

Place, Design and Public Spaces

IRF19/5142

Gateway determination report

LGA	Cumberland
PPA	Cumberland Council
NAME	The redevelopment of land at Woodville Road and Grimwood Street, Granville to enable the redevelopment of an existing convent, new two-storey townhouses and parking (5 dwellings, 18 beds)
NUMBER	PP_2019_CUMBE_005_00
LEP TO BE AMENDED	Parramatta LEP 2011
ADDRESS	92, 94 and 100 Woodville Road and 63 and 65 Grimwood Street, Granville
DESCRIPTION	Lot D DP 150974, Lot 8 DP 521888, Lot 1 DP 781277, Lot 1 DP 780942, Lots 1000 & 1001 DP 1093851, Lot 6 DP 975141
RECEIVED	15 July 2019
FILE NO.	IRF19/22723
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

1. INTRODUCTION

1.1 Description of planning proposal

The planning proposal seeks to redevelop an existing convent to a new convent building with a chapel, additional rooms and shared dining, kitchen, laundry and new car parking spaces. The proposal also seeks to provide eight new two-storey townhouses (one townhouse will be detached) with basement level car parking.

The proposal seeks to achieve this by amending Parramatta LEP 2011, as follows:

- rezoning the site from R2 Low Density Residential to R3 Medium Density Residential;
- amending the maximum building height from 9m to 12m; and
- amending the floor space ratio (FSR) from 0.5:1 to 1:1.

1.2 Site description

The site is located at 92 – 100 Woodville Road, and 63 and 65 Grimwood Street, Granville. The site is approximately 2,900m² and comprises 7 allotments (refer to Figure 1).

Street Address	Lot	DP
92 Woodville Road	Lot 8	DP 521888
	Lot 1	DP781277
94 Woodville Road	Lot 1	DP 780942
1000 Woodville Road	Lot 1000 & 1001	DP1093851
63 Grimwood Street	Lot D	DP150974
65 Grimwood Street	Lot 6	DP975141

Table 1: Site addresses and legal description

The site includes a convent with 12 rooms, three detached houses used as residences by the nuns and associated vegetable garden, landscaped gardens, lawn areas and storage sheds.

The site is bounded by Woodville Road to the east, William Street to the south and Grimwood Street to the west.



Figure 1: Subject site identified by blue shading

1.3 Existing planning controls

The site is subject to the following planning controls under the Parramatta Local Environmental Plan 2011:

Planning controls under PLEP 2011	
Zone	R2 Low Density Residential
Maximum building height	9m
Floor Space Ratio	0.5:1
Minimum lot size	550m ²
Acid Sulfate Soils	Class 5

Table 2: Planning controls

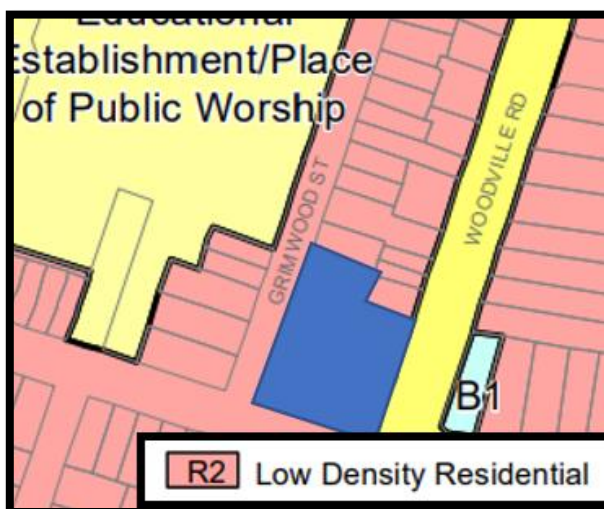


Figure 2: Land Zoning Map (site in blue)



Figure 3: Height of Building Map (site in blue)



Figure 4: Floor Space Ratio Map (site in blue)

1.4 Surrounding area

The surrounding locality is characterised by low to medium density housing. Land to the north, east and west is generally low density one and two residential development. A two-storey townhouse development is located to the south of the site, on the opposite side of William Street.



Figure 5: Town house development located on the opposite side of William Street, south of the subject site

The site is located in the suburb of Granville. The nearest main centres are the Granville and Merrylands local centres, which are located approximately 900m east and west of the site (refer to Figure 7).

