the Planning Proposal the best means of achieving the objectives and outcomes, or is there a better way?

Yes, the Planning Proposal is best means of achieving the objectives and outcomes (see Part 1). While the site enjoys existing use rights as a convent with chapel and living and sleeping quarters, these land uses are not supported by the current zoning.

The convent's living and sleeping quarters are considered ancillary components of the primary activity of religious worship ('place of public worship'). Alternatively, the convent might be defined as a mixed-use development with 'place of public worship' and 'hostel' components. Each of these uses are permitted in the proposed R3 zone.

Section B–Relationship to strategic planning framework

Q3. Is the Planning Proposal consistent with the objectives and actions of the applicable regional, sub-regional or district plan or strategy (including any exhibited draft plans or strategies)?

The Planning Proposal is consistent with the objectives and actions contained within the relevant metropolitan and district plans, as discussed below:



Greater Sydney Region Plan 2018

The 'Region Plan' is structured around four key themes—infrastructure and collaboration, liveability, productivity and sustainability—and sets out a number of directions and objectives to guide delivery of these themes. The two themes of liveability and sustainability are particularly relevant to this Planning Proposal (Table 2).

Table 2 – Cons	sistency with Greater Sydney R	egion Plan
Theme	Direction/Objective	Consistency
Liveability	A city for people Communities are healthy, resilient and socially connected (Objective 7)	The Planning Proposal promotes a healthy community by providing for additional housing in a walkable residential neighbourhood in close proximity to recreational opportunities at Granville Park. The Planning Proposal also provides for new accommodation for the Missionary Sisters, a long-standing positive social presence in the neighbourhood.
	Housing the city Greater housing supply (Objective 10) Housing is more diverse and affordable (Objective 11)	The Planning Proposal provides for seven new townhouse dwellings and an enlarged convent with additional bedrooms, which will contribute to local housing supply and diversity. The Planning Proposal provides for a combination of convent rooms and townhouse dwellings and will contribute to the diversity and affordability of housing in the area.
Productivity	A well-connected city Integrated land use and transport creates walkable and 30-minute cities (Objective 14)	The Planning Proposal supports this objective by placing new housing in a location less than 30 minutes by public transport from the jobs and services and in Parramatta CBD.
Sustainability	A city in its landscape Urban tree canopy cover is increased (Objective 30)	The Planning Proposal facilitates redevelopment of the site including increased landscaping and tree canopy cover.



Central City District Plan 2018

The 'District Plan' supports the Region Plan and sets out a 20-year vision to guide the growth of the District within the context of Greater Sydney's three cities. The District Plan sets out a number of planning priorities structured around the Region Plan's four key themes. The Planning Proposal's consistency with this Plan is discussed in Table 3 below.

Table 3 – Cons	sistency with Central City Distr	ict Plan
Theme	Priority	Consistency
Liveability	Fostering healthy, creative, culturally rich and socially connected communities (Priority C4)	The Planning Proposal promotes a healthy community by providing for additional housing in a walkable residential neighbourhood in close proximity to recreational opportunities at Granville Park. The Planning Proposal will also provide for new accommodation for the Missionary Sisters, a long-standing positive presence in the neighbourhood.
	Providing housing supply, choice and affordability, with access to jobs and services (Priority C5) Creating and renewing	The Planning Proposal provides for additional dwellings in close proximity to a large range of employment and services in Parramatta CBD. The Planning Proposal facilitates
	great places and local centres, and respecting the District's heritage (Priority C6)	redevelopment of an existing urban site including communal open space areas, presenting opportunities for social interaction.
Productivity	Delivering integrated land use and transport planning and a 30-minute city (Priority C9)	The Planning Proposal supports this priority by placing housing in a location less than 30 minutes by public transport (bus) from Parramatta CBD.
Sustainability	Increasing urban tree canopy cover and delivering Green Grid connections (Priority C16)	The Planning Proposal facilitates redevelopment of the site including increased landscaping and tree canopy cover.



Q4. Is the Planning Proposal consistent with a council's local strategy or other local strategic plan?

