

## INNOVATIVE

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<b>ITEM NUMBER</b>	18.6
<b>SUBJECT</b>	FOR APPROVAL: Gateway Request: Planning Proposal - Various properties in Rockleigh Way, Pembroke and Essex Streets, Epping
<b>REFERENCE</b>	F2019/02038 - D07010150
<b>REPORT OF</b>	Senior Project Officer - Land Use
<b>PREVIOUS ITEMS</b>	14.5 - Epping Town Centre Traffic Study and other Epping Planning Review Matters - Council - 09 Jul 2018 6.30pm 11.3 - Epping Planning Review - Completion of Stage 1 and Commencement of Stage 2 - Council - 14 Aug 2017 6:00pm

### PURPOSE:

To seek Council's endorsement of a Planning Proposal for various sites in the Rockleigh Park precinct, Essex Street and Pembroke Street, Epping, for the purposes of seeking a Gateway Determination from the Department of Planning, Industry and Environment to amend the land use zoning, floor space ratio and height controls to manage impacts of future development on the sites on the adjoining East Epping Heritage Conservation Area.

### RECOMMENDATION

- (a) **That** Council endorse the Planning Proposal at **Attachment 1** which seeks the following amendments to Hornsby Local Environmental Plan (LEP) 2013:
- Land at 5A Essex Street, 2-24 Rockleigh Park, 3-7 and 4-8 Brenda Way:
    - Rezone the land from R4 High Density Residential to R3 Medium Density Residential;
    - Amend the maximum height of buildings control from 17.5 metres to 9 metres; and
    - Apply a floor space ratio control of 0.6:1, noting there is no existing FSR control for the sites.
  - Land at 21-29 Essex Street
    - Amend the maximum height of buildings control from 17.5 metres to 11 metres (to allow for residential flat buildings no greater than three storeys); and
    - Apply a floor space ratio control of 0.8:1, noting there is no existing FSR control for the sites.
  - Land at 23 and 23A Pembroke Street, Epping
    - Rezone the sites from R3 Medium Density Residential to R4 High Density Residential;
    - Amend the maximum height of buildings control from 12 metres to 11 metres; and
    - Apply a floor space ratio control of 0.8:1, noting there is no existing FSR control for the sites.

- (b) **That** Council not prepare a masterplan for the Rockleigh Park Precinct sites that any redevelopment under the proposed R3 Medium Density Residential instead be assessed against the relevant Hornsby Development Control Plan (DCP) 2013.
- (c) **That** the Planning Proposal be forwarded to the Department of Planning, Industry and Environment to request the issuing of a Gateway Determination.
- (d) **That** Council advises the Department of Planning, Industry and Environment that the Chief Executive Officer will be exercising the plan-making delegations for this Planning Proposal as authorised by Council on 26 November 2012.
- (e) **That** Council authorise the Chief Executive Officer to correct any minor anomalies of a non-policy and administrative nature that may arise during the amendment process.
- (f) **Further, that** Council note the Local Planning Panel's advice provided at **Attachment 2** is consistent with the Council Officer's recommendation.

## PLANNING PROPOSAL TIMELINE





## BACKGROUND

1. This summary report is supported by a detailed assessment report included at **Attachment 2** that was provided to the Local Planning Panel at its meeting on 17 September 2019. The Panel supported Council officer's recommendations.
2. The Planning Proposal is a progression of the Epping Planning Review undertaken by Council in 2017 and 2018 and the resolution made by Council on 9 July 2018 in relation to a number of matters resulting from the Epping Planning Review, including issues of development interface with Heritage Conservation Areas.
3. The Planning Proposal seeks to manage the impacts of future development on certain land on the adjoining East Epping Heritage Conservation Area by reducing the maximum height of building controls for properties along Essex Street and Pembroke Street and to amend the planning controls to prohibit residential flat buildings in Rockleigh Park Precinct.
4. On 14 March 2014, the (then) Department of Planning and Environment (Department) finalised the Epping Urban Activation Precinct amendments to the Hornsby and Parramatta Local Environmental Plans via State Environmental Planning Policy (Epping Town Centre) 2013 ("the SEPP Amendment"). The SEPP Amendment provides capacity for approximately 10,000 additional dwellings and a revitalised commercial and retail core adjacent to a major transport hub.
5. The new planning controls established four new Heritage Conservation Areas, including the East Epping Heritage Conservation Area. It also up-zoned the properties subject to this planning proposal on the south and west side of Rockleigh Park and Pembroke and Essex Street from R2 Low Density Residential to R4 High Density Residential, permitting 5 storey residential flat buildings.
6. In December 2016, the Epping Planning Review was commenced by the City of Parramatta Council. The scope of the review was to address the unintended consequences of the planning control amendments brought into effect in March 2014 as well as allowing Council to manage current (formal and preliminary) Planning Proposals seeking additional growth within the Town Centre. It also allowed the City of Parramatta Council to progress matters considered by the former Hornsby Shire Council, including heritage matters.
7. The Epping Planning Review project involves the following stages:-
  - Stage 1 – the preparation of technical studies, community consultation and the release of a Discussion Paper for public comment.
  - Stage 2 – the statutory phase, including the preparation of planning proposals that seek to amend the current planning controls to resolve the land use issues identified during Stage 1. Council is currently in this phase of the project and this planning proposal forms part of this stage.
8. Stage 1 was undertaken primarily between December 2016 and July 2018 and included the preparation of a series of technical studies, release of the Epping Planning Review Discussion Paper and two phases of community consultation.

9. A number of key issues were considered as part of Stage 1 of the Epping Planning Review including the interface of high-density residential development with adjoining heritage conservation areas. One of these conservation areas is the East Epping Heritage Conservation Area and interface of high-density development or land use zoning along Rockleigh Way, Brenda Way, Pembroke Street and Essex Street. **Figure 1** overleaf highlights the properties subject to this Planning Proposal and their proximity to the East Epping conservation area.
10. As part of Stage 1 community consultation, community workshops were undertaken, including two heritage review workshops about Heritage Conservation Areas within Epping. One workshop was held for landowners within the conservation areas and one general workshop was held for interested residents. The workshop explored potential land use scenarios and associated impacts in the conservation areas. The workshops aimed to understand residents concerns about the impact five-storey residential flat building development on properties within adjoining conservation areas, including the East Epping Heritage Conservation Area.
11. As part of Stage 1 technical studies, the City commissioned City Plan Heritage consultants to complete the Epping Town Centre (East) Heritage Review (June 2017). The purpose of the review was to inform strategic land use decisions across part of the Epping Town Centre previously under the jurisdiction of Hornsby Shire Council and review residents' concerns about heritage issues.

**Figure 1:** Subject properties and proximity to East Epping Heritage Conservation Area



12. In relation to planning controls surrounding the East Epping Heritage Conservation Area, the Heritage Review concluded that a consistent transition between the R4 High Density Residential development along Essex and Pembroke Streets is required to prevent further encroachment on the conservation area. Key recommendations of the Heritage Review include:
- a. Rezone the Rockleigh Park parcels from the R4 High Density Residential Zone which has a 17.5 metre (five storey) height control to the R3 Medium Density zone with a 12 metre (four storey) building height control, to provide a smooth transition from the R2 Low Density Residential of the East Epping Heritage Conservation Area and the R4 High Density Residential area of Essex and Pembroke Streets.
  - b. That the heritage conservation area designation be removed from 1, 3 and 3A Norfolk Road and 25 Pembroke Street and together with 5, 7, and 7A Norfolk Road be rezoned to R3 Medium Density Residential. This would enable residential flat buildings (four storeys) to be potentially developed on the sites.
13. The City released the Epping Planning Review Discussion Paper for public comment in June 2017 and it presented options and recommendations based on technical studies and community feedback about various planning matters. The Discussion Paper presented options for the properties at Rockleigh Park precinct and Norfolk Road and Pembroke Street and detailed the strengths and weaknesses of each option to gain the community's feedback about the options.
14. On 14 August 2017, Council considered a report that summarised submissions received in response to the public exhibition of Epping Planning Review Discussion Paper and associated technical studies. The report summarised the feedback from landowners and the community on the East Epping Heritage Conservation Area and the options presented to help address interface issues from the adjoining development. It noted submissions expressed mixed views about how the interface issue should be managed.
15. On 9 July 2018, a report was presented updating Council on the implications for the findings of the Epping Planning Review, including further assessment work undertaken for Rockleigh Park, Norfolk Road and Pembroke Street properties. In part the Council resolved:

*"That a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments as follows:-*

- (i) Rockleigh Park Precinct; controls consistent with the recommendations in the body of this report*
- (ii) In the Norfolk, Pembroke, Essex Street area the planning controls be retained (including the Heritage Conservation Area notation) for 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke (ie retain the existing R2 Low Density Residential zoning and the existing Height of Building controls of 8.5m) and instead amend the controls for the following sites as follows:-*

- 21, 23, 25, 27 and 29 Essex Street amend the zoning from R4 High Density Residential to R3 Medium Density Residential with maximum height permitted on these sites to be amended from 17.5m to 11m (to allow for apartment building development no greater than 3 storeys on these sites); and
  - The height of building control for 23, 23A Pembroke be reduced from 12m to 11m with the existing zoning of Residential R3 Medium Density Residential to be retained for these two sites;
- and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.”

## PLANNING PROPOSAL

- The Planning Proposal reflects the intent of the resolution made by Council on 9 July 2018 in relation to issues of development interface with Heritage Conservation Areas assessed as part of the Epping Planning Review.
- A detailed assessment of the planning proposal is included at **Attachment 2** as part of the Local Planning Panel report.
- Table 1** below summarises the existing controls under the *Hornsby Local Environmental Plan (LEP) 2013* that apply to the subject properties and the proposed controls as contained in the planning proposal.

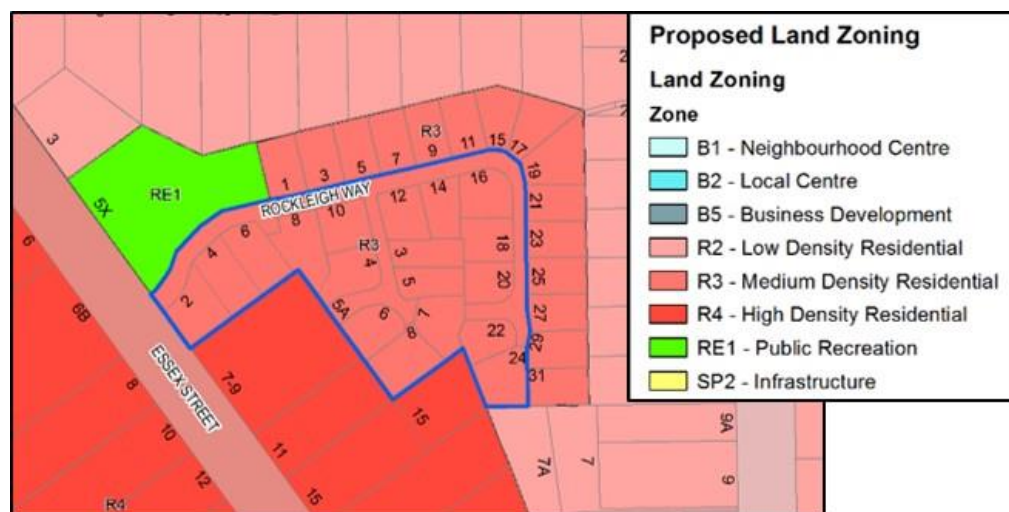
**Table 1:** Summary of current planning controls and proposed amendments to the Hornsby LEP 2013 controls relating to the subject properties.

Subject sites	Hornsby LEP 2013 – current controls	Planning Proposal - proposed controls
<b>Rockleigh Park precinct</b>	<ul style="list-style-type: none"> <li>• Zoned R4 High Density Residential;</li> <li>• maximum building height of 17.5 metres; and</li> <li>• No maximum floor space ratio (FSR).</li> </ul>	<ul style="list-style-type: none"> <li>• R3 Medium Density Residential</li> <li>• Maximum building height of 9 metres; and</li> <li>• Maximum floor space ratio of 0.6:1</li> </ul>
<b>21-29 Essex Street</b>	<ul style="list-style-type: none"> <li>• Zoned R4 High Density Residential;</li> <li>• Maximum height of buildings of 17.5 metres; and</li> <li>• No maximum floor space ratio (FSR).</li> </ul>	<ul style="list-style-type: none"> <li>• Maximum building height of 11 metres; and</li> <li>• Maximum floor space ratio of 0.8:1</li> </ul>
<b>23-23A Pembroke Street</b>	<ul style="list-style-type: none"> <li>• Zoned R3 Medium Density Residential;</li> <li>• Maximum building height of 17.5 metres; and</li> <li>• No maximum floor space ratio (FSR).</li> </ul>	<ul style="list-style-type: none"> <li>• R4 High Density Residential</li> <li>• Maximum building height of 11 metres; and</li> <li>• Maximum floor space ratio of 0.8:1</li> </ul>

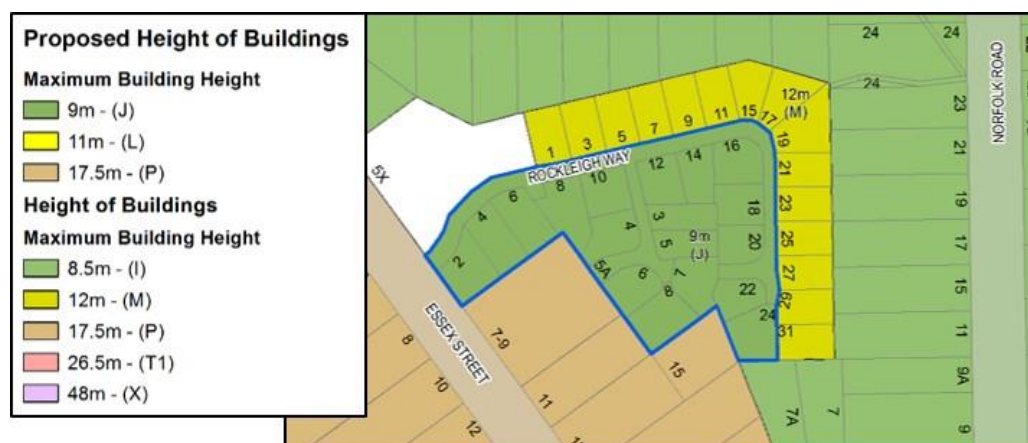
*Rockleigh Park Precinct*

19. **Figures 2, 3 and 4** below illustrate the proposed amendments to the land use zoning, height of buildings and floor space ratio in relation to Rockleigh Way.

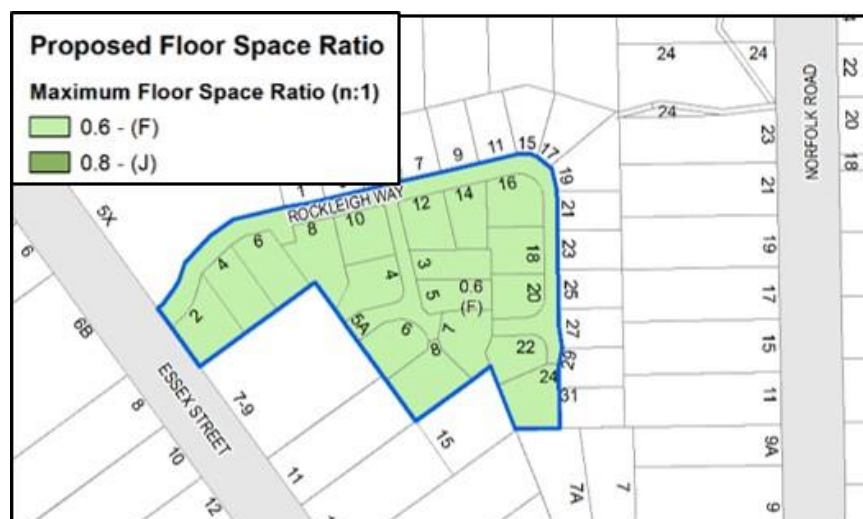
**Figure 2: Proposed R3 Medium Density Residential zone**



**Figure 3: Proposed maximum height of buildings of 9 metres**



**Figure 4: Proposed maximum floor space ratio of 0.6:1**





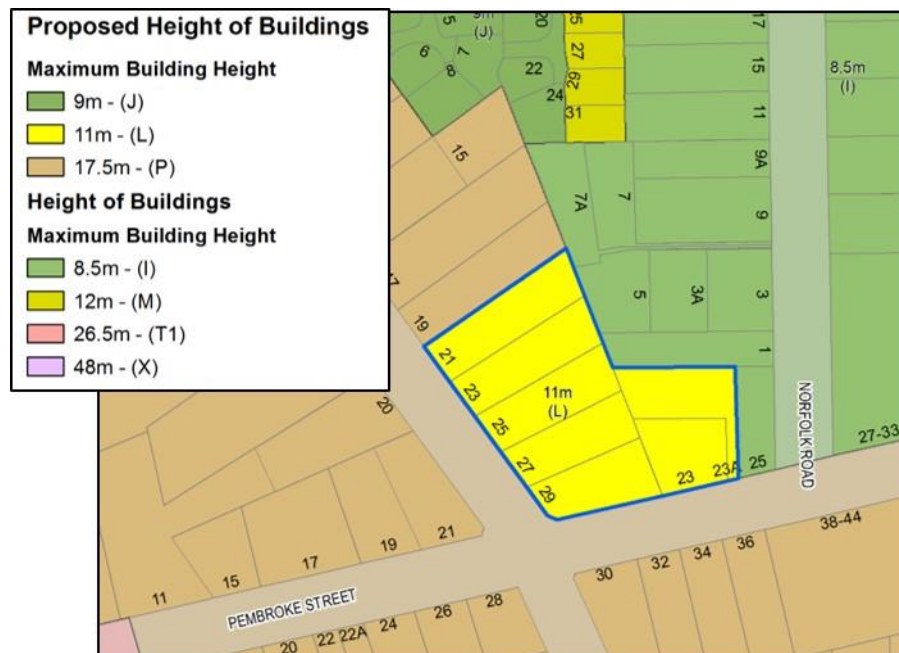
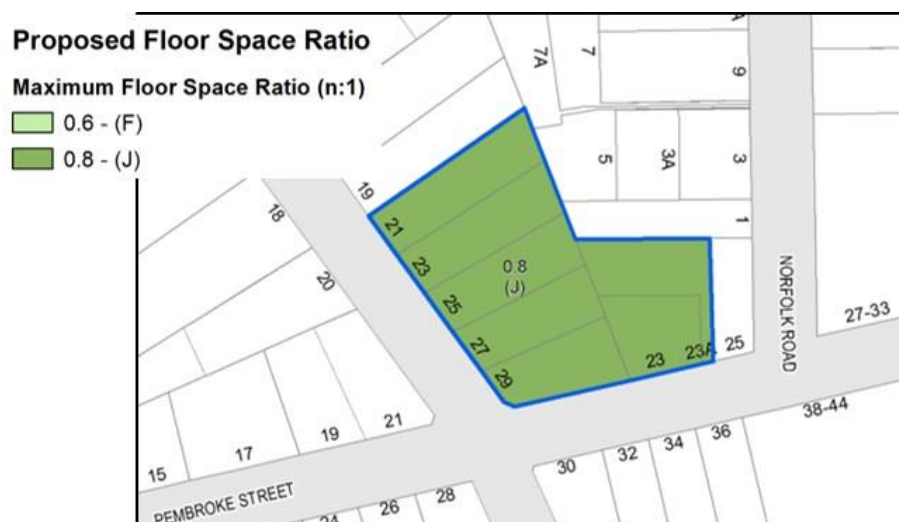
20. The proposed R3 Medium Density Residential zone is consistent with the Rockleigh Park properties that form its northern and eastern boundaries. The current R4 zoning and 17.5 metre height limit (five storey residential flat buildings) would result in encroachment of inappropriate high density development adjacent to the low density of the East Epping Heritage Conservation Area.
21. The Hornsby LEP 2013 does not generally apply a standard maximum floor space ratio to residential areas including properties in Rockleigh Park Precinct. As part of Council's harmonisation of planning controls, an application of a floor space ratio of 0.6:1 is recommended for the subject properties. Further the proposed restriction height to 9 metres will allow for development no greater than three storeys. The application of both a maximum height and FSR is consistent with City of Parramatta's intention for a newly consolidated Parramatta LEP and application of these controls would ensure a straight forward translation. This will ensure the current land uses are supported, as well as future potential to amalgamate two to three parcels in the future to develop multi-unit dwellings (that is townhouses) at an appropriate scale and intensity of development.

#### *Essex and Pembroke Streets*

22. **Figures 5, 6 and 7** below illustrate the proposed amendments to the land use zoning, height of buildings and floor space ratio in relation to 21-29 Essex Street and 23 and 23A Pembroke Street.

**Figure 5: Proposed R4 High Density Residential Zone**



**Figure 6: Proposed maximum height of building of 11 metres****Figure 7: Proposed maximum floor space ratio of 0.8:1**

23. It is noted that the Council resolved to apply a R3 Medium Density zoning to properties along Essex and Pembroke Street, however Council officers recommend a R4 High Density Residential zoning. Although the R3 Medium Density Residential Zone in the Hornsby LEP 2013 currently permits residential flat buildings with development consent, it is the intention of City of Parramatta Council through the harmonisation of its planning controls, to restrict residential flat buildings to the R4 High Density Residential Zone. A R4 High Density Residential Zone in this location would ensure a straight forward translation of land use zone upon a newly consolidated Parramatta LEP whilst achieving the intended purpose of reducing the maximum height limit for residential flat buildings on these subject properties.
24. The Hornsby LEP 2013 does not generally apply a standard maximum floor space ratio to residential areas including properties in Essex and Pembroke Streets. As part of Council's harmonisation of planning controls, an application of a floor space ratio of 0.8:1 is recommended for the subject properties. This will ensure an appropriate scale and intensity of development. Further the

proposed restriction height to 11 metres will allow for apartment development no greater than three storeys. The application of both a maximum height and FSR is consistent with City of Parramatta's intention for a newly consolidated Parramatta LEP and application of these controls would ensure a straight forward translation.

## **PLAN-MAKING DELEGATIONS**

25. Delegations were announced by the Minister for Planning in October 2012, allowing councils to make LEPs of local significance. On 26 November 2012 Council resolved to accept the delegation for plan making functions. Council also resolved that these functions be delegated to the Chief Executive Officer (CEO).
26. Should Council resolve to proceed with this planning proposal, Council should exercise its plan-making delegations. This means that after the planning proposal has been to Gateway, undergone public exhibition and been adopted by Council, Council officers will deal directly with the Parliamentary Counsel Office in the drafting of the LEP amendment, which is then signed by the CEO before being notified on the NSW Legislation web-site.
27. The matter will be reported to Council along with the Local Planning Panel's advice to Council. If Council resolves to proceed with the Planning Proposal, it will be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination. If the matter proceeds to public consultation, a report on the outcomes of the public exhibition will be provided to the Panel addressing any objections received. If no objections are received, the matter will be reported directly to Council seeking approval to finalise the Planning Proposal.
28. As part of the public exhibition of the Planning Proposal, effected landowners and surrounding residents and key stakeholders including Council's Heritage Committee and Epping Civic Trust will be notified.

## **NEXT STEPS**

29. Subject to Council's endorsement, the City will submit the Planning Proposal to the Department of Planning, Industry and Environment with a request for a Gateway Determination.
30. Subject to Gateway determination, the City will then publicly exhibit the Planning Proposal. As part of the public exhibition of the Planning Proposal, effected landowners and surrounding residents and key stakeholders including Council's Heritage Committee and Epping Civic Trust will be notified.
31. If the matter proceeds to public consultation, a report on the outcomes of the public exhibition will be provided to the Panel addressing any objections received. If no objections are received, the matter will be reported directly to Council seeking approval to finalise the Planning Proposal.



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**ATTACHMENTS:**

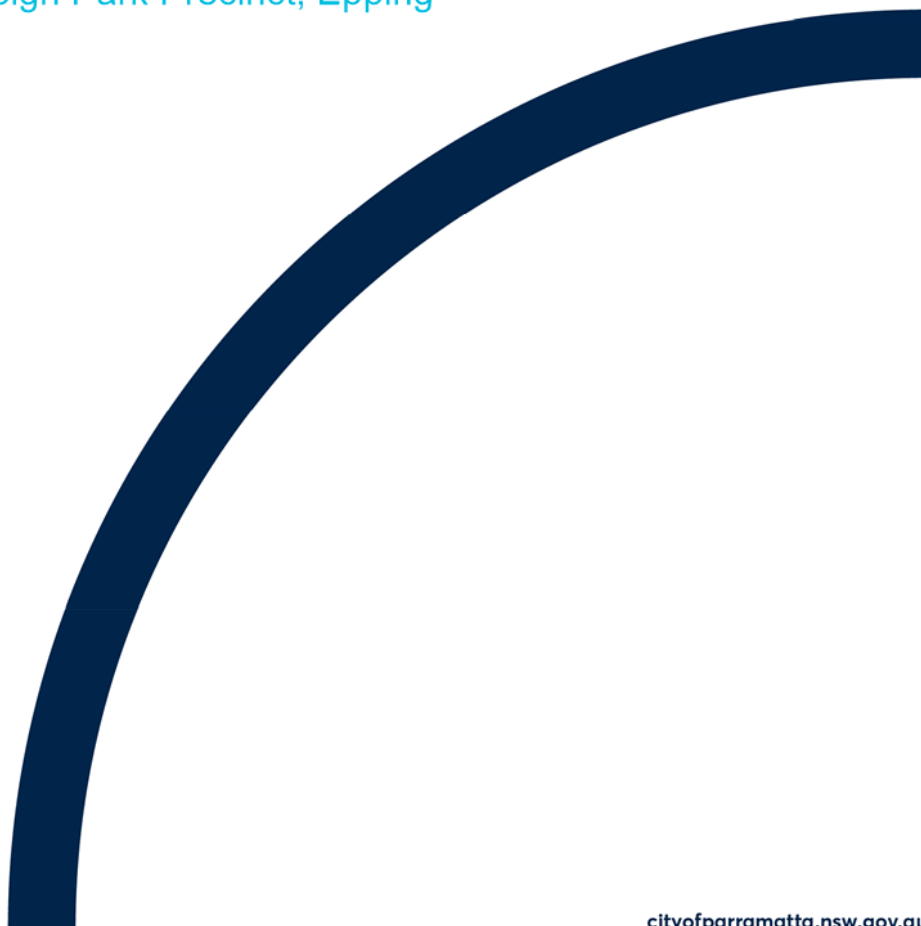
- |   |   |  |           |
|---|---|--|-----------|
| 1 | <a href="#"></a> | Planning Proposal various properties Epping            | 278 Pages |
| 2 | <a href="#"></a> | Local Planning Panel Meeting Report and Minutes Epping | 21 Pages  |

**REFERENCE MATERIAL**



# PLANNING PROPOSAL

Relating to various properties along Pembroke and Essex Streets  
and Rockleigh Park Precinct, Epping



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## Planning Proposal drafts

Council versions:

No.	Author	Version
1.	City of Parramatta Council	Report to Local Planning Panel on the assessment of planning proposal to be sent to Department of Planning and Environment for Gateway Determination – 17 September 2019
2	City of Parramatta Council	Report to Council on the assessment of planning proposal to be sent to Department of Planning and Environment for Gateway Determination – 8 October 2019 (minor amendments to accommodate Appendices)

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PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

## INTRODUCTION

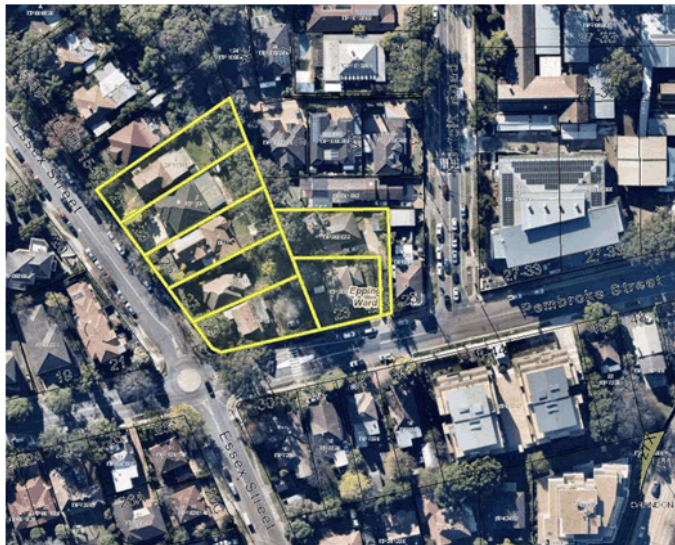
This planning proposal explains the intended effect of, and justification for, the proposed amendment to *Hornsby Local Environmental Plan 2013*. It has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* and the Department of Planning and Environment (DP&E)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

### Background and context

This planning proposal relates to 26 properties at 2-24 Rockleigh Way, 3-7 and 4-8 Brenda Way and 5A and 21-29 Essex Street and 23 and 23A Pembroke Street, Epping. The subject land is located near the Epping Town Centre and within the boundaries of the City of Parramatta Local Government Area (LGA). Prior to Council amalgamations on 12 May 2016 this area formed part of the Hornsby Shire LGA, therefore the existing planning controls for the sites are the Hornsby Local Environmental Plan 2013. The subject sites subject to this planning proposal are shown in **Figure 1 and 2** below.

The Planning Proposal is a progression of the Epping Planning Review undertaken by Council in 2017 and 2018 and the resolution made by Council on 9 July 2018 in relation to a number of matters resulting from the Epping Planning Review, including issues of development interface with Heritage Conservation Areas (HCAs).

The planning proposal seeks to manage the impacts of development adjacent to the East Epping Heritage Conservation Area by reducing the maximum height of building controls for properties along Essex Street and Pembroke Street and to amend the planning controls in order to prevent the development of residential flat buildings in Rockleigh Park Precinct.



**Figure 1** – 7 Properties along Essex and Pembroke Streets, Epping

Under the *Hornsby LEP 2013*, the properties at 21-29 Essex Street are currently:

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- zoned R4 High Density Residential;
- Have a maximum height of buildings of 17.5 metres; and
- have no maximum floor space ratio (FSR).

Under the *Hornsby LEP 2013*, the properties at 23-23A Pembroke Street are currently:

- zoned R3 Medium Density Residential;
- have a maximum building height of 17.5 metres; and
- have no maximum floor space ratio (FSR).



**Figure 2** - 19 properties in Rockleigh Park precinct are subject to the planning proposal

Under the *Hornsby LEP 2013* the Rockleigh Park precinct sites:

- Are zoned R4 Low Density Residential;
- have a maximum building height of 17.5 metres; and
- have no maximum floor space ratio (FSR).

An extract of the *Hornsby LEP* maps for each of the sites are provided in Part 4 – Mapping; specifically, Section 4.1 Existing controls.

A legal description of the properties subject to this Planning Proposal is provided in **Table 1** below.

Property Address	Legal Description
2 Rockleigh Way	Lot 2 DP285338
4 Rockleigh Way	Lot 3 DP285338
6 Rockleigh Way	Lot 4 DP285338
8 Rockleigh Way	Lot 5 DP285338
10 Rockleigh Way	Lot 6 DP285338

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Property Address	Legal Description
12 Rockleigh Way	Lot 13 DP285338
14 Rockleigh Way	Lot 14 DP285338
16 Rockleigh Way	Lot 15 DP285338
18 Rockleigh Way	Lot 16 DP285338
20 Rockleigh Way	Lot 17 DP285338
22 Rockleigh Way	Lot 18 DP285338
24 Rockleigh Way	Lot 19 DP285338
3 Brenda Way	Lot 12 DP285338
4 Brenda Way	Lot 7 DP285338
5 Brenda Way	Lot 11 DP285338
6 Brenda Way	Lot 8 DP285338
7 Brenda Way	Lot 10 DP285338
8 Brenda Way	Lot 9 DP285338
5A Essex Street	Lot 1 DP285338
21 Essex Street	Lot 2 DP10511
23 Essex Street	Lot 3 DP10511
25 Essex Street	Lot 4 DP10511
27 Essex Street	Lot 5 DP10511
29 Essex Street	Lot 6 DP10511
23 Pembroke Street	Lot 1 DP209032
23A Pembroke Street	Lot 2 DP209032

**Table 1:** Legal Description of Properties subject to this Planning Proposal

PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

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

The main objective of this planning proposal is to provide a more consistent and appropriate built form transition to the East Epping Heritage Conservation Area.

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## PART 2 – EXPLANATION OF PROVISIONS

This planning proposal seeks to amend *Hornsby LEP 2013 (HLEP 2013)* in relation to the zoning, height and floor space ratio controls.

In order to achieve the desired objectives the following amendments to the *HLEP 2013* would need to be made:

### For sites at 2-24 Rockleigh Park, 3-7 and 4-8 Brenda Way:

1. Amend the zone in the **Land Zoning Map** (Sheet LZN\_011) from R4 High Density Residential to R3 Medium Density Residential. Refer Figure 6 in Part 4 of this planning proposal.
2. Amend the maximum building height in the **Height of Buildings Map** (Sheet HOB\_011) from 17.5 metres to 9 metres. Refer Figure 8 in Part 4 of this planning proposal.
3. Amend the maximum FSR in the **Floor Space Ratio Map** (Sheet FSR\_011) to apply an FSR of 0.6:1, noting there is no existing FSR control for the sites. Refer Figure 10 in Part 4 of this planning proposal.

### For sites at 5A and 21-29 Essex Street:

1. Amend the maximum building height in the **Height of Buildings Map** (Sheet HOB\_011) from 17.5 metres to 11 metres. Refer Figure 9 in Part 4 of this planning proposal.
2. Amend the maximum FSR in the **Floor Space Ratio Map** (Sheet FSR\_011) to apply an FSR of 0.8:1, noting there is no existing FSR control for the sites. Refer Figure 11 in Part 4 of this planning proposal.

### For sites at 23-23A Pembroke Street:

1. Amend the zone in the **Land Zoning Map** (Sheet LZN\_011) from R3 Medium Density Residential to R4 High Density Residential. Refer Figure 7 in Part 4 of this planning proposal.
2. Amend the maximum building height in the **Height of Buildings Map** (Sheet HOB\_011) from 12 metres to 11 metres. Refer Figure 9 in Part 4 of this planning proposal.
3. Amend the maximum FSR in the **Floor Space Ratio Map** (Sheet FSR\_011) to apply an FSR of 0.8:1, noting there is no existing FSR control for the sites. Refer Figure 11 in Part 4 of this planning proposal.

**Note:** Council is currently reviewing the multiple land use plans that apply to different parts of the City of Parramatta Local Government Area (LGA). This work will create a single LEP and DCP that will apply to the whole LGA. The process of 'harmonisation' of planning controls is currently at a stage in the planning proposal process which is similar to this planning proposal. Therefore the above controls have been drafted to be consistent with the proposal controls in the harmonisation process so to ensure translation of controls are straight forward.

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## PART 3 – JUSTIFICATION

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

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

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

The Planning Proposal is as a result of the Council resolution of Stage 1 of the Epping Planning Review on 9 July 2018 and forms part of the implementation of Stage 2. A background to the Epping Planning Review, as it relates to this planning proposal, is detailed below.

In March 2014, new planning controls for the Epping Town Centre and surrounds came into effect as a result of the, then, Department of Planning and Environments (DPE) Priority Precinct process. This process resulted in increased building heights and density controls and the creation of three new Heritage Conservation Areas – Rosebank Avenue, East Epping and Essex Street HCA (formerly located within the Hornsby Local Government Area).

Following Council amalgamations on 12 May 2016, Epping Town Centre and immediate surrounds fell wholly within the City of Parramatta Council Local Government Area.

In December 2016, the Epping Planning Review was commenced by City of Parramatta Council. The scope of the review was to address the unintended consequences of the planning control amendments brought into effect of DPE as well as allowing Council to manage current Planning Proposals seeking additional growth within the Town Centre. It also allowed Council to progress matters considered by the former Hornsby Shire Council, including heritage matters.

The Epping Planning Review involves the following Stages:

- Stage 1 – the preparation of technical studies, community consultation and the release of a discussion paper for public comment. This Stage was undertaken between 2016 and 2018. This planning proposal is one of the Council resolved outcomes of Stage 1 of the Epping Planning Review.
- Stage 2 – involves the statutory phase, including the preparation of planning proposals that seek to amend the current planning controls to resolve the land use issues identified during the first phase. Council are currently in this phase of the project.

As part of Stage 1 community consultation, community workshops were undertaken, including 2 heritage review workshops with regards to Heritage Conservation Areas (HCA) within Epping - one workshop for landowners within the HCAs and one general workshop for interested residents. The workshop explored potential land use scenarios and associated impacts in the HCAs. The workshops aimed to listen to the concerns of residents at the impact of proposals and developments for five storey apartments on land adjoining the Epping conservation areas, including the East Epping Heritage Conservation Area.

As part of Stage 1 technical studies, City Plan Heritage completed the Epping Town Centre (East) Heritage Review (June 2017) – refer **Appendix 1** of this report. The purpose of the review was to inform strategic land use decisions across part of the Epping Town Centre previously under the jurisdiction of Hornsby Shire Council and in addition to review related concerns of residents on a number of heritage issues.

In relation to planning controls surrounding the East Epping Heritage Conservation Area,

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the Heritage Review (refer **Appendix 1**) concluded that a consistent transition between the R4 High Density Residential development along Essex and Pembroke Streets was required in order to prevent further encroachment on the conservation area. Key recommendations of the Heritage Review include:

- Rezone the Rockleigh Park parcels from the R4 High Density Residential Zone which has a 17.5m (5 storey) height to the R3 Medium Density zone with a 12 metre (4 storey) building height, in order to provide a smooth transition from the R2 Low Density Residential of the East Epping Heritage Conservation Area and the R4 High Density Residential area of Essex and Pembroke Streets.
- That the heritage conservation area designation be removed from 1, 3 and 3A Norfolk Road and 25 Pembroke Street and together with 5, 7, and 7A Norfolk Road be rezoned to R3 Medium Density Residential. This would allow them to be potentially developed for apartment buildings (4 storeys).

The Epping Planning Review Discussion Paper was released for public comment in June 2017 and aimed to present appropriate options and recommendations based on technical studies and community feedback in relation to a number of planning matters. The Discussion Paper presented options for the properties at Rockleigh Park precinct and Norfolk Road and Pembroke Street and the strengths and weaknesses of each option were detailed. The purposes of these options was to gain feedback from the community as to what resolution was acceptable.

On 14 August 2017, Council considered a report (refer **Council report and Minutes at Appendix 2**) that summarised submissions from the Epping Planning Review Discussion Paper and technical studies. The report summarised the feedback from land owners and the community on the East Epping Heritage Conservation Area and the options presented to mitigate the interface issues from the adjoining development. It noted that the submissions were divided in opinion as to how the interface issue should be managed.

On 9 July 2018, a report was presented updating Council on the implications for the findings of the Epping Planning Review (refer **Council report and minutes at Appendix 3**), including further assessment work undertaken for Rockleigh Park and Norfolk Road and Pembroke Street properties. In summary the Council report recommended:

- That the area zoned R4 be down-zoned to R3 in the Rockleigh Park Precinct to be consistent with R3 zone boundary to north and east; and
- No changes to battle-axe blocks at 7 and 7A Norfolk Road and rezone 1, 3, 3A and 5 Norfolk Road to R3 zone to enable three storey residential flat buildings subject to amalgamation controls being put in place to create 1 super lot and that 25 Pembroke cannot develop of itself and should retain its existing zoning.

Council resolved to support the above recommendation in relation to Rockleigh Park precinct, however no changes to properties along Norfolk Road and at 25 Pembroke Street. Further Council resolved to amend height of buildings in relation to properties at 21-29 Essex Street and 23 and 23A Pembroke Street, Epping.

A summary of decision making in relation to the above matters is provided at **Appendix 4**.

#### **1.1.2. Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?**

The Epping Planning Review Discussion Paper (June 2017) examined the Heritage Review recommendations for Rockleigh Park Precinct and presented options for the community to consider. The purpose of these options was to gain feedback from the community as to what planning solution was acceptable.

In relation Rockleigh Park the Discussion Paper recommended down-zoning the site from the R4 High Density zone to the R3 Medium Density zone, enabling a reduction in the permissible density. It also recommended the preparation of a master plan to determine

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the most appropriate outcome.

Following assessment and community feedback Council resolved that the current planning proposal is the best means of achieving the objectives/intended outcomes in relation to Rockleigh Park precinct. The proposed amendment to Hornsby LEP 2013 will help to satisfactorily resolve transition issues from the R4 High Density Residential land use zoning to the East Epping HCA.

## 1.2. Section B – Relationship to strategic planning framework

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

#### A Metropolis of Three Cities

In March 2018, the NSW Government released the *Greater Sydney Region Plan: A Metropolis of Three Cities* ("the GSRP") a 20 year plan which outlines a three-city vision for metropolitan Sydney for to the year 2036.

The GSRP is structured under four themes: Infrastructure and Collaboration, Liveability, Productivity and Sustainability. Within these themes are 10 directions which are each contains Potential Indicator and, generally, a suite of objective/s with each objective supported by a Strategy or Strategies. Those objectives and or strategies relevant to this planning proposal are discussed below.

#### Infrastructure and Collaboration

An assessment of the planning proposal's consistency with the GSRP's relevant Infrastructure and Collaboration objectives is provided in Table 3a, below.

**Table 3a –** Consistency of planning proposal with relevant GSRP Actions – Infrastructure and Collaboration

Infrastructure and Collaboration Direction	Relevant Objective	Comment
A city supported by infrastructure	O1: Infrastructure supports the three cities	The region plan highlights that the Central River City is undergoing a rebuilding program in a high-growth environment, which requires existing infrastructure to be optimised.  This planning proposal acknowledges Epping as a strategic centre in which the provision of housing this location promotes efficient use of the existing infrastructure while still maintaining appropriate interfaces with adjacent heritage items and conservation areas.
	O2: Infrastructure aligns with forecast growth – growth infrastructure compact	
	O3: Infrastructure adapts to meet future need	
	O4: Infrastructure use is optimised	

#### Liveability

An assessment of the planning proposal's consistency with the GSRP's relevant Liveability objectives is provided in Table 3b, below.

**Table 3b –** Consistency of planning proposal with relevant GSRP Actions – Liveability

Liveability Direction	Relevant Objective	Comment
A city for people	O6: Services and infrastructure meet	The planning proposal aims to



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	communities' changing needs	improve amenity to the community by creating a better transition in built form from a high density to an existing low density heritage conservation area.
	<b>O7:</b> Communities are healthy, resilient and socially connected	
	<b>O8:</b> Greater Sydney's communities are culturally rich with diverse neighbourhoods	
	<b>O9:</b> Greater Sydney celebrates the arts and supports creative industries and innovation	
<b>Housing the city</b>	<b>O10:</b> Greater housing supply	It is highly unlikely that sites within the Rockleigh Park precinct will be purchased by a developer for redevelopment for five storey residential flat buildings. The existing lots are small (between 250-300 square metres) and have established dwelling homes. Further, a total of 33 lots rely on the same narrow road network for access which falls under community title and it would be a challenge to provide adequate vehicular access and parking.  Further to this, the proposed downzoning on other sites is not significant and would not undermine the capacity for Epping to deliver housing as part of the Department's rezoning in 2014.
	<b>O11:</b> Housing is more diverse and affordable	The R3 zones within the Hornsby LEP 2013 offers a high degree of housing diversity, with residential flat buildings still permitted in the zone. There will be no negative impacts on housing diversity and affordability as a result of this planning proposal.
<b>A city of great places</b>	<b>O12:</b> Great places that bring people together	The planning proposal will help to resolve interface issues to the East Epping heritage conservation area by providing an appropriate transition model.
	<b>O13:</b> Environmental heritage is identified, conserved and enhanced	

### Productivity

An assessment of the planning proposal's consistency with the GSRP's relevant Productivity objectives is provided in Table 3c, below.

**Table 3c –** Consistency of planning proposal with relevant GSRP Actions – Productivity

Productivity Direction	Relevant Objective	Comment
<b>A well connected city</b>	<b>O14:</b> The plan integrates land use and transport creates walkable and 30 minute cities	The proposed density is appropriate given the context to existing transport infrastructure.
	<b>O15:</b> The Eastern, GOP and Western Economic Corridors are better connected and more competitive	

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### Sustainability

An assessment of the planning proposal's consistency with the GSRP's relevant Sustainability objectives is provided in Table 3d, below.

**Table 3d – Consistency of planning proposal with relevant GSRP Actions – Sustainability**

Sustainability Direction	Relevant Objective	Comment
A city in its landscape	<b>O25:</b> The coast and waterways are protected and healthier	No specific sustainability measures are proposed at this stage of the planning process. Measures within the Hornsby DCP 2013 will be implemented at development application stage.
	<b>O27:</b> Biodiversity is protected, urban bushland and remnant vegetation is enhanced	
	<b>O28:</b> Scenic and cultural landscapes are protected	
	<b>O29:</b> Environmental, social and economic values in rural areas are protected and enhanced	
	<b>O30:</b> Urban tree canopy cover is increased	
	<b>O31:</b> Public open space is accessible, protected and enhanced	
	<b>O32:</b> The Green grid links Parks, open spaces, bushland and walking and cycling paths	
An efficient city	<b>O33:</b> A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change	No specific sustainability measures are proposed at this stage of the planning process. Measures within the Hornsby DCP 2013 will be implemented at development application stage.
	<b>O34:</b> Energy and water flows are captured, used and re-used	
	<b>O35:</b> More waste is re-used and recycled to support the development of a circular economy	
A resilient city	<b>O36:</b> People and places adapt to climate change and future shocks and stresses	Brenda Way and Rockleigh Way (5A Essex Street), is flood prone and impacted by the 1:100 year flood level. As the flood levels are contained within the roadway, and this planning proposal is a downzoning to reflect the current land use, it is considered to be a little impact.  Any future development applications for properties in Rockleigh Way would be required to address stormwater runoff and flooding to ensure compliance with Council's water management controls within the Hornsby DCP 2013.
	<b>O37:</b> Exposure to natural and urban hazards is reduced	
	<b>O38:</b> Heatwaves and extreme heat are managed	

### Implementation

An assessment of the planning proposal's consistency with the GSRP's relevant Implementation objectives is provided in Table 3d, below.

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**Table 3d –** Consistency of planning proposal with relevant GSRP Actions – Implementation

Implementation Direction	Relevant Objective	Comment
Implementation	<b>O39:</b> A collaborative approach to city planning	This planning proposal is a key outcome of Stage 1 of the Epping Planning Review which involved in-depth consultation with the community and the consideration of the feedback from this consultation.

### Central City District Plan

In March 2018, the NSW Government released *Central City District Plan* which outlines a 20 year plan for the Central City District which comprises The Hills, Blacktown, Cumberland and Parramatta local government areas.

Taking its lead from the GSRP, the *Central City District Plan* ("CCDP") is also structured under four themes relating to Infrastructure and Collaboration, Liveability, Productivity and Sustainability. Within these themes are Planning Priorities which are each supported Action. Those Planning Priorities and Actions relevant to this planning proposal are discussed below.

### Infrastructure and Collaboration

An assessment of the planning proposal's consistency with the CCDP's relevant Infrastructure and Collaboration Priorities and Actions is provided in Table 4a, below.

**Table 4a –** Consistency of planning proposal with relevant CCDP Actions – Infrastructure and Collaboration

Infrastructure and Collaboration Direction	Planning Priority/Action	Comment
<b>A city supported by infrastructure</b> <b>O1:</b> Infrastructure supports the three cities <b>O2:</b> Infrastructure aligns with forecast growth – growth infrastructure compact <b>O3:</b> Infrastructure adapts to meet future need <b>O4:</b> Infrastructure use is optimised	<b>PP C1: Planning for a city supported by infrastructure</b> <ul style="list-style-type: none"> <li><b>A1:</b> Prioritise infrastructure investments to support the vision of <i>A metropolis</i></li> <li><b>A2:</b> Sequence growth across the three cities to promote north-south and east-west connections</li> <li><b>A3:</b> Align forecast growth with infrastructure</li> <li><b>A4:</b> Sequence infrastructure provision using a place based approach</li> <li><b>A5:</b> Consider the adaptability of infrastructure and its potential shared use when preparing infrastructure strategies and plans</li> <li><b>A6:</b> Maximise the utility of existing infrastructure assets and consider strategies to influence behaviour changes to reduce the demand for new infrastructure, supporting the development of adaptive and flexible regulations to allow decentralised utilities</li> </ul>	The planning proposal seeks to cluster appropriate density within the strategic centre of Epping while still ensuring that transitions to heritage conservation areas are appropriate.

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<b>O5:</b> Benefits of growth realized by collaboration of governments, community and business	<b>PP C2:</b> Working through collaboration <ul style="list-style-type: none"> <li>• <b>A7:</b> Identify prioritise and delivery collaboration areas</li> </ul>	This planning proposal is a key outcome of Stage 1 of the Epping Planning Review which involved in-depth consultation with the community and the consideration of the feedback from this consultation.
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### Liveability

An assessment of the planning proposal's consistency with the CCDP's relevant Liveability Priorities and Actions is provided in Table 4b, below.