Granville and Merrylands are serviced by rail. Granville Station and Merrylands Stations are approximately 925m and 800m from the site or a 15-minute walk. Merrylands Shopping Centre is located approximately 1km away or a 19-minute walk.



Figure 6: Subject site identified in red and public transport options

Granville Park is located about 550m from the site and Granville TAFE, Delaney Collage and Holy Trinity Public School are all located in the vicinity of the subject land.

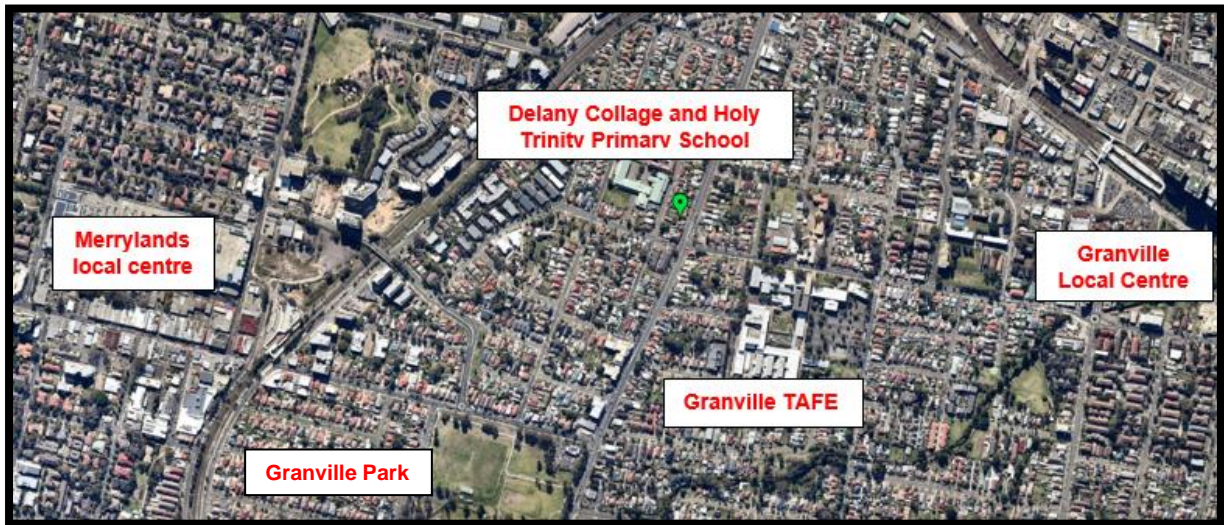


Figure 7: Subject site identified in green and facilities in the surrounding area

1.5 Summary of recommendation

It is recommended that Gateway determination be issued as the proposal will legitimise the use of the site as a place of public worship and enable its redevelopment. The proposed redevelopment is suitable for the site, traffic impacts will be negligible, and the redevelopment is compatible with the surrounding area.

2. PROPOSAL

2.1 Objectives or intended outcomes

The objective of the proposal is to enable the redevelopment of the site for a new, larger convent building, with a chapel, additional rooms and shared dining, kitchen, laundry, eight new two-storey townhouses (one of the townhouses will be detached) and parking. It is anticipated the townhouses will be rented out to local community members.

The objectives are clear and do not require amendment prior to community consultation.

2.2 Explanation of provisions

The proposal seeks to amend the Parramatta LEP 2011, as follows:

- rezoning the site from R2 Low Density Residential to R3 Medium Density Residential;
- amending the building height from 9m to 12m; and
- amending the floor space ratio from 0.5:1 to 1:1.

2.3 Mapping

The proposal seeks to amend the following maps:

Map Type	Map Tile Reference
Land Zoning Map	LZN_010
Height of Buildings Map	HOB_010
Floor Space Ratio Map	FSR_010

Table 3: Map type and reference number

Current and proposed maps are shown on pages viii and 13 and 14 of the planning proposal. To make the current and proposed planning controls clearer to members of the public and other relevant stakeholders, it is recommended that the current and proposed maps be exhibited side by side, as shown on page 5 of the Urban Design Report (**Attachment E**). The Gateway determination will be conditioned accordingly.

3. NEED FOR THE PLANNING PROPOSAL

The convent (defined as a 'place of public worship') and the ancillary uses (living and sleeping quarters) are operating under existing use rights. A place of public worship is not permissible in the R2 Low Density Residential Zone under the Parramatta LEP 2011.