The Planning Proposal is consistent with the relevant local strategies, as discussed below:

Draft Cumberland 2030: Our Local Strategic Planning Statement

Draft Cumberland 2030: Our Local Strategic Planning Statement (attachment 3) was endorsed by Council in June 2019 and is on public exhibition from 1 July 2019 to 30 August 2019. This document sets the vision for Cumberland local government area over the next 10 years, providing strategic direction and a coordinated approach to effectively manage growth and development in the area. The Draft Statement identifies Woodville Road Corridor as a strategic corridor that provides strategic land use opportunities for housing and jobs, supported by government investment.

Draft Woodville Road Planning Strategy 2015

The Planning Proposal is consistent with, and provides an appropriate response to, the draft *Woodville Road Planning Strategy* (attachment 4) which was prepared by the former Parramatta City Council in 2015, publicly exhibited in 2016, and then transferred to Cumberland Council as part of the amalgamation process.

On 3 July 2019, Council adopted a three-staged approach for finalising and implementing the draft *Woodville Road Planning Strategy*. The progression of this Planning Proposal was identified as a 'targeted initiative' that Council seeks to pursue in the short term while continuing its longer term strategic planning along the Corridor (attachment 5).

The draft *Woodville Road Planning Strategy* seeks to 'Provide renewal opportunities that improve the amenity of the Woodville Road Corridor and provide development that is complementary to the growth of the existing network of centres'. For the subject site, along with the majority of lots fronting Woodville Road, the draft strategy recommends R4 High Density Residential zoning, a maximum building height of four to five storeys and a maximum FSR of 1.4:1. The Planning Proposal involves a medium density development that is less intense than that envisioned by the draft Strategy, and consistent with Cumberland Council's planning approach for the corridor.

Cumberland Council Community Strategic Plan 2017-2027

This plan was developed by Cumberland Council in close consultation with the Cumberland community. It identifies the community's vision for the future, the strategies in place to achieve it, and how progress towards or away from the vision will be measured. The plan identifies six strategic goals and a number of accompanying outcomes, activities and measures. The Planning Proposal is considered to be broadly consistent with the plan as outlined in the table below.



Table 4 – Cumberlan	d Council Community St	rategic Plan 2017-2027
Strategic Goal	Outcome	Consistency
A great place to live	We live healthy and active lifestyles	The Planning Proposal provides for additional housing in a walkable residential neighbourhood with easy access to the recreational facilities at Granville Park.
A safe, accessible community	We feel safe in all areas of Cumberland at all times	The Planning Proposal facilitates new development that incorporates the principles of CPTED.
	We have equal access to local services and facilities	The subject site is located in an area where new residents can either walk or take public transport to local services and facilities, including those in Granville centre and Parramatta CBD.
A clean and green community	We value the environment and have measures in place to protect it	The Planning Proposal facilitates new development with appropriate environmental safeguards, such as stormwater management.
A strong local economy	We have access to jobs locally and in our region	The Planning Proposal places additional housing in close proximity to job opportunities in the local community of Granville and nearby Parramatta CBD.
	We have access to great local education and care services	The Planning Proposal places additional housing in close proximity to a range of education facilities in the area, including Holy Trinity Primary School, Delaney College and TAFE Granville.
A resilient built economy	Our planning decisions and controls ensure the community benefits from development	The Planning Proposal seeks to facilitate the desired redevelopment through the appropriate planning pathway and seeks to align with the strategic vision for the area.
	We have a range of transport options that connect our town centres and to wider Sydney	The Planning Proposal seeks to place additional housing in a location serviced by bus transport.
Transparent and accountable leadership	Decision making is transparent, accountable and based on community engagement	The Planning Proposal will be publicly exhibited in accordance statutory requirements.



Q5. Is the Planning Proposal consistent with the applicable State Environmental Planning Policies?

The Planning Proposal is consistent with all relevant State Environmental Planning Policies (SEPPs) as outlined in the table below.