**Table 4b –** Consistency of planning proposal with relevant CCDP Actions – Liveability

Liveability Direction	Planning Priority/Action	Comment
<b>O7:</b> Communities are healthy, resilient and socially connected <b>O8:</b> Greater Sydney's communities are culturally rich with diverse neighbourhoods <b>O9:</b> Greater Sydney celebrates the arts and supports creative industries and innovation	<b>PP C4: Working through collaboration</b> <ul style="list-style-type: none"> <li>• <b>A10:</b> Deliver healthy, safe and inclusive places for people of all ages and abilities that support active, resilient and socially connected communities by (a-d).</li> <li>• <b>A11:</b> Incorporate cultural and linguistic diversity in strategic planning and engagement.</li> <li>• <b>A12:</b> Consider the local infrastructure implications of areas that accommodate large migrant and refugee populations.</li> <li>• <b>A13:</b> Strengthen the economic self-determination of Aboriginal communities by engagement and consultation with Local Aboriginal Land Council's.</li> <li>• <b>A14:</b> Facilitate opportunities for creative and artistic expression and participation, wherever feasible with a minimum regulatory burden including (a-c).</li> <li>• <b>A15:</b> Strengthen social connections within and between communities through better understanding of the nature of social networks and supporting infrastructure in local places</li> </ul>	<p>The subject sites are within walking distance of community facilities in Epping Town Centre. Council has resolved to investigate options for Council owned land at Rawson Street and Pembroke Street for future civic space to accommodate current and future populations. Further to this, the planning proposal incorporates an appropriate transition model to the East Epping Conservation Area and allows for greater appreciation of heritage interfaces within this area.</p>
<b>Housing the city</b> <b>O10:</b> Greater housing supply <b>O11:</b> Housing is more diverse and affordable	<b>PP C5: Providing housing supply, choice and affordability, with access to jobs, services and public transport</b> <ul style="list-style-type: none"> <li>• <b>A16:</b> Prepare local or district housing strategies that address housing targets [abridged version]</li> <li>• <b>A17:</b> Prepare Affordable Rental housing Target Schemes</li> </ul>	<p>It is highly unlikely that sites within the Rockleigh Park precinct will be purchased by a developer for redevelopment for five storey residential flat buildings. The existing lots are small (between 250-300 square metres) and have established dwelling homes. Further, a total of 33 lots rely on the same narrow road network for access which falls under community title and it would be a challenge to provide adequate vehicular access and parking.</p> <p>Further to this, the proposed downzoning on other sites is not</p>



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		significant and would not undermine the capacity for Epping to be a strategic centre as envisioned by the central city district plan.
<b>A city of great places</b> <b>O12:</b> Great places that bring people together <b>O13:</b> Environmental heritage is identified, conserved and enhanced	<b>PP C6: Creating and renewing great places and local centres, and respecting the District's heritage</b> <ul style="list-style-type: none"> <li>• <b>A18:</b> Using a place-based and collaborative approach throughout planning, design, development and management deliver great places by (a-e)</li> <li>• <b>A19:</b> Identify, conserve and enhance environmental heritage by (a-c)</li> <li>• <b>A20:</b> Use place-based planning to support the role of centres as a focus for connected neighbourhoods</li> <li>• <b>A21:</b> In Collaboration Areas, Planned Precincts and planning for centres (a-d)</li> <li>• <b>A22:</b> Use flexible and innovative approaches to revitalise high streets in decline.</li> </ul>	This planning proposal proposes introduce an appropriate transition model to the East Epping conservation area. The planning proposal will help to resolve interface issues and community concerns as identified in the Epping Planning Review.

### Productivity

An assessment of the planning proposal's consistency with the CCDP's relevant Productivity Priorities and Actions is provided in Table 4c, below.

**Table 4c –** Consistency of planning proposal with relevant CCDP Actions – Productivity

Productivity Direction	Planning Priority/Action	Comment
<b>O14:</b> The plan integrates land use and transport creates walkable and 30 minute cities	<b>PP C9: Delivering integrated land use and transport planning and a 30-minute city</b> <ul style="list-style-type: none"> <li>• <b>A32:</b> Integrate land use and transport plans to deliver a 30-minute city</li> <li>• <b>A33:</b> Investigate, plan and protect future transport and infrastructure corridors</li> <li>• <b>A34:</b> Support innovative approaches to the operation of business, educational and institutional establishments to improve the performance of the transport network</li> <li>• <b>A35:</b> Optimise the efficiency and effectiveness of the freight handling and logistics network by (a-d)</li> <li>• <b>A36:</b> Protect transport corridors as appropriate, including the Western Sydney Freight Line, North South</li> </ul>	It is acknowledged that this planning proposal includes provisions which reduced the permissible residential density of land.  However, the planning proposal has been justified through the Epping Planning Review which directly identifies the subjects sites as needing amendment. The planning proposal does not undermine the capacity of Epping being a strategic centre' as identified in the central city district plan as it still allows for medium density residential development  The reduction in density is of minor scale and thus of minor significance.

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	train link from Schofields to WS Airport as well as Outer Sydney Orbital and Bells Line of Road-Castlereagh connections	
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### 1.2.2. Is the planning proposal consistent with the local council's Community Strategic Plan or other local strategic plan?

The following local strategic planning documents are relevant to the planning proposal.

#### Parramatta 2038 Community Strategic Plan

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

The planning proposal is considered to be consistent with Council's local strategy as it aims to maintain the heritage significance of the East Epping HCA whilst resolving interface issues and the community.

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

The following State Environmental Planning Policies (SEPPs) are of relevance to the site (refer to Table 5 below).

**Table 5 – Consistency of planning proposal with relevant SEPPs**

State Environmental Planning Policies (SEPPs)	Consistency: Yes = ✓ No = x N/A = Not applicable	Comment
SEPP No 1 Development Standards	N/A	This SEPP is not applicable to the subject land under clause 1.9 of Hornsby LEP 2013
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development	N/A	This SEPP is not applicable to the subject land under clause 1.9 of Hornsby LEP 2013
SEPP 6 – Number of Storeys in a Building	N/A	Standard instrument definitions apply.
SEPP 33 – Hazardous and Offensive Development	N/A	
SEPP No 55 Remediation of Land	✓	Not relevant to proposed amendment. May be relevant to future DAs.
SEPP 60 – Exempt and Complying Development	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the Hornsby LEP 2013.

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SEPP 64 – Advertising and Signage	N/A	Not relevant to proposed amendment. May be relevant to future DAs.
SEPP No 65 Design Quality of Residential Flat Development	✓	Detailed compliance with SEPP 65 will be demonstrated at the time of making a future development application for the site facilitated by this Planning Proposal (applies only to 21-29 Essex and 23 and 23A Pembroke Streets).
SEPP No.70 Affordable Housing (Revised Schemes)	N/A	Not relevant to proposed amendment.
SEPP (Affordable Rental Housing) 2009	N/A	Not relevant to proposed amendment.
SEPP (BASIX) 2004	N/A	Detailed compliance with SEPP (BASIX) will be demonstrated at the time of making a development application for the site facilitated by this Planning Proposal.
SEPP (Exempt and Complying Development Codes) 2008	✓	May apply to future development of the site.
SEPP (Infrastructure) 2007	✓	May apply to future development of the site.
Sydney Regional Environmental Plan No 18– Public Transport Corridors	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the <i>Hornsby LEP 2013</i> .
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	N/A	The proposed development is not located directly on the Sydney Harbour Catchment foreshore. Any potential impacts as a result of development on the site, such as stormwater runoff, will be considered and addressed appropriately at DA stage.
SEPP (Urban Renewal) 2010	✓	The Planning Proposal will stimulate renewal within the nominated precinct of Granville and will contribute to the employment and job targets for the area.

#### 1.2.4. Is the planning proposal consistent with applicable Ministerial Directions (s.9.1 directions)

In accordance with Clause 9.1 of the *EP&A Act 1979* the Minister issues directions for the relevant planning authorities to follow when preparing planning proposals for new LEPs. The directions are listed under the following categories:

- Employment and resources

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- Environment and heritage
- Housing, infrastructure and urban development
- Hazard and risk
- Housing, Infrastructure and Urban Development
- Local plan making

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

**Table 6** – Consistency of planning proposal with relevant Section 9.1 Directions

Relevant Direction	Comment	Compliance
<b>1. Employment and Resources</b>		
Direction 1.1 – Business and Industrial Zones	This Planning Proposal will not affect land within an existing or proposed business or industrial zone.	Yes
<b>2. Environment and Heritage</b>		
Direction 2.3 - Heritage Conservation	<p>The subject sites are adjacent to the East Epping Conservation Area (C9). A Heritage Review (refer <b>Appendix 1</b>) was completed as part of Stage 1 of the Epping Planning Review. The Heritage Review assessed the heritage value and significance of properties located in the East Epping Heritage Conservation Area on the interface with the R3 Medium Density Residential and the R4 High Density Residential zones, with particular attention to Rockleigh Way and 1, 3, 3A, 5, 7 and 7A Norfolk Road and 25 Pembroke Street.</p> <p>In relation to planning controls surrounding the East Epping Heritage Conservation Area, the Heritage Review concluded that a consistent transition between the R4 High Density Residential development along Essex and Pembroke Streets was required in order to prevent further encroachment on the conservation area. Key recommendations of this study with regards to the Rockleigh Park precinct have materialised as part of this planning proposal.</p> <p>Further to this, Council resolved to amend the planning controls at 21-29 Essex and 23-23A Pembroke Streets to further ensure an adequate built form transition to the East Epping Conservation Area.</p>	Yes
<b>3. Housing, Infrastructure and Urban Development</b>		
Direction 3.1 - Residential Zones	<p>It is acknowledged that this planning proposal includes provisions which reduced the permissible residential density of land.</p> <p>However, the planning proposal is consistent with Clause 6 of Direction 3.1 as it:</p> <ul style="list-style-type: none"> <li>• Has been justified through the Epping Planning Review which directly identifies the subjects sites as needing amendment</li> <li>• The planning proposal does not undermine the capacity of Epping being a strategic centre' as identified in the central city district plan as it still allows for medium density residential development</li> <li>• The reduction in density is of minor scale and thus of minor significance.</li> </ul>	No - justified in comments

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Direction 3.4 - Integrating Land Use and Transport	The Planning Proposal is consistent with this direction, in that it: <ul style="list-style-type: none"> <li>will continue to provide for an appropriate amount of density within the Epping strategic centre</li> <li>will enable residents to walk or cycle to work if employed in the Epping or utilise the heavy rail or metro service.</li> </ul>	Yes
<b>4. Hazard and Risk</b>		
Direction 4.1 - Acid Sulfate Soils	The site is not identified on the Acid Sulfate Soils Map in Hornsby Local Environmental Plan 2013.	Yes
Direction 4.3 - Flood Prone Land	5A Essex and 16 Rockleigh Park are identified as flood affected and affected by the 1-100 year ARI. The other sites are not flood prone and is above the 1:100 year flood level.  Any potential impacts as a result of development on the site, such as stormwater runoff, will be considered and addressed appropriately at DA stage. This will also include any design detail required to ensure compliance with Council's water management controls within the Parramatta DCP 2011.	Yes
<b>5. Local Plan Making</b>		
Direction 6.1 - Approval and Referral Requirements	The Planning Proposal does not introduce any provisions that require any additional concurrence, consultation or referral.	Yes
Direction 6.3 - Site Specific Provisions	The Planning Proposal does not introduce any site specific provisions.	Yes
<b>6. Metropolitan Planning</b>		
Direction 7.1 - Implementation of A Plan for Growing Sydney	The planning proposal does not proposed substantive amendments and achieves the overall intent of the Plan for Growing Sydney. The achievements of the plan's planning principles, directions, priorities for subregions, strategic centres and transport gateways are not undermined by this planning proposal.	Yes

### 1.3. Section C – Environmental, social and economic impact

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

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

Land the subject of this planning proposal does not contain any critical habitat or threatened species, populations or ecological communities, or their habitats. Therefore, this proposal does not pose any threat to the above.

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

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The main potential environmental impacts to be assessed for the proposal for the site are built form and heritage.

#### *Rockleigh Park Precinct*

As part of the Epping Planning Review the interface issues relating to East Epping Avenue have been assessed through landowner and community feedback, heritage study (refer **Appendix 1**) and urban design testing. Based on these assessments it concluded that western side of Rockleigh Way be rezoned to be consistent with the eastern side of Rockleigh Way.

The proposed R3 Medium Density Residential zone is consistent with the Rockleigh Park properties that form its northern and eastern boundaries. The current R4 zoning and 17.5 metre height limit (five storey residential flat buildings) would result in encroachment of inappropriate high density development adjacent to low density and the low density of the East Epping Heritage Conservation Area.

It is highly unlikely that these sites will be purchased by a developer for redevelopment for five storey residential flat buildings. The existing lots are small (between 250-300 square metres) and have established dwelling homes. Further, a total of 33 lots rely on the same narrow road network for access which falls under community title and it would be a challenge to provide adequate vehicular access and parking. The recommended down-zoning better reflects the current use of small single and two storey cottages.

The proposed R3 Medium Density Residential zone and 0.6:1 and 9 metre maximum height of buildings will ensure the current land uses are supported, as well as future potential to amalgamate two to three parcels in the future to develop multi-unit dwellings (that is townhouses) at an appropriate scale and intensity of development. It is also anticipated that these same controls would apply to the eastern side of Rockleigh Way as part of harmonisation of the planning controls.

The proposed planning controls for Rockleigh Park Precinct planning proposal are consistent with the recommendations of the Heritage Review (Epping East) (refer **Appendix 1**) and Epping Town Centre Discussion Paper. The proposed R3 Medium Density Residential zone would provide consistency with the adjacent development of the northern and eastern side of Rockleigh Way and a more appropriate transition to the adjoining East Epping Heritage Conservation Area. **Figure 3** below indicates the proximity of the subject sites to the East Epping Heritage Conservation Area.

#### *21-29 Essex Street and 23 & 23A Pembroke Street*

Council on 9 July 2018 resolved to introduce the following changes to Hornsby LEP 2013 in respect of properties at 21-29 Essex Street and 23 and 23A Pembroke Street Epping:

- 21, 23, 25, 27 and 29 Essex Street amend the zoning from R4 High Density Residential to R3 Medium Density Residential with maximum height permitted on these sites to be amended from 17.5 metre to 11 metres (to allow for apartment building development no greater than three storeys on these sites); and
- The height of building control for 23 and 23A Pembroke be reduced from 12 metres to 11 metres with the existing zoning of Residential R3 Medium Density Residential to be retained for these two sites.

Refer **Appendix 3** for full Council report and minutes of 9 July 2018.

It is noted that the Council resolved to apply a R3 Medium Density zoning to properties along Essex and Pembroke Street, however Council officers recommend a R4 High Density zoning. Although the R3 Medium Density Zone in the Hornsby LEP 2013 currently permits residential flat buildings with development consent, it is the intention of City of Parramatta Council through the harmonisation of its planning controls, to restrict residential flat buildings to the R4 High Density Zone. A R4 High Density Zone in this

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location would ensure a straight forward translation of land use zone upon a newly consolidated Parramatta LEP whilst achieving the intended purpose of reducing the maximum height limit for residential flat buildings on these subject properties.

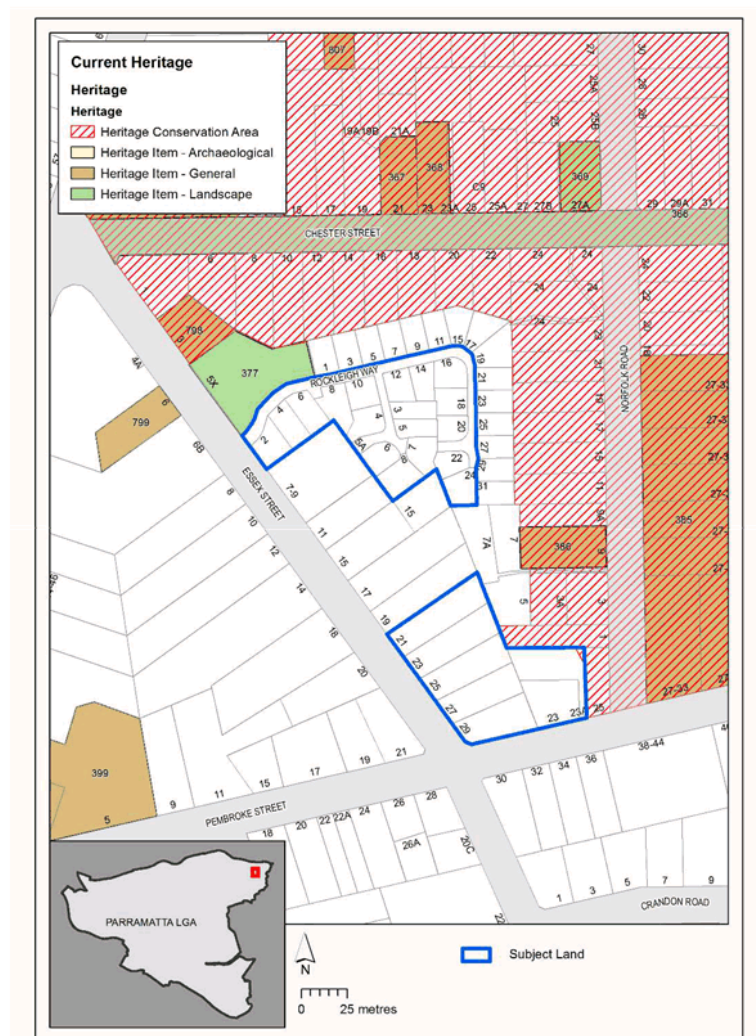
The Hornsby LEP 2013 does not generally apply a standard maximum floor space ratio to residential areas including properties in Essex and Pembroke Streets. As part of Council's harmonisation of planning controls, an application of a floor space ratio of 0.8:1 is recommended for the subject properties. This will ensure an appropriate scale and intensity of development. Further the proposed restriction height to 11 metres will allow for apartment development no greater than three storeys. The application of both a maximum height and FSR is consistent with City of Parramatta's intention for a newly consolidated Parramatta LEP and application of these controls would ensure a straight forward translation.

Further, the proposed planning controls would enable less dwellings than under the current planning controls.

It is noted that the sites directly adjoining the subject properties of this planning proposal, namely 7-9 Essex Street and 15-19 Essex Street are proposed to retain the current planning controls of R4 High Density Residential and a height of buildings of 17.5 metres. These sites are subject to active development applications, which means any amendment to planning controls at this current time be ineffective.

The proposed decrease in height of buildings from 17.5 metres (5 storeys) to 11 metres for the subject properties along Essex Street will allow for residential flat buildings of no greater than three storeys. Adjustment of the maximum height of buildings for both 23 and 23A Pembroke Street from 12 metres to 11 metres would ensure consistency with the adjacent Essex Street properties. The proposed reduction in height of buildings would provide a more appropriate built form transition to the directly adjoining East Epping Consideration Area. **Figure 3** below indicates the proximity of the subject sites to the East Epping Heritage Conservation Area.

PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping



**Figure 3:** The subject sites proximity to the East Epping Heritage Conservation Area and heritage items

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

The planning proposal aims to resolve the outcome of a planning process which facilitated density which provided an inappropriate transition in built form to the East Epping heritage conservation area. The planning proposal recognises Rockleigh Way and Brenda Way will have consistent planning controls with the north and east of Rockleigh Way and that the landowners Essex and Pembroke Streets will still have the opportunity re-develop their sites and realise improved social and economic benefits.

## 1.4. Section D – State and Commonwealth Interests

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

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The subject land is located approximately 400 metres from retail area of Epping Town Centre and approximately 650 metres from the Epping Railway Station and the Sydney Northwest Metro service.

Civil and utility infrastructure is suitably accessible to service the subject land and support future development. Redevelopment of the subject site and further development within the area can optimise public infrastructure investment.

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

Consultation with the State and Commonwealth public authorities will be undertaken once the gateway determination has been issued.

PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

## PART 4 – MAPPING

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

This section illustrates the current *Hornsby LEP 2013* controls which apply to the site.

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PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

Figures 4 illustrates the existing R4 High Density Residential zoning over properties in Rockleigh Way and Essex Street and the existing R3 Medium Density Residential zoning over properties in Pembroke Street.

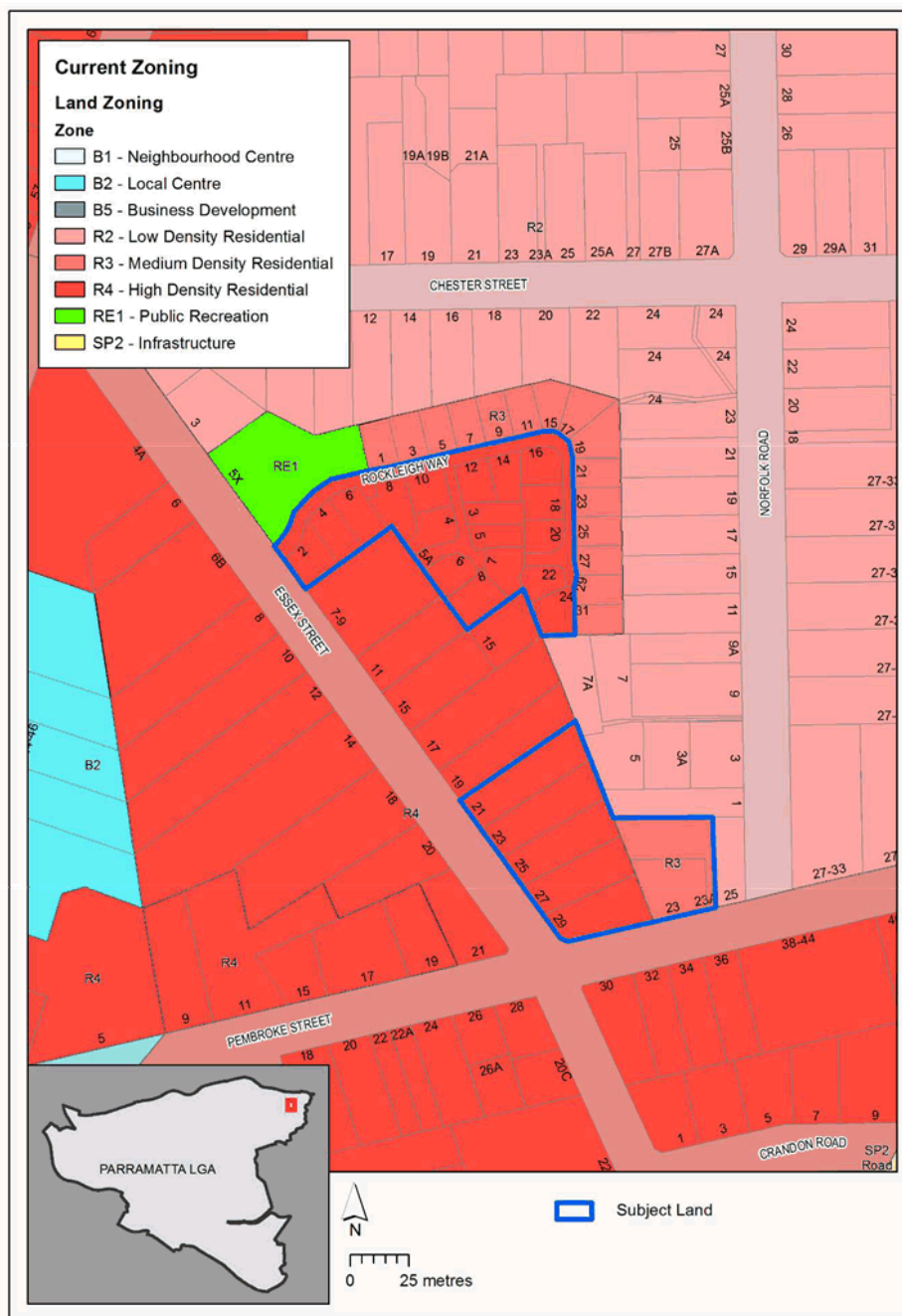


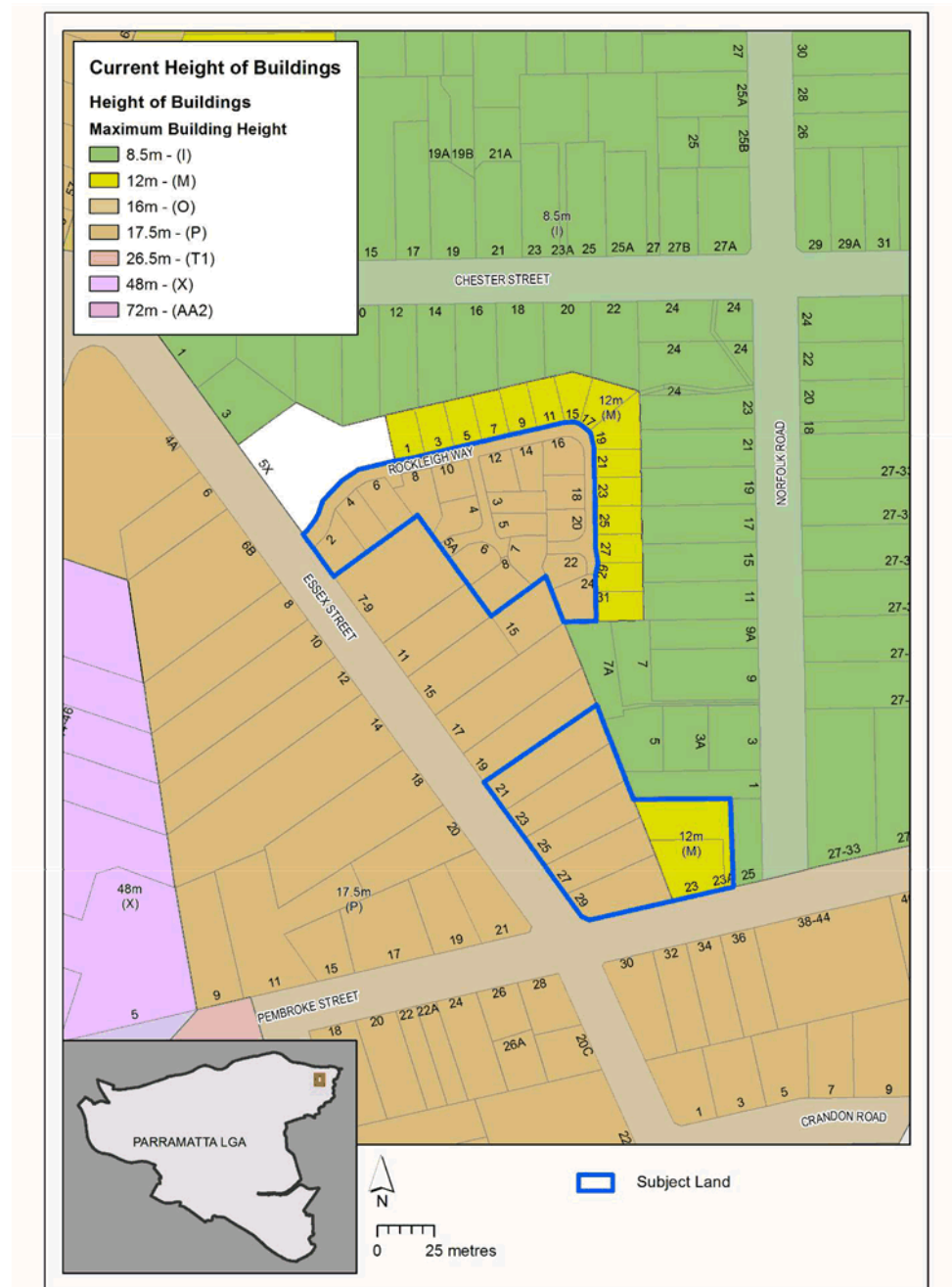
Figure 4 – Existing zoning extracted from Hornsby LEP 2013 Land Zoning Map

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PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

Figure 5 illustrates the existing maximum height of buildings of 17.5 metres for the subject properties in Rockleigh Park and Essex Street and 12 metres for 23 & 23A Pembroke Street.



**Figure 5** – Existing building heights extracted from the *Hornsby LEP 2013* Height of Buildings Map

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#### **4.2 Proposed controls**

The figures in this section illustrate the proposed planning controls under the *Hornsby LEP 2013*.

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PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

Figures 6 and 7 illustrates proposed R3 Medium Density Residential zoning over the sites in Rockleigh Way and Brenda Way and the proposed R4 High Density Residential zoning for 23 & 23A Pembroke Street (properties at 21-29 Essex Street R4 zoning is proposed to be retained).

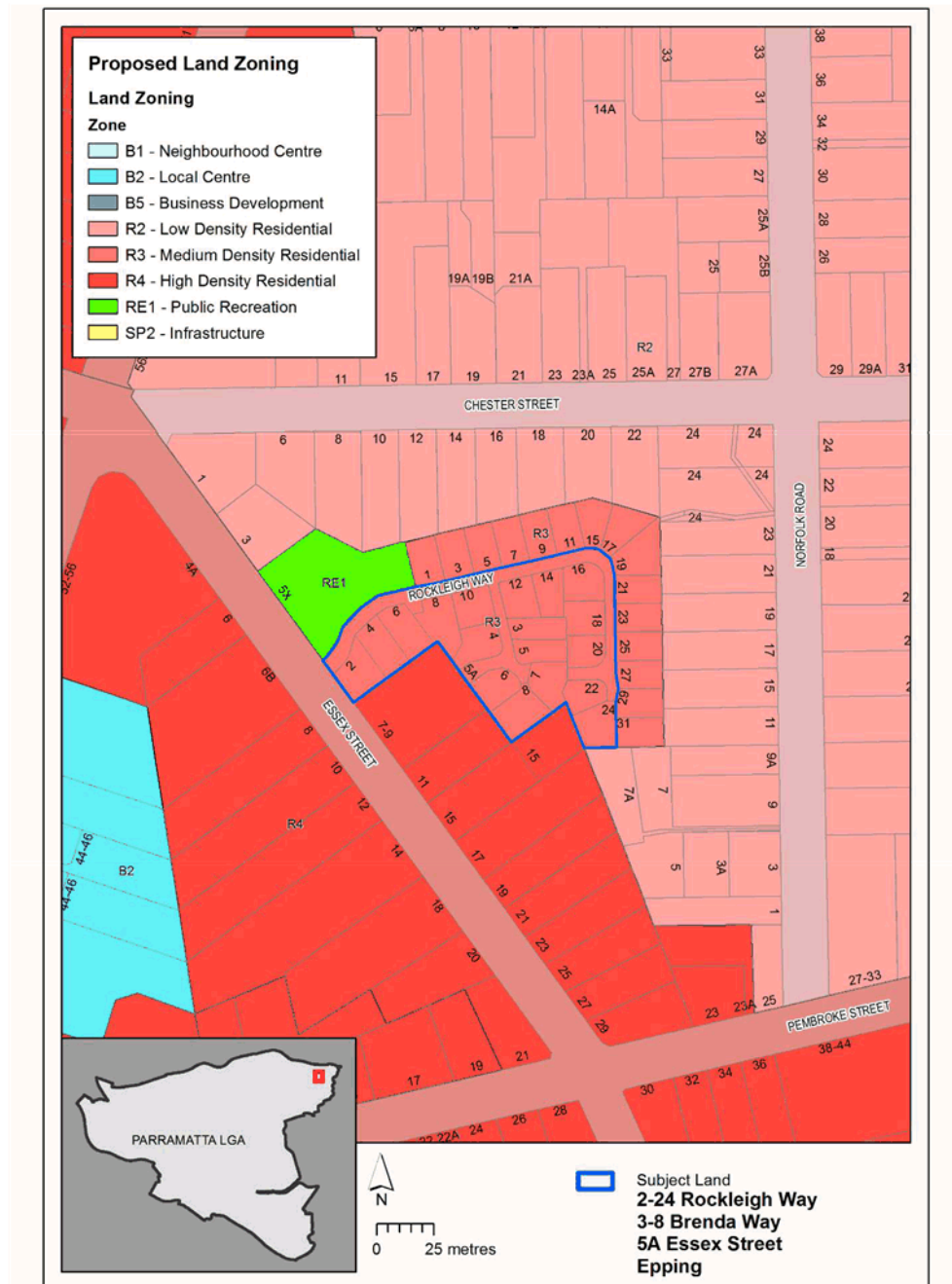


Figure 6 – Proposed amendment to the Hornsby LEP 2013 Zoning Map

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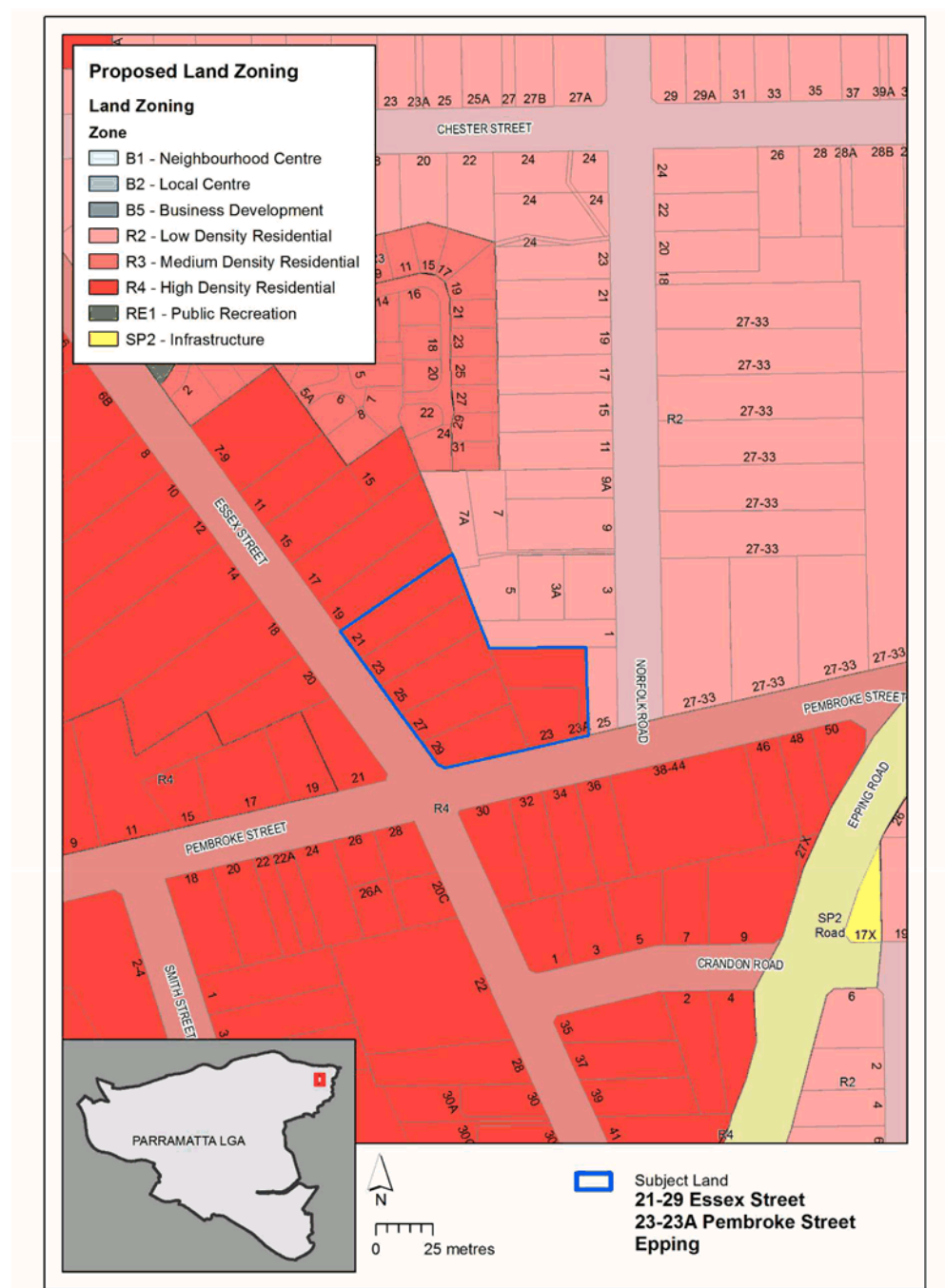


Figure 7 – Proposed amendment to the Hornsby LEP 2013 Zoning Map

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PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

Figures 8 and 9 illustrates proposed maximum height of buildings of 9 metres over the sites in Rockleigh Way and Brenda Way and the proposed maximum height of buildings of 11 metres over sites at 21-29 Essex Street and 23 & 23A Pembroke Street.

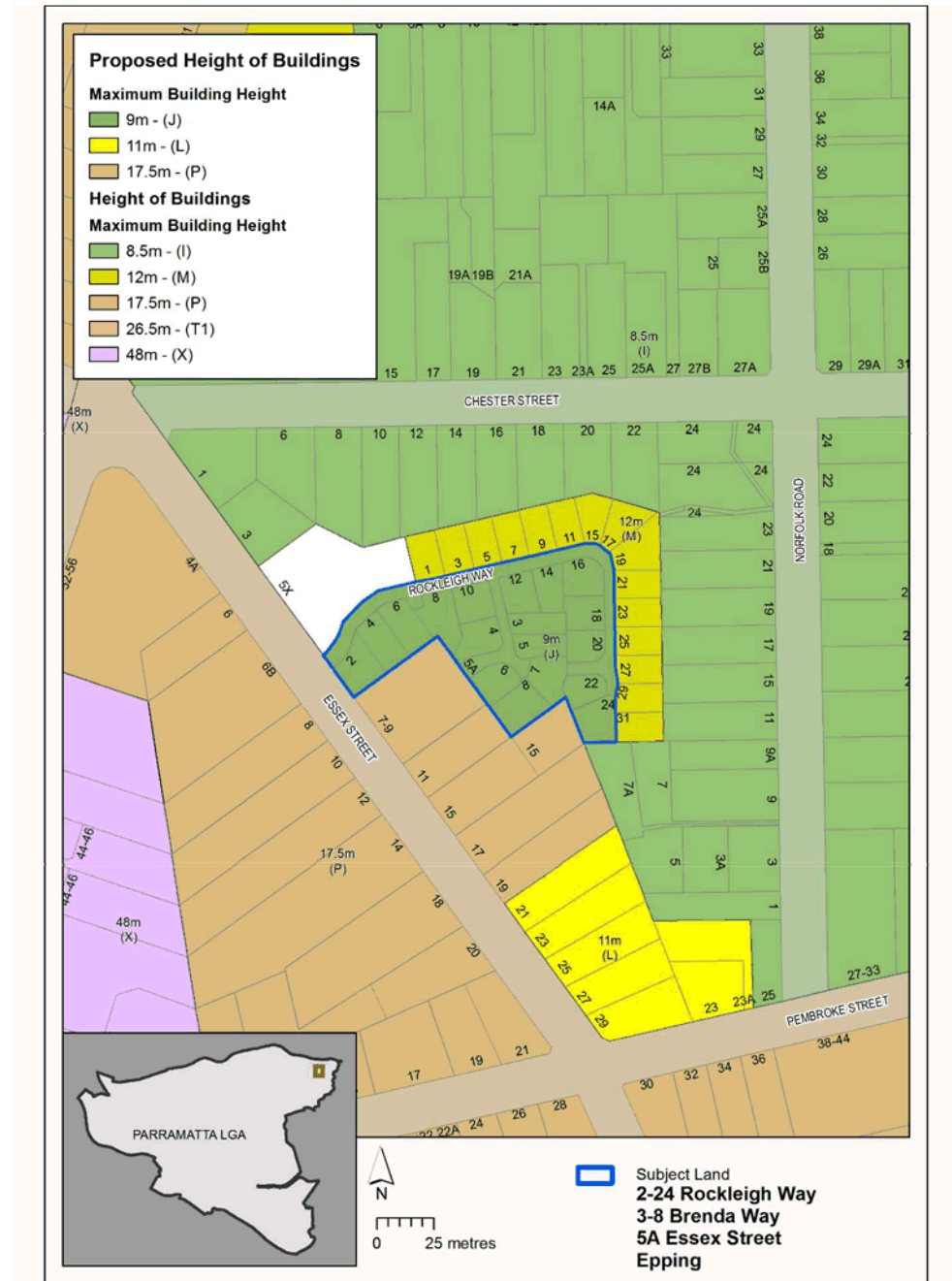


Figure 8 – Proposed amendment to the Hornsby LEP 2013 Height of Building Map

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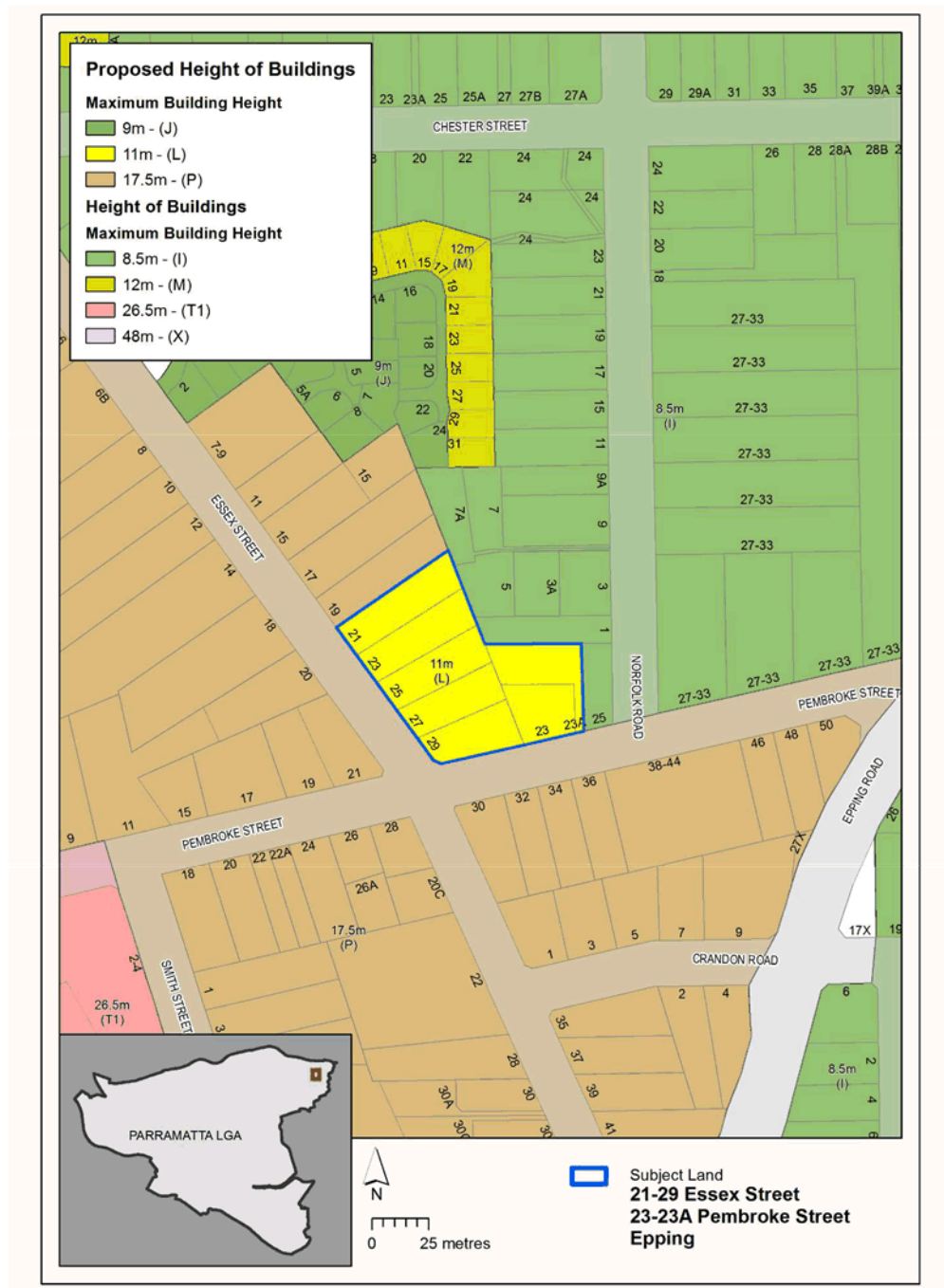


Figure 9 – Proposed amendment to the Hornsby LEP 2013 Height of Building Map

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PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

Figures 10 and 11 illustrates proposed maximum floor space ratio of 0.6:1 over the sites in Rockleigh Way and Brenda Way and the proposed maximum floor space ratio of 0.8:1 over sites at 21-29 Essex Street and 23 & 23A Pembroke Street.



Figure 10 – Proposed amendment to the Hornsby LEP 2013 Floor Space Ratio Map

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PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping



Figure 11 – Proposed amendment to the Hornsby LEP 2013 Floor Space Ratio Map

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PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

## PART 5 – COMMUNITY CONSULTATION

The planning proposal (as revised to comply with the Gateway determination) is to be publicly available for community consultation.

Public exhibition is likely to include:

- Newspaper advertisement;
- Display on the Council's website;
- Written notification to landowners and adjoining landowners;
- Written notification to community groups in Epping, such as the Epping Civic Trust; and
- Written notification to Council's Heritage Advisory Committee.

The gateway determination will specify the level of public consultation that must be undertaken in relation to the planning proposal including those with government agencies.

Consistent with sections 3.34(4) and 3.34(8) of the *EP&A Act 1979*, where community consultation is required, an instrument cannot be made unless the community has been given an opportunity to make submissions and the submissions have been considered.

PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

## PART 6 – PROJECT TIMELINE

Once the planning proposal has been referred to the Minister for review of the Gateway Determination and received a Gateway determination, the anticipated project timeline will be further refined, including at each major milestone throughout the planning proposal's process.

Table 7 below outlines the anticipated timeframe for the completion of the planning proposal.

**Table 7** – Anticipated timeframe to planning proposal process

MILESTONE	ANTICIPATED TIMEFRAME
Report to LPP on the assessment of the PP	17 September 2019
Report to Council on the assessment of the PP	8 October 2019
Referral to Minister for review of Gateway determination	October 2019
Date of issue of the Gateway determination	December 2019
Commencement and completion dates for public exhibition period	February 2020
Commencement and completion dates for government agency notification	February 2020
Consideration of submissions	March 2020
Consideration of planning proposal post exhibition and associated report to Council	April 2020
Submission to the Department to finalise the LEP	May 2020
Notification of instrument	July 2020

PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

## **Appendix 1 – Epping Town Centre (East) Heritage Review (June 2017)**

F2019/02038



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## Epping Town Centre (East) Heritage Review


Submitted to City of Parramatta Council

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June 2017 | 17-016



## Report Revision History

Revision	Date Issued	Prepared by	Verified by
01 DRAFT	18/04/17	<b>Keira De Rosa</b> <i>Assistant Heritage Consultant</i> <b>Kerime Danis</b> <i>Director - Heritage</i>	<b>Kerime Danis</b> <i>Director - Heritage</i> 
02 SECOND DRAFT	13/06/17	<b>Keira De Rosa</b> <i>Assistant Heritage Consultant</i> <b>Kerime Danis</b> <i>Director - Heritage</i>	
03 FINAL	15/06/17	<b>Keira De Rosa</b> <i>Assistant Heritage Consultant</i>	

*This document is preliminary unless approved by a Director of City Plan Heritage.*

### CERTIFICATION

This report has been authorised by City Plan Heritage, with input from a number of other expert consultants, on behalf of the Client. The accuracy of the information contained herein is to the best of our knowledge not false or misleading. The comments have been based upon information and facts that were correct at the time of writing this report.

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## 1. Executive Summary

### 1.1 Background

This study has been commissioned by the City of Parramatta Council in order to undertake a Heritage Review of the Epping Town Centre. The City of Parramatta Council recently inherited the balance of the Epping Town Centre as a result of Council amalgamations from Hornsby Shire Council on the 12 May 2016. Currently, the controls for different parts of Epping Town Centre vary as a result of previous decision making structures under the City of Parramatta Council and Hornsby Shire Council.

The City of Parramatta's City Strategy Department commissioned a heritage review to inform strategic land use decisions across part of the Epping Town Centre previously under the jurisdiction of Hornsby Shire Council and, in addition, to review related concerns of residents on a number of heritage issues. It excludes any analysis on the western side of the Town Centre, railway line, excluding Rosebank Avenue HCA and properties subject to Stage 6 of the Hornsby Council Heritage Review.

The principal aims of this heritage review are to:

- Review the three existing Heritage Conservation Areas (HCAs) of East Epping, Essex Street and Rosebank Avenue located within the Epping Town Centre area recently acquired by the City of Parramatta Council;
- Investigate concerns raised by residents on a number of heritage issues including:
  - the value and significance of each HCA; and
  - the value and significance of properties located on interface areas with R4 and R3 High Density Residential Areas;
- Review of current planning controls of interface areas around the existing HCAs; and
- Conduct Stage 6 of the Hornsby Council Heritage Review.

### 1.2 Summary of Findings

In general, the East Epping, Essex Street and Rosebank Avenue HCAs retain the same level of integrity and significance as described in the most recent study, *Epping Town Centre Heritage Review*, conducted in 2013, with few significant changes evident.

Subsequent to the field survey, all properties within the East Epping, Essex Street and Rosebank Avenue HCAs were reassessed for their contribution to the overall significance of their respective HCAs. The previous rankings from the 2013 study were taken in to account in the reassessment of all properties within each HCA. Generally, the ranking awarded to each property was consistent for both the Essex Street and Rosebank Avenue HCAs, however, some differences occurred for the East Epping HCA. Some properties within the East Epping HCA were listed as Neutral, due to being from the historical period of development of the area (typically Federation or Inter War) however, had been modified to a degree that has removed or obscured characteristic detailing of their respective periods.

An investigation into the impact of R3 and R4, Medium and High Density Residential Zones was undertaken, through community consultation, site visits of individual properties, and analysis of recently approved development applications at the interface zones with the East Epping, Essex Street and Rosebank Avenue HCAs. Generally, property owners whose dwellings were located adjacent to a high density residential development raised concerns with both the development and the implications of being located within a HCA. Whilst not heritage concerns, issues of privacy, safety, health and financial implications were all raised during the different phases of community consultation. Through further assessment of the impact of the high and medium density residential development at site visits, it was noted that although the new developments do impact upon the backdrop of each of the HCA's in different ways, the developments did not impact upon the setting and streetscape characteristics of the particular HCA so much that would result in the modification to the



boundaries or removal in whole or in part of any HCA. The impact of the new developments essentially was in relation to planning matters rather than heritage matters.

Notwithstanding, in order to help mitigate the issues and concerns raised by the property owners and to address impacts upon the heritage significance of the East Epping, Essex Street and Rosebank Avenue HCAs as well as individual heritage items, planning controls were reviewed and recommendations made to assist in the alleviation of future impacts.

Stage 6 of the Hornsby Council Heritage Review was also conducted, with a total of twenty-two (22) identified properties reviewed.

### 1.3 Conclusion and Key Recommendations

As a result of this in depth survey and assessment of the HCAs within the Epping Town Centre, the following key recommendations are made within this heritage review:

1. *Retain the current boundaries of the Essex Street and Rosebank Avenue Heritage Conservation Areas (Refer to Sections 10.2 and 10.3)*
  - Following reassessment of the Essex Street and Rosebank Avenue Heritage Conservation Areas, both areas were found to have maintained the significance and intactness established in previous studies. The impact of High and Medium Density Residential development at the interface areas with the Heritage Conservation Areas were not found to have a detrimental impact warranting removal of the Heritage Conservation Areas in part or in whole. Thus, both Heritage Conservation Areas are recommended to be retained in full.
2. *Adjust the south-west boundary of the East Epping Heritage Conservation Area (Refer to Section 10.1)*
  - It is recommended for 25 Pembroke Street, and 1, 3, and 3A Norfolk Road to be removed from the East Epping Heritage Conservation Area, and the boundaries of the HCA are adjusted accordingly.
3. *Retain individual heritage items requested for removal by property owners (Refer to Sections 10.1.1 and 10.2)*
  - 3 and 42 Essex Street have been reassessed for their heritage significance and contribution to their respective Heritage Conservation Area, East Epping and Essex Street respectively, and are recommended to retain their heritage listing under Schedule 5 of the Hornsby LEP 2013.
4. *Rezone removed properties from East Epping Heritage Conservation Area, 5, 7 and 7A Norfolk Road and identified properties within 'Rockleigh Park' to R3-Medium Density Residential with 12m height limit (Refer to Section 11.5)*
  - In order to provide a consistent transition between R4-High Density Residential development on Essex Street and Pembroke Street from further encroaching on the East Epping Heritage Conservation Area, the removed properties from the East Epping Heritage Conservation Area (25 Pembroke Street, and 1, 3, and 3A Essex Street), 5, 7 and 7A Norfolk Road (which share a driveway with 3 and 3A Norfolk Road) and the late 20th Century development known at 'Rockleigh Park' are recommended to be rezoned as R3-Medium Density Residential with a 12m height limit, in order to provide a smooth transition from the R2-Low Density Residential of the Heritage Conservation Area and the R4-High Density Residential area of Essex and Pembroke Streets.
5. *Changes to Design Interface Guidelines of the Hornsby DCP (Refer to Section 11.2.3)*
  - The current Design Interface Guidelines in Section 9.4.1 of the Hornsby DCP 2013 are considered to be a good framework for which to assess the impact of high and medium density residential developments which are located in the interface areas with Heritage Conservation Areas. However, Section 9.4.1 needs to be considered at least in relation to Sections 9.6.6 and 9.6.8. It is recommended that where R3 and R4 Zones interface with a Heritage Conservation Area or Heritage Item that a

10m setback, which is required for Chapman Avenue, should be implemented in order to aid in maintaining the context and setting of each Heritage Conservation Area and Item. In addition, sufficient deep soil planting between R3 and R4 and heritage conservation areas and items should be encouraged, as well as the retention of any mature trees which aid in screening the high or medium density development from the heritage conservation area or heritage item. Furthermore, an adequate assessment of the potential heritage impact on the Heritage Conservation Area and/or Heritage item should be addressed for any future proposed development, to aid in the mitigation of likely heritage impacts.