While some redevelopment of the site is possible under existing use right provisions, an existing use cannot be enlarged, expanded, extended or rebuilt by more than 10%.

Rezoning the site to R3 Medium Density Residential will legitimise the use of the site as a place of public worship, as it is permitted with consent in the zone. Rezoning the site allows for a development application to be considered for the redevelopment of the site beyond a 10% increase. Multi-dwelling housing is also permissible with consent in the R3 Zone, which will enable the town house component of the proposed development. The proposal is considered the best means for achieving the intended outcomes.

4. STRATEGIC ASSESSMENT

4.1 State

Greater Sydney Region Plan (March 2018)

The proposal is consistent with the objectives and actions of the Greater Sydney Region Plan. Specifically, the proposal promotes Liveability Objectives 7, 10 and 11, a city for people and communities that are healthy, resilient and socially connected and by providing local housing supply that is more diverse and affordable. The proposal achieves this by providing a variety of local housing types, contributing to diversity and affordability, in proximity to the Granville and Merrylands local centres and the Parramatta CBD.

4.2 Regional / District

Central City District Plan (March 2018)

The proposal gives effect to the Central District Plan, Planning Priority N5 'Providing housing supply, choice and affordability with access to jobs and services' and Planning Priority N9 'Delivering integrated land use and transport planning and a 30-minute city'. The proposal gives effect to these priorities by providing diverse local housing types, in proximity to the range of services and employment within the Granville and Merrylands local centres and in the Parramatta CBD.

4.3 Local

Draft Woodville Road Planning Strategy 2015

The draft Woodville Road Planning Strategy (**Attachment F**) seeks to improve the amenity of the Woodville Road Corridor by providing opportunities for complimentary development and renewal. The draft strategy has not been endorsed by Cumberland Council, however, on 3 July 2019, Council adopted an approach for finalising and implementing the strategy.

The draft strategy recommends most of the lots fronting Woodville Road, including the subject site (refer to Figure 8) be zoned R4 High Density Residential with a maximum building height of four to five stories and a FSR of 1.4:1 (**page 29, Attachment F**).

The scale of the proposed redevelopment is of a lower scale than the draft strategy is seeking and is not inconsistent with the future vision within the draft Strategy.

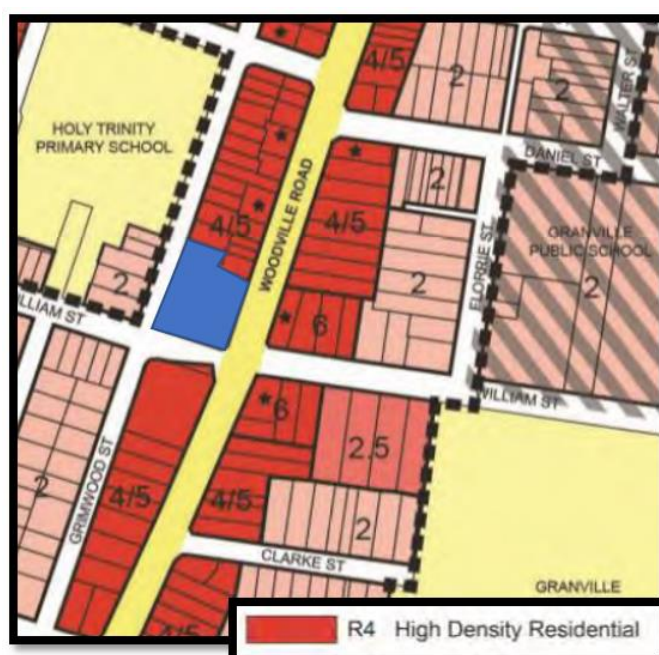


Figure 8: Extract from the Strategy - subject site in blue

4.4 Section 9.1 Ministerial Directions

The proposal is considered consistent with the relevant section 9.1 Directions, as follows:

3.1 Residential Zones

This direction applies as the proposal affects land within a residential zone. To be consistent with this direction, a proposal must include provisions that broaden housing diversity, make more efficient use of existing infrastructure and services and reduce the consumption of land on the urban fringe.

The proposal is considered consistent with this direction.

3.4 Integrating Land Use and Transport

This direction applies where a proposal alters a zone in a residential zone. To be consistent with this Direction a proposal must ensure land use locations and development designs improve access to housing, jobs and services by walking, cycling and public transport, reduce dependence on cars and support the operation of public transport.