Table 5 – Consistency with State	Environmental Planning Policies
SEPP	Comment
Urban Consolidation - Redevelopment of Urban Land (SEPP 32)	The proposal is an example of infill development and provides for multiple uses on site. The proposal meets the aims and objectives of this SEPP.
Remediation of Land (SEPP 55)	A Preliminary Site Investigation has been prepared for the site (submitted under separate cover). The investigation concludes that the site is suitable for the proposed land uses.
Affordable Housing – Revised Schemes (SEPP 70)	The proposal does not affect the schemes within this SEPP, nor does it propose any new scheme for affordable housing that would need to be included in this SEPP. The Planning Proposal is consistent with the objectives of this SEPP.
Affordable Rental Housing SEPP 2009	The proposal does not inhibit any operations of this SEPP.
Building Sustainability Index (BASIX) 2004	The proposal does not inhibit any operations of this SEPP. Any future development application for residential uses at the site would be accompanied by a BASIX certificate.
Exempt and Complying Development Codes SEPP 2008	The proposal does not inhibit any operations of this SEPP.
Housing for Seniors or People with a Disability SEPP 2004	The proposal does not inhibit any operations of this SEPP.
Major Development SEPP 2005	The proposal does not inhibit the operations of the former Part 3A provisions or the replacement measures.



Q6. Is the Planning Proposal consistent with applicable Ministerial Directions (s. 117 directions)?

The Planning Proposal is consistent with all applicable Ministerial Directions under the previous Section 117 of the EP&A Act (now Section 9.1) as outlined in the table below.

	 Section 117 Minister 	erial Directions	
Clause	Direction	Comment	
3. Housi	ng, Infrastructure and	d Urban Development	
3.1	Residential Zones	The proposal allows for a range of dwelling types, consistent with the existing trends and market demands.	
3.4	Integrating Land Use and Transport	The proposal is consistent with this direction in that it increases residential density in a location close to public transport.	
4. Hazar	d and Risk		
4.1	Acid Sulfate Soils	There is a low probability of acid sulfate soils in the immediate vicinity of the site. Based on the Acid Sulfate Soils Map in Parramatta LEP 2011, the site contains Class 5 Acid Sulfate Soils. For further detail, refer to the Phase 1 Environmental Site Assessment submitted under separate cover.	
6 Local I	Plan Making		
6.1	Approval and Referral Requirements	The proposal does not include consultation, referral or concurrence provisions, nor does it identify development as designated development.	
6.2	Reserving Land for Public Purposes	The proposal does not contain any land that has been reserved for a public purpose, and no requests have been made to reserve such land.	
6.3	Site Specific Provisions	The Planning Proposal does not impose any unnecessarily restrictive site-specific controls.	
7 Metropolitan Planning			
7.1	Implementation of A Plan for Growing Sydney	As demonstrated in Table 3 above, the proposal is consistent with the planning principles, directions and priorities for subregions, strategic centres and transport gateways in the Greater Sydney Region Plan, which has replaced A Plan for Growing Sydney as Sydney's overarching metropolitan strategy.	



Section C–Environmental, social and economic impact

Q7. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

There are no critical habitat or threatened species, populations or ecological communities, or their habitats on or around the site that would be affected by this Planning Proposal.

Q8. Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

Traffic and transport

The Planning Proposal is supported by a Traffic Report (attachment 6) which indicates that the nature and scale of development envisioned for the site by the Proponent is likely to have only a minimal impact on the operation of the surrounding road network and that the parking and access arrangement proposed by the Proponent are acceptable.

Urban design and built form

The Planning proposal is supported by an Urban Design Report (attachment 7) which gives an indication of the Proponent's vision for the site and the type of development that might be achieved as a result of the proposed LEP amendments. An indicative site plan and select 3D perspectives from the Urban Design Study are shown in Figure 7 to Figure 10 below.



Figure 7: Indicative site plan





Figure 8 - Indicative 3D perspective (from northeast)



Figure 9 – Indicative 3D perspective (looking north along Woodville Road)



Figure 10 – Indicative 3D perspective (looking north along Grimwood Street)



Overshadowing

The Urban Design Study (attachment 7) contains shadow diagrams which give an indication of the nature and extent of overshadowing associated with the Proponent's indicative development concept for the site. Based on these drawings, the subject site and surrounding sites would maintain a reasonable level of solar access. The shadow diagrams show that, under the proposed height and floor space ratio controls, at 9am in mid-winter, there would be some overshadowing to the front yard and front façade of the proposed townhouse development to the south, decreasing by 11am and ceases by approximately 12pm, having moved into the William Street reserve. During the mid-winter afternoon hours, the likely/anticipated overshadowing would be contained within the Woodville Road reserve.