6. *Maintain current 17.5m and 12m height limits of R4 High Density Residential Zone and R3 Medium Density Residential Zone respectively (Refer to Section 11.3)*

- To ensure that a sufficient transition between Heritage Conservation Areas are maintained and are not further adversely impacted upon through higher density development at interface areas, it is recommended that the current height limits for R4 and R3 Zones are maintained.

7. *Extend R3-Medium Density Residential Zone to Brigg Road and Rose Street (Refer to Section 11.4)*

- Recommendation to extend R3-Medium Density Residential Zone to the northern side of Brigg Road and to Rose Street, which will have an acceptable impact upon the current setting of the Essex Street HCA, provided that adequate consideration is given in regards to sufficient setback, deep soil planting and on the impact upon the setting and curtilage of the Essex Street HCA in any further development proposals, incorporating the recommendations provided in Section 11.2 of this study report.

8. *Additional Recommended Updates to Planning Controls (Refer to Section 11.6)*

- Include an additional prescriptive measure for Essex Street and Rosebank Avenue HCA Provisions for properties located on interface with R4-High Density Residential Zone, as follows:
  - i. Additional development in the rear of properties with direct interface to High and Medium Density Residential Zones can develop up to two storey additions, provided that the addition will not reduce the contribution of the property to the HCA, will not remove mature trees or plantings, and will not reduce the streetscape character of the area.
  - ii. In addition, it is recommended that a provision or Condition be included in the consents for an archival photographic recording to be prepared for all Heritage Items and Contributory buildings and any Neutral buildings which date from the Victorian, Federation, Inter War or Post War periods within the East Epping, Essex Street and Rosebank Avenue HCA's when major alterations and additions and/or demolition is proposed for the property.

9. *Assessment of significance of southern end of Essex Street HCA in future Heritage Review*

- Recommended that future heritage reviews, possibly as part of the new Local Environmental Plan to be developed for the City of Parramatta Council, consider assessing the southern end of the Essex Street HCA, for either extending the HCA's boundary, or for an arboricultural assessment to be undertaken for the possibility of listing the street trees as a landscape items.

10. *Retention or replacement of street trees in Rosebank Avenue due to stormwater drainage for Cliff Road*

- Recommended for the seven (7) street trees located on the western side of Rosebank Avenue identified to be impacted by the proposed stormwater drainage from Cliff Road to be maintained, or if this is not possible, that appropriate replacement trees be planted in the road reserve to ensure that the consistent street tree plantings of Rosebank Avenue are maintained.

**11. Hornsby Council Heritage Review - Stage 6 (Refer to Section 13.6)**

In summary, the resultant recommendations and updates were made as part of Stage 6 of the Hornsby Council Heritage Review:

**iii. Requests for Removal of Heritage listing**

The one request for removal of a Heritage Item, 184 Ray Road, has been recommended to be retained and the Inventory Sheet for the item has been updated.

**iv. Amend Anomalies in Details of Heritage Listings**

One Heritage Item, 73A Oxford Street, was recommended to be changed from R3 Medium Density Residential Zone to R2 Low Density Residential Zone to reflect the East Epping HCA zoning of R2.

**v. Request for Listing of New Items**

Of the six (6) properties recommended for heritage listing under the Hornsby LEP 2013, three (3) properties were recommended for heritage listing and three (3) were not recommended for heritage listing. Inventory Sheets for the three recommended heritage items have been created.

**vi. Review Isolated Items in Housing Strategy Zone (R4) High Density**

Of the two (2) Heritage Items which were identified as isolated items in R4 High Density Residential Zones, both Heritage items were recommended to be retained and the Inventory Sheet for each item were updated to reflect their current condition.

**vii. Review Details of Heritage Listing**

Eight (8) Heritage Items required various details reviewed. All Inventory Sheets were updated for each of the eight (8) items. Two (2) Heritage Items will require further investigation and follow up, due to needing expert advice or access to the site. All Inventory Sheets for these Heritage Items have been updated to reflect their current condition.

**viii. Missing Inventory Sheets for Existing Heritage Items**

Four (4) Heritage Items were missing Inventory Sheets. All four (4) Heritage Items Inventory Sheets have been either located or created, with up to date photographs. One Heritage Item was recommended for investigation by a Heritage Consultant who specialises in garden and landscapes.

## 2. Introduction

### 2.1 Background

This study has been commissioned by the City of Parramatta Council in order to undertake a Heritage Review of Epping Town Centre. The City of Parramatta Council recently inherited the balance of Epping Town Centre as a result of Council amalgamations from Hornsby Shire Council on the 12 May 2016. Currently, the controls for different parts of Epping Town Centre vary as a result of previous decision making structures under the City of Parramatta Council and Hornsby Shire Council.

The City of Parramatta's City Strategy department identified the need of a heritage review to inform strategic land use decisions across the Epping Town Centre that was previously under the jurisdiction of Hornsby Shire Council. In addition to review related concerns of residents on a number of heritage issues. It excludes any analysis on the western side of the Town Centre, railway line, excluding Rosebank Avenue HCA and properties subject Stage 6 of the Hornsby Council Heritage Review.

The principal aims of the heritage review are to:

- Review the three existing Heritage Conservation Areas (HCAs) incorporating East Epping, Essex Street and Rosebank Avenue located within the Epping Town Centre area and are recently acquired by the City of Parramatta Council;
- Investigate concerns raised by residents on a number of heritage issues including:
  - the value and significance of each HCA; and
  - the value and significance of properties located on interface areas with R4 and R3 High Density Residential Areas
- Review of current planning controls of interface areas around the existing HCAs; and
- Conduct Stage 6 of the Hornsby Council Heritage Review.

### 2.2 Study Area

The study area is located within the Epping Town Centre CBD, and is limited to the land that was previously under the jurisdiction of the Hornsby Shire Council until May 2016 (Figure 1). Epping Town Centre surrounds Epping Train Station along the North Shore and Northern Line.

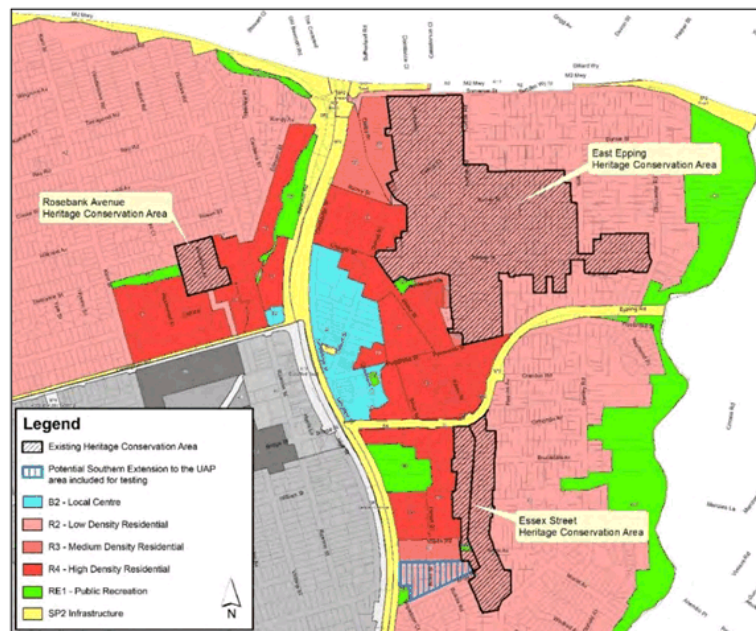


Figure 1: Epping Town Centre Study Area (Source: Amended Epping Town Centre Composite Zoning and Heritage Conservation Areas map, supplied by City of Parramatta Council)



## 2.3 Objectives and Components

This study is focuses on five main parts, addressing the principal objectives of the heritage review:

### 1. Introduction to Heritage Review and overview of previous heritage studies:

- Review of all existing heritage studies relating to the study area.

### 2. Review of East Epping, Essex Street and Rosebank Avenue HCAs:

- Undertake a Heritage Assessment of East Epping, Essex Street and Rosebank HCAs;
- Assess the heritage value and significance of properties on the western side of Essex Street between Epping Road and Madeira Street, with the Essex Street HCA;
- Assess the heritage value and significance of properties located in the East Epping HCA on the interface with the R3 Medium Density Residential Zone and R4 High Density Residential Zone, with particular attention to 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street; and
- Provide advice on whether there are grounds for removal of any three of these HCAs in full or in part.

### 3. Review of Individual properties in HCAs:

- Investigate the heritage value and significance of 1 and 3 Essex Street and consider whether there are grounds for the removal of these properties from the Heritage Schedule of Hornsby LEP 2013 and the East Epping HCA; and
- Investigate the heritage value and significance of 42 Essex Street and consider whether there are grounds for the removal of this property from the Heritage Schedule of Hornsby LEP 2013 and from the Essex Street HCA.

### 4. Planning Controls Review

- Investigate the impact and implications of increasing the 17.5 and 12m height limits by one storey in the R4 High Density Residential Zone and R3 Medium Density Residential Zone on the integrity and conservation values of the East Epping, Essex Street and Rosebank Avenue HCAs. This investigation includes the implications of extending the R3 Medium Density Residential Zone in Briggs and Rose Streets as shown in blue hatched in Figure 1.
- Investigate the effectiveness of the current design interface guidelines (Section 9.4.1) and other relevant provisions in the Hornsby DCP 2013 in mitigating the effects of development on the character and integrity of the HCA as opposed to amenity concerns. As part of this investigation, have regard to topography and review recently approved Development Applications at the interface with HCAs.
- In addition, provide any recommendations (with clear justification) to modify or add planning and development control to address heritage related impacts in the study area.
- If any properties within the Essex Street HCA are identified for removal from the HCA, provide recommendations for the appropriate zones with FSR and height controls, and the potential implications of these changes on the character and integrity of the balance within the Essex Street HCA.
- If any properties located within the East Epping HCA are identified for removal from the HCA, provide recommendations for the appropriate zones with FSR and height controls; and
- If 1 and/or 3 Essex Street are identified for removal from the Heritage Schedule of Hornsby LEP 2013 and/or the East Epping HCA, provide recommendations on the appropriate zoning and height limits.

### 5. Hornsby Council Heritage Review – Stage 6:



- Investigate the list of matters identified by Hornsby Shire Council for Epping that were scheduled for review under the next Hornsby Council Heritage Review – Stage 6. This list covers requests to:
  - remove heritage items;
  - amend anomalies in details of heritage listings;
  - review isolated heritage items in the R4 High Density Residential Zone;
  - review details of heritage listings; and
  - investigate missing inventory sheets for existing items and complete required information.

## 2.4 Author Identification

The following report has been prepared by Keira De Rosa (Assistant Heritage Consultant) in association with Kerime Danis (Director - Heritage) who has also reviewed and endorsed its content.

The study team included the following staff of City Plan Heritage:

- Kerime Danis (Director - Heritage), MHeritCons (Hons), BArch, AICOMOS Immediate Past President.  
Field surveys, site inspections, liaison with client, report preparation and input to/ review of documentation as required.
- Keira De Rosa (Assistant Heritage Consultant) MHeritCons, MRes, BA:  
Field surveys, site inspections, report preparation, mapping, graphics and preparation of State Heritage Inventory forms.
- Ziggy Potts (Assistant Heritage Consultant) MMHS, BA(Honours), BSc:  
Preparation of State Heritage Inventory forms.

All photographs have been taken by CPH during the field surveys and site inspections conducted on 28 February 2017, 20 March, 21 March and 31 March 2017 unless otherwise stated.

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## 2.5 Sources

The reports and planning documents outlined in Section 3.1 have informed the historical context of this report. Additional secondary and primary source have also been sourced for the assessment of both HCAs and heritage items within this report.

A number of historical photographs and maps have been obtained from the NSW State Library online catalogue, the National Library of Australia, HLRV, Hornsby and City of Parramatta Council Local Studies and through various libraries accessed via Trove.

Current aerial photographs have been sourced from the NSW Department of Lands Spatial Information eXchange (SIX) at <http://lite.maps.nsw.gov.au/> as it has detailed aerial maps for Sydney while some street maps have been sourced from Google maps at <http://maps.google.com.au>. The NSW Department of Lands SIX website provided historical aerial photography from 1943.

## 2.6 Acknowledgments

City Plan Heritage wishes to acknowledge the invaluable support of the people and organisation that assisted in the preparation of this report:

- Paul Kennedy, Project Officer – Land Use Planning, City of Parramatta Council;

- Kevin Kuo, Team leader - Strategic Land Use Planning, City of Parramatta Council;
- Lily Wang, Place Manager, City of Parramatta Council;
- Laura Fraser, Heritage Planner, Hornsby Shire Council;
- Residents of East Epping, Essex Street and Rosebank Avenue Heritage Conservation Areas.

## 2.7 Limitations

- The land outside the area mapped in Figure 1 has not been covered in this report, however, was briefly surveyed during the site inspections in order to inform the contextual analysis;
- An assessment of the archaeological potential (Aboriginal and European) of the study area is beyond the scope of this report;
- Only heritage items which have been flagged for review as part of the Hornsby Council Heritage Review – Stage 6 have been reviewed. This means that the HCAs west of the railway line (excluding Rosebank Avenue HCA) were excluded from this study.
- A history of the Epping Town Centre and the three HCAs which are the focus of this report has been primarily adapted from previous studies conducted on the area, due to the limitations of the scope of works for this report and the restriction of time. Additional historic research has only been undertaken where it has been deemed by the author to require further research and explanation. Additional historic images and maps have been included in the history of the areas, where possible and available.
- Most review of heritage items and potential heritage items was undertaken on the basis of an external survey, with limited access to the properties themselves, or the interior of buildings; and
- A full heritage assessment of all sites recommended for listing has not been conducted as part of this review, however, heritage inventory forms have been prepared that provide sufficient justification for their recommended listing. This review recognises that further detailed analysis of the heritage assessment of the sites, if listed, can occur as part of the statement of heritage impact when a future development is proposed

## 3. Methodology

### 3.1 Previous Studies and Planning Document References

The current planning documents and maps relevant to heritage conservation in the study area of Epping Town Centre are:

- *Hornsby Local Environmental Plan (LEP) 2013*; and
- *Hornsby Development Control Plan (DCP) 2013*;
- *Epping Town Centre Public Domain Guidelines* (December 2015)

Previous Heritage Studies and Reviews relevant to Epping Town Centre include:

- Perumal Murphy Wu, *Hornsby Shire Heritage Study, Final Report* (May 1993)

This study was the first comprehensive study of the environmental heritage of the Hornsby LGA and established the current heritage listing for the Hornsby LEP. The Heritage Study was presented in three volumes, including a Thematic History, Specialist Report and Final Report. The Heritage Study's primary objectives were to: identify and analyse the environmental heritage of Hornsby Shire; make practical recommendations for its conservation and management; make recommendations on changes that may be required to the Hornsby Planning Scheme Ordinance, with regards to heritage; and promote heritage within Hornsby Shire. The first stage of the study followed a thematic study approach as it was for most of the heritage studies carried out across New South Wales at the time. This first volume delivered a basis for

the wider Heritage Study through identifying major themes of development across Hornsby Shire. The second volume described Hornsby Shire's built heritage in its historical context and explains its significance for Hornsby, the Sydney region and the State. This volume also included 50 recommended heritage items for Epping. The third volume presents a strategy for the conservation of Hornsby Shire's valuable heritage, including recommendations for development control measures and a range of other non-statutory initiatives.

- Tropman and Tropman Architects, *East Epping Conservation Evaluation and Review* (October 2001)

This report reviewed the heritage qualities of East Epping and the urban setting of the area. The heritage qualities and urban setting of the East Epping area was evaluated to identify HCA and Heritage Items within the study area. As a result, fourteen (14) new heritage items and two (2) HCAs were identified and recommended for inclusion in the Hornsby LEP. The two (2) HCAs recommended within the study area were East Epping and Essex Street HCAs.

- CPC Consulting, *Rosebank Avenue Heritage Assessment* (July 2003)

Following from a proposal to subdivide 15 Rosebank Avenue, Epping and for the demolition of the existing Inter War period dwelling, the streetscape was noted for its intact Inter War period landscape. As such, it was resolved by Council to undertake a heritage assessment of Rosebank Avenue, Epping to determine the need to implement a HCA. This report undertook a heritage assessment of Rosebank Avenue, Epping to determine the character, setting and heritage significance of the area and to determine the need to implement a HCA. The report concluded that the Rosebank Avenue streetscape is the only intact fine representative example of the residential development of Inter War housing estate within the Hornsby Shire and was recommended for listing under the Hornsby LEP.

- Tropman and Tropman Architects, *Hornsby Heritage Review Stage 3* (July 2004)

This report formed the third Hornsby Heritage Review aiming to assess the heritage significance of individual properties and to make recommendations for items inclusion or exclusion from the Hornsby LEP. The primary objectives were to: investigate and assess the heritage significance of the properties included in the review; to formulate statements of significance that address the heritage qualities of the properties; and to make recommendations for items to be included in, or removed from the Hornsby LEP. In Epping one (1) item was recommended to be retained and one (1) item was not recommended to be added.

- Landarc, *Hornsby Shire Heritage Review Stage 4* (January 2008)

Forming the fourth Heritage Review for the Hornsby Shire, this report included a review of heritage listed trees and a number of other built heritage items. Requests from property owners for the addition or removal of items were reviewed as well as nominations from individual and community groups considered within the report. The review of built heritage items included five (5) properties within Epping, with one recommended for removal and three (3) to be added to the Hornsby LEP.

- Godden Mackay Logan, *Hornsby Heritage Study Review Stage 5* (March 2013)

The fifth stage of the Hornsby Heritage Study reviewed the heritage significance of 78 items, for recommendations of inclusion or deletion of items from the Hornsby LEP. The review assessed thirty six (36) properties containing built and landscape items, as well as forty two (42) privately-owned heritage listed gardens. Of the items located in Epping, two (2) were recommended for listing, one (1) was recommended not to list, one items' details were updated, one (1) item was recommended for retention on LEP and two (2) items were recommended for removal.

- Perumal Murphy Alessi, *Epping Town Centre Heritage Review* (March 2013)

Following from the preparation of the *Epping Town Centre Study* (2011) and the proposed intensification of the area, Hornsby Council resolved in 2012 to progress with recommendations from the 2001 and 2003 for the reassessment of three proposed HCAs, including the East Epping, Essex Street and Rosebank Avenue HCAs. In addition, the significance of twenty three (23) individual properties nominated for heritage listing within the Epping Town Centre Area were also assessed and the impact of the proposed Cliff Avenue Residential Intensification Precinct on the proposed Rosebank Avenue Heritage Conservation Area was also assessed. The review proposed for: all three HCAs to be listed, with extensions to some of the recommended boundaries of the areas; twenty two (22) of the twenty three (23) recommended items to be listed and a number of controls were recommended for the interface areas of the Rosebank Avenue HCA including minimum setback, reduced heights and massing new development in the Cliff Avenue Residential Intensification Precinct.

### 3.2 Study Methodology

This study employs a methodology that is consistent with the guidelines for Heritage Studies prepared by the then NSW Heritage Office and Department of Urban Affairs and Planning. It also uses the system described in the NSW Heritage Manual 'Assessing Heritage Significance' guidelines. The philosophy and process adopted is that guided by the Australia ICOMOS Burra Charter 2013.

The first stage of this study was to review the background documentation including but not limited to the existing studies detailed in Section 3.1 above and the inventory forms for the East Epping, Essex Street and Rosebank Avenue HCA's and the existing Heritage Items within the area which have been requested for review as part of this study. The review allowed for understanding of the previous rationale in the contribution/significance ranking and assessment of the boundaries of each HCAs and the Heritage Items within the area. Subsequently, determination of a methodology by which the HCAs and Heritage Items would be assessed has been established so as to maintain a consistent approach and assessment across the Epping Town Centre study area.

### 3.3 Heritage Conservation Area Definitions

HCAs are identified by analysing their heritage significance and the special characteristics that make up that significance; these may include subdivision and street pattern, vegetation, the consistency of building materials, form and scale, or the common age of the building stock and historical associations.

HCAs can be recognised and assessed in a number of ways. One such way is to rank and map the elements of an area to determine the cohesiveness and integrity of a place. A HCA will demonstrate a high proportion of contributory items in comparison to all other items. As well as demonstrating the proportion of significant elements topographically a HCA should also be evident in its visual experience. A HCA will become apparent when one moves into it due to the cohesive and consistent building forms, materials and scale which create a sense of place. When one can recognise that an area has a sense of place it becomes a matter of determining why that sense of place exists by articulating the physical and historical characteristics which define it, and if it then demonstrates sufficient value to be considered significant through those characteristics. Therefore, as well as having a high proportion of significant items these elements must also be visually apparent within the area. An understanding of historical patterns of subdivision and development within a locale will also aid in the identification of HCAs as one will be able to determine where such areas potentially exist only to qualify if its original elements are intact and interpretable.

Detailed Character Area Statements, Statements of Significance, Descriptions and Conservation policies were developed for East Epping, Essex Street and Rosebank Avenue HCAs in Section 6.0.



### 3.4 Ranking Methodology

A detailed survey of each of the HCAs, with particular focus on their interface areas with R4 High Density Residential Areas was then undertaken with methodology and system of ranking applied to the individual properties in each of the HCAs. The results of the survey were then mapped showing the following recommendations for rankings in Section 7.0.

Ranking	Definition
<b>Heritage Item</b>	A building that has been identified as an item of significance and has been listed on the Hornsby LEP 2013.
<b>Contributory</b>	A building that contributes to the character and significance of the Heritage Conservation Area for its historic or aesthetic values, or both. Building that have been adversely altered but still demonstrate historic and aesthetic values of significance to the area are also considered within this category. For example, a dwelling which may have had windows replaced but which otherwise retains its overall form and other detailing would be considered to be a contributory dwelling or dwelling with historic value. These items are of consistent period, scale, materials and form but are not individually significant enough to be included as a heritage item. They add to the cohesive and representative quality of the area.
<b>Neutral</b>	A building that does not contribute to the significance of the area but also does not detract from the area's overall character in terms of form, mass and small scale so that they fit without being disruptive. This may include early or new buildings. An example of a neutral building would be a modern single storey dwelling which respects the setbacks, forms and materials of the neighbouring dwellings. Retention of such neutral buildings may not be required provided that it is replaced with an appropriate infill building in a similar neutral nature.
<b>Non-contributory</b>	A building that detracts from the significance of the area and changes the character of the area. This may include early buildings with intrusive alterations and additions that erode their contribution to the significance of the area and which cannot easily be reversed. It also includes new buildings with detailing, scale and form that are not in line with the character of the area, for example large two storey buildings in unsympathetic 'Mediterranean' or other modern styles, such as light coloured rendered walls and black concrete roof tiles.



## 4. Study Area Description

### 4.1 Epping Town Centre Description

The study area is located in the Town Centre of Epping, a north-western suburb approximately 18km north-west of Sydney Central Business District (CBD) and 10km north-east of Parramatta CBD. The town of Epping contains a mixture of residential, commercial, education and recreation resources, which are centred around the North Shore and Northern train line around Epping Train Station. Epping Town Centre spreads in all directions outwards from Epping Train Station, with the highest density developments being located along the western side of the railway line. The whole of the Epping Town Centre study area is administered by the City of Parramatta Council. The eastern and north-western portions of the study area were formerly part of the Hornsby Council Local Government Area (LGA) until the recent local council amalgamations. The whole of the Epping Town Centre became part of the City of Parramatta LGA on 12 May 2016.

Epping Town Centre is bounded to the north by Cheltenham and North Epping, to the east by Marsfield, to the south by Eastwood and to the west by Carlingford. Further to the east is Macquarie University, ranked within the top 10 Australian Universities and among the top 2% of universities in the world and Macquarie Park, the second largest business district in NSW. In October 2012, Epping Town Centre was endorsed by the NSW Government as an Urban Activation Precinct, to develop new planning controls for the centre, allowing for additional dwellings through rezoning, a revitalised commercial and retail core, and upgrades to existing recreational facilities. In combination with the construction of the Sydney Metro Northwest and the close links to Macquarie University, Macquarie Park and Parramatta, the population of Epping is expected to exponentially increase over the coming decades.

Three HCAs exist within the Epping Town Centre study area, all of which contain a number of heritage items, totalling thirty five (35) across all three HCAs. Both the heritage conservation areas and heritage items are listed under Part 1 and 2 of Schedule 5 of the Hornsby Local Environmental Plan (LEP) 2013, of which include the following:<sup>1</sup>

Heritage Conservation Areas		
Item No.	Description	Address
C9	East Epping Conservation Area	Refer to Figure 2
C10	Essex Street Conservation Area	Refer to Figure 2
C11	Rosebank Avenue Conservation Area	Refer to Figure 2

Heritage Items		
Item No.	Description	Address
367	House and garden	21 Chester Street
368	House and garden	23 Chester Street
369	Garden	27A Chester Street
370	"Snaresbrook"	45 Chester Street
371	House	57 Chester Street
372	House	70 Chester Street

<sup>1</sup> Heritage items located outside of the East Epping, Essex Street and Rosebank Avenue HCAs are not reviewed within this heritage review due to this report's limited scope. Only heritage items which are included within the *Hornsby Council Heritage Review – Stage 6*, which are also located outside of the Heritage Conservation Areas, are reviewed within this report in Section 13.0.

378	"Asheldom"	47 Essex Street
379	House	76 Essex Street
380	House	84 Essex Street
385	Epping Public School	2-16 Norfolk Road
386	House and garden	9 Norfolk Road
387	House	33 Norfolk Street
388	"Gwydir"	40 Norfolk Road
389	"Glenorie"	44 Norfolk Road
395	Chester Street Uniting Church and Grounds	56A Oxford Street
396	House	73A Oxford Street
397	"Folkestone"	87 Oxford Street
398	House and garden	93 Oxford Street
403	"Woodlands"	25 Ray Road
408	House	9 Rosebank Avenue
409	House	10 Rosebank Avenue
412	House	40 Surrey Street
413	House	9 Sussex Street
414	House	11 Sussex Street
415	House	15 Sussex Street
418	House	20 York Street
798	House	3 Essex Street
800	House	42 Essex Street
801	House	39 Norfolk Road
802	House	41 Norfolk Road
803	House	43 Norfolk Road
805	House	85 Oxford Street
806	House	91 Oxford Street
807	House	8 Surrey Street
808	House	18 Surrey Street

Descriptions of each of the HCAs under review as part of this study are detailed in Section 6.0. The following images provide an overview of the context of the Epping Town Centre study area.



Figure 2: Heritage Map 11 from the Hornsby LEP 2013 showing various heritage items and heritage conservation areas located within the Epping Town Centre study area (Source: Amended Heritage Map 11, Hornsby LEP 2013)

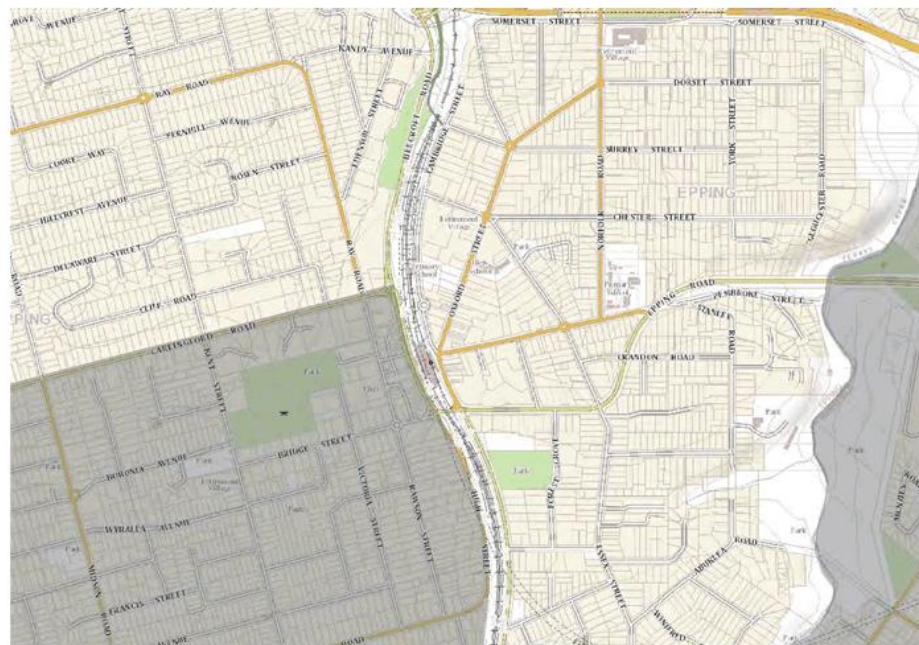


Figure 3: Cadastral Map of Study Area, out of scope area darkened in grey (Source: SIX Maps, accessed on 13 March 2017)



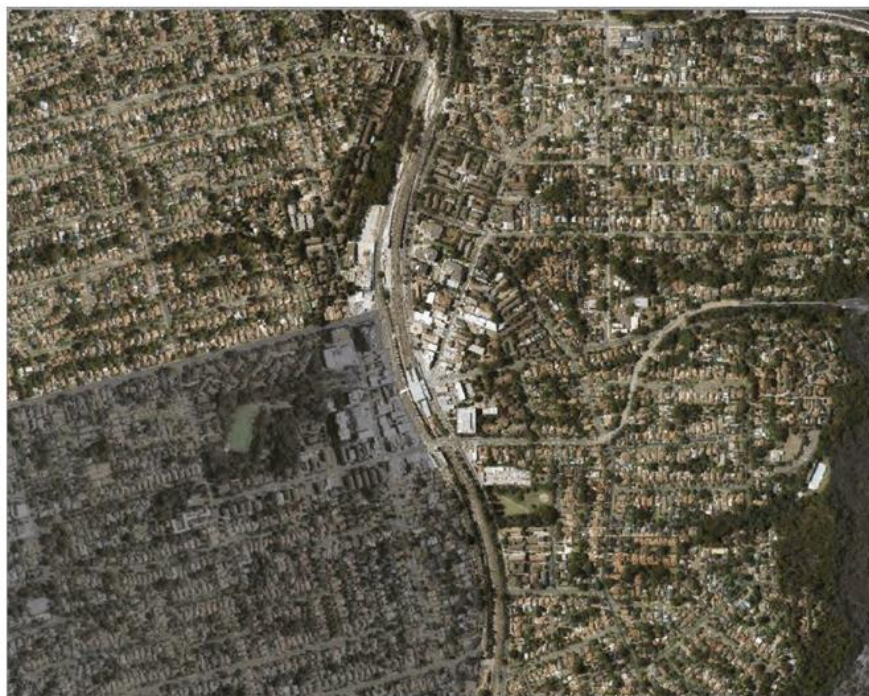


Figure 4: Aerial Map of Study Area, out of scope area darkened in grey (Source: SIX Maps, accessed on 13 March 2017)

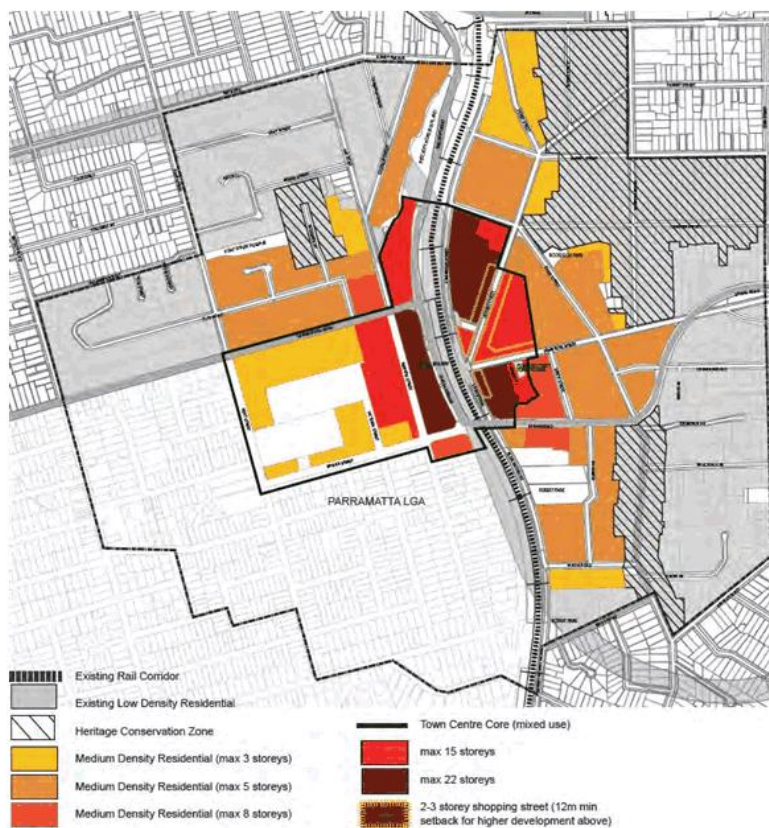


Figure 5: Built Form map of Epping Town Centre (Source: Epping Town Central Public Domain Guidelines, December 2015, Fig. 3.2)

## 5. Historical Summary

The following general history of the Epping Town Centre Area has been adapted from the *Epping Town Centre Heritage Review*, prepared in 2013 by Perumal Murphy Alessi in 2013, and the *East Epping Conservation Evaluation Review*, prepared in 2001 by Tropman and Tropman Architects. Historic maps and images have been included to supplement this overview. References for sources of information for the history of Epping Town Centre are scarce within both of these previous reports. Where possible, references have been added to substantiate and validate information incorporated from these reports.

### 5.1 General History of Epping Town Centre Area

European settlement of the Epping Town Centre was slow to develop in the early years of the nineteenth century. In 1804 the eastern side of the now existent railway line was part of the Field of Mars, an area of over 6000 acres dedicated as Common Land for the use of the personnel of the NSW Regiment, whilst areas to the west of the railway line was dedicated to naval officers. During the 1820s, part of the eastern side of the Epping Town centre Area was known as the 'Pennant Hills Sawing Establishment'. The dwellings, cooking place and burial ground of the timber sawing mill of the early 1800's was situated on the eastern side of the railway line on Oxford Street, Epping, now the present day site of the Chester Street Uniting Church. Dwellings included weatherboard and bark huts erected for the overseer and his staff and the convicts. Directly to the east of residential component of the sawing establishment was the saw pit which stretched around the present day Oxford Street from the junction of Chester Street to Pembroke Street. The sawing establishment was not long lived and closed around 1830.

Development between the years of 1830 and 1880 was very slow, with the area primarily being occupied by orchards, gardens and bushland. Very little evidence from this period of development exists today. Prior to the development of the railway line in 1882, there was no public transport to the area which hindered the development of a suburban population. The construction of the railway, which begun in 1881, motioned forward the development of the area. The first railway station for the Epping Town Centre area was situated on the western end of Surrey Street, further north than the present day platform. The original station consisted of a single platform, 264 feet long. The original name for the station was Field of Mars, which was soon changed in the following year to Carlingford. Only eight years following the development of the original station, the station was moved to the present location in 1890, prior to the duplication of the line in 1892 for the provision of improved and faster services to the Sydney region. At this same time, the bridge over the railway line was created, known as Bridge Street, and the Epping township continued to expand.



Figure 6: Field of Mars in 1882, prior to the development of the railway. The indicative location of the Epping Town Centre area is circled in red (Source: Land and Property Information, Sheet Reference 4, Edition Number 0)





Figure 7: Epping Railway Station in 1906. The bridge which now forms part of Bridge Street is visible in the background to the left and current day Beecroft Road runs along the length of the image. (Source: National Museum Australia, Josef Lebovic Gallery collection no. 1)

The opening of the railway spurred on residential development and the establishment of more orchards which had already been established in the area earlier in the nineteenth century. From the late nineteenth to the early twentieth century, Epping was known for its orchards, particularly for citrus in winter and stone fruits in summer. The railway had its advantages for the development of the orcharding industry, with easier access for local farmers to access the markets to sell their produce. One of the most prominent families of the orcharding industry in Epping during this time were the Mobbs family, who are thought to have been situated somewhere west of the West Epping Public School along present day Carlingford Road. Nurseries were also developed within the area, such as the Vollmer's Nursery which extended was located on the block bound by Epping Road to the north (formerly Laurel Avenue) Forest Park to the south (formerly Brown's Paddock), nearly as far as Essex Street to the east and Blaxland Road (formerly Sutherland Road) to the west. This nursery was established by M.F. Vollmer, a German who has arrived in Australia in the 1880s and moved into the Epping area during the 1890s. Vollmer took on a partner, C. E. Vessey, and the nursery became known as Vollmer and Vessey, Mount Tomah Nursery. Vessey took over after Vollmer's death and retired in 1919 after which his son Fred took over the business. Fred relocated the business to Eastwood and the land occupied by the nursery was subdivided in 1920 and subsequently developed. Part of the current Essex Street HCA lies on the land of the former Mount Tomah Nursery, which includes the heritage listed item at 42 Essex Street.



Figure 8: View of Mount Tomah nursery in 1902, possible looking from the crest of present day Pembroke Street, looking south. The two dwellings on the left-hand side of the picture may possibly be 42 and 46 Essex Street, both of which are dwellings which date to the Federation period, despite their current later additions. (Source: City of Ryde Library, 4969553)



Within the same decade as the development of the railway line the Epping Town Centre area began to be closely subdivided, particularly to the east. The section of the Common Land of over 6000 acres originally granted in 1804, was subdivided not long after the railway in 1886. The first subdivision included land from Devlins Creek in the north to Pembroke Street in the south. Preparations for the sale were simultaneous with the celebration of Queen Victoria's Golden Jubilee to mark the 50th anniversary of her reign in 1887. The street names were nearly all named after English towns and counties.

In 1889, the name 'Epping' was officially adopted for the area, the name being derived due to the many trees in the area after 'Epping Forest' in England. At the same time the area surrounding the southern portion of present day Essex Street was subdivided. A survey of the land was made in 1886 and went up for sale on 30 November 1889. Initially this land was divided into country lots. The result was that, next to the growing town residences, there was a series of farmlets with both well-to-do residence and orchards. The situation of the country lots remained until the 1920s when further subdivision began.

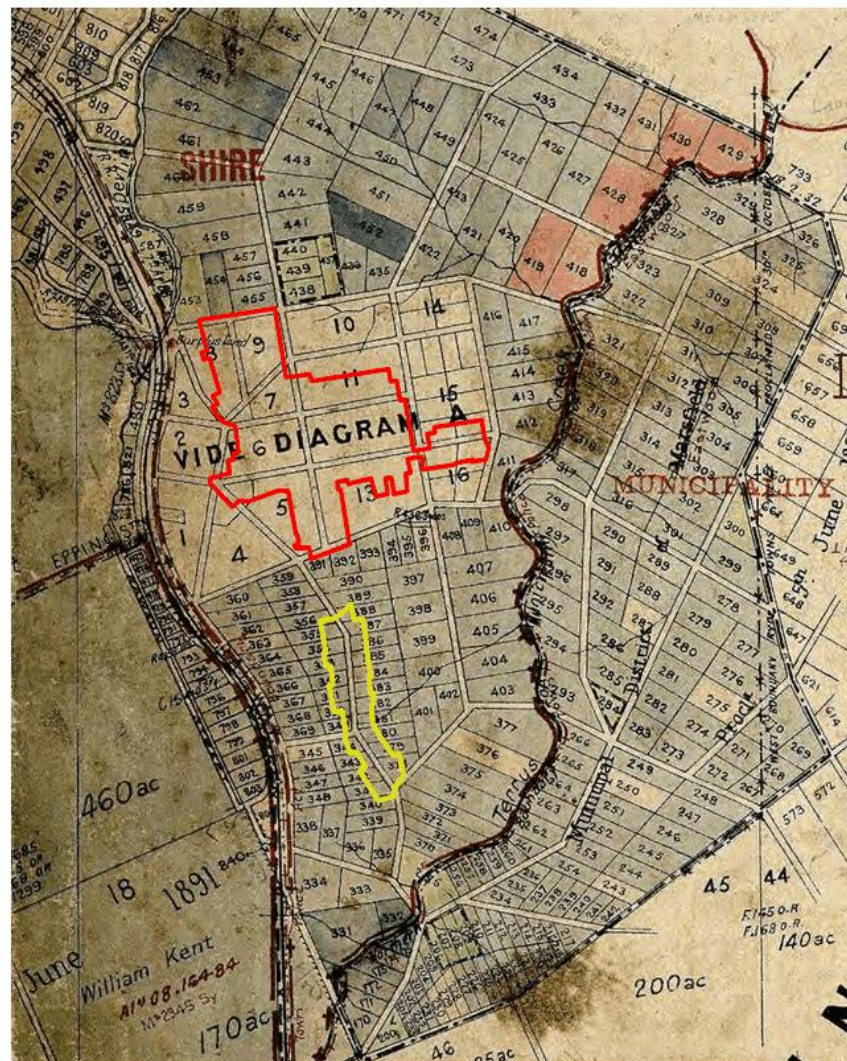


Figure 9: Extract from 1904 map of Parish of Field of Mars, County of Cumberland, Land District of Parramatta. The subdivision of the East Epping HCA and Essex Street HCA are beginning to take shape, and are outlined in red and yellow, respectively (Source: Land and Property Information, Sheet Reference 1, Edition Number 4)

As most of the early development was on the eastern side of the railway, a number of shops also emerged in the area, particularly near the station. The growing population also resulted in the Education Department's decision to construct a centralised public school in the area, now known as Epping Public School, which lies within the East Epping HCA. In January 1900, a site of over 2 acres on the corner of Norfolk Road and Pembroke Street was purchased for £350. In July, a tender was accepted for the erection of the building which was completed in June 1901. The first enrolment was for 94 pupils and by the end of the first month this number increased to 135. The School has continued to develop with more buildings added in 1911, 1913 and 1922. The early buildings largely remain in a bushland setting and school continues to be a local focus in the area.

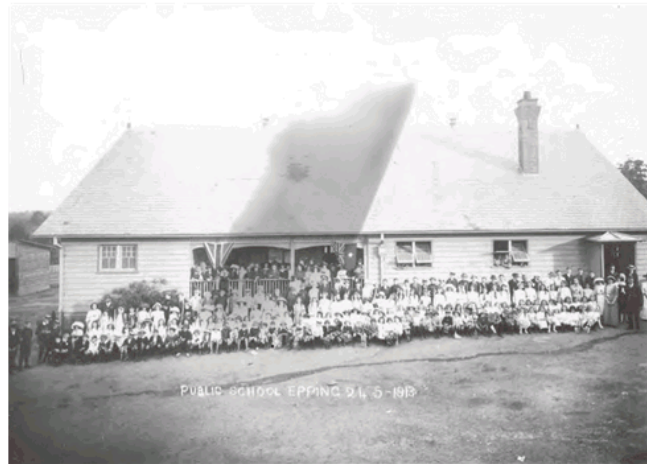


Figure 10: Epping Public School on Empire Day, 1913 (Source: Hornsby Central Library Local Studies, <https://hornsby.spydus.com/cgi-bin/spydus.exe/ENQ/OPAC/BIBENQ?BRN=64099>)

Major works were completed at Epping Station in 1900 when new platforms and a main platform building (which remains today) were constructed. Like most of the rail network the Station continued to be developed, largely in accordance with improvements to the overall system, but also to cater for the needs of the local population. The works have continued to the present, with major cross country link and triplication of the line through Chatswood and major upgrade of the complex, including construction of new overhead bridges and lifts completed in 2009. Further upgrades to Epping Station are scheduled as part of the Sydney Metro Northwest, scheduled to be completed in the first half of 2019.<sup>2</sup>



Figure 11: Epping Railway Station in 1900. The shops which had begun to develop around the railway station are visible to the right of the image (Source: National Library of Australia, <http://nla.gov.au/nla.obj-155296106>)

<sup>2</sup> Sydney Metro, Project Overview, <https://www.sydneymetro.info/northwest/project-overview> (accessed on 5 April 2017)



Unlike the eastern side of the station, land to the west of the station remained bushland and orchards for some time, however, the area was gradually developed during the early twentieth century, particularly during the Inter War period. One such subdivision was the Rosegrove Estate, today known as the Rosebank Avenue HCA. A short history of the Rosebank Avenue Heritage Conservation Area can be found in Section 6.4.2.

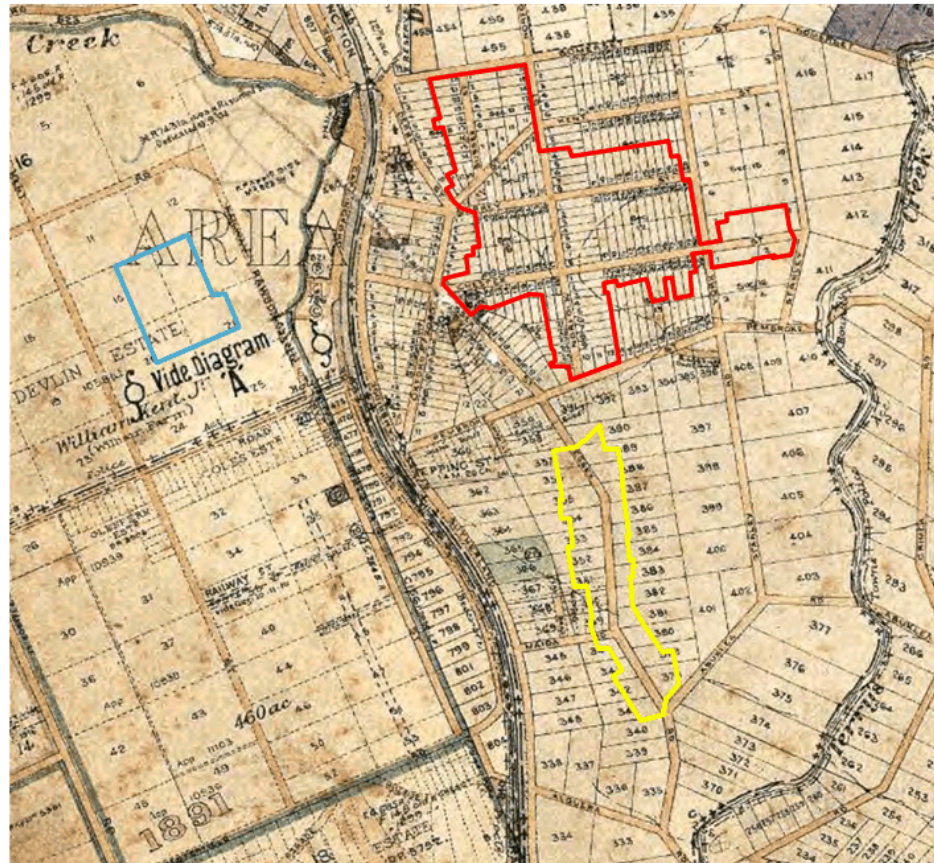


Figure 12: Extract from 1910 map of Parish of Field of Mars, County of Cumberland, Land Hornsby and Baulkham Hills Shires. The subdivision of the East Epping HCA has been divided since the 1904 map. The East Epping and Essex Street HCAs are outlined in red and yellow respectively. The Rosebank Avenue HCA is yet to be subdivided, which occurred during the Inter War period. The approximate outline of the Rosebank Avenue HCA is outlined in blue (Source: Land and Property Information, Sheet Reference 1, Edition Number 4)

The completion of Epping Road in 1940 and improvement of road networks recognised an increase in private car ownership and with this came further development and subdivision in the Epping Town Centre area. The overall improvements continued into the Post War period and building boom of the 1950s which saw a significant change in the character of the area, particularly the western side of the railway line. Aerial photographs and maps from the 1940s through to the 1950s display the development of the Epping Town Centre area.