The proposal is considered consistent with this direction as the proposal seeks to increase residential development in a location with access to facilities, services and public transport.

4.1 Acid Sulfate Soils

This direction applies when a proposal applies to land identified as containing acid sulfate soils.

The site is identified as comprising Acid Sulfate Soils – Class 5 under the Parramatta LEP 2011. Class 5 is the least constrained class of acid sulfate soils.

An Environmental Site Assessment report (**Attachment G**) prepared by SNC – Lavalin in August 2018 was provided as part of the planning proposal package. The report found there is low probability of the occurrence of acid sulfate soils on and in the immediate vicinity of the subject site.

A proposal may be inconsistent with this direction if the provisions are of a minor significance and justified by a study. It is considered that the proposal is not inconsistent with this Direction and it is recommended to be supported.

4.5 State environmental planning policies (SEPPs)

State Environmental Planning Policy No 55 – Remediation of Land

Under clause 6 of the SEPP, a planning proposal authority is required to consider whether the subject land is contaminated and if it is contaminated, if the land is suitable or will be, after remediation for the purpose outlined in the proposal.

The Environmental Site Assessment report (**Attachment G**) found the current land use/s of the subject site do not represent a potential significant risk of harm to either human health. The change of zoning from R2 Low Density Residential to R3 Medium Density does not change the risk profile associated with the site, as the permitted land uses of the proposed rezoning options are overall less sensitive in a contaminated land context (i.e. less opportunity for accessible soils and vegetable gardens as a result of increased medium density housing).

State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017

This policy seeks to protect and preserve biodiversity and amenity by protecting trees and other vegetation in non-rural areas.

The subject site includes palm trees, fruit trees and several large trees (refer to Figure 7 overleaf). Much of the existing vegetation is proposed to be removed to enable redevelopment. The proposal does not include comments on how the proposal is consistent with this SEPP.

Under the SEPP, vegetation must not be cleared without a permit granted by Council. While this is a Development Application matter, the planning proposal is required to discuss how the proposal is consistent with this SEPP.

To ensure consistency with the SEPP, the Gateway determination will include a condition requiring the proposal be updated, prior to public exhibition, to include a discussion on the proposal's consistency with this SEPP.



Figure 9: Trees on the site

5. SITE-SPECIFIC ASSESSMENT

5.1 Built form

The planning proposal seeks to increase the maximum permitted height from 9m to 12m and density from 0.5:1 to 1:1 for the site. The proposal is supported by an urban design report which demonstrates a concept development scheme for the site. The urban design report denotes how the indicative built form will respond to the surrounding education uses and low to medium density residential context. The proposed height and density controls are considered to be appropriate as they will allow for the redevelopment of the site to a scale that is generally compatible with the surrounding uses.

Overshadowing

Part 4 of the Urban Design Study contains shadow diagrams (**Attachment E**) which illustrate solar access on the shortest day of the year, when shadows are at their longest. The solar access diagrams show at least 50% of the private open space will receive at least 3 hours of sunlight, which is consistent with solar access provisions under the Parramatta Development Control Plan (DCP) 2011.

Therefore, the private open spaces associated with the townhouses and communal space will receive a reasonable level of solar access.

5.2 Traffic and Transport

The proposal was supported by a Traffic Report (**Attachment I**) prepared by InRoads:Group in September 2018. The table below compares the existing yield and car parking against the proposal yield and car spaces.

Number of current residential and parking yields	Proposed residential and parking yields	Difference
Convent <ul style="list-style-type: none">• 12 beds• 2 car spaces	Convent <ul style="list-style-type: none">• 30 beds• 10 at-grade parking spaces	+ 18 beds + 8 parking spaces
3 dwelling houses <ul style="list-style-type: none">• 6 car spaces	8 townhouses (one standalone) <ul style="list-style-type: none">• 14 basement parking spaces	+ 5 dwellings + 8 parking spaces

Table 4: Yield and car parking comparison

The Traffic Report found as follows:

- the existing uses generate a total of 8 vehicle trips in the critical weekday peak hours;
- the proposed uses are predicted to generate 17 vehicle trips during the same period;
- the proposal is expected to increase the overall trip generation by 9 vehicle trips or 1 vehicle trip per 6 – 7 minutes in the critical peak period; and
- no external road networks are required to support the proposal.