Land contamination

The Planning Proposal is supported by a Phase 1 Environmental Site Assessment Report (attachment 8) which confirms that the site is unlikely to be affected by land contamination and, on that basis, is suitable for the proposed R3 Medium Density Residential zoning.

<u>Heritage</u>

The site is located in close proximity to a number of heritage items, as showing in Figure 11. These items include Holy Trinity Church Group at 40 Grimwood Street and semidetached cottages at 43-45 Grimwood Street. Any future application to redevelop the site will be subject to a merit assessment which will consider any potential impacts on surrounding heritage items.



Figure 11: Location of nearby heritage items



Q9. Has the Planning Proposal adequately addressed any social and economic effects?

Social effects

The Planning Proposal is supported by a Social Impact Assessment (attachment 9) which concludes that.

- The proposal will have neutral to positive social impacts on existing and incoming residents. Positive impacts include increased quality and diversity of housing in close proximity to public transport and local services, including townhouses with 3 bedrooms corresponding to the larger average household size in the area.
- There are opportunities to enhance this positive impact by providing at least one townhouse as affordable rental housing in line with Council's *Interim Affordable Housing Policy* and the Greater Sydney Commission's target of 5-10% of new dwellings dedicated for very low and low income households.
- Potential negative impacts include a reduced amount of open space on site, as there is currently a large mature garden and vegetable patch which contribute to the quality of life of existing residents. The proposal indicates potential inclusion of approximately 200m² of communal open space and additional private gardens, which will help mitigate this impact if well-designed with quality garden and seating areas. The vegetable patch could be relocated to the communal open space to provide more solar access (necessary for growing vegetables) and opportunities for social connections between residents.
- There are minimal forecast social impacts on the local community, however the reduced amount of open space on site (including the large trees which green the street and the vegetable patch which provides visual interest), as well as the proposed medium-density townhouses will contribute to the changing character of the local area. However, this is consistent with a general trend towards more medium-density dwellings in Granville and on surrounding streets. The design of the buildings and gardens should respond to the neighbouring older worker's cottage style buildings and could incorporate references to the architecture of the neighbouring church buildings and existing convent.

Economic effects

The Planning Proposal seeks to facilitate redevelopment of the site which is likely to generate some level of economic activity during the construction phase. The Planning Proposal would also contribute to the growth of the metropolitan centre of Parramatta CBD by placing residents in a commutable distance of the CBD (less than 30 minutes by bus).



Section D–State and Commonwealth Interests

Q10. Is there adequate public infrastructure for the Planning Proposal?

The site is located in an established residential area, serviced by all essential services and infrastructure. Given that the Proponent is seeking to expand the convent and provide additional housing on site, certain infrastructure may be required to be upgraded. This will be a matter for consideration and will be addressed as part of the development application stage in consultation with the relevant authorities.

Q11. What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

At this stage, the views of appropriate State and Commonwealth public authorities have not been obtained. This is expected to occur following Gateway determination, as part of the statutory consultation phase.

Part 4: Mapping

Proposed LEP mapping is shown in Figures 12 to 14 below.



Figure 12 - Proposed Land Zone (R3 Medium Density Residential)







Part 5: Community Consultation

Community consultation would take place following a Gateway determination, in accordance with Section 3.34 and Clause 4 of Schedule 1 of the EP&A Act. It is anticipated that public exhibition would include:

- A 28 day exhibition period
- Notification on the Cumberland Council website
- Advertisement in local newspapers that are circulated within the local government area
- Notification in writing to adjoining landowners, neighbours, state agencies and other relevant stakeholders.

Part 6: Project timeline

It is estimated that the Planning Proposal will be finalised within 12 months, as outlined in Table 4 below.

Table 4 – Project timeline	
Milestone	Estimated timeframe
Gateway request	Mid-July 2019
Gateway Determination	October 2019
Community & public authority consultation	November 2019
Consideration of submissions	January 2020
Post exhibition report to Cumberland LPP/Council	February/March 2020
Drafting and finalisation of the Plan	April 2020
Notification of the Plan	June 2020