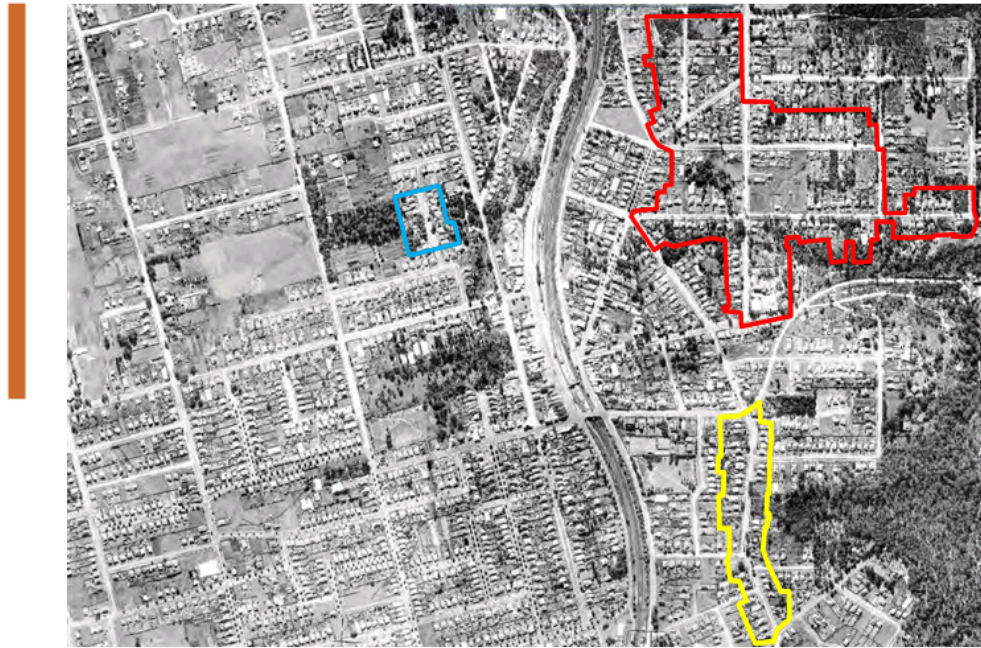


Figure 13: 1943 Aerial photographs of Epping Town Centre area. The East Epping, Essex Street and Rosebank Avenue HCA's are outlined in red, yellow and blue, respectively (Source: SIX Maps, accessed on 4 April 2017)

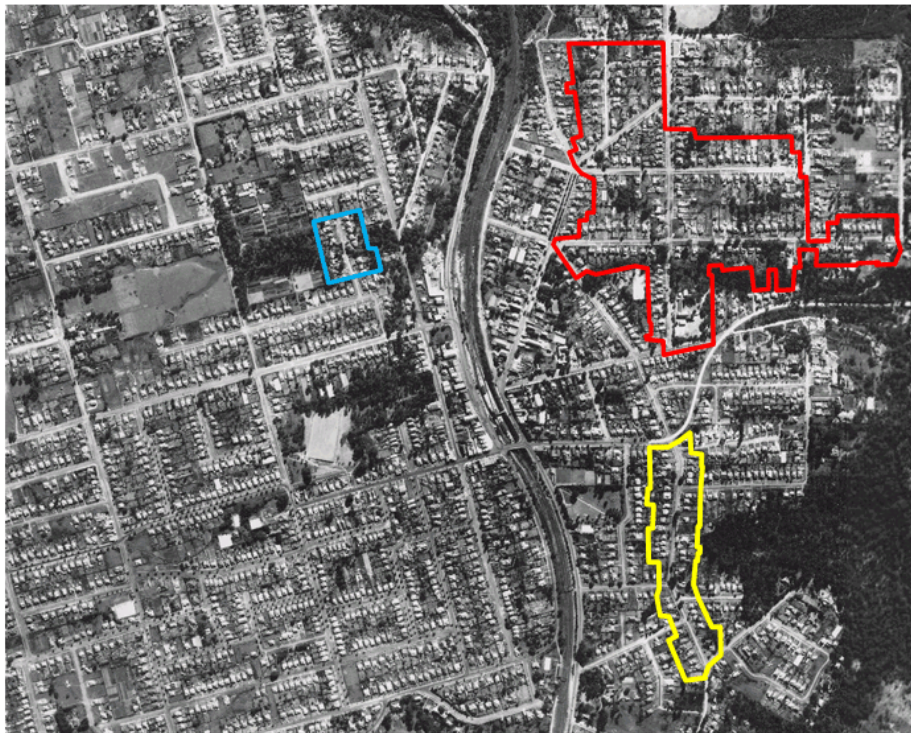


Figure 14: 1951 Aerial photograph of Epping Town Centre area. The area has been substantially developed by this point, including the western side of the railway line which saw significant development during the Inter War period. The East Epping, Essex Street and Rosebank Avenue HCA's are outlined in red, yellow and blue, respectively (Source: <https://www.flickr.com/photos/55198937@N05/9142070516>)



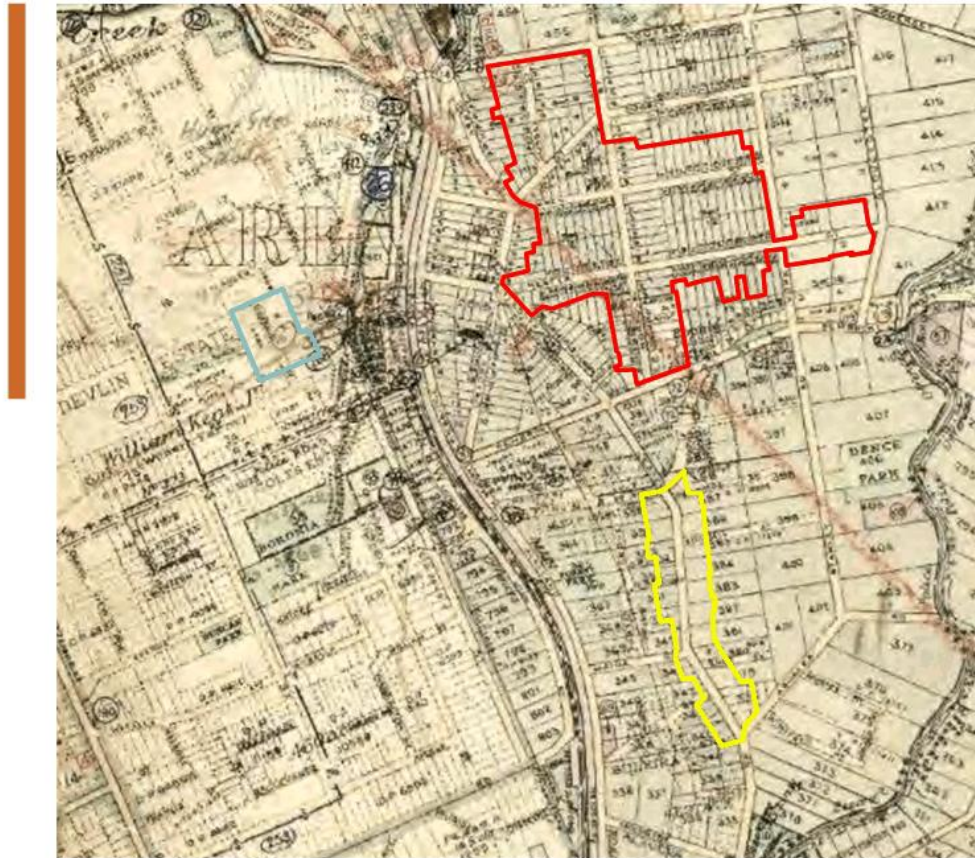


Figure 15: Extract from 1959 map of Parish of Field of Mars, County of Cumberland, Land Hornsby and Baulkham Hills Shires. The development of Epping Road is clearly reflected as well as the subdivision of the western side of the railway line. The East Epping and Essex Street HCAs are outlined in red and yellow respectively. The Rosebank Avenue HCA has by this time been subdivided, although the subdivision of the Rosegrove Estate is not clearly defined in this map. The Rosebank Avenue HCA is outlined in blue (Source: Land and Property Information, Sheet Reference 1, Edition Number 4)

Like many established areas in Sydney some medium density residential development occurred, particularly near the railway line, in the 1960s to the 1980s. Further improvements of the road networks and the addition of the M2 Motorway and improvements to the Epping Station has also resulted in a recent resurgence of larger scale residential and commercial development in the area, a trend which continues and is being explored today due to Epping's relatively easily accessible location and proximity to major business districts and universities.



Figure 16: Aerial photograph of the Epping Town Centre area, prior to the current boom of development of the area. The East Epping, Essex Street and Rosebank Avenue HCA's are outlined in red, yellow and blue, respectively (Source: SIX Maps, accessed on 4 April 2017)



## 6. Heritage Conservation Area Assessments

### 6.1 Basis of Assessment

In assessing the cultural significance of a place, it is necessary to adequately research and consider all the information relevant to an understanding of the place and its fabric. The Burra Charter (2013) defines the cultural significance as being "aesthetic, historic, scientific or social value for past, present or future generations".

The assessment of cultural significance is undertaken because it is necessary to understand the heritage values of a place before making decisions about the future of the place whether it is a heritage item or a HCA. This then leads to decisions that will retain these heritage values in the future.<sup>3</sup> The 'Statement of Significance' indicates what heritage values of a place should be conserved, and is used as a basis for the formulation of specific guidelines for the development of conservation policies of a place. The Conservation Plan by J. S. Kerr (seventh edition, 2013, Australia ICOMOS), considers the following three criteria as a useful starting point in assessing the nature of significance:

- Ability to demonstrate a process, a custom or style;
- Associational (historic) links for which there is or is not surviving physical evidence; and
- Formal or aesthetic qualities.

All three HCAs have previously had their significance assessed as part of previous studies. The following subsections evaluate the previously established significance of each HCA in consideration of each HCAs current condition and integrity. Each assessment of significance addresses the criteria endorsed by the NSW Heritage Council, and is in accordance with the NSW Heritage Manual 'Assessing Heritage Significance' guidelines.

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<sup>3</sup> NSW Heritage Manual, *Assessing Heritage Significance*, 2000, p.2

## 6.2 East Epping Heritage Conservation Area



Figure 17: Extract of Heritage Map 11 from Hornsby LEP 2013, depicting East Epping HCA (Source: Heritage Map 11, Hornsby LEP 2013)

### 6.2.1 Context and Description

The East Epping HCA is the largest of the three HCAs under review as part of this study, and spans a total of nine streets including: Chester Street, Essex Street, Norfolk Road, Oxford Street, Pembroke Street, Somerset Street, Surrey Street, Sussex Street and York Street. The area to the east of the railway line was one part of a large subdivision of the late nineteenth century. All the street names of the East Epping HCA are named after English towns and counties, with all names remaining the same as the 1910 subdivision plans for the area.

The East Epping HCA is characterised by a majority of Victorian, Federation and Inter War period dwellings, which reflect the early development of the East Epping Area. The area is further characterised by wide dual carriageways and grassed verges and substantial street plantings. The original subdivision pattern of the late nineteenth and early twentieth century is still understood, despite a number of properties being subdivided throughout the area. Despite this subdivision, the streetscape character of the area is still maintained by the dwellings which front onto the streetscapes, which are further enhanced through large setbacks, complementary fences and mature front garden landscaping.

Each of the nine streets of the East Epping HCA present a range of significant characteristics. Entering the HCA from the south into Norfolk Road, to the east is located Epping Public School with its Federation period classrooms and a large number of mature trees which stretch along the street and into the northern portion of the schools site. Moving further north along the street, Inter War and Federation period dwellings are regularly located, as the road slopes down slightly toward the first intersection with Chester Street. The section of Norfolk Road, bound by Chester Street and Surrey Street presents, a number of Late 20th Century

and 21st Century two storey dwellings, before the Inter War and Federation period character of the street returns closer to Surrey Street. Some Banksia trees line this section of the street, whilst mature Eucalypts rise above the street from front gardens of some of the early twentieth century properties. In the most northern section of Norfolk Road within the East Epping HCA, are clustered a number of Inter War Bungalows and Federation period dwellings, in Queen Anne, Cottage and Bungalow styles. Substantial landscaping on the street and in front gardens continue along this section of Norfolk Road, enhanced by timber picket fences and hedges on each of the individual properties.

Along both Sussex and Oxford Streets, two of the northern-most streets of the East Epping HCA, presents a mix of primarily Federation and Inter War periods dwellings. Being a narrower street than Oxford Street, Sussex Street's regular street trees, of both native and ornamental varieties, enhance the leafy aspect of the street, the street slopes down toward the west, with dwellings of the eastern side of the road sitting higher in their lots. Like Norfolk Road, the dwellings are set back onto their lots, with large front gardens, most of which have substantial mature plantings, which screen the houses from street view. Overall, the presentation of Sussex Street captures the aesthetic qualities of the East Epping HCA.

A small section of Oxford Street, between Derby Street and Norfolk Road, resides within the boundaries of the East Epping HCA. The street, like Norfolk Road, presents a dual carriageway, with wide verges. Federation, Inter War and Post War period dwellings line either side of the street, with a number of timber weatherboard Federation cottages located on the northern side of the road, whilst the southern side presents a number of Inter War Bungalows. Street tree planting is sporadic along Oxford Street, however, the landscaping of individual properties makes up for the lack of street trees, still eliciting the leafy character of the East Epping HCA.

Surrey Street and Chester Streets contain a diverse mix of buildings from Victorian, Federation, Inter War, Post War, Late 20th Century and 21st Century. Both streets have dual carriageways, but are not as wide as Norfolk Road, which acts as a main spine for the East Epping area. Mature trees, both native and exotic, are located along the length of each street, again enhanced by the large setbacks of properties and mature landscaped gardens. Surrey and Chester Street have the highest proportion of subdivided lots, mainly between their intersection with Norfolk Road and York Street. The original lot size of these properties from the late nineteenth and early twentieth century subdivisions, produced long lots, which have easily been subdivided to provide for additional dwellings. The dwellings located at the rear of the original houses on these subdivided lots are mostly not visible from the street, particularly where the front dwellings have mature trees and significant landscaping. On the very western end of Chester Street is located the only Church within the East Epping HCA. Built during the Inter War period, the presence of the church of the prominent corner of Chester, Oxford and Sussex Streets, acts as a western gateway to the East Epping HCA, typified by its brick turret and rendered detailing.

Across the East Epping HCA, there are a total of twenty-nine (29) heritage items located across all of the primary streets of the area. A majority of the heritage items of the East Epping HCA are from the Federation period, with one Victorian stone cottage and five (5) Inter War period dwellings and gardens. These properties and gardens further enhance the streetscapes of Sussex, Oxford, Surrey, Chester Streets and Norfolk Road, through their demonstration of historic, aesthetic, rare and representative significance.

The East Epping HCA presents a large unique area with a mixture of dwellings, gardens and landscapes from the late nineteenth century through to the present day. Whilst the majority of dwellings within the area date from the Federation and Inter War periods, the scattering of dwellings from the Post War, Late 20th and 21st Centuries, further add to the history of growth and development of the East Epping area.

The following images present a brief overview of the current character and streetscapes of the East Epping HCA.





Figure 18: Views looking north (left) and south (right) along Norfolk Road at the intersection with Surrey Street. The large mature trees lining Norfolk Road can be seen, as well as the wide dual carriageway, which acts as the main spine of the East Epping HCA.



Figure 19: Views looking east (left) and west (right) along Surrey Street at intersection with Norfolk Road. The mature landscaping in the front gardens of some properties can be seen, as well as established trees, particularly in the left image out the front of 40 Norfolk Road, a heritage item.

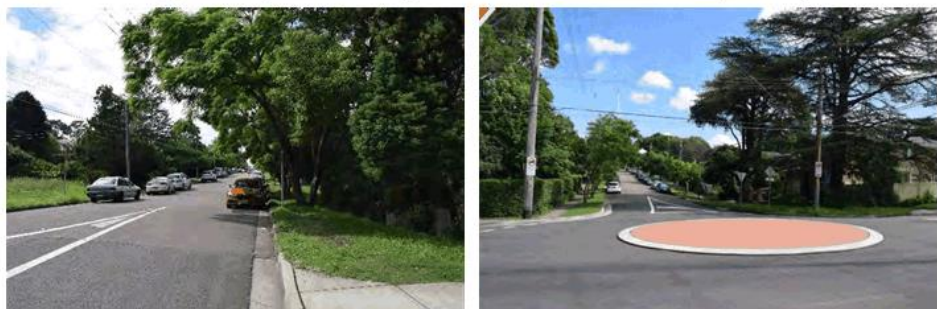


Figure 20: View looking east (left) and west (right) from the intersection of Norfolk Road and Chester Street. Substantial street tree planting can be seen in both views, particularly the large Pine trees in the right image which fall within the lot boundaries of 27A Chester Street.



Figure 21: Epping Public School, the original classrooms date from 1901 (left) and 70 Chester Street, Victorian stone cottage, the oldest dwelling in the East Epping HCA (right).





Figure 22: 11 Sussex Street, timber weatherboard Federation Cottage (left) and 85 Oxford Street, a timber weatherboard cottage with return verandah (right).



Figure 23: 93 Oxford Street, a two storey Federation Tudor style house, an unusual style for the area, presenting a prominent corner position at the intersection with Norfolk Road (left) and 39 Norfolk Road, a good example of a Federation bungalow, a prominent style within the East Epping HCA.



Figure 24: 49 Norfolk Road a Federation cottage (left) and the Uniting Chester of Chester Street, dating to the Inter War period (right).



Figure 25: 67 Chester Street, an Inter War Bungalow (left) and 58 Chester Street, a late Inter War period dwelling in Spanish style (right).



Figure 26: 33 Chester Street, a single storey Post War dwelling with some modifications (left) and 44 Surrey Street, a single storey red brick Post War dwelling (right)



Figure 27: 42 Surrey Street, two storey Late 20th Century house (left) and 12 Sussex Street, a two storey 21st Century house (right)

### 6.2.2 Historical Summary

The history of the East Epping HCA is directly linked to the historical development of the development of the Epping Town Centre, thus refer to the brief history provided in Section 5.1.

### 6.2.3 Previous Assessment and Statement of Significance

The first assessment of significance for the East Epping HCA was undertaken as part of the *East Epping Conservation Evaluation and Review* prepared by Tropman and Tropman Architects in 2001. The assessment and statement of significance from this first study is as follows:

#### **Criterion (a)**

*The area is a good example of the development of Federation and Inter-War period housing in the Epping area.*

*The area was one of the first parts of Epping to be closely subdivided for residential purposes.*

#### **Criterion (c)**

*The area has retained most of its original 1886 subdivision pattern.*

#### **Criterion (g)**

*The area is representative of the development of Federation period and Inter-War period suburban housing.*

#### **Statement of Significance**

*The East Epping Heritage Conservation Area is a good representative example of the development of Federation period and Inter-War period suburban housing*



of the Epping area. The area retains coherent examples of Federation and Inter-War housing as well as remnants of late 1880s housing. The area has historic significance as one of the first parts of Epping to be closely subdivided for residential purposes. This area, with the exception of the eastern side which was originally divided into larger blocks, has retained most of its original 1886 subdivision pattern.

Whilst the above assessment of significance for the East Epping HCA is brief, further assessment of the area was conducted as part of the *Epping Town Centre Heritage Review* prepared by Perumal Murphy Alessi in 2013. This study considered that the previous assessment of the East Epping HCA still stood and updated the assessment of significance as follows:

**Criterion (a) – An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the area)**

The area is of local historic significance as one of the first subdivisions and parts of Epping to be subdivided for residential development. Despite some site amalgamations and re-subdivisions, the area largely retains its original subdivision and streetscape pattern.

The area retains evidence of its major periods of development that reflect the growth and development and major changes in the local area and shift from a rural and farming community to centralised residential and low scale commercial area.

**Criterion (c) - An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the cultural or natural history of the area)**

The area is characterised by good and largely intact examples of the Federation, Inter-war and Post-war detached housing in the Epping area. Some early buildings also remain.

The built context is also enhanced by the wide street proportions, street trees and garden settings and plantings which make a positive contribution to the area.

**Criterion (d) - An item has strong or special association with a particular community or cultural group in NSW (or area) for social, cultural or spiritual reasons**

Epping Public School is a major feature of the area and is of some social significance to the local community. Established in 1900 as a result of the growth and development it has continued to be a local focus and has developed in accordance with local needs and requirements.

The Uniting Church complex in Chester Street is also of some local social significance.

**Criterion (e) - An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the area)**

The area retains some rock forms, undulating streets, sloping sites and a number of mature native trees and plantings which indicate the early natural character and topography of the area.

**Criterion (f) - An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the area)**

The area retains a number of earlier timber weatherboard houses and one early stone dwelling which are relatively rare in the local area.

**Criterion (g) - An item is important in demonstrating the principal characteristics of a class of NSW's (or area's)**



- cultural or natural places; or
- cultural or natural environments (or a class of the local area's cultural or natural places; or
- cultural or natural environments)

*The area is a good and relatively intact representative example of late 19th and early 20th century suburban residential subdivision and development.*

#### **Statement of Significance**

*The East Epping Heritage Conservation Area is of high local historic and aesthetic significance as a good representative example of late 19th century subdivision that retains a good and relatively intact collection of Federation, Inter-war and Post-war period residential development that represents the major period of growth and development of the Epping area.*

*The area significantly retains most of its original 1886 subdivision and streetscape pattern with mostly single detached houses including a number of good and highly intact examples of Federation and Inter-war period houses. The area also retains some earlier examples and overall built context is enhanced by the local topography and native plantings, wide street proportions, street trees and garden settings.*

*The Church and School sites located in the area are also of some historic and social significance to the local community.*

#### **6.2.4 Revised Assessment of Significance**

The previous assessments of the East Epping HCA remain consistent with the existing condition of the area. The two previous assessments of significance, in terms of the evaluation of aesthetic, historical, social, rarity and representative values of the area are still considered valid and appropriate.

The previous Statements of Significance have been minorly updated in the below revised Statement of Significance, based upon the current condition and integrity of the area.

#### **East Epping HCA Statement of Significance**

The East Epping HCA is of high local historic and aesthetic significance as a good representative example of late nineteenth century subdivision that retains a good and relatively intact collection of Federation, Inter War and Post War period residential development that represents the major periods of growth and development of the Epping area.

The area significantly retains most of its original 1886 subdivision and streetscape pattern with mostly single detached houses including a number of good and highly intact examples of Victorian, Federation and Inter War period dwellings. The area has historic significance as one of the first parts of Epping to be closely subdivided for residential purposes. The original names of each of the streets, which were taken from English towns and counties, still remain. The areas overall built context is enhanced by the local topography and native plantings, wide street proportions, street trees and large garden settings. Many of the Federation and Inter War period houses retain their garden like settings, coupled with mature trees of both native and exotic varieties.

The inclusion of Epping Public School, established in 1901, and the Chester Street Uniting Church and grounds are also of some historic and social significance to the local community, further enhancing the pattern of development of not only the early subdivision of the area but the needs of the growing community of the East Epping area.

### 6.2.5 Individual Heritage Items Request for Removal within Essex Street HCA

#### 3 Essex Street

A request by the property owner of 3 Essex Street for the removal of the property as an Heritage Item under the Hornsby LEP 2013 and to be removed from the East Epping HCA was lodged on 18 September 2015. This request was lodged by the property owner in response to the listing of the property at 3 Essex Street on the Hornsby LEP 2013 as part of the State Environmental Planning Policy (SEPP) Amendment (Epping Town Centre) 2013, published in March 2014.

The dwelling at 3 Essex Street is a single storey face brick Inter War Bungalow featuring a hipped roof clad in terracotta tiles and a stone base. The primary western façade features a projecting brick veranda with brick piers, flanked on either side by projecting bay windows, with detailed leadlight glazing set within timber double sash windows. The northern façade features a second verandah with brick piers, which has been enclosed by single brick and timber windows. The eastern boundary of the property is defined by a high brick fence and a wide timber gate. Some mature plantings exist on the site, including palm trees. A driveway is located on the eastern side of the house, which gives access to a lightweight carport attached to the southern façade of the dwelling. The location of the dwelling next to Rockleigh Park provides a leafy setting for the Inter War Bungalow.

A brief internal inspection was conducted as part of this heritage review. From the internal inspection, original detailing such as Art Deco cornices and plasterwork, timber doors and frames with associated hardware, timber picture rails, fireplace, floorboards and leadlight windows were observed throughout the property, excluding areas where modifications had taken place, which was primarily limited to the kitchen and bathrooms. The bungalow is overall in good condition, but does require some maintenance work. The bungalow appears to have maintained its condition and integrity since its assessment in the 2013 study.

An assessment of the significance of 3 Essex Street was undertaken as part of the *Epping Town Centre Heritage Review* prepared by Perumal Murphy and Alessi in 2013.<sup>4</sup> The established statement of significance has been slightly amended to reflect the current condition of the property and is provided below:

No. 3 Essex Street is of local historic and aesthetic significance as part of an early subdivision in the area, as a good and largely intact representative example of a substantial Inter War Bungalow constructed during c. 1920s. The site is associated with the Rockleigh House and grounds now remembered by the adjacent Park area. The building significantly retains its original scale, form and features including face brick façades and stone base and prominent roof scape, open verandah and bayed elements on the front facade. Internally many original elements of the Inter War Bungalow remain, including Art Deco cornices and plasterwork, timber doors and frames with associated hardware, timber picture rails, fireplace, floorboards and leadlight windows. Despite the addition of the high brick fence, the building has a wide frontage and prominent roof form enhanced by its garden setting and makes some visual contribution to the streetscape and neighbouring Rockleigh Park area. The large wide lot on which the Bungalow is established is unusual for the East Epping Area, presenting a unique element in the area.

The Inventory Sheet for the property has also been updated to reflect the above statement of significance, as well as updated images, which is provided as part of Appendix A. Recommendations in relation to the retention or removal of 3 Essex Street from the Hornsby LEP 2013 as a heritage item or from the East Epping HCA, have been provided in Section 10.1.

<sup>4</sup> Perumal Murphy Alessi, *Epping Town Centre Heritage Review* (March 2013) p. 37.

### 6.3 Essex Street Heritage Conservation Area

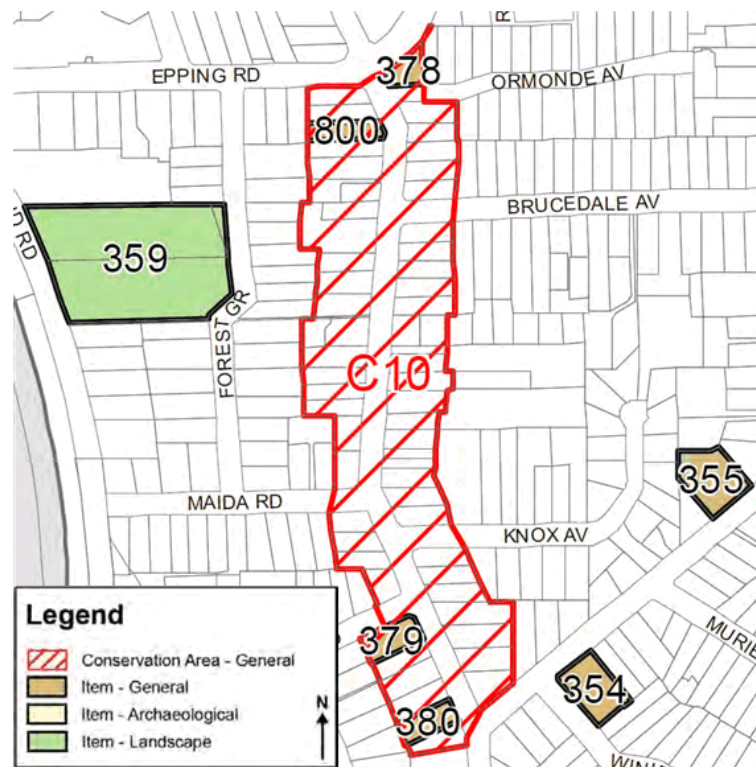


Figure 28: Extract of Heritage Map 11 from Hornsby LEP 2013, depicting Essex Street HCA (Source: Heritage Map 11, Hornsby LEP 2013)

#### 6.3.1 Context and Description

The Essex Street Avenue Heritage Conservation Area was last described in March 2013 in the Epping Town Centre Heritage Review as:

*"The built context is characterised by a mix of Federation and Inter-war period houses including substantial timber weatherboard and distinctive Federation red brick dwellings, liver brick and Inter-War Bungalows with a number of late 20th and early 21st century period dwellings and residential complexes between. The built context is generally enhanced by the streetscape pattern reinforced by regular setbacks, wide street proportions and garden settings."*<sup>5</sup>

During site inspections of the area in March 2017, it was observed that the Essex Street HCA continues to retain a built context characterised by a mixture of Federation and Inter War period dwellings, with some Post War, Late 20th and 21st Century development scattered throughout. The streetscape continues to be enhanced by street tree planting, coupled with the established gardens and trees of the properties which lines the edges of the street.

The Essex Street HCA is bound to the north by Epping Road and to the south by Abuklea Road. Whilst Essex Street continues both north and south from the Essex Street HCA, this particular section of Essex Street presents a unified character unlike the other sections of Essex Street, which have a higher proportion of Late 20th and 21st Century developments. This section of Essex Street presents a wide dual carriageway with wide grassed verges.

<sup>5</sup> Perumal Murphy Alessi, *Epping Town Centre Heritage Review* (March 2013) p. 13.



The street slightly bends to the east following the intersection with Maida Road. This section of Essex Street gently slopes downwards from Epping Road and Abuklea Road to the lowest point around the intersection of Knox Avenue. Between Maida Road and Epping Road, the dwellings located on the western side of Essex Street rise above street level, whilst the dwellings to the east lie below street level, due to the sloping topography of the street down towards the east.

Dotted along the length of Essex Street are a number of different species of trees, including but not limited to Banksia and Eucalypt trees. The dwellings along this section of Essex Street present a regular setback from the street, incorporating a range of different fences, all predominantly of a low scale, including timber picket fences, low sandstone or brick walls, wire and timber fences and a few modern cement rendered walls. The front gardens of each property generally include mature plantings harmonising with and adding to the streetscape character the street.

The style of dwellings located within the Essex Street HCA, include a number of different styles from the Federation (Bungalow and Cottage styles), Inter War (Bungalow and Spanish Mission styles), Post War, Late 20th Century (Organic, Australian Nostalgic, and Immigrants Nostalgic styles) and 21st Century, all depicted in Figures 31 to 36.

Whilst a couple of lots within the Essex Street HCA have been subdivided, or some older buildings from the Federation or Inter War period have been replaced or modified over time, the overall character of early 20th Century and streetscape pattern and rhythm remains.

The following images the early present a brief overview of the current character and streetscape of the Essex Street HCA.



Figure 29: Views looking from intersection of Essex Street and Abuklea Road, looking north along Essex Street. The mature street trees and large front setbacks of dwellings along the street can be



Figure 30: Views looking south along Essex Street, near Epping Road (left) and intersection of Bruccedale Avenue (right)





Figure 31: Views looking from approximately 58 Essex Street, looking south (left) and north (right).



Figure 32: 86 Essex Street, Federation Bungalow (left) and 42 Essex Street, Federation weatherboard cottage (right).



Figure 33: 93 and 56 Essex Street, both examples of intact Inter War Bungalows.



Figure 34: 44 Essex Street, Inter War Spanish Mission (left) and 77 Essex Street, Post War (right).



Figure 35: 78 Essex Street, Post War (left) and 99 Essex Street, Late 20th Century Organic (right).



Figure 36: 51 Essex Street, Late 20th Century Australian Nostalgic (left) and 53 Essex Street, 21st Century.

### 6.3.2 Historical Summary

The history of the Essex Street HCA is directly linked to the historical development of the development of the Epping Town Centre, thus refer to the brief history provided in Section 5.1.

### 6.3.3 Previous Assessment and Statement of Significance

The first assessment of significance for the Essex Street Heritage Conservation Area was undertaken as part of the *East Epping Conservation Evaluation and Review* prepared by Tropman and Tropman Architects in 2001. The assessment and statement of significance from this first study is as follows:

**Criterion (a)**

*The area is a good example of the development of Federation and Inter-War period housing in the Epping area.*

*The area reflects the changing nature of the place from rural, through semirural to residential.*

**Criterion (c)**

*The area has retained most of its original 1886 subdivision pattern.*

**Criterion (g)**

*The area is representative of the development of Federation period and Inter- War period suburban housing.*

**Statement of Significance**

*The Essex Street Heritage Conservation Area has historic and aesthetic significance as a representative area of intact period housing, mainly from the Federation and Inter-War periods. The areas early subdivision patterns reflect the changing nature of the area from rural, into semi-rural 'farmlets' through to*



residential lots in the 1920s. These subdivision patterns are still visible in the existing street layout.

Whilst the above assessment of significance for the Essex Street HCA is brief, further assessment of the area was conducted in as part of the *Epping Town Centre Heritage Review* prepared by Perumal Murphy Alessi in 2013. This study considered that the previous assessment of the East Epping HCA still stood and updated the assessment of significance as follows:

**Criterion (a) – An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the area)**

The area is of local historic significance as part of an early subdivision and early 20th residential development. Despite some site amalgamations and re-subdivisions, the area largely retains a sense of its original subdivision pattern that represents the early 20th century shift from a rural to a residential and suburban area.

**Criterion (c) - An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the cultural or natural history of the area)**

The area is characterised by good and largely intact examples of the Federation and Inter-war period detached housing in the Epping area. Some good examples of Post-war development are also extant.

The built context is also enhanced by the wide street proportions, street form and wide grassed verges, setbacks, garden settings and plantings which make a positive contribution to the area.

**Criterion (g) - An item is important in demonstrating the principal characteristics of a class of NSW's (or area's)**

- cultural or natural places; or
- cultural or natural environments.
- (or a class of the local area's
- cultural or natural places; or
- cultural or natural environments)

The area is representative of the development of the Federation and Inter-war period suburban housing in the local area.

**Statement of Significance**

The Essex Street Heritage Conservation Area is of local historic and aesthetic significance as part of an early subdivision in the local area and as a representative area of intact period housing mainly from the Federation and Inter-war periods which represents a major period of growth and development and shift from a rural to a suburban area.

The area significantly retains a sense of the original subdivision pattern and streetscape pattern with mostly single detached houses including a number of good and highly intact examples of Federation and Inter-war period houses. The built context is enhanced by the local topography, wide street proportions, setbacks and garden settings.

#### 6.3.4 Revised Assessment of Significance

The previous assessments of the Essex Street HCA remain consistent with the existing condition of the area. The two previous assessments of significance, in terms the evaluation

of aesthetic, historical and representative values of the area is still considered valid and appropriate.

The previous Statements of Significance have been minorly updated in the below revised Statement of Significance, based upon the current condition and integrity of the area.

### **Essex Street HCA Statement of Significance**

The Essex Street HCA is of local historic and aesthetic significance as part of the early subdivision of the Epping from the late 1890s, and maintains a representative area of largely intact Federation and Inter War period dwellings reflecting the major periods of growth and development of the Epping local area. Early Federation houses, some associated with the Mount Tomah Nursery of the 1890s are still extant, and further enhanced by the retention of the later 1920s subdivision upon which many Inter War period home were developed. The area represents the shift of Epping from an area of orchards and nurseries to a thriving suburban area.

The area retains many significant elements of the early twentieth century subdivision patterns, coupled with a cohesive streetscape pattern enhanced by large setbacks, wide street proportions, undulating topography, street plantings and garden settings. This section of Essex Street, maintains a large number of good and highly intact examples of Federation and Inter War period dwellings of various styles, interspersed with some good examples of residential Post War architecture.

#### **6.3.5 Individual Heritage Items Requested for Removal within Essex Street HCA**

##### **42 Essex Street**

A request by the property owner of 42 Essex Street for the removal of the property as a Heritage Item under the Hornsby LEP 2013 and to be removed from the Essex Street HCA was lodged on 17 January 2016. This request was lodged by the property owner in response to the listing of the property at 42 Essex Street on the Hornsby LEP 2013 as part of the SEPP Amendment (Epping Town Centre) 2013, published in March 2014.

The dwelling at 42 Essex Street is a substantial, single storey timber weatherboard Federation cottage, with a hipped roof and northern projecting gabled wing with corrugated steel roof. The dwelling features a veranda with returns to the sides with timber double sash windows with colour lead lighting on the primary façade facing toward Essex Street. The northern elevation features a bay window with timber double-hung sashes featuring coloured leadlight, matching the primary eastern façade. The cottage is substantially set back from the Essex Street frontage, allowing for a large front garden, which is primarily grassed with some mature plantings established along the Essex Street boundary.

A brief internal inspection of the property was conducted as part of this heritage review. From the internal inspection, original detailing such as floor boards, cornices and timber work were observed in the main hallway and front rooms of the cottage. Additions to the rear of the original cottage currently house living spaces and a kitchen. The cottage is overall in good condition and appears to have maintained its condition and integrity since its assessment in the 2013 study.

An assessment of the significance of 42 Essex Street was undertaken as part of the *Epping Town Centre Heritage Review* prepared by Perumal Murphy and Alessi in 2013.<sup>6</sup> The established statement of significance has been slightly amended to reflect the current condition of the property and is provided below:

The dwelling at 42 Essex Street is of high local historic and aesthetic significance as a good and largely intact Federation period timber weatherboard cottage constructed sometime between 1893 and 1902 that is associated with MF Vollmer and the Vessey family of the Mount Tomah Nursery that operated in the immediate area in the 1890s. Despite some alterations and additions, the cottage retains its overall scale, form and details particularly weatherboard facades, roof form, open wrap-around verandah,

<sup>6</sup> Perumal Murphy Alessi, *Epping Town Centre Heritage Review* (March 2013) p. 42.



gable and bay on the northern facade. Internally, original details are also maintained, including cornices, timberwork, floorboards and chimneys. The building occupies a prominent and elevated site on a bend in Essex Street, is enhanced by its garden setting and makes a positive contribution to this section of Essex Street. The cottage is one of two remaining Federation period dwellings located in the area associated with the Mount Tomah Nursery, thus being rare for the local area.

The Inventory Sheet for the property has also been updated to reflect the above statement of significance, as well as updated images provided as part of Appendix A. Recommendations in relation to the retention or removal of 42 Essex Street from the Hornsby LEP 2013 as a Heritage item of from the Essex Street HCA have been provided in Section 10.2.

#### 6.4 Rosebank Avenue Heritage Conservation Area

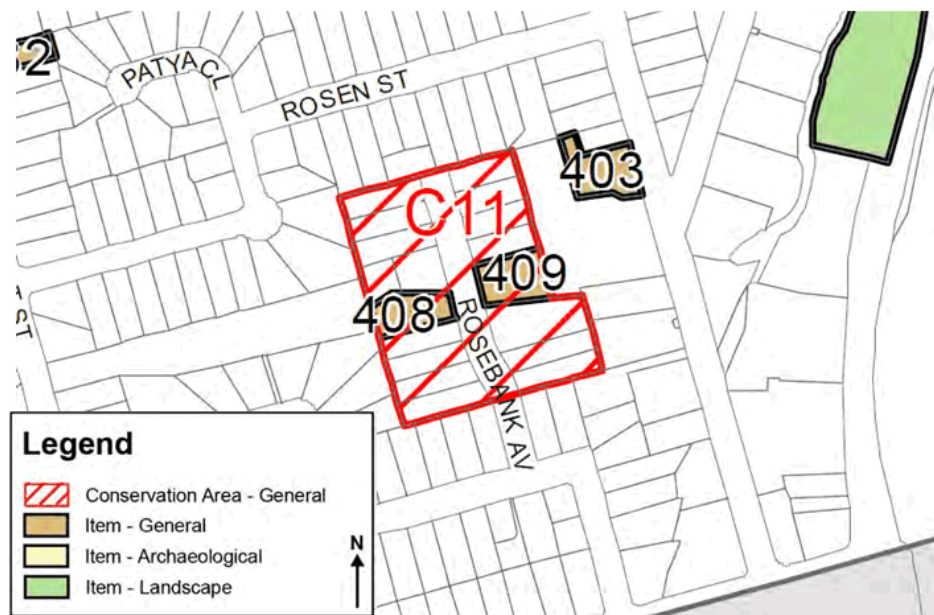


Figure 37: Extract of Heritage Map 11 from Hornsby LEP 2013, depicting Rosebank Avenue HCA (Source: Heritage Map 11, Hornsby LEP 2013)

##### 6.4.1 Context and Description

The Rosebank Avenue Heritage Conservation Area was last described in March 2013 in the Epping Town Centre Heritage Review as retaining:

*"a good and highly intact group of Inter-War period dwellings illustrating various architectural elements enhanced by the streetscape character, reinforced by retention of the original subdivision pattern and street rhythm, consistent setbacks and also mature street and garden trees and garden plantings."*

During site inspections of the area in March 2017, it was observed that the Rosebank Avenue HCA continues to remain a good and highly intact group of Inter War period dwellings however, there are some changes to the surrounding setting of the area and the streetscape which has minorly detracted from the description provided in 2013. These include the multiple high density residential developments on Cliff Road and Hazlewood Place, located to the

<sup>7</sup> Perumal Murphy Alessi, *Epping Town Centre Heritage Review* (March 2013) p. 15.

east and south of the HCA. Some mature trees too have been removed from the streetscape, primarily out the front of 5 Rosebank Avenue.

Despite these changes, Rosebank Avenue HCA continues to maintain its established heritage character. The form, scale and detailing of the majority of dwellings within the area retain their original elements, and are enhanced by extensive plantings within the front gardens and nature strip planting. Whilst some minor modifications have been made to some buildings, such as the enclosure of balconies, addition of carports and garages and replacement of some original windows, the consistency of the street in terms of setbacks, and street presentation are still intact.

A range of architectural styles are presented along the length of Rosebank Avenue, including Spanish Mission, Bungalow and Tudor Revival. Whilst the style of each dwelling differs, all are linked together and complement one another through consistency in height, set back and landscaping. The original subdivision of the Rosegrove Estate is still evident in the current subdivision of the area, despite the singular subdivision of 13 and 15 Rosebank Avenue. The character of the area is further linked together through the consistent street trees which line the nature strips and the interjection of the creek line which runs between 15 and 9, and 10 and 6 Rosebank Avenue. The vegetation is denser at this point in the street and creates a lively setting for the appreciation of both the northern and southern components of the street.

The following images present a brief overview of the current character and streetscape of the Rosebank Avenue HCA.



Figure 38: View looking south along Rosebank Avenue, from northern end of street (left) and from middle of street in line with the creek (right). The consistency of street trees which line Rosebank Avenue are evident, enhancing the streetscape character, behind which an array of Inter War period dwellings are nestled.



Figure 39: View of the small bridge which runs over the creek line (left) and looking west toward 9 Rosebank Avenue visible through the trees which line the creek bed.





Figure 40: Two of the dwellings located within the Rosebank Avenue HCA are listed as local items, including 9 (right) and 10 (left) Rosebank Avenue. Whilst both dwellings date from the Inter War period, they are in two distinct styles of the period, the left being a Spanish Mission style and the right in a Tudor style.



Figure 41: 16 and 17 Rosebank Avenue, respectively, are designed in an Inter War Bungalow style. The Bungalow style is featured the most amongst the dwellings of Rosebank Avenue



Figure 42: 5 and 1 Rosebank Avenue have undergone some modifications to the original fabric. 5 Rosebank Avenue has modified the entrance path and driveway, as well as the entrance way and windows, whilst 1 Rosebank Avenue has undergone some minor changes, including enclosing the front balcony and the installation of a new gate to the driveway. Despite these changes, both dwellings continue to contribute to the character of the area.

#### 6.4.2 Historical Summary

The following historical summary of the Rosebank Avenue Conservation Area has primarily been adapted from the 2003 Heritage Assessment of Rosebank Avenue, prepared by CPC Consulting.

*The site of the present day Rosebank Avenue is located on the western side of the railway at Epping. Early Parish Maps indicated that the site was part of the land granted to William Kent Junior. Pioneer settler, David Hazlewood, purchased the land in this area (including the area that is now Rosebank Avenue) as a total of 16 acres in 1897.*

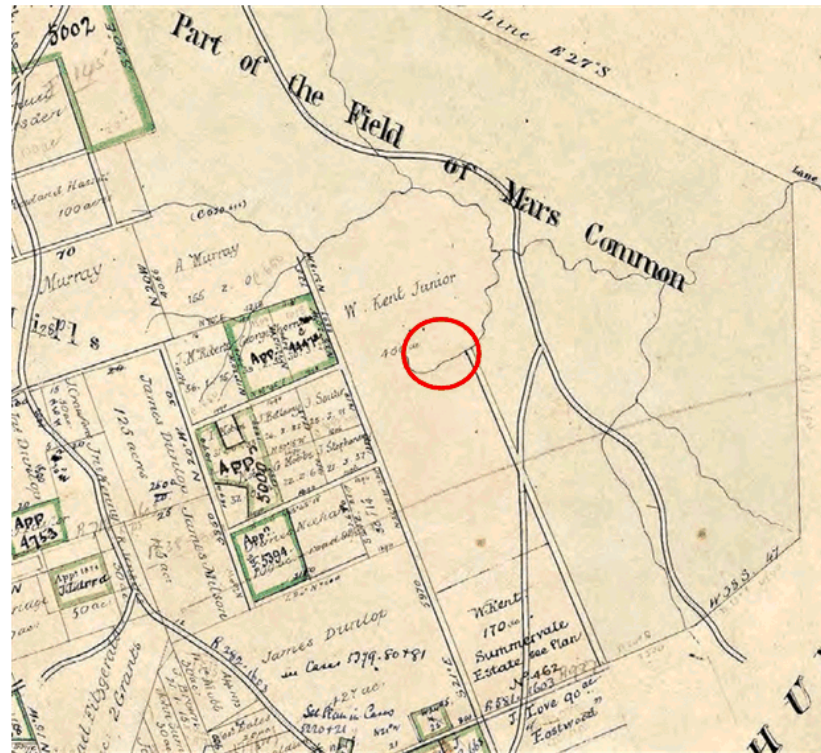



Figure 43: 1882 Field of Mars Parish Map with indicative location of Rosebank Avenue Heritage Conservation Area outlined in red (Source: Land and Property Information, Sheet Reference 4, Edition Number 0)

*The Hazlewood Brothers made their reputation as rose suppliers in the early twentieth century from the Epping nursery. The Hazlewood nursery operations continued in Dural until 1965. The first subdivision of the Hazlewood Estate was placed on sale in October 1921 and included lots fronting the present Carlingford Road.*

*In November 1929, two years after David Hazlewood's death, the site of Rosebank Avenue went to auction sale as the Rosegrove Estate, one of the later estate subdivisions to occur in the Epping district. The Estate consisted of 18 lots fronting Rosebank Avenue and three lots fronting Ray Road. (Figure 44) A "fine old rustic bridge" was constructed over the existing creek by the Hazlewoods as part of their nursery operations and was retained as an attractive element of the Estate. The advertisements for the auction also indicate that a strict building ordinance was in place to ensure that "each home will be worthy of its setting" and that the layout and lot sizes allowed "ample space for gardens, lawns and motor car entrance".*





## ROSEGROVE ESTATE

*In one of Nature's Loveliest Settings*

**21 Perfect Home Sites . . . 400 yards from Epping Station and Shopping Centre**

ALTHOUGH photographs do not lie, they cannot, unfortunately, do full justice to this magnificent home location—ROSEGROVE ESTATE, EPPING. The splendour of its surroundings—the spaciousness and comfort of each allotment—the wide views with their resource lakes and gardens—the owner's intention to every convenience that the home owner can desire—these must speak for it. The most walk over its smooth, green alluvium and some of its many planting sites.

From occasional trees have been purposely preserved to give added attractiveness to every home that will be "laid out" here. "Roses" in the middle of the Estate's long old main bridge spans a building stream. A life pond and surrounding willow help to complete the character.

ing stream. The new "house" atmosphere of the surrounding nature and greenery are home to the glens setting.

Remember that only 21 home sites are owned in Rosegrove Estate, and the owner's intent building allotments will ensure that each home will be worthy of its setting. The land is ready now for building. Each allotment provides ample space for gardens, lawns and minor car access.

*Beautiful Epping*

*A Show Suburb*

Epping is one of Sydney's show suburbs—the home of beautiful country life. The beauty of the area is to be found in the fact that the home owner can enjoy the best of both worlds. Epping is a beautiful suburb, and the owner's intent building allotments will ensure that each home will be worthy of its setting. The land is ready now for building. Each allotment provides ample space for gardens, lawns and minor car access.

*Investigate this Opportunity NOW!*  
There is no obligation whatever.

**On the Ground 3 p.m.**

**Auction 5-6 Saturday 10 a.m.**

Auctioneers  
**HARDIE & GORMAN, PTY. LTD.**  
34 MARTIN PLACE, SYDNEY

in conjunction with  
**TOM J. DWYER**  
Mortgage Chambers  
84 CASTLEBAGH ST., SYDNEY

**ROSEGROVE ESTATE EPPING**

**TERMS OF SALE**

10 per cent. Deposit and 48 equal Monthly Payments

Interest: 6 per cent. on Quarterly Balances

TORRENS TITLE

All dimensions subject to deposited plan

Frank M. Mason  
Licensed Surveyor,  
56 Hunter St.  
Sydney

## REAL ESTATE

### WELL SITUATED

### ALLOTMENTS AT EPPING

#### STATION, SHOPS HANDY

Situated within 400 yards of the railway station and shopping centre, Rosegrove Estate, Epping, occupies the top of a slope and fronts a main road. It will be sold by auction to-morrow by Messrs. Hardie and Gorman, in conjunction with Tom J. Dwyer.

Ornamental native trees have been retained on the allotments, and the streets have been kerbed and gullied in concrete. There are 21 allotments, all generously sized. The soil is very suitable for gardens, and the homesites provide ample space for their inclusion. A large nursery adjoins the estate. Ninety electric trains each day provide transportation to and from the city, and the travelling time will be shortened when the Epping-to-Leonards branch line is built. Terms of sale will be 10 per cent. deposit, and the balance in four years.

Figure 44: 1929 Sale Notice for Rosegrove Estate (top and bottom left) and advertisement in The Sun from 1929 (bottom right) (Source: Appendix D, CPC Consulting, Heritage Assessment of Rosebank Avenue (2003) and The Sun, Friday 22 November 1929, p. 2.)

An aerial photograph from 1943 clearly shows the earlier Federation development within the surrounding streets (Cliff Road and Carlingford Road) and the formation of Rosebank Avenue.



Figure 45: 1943 Aerial of Rosebank Avenue Conservation Area, outlined in red (Source: SIX Maps, accessed on 28 March 2017)

Hornsby Shire Council's *Sands Directory* and *Rate Books* provide information regarding the development of the Rosebank Avenue streetscape. Up until 1932, the majority of the lots within the streetscape remain in the ownership of real estate agents. The 1931 *Sands Directory* (Page 444) records only the road as existing. The 1932/33 *Sands Directory* lists only Lot 1 as being owned by a C F Abbott. The *Rate Books* provide additional information as follows:

- *Rate Book* dated 29 May, 1930 - indicates a total of six lots in private ownership (Lots 1, 7, 9, 12, 17 and 18). The occupations of these owners are described as being gentleman, clerk, joiner, builder, joiner and lawyer, respectively, representing a 'middle-class' community. The remainder of the street was in the ownership of "Thomas Dwyer Real Estate of 8A Castlereagh Street, Sydney". No infrastructure is recorded in this record.
- *Rate Book* dated 7 October, 1932 - indicates all lots in private ownership with the exception of Lots 4, 5 and 14 still being in the ownership of Thomas Dwyer Real Estate and Lot 10 being owned by Prudential Estates Ltd. Fences are recorded as having been constructed on Lots 8, 10 and 12. Dwellings are recorded as having been constructed on Lots 9 ("cottage") and 12 ("bungalow").
- *Rate Book* dated 12 May, 1938 provides the following details regarding construction:

Original Lot No.	Current Address	Recorded Construction
Lot 9	1 Rosebank Avenue	Cottage
Lot 18	2 Rosebank Avenue	Cottage and garage
Lot 8	3 Rosebank Avenue	Cottage and garage
Lot 17	4 Rosebank Avenue	Cottage
Lot 7	5 Rosebank Avenue	Cottage, garage and workshop

Lot16/15	6-8 Rosebank Avenue	Cottage
Lot 6	7 Rosebank Avenue	Fence (Notes that dwelling constructed 1938-39)
Lot B (5)	9 Rosebank Avenue	Cottage C/E
Lot 14	10 Rosebank Avenue	(Notes that dwelling constructed 14 May 1940)
Lot 13	12 Rosebank Avenue	Cottage
Lot 12	14 Rosebank Avenue	Cottage
Lot A (4)	15 Rosebank Avenue	Cottage
Lot 11	16 Rosebank Avenue	Bungalow ("Laverton")
Lot 3	17 Rosebank Avenue	Cottage
Lot 10	18 Rosebank Avenue	Cottage ("Orana") and garage
Lot 2	19 Rosebank Avenue	Cottage and garage
Lot 1	21 Rosebank Avenue	Fence (Notes that dwelling constructed 1942)

*It is noted that the occupations of property owners also includes builder (Lot 1), school headmaster (Lot 2), teacher (Lot A), architect (Lot 6) and musician (Lot 10).*

*In summary, all dwellings in the street with the exception of three had been constructed by 1938. The remaining three dwellings had been constructed by 1942. Accordingly, the majority of dwellings in Rosebank Avenue were constructed during the Inter-war period.*

#### 6.4.3 Previous Assessment of Significance

The first assessment of significance for the Rosebank Avenue HCA was undertaken by CPC Consulting in 2003 in the *Rosebank Avenue Heritage Assessment*. The assessment and statement of significance from this first study is as follows:

##### **Criterion (a)**

*Rosebank Avenue is a fine example (the best example in the Hornsby Shire) of an intact Inter-war housing development and streetscape which retains its historical original subdivision layout (with minor boundary adjustments), building stock and natural features*

##### **Criterion (b)**

*The development of Rosebank Avenue does not have any strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of Epping or the Hornsby Shire)*

##### **Criterion (c)**

*Rosebank Avenue retains and displays its original subdivision layout (with minor boundary adjustments), building stock and natural features. It retains its design integrity; has distinctive aesthetic attributes in its form, composition, style and character; is the only true intact and fine example of an Inter-war development/streetscape and as such, has landmark qualities;*

##### **Criterion (d)**



The Rosebank Avenue streetscape does not have associations with any particular identifiable community or cultural group.