The traffic report states that this level of traffic generation is negligible and can be accommodated without any capacity impacts upon the surrounding road network.

It is recommended the proposal be forwarded to Transport for NSW (Roads and Maritime) for comment.

5.3 Social

A social impact assessment (SIA) prepared by Cred Consulting (**Attachment H**) in August 2018, was submitted as part of the proposal.

Local Character

The SIA found the proposal will have neutral to positive social impacts. The proposed development retains the current convent use of the site, and seeks to replace the low density single dwelling houses with medium density townhouses, which is not inconsistent with development in the surrounding area and is considered unlikely to have a negative impact on adjoining properties and the surrounding neighbourhood.

Access to Services and Facilities

The proposal has adequate access to services and facilities. The 907 bus service operates along Woodville every half an hour and the site is located approximately 925m from Granville Train Station and 800m from Merrylands Train Stations, or a 15-minute walk.

Merrylands Shopping Centre is located approximately 1km away or a 19-minute walk. The Parramatta CBD is approximately 2km away and provides a range of services and employment.

The site is located approximately 550m from Granville Park and Granville TAFE, Delaney College and Holy Trinity Public School are all located in the vicinity of the subject land.

Overall, the subject site is well-located with good access to services and facilities, many are located within walking distance.

Heritage

The site is not identified as a heritage item. However, the site adjoins 40 Grimwood Street, which is a local heritage item I120 Holy Trinity Church and is in proximity to local heritage item I121 semi-detached cottages, at 43 – 45 Grimwood Street.

To ensure the heritage values of these items are not compromised by the proposed redevelopment, the proposal is recommended to be forwarded to the Office of Environment and Heritage – Heritage Division for comment.

5.4 Environmental

Land contamination

The proposal is supported by an Environmental Site Assessment Report (**Attachment G**) which found the subject site does not represent a potential significant risk to either human health and the site is suitable for the proposed redevelopment.

5.5 Economic

The subject site is located within an established residential area, serviced by all essential services and infrastructure.

6. CONSULTATION

6.1 Community

Council proposes to publicly exhibit the proposal for 28 days. Council also intends to notify the planning proposal on the Cumberland Council website and place an advertisement in local newspapers. Council also advises adjoining landowners, neighbours, state agencies and other relevant stake holders will be notified in writing.

6.2 Agencies

The planning proposal as drafted does not discuss agency consultation. However, it is recommended that consultation be undertaken with the following State Authorities:

- Transport for NSW (Roads and Maritime Services); and
- Office of Environment and Heritage: Heritage Division.

7. TIME FRAME

Council have proposed to finalise the plan within 12 months, given the nature of this proposal, 12 months is considered appropriate.

8. LOCAL PLAN-MAKING AUTHORITY

Council has not requested to be the local plan-making authority. Due to the local significance of the proposal, Cumberland Council is recommended to be authorised to be the local plan-making authority.

9. CONCLUSION

The planning proposal is supported to proceed with conditions, for the following reasons:

- The convent operates under existing use rights, the rezoning will legitimise the use of the site as a place of public worship and enable the redevelopment;
- The proposed redevelopment is suitable for the site, traffic impacts will be negligible and the redevelopment is compatible with the surrounding area;
- The redevelopment is State, District and Local strategic documents;
- The proposed amendment is consistent with the relevant Section 9.1 Ministerial Directions and State Environmental Planning Policies.

10. RECOMMENDATION

It is recommended that the delegate of the Secretary:

1. agree that the inconsistency with section 9.1 Direction 4.1 Acid Sulfate soils is minor;

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

1. The planning proposal should be made available for community consultation for a minimum of 28 days.
2. Consultation is required with the following public authorities:
 - Transport for NSW (Roads and Maritime Services); and
 - Office of Environment and Heritage – Heritage Division.
3. The time frame for completing the LEP is to be 12 months from the date of the Gateway determination.
4. Given the nature of the planning proposal, Council should be the local plan-making authority.
5. Prior to public exhibition, Council is to update the planning proposal as follows:
 - (a) amend Part 4 Mapping of the proposal to show the current and proposed maps side by side; and
 - (b) amend Figure 1 – Aerial view of the site on page v of the proposal to correctly identify William and Grimwood Streets; and
 - (c) include a discussion on the proposal's consistency with State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017.

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