**Criterion (e)**

Rosebank Avenue and its features have little archaeological or research potential.

**Criterion (f)**

Rosebank Avenue is a rare example of an intact area of Inter-war housing development. However, as other intact examples of Inter-war housing developments exist in NSW and other parts of Australia, it is concluded that Rosebank Avenue's intact form is only rare at a local level.

**Criterion (g)**

Rosebank Avenue is a fine example of an Inter-war housing estate that survives in good condition and intact. It retains its historical subdivision pattern (with only minor boundary adjustments), its natural features (gardens and creekline) and its built fabric. It has representative significance through its physical form, building stock and history.

**Statement of Significance**

Rosebank Avenue is a fine representative example of the residential development of an Inter-war housing estate. It remains largely intact in terms of retaining its historical subdivision pattern, its natural features, its built fabric and landscaping. Collectively, the dwellings and their associated gardens contribute to a unique precinct that captures the historical development of housing constructed during this period within the Hornsby Shire and provides an historical setting for the individual heritage items that exist in the street.

The Rosebank Avenue streetscape remains a rare example (at local level) of an intact Inter-war streetscape within the Hornsby Shire (the only intact Interwar streetscape in the Shire). This conclusion is reached given that the entire street was developed as part of the one Estate and retains its built form and subdivision pattern (that includes the unusual configuration of allotments reflecting the location of a watercourse). Given its level of intactness and integrity, it is of high local heritage significance.

The above assessment of significance for the Rosebank Avenue HCA was again assessed as part of the *Epping Town Centre Heritage Review* prepared by Perumal Murphy Alessi in 2013. This study considered that the previous assessment of the Rosebank Avenue HCA still stood. An assessment of the areas significance was included in the study as follows:

**Criterion (a) – An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the area)**

The area is of local historic significance as a fine and highly intact example of an Inter-war period housing development and streetscape that retains its original subdivision pattern, building stock and natural features.

**Criterion (c) - An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the cultural or natural history of the area)**

The area is characterised by good and largely intact examples of the Inter-war period detached housing that retain their original form, character and details and a range of stylistic elements relating to that era. The buildings have common setbacks which contribute to the streetscape pattern and rhythm. The built context is also enhanced by the wide street proportions, street trees and creek line, garden settings and plantings which make a positive contribution to the area.



**Criterion (f) - An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the area)**

*Rosebank Avenue has been identified as being a rare and best example of an intact Inter-war housing development in the Hornsby LGA. Other examples exist in other parts of NSW and Australia.*

**Criterion (g) - An item is important in demonstrating the principal characteristics of a class of NSW's (or area's)**

- cultural or natural places; or
- cultural or natural environments (or a class of the local area's cultural or natural places; or
- cultural or natural environments)

*The area is a good and highly intact representative example of Inter-war period suburban subdivision and development that retains its original subdivision pattern, housing stock and associated gardens and features and natural features.*

**Statement of Significance**

*Rosebank Avenue is of high local cultural significance as a fine representative example of an Inter-war period residential subdivision and development that remains largely intact and retains its historical subdivision pattern, built context and natural features. Collectively the group form a unique precinct in the Hornsby LGA. The houses each retain their overall scale, character and varying stylistic details associated with the period and are enhanced by the wide street proportion, street trees and garden settings and remaining natural features.*

#### 6.4.4 Revised Assessment and Statement of Significance

The previous assessments of the Rosebank Avenue HCA remain consistent with the existing condition of the area. The two previous assessments of significance, in terms the evaluation of aesthetic, historical and social values of the area is still considered valid and appropriate.

The previous Statements of Significance have been minorly updated in the below revised Statement of Significance, based upon the current condition and integrity of the area.

#### Rosebank Avenue HCA Statement of Significance

Rosebank Avenue HCA is a fine representative example of a residential development of an Inter War housing estate. It remains largely intact in terms of retaining its historical subdivision pattern, its natural features, its built fabric and landscaping. Collectively, the dwellings and their associated gardens contribute to a unique precinct that captures the historical development of housing constructed during this period within Epping and the wider developments of the time in the Field of Mars. Collectively the area presents a unique streetscape featuring various styles of the period, including Bungalow, Spanish Mission and Tudor Revival. Each dwelling retains their overall scale, character and varying stylistic details associated within the Inter War period which are further enhanced by the street trees, garden settings and natural creek line, providing a historical setting for the individual heritage items and contributory dwellings.

The Rosebank Avenue streetscape remains a rare example, at local level, of an intact Inter War streetscape within Epping and the Parramatta area and is one of few intact Inter War housing estates remaining. Having been developed within a short course of time between the 1930s and 1940s as part of the one Estate, Rosebank Avenue retains its built form and subdivision pattern, including the unusual configuration of allotments reflecting the location of a watercourse. Given its level of intactness and integrity, it is of high local heritage significance.

## 7. Field Survey of Heritage Conservation Areas

### 7.1 General Discussion

Site surveys of each HCA were undertaken in March 2017, in which all buildings located within East Epping, Essex Street and Rosebank Avenue HCAs were surveyed from the public domain. The historical value and character of each of the HCAs, are defined by a total of thirty-five (35) heritage items.

As part of the *Epping Town Centre Heritage Review* prepared by Perumal Murphy Alessi in 2013, the contribution ranking of each of the properties located within the East Epping and Essex Street HCAs were assessed. Whilst Rosebank Avenue HCA was also included within this study, the contribution ranking of each of the properties within the HCA were not assessed. As part of the current assessment of the relative contribution of each property toward their respective HCA, previous assessments of their contributions are taken into account within this section of the report.

### 7.2 Ranking and Assessment Criteria

Each property within each HCA has been assessed in accordance with its contributory values to the overall significance of the relevant HCA, as defined in the revised Statements of Significance in Section 6.0. Existing heritage items identified in the Holroyd LEP 2013 have been indicated, and the remaining properties have been ranked as contributory, neutral and non-contributory. The description of each category has been provided below:

Ranking	Definition
<b>Heritage Item</b>	A building that has been identified as an item of significance and has been listed on the Hornsby LEP 2013.
<b>Contributory</b>	A building that contributes to the character and significance of HCA for its historic or aesthetic values, or both. Building that have been adversely altered but still demonstrate historic and aesthetic values of significance to the area are also considered within this category. For example, a dwelling which may have had windows replaced but which otherwise retains its overall form and other detailing would be considered to be a contributory dwelling or dwelling with historic value. These items are of consistent period, scale, materials and form but are not individually significant enough to be included as a heritage item. They add to the cohesive and representative quality of the area.
<b>Neutral</b>	A building that does not contribute to the significance of the area but also does not detract from the area's overall character in terms of form, mass and small scale so that they fit without being disruptive. This may include early or new buildings. An example of a neutral building would be a modern single storey dwelling which respects the setbacks, forms and materials of the neighbouring dwellings. Retention of such neutral buildings may not be required provided that it is replaced with an appropriate infill building in a similar neutral nature.
<b>Non-contributory</b>	A building that detracts from the significance of the area and changes the character of the area. This may include early buildings with intrusive alterations and additions that erode their contribution to the significance of the area and which cannot easily be reversed. It also includes new buildings with detailing, scale and form that are not in line with the character of the area, for example large two storey buildings in unsympathetic 'Mediterranean' or other modern styles, such as light coloured rendered walls and black concrete roof tiles.

Careful consideration has been given to the threshold between buildings identified as contributory items and those identified as neutral or non-contributory. Some of the buildings, even though they may have been altered, are still recognisable as part of the Federation or Inter War periods as defined in the Statements of Significance have been ranked as contributory within a HCA. Alterations may include sympathetic additions and changes to the architectural elements such as painting the external walls, and replacing windows, fences or roofing material. It is considered that these alterations are reversible and in the long term the aesthetics and architectural values may be recoverable.

### 7.3 East Epping Heritage Conservation Area

The East Epping HCA consists of 253 properties and nine (9) streets and is located in the north-eastern portion of the Epping Town Centre Study Area. The nine streets include: Chester Street, Essex Street, Norfolk Road, Oxford Street, Pembroke Street, Somerset Street, Surrey Street, Sussex Street and York Street.

#### 7.3.1 Previous Contributions Ranking

There are currently twenty nine (29) Heritage Items listed under part 1 of Schedule 5 of the Hornsby LEP 2013 which are located within the East Epping HCA (Figure 46). The majority of heritage items within the HCA are of local significance.



Figure 46: Extract of Heritage Map 11 from Hornsby LEP 2013, depicting East Epping HCA (Source: Heritage Map 11, Hornsby LEP 2013)



In addition to the listed heritage items within the HCA, relative contribution ranking of each property within the East Epping HCA was also identified as part of the of the *Epping Town Centre Heritage Review* prepared by Perumal Murphy Alessi in 2013, as outlined previously. The contributions map prepared for this previous study is reproduced in Figure 47.



Figure 47: Mark up showing contributory items and recommended extension of East Epping HCA boundary (Source: Perumal Murphy Alessi, *Epping Town Centre Heritage Review* (March 2013) p. 81)

### 7.3.2 Review of Contributions Ranking

Whilst Heritage Items and Contributory items of the East Epping HCA were identified within the *Epping Town Centre Heritage Review*, the relative ranking of the remaining properties was not addressed. In order to gain a greater understanding of all properties relative contribution to the significance of the East Epping HCA, an assessment of each property's contribution has been conducted on foot as part of this study.

The revised relative contribution of individual buildings towards the significance of the East Epping HCA is depicted in Figure 48 and further detailed in the table overleaf. The distribution of rankings and development periods are further summarised in Figures 49 to 53.





Figure 48: East Epping HCA Contribution Ranking



Figure 49: East Epping HCA Contribution Ranking with Development Period overlay.

### Ranking of Properties in East Epping HCA

No.	Address	Development Period	Previous Ranking	Revised Ranking
6	Chester Street	Post War	Contributory	Neutral
8	Chester Street	Inter War	Contributory	Neutral
9	Chester Street	Federation	Heritage Item	Heritage Item
10	Chester Street	Inter War	Contributory	Contributory
11	Chester Street	21st Century	N/A	Non Contributory
12	Chester Street	Inter War	Contributory	Neutral
14	Chester Street	Post War	Contributory	Neutral
15	Chester Street	21st Century	N/A	Non Contributory
16	Chester Street	Inter War	Contributory	Contributory
17	Chester Street	Post War	Contributory	Neutral
18	Chester Street	Inter War	Contributory	Neutral
19	Chester Street	21st Century	N/A	Neutral
19A	Chester Street	21st Century	N/A	Neutral
19B	Chester Street	21st Century	N/A	Neutral
20	Chester Street	Inter War	Contributory	Neutral
21	Chester Street	Federation	Heritage Item	Heritage Item
21A	Chester Street	Unknown	N/A	Neutral
22	Chester Street	Inter War	Contributory	Contributory
23	Chester Street	Federation	Heritage Item	Heritage Item
23A	Chester Street	Unknown	N/A	Neutral
24	Chester Street	21st Century	N/A	Neutral
25	Chester Street	Federation	Contributory	Neutral
25A	Chester Street	Inter War	Contributory	Contributory
26	Chester Street	Inter War	Contributory	Neutral
27	Chester Street	Unknown	N/A	Neutral
27A	Chester Street	21st Century	Heritage Item	Heritage Item
27B	Chester Street	Late 20th Century	N/A	Non Contributory
28	Chester Street	Post War	N/A	Neutral
28B	Chester Street	21st Century	N/A	Non Contributory
29	Chester Street	Late 20th Century	N/A	Neutral
29A	Chester Street	Vacant	N/A	Neutral
30	Chester Street	Inter War	Contributory	Neutral
31	Chester Street	Late 20th Century	N/A	Neutral
32	Chester Street	Federation	Contributory	Neutral
33	Chester Street	Post War	Contributory	Neutral
34	Chester Street	21st Century	N/A	Non Contributory

No.	Address	Development Period	Previous Ranking	Revised Ranking
35	Chester Street	Inter War	Contributory	Neutral
36	Chester Street	Inter War	Contributory	Contributory
37	Chester Street	Inter War	Contributory	Neutral
38	Chester Street	Inter War	Contributory	Contributory
39	Chester Street	Post War	Contributory	Neutral
40	Chester Street	Inter War	Contributory	Neutral
41	Chester Street	Post War	Contributory	Neutral
42	Chester Street	Post War	N/A	Neutral
43	Chester Street	Post War	Contributory	Neutral
44	Chester Street	Late 20th Century	N/A	Neutral
45	Chester Street	Federation	Heritage Item	Heritage Item
45A	Chester Street	Unknown	N/A	Neutral
45B	Chester Street	Unknown	N/A	Neutral
46	Chester Street	Inter War	N/A	Neutral
46A	Chester Street	unknown	N/A	Neutral
47	Chester Street	Inter War	Contributory	Contributory
47A	Chester Street	Unknown	N/A	Neutral
48	Chester Street	Inter War	Contributory	Contributory
49	Chester Street	Federation	Contributory	Contributory
51	Chester Street	Inter War	Contributory	Contributory
52	Chester Street	Post War	Contributory	Neutral
53	Chester Street	Inter War	N/A	Contributory
54	Chester Street	Late 20th Century	N/A	Neutral
55	Chester Street	Inter War	Contributory	Neutral
56	Chester Street	Inter War	N/A	Neutral
57	Chester Street	Federation	Heritage Item	Heritage Item
58	Chester Street	Inter War	Contributory	Neutral
59	Chester Street	Federation	N/A	Contributory
60	Chester Street	Inter War	Contributory	Neutral
61	Chester Street	Federation	Contributory	Contributory
62	Chester Street	Post War	Contributory	Neutral
64-66	Chester Street	Late 20th Century	N/A	Neutral
65	Chester Street	Inter War	Contributory	Neutral
67	Chester Street	Inter War	Contributory	Contributory
68	Chester Street	Late 20th Century	N/A	Neutral
69	Chester Street	Post War	Contributory	Neutral
70	Chester Street	Victorian	Heritage Item	Heritage Item

No.	Address	Development Period	Previous Ranking	Revised Ranking
71	Chester Street	Inter War	Contributory	Neutral
73	Chester Street	21st Century	Contributory	Non Contributory
75	Chester Street	21st Century	N/A	Non Contributory
75A	Chester Street	21st Century	N/A	Non Contributory
77	Chester Street	Inter War	Contributory	Contributory
79	Chester Street	Inter War	Contributory	Contributory
81	Chester Street	Inter War	Contributory	Contributory
83	Chester Street	Late 20th Century	Contributory	Neutral
1	Essex Street	Inter War	N/A	Contributory
3	Essex Street	Inter War	Heritage Item	Heritage Item
1	Norfolk Road	Late 20th Century	N/A	Non Contributory
3	Norfolk Road	21st Century	N/A	Non Contributory
3A	Norfolk Road	21st Century	N/A	Neutral
9	Norfolk Road	Federation	Heritage Item	Heritage Item
9A	Norfolk Road	Late 20th Century	N/A	Neutral
11	Norfolk Road	Inter War	Contributory	Contributory
15	Norfolk Road	Inter War	Contributory	Contributory
17	Norfolk Road	Inter War	N/A	Contributory
18	Norfolk Road	Unknown	N/A	Neutral
19	Norfolk Road	Inter War	Contributory	Neutral
20	Norfolk Road	Post War	N/A	Neutral
21	Norfolk Road	Inter War	Contributory	Contributory
22	Norfolk Road	Late 20th Century	N/A	Neutral
23	Norfolk Road	Post War	N/A	Neutral
24	Norfolk Road	Inter War	Contributory	Neutral
25	Norfolk Road	Unknown	N/A	Neutral
25A	Norfolk Road	Post War	N/A	Neutral
25B	Norfolk Road	21st Century	N/A	Non Contributory
26	Norfolk Road	Late 20th Century	N/A	Neutral
27	Norfolk Road	21st Century	N/A	Non Contributory
28	Norfolk Road	Late 20th Century	N/A	Neutral
29	Norfolk Road	21st Century	N/A	Non Contributory
30	Norfolk Road	Late 20th Century	N/A	Neutral
31	Norfolk Road	Post War	N/A	Neutral
32	Norfolk Road	Unknown	N/A	Neutral
33	Norfolk Road	Federation	Heritage Item	Heritage Item
34	Norfolk Road	Late 20th Century	N/A	Neutral



No.	Address	Development Period	Previous Ranking	Revised Ranking
35	Norfolk Road	Inter War	Contributory	Contributory
36	Norfolk Road	Federation	Contributory	Contributory
37	Norfolk Road	Inter War	N/A	Neutral
38	Norfolk Road	Federation	Contributory	Neutral
39	Norfolk Road	Inter War	Heritage Item	Heritage Item
40	Norfolk Road	Federation	Heritage Item	Heritage Item
41	Norfolk Road	Inter War	Heritage Item	Heritage Item
42	Norfolk Road	Federation	Contributory	Contributory
42A	Norfolk Road	Unknown	N/A	Neutral
43	Norfolk Road	Federation	Heritage Item	Heritage Item
44	Norfolk Road	Federation	Heritage Item	Heritage Item
45	Norfolk Road	Inter War	Contributory	Neutral
46	Norfolk Road	Federation	Contributory	Contributory
46A	Norfolk Road	Unknown	N/A	Neutral
47	Norfolk Road	Federation	N/A	Neutral
47A	Norfolk Road	Unknown	N/A	Neutral
48	Norfolk Road	Federation	Contributory	Contributory
49	Norfolk Road	Federation	N/A	Contributory
49A	Norfolk Road	Unknown	N/A	Neutral
51	Norfolk Road	Inter War	N/A	Contributory
53	Norfolk Road	Inter War	N/A	Neutral
55	Norfolk Road	21st Century	N/A	Neutral
56A	Oxford Street	Post War	Heritage Item	Heritage Item
72	Oxford Street	Post War	Contributory	Neutral
73A	Oxford Street	Federation	Heritage Item	Heritage Item
74	Oxford Street	Inter War	Contributory	Neutral
74A	Oxford Street	Post War	Contributory	Neutral
75	Oxford Street	Federation	N/A	Contributory
76	Oxford Street	Inter War	Contributory	Contributory
77	Oxford Street	Federation	N/A	Neutral
78	Oxford Street	Inter War	Contributory	Contributory
79	Oxford Street	Federation	N/A	Contributory
80	Oxford Street	21st Century	N/A	Non Contributory
80A	Oxford Street	21st Century	N/A	Non Contributory
81	Oxford Street	Inter War	N/A	Contributory
82	Oxford Street	Inter War	Contributory	Contributory
84	Oxford Street	Federation	N/A	Contributory

No.	Address	Development Period	Previous Ranking	Revised Ranking
85	Oxford Street	Federation	Heritage Item	Heritage Item
86	Oxford Street	Inter War	N/A	Neutral
87	Oxford Street	Federation	Heritage Item	Heritage Item
88	Oxford Street	Late 20th Century	N/A	Neutral
89	Oxford Street	Unknown	N/A	Neutral
90	Oxford Street	Late 20th Century	N/A	Neutral
91	Oxford Street	Federation	Heritage Item	Heritage Item
93	Oxford Street	Federation	Heritage Item	Heritage Item
25	Pembroke Street	Federation	Contributory	Contributory
27-33	Pembroke Street	Inter War	Heritage Item	Heritage Item
4	Somerset Street	Late 20th Century	N/A	Neutral
6	Somerset Street	Post War	N/A	Neutral
8	Somerset Street	Late 20th Century	N/A	Neutral
10	Somerset Street	Post War	N/A	Neutral
12	Somerset Street	Post War	N/A	Neutral
14	Somerset Street	Inter War	Contributory	Contributory
6	Surrey Street	Inter War	Contributory	Contributory
6A	Surrey Street	Unknown	N/A	Neutral
8	Surrey Street	Inter War	Heritage Item	Heritage Item
10	Surrey Street	Inter War	N/A	Contributory
12	Surrey Street	Inter War	Contributory	Neutral
12A	Surrey Street	Inter War	N/A	Neutral
12B	Surrey Street	Unknown	N/A	Neutral
14	Surrey Street	21st Century	N/A	Neutral
14A	Surrey Street	Unknown	N/A	Neutral
15	Surrey Street	Inter War	Contributory	Contributory
16	Surrey Street	Post War	N/A	Neutral
16A	Surrey Street	Unknown	N/A	Neutral
17	Surrey Street	Inter War	Contributory	Contributory
18	Surrey Street	Federation	Heritage Item	Heritage Item
18A	Surrey Street	Late 20th Century	N/A	Non Contributory
19	Surrey Street	Inter War	N/A	Contributory
20	Surrey Street	Late 20th Century	N/A	Non Contributory
20A	Surrey Street	Late 20th Century	N/A	Non Contributory
21	Surrey Street	Inter War	Contributory	Contributory
21A	Surrey Street	Post War	N/A	Neutral
22	Surrey Street	21st Century	N/A	Non Contributory

No.	Address	Development Period	Previous Ranking	Revised Ranking
23	Surrey Street	Federation	Contributory	Contributory
24	Surrey Street	21st Century	N/A	Non Contributory
25	Surrey Street	21st Century	N/A	Non Contributory
26	Surrey Street	21st Century	N/A	Neutral
27	Surrey Street	21st Century	N/A	Non Contributory
28	Surrey Street	Inter War	N/A	Neutral
29	Surrey Street	Federation	Contributory	Contributory
29A	Surrey Street	Unknown	N/A	Neutral
29B	Surrey Street	Unknown	N/A	Neutral
30	Surrey Street	Federation	Contributory	Neutral
30A	Surrey Street	Unknown	N/A	Neutral
30B	Surrey Street	Unknown	N/A	Neutral
30C	Surrey Street	Unknown	N/A	Neutral
31	Surrey Street	Federation	Contributory	Contributory
31A	Surrey Street	Unknown	N/A	Neutral
32	Surrey Street	Federation	Contributory	Contributory
32A	Surrey Street	Unknown	N/A	Neutral
33	Surrey Street	Federation	Heritage Item	Heritage Item
34	Surrey Street	Federation	Contributory	Neutral
34A	Surrey Street	Unknown	N/A	Neutral
35	Surrey Street	Inter War	Contributory	Contributory
36	Surrey Street	Post War	Contributory	Neutral
36A	Surrey Street	Unknown	N/A	Neutral
37	Surrey Street	Federation	Contributory	Neutral
38	Surrey Street	Inter War	Contributory	Neutral
39	Surrey Street	Inter War	Contributory	Contributory
40	Surrey Street	Federation	Heritage Item	Heritage Item
41	Surrey Street	21st Century	N/A	Non Contributory
42	Surrey Street	Late 20th Century	N/A	Neutral
43	Surrey Street	Unknown	N/A	Neutral
43A	Surrey Street	21st Century	N/A	Non Contributory
44	Surrey Street	Post War	Contributory	Neutral
45	Surrey Street	21st Century	Contributory	Non Contributory
45A	Surrey Street	Unknown	N/A	Neutral
45B	Surrey Street	Unknown	N/A	Neutral
46	Surrey Street	Post War	Contributory	Neutral
47	Surrey Street	Post War	N/A	Neutral

No.	Address	Development Period	Previous Ranking	Revised Ranking
48	Surrey Street	Post War	Contributory	Neutral
49	Surrey Street	Inter War	Contributory	Contributory
49A	Surrey Street	Unknown	N/A	Neutral
51	Surrey Street	Post War	N/A	Neutral
1	Sussex Street	Federation	Contributory	Contributory
2	Sussex Street	Inter War	Contributory	Neutral
2A	Sussex Street	Post War	N/A	Neutral
3	Sussex Street	Inter War	Contributory	Contributory
4	Sussex Street	Inter War	Contributory	Contributory
5	Sussex Street	21st Century	N/A	Neutral
6	Sussex Street	21st Century	Contributory	Non Contributory
6A	Sussex Street	Unknown	N/A	Neutral
8	Sussex Street	Inter War	Contributory	Contributory
7	Sussex Street	21st Century	Contributory	Non Contributory
9	Sussex Street	Federation	Heritage Item	Heritage Item
9A	Sussex Street	Unknown	N/A	Neutral
10	Sussex Street	Inter War	Contributory	Contributory
11	Sussex Street	Federation	Heritage Item	Heritage Item
12	Sussex Street	21st Century	N/A	Non Contributory
13	Sussex Street	Unknown	N/A	Neutral
14	Sussex Street	Post War	N/A	Neutral
15	Sussex Street	Federation	Heritage Item	Heritage Item
15A	Sussex Street	Unknown	N/A	Neutral
16	Sussex Street	Late 20th Century	N/A	Neutral
17	Sussex Street	21st Century	N/A	Neutral
17A	Sussex Street	Unknown	N/A	Neutral
19	Sussex Street	Inter War	N/A	Neutral
21	Sussex Street	Post War	N/A	Neutral
5	York Street	Inter War	N/A	Contributory
7	York Street	Post War	N/A	Neutral
9	York Street	Post War	N/A	Neutral
9A	York Street	21st Century	N/A	Non Contributory



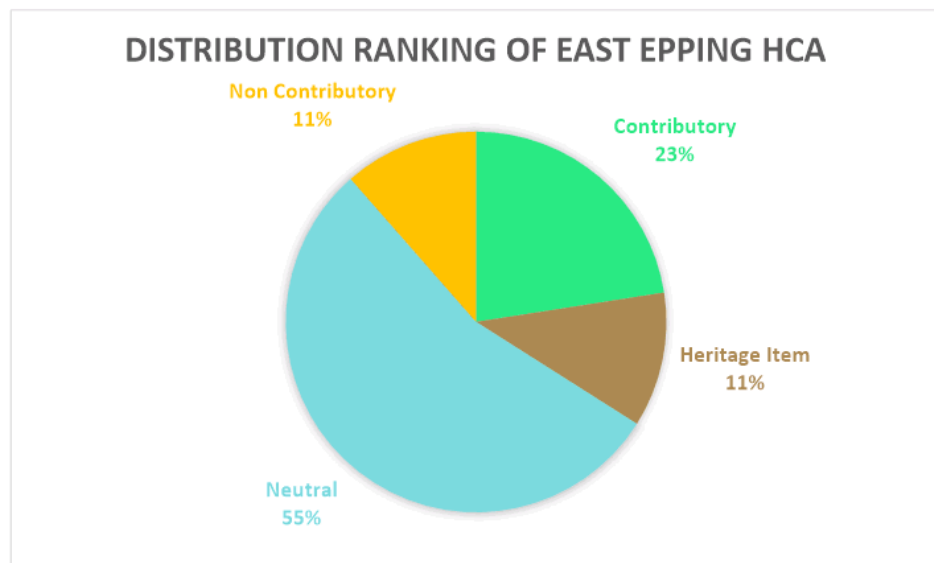


Figure 50: Distribution of Rankings of East Epping HCA.

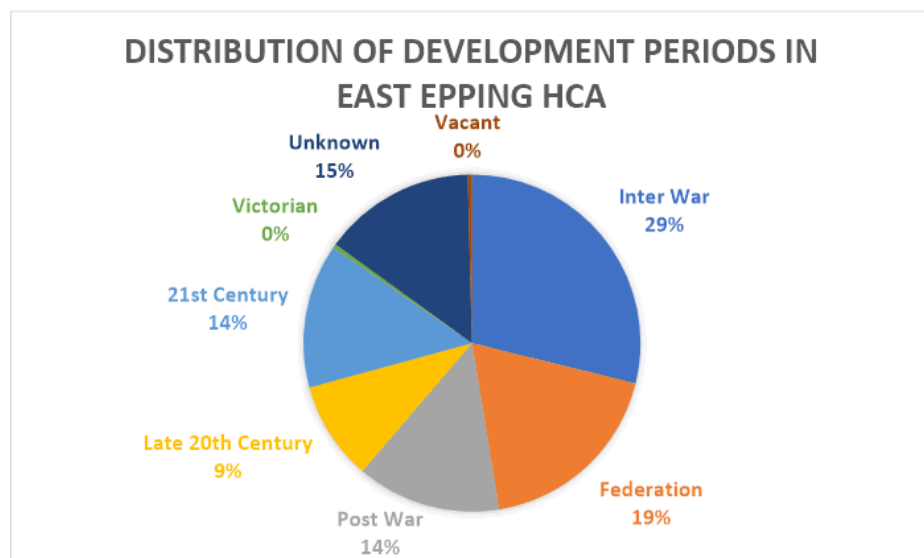


Figure 51: Distribution of Development Periods of East Epping HCA. The unknown development periods relate to properties which are located at the rear of another site and are not visible from the street fronts. Many properties within the East Epping HCA have been subdivided for dwellings to be constructed at the rear. These dwellings are not visible from the streetscape and have been ranked as being Neutral due to their presence neither enhancing or detracting from the area.

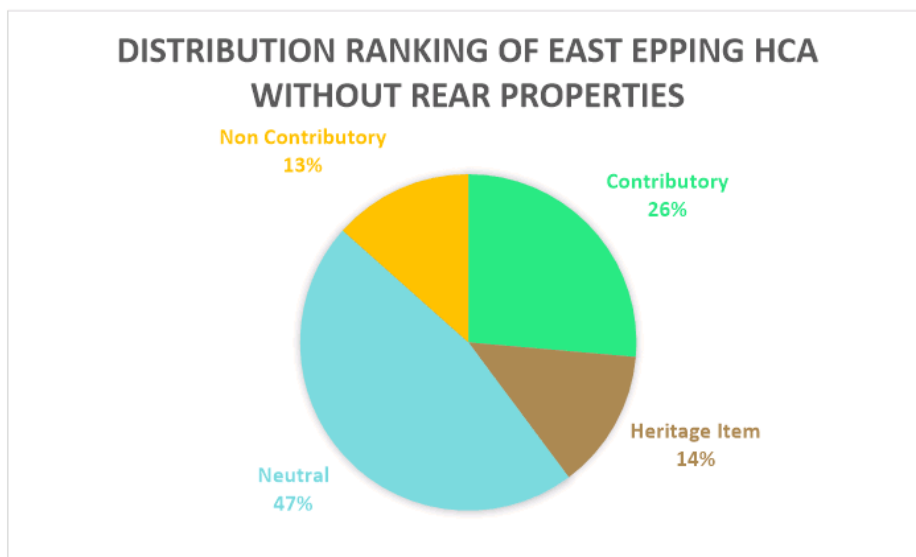


Figure 52: Distribution of ranking of East Epping HCA without rear property contribution. Due to a large number of properties within the East Epping HCA being subdivided, the properties which are not visible from the streetscape, do not contribute toward the character of the area and thus skew the distribution of rankings.

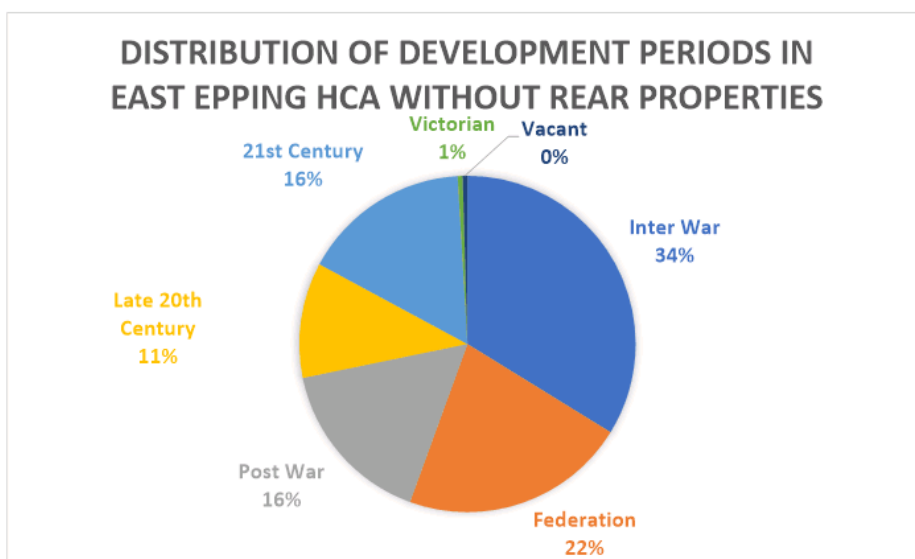


Figure 53: Distribution of developments periods of East Epping HCA without rear properties. Due to the large number of properties within the East Epping HCA being subdivided, the properties which are not visible from the streetscape do no contribute toward the character of the area. As such, their development period is unknown as depicted and have been removed from the above pie chart.

## 7.4 Essex Street Heritage Conservation Area

The Essex Street HCA consists of sixty (60) properties and two (2) streets and is located in the south-eastern portion of the Epping Town Centre Study Area. The two streets include Essex Street and Maida Road.

### 7.4.1 Previous Contributions Ranking

There are currently four (4) Heritage Items listed under Part 1 of Schedule 5 of the Hornsby LEP 2013 which are located within the Essex Street HCA (Figure 54). The majority of heritage items within the HCA are of local significance.

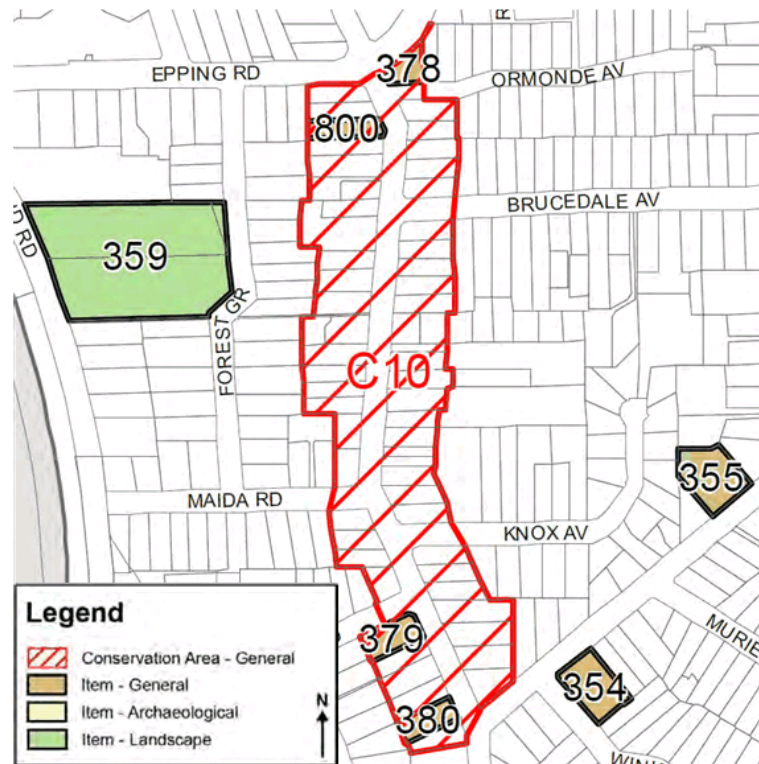


Figure 54: Extract of Heritage Map 11 from Hornsby LEP 2013, depicting Essex Street HCA (Source: Heritage Map 11, Hornsby LEP 2013)

In addition to the listed heritage items within the HCA, relative contribution ranking of each property within the East Epping HCA Area was also identified as part of the of the *Epping Town Centre Heritage Review* prepared by Perumal Murphy Alessi in 2013, as outlined previously. The contributions map prepared for this previous study is reproduced in Figure 52.

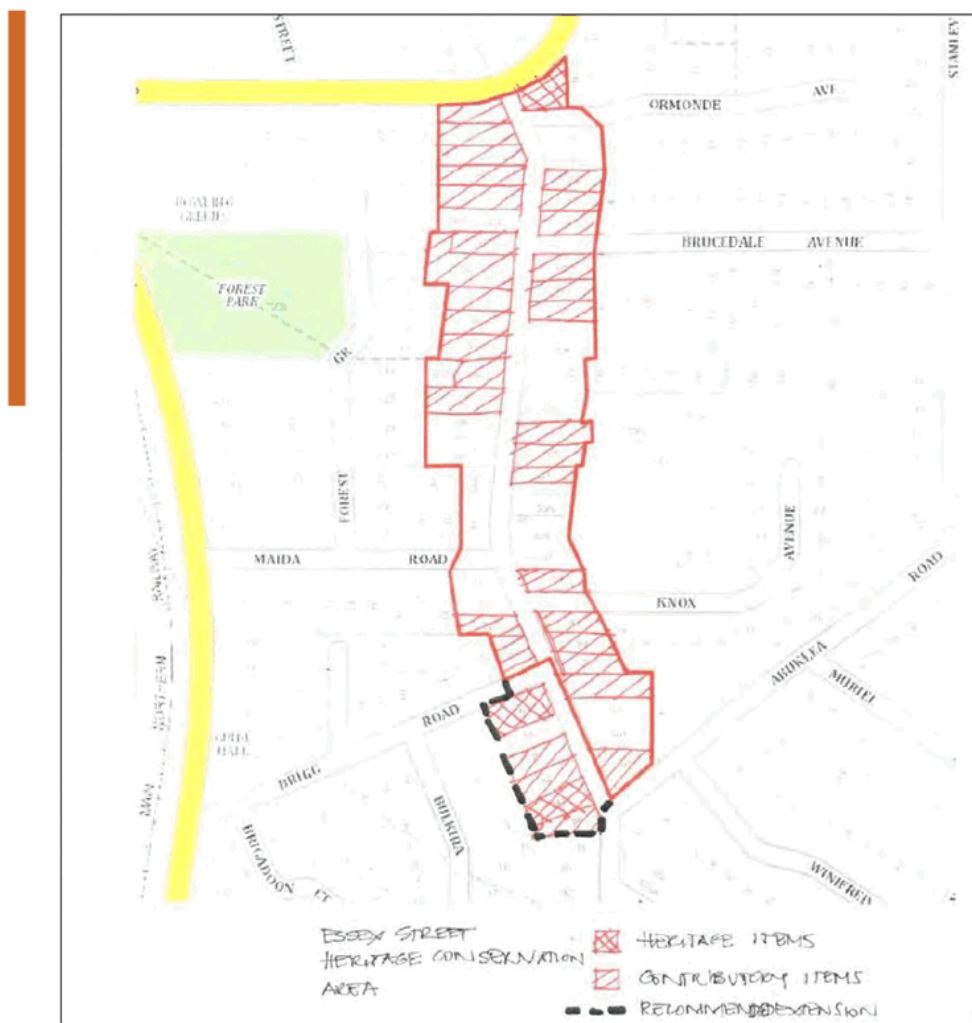


Figure 55: Mark up showing contributory items and recommended extension of Essex Street HCA (Source: Perumal Murphy Alessi, *Epping Town Centre Heritage Review* (March 2013) p. 82)

#### 7.4.2 Review of Contributions Ranking

Whilst Heritage Items and Contributory items of the Essex Street HCA were identified within the *Epping Town Centre Heritage Review*, the relative ranking of the remaining properties was not addressed. In order to gain a greater understanding of all properties' relative contribution to the significance of the Essex Street HCA, an assessment of each property's contribution has been conducted on foot as part of this study.

The revised relative contribution of individual buildings towards the significance of the Essex Street HCA is depicted in Figure 56 and further detailed in the table overleaf. The distribution of rankings and development periods are further summarised in Figures 57 to 59.





Figure 56: Essex Street HCA Contribution Ranking.



Figure 57: Essex Street HCA Ranking with development period overlay.

### Ranking of Properties in Essex Street HCA

No.	Address	Development Period	Previous Ranking	Revised Ranking
38	Essex Street	Inter War	Contributory	Neutral
40	Essex Street	Inter War	Contributory	Contributory
42	Essex Street	Federation	Heritage Item	Heritage Item
44	Essex Street	Inter War	Contributory	Neutral
46	Essex Street	Federation	Contributory	Contributory
48A	Essex Street	Late 20th Century	N/A	Non Contributory
47	Essex Street	Federation	Heritage Item	Heritage Item
48	Essex Street	Late 20th Century	N/A	Non Contributory
50	Essex Street	Inter War	Contributory	Contributory
51	Essex Street	Late 20th Century	N/A	Neutral
52	Essex Street	Inter War	Contributory	Contributory
53	Essex Street	21st Century	N/A	Non Contributory
54	Essex Street	Inter War	Contributory	Contributory
55	Essex Street	Inter War	Contributory	Contributory
56	Essex Street	Inter War	Contributory	Contributory
57	Essex Street	Inter War	Contributory	Neutral
58	Essex Street	Inter War	Contributory	Contributory
59	Essex Street	Inter War	Contributory	Contributory
60	Essex Street	Federation	Contributory	Contributory
60A	Essex Street	Late 20th Century	N/A	Neutral
61	Essex Street	Inter War	Contributory	Contributory
62	Essex Street	Inter War	Contributory	Contributory
63	Essex Street	Inter War	Contributory	Contributory
64	Essex Street	Post War	N/A	Neutral
65	Essex Street	Inter War	Contributory	Contributory
66	Essex Street	Post war	N/A	Non Contributory
67	Essex Street	Late 20th Century	N/A	Non Contributory
68	Essex Street	Post War	N/A	Non Contributory
68A	Essex Street	Post War	N/A	Neutral
69	Essex Street	21st Century	N/A	Non Contributory
70	Essex Street	Post War	N/A	Neutral
71	Essex Street	21st Century	N/A	Non Contributory
71A	Essex Street	21st Century	N/A	Non Contributory
72	Essex Street	Inter War	Contributory	Contributory
73A	Essex Street	Late 20th Century	N/A	Neutral
74	Essex Street	Inter War	Contributory	Neutral

No.	Address	Development Period	Previous Ranking	Revised Ranking
75	Essex Street	Post War	N/A	Non Contributory
76	Essex Street	Federation	Heritage Item	Heritage Item
77	Essex Street	Post War	Contributory	Neutral
78	Essex Street	Post War	N/A	Neutral
79	Essex Street	Inter War	Contributory	Contributory
80	Essex Street	Inter War	Contributory	Neutral
81	Essex Street	Inter War	Contributory	Contributory
82	Essex Street	Inter War	Contributory	Contributory
83	Essex Street	Inter War	N/A	Neutral
83A	Essex Street	Late 20th Century	N/A	Non Contributory
84	Essex Street	Federation	Heritage Item	Heritage Item
85	Essex Street	Late 20th Century	N/A	Non Contributory
85A	Essex Street	Late 20th Century	N/A	Non Contributory
86	Essex Street	Federation	Contributory	Contributory
87	Essex Street	Post War	N/A	Neutral
89	Essex Street	Post War	Contributory	Neutral
91	Essex Street	Inter War	Contributory	Neutral
93	Essex Street	Inter War	Contributory	Contributory
95	Essex Street	Inter War	Contributory	Contributory
97	Essex Street	Inter War	Contributory	Contributory
99	Essex Street	Late 20th Century	N/A	Non Contributory
101	Essex Street	Inter War	N/A	Neutral
103	Essex Street	Inter War	Contributory	Contributory
15	Maida Road	Late 20th Century	N/A	Non Contributory
38	Essex Street	Inter War	Contributory	Neutral

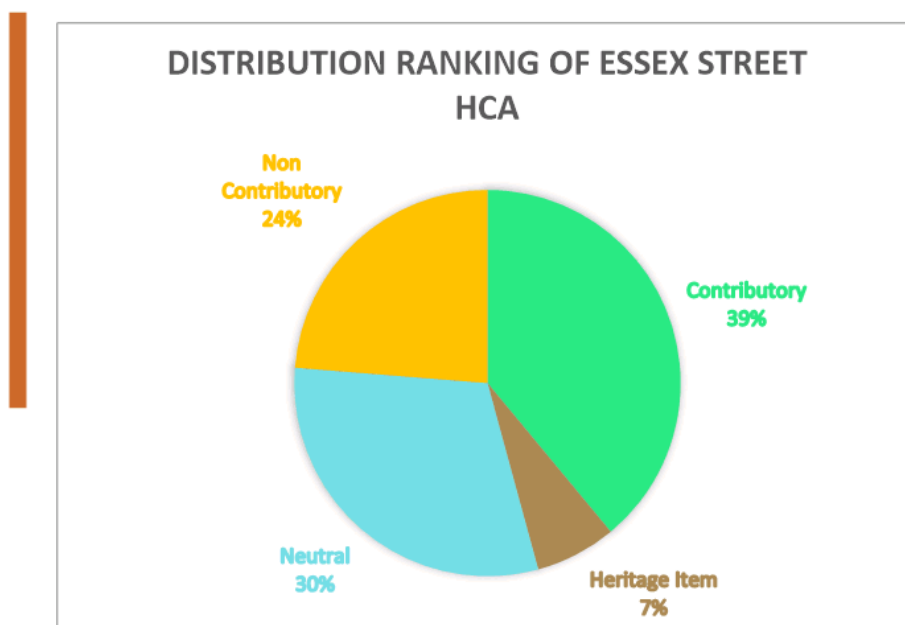


Figure 58: Distribution of Ranking of Essex Street HCA.

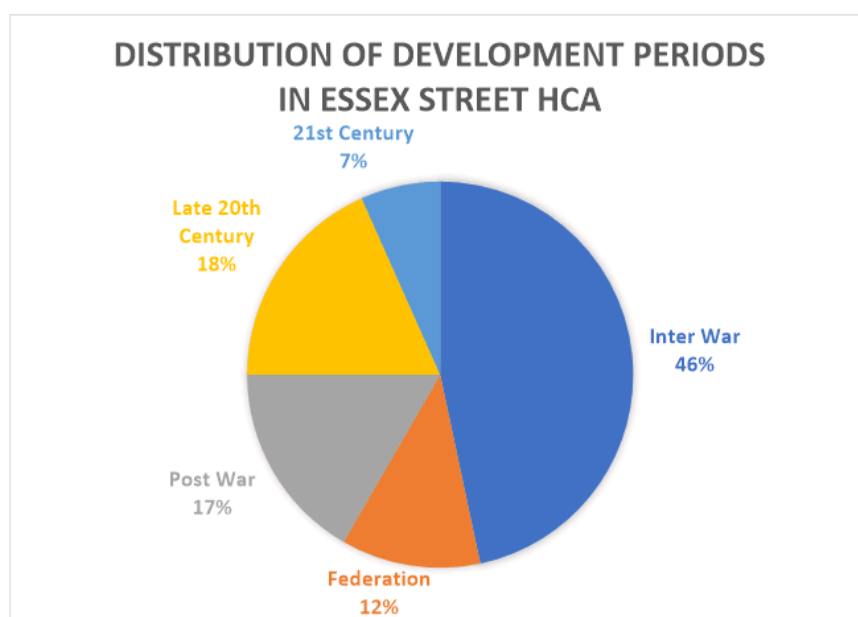


Figure 59: Distribution of Development Periods of Essex Street HCA.



## 7.5 Rosebank Avenue Heritage Conservation Area

The Rosebank Avenue HCA consists of approximately eighteen (18) properties and one (1) street and is located in the north-western portion of the Epping Town Centre Study Area. All properties within the HCA address Rosebank Avenue.

### 7.5.1 Previous Contributions Ranking

There are currently two (2) Heritage Items listed under Part 1 of Schedule 5 of the Hornsby LEP 2013 which are located within the Rosebank Avenue HCA (Figure 60). These two heritage items within the HCA are of local significance.

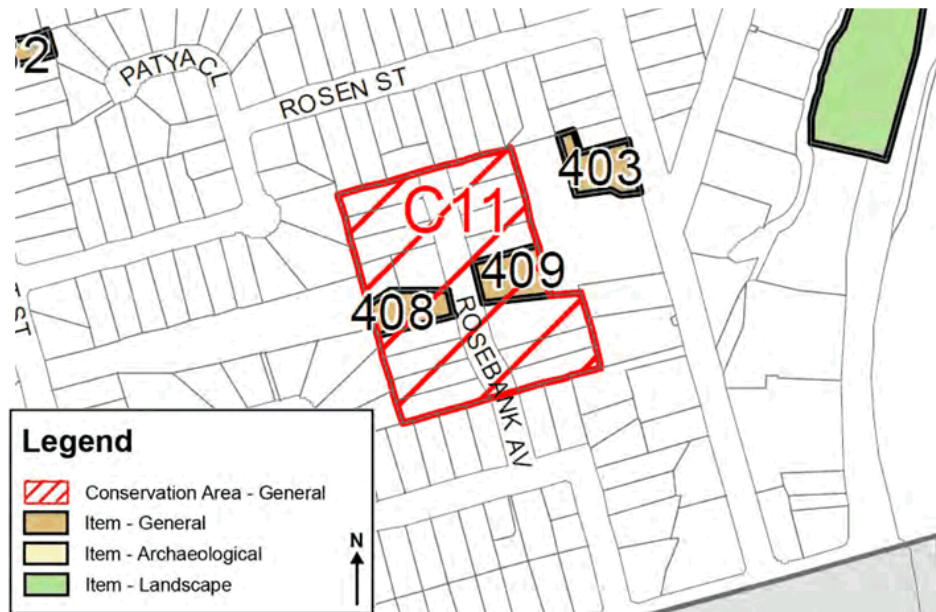


Figure 60: Extract of Heritage Map 11 from Hornsby LEP 2013, depicting Rosebank Avenue HCA (Source: Heritage Map 11, Hornsby LEP 2013)

Unlike the East Epping and Essex Street HCAs, an assessment of each property's contribution to the area was not conducted as part of the *Epping Town Centre Heritage Review* prepared by Perumal Murphy Alessi in 2013. Despite no contribution ranking being previously established for the Rosebank Avenue HCA, all except four dwellings within the area were constructed in 1938. The remaining three dwellings were constructed by 1942 and one in c.2007, which formed part of a subdivision of 15 Rosebank Avenue. As outlined in the Statement of Significance for the area in Section 6.4.4, the Rosebank Avenue HCA is a rare, fine and largely intact representative example of a residential development of an Inter War housing estate for the Hornsby Shire area. Due to the significance and intactness of the area, it can be stated that the relative contribution of each property within the Rosebank HCA is high, as determined through previous heritage assessments of the area.

### 7.5.2 Review of Contributions Ranking

Whilst Heritage Items within the Rosebank Avenue HCA were identified within the *Epping Town Centre Heritage Review*, the relative contribution of the properties was not addressed. In order to gain a greater understanding of all properties' relative contribution to the established significance of the Rosebank Avenue HCA, an assessment of each property's contribution has been conducted on foot as part of this study.

The relative contribution of individual building towards the significance of the Rosebank Avenue HCA is depicted in Figure 61 and further detailed in the following table. The distribution of rankings and development periods are further summarised in Figures 62 to 64.



Figure 61: Rosebank Avenue HCA Contribution Map.



Figure 62: Rosebank Avenue HCA Contribution map with distribution of periods overlay

### Ranking of Properties in Rosebank Avenue HCA

No.	Address	Development Period	Previous Ranking	Revised Ranking
1	Rosebank Avenue	Inter War	Not assessed	Contributory
2	Rosebank Avenue	Inter War	Not assessed	Contributory
3	Rosebank Avenue	Inter War	Not assessed	Contributory
4	Rosebank Avenue	Inter War	Not assessed	Contributory
5	Rosebank Avenue	Inter War	Not assessed	Neutral
6-8	Rosebank Avenue	Inter War	Not assessed	Contributory
7	Rosebank Avenue	Inter War	Not assessed	Contributory
9	Rosebank Avenue	Inter War	Heritage Item	Heritage Item
10	Rosebank Avenue	Inter War	Heritage Item	Heritage Item
12	Rosebank Avenue	Inter War	Not assessed	Contributory
13	Rosebank Avenue	21st Century	Not assessed	Neutral
14	Rosebank Avenue	Inter War	Not assessed	Contributory
15	Rosebank Avenue	Inter War	Not assessed	Contributory
16	Rosebank Avenue	Inter War	Not assessed	Contributory
17	Rosebank Avenue	Inter War	Not assessed	Contributory
18	Rosebank Avenue	Inter War	Not assessed	Contributory
19	Rosebank Avenue	Inter War	Not assessed	Contributory
21	Rosebank Avenue	Inter War	Not assessed	Neutral

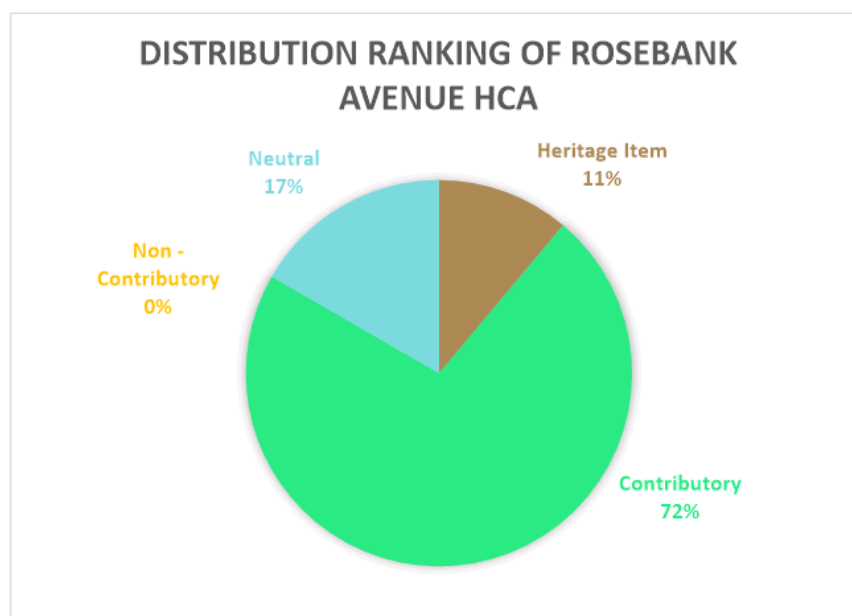


Figure 63: Distribution of Ranking of Rosebank Avenue HCA.

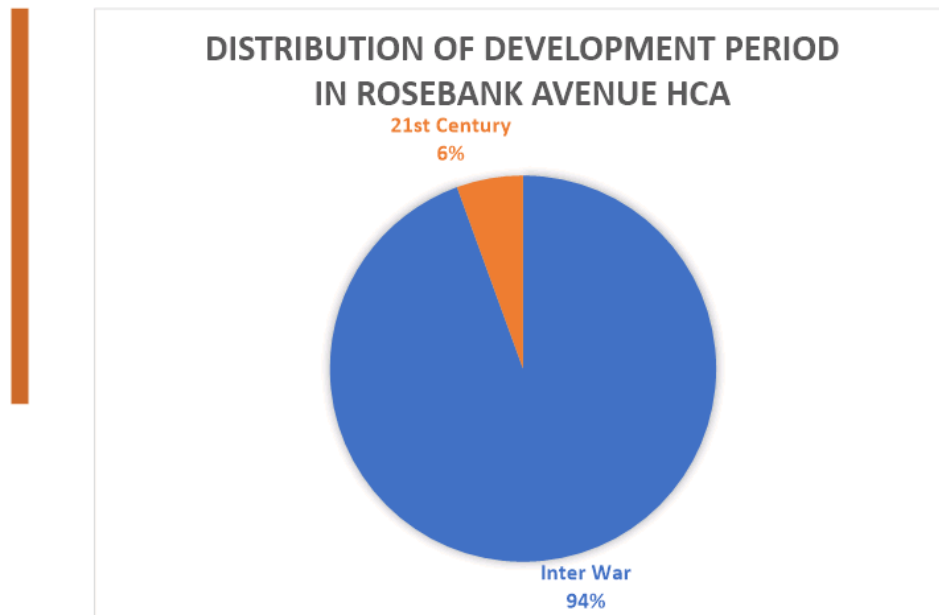


Figure 64: Distribution of Development Periods of Rosebank Avenue HCA.

## 7.6 Summary of Findings

### 7.6.1 East Epping Heritage Conservation Area

As established in Section 7.6.1, the East Epping HCA, retains its heritage significance as determined through previous studies of the area. Despite the previous contributory ranking of the East Epping HCA ranking more properties as being Contributory, the Neutral ranking awarded to the majority of properties within the HCA was primarily due to unsympathetic additions and alterations made to Federation and Inter War properties which rendered some of these properties a Neutral ranking rather than a Contributory ranking. Detailing of properties which are of the characteristics of the Federation and Inter War period could be altered to reflect the key characteristics of their respective development periods, restoring them to a ranking of Contributory. For example, this could include reinstating balconies which have been closed in, removal of unsympathetic carports, restoration of period detailing, such as exterior timber work, removal of uncharacteristic details and replacement with characteristic details.

Of the 253 properties located within the area, a total of 44% of the area is comprised of heritage items and contributory buildings and including all neutral buildings makes up a total of 89% of properties within the area. The area was confirmed to have a predominantly Federation and Inter War period character, with a total of 29% Inter War and 19% Federation properties, reflecting the early periods of development of the area following the subdivision of the Field of Mars. Post War, Late 20th Century and 21st Century properties total 37% all together; however, are scattered throughout the Inter War and Federation period properties of the area. Only one property was dated from the Victorian period at 70 Chester Street and another property was vacant, at 29A Chester Street. The vacant property previously had an Inter War Bungalow constructed on the site, and it appears that this building was demolished sometime after the 2013 study.

The high percentage of Neutral ranked properties was further due to a number of properties being subdivided, where it is typically seen in the area for an original Inter War or Federation period home to be sited at the front of the site, and newer dwelling being erected at the rear of the property, which would have served as the back yard of the original property. Due to



these rear properties not being visible from the streetscape, all of these properties have been ranked as Neutral, as they neither enhance nor detract from the overall characteristic detail of the HCA.

Whilst the area has retained its established heritage significance, the East Epping HCA requires adequate conservation guidelines and planning controls both within the area and in particular with interface areas of medium and high density development, which have the potential to further impact upon the visual setting and character of the area. This is of particular concern along the south-western edge of the area, where properties located along Essex Street, Norfolk Road and the very western properties of Chester Street. Recommendations on amendments to the current planning provisions for the area and interface areas are made in Section 11.2, which also take into account consultation with the residents and community members, which are also addressed in Section 8.0.

#### 7.6.2 Essex Street Heritage Conservation Area

As established in Section 7.6.2, the Essex Street HCA, retains its heritage significance as determined through previous studies of the area. The ranking of properties as contributory has remained relatively the same as the previous rankings in 2013, with eight (8) properties being ranked as Neutral rather than Contributory, primarily due to unsympathetic alterations and additions to Inter War period dwellings, which has reduced the integrity of the buildings. One Inter War period weatherboard building, at 38 Essex Street, has sustained significant fire damage during 2016, with none of the original roof remaining. Despite being burnt out, the external façade remains, although damaged, and was awarded a Neutral ranking.

Of the sixty (60) properties located within the area, a total of 45% are comprised of heritage items and contributory buildings, and including all neutral buildings include a total of 75% of properties within the area. The area was confirmed to have predominantly Inter War period character, with a total of 46% of properties dating the period, reflecting the subdivisions of the farmlets located along the southern end of Essex Street from the 1920s. Federation period properties also still remain in the area, totalling 14%. These properties are scattered along the street, reflecting the earlier larger subdivision pattern of this area of the Epping Town Centre. The remaining properties, totalling 42% are composed of Post War, Late 20th Century and 21st Century properties. These later period properties are primarily located toward the centre of the Essex Street HCA.

Whilst the area has overall retained its integrity and character, the Essex Street HCA requires adequate conservation guidelines and planning controls both within the area and in particular with interface areas of medium and high density development, which have the potential to further impact upon the visual setting and character of the area. Particular areas of concern are the interface areas between the Essex Street properties located on the western side of the street, between Epping Road and Maida Road, where multiple high density residential developments are currently underway or have recently been approved. The recommendations on amendments to the current planning provisions for the area and interface areas are made in Section 11.2, which also take into account consultation with the residents and community members, which is also addressed in Section 8.0.

#### 7.6.3 Rosebank Avenue Heritage Conservation Area

As established in Section 9.3, the Rosebank Avenue HCA, retains its heritage significance as determined through previous studies of the area. All properties within the area, except for 13 Rosebank Avenue, date to the original development of the Avenue as part of the Rosegrove Estate. All properties maintain their original Inter War period character; however, some modifications to two properties within the area, 5 and 21 Rosebank Avenue, have resulted in some period detailing being removed or modified, rendering in these properties being awarded a Neutral ranking. Despite this Neutral ranking, these two properties continue to contribute toward the character of the Rosebank Avenue HCA and could be returned to a Contributory ranking with reinstatement of period detailing and removal of unsympathetic modifications.

Of the 18 properties located within the area, a total of 88% of the area is comprised of heritage items and contributory buildings, and with inclusion of all neutral buildings make up a total of 100% of properties within the area. Only one property in the area dates from the 21st century, being 13 Rosebank Avenue, which lies directly behind 15 Rosebank Avenue. The new property is not visible from the street and is single storey, resulting in no impact to the significant streetscape qualities of the area.

Although the Rosebank Avenue HCA retains its integrity and established heritage significance, the area requires adequate conservation guidelines and planning controls both within the area and in particular with interface areas of medium and high density development, which have the potential to further impact upon the visual setting and character of the area. Areas of particular concern are properties within the Rosebank Avenue HCA which share a property boundary with high density residential developments on Cliff Road and Hazlewood Place. Recommendations on amendments to the current planning provisions for the area and interface areas are made in Section 11.2, which also take into account consultation with the residents and community members, which is also addressed in Section 8.0.

## 8. Community Consultation

### 8.1 Previous Community Issues and Concerns

Further to the re-assessment of the significance and integrity of the East Epping, Essex Street and Rosebank Avenue HCAs, this study sought feedback from the local community, property owners and heritage groups, on the issues which have arisen following the listing of each of the three HCAs after the 2013 study, and the current development of medium and high density residential development which are impacting upon the properties within HCAs that have the interface zone with these developments.

Prior to the beginning of this study, many community members and property owners of each of the three HCAs had made contact with Hornsby Council and the City of Parramatta Council to express their various concerns on the impact of heritage listing of HCAs, individual properties and the impact of medium and high density residential development. City of Parramatta Council provided letters from property owners and community groups over various concerns relating to heritage matters within the three HCAs. Of the material provided to City Plan Heritage, the following letters were included and are summarised as follows:

Letter Addresser	Issues and Concerns Raised
Property Owner of 42 Essex Street	Owner of 42 Essex Street request for property to be removed as a heritage item and be removed from Schedule 5 of the LEP (17 January 2016)
Epping Civic Trust	Epping Civic Trust supports the listing of the Essex Street Conservation Area, and supports the maintenance of the HCA's boundaries and the updating of the Section 9.4 of the DCP to include additional transitional measures to assist in mitigation impact from high density development (19 January 2015)
Damien Tudehope MP (Member for Epping)	Damien Tudehope MP (Member for Epping) requested for an immediate review as to the appropriateness of the continuation of the heritage conservation area in Essex Street and for Council to develop a new LEP that would act as a master plan for the redevelopment of the Essex Street precinct (provided the HCA is removed) (15 June 2015);
Property Owner of 1 Essex Street	Property owners of 1 Essex Street objection to listing of 1 and 3 Essex Street within the East Epping Heritage Conservation Area, and removal of 3 Essex Street as a heritage item. Further request for both properties to be rezoned as high density residential and equivalent building heights (18 September 2015);
Essex Street HCA Residents	Petition letter from residents of Essex Street HCA, requesting for a review of the Essex Street HCA, due to the burden the 'imposed' HCA zoning has on the properties within the zone. 38 residents of Essex Street signed the petition (16 December 2014)

The overwhelming number of the letters received from community members opposed the listing of the Essex Street and East Epping HCAs, in addition to the individual listing of 3 Essex Street and 42 Essex Street. The only letter not objecting to the removal of any HCA was from the Epping Civic Trust, who support the listing of the Essex Street HCA and encourage further planning controls to be included in the Hornsby DCP 2013.

### 8.2 Site Visit Consultation

In order to assess the current impact of high and medium density residential development at interface areas within the East Epping, Essex Street and Rosebank Avenue HCAs site visits with specific property owners were organised over two days, 21 and 22 March 2017. The

purpose of the site visits was two-fold, the first, to assess the impact of the high and medium density residential developments which lay adjacent to properties located within the HCAs, and the second, to gather and understand the issues and concerns of individual property owners on both the listing of each of the HCAs, and the impact that development was having upon them.

Whilst appointments were organised with individual property owners at allocated times, additional consultation was also conducted with property owners who had not secured an appointment was also undertaken. The below table outlines the property owners of whom City Plan Heritage consulted with and obtained their general issues and concerns relating to the East Epping, Essex Street and Rosebank Avenue HCAs and the impact of high and medium density. The issues and concerns raised are listed in no particular order.

HCA	Property Owners Consulted	General Issues and Concerns Raised
East Epping	3 Essex Street	<ul style="list-style-type: none"> <li>Concerned about the impacts of high density residential development on their privacy</li> <li>Visual and physical impact of development on rear fence</li> <li>Worried about impact on financial value of property due to HCA, R2 zoning and adjacent development</li> <li>Some owners considering moving away from area due to impact of development</li> <li>Some owners experiencing health issues due to construction of developments</li> <li>Some owners unclear why their properties are included in the HCA</li> <li>Documentation from the property owners of Norfolk Road and Pembroke Streets was submitted to CPH for review as part of this phase of consultation. This documentation has been taken into consideration and is addressed in Section 11.5.</li> </ul>
	25 Pembroke Street	
	1 Norfolk Road	
	3 Norfolk Road	
	3A Norfolk Road	
	5 Norfolk Road	
	7 Norfolk Road	
	7A Norfolk Road	
Essex Street	40 Essex Street	<ul style="list-style-type: none"> <li>Visual and physical impact of development on rear fence</li> <li>Loss of privacy in rear yards</li> <li>Safety concerns</li> <li>Worried about impact on financial value of property due to HCA, R2 zoning and adjacent development</li> <li>Mature trees under threat or have been removed due to development</li> <li>Would like to add to existing properties, but not sure if substantial extensions would be approved due to HCA.</li> </ul>
	42 Essex Street	
	46 Essex Street	
	52 Essex Street	
	54 Essex Street	
	64 Essex Street	
	66 Essex Street	
Rosebank Avenue	1 Rosebank Avenue	<ul style="list-style-type: none"> <li>Worried about impact on financial value of property due to HCA, R2 zoning and adjacent development</li> <li>Some owners considering moving away from area due to impact of development. Would not have considered before the land surrounding the HCA was rezoned.</li> <li>Mature trees under threat or have been removed due to development</li> </ul>
	2 Rosebank Avenue	
	5 Rosebank Avenue	



### 8.3 Community Workshops

Two community workshops were conducted by Parramatta City Council on 1 and 3 May 2017. Each workshop was facilitated by Straight Talk who will be composing a report for inclusion in the Discussion Paper to be prepared by the City of Parramatta Council. Each of the two community workshops were geared toward two groups, the first with property owners within the HCAs and the second with community members with general interest in the heritage review.

As part of these workshops, a short presentation by both the City of Parramatta Council and City Plan Heritage was conducted before the proceedings of the workshop activities.<sup>8</sup> The City of Parramatta Council's presentation provided explanation as to the context and aims of the heritage review, as part of the Epping Planning Review which aims to:

1. Progress work undertaken by the Department of Planning & Environment, completed in March 2014;
2. Consolidate the planning controls to create one set of planning controls across the Town Centre and immediate surrounds; and
3. Provide a consistent approach to managing the high level of interest from developers within the centre.

In addition, the two stage approach of the Epping Planning Review was outlined as follows:

▪ **Stage 1 - December 2016 to December 2017**

1. Community consultations;
2. The preparation of 4 technical studies on: heritage conservation areas; traffic; social infrastructure; and commercial land uses;
3. The exhibition of a discussion paper in mid 2017, including getting public feedback;
4. Endorsement of key principles in late 2017

▪ **Stage 2 - from 2018 onwards:**

1. The preparation of new planning controls, including:
  - New Local Environmental Plan (LEP)
  - New Development Control Plan (DCP)
  - New Section 94 Plan

City Plan Heritage presented the information gathered to date (1 and 3 May) for the heritage review, to contextualise the study and provide clarification of the aims and scope of the study to the community members attending the workshops. The information presented at both workshops included the following:

- Scope of the brief;
- Methodology of heritage review;
- Brief History of the Epping Town Centre Area;
- Field Survey Ranking Criteria; and
- Overview of characteristics of East Epping, Essex Street and Rosebank Avenue HCAs.

As both of the community workshops took place before any recommendations had been made by City Plan Heritage to the City of Parramatta Council, all information presented at both of the workshops were at a preliminary stage.

<sup>8</sup> A copy of the presentation from the community workshops conducted on the 1 and 3 May can be found via: <https://www.cityofparramatta.nsw.gov.au/about-parramatta/precinct-planning/epping-planning-review> (accessed on 15 May 2017)

Following City Plan Heritage's presentation, Straight Talk facilitated workshop discussions, based around three target questions as follows:

1. Values:
  - What do you value most about the Heritage Conservation Areas?
2. Experiences:
  - What is your experience around development in this area?
  - What do you see as being the key concerns when it comes to development regarding the Heritage Conservation Areas?
3. What should Council Consider?
  - What do you think Council should take into consideration when reviewing the planning controls for the Heritage Conservation Areas?

For the workshop on 1 May 2017, attendees were seated according to the street on which they lived, whilst for the workshop on 3 May 2017, attendees were seated wherever they wished. A summary of the results of these two workshops are outlined in the below tables.<sup>9</sup> A detailed summary of the Community Workshops is contained within the report prepared by Straight Talk.

1 May 2017 - Directly Affected Community Members Workshop	
<b>Key Insights</b>	<ul style="list-style-type: none"> <li>▪ The current aesthetic of the area is highly valued. Greenery in general makes the area inviting and gives the streets a 'lovely' feel</li> <li>▪ Low density buildings are perceived to add space and safety. This adds to the family-friendly character of the suburb</li> <li>▪ There was comment that over-development raises issues regarding traffic, privacy, noise and rubbish. These things were among a number of other anxieties which relate to the 'destruction' of the overall quality of the suburb</li> <li>▪ Traffic and parking was perceived to be a major issue. General congestion from increasing numbers of residents who may tenant new apartment blocks as well as commuters who travel through Epping on their commute to the city and other areas for work and during the week raise questions around how this will be managed for the future</li> <li>▪ Participants believe that future planning and development should be consistent and appropriate for each section of the local area. Suggestions to apply transition zones to new developments were made</li> <li>▪ A majority of the attendees supported a consideration of removing in whole or in part the HCAs which are part of the Heritage Review. This was particularly apparent in regards to Rosebank Avenue and Essex Street HCAs, as they are perceived the community members to now be compromised by new development in general.</li> </ul>
<b>Group Exercise 1</b> <i>Values: What do you value the most about your neighbourhood</i>	The most often mentioned values included: Proximity to public transport and schools, green, peaceful, community, heritage, suburban, consistency, privacy, open space, safety, gardens, pool, low-density, convenience and accessibility. Alongside listing these values, many participants expressed their concern about losing them because of new development. Some participants found this exercise difficult since they believe that the area has already changed significantly and therefore they struggled to identify any existing values.

<sup>9</sup> The summary of findings of the Community Workshops have been provided by Straight Talk and are incorporated into the subject tables. Some amendments have been made to these summaries where clarification or additional information from the Community Workshops observed by CPH was deemed to be relevant for inclusion within these summaries.

<b>Group Exercise 2</b> <i>Experiences: What is your experience around development in this area? What do you see as being the key concerns when it comes to development regarding your street or neighbourhood?</i>	<p>Participants mentioned several different concerns including: Traffic issues and inadequate parking, visual and privacy issues concerning low and high-density housing immediately next to each other, increasing pollution and noise issues, lack of open and green spaces, confusion about what characterises an HCA and a wish to remove the heritage listing, lack of political transparency, safety, decrease in resident's mental health, negative economic consequences for residents, affected infrastructure and closing down of local shops and services.</p>
<b>Group Exercise 3</b> <i>Proposals: What do you think Council should take into consideration when reviewing the existing planning controls?</i>	<p>The proposals to Council were concentrated around four subjects. Firstly, numerous participants expressed a wish for Council to review the HCAs under the current Heritage Review and to consider removing the HCAs in whole or in part. On the other hand, others stated that heritage items should be protected. Appropriate planning and development was another key matter and here participants suggested height restrictions on new development, buffer zones between low and high-density housing and well-designed new development as significant matters. Participants wanted Council to focus on improving Epping's infrastructure which, it was felt, is currently not geared for the increasing population. Improving parking facilities was particularly emphasised. Finally, it was suggested that Council preserves existing greenery and community spaces as well as expand these.</p>

3 May 2017 - General Community Members	
<b>Key Insights</b>	<ul style="list-style-type: none"> <li>▪ The aesthetic appeal of the suburb is highly valued. This incorporates the gardens, low density and heritage buildings in the area and contributes to the feeling that the area is protected and has a good sense of community</li> <li>▪ Low traffic and easy access to public transport is also highly valued</li> <li>▪ Many say that the HCAs in the area need to be preserved in order to retain the living history of the area</li> <li>▪ Increasing building heights cause concern for participants who say this causes problems around privacy and shadowing</li> <li>▪ Some participants believe that building and planning controls need to be more strictly monitored so developers follow through on their obligations</li> <li>▪ There is concern that the character of the suburb will be lost and the voices of residents will be over-shadowed by developers</li> <li>▪ Consistency in future planning controls is desired.</li> </ul>
<b>Group Exercise 1</b> <i>Values: What do you value the most about your neighbourhood</i>	<p>The most often mentioned values included: Green, heritage, history, architecture, consistency, low-density, peaceful, low-traffic, consistency, gardens, size, open spaces, beauty, community, wildlife. Alongside listing values, some participants explicitly expressed that they would like to see the HCAs expanded or maintained.</p>
<b>Group Exercise 2</b> <i>Experiences: What is your experience around development in this area? What do you see as being</i>	<p>Participants mentioned several different concerns including: Visual and privacy issues concerning low and high-density housing immediately next to each other, traffic issues and inadequate parking, environmental impacts affecting vegetation and wildlife, new development undermining the value of the HCAs and a wish to extend the HCAs, violation of planning and building by developers, loss of the area's identity and architectural character.</p>

the key concerns when it comes to development regarding your street or neighbourhood?	
<b>Group Exercise 3</b> <i>Proposals: What do you think Council should take into consideration when reviewing the existing planning controls?</i>	<p>The proposals to Council were concentrated around four subjects. Firstly, a number of participants stated that they would like for the HCAs to be preserved and many further mentioned that they would prefer an extension of the HCAs. Some mentioned that the HCAs should be reviewed since their value has changed due to the new development and therefore consideration of the removal of the HCAs, in whole or in part, should be considered by Council. Many were concerned about protecting heritage housing and other items. Appropriate planning and development was another central matter and here participants suggested height restrictions on new development, control of floor space ratios, buffer zones between low and high-density housing and well-designed new development as significant matters. More control over developers was put forward as an important matter and finally, protecting the architectural value of Epping. Participants pointed out the need to improve Epping's infrastructure which, it was felt, is currently not geared for the increasing population. Improving parking facilities and minimising stormwater issues were mentioned. Finally, it was suggested that Council preserves existing greenery and community spaces as well as expand these.</p>

#### 8.4 Submissions from Community Members Following Workshops

If any attendees of the Community Workshops wished to raise any additional issues, or submit documentation in regards to the heritage review, they were encouraged to do so through submitting written documentation to the City of Parramatta Council. Copies of all additional documentation from attendees was forwarded onto City Plan Heritage following recording by the City of Parramatta Council. A summary of the additional documentation received from community members from each of the workshops is summarised in the below table.

Topic/Issue	Documents received	CPH Comments
Impact of High Density Development on Rosebank Avenue HCA	<ul style="list-style-type: none"> <li>Manuscript of Hornsby Shire Council Meeting, 12 August.</li> <li>Draft Zoning Map prior to UAP</li> <li>Images of Cliff Road development from and in Rosebank Avenue</li> </ul>	Consideration of the documentation provided in regards to the impact of high density residential development on the Rosebank Avenue HCA has been considered in Sections 9.3 and 10.3.
Rosebank Avenue draining disposal point and proposed tree removal	<ul style="list-style-type: none"> <li>Request for additional information - DA/1292/2015 dated 10 March 2016</li> <li>Email from Chris Fraser, Hornsby Shire Council to Richard and David (unknown surnames), no date included</li> </ul>	During the site visits to Rosebank Avenue on the 21 and 22 March, CPH was made aware that a proposal for the removal of some trees on the western side of Rosebank Avenue was proposed by Council in order to accommodate stormwater drainage for the recent high density residential development located on Cliff Road. The documentation supplied provides evidence for this matter. It is noted by CPH that the email from Chris Fraser (Hornsby Shire Council) does indicate that the seven (7) trees to be impacted,



		<p>including Peppermint Gum, Brush Box and 5 Scribbly Gums could possibly be retained after the proposed works.</p> <p>To date, it does not appear that any works have commenced in regards to the installation of the stormwater draining for the developments on Cliff Road, however, the loss of these trees would negatively impact upon the setting of Rosebank Avenue, which currently is a leafy street, lined by street trees and enhanced by properties front gardens and mature plantings and trees. If it is not possible to maintain all trees due to the installation of the stormwater drain, as suggested within the email supplied it is recommended to the City of Parramatta Council that appropriate replacement trees be planted in the road reserve to ensure that the consistent street tree plantings of Rosebank Avenue are maintained. This matter has also been included within Section 8.5.</p>
Uncharacteristic features in Rosebank Avenue HCA	<ul style="list-style-type: none"> <li>Images of 5, 21 and 22 Rosebank Avenue with notes on recent renovations to properties</li> </ul>	<p>The two properties located within the Rosebank Avenue HCA, being 5 and 21 Rosebank Avenue, were noted in the field survey as being of 'Neutral' ranking, due to the alterations and additions to the properties which have removed characteristics details as noted in Sections 7.5.2 and 7.6.3.</p> <p>Both 5 and 21 Rosebank Avenue could be returned to a 'Contributory' ranking with reinstatement of period detailing and removal of unsympathetic modifications, as noted in Section 7.6.3.</p> <p>22 Rosebank Avenue is located outside of the Rosebank Avenue HCA and was not assessed for its contribution to the Rosebank Avenue HCA, however, it was noted that although the building located on the property is modern, the single storey scale and form of the building is considered to be moderately sympathetic to the HCA.</p>
Request for extension of Essex Street HCA	<ul style="list-style-type: none"> <li>Email from Friends of Terry Creek requesting extension of Essex Street HCA to the south</li> </ul>	<p>Whilst it is acknowledged that the southern end of Essex Street, south of Abuklea Road does continue the character of the leafy streetscape of Essex Street, an assessment for the extension of the Essex Street HCA was not undertaken as part of this heritage review and laid outside of the scope of the brief.</p> <p>However, it is recommended that future heritage reviews, possibly as part of the new Local Environmental Plan to be developed for the City of Parramatta Council, consider assessing the southern end of the Essex Street HCA, for either extending the HCA's</p>

		boundary, or for an arboricultural assessment to be undertaken for the possibility of listing the street trees as a landscape items.
Heritage Houses and Areas	<ul style="list-style-type: none"> <li>List of sixteen (16) 'heritage houses and areas' located in and around Epping</li> </ul>	No other notes than the list of 'heritage houses and areas' was provided. Unsure of purpose of list.
Heritage Houses and Non-Heritage Houses in Epping	<ul style="list-style-type: none"> <li>Images of houses located in Rosebank Avenue</li> <li>Images of heritage houses located in Epping (not able to determine from which locations in Epping)</li> <li>Images of new apartment developments and late twentieth and early twenty-first century single and two storey residential developments</li> </ul>	<p>No other notes other than the photographs provided, and the labelling of images as either A, B, C or D was provided. The intention of the images provided is unknown to CPH, however, the majority of the houses contained within the photographs are located within either Rosebank Avenue, Essex Street and East Epping HCAs.</p> <p>If the intention of the photographs was to delineate between properties which contribute and which do not contribute toward the significance of each of the HCAs, reference should be made to Section 7 for the ranking of individual properties within each HCA for comparison.</p>
Chester Street Epping and Epping Town Centre Heritage Studies	<ul style="list-style-type: none"> <li>Assessment of the cultural significance of cottages, Clive Lucas Stapleton &amp; Partners, November 1992</li> <li>Cottages: 19-21 Chester Street, Epping, Tropman &amp; Tropman Architects, February 1993</li> <li>Houses at 19 and 21 Chester Street, Epping, Robert Irving, February 1993</li> <li>Objection to initial development 19 Chester Street, Rod Howard, June 1993</li> <li>East Epping Conservation Evaluation and Review, Tropman &amp; Tropman Architects, October 2001</li> <li>Parramatta Council statement of HSC Epping Town Centre Study, Parramatta Council, July 2011</li> <li>Epping Town Centre Study - Report on submissions. Hornsby Council, June 2012</li> <li>Epping Town Centre Review, Clive Lucas,</li> </ul>	<p>The documentation provided covered a range of issues and concerns dating from as early as 1992. The information provided provides background to the development of 19 Chester Street and the listing of both 21 and 23 Chester Street as local items in the Hornsby LEP.</p> <p>Further documentation provided for objections and recommendations relating to previous Epping Town Centre Heritage Studies, particularly in relation to the East Epping HCA.</p> <p>No current issues are raised in the documentation provided, however, they did provide further background as to the development and listing of items on Chester Street and the listing of the East Epping HCA which included properties located on the southern side of Chester Street.</p> <p>Both 21 and 23 Chester Street are included for review in the current Hornsby Heritage Review - Stage 6. The information relating to the history, architectural features and significance of both items provided in the documentation have been integrated into the updated Inventory Forms for both items. Refer to Section 13 and Appendix A for information regarding both 21 and 23 Chester Street, Epping.</p>

	<p>Stapleton &amp; Partners, July 2012</p> <ul style="list-style-type: none"> <li>▪ Draft Hornsby LEP, Clive Lucas Stapleton &amp; Partners, February 2013</li> <li>▪ Epping UAP impact on East Epping HCA, Clive Lucas Stapleton &amp; Partners, February 2013</li> <li>▪ Epping Town Centre Heritage Review, Perumal Murphy Alessi, March 2013</li> <li>▪ Epping Town Centre - Draft Plans and Policies, May 2013</li> <li>▪ Hornsby Shire Council Heritage Review Stage 5 East Epping HCA, Clive Lucas, Stapleton &amp; Partners, September 2013</li> </ul>	
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## 8.5 Summary and Recommendations Arising from Community Consultation

The issues and concerns raised by property owners, community members, and local community groups of Epping have been taken into account throughout this Heritage Review. Some key issues and concerns were raised throughout the process in regards to issues outside of the scope of heritage concerns, particularly in relation to amenity, privacy, safety, traffic, green space, and a number of other issues as discussed throughout this section. Where issues and concerns raised throughout the community consultation phase were in direct relation to heritage matters, these have been addressed and incorporated throughout this report. The concerns of the community have been taken into account throughout the reassessment of the significance of each of the HCAs contained within this review (Sections 6 and 7), with particular attention to the impact of high density residential development being addressed in Section 9.

Two specific recommendations relating to heritage also arose from this Community Consultation phase, which are detailed as follows:

- It is recommended that future heritage reviews, possibly as part of the new Local Environmental Plan to be developed for the City of Parramatta Council, consider assessing the southern end of the Essex Street HCA, for either extending the HCA's boundary, or for an arboricultural assessment to be undertaken for the possibility of listing the street trees as a landscape items.
- CPH was made aware during the site visits to Rosebank Avenue that a proposal for the removal of some trees on the western side of Rosebank Avenue was proposed by Council in order accommodate stormwater drainage for the recent high density residential development located on Cliff Road. The documentation supplied indicated that seven (7) trees were to be impacted, including Peppermint Gum, Brush Box and 5 Scribbly Gums, however, could possibly be retained after the proposed works. As it does not appear that any works have commenced to date in regards to the installation of the stormwater drainage for the developments on Cliff Road, it is recommended for either the trees to be maintained, or if this is not possible, that appropriate replacement trees be planted in the road reserve to ensure that the consistent street tree plantings of Rosebank Avenue are maintained.

## 9. Assessment of Impact of Recently Approved Development Applications in Interface Areas

The following sub sections provide a diagrammatic and visual overview of recently approved developments, which have been either approved, are under construction, or have been completed, and which lay adjacent to the boundaries of East Epping, Essex Street and Rosebank Avenue HCAs.

As part of the Community Consultation phase, which has been documented in Section 8.0, access to the rear yards of the properties, which lie in the interface area of medium and high density residential development, was granted in order to establish and document the impact of the adjacent development has or will have on the setting, context, curtilage, character, landscape and most of all significance of each HCA.

The impact of these developments is assessed in Section 10.0 in regards to their impact on the overall significance of each of the East Epping, Essex Street and Rosebank Avenue HCA's. The significance, current integrity and intactness of each HCA, as determined in Sections 6.0. and 7.6, was factored in as part of this analysis.

### 9.1 East Epping HCA - Impact of Surrounding Developments

The following table and images provides an overview of the recently approved developments on the western side and southern edges of the East Epping HCA. Comments on the impact of each of these developments is provided in the captions.

Address of Development	Development Application Number
7-9 Essex Street, Epping	DA/1110/2014
11 Essex Street	PL/180/2016
15-19 Essex Street, Epping	DA/648/2016
46-50 Pembroke Street, Epping	DA/672/2016
38-44 Pembroke Street Epping	DA/1505/2014

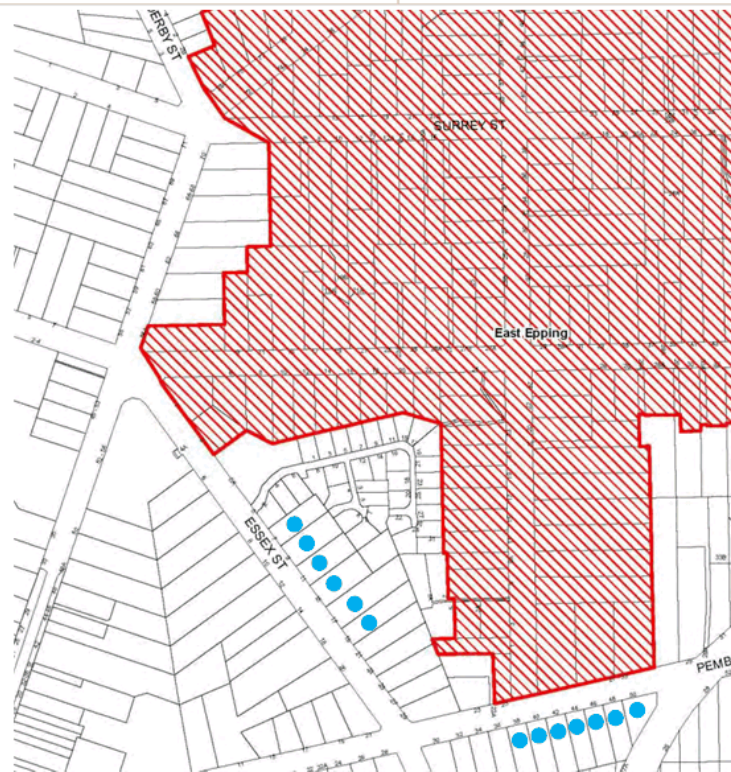


Figure 65: Recently approved developments in interface area with R4 - High Density Residential Development East Epping Heritage Conservation Area (Source of Basemap: Hornsby Shire Council)

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Figure 66: View of recent development at 38-44 Pembroke Street from 1 Norfolk Road (left) and view from rear of 7A Norfolk Road to adjacent rear of 15-19 Essex Street, which has been recently approved for high density residential developments (right).



Figure 67: View of development at 7-9 Essex Street as viewed from Rockleigh Park to the north-east of the development (left) and view of development from Essex Street (right). The subsequent 4 properties located to the south of 7-9 Essex Street are approved for development of high density residential development

## 9.2 Essex Street HCA - Impact of Surrounding Developments

The following table and images provides an overview of the recently approved developments on the western edge of the Essex Street HCA. Comments on the impact of each of these developments is provided in the captions.

Address of Development	Development Application Number
1 Forest Grove, Epping	DA/1606/2014
3-7 Forest Grove, Epping	DA/852/2016
20-24 Epping Road, Epping	DA/327/2015
3-7 Forest Grove, Epping	DA/358/2015
9-11 Forest Grove, Epping	DA/963/2014
15-17 Forest Grove, Epping	DA/346/2015
23-25 Forest Grove, Epping	DA/304/2015
27-31 Forest Grove, Epping	DA/153/2015
18-22 Maida Road, Epping	DA/1491/2014
32-34 Essex Street, Epping	DA/1002/2014



Figure 68: Recently approved developments in interface area with R4 - High Density Residential Development Essex Street HCA (Source of Basemap: Hornsby Shire Council)



Figure 69: Views from rear backyard of 66 Essex Street: looking west toward 23 and 25 Forest Grove (left); and looking south-west toward the development under construction at 27 Forest Grove.





Figure 70: Views from the rear of 42 Essex Street, a heritage item of local significance, toward the development at 20-24 Epping Road. As with 40 Essex Street, the high density residential development which is under construction lies directly behind the rear fence of the property, with minimal setback from the property line.



Figure 71: Above, view from opposite 44 Essex Street looking west. The high density residential development located at 1 Forest Grove is currently under construction, with the top two storeys visible over the roof top of 44 Essex Street. Right, view from the rear of 46 Essex Street toward the development at 1 Forest Grove. Whilst the development is very close the rear fence of 46 Essex Street the substantial planting in the property screens the majority of the development, lessening the developments impact.



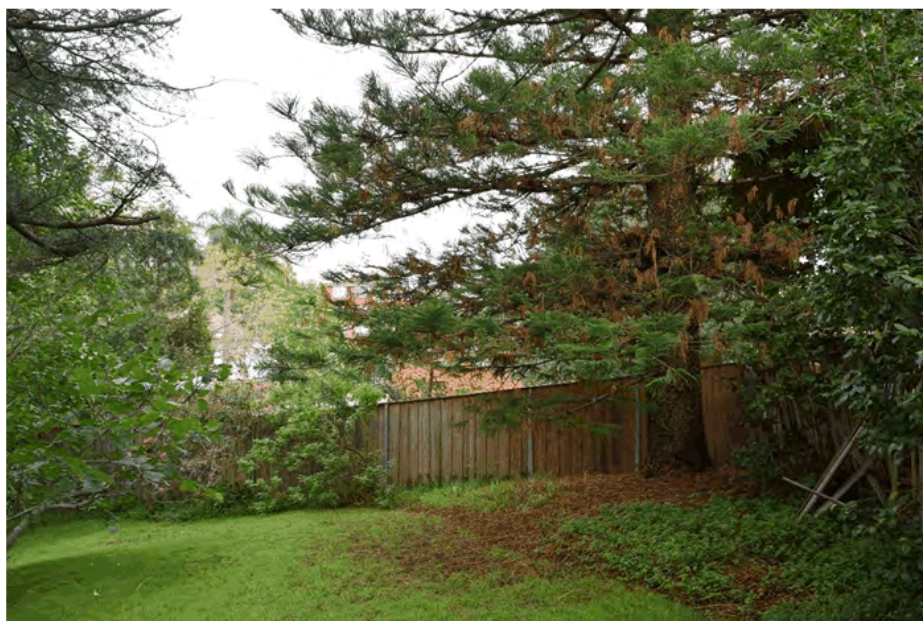


Figure 72: View from rear back yard of 64 Essex Street, looking west toward the rear of 25 Forest Grove which has recently been approved for development of high density residential apartments.

### 9.3 Rosebank Avenue HCA - Impact of Surrounding Developments

The following table and images provides an overview of the recently approved developments on the western and southern edges of the Rosebank Avenue HCA. Comments on the impact of each of these developments is provided in the captions.

Address of Development	Development Application Number
2-8 Hazlewood Place	DA/364/2015
22-34 Cliff Road	DA/714/2016
18-20 Cliff Road	DA/1602/2014
11-27 Cliff Road	DA/1447/2014
7-9 Cliff Road	DA/1436/2014
1-5A Cliff Road	DA/712/2016





Figure 73: Recently approved developments in interface area with R4 - High Density Residential Development adjacent to the Rosebank Avenue HCA (Source of Basemap: Hornsby Shire Council)



Figure 74: Views from rear yard of 1 Rosebank Avenue looking to the west (left) to the developments in Hazlewood Place and to the south to the developments on Cliff Road (right). Development is yet to begin on the adjacent properties to the south of 1 Rosebank Avenue, however development approval has been granted for high density residential development at 22-34 Cliff Road.



Figure 75: View from rear yard of 1 Rosebank Avenue looking to the north-west toward the development at 4 Hazlewood Place and the rear yard of 3 Rosebank Avenue (left) and view from 5 Rosebank Avenue looking west. The rear of 5 Rosebank Avenue does not have any mature tree plantings in order to help screen the new development (right).



Figure 76: View from 4 Rosebank Avenue looking to the west toward the Hazlewood high density residential development visible above the roof lines of 3 and 5 Rosebank Avenue (left) and view from 4 Rosebank Avenue looking south toward Cliff Road, with development visible in the background (right).



Figure 77: Entrance to Rosebank Avenue from Cliff Road. Development is underway visible to the left at 1-5A, 7-9 and 11-27 Cliff Road. Development approval has also been granted for 22-34 Cliff Road, visible to the right, however construction has not begun as yet. The entrance to Rosebank Avenue will be surrounded by high density residential developments following the completion of the approved constructions.



## 10. Recommendations for Amendments to Heritage Conservation Areas

The following section outlines the recommendations for amendments to the East Epping, Essex Street and Rosebank Avenue HCAs based upon the findings of the heritage assessment of each HCA, and consideration of the issues and concern raised during the community consultation phase of this study.

### 10.1 East Epping HCA and Individual Items Recommendations

In consideration of the reviewed assessment of the East Epping HCA, and the issues and concerns raised by the community in relation to the East Epping HCA associated with the impact of high density residential development on the western edge of the East Epping HCA boundary, it is recommended that a slight change to south-western boundary of the HCA be implemented. It is recommended that the following four (4) properties to be removed from the boundaries of the East Epping HCA and the boundaries of the HCA be adjusted accordingly as in Figures 78 and 79:

No.	Address	Development Period	Ranking
25	Pembroke Street	Federation	Contributory
1	Norfolk Road	Late 20th Century	Non Contributory
3	Norfolk Road	21st Century	Non Contributory
3A	Norfolk Road	21st Century	Neutral



Figure 78: East Epping HCA Contribution Ranking with Development Period overlay. The four properties recommended to be removed from the HCA are outlined in pink.

The recommendation of the removal of these four properties from the East Epping HCA is made due to the combination of the impact of the high density residential development at the rear of these properties and their relative contribution to the area. 1, 3, and 3A Norfolk Road are all new single and double storey dwellings, dating from the late 20th Century and early 21st Century. The style and age of these three dwellings are not in keeping with the Federation and Inter War characteristics of the East Epping HCA, thus resulting in the dwellings not contributing to the significance of the area. On the other hand, 25 Pembroke Street is a Contributory building for the East Epping HCA, however, will soon be isolated from similar properties of Federation and Inter War periods as a result of the rezoning of the southern side of Pembroke Street being an R4-High Density Residential Zone and properties to the west of 25 Pembroke also being zoned as R4-High Density Residential Zone. Whilst exhibiting characteristics of the Federation period, as a cottage with attached corner shop, the property is not considered to meet the threshold for individual heritage listing. Whilst it was noted in the 2013 *Epping Town Centre Heritage Review* that this end of Norfolk Road, provided an entry way to the East Epping HCA, it is not until 9 Norfolk Road, which is a heritage item, that the characteristic streetscape features such as mature tree plantings, and built forms of the Federation and Inter War periods begin.<sup>10</sup> Despite the heritage listed Epping Public School being located on the eastern side of this portion of Norfolk Road, the early buildings of the school are not located in the south-eastern end of the school grounds, instead, the Federation period buildings of Epping Public School begin directly opposite 9 Norfolk Road. From this start point, a true appreciation of the characteristics of the East Epping HCA can be experienced and observed.

If, as a result of 25 Pembroke Street being removed from the East Epping HCA, should in the future demolition of the property is proposed, it is recommended that a photographic archival recording be undertaken prior to the dwelling's demolition, and any significant fabric be salvaged and recycled in an appropriate manner.

In addition, it is recommended that both 1 and 3 Essex Street are retained within the East Epping HCA and for 3 Essex Street to maintain its heritage listing under the Hornsby LEP. An internal inspection of 3 Essex Street was conducted as part of the HCA review. The dwelling retains many original details both internally and externally, as detailed in Section 6.2.5. Despite the concerns of the property owner, of being surrounded by high density residential development and being located on the very edge of the HCA, 3 Essex Street along with 1 Essex Street will not be isolated sites. Another heritage item, the Scout Hall lies on the western side of Essex Street, as well as directly to the north is the Unity Church on Chester Street, also a heritage item. In addition, a recreational park lies directly to the south of 3 Essex and to the east is the East Epping HCA. Thus, 3 Essex Street will maintain its current setting and the high density residential development which is currently underway further south along Essex Street and further to the east close to the railway line will not affect the immediate context, curtilage and setting of either this section of the East Epping HCA or the Heritage Items themselves. Thus, it is recommended that both 1 and 3 Essex Street are maintained within the East Epping HCA and for 3 Essex Street to be maintained as a heritage item under the Hornsby LEP 2013. The Inventory Sheet for 3 Essex Street has been updated to reflect the current condition and setting of the property in Appendix A.

The recommended amendments to the boundary line of the East Epping HCA is depicted overleaf in Figure 79. Recommendations for the rezoning of properties recommended to be removed from the East Epping HCA are addressed in Section 11.5.

<sup>10</sup> Perumal Murphy Alessi, *Epping Town Centre Heritage Review* (March 2013) p. 10.



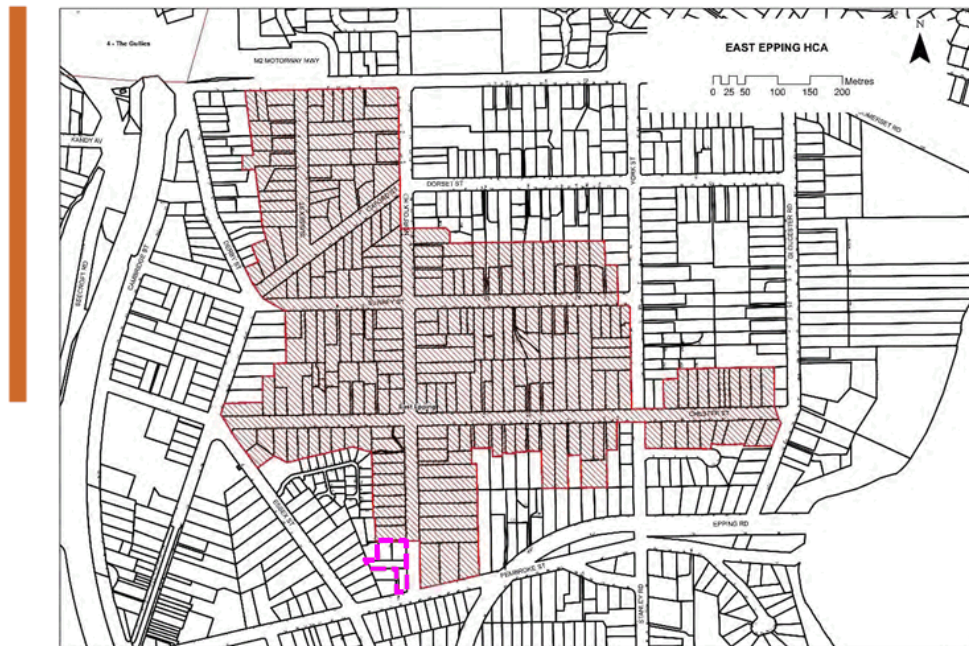


Figure 79: East Epping HCA with amendment to boundary removing 25 Pembroke Street, 1, 3 and 3A Essex Street. The properties recommended to be removed are outlined in pink.

## 10.2 Essex Street HCA and Individual Items Recommendations

In consideration of the survey findings and reviewed assessment of the Essex Street HCA, and despite the issues and concerns raised by the community in relation to interface areas of the high density residential development on the western edge of the area, no changes to the Essex Street HCA boundary are recommended.

Following the reassessment of the Essex Street HCA it was determined that the integrity and significance of the Essex Street HCA was still intact, as determined through the two previous studies conducted on the HCA in 2013 and 2001, as discussed in Section 6.3. In addition, the properties which are located between Epping Road and Maida Road within the Essex Street HCA are predominantly Contributory properties, primarily dating from the Federation and Inter War periods. Of the twenty (20) properties located on the western side of the Essex Street between Epping Road and Maida Road of the HCA, one (5%) is a Heritage Item, nine (45%) are Contributory, five (25%) are Neutral, and five (25%) are Non-Contributory. Thus, 50% of the properties located within this section of the Essex Street HCA are Heritage Items and Contributory buildings, and with inclusion of all Neutral buildings, they make up 75% of this section of the HCA contributing to the intactness of the Essex Street HCA. Two of the current Neutral buildings located in this section of the HCA date from the Inter War period and could be ranked as Contributory, if original detailing is reinstated and/or detracting elements are removed, which could increase the number of contributory buildings to eleven (55%), totalling twelve (60%) properties being either Heritage Items or Contributory.

In addition, the impact of the high density residential developments on Forest Grove and Epping Road upon the Essex Street HCA was also assessed as part of this heritage review in Section 9.2. Whilst five and six storey developments were currently underway at the rear of properties located on the western side of Essex Street between Epping Road and Maida Road, the visual impact of these developments are not considered to have a major impact upon the significance of the Essex Street HCA. Due to the long lot size of each of the properties on the western side of Essex Street, coupled with existing mature trees and vegetation on each of the properties, the high density residential developments recede into

the background of the setting of the Essex Street HCA and do not dominate the streetscape of the HCA. The streetscape qualities of the HCA are not affected detrimentally by the interface R4-High Density development and the impact on the backdrop of the properties are not experienced along the street-long views and vistas. It is considered that the main impact of these close high density development is privacy issue and dominance at the rear boundaries, which are essentially related to planning matters rather than heritage matters.

If the removal of these twenty (20) properties from the HCA was considered, it would result in a detrimental impact to the identified and assessed heritage significance of the HCA. The removal of these properties would result in the most intact component of the HCA being lost, reducing the HCA by a third of its size and significantly impacting upon the streetscape of the northern end of the Essex Street HCA. Furthermore, properties located on the eastern side of Essex Street, which would remain in the HCA, would further be impacted upon by the removal of these twenty (20) properties, dislocating the relationship between the east and west sides of Essex Street. The intactness and significance of the Essex Street HCA would be irrevocably changed if these twenty (20) properties were to be removed, thus, it is recommended that the existing boundary of the HCA remain as is.

Whilst it is acknowledged that the high density residential developments have and will result in significant impacts for property owners adjoining these new developments in relation to privacy and individual views from properties, these impacts are not considered to be heritage issues and do not impact upon the heritage significance of the Essex Street HCA. Despite this, recommendations have been made in Section 11.0 to mitigate some of the issues, both current and future, experienced by both property owners in these interface areas and the setting of the Essex Street HCA.

In addition, it is recommended that 42 Essex Street be retained as a heritage item under the Hornsby LEP. A brief internal inspection of 42 Essex Street was conducted as part of the HCA review. The dwelling retains many original details both internally and externally, as evidenced in Section 6.3.5. Furthermore, in conducting a review of the history of the Epping Town Centre area, the association of the 42 Essex Street within the Mount Tomah Nursery that operated in the area in the 1890s was reconfirmed. The association of the timber weatherboard Federation cottage with the Vollmer and Vessey family is a significant link with the early development of the Epping Town Centre, at a time when orchards and nurseries dotted the landscape of Epping. Whilst the high density residential development occurring at 20-24 Epping Road does create some visual impact, in terms of setting of the rear yard of the property, this impact is not considered to erode the heritage significance of the property, in terms of its historic, aesthetic, associational and representative values. Thus, it is recommended that 42 Essex Street be maintained as a heritage item under the Hornsby LEP 2013.

### 10.3 Rosebank Avenue Conservation Area Recommendations

In consideration of the survey findings and reviewed assessment of the Rosebank Avenue HCA, and despite the issues and concerns raised by the community in relation to interface areas of the high density residential development on the western and southern edge of the HCA, no changes to the Rosebank Avenue HCA boundary are recommended.

Following the reassessment of the Rosebank Avenue HCA it was determined that the integrity and significance of the Rosebank Avenue HCA was still intact, as determined through the two previous studies conducted on the HCA in 2013 and 2003, as discussed in Section 6.4. The Rosebank Avenue HCA still remains as a rare example, at local level, of an intact Inter War streetscape within Epping and the Parramatta area and is one of few intact Inter War housing estates remaining. Despite some minor modifications to a couple of properties within the HCA, such as modified windows, enclosed balconies and uncharacteristic driveways, these modifications are only minor and do not detract from the overall heritage significance of the HCA.

The impact of the high density residential developments to the south and west of the Rosebank Avenue HCA, along Cliff Road and Hazlewood Place will result in a modified setting and curtilage to the Rosebank Avenue HCA, particularly from the entrance looking

north along Rosebank Avenue. The entrance to Rosebank Avenue will soon be flanked by a six storey development to the west and a five storey development to the east of the entrance to Rosebank Avenue; however, once reaching 1 and 2 Rosebank Avenue, the view of the HCA will be unobstructed by the high density residential development which lays to the south. The backdrop of 1, 3, 5, 7 and 7A Rosebank Avenue will be of mature trees and high density residential redevelopment; however, due to the long blocks, the separation from the rear of the dwelling and the new developments allows for enough of a buffer to prevent the encroachment of views of the high density development being seen from Rosebank Avenue. 1, 3, and 7 Rosebank Avenue currently have substantial mature trees located along the rear boundary fence, screening much of the view of the new developments. Only 5 Rosebank Avenue does not have substantial mature trees along the rear fence line, thus resulting in more views to and from the new development, both from Rosebank Avenue and from the 5 Rosebank Avenue. Whilst the new backdrop of 1, 3, 5 and 7 Rosebank Avenue, will minimise the current leafy backdrop of the Rosebank Avenue HCA, it is not considered to warrant the removal of individual properties or the whole HCA from the Hornsby LEP.

The Rosebank Avenue HCA is exceedingly rare in the area and remains largely intact. All properties have retained their original subdivision, except for 15 Rosebank Avenue, and all retain the original buildings constructed during the 1930s and 1940s. The detailing of the Inter War period, from Bungalow, Tudor and Spanish styles, is retained amongst all original properties. Coupled with the substantial street plantings, natural creek, and established gardens of each of the properties, the Rosebank Avenue HCA will still retain its significance even following the completion of development along Cliff Road and Hazlewood Place. Whilst it is regrettable that such a backdrop to some of the properties in the HCA will be affected by the new high density residential development, the area will still retain its integrity and characteristics that makes it rare Inter War period housing development.

Whilst it is acknowledged that the high density residential developments have and will result in significant impacts for property owners in relation to privacy and individual views from properties at 1, 3, 5 and 7 Rosebank Avenue, these impacts are not considered to be heritage issues and do not impact upon the heritage significance of the Rosebank Avenue HCA. Despite this, recommendations have been made in Section 11.0 to mitigate some of the issues, both current and future, experienced by both property owners in these interface areas and the setting of the Rosebank Avenue HCA.



## 11. Planning Review

### 11.1 Existing Heritage Guidelines

Changes to Heritage items and HCAs are guided by the heritage provisions contained in the two main plans known as the *Hornsby Local Environmental Plan* (LEP) 2013 and the *Hornsby Development Control Plan* (DCP) 2013. The controls in these instruments seek to "assist in conserving the heritage significance of the natural and built environment and ensure new development is sympathetic with identified heritage values. In doing this, the [Hornsby] Shire's heritage resources and the quality of the environment will be maintained or improved, resulting in attractive streetscapes and providing an appealing place to live."<sup>11</sup>

Standard best practice heritage controls are currently contained in these instruments for managing the development of heritage places, including the need for Council's development consent for major changes, the requirement for statements of heritage impact to accompany development applications, and the Council's obligations to assess the impact of developments on the significance of listed places.

Planning controls specific to East Epping, Essex Street and Rosebank Avenue HCAs are contained with *Part 9.3 Heritage Conservation Areas*. This part of the DCP provides the Statements of Significance outlining the key heritage aspects of each HCA supported by explanatory information on the history and description of each HCA. In addition, prescriptive measures are also included which contain controls for demolition, streetscape character, materials and finishes, fences and gates, utilities, garages and carports, driveways, and subdivision. Furthermore, *Part 9.4.1 Development in the Vicinity of Heritage Item* provides controls for development to land that is adjoining, or across the road from a heritage item or a heritage conservation area.

In consideration of recently approved developments in line with the rezoning of the respective sites and the reassessed significance of each HCA within this study, the current planning controls relating to heritage have need to be reviewed to evaluate if the current planning controls provide adequate protection for the established heritage significance of heritage items and HCAs in the Epping Town Centre Area.

Specific matters for review were also outlined as part of the scope of works for this study by City of Parramatta Council, these included a review of Section 9.4.1 of the Hornsby DCP 2013, potential height increases for R4-High Density Residential Zone and R3-Medium Density Residential Zones, the extension of the existing R3-Medium Density Residential Zone to encompass Brigg road and Rose Street, individual property zoning changes if removed from a HCA and any other updates to the current planning controls not addressed in the aforementioned list. Each of these matters are addressed in the below subsections, with recommendations given for any changes to the existing planning controls which relate to the Epping Town Centre area.

### 11.2 Hornsby DCP 2013, Section 9.4.1 Review

An investigation of the effectiveness of the current design interface guidelines (Section 9.4.1) and other relevant provisions in the Hornsby DCP is necessary in order to mitigate the effects of development on the character and integrity of the East Epping, Essex Street and Rosebank Avenue HCAs. As part of this investigation, regard has been given to the topography of each of the HCAs and recently approved Development Applications at the interface with HCAs have also been reviewed in Section 9.0, in order to develop a holistic view of the impact that medium and high density residential development is having on these HCAs.

A review of the existing Hornsby LEP and DCP guidelines are investigated in the following sections, with reference to recently approved developments in the interface areas with the East Epping, Essex Street and Rosebank Avenue HCAs, as outlined in Section 9.0.

<sup>11</sup> *Hornsby Development Control Plan 2013*, 9-3.



### 11.2.1 Existing Guidelines

Section 9.4.1 of the Hornsby DCP 2013 provides controls for the development on land that is adjoining, or across the road from a heritage item or a heritage conservation area. The current guidelines encourage "New work that is sympathetic to the heritage significance of nearby heritage items, or adjoining heritage conservation area and their settings". The following is stated in Section 9.4.1 regarding to development in the vicinity of a Heritage item or Heritage Conservation Areas.

#### Heritage Items

- a. Design and siting of new work should complement the form, orientation, scale and style of the heritage item.
- b. Adequate space should be provided around the heritage item to allow for its interpretation.
- c. Development should maintain significant or historic public domain views to and from the heritage item.
- d. Original or significant landscape features that are associated with the heritage item and which contribute to its setting should be retained.
- e. For rural heritage items, the scale of new work is not to overwhelm the heritage item taking into consideration the matters within the Rural Heritage Items element.

#### Heritage Conservation Areas

- f. Development in the vicinity must respect the curtilage and setting of the HCA and protect views into and from the HCA.
- g. Development is to be sympathetic to the primary characteristics and heritage values of the HCA with regards to proposed:
  - context, including backdrop to places in the HCA;
  - bulk, height alignment form and roofline of new development;
  - proportions such as windows and door openings (number and location) and balconies;
  - Interface facade materials, treatments and palette;
  - Compatible fencing and screening.
- h. Development applications for multi-unit developments adjacent to HCAs must include a construction impact report demonstrating that the construction process will not detrimentally or indirectly adversely impact places in the HCA at the time of construction or over time.

The existing guidelines contained within Section 9.4.1 of the Hornsby DCP should encourage sites adjoining a heritage conservation area or heritage item to be sympathetic to the heritage significance of the area. This includes ensuring an appropriate context for the heritage conservation area, through preventing inappropriate and unsympathetic surrounding developments from detracting from the significance of the heritage conservation area and its setting.

### 11.2.2 Recent Development Application Response to DCP Controls

Recent developments surrounding the East Epping, Essex Street and Rosebank Avenue HCAs do not appear to have adequately addressed the provisions of Part 9.4.1 of the DCP due to their nature of built form resulting from the rezoning of the subject interface areas.

The recent approved developments within the interface areas of the East Epping, Essex Street and Rosebank Avenue HCAs are visually explored in Section 9.0. Of the developments approved surrounding the East Epping HCA, all developments are located at the very south-western corner of the HCA, where the R4 - High Density Residential Zone was implemented following the Epping Town Centre Urban Activation Precinct (UAP) Plan's new zoning. A total of five (5) development applications have been lodged since the new zoning was implemented, with a total of four (4) of the five (5) DA's being for amalgamated sites. The recent approved developments surrounding the Essex Street HCA are located along the western border of the Essex Street HCA area, between Epping and Maida Roads. As with the East Epping HCA, the properties located within this section of Epping were rezoned to R4 - High Density Residential and R3 - Medium Density Residential Zones following the Epping Town Centre UAP Plan. A total of ten (10) DA's have been lodged since 2014, with a total of nine (9) of the ten (10) developments being for amalgamated sites.

Finally, the approved developments surrounding the Rosebank Avenue HCA are located to the south, and very south-eastern and western corners of the Rosebank Avenue HCA. The Epping Town Centre UAP Plan resulted in the Rosebank Avenue HCA being surrounded on its southern side by a R4 - High Density Residential Zone. Since 2014, six (6) developments applications have been lodged, with all applications being for amalgamated lots.

Following the site inspections of multiple properties within each of the three HCAs, which were located on the interface zones with R4 and R3 developments, the majority of the developments located in these interfaces areas, particularly those located at the rear of HCA properties, were not sympathetic to the context and setting of the HCA.

The visual and physical impact of High Density Residential developments which have either been completed or are under construction at the rear of these properties in most cases did not include sufficient setback, screening or deep soil planting, to alleviate the scale and bulk of the development.

The biggest impact of these developments has been on individual properties themselves. From the streetscape, the recent high density residential developments do mostly recede into the background of the edges of the HCA, however, their impact on the HCAs is still not considered to be considerably sympathetic to the setting and context of each of the areas, as explored in Section 9.0 and analysed in Section 10.0.

Section 9.4.1 of the Hornsby DCP 2013, needs to be understood in conjunction with Sections 9.6.6 - Setbacks and 9.6.8 - Landscaping, at a minimum to be able to adequately address the current impact that recently approved high density residential developments are currently exerting on properties within the boundaries of the East Epping, Essex Street and Rosebank Avenues HCAs. In addition, consideration of the impact on the heritage significance of HCAs and/or heritage Items, need to be sufficiently addressed by development proposals. For some recently approved developments, the consideration of the impact upon the heritage significance of either a HCA, or a Heritage Item provided only a brief one paragraph explanation as to the impact on the heritage significance of the area of item. Such minimal consideration as to the impact of a large high density residential development is not considered to adequately address the impact that the development will have on an area or item of heritage significance. A discussion of each of these components are included below.

### Setback

Section 9.6.6 of the Hornsby DCP provides for the following minimum setbacks in Residential Area, in Table 9.6.6(a):

Table 9.6.6(a):  
Minimum Setbacks - Residential Area

Setback	Minimum building setback
Front Boundary	12m, which can be reduced to 10m for a maximum of 1/3 of the building width.
Rear Boundary	10m, which can be reduced to 8m for a maximum of 1/3 of the building width.
Side Boundary (including balconies)	6m, which can be reduced to 4m for a maximum of 1/3 of the building width.
Fifth Storey Setback	3m should be provided between exterior walls of the lowest storey and exterior walls of the fifth storey.
Fifth storey setback where mezzanine proposed	6m additional setback for exterior walls of the fstorey, measured from the walls of the lowest storey.
Basement Parking Setback	9m from front and rear boundaries and 4m from side boundaries to allow for deep soil landscaping.

Whilst a minimum of 10m is required at the rear boundary, this setback can be reduced to only 8m for a maximum of 1/3 of the buildings width. From a survey of some of the approved development assessments, it was evident that some of these developments have been able to encroach further than the 8m setback dictated by the above provisions, through the addition of balconies into the minimum setback.<sup>12</sup> The additional encroachment of the high density residential development into the minimum 8m setback results in both a physical and visual overwhelming impact on the adjacent individual property.

Whilst it is noted in Section 9.6.6 that 'development involving or adjoining heritage items should have regard to the Heritage DCP', the achievement of not even the minimum setback for the interface areas with HCAs do not appear to be in keeping with the guidelines of the Hornsby DCP.

Instead of meeting the absolute minimum requirements for setbacks for rear and side boundaries, additional setback, such as the blanket 10m setback which is required for Chapman Avenue, should be encouraged, in order to aid in maintaining the context and setting of each of the HCAs, and minimise impact on the adjoining individual properties within the HCAs.

### Deep Soil Planting

Section 9.6.8 of the Hornsby DCP provides provisions for landscaping, of particular focus here is the provisions for deep soil planting, in order to aid in a sympathetic transition from HCA and/or Heritage Item to high density residential development. The following provisions are stated within Section 9.6.8 in relation to the deep soil planting:

- b. Landscaped areas should adjoin property boundaries, in accordance with Table 9.6.8(a), and be designed to accommodate:
- Canopy trees that will reach mature heights of at least 10 to 12 metres in the front and rear setback, and
  - Trees that will reach a mature height of at least 6 to 7 metres in the side setbacks.

Table 9.6.8(a): Deep Soil Landscaped Areas

Setback	Property Boundary Landscaped Area (deep soil)
Front Boundary	7m wide
Secondary Boundary (on corner lots)	4m wide
Rear Boundary	7m wide
Side Boundary	4m wide

A dominant feature in each of the East Epping, Essex Street and Rosebank Avenue HCAs is their landscape settings, whether it be street planting, front or rear gardens or verge planting. Many mature trees, which are contemporary with each of the area's period of development, from the Federation, Inter-War and Post War periods are still extant, and contribute significantly to the context and setting of each of these HCAs. The landscaped settings of these HCAs should be conserved and maintained and enhanced through development which lay adjacent to each of these HCAs, not only to ensure the continuation

<sup>12</sup> For example, DA/327/2015 at 20-24 Epping Road, which lies to the rear of properties on the western side of the Essex Street HCA.



of their landscaped setting, but also to alleviate the physical and visual impact of the high density residential development may have on the single and two storey dwellings, which are within the HCAs.

### Heritage Management Documents

In order to sufficiently assess whether a proposed development which is located in the vicinity of a HCA or a Heritage Item will result in an acceptable impact upon the context and setting of the area or item, it may be necessary for the consent authority, Parramatta City Council, to require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned, as stipulated in Part 5.10(5) of the Hornsby LEP 2013. Some of the recently approved development applications did include a heritage management document, such as a Heritage Impact Statement (Statement of Heritage Impact), whilst others only included a short paragraph within a Statement of Environmental Effects which assessed the impact on the effected Heritage Conservation Area and/or Heritage Item. Such heritage management documents should be sufficiently assessed by the consent authority to determine if the proposed development will or will not result in a negative or positive impact upon nearby HCAs or Heritage Items. Through a thorough assessment of the impact of high density residential development on a HCA or Heritage Item, a more sympathetic solution to a development could be arrived at, alleviating some of the issues which are currently being experienced by property owners at the interface areas with high density residential development and further ensuring the setting and curtilage of the area for item is retained and conserved for the future.

#### 11.2.3 Recommendations for Section 9.4.1

The existing guidelines for development in the vicinity of a HCA in Section 9.4.1 of the Hornsby DCP 2013 does currently provide a good framework from which to assess the impact of high and medium density residential developments which are located in interface areas with HCAs. However, consideration of Sections 9.6.6 and 9.6.8 of the Hornsby DCP 2013 need also to be particularly considered in the assessment of high density residential developments in the vicinity of HCAs or Heritage Items.

It is recommended that where R3 and R4 Zones interface with a HCA or a Heritage Item that a 10m setback, which is required for Chapman Avenue, be implemented in order to aid in maintaining the context and setting of each heritage conservation areas and items. In addition, sufficient deep soil planting between R3 and R4, and HCAs and Heritage Items should be encouraged, as well as the retention of any mature trees which aid in screening the high or medium density development from the heritage conservation or heritage item.

The assessment of development applications within these interface areas needs to be rigorous, in order to take into account the heritage significance of the area or item it will affect, with any potential impacts needing to be adequately addressed in order to minimise the negative impacts experienced by the heritage conservation area or the heritage item.

### 11.3 Potential Impacts of Height Increases to HCAs

As part of the brief for this heritage review, a request for any investigation of the impact and implications of increasing the 17.5m and 12m height limits by one storey in the R4 High Density Residential Zone and R3 Medium Density Residential Zone on the integrity and conservation values of the Essex Street, Rosebank Avenue and East Epping HCAs was made.

In consideration of the existing impacts of high and medium density residential development on the interface areas with East Epping, Essex Street and Rosebank Avenue HCAs, the possibility of increasing the current height limits of R4 High Density Residential Zones and R3 Medium Density Residential Zones by one storey, would further negatively affect the current context and setting of each of the HCAs.



Whilst it has been acknowledged in this study that the high and medium density developments which are either completed, currently under construction or to be constructed mostly recede into the backdrop of each of the HCAs, in general, they do not overwhelm or adversely impact on the setting of the HCAs. An increase in the height limits of these zones would further increase the visibility of the high and medium density residential developments in the background of the HCAs. Whilst not a heritage issue, the impact upon individual property owners which share a boundary with these high and medium density developments, would likely experience further privacy and overwhelming dominance issues. An increase to the existing height limits of these zones would exacerbate the existing negative impacts upon both the East Epping, Essex Street and Rosebank Avenue HCAs and upon individual property owners.

Thus, it is recommended that the existing height limits of 17.5m and 12m are retained for R4-High Density Residential Zones and R3-Medium Density Residential Zones, respectively.

#### 11.4 R3 Medium Density Residential Zone in Brigg Road and Rose Street

In addition to the consideration of height increases to R4-High Density Residential Zones and R3-Medium Density Residential Zones, the investigation also included the implications of extending the R3-Medium Density Residential Zone to the northern side of Briggs Road and all of Rose Street, as indicated in Figure 80.

During the site inspections conducted in March 2017, this area was also surveyed to ascertain the current condition and setting of both Brigg Road and Rose Street. From this inspection, it was noted that the majority of buildings within both of these streets comprised of a Post War, Late 20th Century and 21st Century dwellings, of either single or double storeys. The northern side of Brigg Road slopes down toward the north, the southern side of Brigg Street sloping up. Rose Street continues on the downward trajectory of the slope from Brigg Street, with the dwellings located in the area sitting low within their sites, as seen in Figure 81.

Some medium density residential developments are already under construction or completed along Maida Road, where the existing R3-Medium Density Residential Zone exists. One complete development, located at 18-22 Maida Road, is three storeys in height and lies to the rear of 70 and 72 Essex Street. The height of this three storey development does not negatively impact upon the current setting and curtilage of the Essex Street HCA, due to the height limit of the zoning being 12m and the incorporation of sufficient setbacks, further coupled with mature trees and plantings at the rear of both 70 and 72 Essex Street, as displayed in Figure 82.

Thus, it is considered that the implementation of a R3-Medium Density Residential Zone to the northern side of Brigg Road and to Rose Street will have an acceptable impact upon the current setting and of the Essex Street HCA, provided that consideration is given to sufficient setback, deep soil planting, and the impact upon the setting and curtilage of the Essex Street HCA is adequately addressed in any future development proposals, incorporating the recommendations, already made in Section 11.2. The topography of the area will aid in reducing the perceived overall height of medium density development and coupled with sympathetic design, will ensure that the integrity, setting and character of the Essex Street HCA is retained. Implementation of the above recommendations will ensure an appropriate transition from R2 to R3 zones.

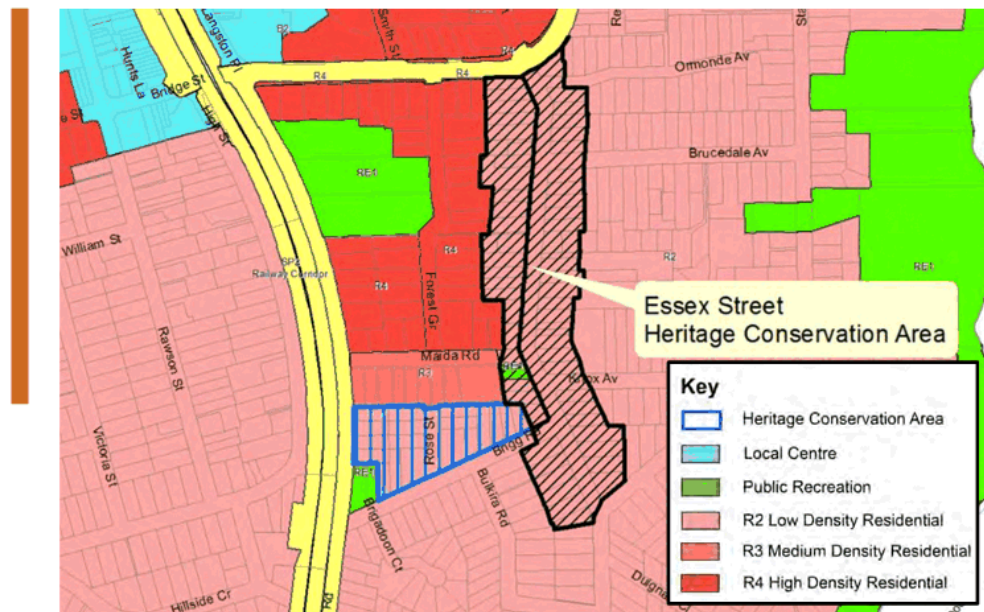


Figure 80: Extract from Epping Town Centre Composite Zoning and Heritage Conservation Area map with proposed extension of R3 Medium Residential Zone on Rose Street and Brigg Road highlighted in blue (Source: Amended Epping Town Centre Composite Zoning and Heritage Conservation Areas map, supplied by City of Parramatta Council)



Figure 81: View looking west along Brigg Road from intersection with Essex Street. In the right image is a Heritage Item with the Essex Street HCA and in the right image is a Neutral building with the Essex Street HCA. From the left image, it can be seen that the dwelling located on the northern side of Brigg Road lay within their lots due to the topography of the area.



Figure 82: Recently constructed medium density residential development constructed at 18-22 Maida Road, view from intersection of Essex Street and Maida Road looking west (left) and view from 72 Essex Street looking west, with a small portion of the third storey of the 18-22 Maida Road development is visible in the background.



### 11.5 Individual Properties Changes

No recommendation has been made for the removal of any properties from either the Essex Street HCA or Rosebank Avenue HCA, thus no changes are needed to the current zoning and height limits of the existing controls. However, it has been recommended that four properties to be removed from the East Epping HCA, being 25 Pembroke Street, and 1, 3, and 3A Norfolk Road.

In order to provide a consistent transition between R4-High Density Residential Zone on Essex Street and Pembroke Street from further encroaching on the East Epping HCA, the removed properties from the East Epping HCA (25 Pembroke Street, and 1, 3, and 3A Norfolk Road), 5, 7 and 7A Norfolk Road (which share a driveway with 3 and 3A Norfolk Road) and the Late 20th Century development known as 'Rockleigh Park' are recommended to be rezoned as R3-Medium Density Residential Zone with a 12m height limit, in order to provide a smooth transition from the R2-Low Density Residential Zone of the HCA and the R4-High Density Residential Zone of Essex and Pembroke Streets. In addition, any new developments on these rezoned properties must sufficiently consider appropriate setbacks, deep soil planting and consideration of the impact upon the setting and curtilage of the East Epping HCA and nearby Heritage items. The recommendations already made in Section 11.2 should also be adequately addressed in any future development proposals.

The inclusion of 5, 7 and 7A Norfolk Road in the recommended R3-Medium Density Residential Zoning is suggested in order to ensure a consistent transitional zone between the boundary of the East Epping HCA and the R4-High Density Residential Zone on Essex Street. The properties located at 3, 3A, 5, 7 and 7A Norfolk Road all share the same driveway, however, currently only 3 and 3A Norfolk Road are located within the East Epping HCA. With the recommended removal of 3 and 3A Norfolk Road from the East Epping HCA, the opportunity is presented to ensure that a consistent approach to zoning and height limits is invoked over the properties which share the singular driveway from Norfolk Road, these properties being 3, 3A, 5, 7 and 7A Norfolk Road. All properties are currently within a R2-Low Density Residential Zone and are recommended to be rezoned to R3-Medium Density Residential Zoning to ease the transition between the R2-Low Density Residential Zone of the East Epping HCA and the R4-High Density Residential Zone on Essex Street.

In addition, the inclusion of all properties located within 'Rockleigh Park' in the recommended R3-Medium Density Residential Zoning is recommended due to the current R4-High Density Residential Zone not providing an adequate transition between the interface areas of the East Epping HCA and areas of R4 High Density Residential Zones. The current zoning effectively splits 'Rockleigh Park' in half, and is not considered appropriate for the current conditions of the properties which work homogeneously together as one estate of low density residential housing as displayed in Figures 84 and 85. Through the rezoning of 'Rockleigh Park' as R3, both the transition between R4 and the East Epping HCA will be minimised, whilst also maintaining the current cohesive form of 'Rockleigh Park'.



Figure 84: Views looking west (left) and east (right) along Rockleigh Way. The development is currently understood as one whole estate, wide a narrow roadway which links all properties of the estate together. The estate appears to have been developed in the mid 1990s and maintains a cohesive character, playing-off detailing from Federation period detailing of the surrounding Federation period homes within the East Epping area.



Figure 85: Entrance to 'Rockleigh Park' (left) and view looking east along Rockleigh Way (right)

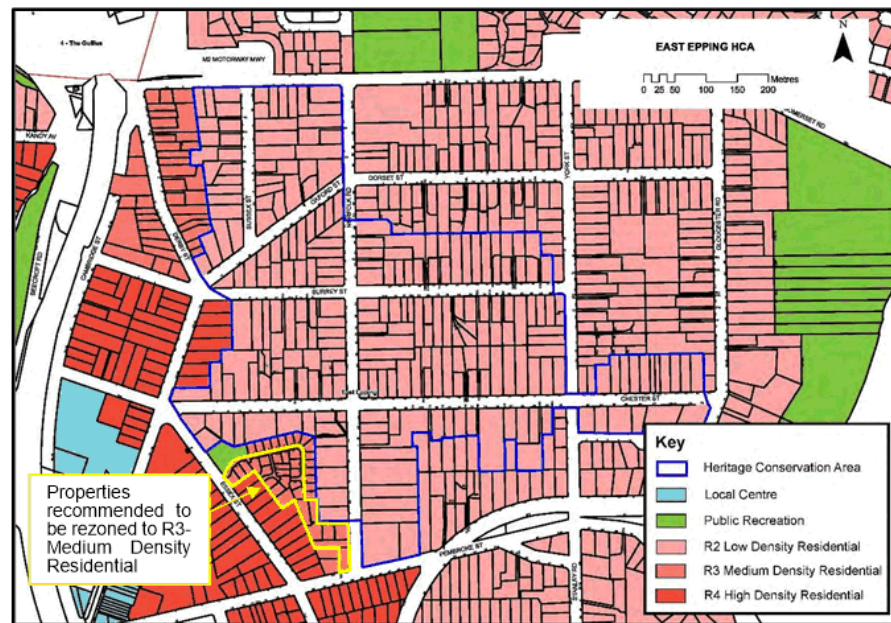


Figure 83: Recommended Land Zoning of properties removed from East Epping HCA (25 Pembroke Street, 1, 3 and 3A Norfolk Road), 5, 7 and 7A Norfolk Road and rezoning of Rockleigh Park to create a consistent transitional zone between the East Epping HCA and R4 High Density Residential Zone.

## 11.6 Recommended Updates to Planning Controls

Whilst a detailed review of all current planning controls relevant to heritage items and HCAs within the Epping Town Centre study area is beyond the scope of this study, this review has indicated there is some room for improvement in the current planning controls, other than those individual matters already addressed in the previous subsections. The following subsections make recommendations to the current planning controls.

### 11.6.1 Additional Prescriptive Measures

Specific additional prescriptive measures for each HCA are provided for in Section 9.3 of the Hornsby DCP. These provisions provide for prescriptive measures in relation to demolition, streetscape character, materials and finishes, fences and gates, utilities, garages and carports, driveways and subdivision.

As addressed in Section 10.0, the impact of high density residential development on some properties in the Essex Street and Rosebank Avenue HCAs have resulted in some properties being impacted upon through a lack of privacy from existing or future high density residential developments. For properties which are on a direct boundary line with R4 High Density



Residential Zone, additional provisions are recommended to be included in the 'Additional Prescriptive Measures' for Essex Street and Rosebank Avenue HCAs within Sections 9.3.13 and 9.3.14 respectively. The recommended provisions to be added is to allow for the construction of two storey additions to the rear of properties identified to be most affected by high density residential development as highlighted in Figures 86 and 87.

The current provisions contained within Section 9.3 of the Hornsby DCP 2013, in respect to additions to properties located within a heritage conservation area, allows for additions to properties to be made away from the street elevation and below the main ridge line. In order to assist in alleviating the impact of the high density residential developments, located behind the effected properties within the Rosebank Avenue and Essex Street HCA's, an intermediary two storey addition to the rear of properties would provide a sufficient barrier between the existing contributory dwellings in the HCAs and the high density residential development to the rear. Any addition to the rear of the properties highlighted in Figures 86 and 87, however, would still need to comply with the heritage provisions contained within the Hornsby DCP 2013, with particular attention to ensuring that the addition does not subdivide the site, does not reduce the contribution of the overall properties contribution to the respective HCA, will not remove mature trees or plantings and will not reduce the streetscape character of the area. The intervention of any addition to the rear of these properties must be sympathetic to the heritage significance of its respective HCA and any heritage item located within its vicinity.

Whilst this option may not be attainable on all sites highlighted in Figure 86 and 87, it does provide an option for some property owners to attain an increased level of amenity. Thus, it is recommended that the following 'Additional Prescriptive Measure' be added the existing Essex Street HCA Provisions and Rosebank Avenue HCA Provisions under Element - Streetscape Character, in Tables 9.3.13(a) and 9.3.14(a), respectively.

- Additional development in the rear of properties with direct interface to High and Medium Density Residential Zones can develop up to two storey additions, provided that the addition will not subdivide the site, reduce the contribution of the property to the HCA, will not remove mature trees or plantings and will not reduce the streetscape character of the area.

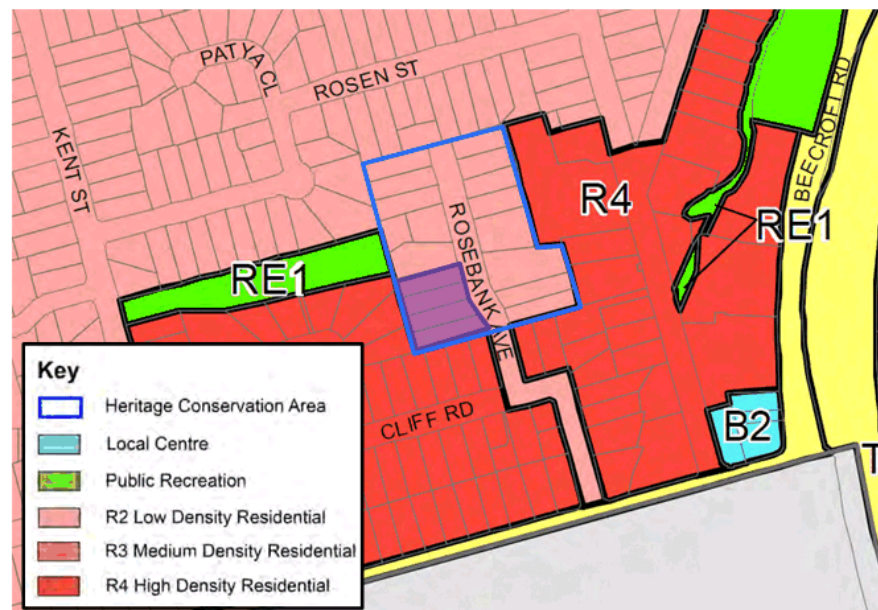


Figure 86: Rosebank Avenue HCA properties affected by high density residential development, of which the recommended provisions would apply, highlighted in purple (Source: Extract from Hornsby LEP 2013, Land Zoning Map 11)

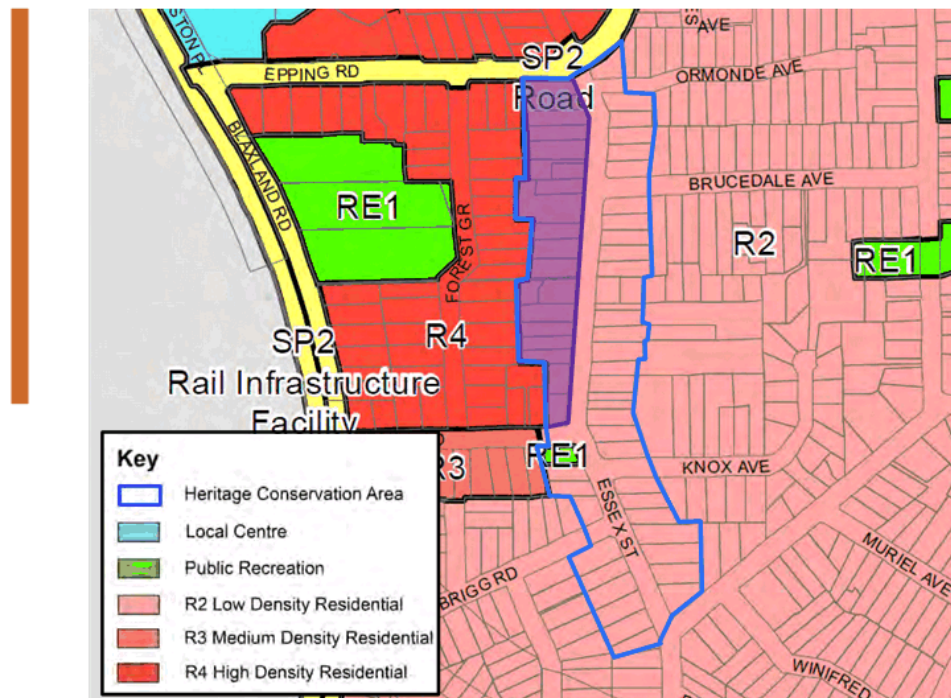


Figure 87: Essex Street HCA properties affected by high density residential development, of which the recommended provisions would apply, highlighted in purple (Source: Extract from Hornsby LEP 2013, Land Zoning Map 11)

#### 11.6.2 Recording and Interpretation

Currently, there are no provisions within the Hornsby DCP 2013 for the preparation of an archival recording for heritage items or contributory buildings within a HCA to have an archival recording prepared prior to the major alterations and additions to a property or demolition of a property.

It is recommended that an archival photographic recording be prepared for all Heritage Items and Contributory buildings and any Neutral buildings which date from the Victorian., Federation, Inter War or Post War periods within the East Epping, Essex Street and Rosebank Avenue HCA's when major alterations and additions and/or demolition is proposed for the property. This also includes any major alterations and additions to significant gardens which significantly contribute to the streetscape character of any of the HCAs.

This recommendation is made in order to ensure that a historical record of changes to significant items and areas are collected and kept in the Council's archives for future reference and research purposes.

## 12. Conclusion and Key Recommendations of Heritage Conservation Area Review

As a result of in depth surveys and assessments of the HCAs within the Epping Town Centre, the following key recommendations are made as part of this heritage review study:

1. *Retain the current boundaries of the Essex Street and Rosebank Avenue Heritage Conservation Areas (Refer to Sections 10.2 and 10.3)*
  - Following reassessment of the Essex Street and Rosebank Avenue Heritage Conservation Areas, both areas were found to have maintained the significance and intactness established in previous studies. The impact of High and Medium Density Residential development at the interface areas with the Heritage Conservation Areas were not found to have a detrimental impact warranting removal of the Heritage Conservation Areas in part or in whole. Thus, both Heritage Conservation Areas are recommended to be retained in full.
2. *Adjust the south-west boundary of the East Epping Heritage Conservation Area (Refer to Section 10.1)*
  - It is recommended that 25 Pembroke Street, and 1, 3, and 3A Norfolk Road to be removed from the East Epping Heritage Conservation Area, and the boundaries of the HCA are adjusted accordingly.
3. *Retain individual heritage items requested for removal by property owners (Refer to Sections 10.1 and 10.2)*
  - 3 and 42 Essex Street have been reassessed for their heritage significance and contribution to their respective Heritage Conservation Area, East Epping and Essex Street respectively, and are recommended to retain their heritage listing under Schedule 5 of the Hornsby LEP 2013.
4. *Rezone removed properties from East Epping Heritage Conservation Area, 5, 7 and 7A Norfolk Road and identified properties within 'Rockleigh Park' to R3-Medium Density Residential with 12m height limit (Refer to Section 11.5)*
  - In order to provide a consistent transition between R4-High Density Residential development on Essex Street and Pembroke Street from further encroaching on the East Epping Heritage Conservation Area, the removed properties from the East Epping Heritage Conservation Area (25 Pembroke Street, and 1, 3, and 3A Essex Street), 5, 7 and 7A Norfolk Road (which share a driveway with 3 and 3A Norfolk Road) and the late 20th Century development known at 'Rockleigh Park' are recommended to be rezoned as R3-Medium Density Residential with a 12m height limit, in order to provide a smooth transition from the R2-Low Density Residential of the Heritage Conservation Area and the R4-High Density Residential area of Essex and Pembroke Streets.
5. *Changes to Design Interface Guidelines of the Hornsby DCP (Refer to Section 11.2.3)*
  - The current Design Interface Guidelines in Section 9.4.1 of the Hornsby DCP 2013 are considered to be a good framework for which to assess the impact of high and medium density residential developments which are located in the interface areas with Heritage Conservation Areas. However, Section 9.4.1 needs to be considered at least in relation to Sections 9.6.6 and 9.6.8. It is recommended that where R3 and R4 Zones interface with a Heritage Conservation Area or Heritage Item that a 10m setback, which is required for Chapman Avenue, should be implemented in order to aid in maintaining the context and setting of each Heritage Conservation Area and Item. In addition, sufficient deep soil planting between R3 and R4 and heritage conservation areas and items should be encouraged, as well as the retention of any mature trees which aid in screening the high or medium density development from the heritage conservation area or heritage item. Furthermore, an adequate assessment of the potential heritage impact on the Heritage



Conservation Area and/or Heritage item should be addressed for any future proposed development, to aid in the mitigation of likely heritage impacts.

6. *Maintain current 17.5m and 12m height limits of R4 High Density Residential Zone and R3 Medium Density Residential Zone respectively (Refer to Section 11.3)*

- To ensure that a sufficient transition between Heritage Conservation Areas are maintained and are not further adversely impacted upon through higher density development at interface areas, it is recommended that the current height limits for R4 and R3 Zones are maintained.

7. *Extend R3-Medium Density Residential Zone to Brigg Road and Rose Street (Refer to Section 11.4)*

- Recommendation to extend R3-Medium Density Residential Zone to the northern side of Brigg Road and to Rose Street, which will have an acceptable impact upon the current setting of the Essex Street HCA, provided that adequate consideration is given in regards to sufficient setback, deep soil planting and on the impact upon the setting and curtilage of the Essex Street HCA in any further development proposals, incorporating the recommendations provided in Section 11.2 of this study report.

8. *Additional Recommended Updates to Planning Controls (Refer to Section 11.6)*

- Include an additional prescriptive measure for Essex Street and Rosebank Avenue HCA Provisions for properties located on interface with R4-High Density Residential Zone, as follows:
  - i. Additional development in the rear of properties with direct interface to High and Medium Density Residential Zones can develop up to two storey additions, provided that the addition will not reduce the contribution of the property to the HCA, will not remove mature trees or plantings, and will not reduce the streetscape character of the area.
  - ii. In addition, it is recommended that a provision or Condition be included in the consents for an archival photographic recording to be prepared for all Heritage Items and Contributory buildings and any Neutral buildings which date from the Victorian., Federation, Inter War or Post War periods within the East Epping, Essex Street and Rosebank Avenue HCA's when major alterations and additions and/or demolition is proposed for the property.

9. *Assessment of significance of southern end of Essex Street HCA in future Heritage Review*

- Recommended that future heritage reviews, possibly as part of the new Local Environmental Plan to be developed for the City of Parramatta Council, consider assessing the southern end of the Essex Street HCA, for either extending the HCA's boundary, or for an arboricultural assessment to be undertaken for the possibility of listing the street trees as a landscape items.

10. *Retention or replacement of street trees in Rosebank Avenue due to stormwater drainage for Cliff Road*

- Recommended for the seven (7) street trees located on the western side of Rosebank Avenue identified to be impacted by the proposed stormwater drainage from Cliff Road to be maintained, or if this is not possible, that appropriate replacement trees be planted in the road reserve to ensure that the consistent street tree plantings of Rosebank Avenue are maintained.



## 13. Hornsby Heritage Review Stage 6 - Items for Review

### 13.1 Background

The Heritage Review Stage 6 - Items for Review is part of a process commenced in 1995 to review heritage listings in Schedule 5 of the Hornsby LEP 2013 (previously Schedule D of the Hornsby LEP 1994). The review process was expanded to allow a staged program to thoroughly review items, including further requests for inclusion or removal of items. Previous Heritage Reviews have been conducted since 1997, as follows:

- *Hornsby Shire Heritage Review Stage 1 - Review of heritage items and correction of anomalies within existing listings* (1997);
- *Hornsby Shire Heritage Review Stage 2 - Review of heritage items and correction of anomalies within existing listings* (1998);
- *Hornsby Shire Heritage Review Stage 3 - Review of Heritage Items* (2004) prepared by Tropman & Tropman Architects;
- *Hornsby Shire Heritage Review Stage 4 - Review of heritage items, heritage listed trees and correction of anomalies within existing listings* (2008) prepared by LandArc Pty Limited in association with Patrick O'Carrigan + Partners; and
- *Hornsby Shire Heritage Review Stage 5* - prepared by Godden Mackay and Logan.

This section of the report provides for Stage 6 of the Heritage Review, and includes heritage listed dwellings, gardens and woodlands. A number of items had been flagged by Hornsby Council, property owners and community members for either removal from Schedule 5 or for inclusion on Schedule 5. A number of other heritage items' inventory forms need to be updated or inventory forms are completely missing. In addition to these requests, further heritage items have been requested by Council to be reviewed as a result of the recent changes in zoning, where they intersect with R4-High Density Residential Zones.

### 13.2 Objectives

The Heritage Review Stage 6 - Items for Review, has the following objectives:

- Investigate the list of matters identified by Hornsby Shire Council for Epping that were scheduled for review under the next Hornsby Council Heritage Review – Stage 6. This includes:
  - a) removal heritage items.
  - b) amend anomalies in details of heritage listings.
  - c) review isolated heritage items in the R4 High Density Residential Zone.
  - d) review details of heritage listings.
  - e) investigate missing inventory sheets for existing items and complete required information.

### 13.3 Methodology

This Heritage Review has been prepared in accordance with the best practice heritage standards for the assessment of heritage significance and heritage studies established by the NSW Heritage Council, the then NSW Heritage Office and NSW Department of Urban Affairs and Planning, as set out in the NSW *Heritage Manual*.

It has also been prepared in accordance with national best practice standards for heritage assessment contained in the Burra Charter (Australia ICOMOS, 2013). The Burra Charter defines significance as the:

*"Aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use,*

*associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups."*

To determine whether sites have heritage significance and therefore warrant heritage listing, each site has been assessed against the seven NSW criteria of Assessing Heritage Significance as set out in the NSW *Heritage Manual*. The seven criteria for heritage significance include:

*Criterion (a): An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area);*

*Criterion (b): An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area);*

*Criterion (c): An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);*

*Criterion (d): An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;*

*Criterion (e): An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the culture or natural history of the local area);*

*Criterion (f): An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);*

*Criterion (g): An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or environments.*

The NSW *Heritage Manual* guidelines establish that a site warrants heritage listing when it fulfils one or more of these seven criteria of local heritage significance. The assessment process is the same for individual items, conservation areas and archaeological sites.

All buildings recommended for heritage listing have been categorised according to their architectural style and detailing in accordance with Apperly, R. Irving, R, Reynolds, P. 1989. *A Pictorial Guide to Identifying Australian Architecture: Styles and terms from 1788 to the present*. Harper Collins Publishers; Australia.

### 13.4 Inventory Forms

The format for the Inventory Forms used are in Microsoft Word format, based upon the State Heritage Inventory form template. Each inventory form compiles and summarises all the information about each item, including but not limited to: heritage significance, location, description of overall site components and a brief history for each of the items to support their listing recommendations.


The Microsoft Word format Inventory Forms can be readily transferred to the SHI Microsoft Access Database format by the Council in the future. All inventory forms created or updated within this Heritage Review are provided in Appendix A.

### 13.5 Items for Review

The following tables summarise the outcomes of the individual property assessments and recommendations. In addition, inventory forms have been either updated or created for property either missing information or for those which have been recommended for listing. The Inventory forms are provided in Appendix A.


### 13.5.1 Requests for Removal of Heritage Listing

The following properties have been requested for removal and have been re-assessed to determine if removal is warranted or not.

Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.1A	184 Ray Road, Epping	House		+	Retain on LEP. Inventory Form has been prepared in Appendix A.



### 13.5.2 Amend Anomalies in Details of Heritage Listings

The following property's zoning has been requested to be investigated.

Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
N/A	73A Oxford Street Epping	Federation Queen Anne house		Council staff Site is in HCA which is zoned R2, however, this property is zoned R3. Appears to be an anomaly as on the corner of HCA. Potential for redevelopment on heritage grounds is nil due to significance and integrity of the item. The zoning to manage this significance should reflect HCA R2 zoning. It is not an isolated site.	Recommend to change R3 zoning to R2 to reflect the East Epping HCA zoning of R2.



### 13.5.3 Request for Listing of New Items

The following properties have been requested to be listed as heritage items and have been assessed to determine if they warrant listing or not.

Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
N/A	7 Dorset Street, East Epping	House		Tara Bennett, owner of 5 Dorset Street. D01672179 Request in May 2011 D02427814 Second request in August 2013	Not recommended for listing on LEP. Simple timber weatherboard Federation Cottage with some external detailing retained. More intact examples of similar period dwellings exist within the East Epping area, which reflect the aesthetic qualities of the style better.
13.5.3A	50 Dorset Street, Epping	House		Council Resolution D02762872. Included on Exhibition copy of proposed heritage items. Recommended for listing in the Epping Town Centre Heritage Review 2014	Recommended for listing on LEP.  Inventory Form has been prepared in Appendix A.



Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.3B	86 Essex Street, Epping	House		Council Resolution Included on Exhibition copy of proposed heritage items in the Epping UAP. Recommended for listing in the Epping Town Centre Review 2014	Recommended for listing on LEP. Inventory Form has been prepared in Appendix A
N/A	3 Norfolk Road, Epping	House		Council Resolution Included on Exhibition copy of proposed heritage items in the Epping UAP	Not recommended for listing on LEP. Dwelling is a modern 21th century construction and does not meet any criteria to warrant listing. An Inventory form has not been prepared for this dwelling

Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.3C	83 Norfolk Road, Epping	House		Council Resolution Included on Exhibition copy of proposed heritage items in the Epping UAP	Recommended for listing on LEP.  Inventory Form has been prepared in Appendix A.
N/A	3 York Street, Epping	House		Council Resolution Nomination through East Epping HCA inspections	Not recommended for listing on LEP.  Single storey timber weatherboard Federation cottage. Appears to have undergone substantial modifications to original fabric. New corrugated roof, windows appear to mimic original windows. Timber balustrade all new. Internal assessment of property would need to be undertaken to determine if any original fabric remains.  An Inventory form has not been prepared for this dwelling.



#### 13.5.4 Review Isolated Items in Housing Strategy Zone (R4) High Density

The following properties were identified to be 'isolated items' and were requested to be investigated determine if they their listing should be maintained.



Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.4A	25 Ray Road, Epping	Woodlands		Council staff Heritage item in R4 Zone	Retain on LEP. Single storey dwelling is located on high point of street, lessening the impact of the five storey development to the south and west of the item. Heritage Item was maintained and restored as part of recent development known as 'Woodlands' at 23-27 Ray Road.  Listing has been updated on Inventory Form in Appendix A
N/A	6 Essex Street, Epping	House (Scout Hall)		Council Resolution Council Resolution 19/12/12 in response to public exhibition of the draft Hornsby LEP to review potential heritage	Retain on LEP and retain R4 High Density Residential zoning. Directly to the south of the site is Arden Anglican School, whilst directly to the north is a recent three storey developments. The significance of the Scout Hall is retained despite the R4 High Density Residential Zoning.  Listing was updated in 2013 as part of the UAP and is not considered to need further update.

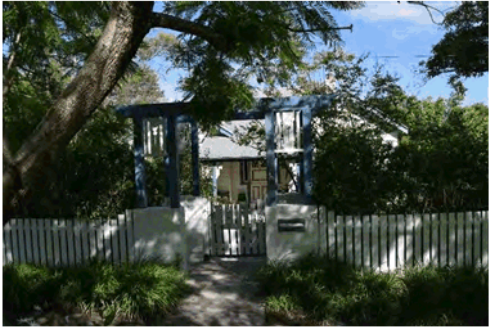

### 13.5.5 Review of Details of Heritage Listings



The following properties were requested to be reviewed, in whole and in part, and for their Inventory Forms to be updated.

Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.5A	27A Chester Street, Epping	Garden		Heritage Review Stage 5 House identified to be investigated for heritage listing.	Retain garden on LEP. Inter War Bungalow which dated to the development of the heritage listed garden was demolished as part of DA/1226/2011. Current house on site does not warrant heritage listing. Listing has been updated on Inventory Form in Appendix A.
13.5.5B	78 Kent Street, Epping	Slab hut		Heritage Review Stage 5 House identified to be investigated for heritage listing.	Retain on LEP. Access to slab hut was not possible during site visit due to being located in the rear yard of 78 Kent Street. House at front of property blocking view of slab hut but glimpses of the hut have been observed and it appears in the recent aerial maps. Listing has been updated on Inventory Form in Appendix A.





Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.5C	142-144 Ray Road, Epping	House & Garden		Council staff Australian Bottle trees to be included in listing	Retain on LEP and add garden to listing. At least two Bottle trees were identified on the site, along with many mature trees, which appear to have been planted early in the house's history, at least before 1943. It is recommended that an arboricultural assessment be undertaken on the existing mature trees on the eastern side of the property in order to determine the condition and significance of the existing trees. Listing has been updated on Inventory Form in Appendix A.
13.5.5D	35-37 Stanley Road, Epping	Tallwood Lodge		Council staff Listed in HR1 - No photo	Retain on LEP Listing has been updated on Inventory Form in Appendix A

Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.5E	9 Sussex Street, Epping	House		Council staff Listed in HS – 1993. Currently 3 houses (9, 11 and 15 Sussex Street) on one inventory sheet	Retain on LEP All houses are listed separately under the LEP and their relative Inventory Forms have been updated to individually address each property. Updated Inventory Forms in Appendix A.
13.5.5F	11 Sussex Street, Epping	House		Council staff Listed in HS – 1993. Currently 3 houses (9, 11 and 15 Sussex Street) on one inventory sheet	Retain on LEP All houses are listed separately under the LEP and their relative Inventory Forms have been updated to individually address each property. Updated Inventory Forms in Appendix A.



Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.5G	15 Sussex Street, Epping	House		Council staff Listed in HS – 1993. Currently 3 houses (9, 11 and 15 Sussex Street) on one inventory sheet	Retain on LEP All houses are listed separately under the LEP and their relative Inventory Forms have been updated to individually address each property. Updated Inventory Forms in Appendix A.
13.5.5H	20 York Street, Epping	House		Council staff Listed in HR1 - No photo and no description	Retain on LEP Listing has been updated on Inventory Form in Appendix A.

### 13.5.6 Missing Inventory Sheets for Existing Heritage Items

The following listed items were recorded as missing information or photographs from their relative inventory forms. All inventory forms have been updated and provided in Appendix A.

Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.6A	Beecroft Road near southern end of Old Beecroft Road, Epping	Stone causeway over Devlins Creek		Council Staff No information on Inventory Sheet. Listed on RTA Heritage Register	Retain on LEP Listing was last updated in 2013 and has been updated with recent images. The Inventory Form in contained in Appendix A
13.5.6B	21 Chester Street, Epping	House and Garden		Council staff Listed in 1994 LEP. Inventory Sheet missing	Retain on LEP Listing has been updated on Inventory Form in Appendix A.



Appendix A Reference	Street Address	Item	Item Image	Issue/Information	Review Recommendation
13.5.6C	23 Chester Street, Epping	House and Garden		Council staff Listed in 1994 LEP. Inventory Sheet missing.	Retain on LEP Listing has been updated on Inventory Form in Appendix A.
13.5.6D	9 Norfolk Road, Epping	House and Garden		Council staff House listed in HR2. Inventory Sheet for house missing	Retain on LEP The garden which is part of the heritage listing is currently undergoing major changes. It appears all mature trees mentioned in the description of the site have been maintained. Recommend for investigation by a Heritage Consultant who specialises in gardens and landscapes. Listing has been updated on Inventory Form in Appendix A.

### 13.6 Summary and Recommendations of Hornsby Heritage Review Stage 6

The significance, intactness and merit of each property has been assessed as far as possible from the available information and the availability of access to properties. Due to the time constraints of this Heritage Review, properties which needed a follow up site inspection due to limited views of heritage items from street view were not able to be conducted. Where this has occurred, a recommendation has been made for a site inspection to be undertaken at a later date. For those properties recommended to be retained or added to the Hornsby LEP, the Inventory Sheets have been updated or created for each of these properties. All Inventory sheets updated or created are included in Appendix A.

In summary, the following resultant recommendations and updates were made as part of Stage 6 of the Hornsby Council Heritage Review:

### 13.7 Requests for Removal of Heritage Listing Summary

The one (1) request for removal of a Heritage Item, 184 Ray Road, has been recommended to be retained and the Inventory Sheet for the item has been updated. The recommendation is as follows:

Street Address	Item	Recommendations	Appendix A Reference
184 Ray Road	House	Retain heritage listing	13.5.1A

### 13.8 Amend Anomalies in Details of Heritage Listings Summary

One (1) Heritage Item, 73A Oxford Street, was recommended to be changed from R3-Medium Density Residential Zone to R2-Low Density Residential Zone to reflect the East Epping HCA zoning of R2. The recommendation is as follows:

Street Address	Item	Recommendations	Appendix A Reference
73A Oxford Street	Federation Queen Anne house	Recommend to change R3 zoning to R2 to reflect the East Epping HCA zoning of R2	N/A

### 13.9 Request for Listing of New Items Summary

Of the six (6) properties recommended for heritage listing under the Hornsby LEP 2013, three (3) properties were recommended for heritage listing and three (3) were not recommended for heritage listing. Inventory Sheets for the three recommended heritage items were created. The recommendations in summary are as follows.

Street Address	Item	Recommendations	Appendix A Reference
7 Dorset Street	House	Not recommended for listing	N/A
50 Dorset Street	House	Recommended for listing	13.5.3A
86 Essex Street, Epping	House	Recommended for listing	13.5.3B
3 Norfolk Road	House	Not recommended for listing	N/A
83 Norfolk Road	House	Recommended for listing	13.5.3C
3 York Street	House	Not recommended for listing	N/A

### 13.10 Review Isolated Items in Housing Strategy Zone (R4) High Density Summary

Of the two (2) Heritage Items which were identified as isolated items in R4 high Density Residential Zones, both Heritage items were recommended to be retained and the Inventory Sheet for each item were updated to reflect their current condition. In summary, the recommendation were as follows:

Street Address	Item	Recommendations	Appendix A Reference
25 Ray Road	Woodlands	Retain heritage listing.	13.5.4A
6 Essex Street	House (Scout Hall)	Retain heritage listing and retain R4-High Density Residential Zone	N/A

### 13.11 Review Details of Heritage Listing Summary

Eight (8) Heritage Items required various details be reviewed. All Inventory Sheets were updated for each of the eight (8) items. Two (2) Heritage Items will require further investigation and follow up, due to needing expert advice or access to the site. All Inventory Sheets for these Heritage Items were updated to reflect their current condition. In summary, the recommendations and updates to Heritage Items were as follows:

Street Address	Item	Recommendations	Appendix A Reference
27A Chester Street	Garden	Retain the heritage listing of the Garden. House is not recommended for listing, as recently was built. Original Inter War Bungalow demolished as part of DA/1226/2011.	13.5.5A
78 Kent Street	Slab Hut	Retain heritage listing. Further investigation will be required at a later date to gain access to the site to acquire current photographs of the slab hut.	13.5.5B
142-144 Ray Road	House & Garden	Retain the House's heritage listing and add the Garden to the listing. It is recommended that an arboricultural assessment be undertaken on the existing mature trees on the eastern side of the property in order to determine the condition and significance of the existing trees.	13.5.5C
35-37 Stanley Road	"Tallwood Lodge"	Retain heritage listing	13.5.5D
9 Sussex Street	House	Retain heritage listing	13.5.5E
11 Sussex Street	House	Retain heritage listing	13.5.5F
15 Sussex Street	House	Retain heritage listing	13.5.5G
20 York Street	House	Retain heritage listing	13.5.5H

### 13.12 Missing Inventory Sheets for Existing Heritage Items Summary

Four (4) Heritage Items were missing Inventory Sheets. All four (4) Heritage Items Inventory Sheets were either located or created, with up to date photographs. One Heritage Item was recommended for investigation by a Heritage Consultant who specialises in garden and landscapes.

Street Address	Item	Recommendations	Appendix A Reference
Beecroft Road near southern end of Old Beecroft Road	Stone causeway over Devlins Creek	Retain heritage listing. Existing Inventory Sheet located dating to 2013. Inventory Sheet updated to reflect current condition.	13.5.6A
21 Chester Street	House and Garden	Retain heritage listing	13.5.6B
23 Chester Street	House and Garden	Retain heritage listing	13.5.6C
9 Norfolk Road	House and Garden	Retain heritage listing. Recommended for investigation by a Heritage Consultant who specialises in gardens and landscapes.	13.5.6D





## Appendix A - Inventory Sheets

PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

## **Appendix 2 – City of Parramatta Council Report and Meeting Minutes of Item 11.3 of 14 August 2017**

F2019/02038



## **NOTICE OF COUNCIL MEETING** **PUBLIC COPY**

The Meeting of City of Parramatta Council will be held in the Jubilee Room, Parramatta Town Hall, Centenary Square, Parramatta on Monday, 14 August 2017 at 6:00pm.

Greg Dyer  
**CHIEF EXECUTIVE OFFICER**

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## COUNCIL CHAMBERS

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Administrator

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Chief Executive  
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Sue Weatherley -  
Director Strategic  
Outcomes &  
Development

Sue Coleman -  
Director City  
Services

Craig Becroft -  
Chief Financial  
Officer

Tim Butler-  
Chief Operating  
Officer

Rebecca Grasso -  
Director Marketing  
and City Identity

Mark Stapleton –  
Director Property  
and Significant  
Assets

Press

Assistant Minutes  
Clerk – Joy  
Bramham

Minutes Clerk –  
Grant Davies



## GALLERY



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**LEADING**


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<b>ITEM NUMBER</b>	11.3
<b>SUBJECT</b>	Epping Planning Review - Completion of Stage 1 and Commencement of Stage 2
<b>REFERENCE</b>	F2017/00210 - D05111630
<b>REPORT OF</b>	Snr Project Officer

**PURPOSE:**

The purpose of this report is twofold: to detail the feedback received from submissions on the Epping Planning Review Discussion Paper exhibited from 21 June and 19 July 2017; and to recommend principles to guide Stage 2 of the Epping Planning Review.

**RECOMMENDATION**

- (a) **That** Council receive and note the submissions made on the Epping Planning Review Discussion Paper.
- (b) **That** the recommended principles, as identified within this report and contained within **Attachment 6** be endorsed for the purposes of guiding Stage 2 of the Epping Planning Review.
- (c) **That** Council Officers:
  - 1 Brief the incoming Councillors on the Epping Planning Review process to date including the endorsed principles to confirm the future planning direction for Epping as part of progressing Stage 2 of the project, and
  - 2 That following the above briefing, a further report be submitted to Council recommending the commencement of Stage 2 of the Epping Planning Review which will involve preparing new planning controls including:
    - 2.1 A planning proposal to amend both the *PLEP 2011* and *HLEP 2013*
    - 2.2 A development control plan amendment to amend PDGP 2011 and HDGP 2013
    - 2.3 Amendments to relevant Contributions Plans and public domain plans where relevant.
- (d) **That** the recommendations contained within **Attachment 5** detailing the outcomes of the Stage 6 Heritage Review be endorsed.
- (e) **That** Council write to the community thanking them for their feedback and advising them on the outcome of Stage 1 Review and next steps
- (f) **Further, that** Council write to the Minister for Planning, Greater Sydney Commission, Department of Planning and Environment, Transport for NSW and the Roads and Maritime Services to provide an update on the project and outline of next steps.

**BACKGROUND**

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1. In March 2014, new planning controls for the Epping Town Centre and surrounds came into effect as a result of the Department of Planning and Environment's (DPE) Priority Precinct process. This process resulted in increased building heights and density controls within Epping Town Centre and surrounds which at the time was split between the former Parramatta City Council (western side of the train line) and former Hornsby Shire Council (eastern side of the train line). This process also saw the creation of three new Heritage Conservation Areas (on the former Hornsby Council side) – Rosebank Avenue, East Epping and Essex Street HCA.
2. On 12 May 2016, Council amalgamations saw the Epping Town Centre and immediate surrounds fall wholly within a new jurisdiction - the City of Parramatta Council. Prior to this, the Epping Town Centre had been split between the former Parramatta City Council (PCC) to the west and the former Hornsby Shire Council to the north and east. This historic dual structure has resulted in a complex planning control framework comprising of:
  - a. two local environmental plans (*Parramatta Local Environmental Plan 2011* and *Hornsby Local Environmental Plan 2013*);
  - b. two development control plans (*Parramatta Development Control Plan 2011* and *Hornsby Development Control Plan 2013*);
  - c. three development contributions plans with different contributions rates across each development type (a Section 94A plan applying to the former PCC area, and a Section 94 plan and Section 94A Plan applying to the former Hornsby Shire area); and
  - d. one public domain plan for the former Hornsby Shire Council area and public domain guidelines for the former PCC side.
3. The amalgamation has not changed or unified the planning controls, thus an exercise of bringing all of the controls into a single framework is required to deliver consistency. The objective of unifying the controls is to have one LEP, one DCP, one development contributions plan and one public domain plan applying to the entire town centre and immediate surrounds.
4. The Epping Planning Review project is identified in Council's *Operational Plan 2016/2017* under Action 2.4 "Review of Epping Town Centre Planning Controls". The Action involves undertaking a review of the planning for the Epping Town Centre, in conjunction with the Department of Planning and Environment (DP&E). Council's *Operational Plan 2017/2018* sees Council continuing to work with stakeholders on key precincts such as Epping. The *Draft West Central District Plan* also foresees that Council will progress the delivery of the Epping Town Centre urban renewal with the Greater Sydney Commission and the DP&E to ensure that the centre is considered as an integrated whole.
5. The study area for the Epping Planning Review is based on the DP&E's Urban Activation Precinct boundary and is illustrated in **Figure 1**. However, in the case of social infrastructure, the study boundary extends beyond the boundary in **Figure 1** so as to incorporate all the social infrastructure that Epping Town Centre residents rely on, which generally, is the Epping suburb.

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**Figure 1** - Epping Planning Review Study area

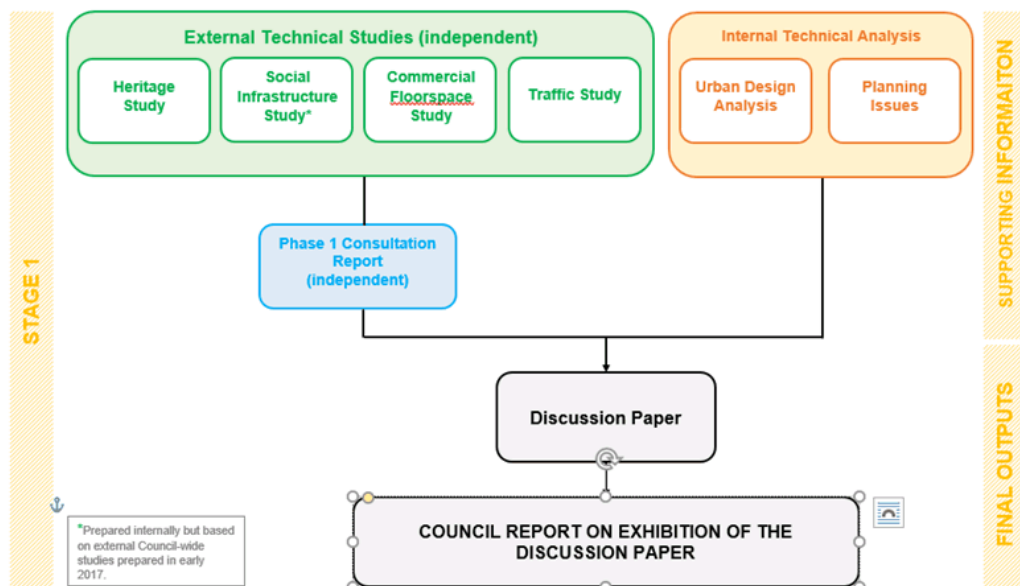
6. The Epping Planning Review project involves two stages, the scope of which has been to address the unintended consequences of the planning control amendments brought into effect in March 2014 as well as allowing Council to manage current (formal and preliminary) Planning Proposals seeking growth within the Town Centre. It is also intended to allow the City of Parramatta Council to progress resolutions made by the former Hornsby Shire Council on specific heritage matters. Stage 1 of the Epping Planning Review has involved:
  - a. A public launch in mid December 2016.
  - b. Preparation of technical studies on Heritage, Social Infrastructure, Commercial Floorspace and Traffic (Interim) by consultants as well urban design and planning analysis which was undertaken by Council.
  - c. Pre-Phase 1 Community Consultation commencing in December 2016; this consultation is summarised in Chapter 5.0 Community Engagement of the Discussion Paper (**Attachment 1**) and involved Council Officer attendance at various community events such as the Australia Day and Lunar New Year to inform the community of the review being undertaken.
  - d. Phase 1 Community Consultation involved consultations that informed the technical studies and Discussion Paper and was undertaken in conjunction with Straight Talk who were engaged to facilitate the consultation events. The feedback received from the Phase 1 consultations was contained in Straight Talk's Phase 1 Community Consultation report which formed part of the supporting information to the Discussion Paper in **Attachment 1**.
  - e. The preparation of the Epping Planning Review Discussion Paper (informed by points b, c and d, above) for public exhibition.

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- f. Phase 2 Community Consultation carried out during the public exhibition of the Discussion Paper with a series of Community Workshop Sessions.

7. **Figure 2** below illustrates the major structural components of Stage 1 of the Epping Planning Review.



**Figure 2** - Stage 1 of the Epping Planning Review

8. This Council report constitutes the last major milestone of Stage 1 of the Epping Planning Review and reports on the feedback received from the Phase 2 community consultations and Discussion Paper exhibition process.
9. Stage 2 of the Epping Planning Review will involve implementing changes to planning controls (zoning, heights, FSRs) and unifying the planning controls to create a single set of controls for the town centre. This means amending the *Parramatta LEP (PLEP) 2011* and the *Hornsby LEP (HLEP) 2013*, Parramatta DCP and Hornsby DCP, and relevant development contributions plans and public domain plans to create a single set of planning controls.
10. It is noted that the principles determined in Stage 1 also impact on other policy areas of Council (outside of the changes to planning controls covered in Stage 2) and that the findings and analysis carried out to date will be used to inform further work on these areas (ie. social infrastructure) as part of a separate process.

## PUBLIC EXHIBITION OF DISCUSSION PAPER

11. The Epping Planning Review Discussion Paper (**Attachment 1**) and supporting studies were publicly exhibited from Wednesday, 21 June to Wednesday, 19 July 2016.
12. The Discussion Paper contained 32 questions, of which:
- 4 questions addressed heritage interface issues;
  - 9 questions addressed commercial floorspace issues;



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- c. 11 questions addressed social infrastructure issues;
  - d. 2 questions addressed public domain issues; and
  - e. 6 questions addressed traffic and transport issues.
13. The context around the questions are detailed in the Discussion Paper.
  14. Council has specifically sought responses to the questions to help guide the future direction of Stage 2 of the Epping Planning Review. As such this report focuses on the community feedback raised in relation to the questions.
  15. It must also be noted that comments/feedback were also provided outside of the questions and this is also discussed in this report.

### Phase 2 Community Engagement

16. Phase 2 community engagement involved a series of Community Workshop sessions which presented the findings of the technical studies and Discussion Paper. Feedback was also sought on the options and the questions.
17. Over 750 participant entries were recorded across all engagement activities, which incorporated:

- a. Three evening sessions held on:
  - i. Social Infrastructure and commercial floor space (3 July 2017),
  - ii. Heritage (5 July 2017), and
  - iii. Traffic (12 July 2017).

These were held at the St Albans Anglican Church Main Hall in the Epping Town Centre.

- b. Two evening sessions for Epping's two largest culturally and linguistically diverse (CALD) communities:
  - i. A session for the Chinese community was held on 10 July 2017,
  - ii. A session for the Korean community was held on 17 July 2017.

These were held at the Epping Creative Centre.

18. All sessions were facilitated by Straight Talk, a consultancy commissioned to independently facilitate and record the feedback from each session.
19. These Phase 2 consultations are summarised in the *Epping Town Centre Review: Phase two – Exhibition period consultation* (provided at **Attachment 2**).

### Site visits

20. Three site visits were undertaken by Council Officers and the Administrator at the request of residents who raised concerns about the impacts of current development in their areas. Site visits were undertaken at the following locations:
  - a. Rosebank Avenue.
  - b. Eastern side of Essex Street, within the Essex Street HCA.
  - c. Norfolk Street in the vicinity of Pembroke Street.

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21. The purpose of the site visits was to listen to the concerns raised by residents with regard to the findings of the Discussion Paper and assist them in informing their submission.

#### **Developer Consultation**

22. On 30 June 2017, Council Officers hosted an Information Session for the applicants of the Austino Planning Proposal (adjacent to Forest Park) and the two Preliminary planning proposals at Rawson Street and Beecroft Road.
23. The purpose of this consultation was to provide an update to the applicants on the status of the Epping Planning Review project, in order to enable them to prepare a submission.

#### **PROJECT STEERING GROUP**

24. To ensure State agency engagement on the recommendations of the Epping Planning Review process, at the commencement of the project, Council established the Epping Planning Review State Agency Steering Group.
25. The Steering Group comprises representation from the Greater Sydney Commission, the Department of Planning and Environment, Transport for NSW and Roads and Maritime Services and staff of City of Parramatta.
26. To date, the Steering Group has met on three occasions to discuss issues relating to the review as well as oversee the progress of the Discussion Paper.

#### **COMMUNITY FEEDBACK - INTRODUCTION**

##### **Submissions**

27. Council received over 300 individual pieces of correspondence in response to the exhibition. Within this correspondence, there were several submitters that made multi-part submissions, as well as a few submissions made on behalf of small groups of residents. These factors meant that the total number of submitters was over 260.
28. The submissions varied broadly in scope in terms of their response to the 32 questions posed in the Discussion Paper. The majority of submissions (about 90%) directly answered questions posed in the Discussion Paper. Of these, about one third of submitters focused on one question, about one third of submitters discussed 2-5 questions, and about one third addressed 6 or more questions. About 12% of submitters addressed 20 or more questions.
29. **Figure 3** below demonstrates the frequency of response to the 32 questions.
30. As demonstrated in **Figure 3** there was a high level of response to each of the questions posed (minimum 24 responses; maximum 131 responses). The average number of responses to each question was 50, for a total of over 1,600 individual answers across all of the questions. The four questions attracting the highest frequency of responses were 9b (relating to the purchase of the former Bowling Club site), 9k (relating to future use of the Dence Park Aquatic Centre), 9a (relating to expanding parks ahead of creating new parks), and 11a (relating to delaying processing of planning proposals until the Traffic Study is complete); each of these four questions received over 100 responses.

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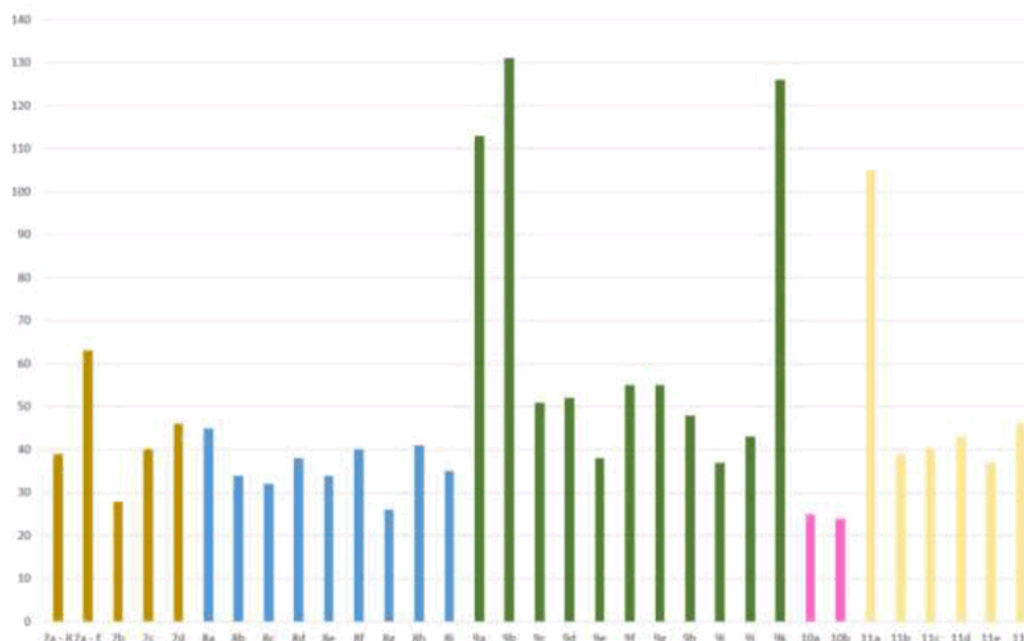


Figure 3 - Graph showing responses to the questions

31. **Attachment 3** provides a detailed summary of the submissions received in response to each question, and further sections of this report respond to this analysis on a question-by-question basis. Many respondents provided commentary outside of the questions posed, but which still broadly related to the five themes in the Discussion Paper (Heritage, Commercial Floor Space, Social Infrastructure, Public Domain and Traffic/Transport). This commentary is also summarised in **Attachment 3** on a thematic basis. Analysis of this feedback is also considered within this report.
32. Many respondents provided commentary outside of the questions and themes of the Discussion Paper. Council officers' analysis of this commentary is detailed in **Attachment 4** (General Comments). Analysis of this feedback is also considered within this report.

### Community Workshop Sessions

33. The Community Workshop sessions (discussed above in 'Phase 2 Community Engagement') were a major element of the Phase 2 Community Engagement process and have been summarised in Straight Talk's *Epping Town Centre Review: Phase two – Exhibition period consultation* which forms **Attachment 2** to this report.
34. Generally, there are strong similarities with the feedback from the community submission process. However, any differences in views between submissions and feedback received directly from the community workshop sessions are explained in each of the chapter sections below.

### HERITAGE CHAPTER

35. Chapter 7.0 of the Discussion Paper responds to the recommendations made within City Plan Services' *Epping Town Centre (East) Heritage Review* ("Heritage Review") as well as feedback received from residents during the Phase 1 consultations held in May this year.

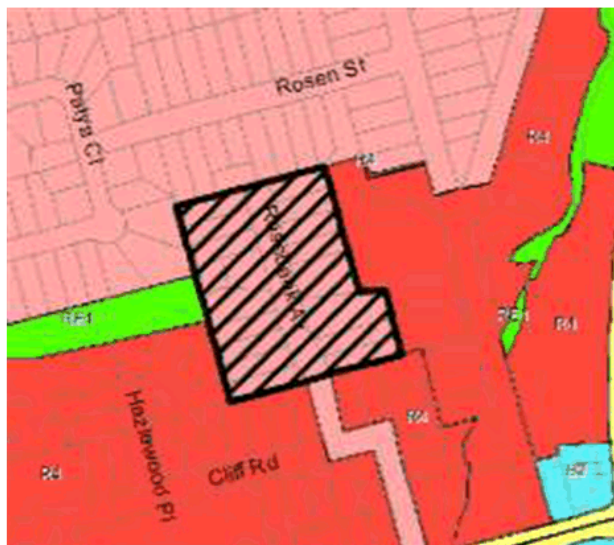
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36. The sub-sections below summarise the responses to the Discussion Paper's four questions (ie. 7a, 7b, 7c and 7d) which pertain to Rosebank Avenue and Essex Street Heritage Conservation Areas (HCAs), Rockleigh Way, certain properties at Norfolk Road and Pembroke Street and the Rose Street Precinct.

#### Rosebank Avenue HCA

37. Until March 2014, the Rosebank Avenue area and surrounds were zoned R2 Low Density Residential Zone. However, new planning controls which came into effect in March 2014 by way of the Department of Planning and Environment's (DP&E's) Urban Activation Precinct process introduced the Rosebank Avenue HCA and introduced the R4 High Density Residential Zone to its south eastern, southern and eastern borders. The R4 High Density Residential Zone currently permits 5 storey residential flat buildings.
38. The Rosebank HCA and surrounding land zonings in *HLEP 2013* are illustrated in **Figure 4**, below.



**Figure 4** - Rosebank Avenue HCA (hashed) and current zoning

39. Two heritage items are situated midpoint within the HCA, at No.s 9 and 10 Rosebank Avenue (refer to **Figure 5** below). These two sites mark the midpoint on either side of the HCA.
40. The street runs in a north/south direction with most properties fronting the street in an east or west direction. These lots are relatively large. However, No.23 Rosebank Avenue is the only property that fronts the street in a north/south direction. This lot is also much smaller in size and is flanked by larger lots that have frontage to Rosen Street. It therefore, has limited redevelopment opportunity on its own.
41. The Heritage Review assessed the heritage value of the HCA and has recommended the retention of the Rosebank Avenue HCA. However, this study only looks at the heritage factors and does not address the land use conflicts occurring at the interface at the rear of some of the properties within the Rosebank Avenue HCA.
42. A strong residential market has seen many of the R4 zoned sites be redeveloped for 5 storey residential flat buildings. This has created a conflict in land use that sees 5 storey residential flat buildings overlooking single and two



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storey low density residential development which is significantly impacting on the privacy and amenity of the Rosebank Avenue residents, particularly those at No.s 1-7, and 2-8 Rosebank Avenue.

43. Section 7.4.1 of the Discussion Paper presents 7 options to resolve interface issues at the Rosebank Avenue HCA (as well as the Essex Street HCA which is discussed in the section below). The options range from "Maintain the HCA" to presenting an option that would permit "3 storey residential flat building" redevelopment and involve the removal of the HCA notation in the *HLEP 2013*.
44. Council Officers recommend three options (Options 4, 5 and 6) for the Rosebank Avenue HCA all of which involve:
  - a. Removal of the HCA affectation in *HLEP 2013*; and
  - b. Planning controls that permit demolition of the existing housing and two storey redevelopment comprising: (1) Dual Occupancy (side by side); (2) Town Houses; or (3) Manor home, (with the exception of the two heritage items).
45. With the adjacent creek (zoned RE1 Public Open Space) and the two heritage items sitting midway in the precinct, the Discussion Paper noted that further analysis be undertaken to assess how *different options that might be applied to different parts of the HCA* due to the fact that the interface issues primarily affect the southern properties in Rosebank Avenue.
46. The standard question 7a. asks: *What is your preferred option and why?*

#### Community Feedback

47. Feedback from the community on Rosebank Avenue received via the community information sessions and via submissions was divided.
48. Some residents within Rosebank Avenue want to see the same planning controls that enable 5 storey residential development applied to their sites so they can maximise their economic benefit in the same way their neighbours have to the south and south east (refer to **Figure 5** below showing the extent of the HCA and street numbers).



**Figure 5** - Rosebank Avenue HCA and heritage items with street numbers

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49. Views received via submissions and Community Workshop sessions from some residents who reside outside the HCA see the removal of the HCA and allowance for redevelopment as further degradation of local character. Many are unsympathetic to the residents experiencing the interface issues. Some view that the new R4 zone has been in place for over 3 and a half years and affected residents could have either sold up to a more tolerant resident who "knew what they were buying". Some hold the view that affected residents could have planted trees at the time the new controls came into effect to help mitigate the amenity and privacy impacts. There is also a perception from these respondents that the affected residents who see redevelopment as a resolution to the interface issues do not care about the impacts it will have on the residents who choose to stay or who are less affected by the new development.
50. With regards the heritage items at No.s 9 and 10 Rosebank Avenue, the predominant response from respondents was that the heritage items should be removed if the HCA notation is recommended for removal on the basis that the heritage items are just as affected as the properties at the southern portion of the precinct. They see that these properties also have visual proximity to the interface issues and this devalues the significance of the heritage items. There was also a contrary view – that the preference is for Options 1 ("Maintain the HCA") or Option 2 ("Landscaping at interface") across the precinct but notes that in the instance the HCA is recommended for removal, then the entire precinct should enable 5 storey residential flat buildings.

#### *Conclusions and recommendations*

51. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls introduced by the State Government in March 2014.
52. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:
  - a. That Council Officers accept that there are severe interface issues occurring (or, in some cases, are yet to occur) to the southern half of the precinct; specifically, the properties at No.s 1, 3, 5 and 7 as well as 2, 4 and 6-8 are likely experience the same impacts as the remaining adjoining R4 zoned land is redeveloped over time.
  - b. That a heritage item (such as the two at No.s 9 and 10 Rosebank Avenue), as opposed to a property with just a HCA notation over it, has a much more significant role in terms of heritage conservation and protection. The importance of a heritage item relies less on the surrounding character and more so on its own individual historical attributes. As such, it is not uncommon for heritage items to sit amongst development that is of a different typology.
  - c. The RE1 zoned land to the west comprising the eastern edge of Kent Street Park – along with the two heritage items - also forms a 'break' and mid point within the Rosebank Avenue Precinct.
  - d. Council Officers see that the interface issues are less significant at the rear of No.s 12 to 18 Rosebank Avenue, despite the R4 zoning on the adjoining large site to the east at No.23 Ray Road. Constructed in early 2011, the development on this site incorporates 2.5 and 3 storey town house development which faces the properties at No.s 12 to 18 Rosebank Avenue. These townhouses shield the 4 storey residential flat building development that fronts Ray Road. Since 2011, tree

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plantings now shield views to this development from Rosebank Avenue.

- e. Similarly, Council Officers determine that there are no interface issues occurring (or anticipated to occur) at the rear of the sites at No.s 13 to 21 Rosebank Avenue. This also includes No.23 Rosebank Avenue. These sites do not adjoin any R4 zoned land. As noted above, the property at No.23 is isolated, smaller in size than the other Rosebank Avenue parcels and has little chance of being redeveloped and given it is surrounded by the R2 zoned properties which have frontage to Rosen Street. Therefore, the current R2 zone is not considered to be inappropriate against the R2 zoned land which has a two storey height limit.
- f. That any change to the planning controls needs to be sensitive and sympathetic to the existing heritage items at No.s 9 and 10 Rosebank Avenue.
- g. That the removal of the HCA notation will not have any impact on the heritage significance of the two heritage items situated at No.s 9 and 10 Rosebank Avenue (refer to **Figure 5**) as these properties are recognised for their significance as stand-alone sites.
- h. That the basis for any changes to the planning controls is to place as little pressure as possible on local traffic.

53. Council Officers therefore, **recommend the following principles:**

- a. In the case of properties situated at No.s 1, 3, 5 and 7 as well as 2, 4 and 6-8 Rosebank Avenue:
  - i. That Option 7 – 3 storey residential flat building redevelopment be permissible; and
  - ii. That further urban design work identify appropriate building height, density (FSR) controls, building setback and amalgamation controls so as to ensure an appropriate transition from 3 storeys to 2 storeys towards the heritage item sites to the north. This analysis will inform new DCP controls.

These recommended controls:

  - enable owners to achieve economic benefit from a higher density solution.
  - represent a sound transition in density from the 5 storey residential flat building to a single storey heritage item.
- b. That the Rosebank Avenue HCA notation in *HLEP 2013* (labelled “C11”) be removed entirely.
- c. That the existing heritage items at No.s 9 and 10 Rosebank Avenue remain listed in the LEP Heritage Schedule as heritage items.
- d. In the case of the properties situated north of the heritage items comprising No.s 13 to 21 Rosebank Avenue (western side) and 12 to 18 Rosebank Avenue (eastern side) and of No.23 Rosebank Avenue, that there be no change to the LEP planning controls.
- e. That in the case of the entire Rosebank Avenue area, that the relevant DCP controls be amended accordingly, including any amendments to

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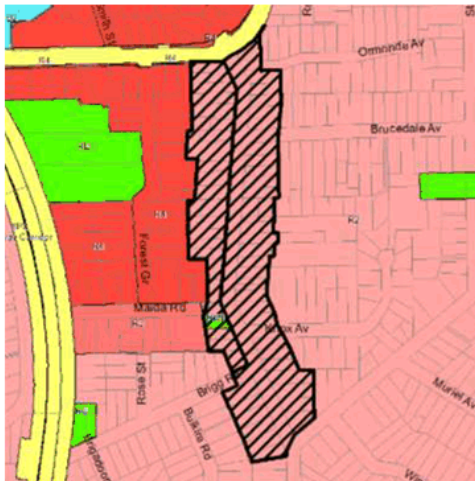
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Section 9.3.14 'Rosebank Avenue (Epping) Heritage Conservation Area' section of the Hornsby DCP'.

- f. That despite the increase in residential density proposed, that the above recommendations could proceed ahead of the completion of the Traffic study as they seek to urgently deal with the unintended impacts arising from the new planning controls implemented in 2014 relating to land use interface issues. Furthermore, the potential increase in dwelling numbers resulting from this recommendation is likely to be minimal when compared against the traffic impacts arising from proposals detailed later in this report.

### Essex Street HCA

54. Until March 2014, land situated on the eastern side of Forest Grove - which directly adjoins land on the western side of Essex Street between Epping Road and Maida Road - was zoned R2 Low Density Residential. However, new planning controls which came into effect in March 2014 via the DP&E's Urban Activation Precinct process introduced the R4 zone. The R4 High Density Residential zone permits 5 storey residential flat buildings.
55. The Essex Street HCA and surrounding land zonings in *HLEP 2013* are illustrated in **Figure 6**, below.



**Figure 6** - Essex Street HCA (hashed) and current zoning

56. Four heritage items are situated within the Essex Street HCA - at No.s 42, 47, 76 and 84 Essex Street (refer to **Figure 7** below).
57. The Heritage Review assessed the heritage value of the HCA and has recommended retention of the Essex Street HCA. However, this study only looks at the heritage factors and does not address the land use conflicts occurring on the west side of the HCA between Epping Road and Maida Road.
58. A strong residential market has seen most of the R4 zoned sites (between Epping and Maida Roads) flanking the western side of Essex Street be redeveloped (or have existing approvals) for 5 storey residential flat buildings. This has created a conflict in land uses that sees 5 storey residential flat buildings overlooking single and two storey low density residential which is significantly impacting on the privacy and amenity of the Essex Street residents on the western side of Epping and Maida Road.



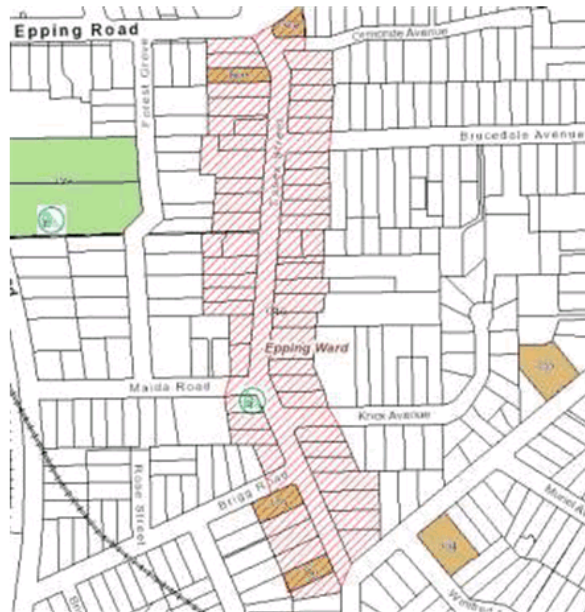
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59. Section 7.4.1 of the Discussion Paper presents 7 options to resolve interface issues at the Rosebank Avenue HCA (as well as the Essex Street HCA which is discussed in the section below). The options range from "Maintain the HCA" to "3 storey residential flat building" redevelopment.
  60. Council Officers recommend three options (Options 4, 5 and 6) for the Rosebank Avenue HCA all of which involve:
    - a. Removal of the HCA notation in *HLEP 2013*; and
    - b. Introduction of new planning controls that permit two storey redevelopment comprising: (1) Dual Occupancy (side by side); (2) Town Houses; or (3) Manor home (with the exception of heritage items).
  61. The standard question, 7a., asks: *What is your preferred option and why?*
- Community Feedback*
62. Feedback from the community on the Essex Street HCA received via the community information sessions and via submissions is divided.
  63. For residents residing on the western side of Essex Street, situated within the HCA, the responses were as follows:
    - a. 75% of residents either supported the Council Officer recommendation or Option 7 ("3 Storey Residential Flat Building").
    - b. 25% of residents supported Option 1 ("No Change").
  64. The predominant view from residents on the eastern side of Essex Street within the HCA also support the removal of the HCA notation to enable redevelopment that enables a transition to the adjoining R4 zone. Views from the eastern side of Essex Street held the strong view that if there was any change to the building form on the western side of the street, that the same type of development should be permissible on the eastern side of the street.
  65. Views of residents that reside outside the HCA see the removal of the HCA and allowance for redevelopment as further degradation of local character. Furthermore these views have strong similarities with those of the residents situated outside the Rosebank Avenue HCA, in that:
    - a. Some residents are not sympathetic to the residents experiencing the interface issues:
      - i. Some view that affected residents could have addressed interface issues early by tree planting at the time the new controls came into effect to help mitigate the amenity and privacy impacts
      - ii. Some view that affected residents could have either sold up and moved out by selling to a more tolerant resident who "knew what they were buying" and appreciates what special character is left.
      - iii. Some have the perception that the affected residents who are fed up and want to sell to maximise their economic benefit do not care about the impacts it will have on the residents who choose to stay or who are less affected by the new development.

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**Figure 7** - Essex Street HCA and heritage items in HLEP 2013

#### *Conclusions and recommendations*

66. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.
67. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:
  - a. That there are significant interface issues that properties are experiencing on the western side of Essex Street HCA; specifically, those situated between Epping Road and No.86 Essex Street.
  - b. That there are no interface issues being experienced on the eastern side of the Essex Street HCA despite the numerous views of the residents residing on the eastern side. The role of the Essex Street road reserve is critical in establishing a demarcation between land uses. The road reserve which is approximately 21 metres wide when measured between the front boundaries of the western and eastern side of the street acts as a clear demarcation for any change in land use and becomes the ideal "line in the sand". If Council was to enable redevelopment uplift of the eastern side of Essex, this only pushes and extends the interface issue further east.
  - c. Essex Street stretches from Oxford Street in the north to Abuklea Road in the south with the Essex Street HCA section occupying a little more than 25% of its full length. Therefore, any recommendations to change the eastern side of Essex Street within the HCA section is likely to result in the Essex Street residents situated outside of the HCA that own land zoned R2 Low Density Residential to also seek uplift because the rezoning of the eastern side will establish a precedent.
  - d. Terry's Creek forms a natural geographical boundary rather than a boundary for land use change. Relying on Terry's Creek as a land use boundary would introduce a significant number of dwellings which

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would not only have significant traffic implications but also result in significant additional land being up-zoned further away from the station.

- e. Of the 3 recommended re-development options within the Discussion Paper (which were: Option 4 Dual Occupancy (side by side), Option 5 Town house re-development and Option 6 Manor home, that Council Officers recommend Option 6 Manor home because this option:

i. Represents a sound transition in density from the 5 storey residential flat building to 2 a storey medium-density, to the 1 to 2 storey low density across the street. It means that no change to the existing height control is required.

ii. Does not require site amalgamation so that owners will be able to independently develop their sites if they wish.

- f. That if there is a recommendation that enables redevelopment of the western side of Essex Street between Epping and Maida Roads, that there is no heritage benefit in keeping the Essex Street HCA notation.
- g. The removal of the HCA notation will not have any impact on the heritage significance of the four heritage items situated at No.s 42, 47, 76 and 84 Essex Street (refer to **Figure 7**) as these properties are recognised for their significance as stand-alone sites.

68. Council Officers therefore, **recommend the following principles:**

- a. That the Essex Street HCA notation in *HLEP 2013* (labelled "C10") be removed in full.
- b. That the existing heritage items at No.s 42, 47, 76 and 84 Essex Street remain listed in the LEP Heritage Schedule as heritage items.
- c. That the planning controls for the properties on the western side of the Essex Street HCA area be amended to permit re-development that involves demolition of the existing housing (with the exception of heritage items) to enable development of two storey manor home development, between Epping Road and Maida Road.
- d. That the planning controls for the properties on the eastern side of the Essex Street HCA area remain unchanged and not be amended.
- e. That further urban design be undertaken to determine the appropriate density, setbacks and other building envelope and controls to guide the development of new manor home development. This analysis will inform new development control plan (DCP) controls including any amendments to Section 9.3.13 'Essex Street (Epping) Heritage Conservation Area of the Hornsby DCP'.
- f. That despite the increase in residential density proposed, that the above recommendations could proceed ahead of the completion of the Traffic study as they seek to urgently deal with the unintended impacts arising from the new planning controls implemented in 2014 relating to land use interface issues. Furthermore, the potential increase in dwelling numbers resulting from this recommendation is likely to be minimal when compared against the traffic impacts arising from proposals detailed later in this report.

### Rockleigh Park

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69. The Rockleigh Park precinct comprises 33 small subdivided lots that come off a small, narrow laneway system. The area is predominantly zoned R4 high Density Residential (shown edged yellow in **Figure 8** below) with an R3 Medium Density Residential zoned strip edging the north and eastern boundaries. The subject site currently contains medium density housing.
70. Until March 2014, the 36 parcels that make up Rockleigh Park were zoned R2 Low Density Residential Zone. However, new planning controls which came into effect in March 2014 via the DP&E's Urban Activation Precinct process introduced the R4 zone to the 18 parcels central within Rockleigh Park. The R4 High Density Residential zone permits 5 storey residential flat buildings. No sites have been redeveloped in accordance with the new zone on account of constraints around community title and the small street network.
71. The precinct's proximity to the R4 zoned land at Essex Street to the south and the East Epping HCA to the north (shown hashed red) are illustrated in **Figure 8**.
72. The Heritage Review commissioned by Council recommends down-zoning the parcels zoned R4 (which has a 17.5 metre or 5 storey building height) to R3 Medium Density Residential zone (which has a 12 metre or 4 storey building height) to better reflect existing development.



**Figure 8** - Rockleigh Way (area edged in yellow and with a R3 zoned strip)

73. The Discussion Paper recommends supporting the R3 zone and that further urban design analysis to identify the appropriate amalgamation, height and density controls be carried out.
74. The proposed downzoning to the R3 zone better reflects the current use – small single and two storey cottages, some of which are attached, on a small, narrow laneway system.
75. The standard question at the end of this section (Question 7b) asks: *Do you agree with the recommendation for Rockleigh Park?*

#### *Community Feedback*

76. Community feedback from residents on this issue showed strong support for the down zoning of the site from the R4 zone to the R3 zone.
77. Respondents also said that the proposed R3 zone:
  - a. Would more appropriately deal with the transition between higher and lower density areas; and



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- b. Should be supported by a master planning process so that appropriate heights and density controls can be put in place.

*Conclusions and recommendations*

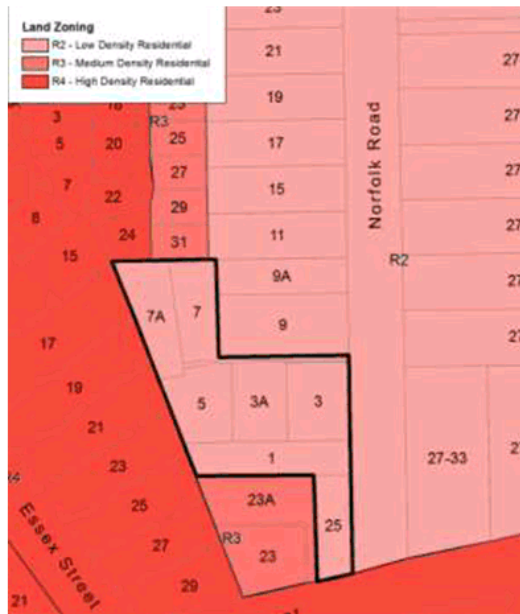
78. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.
79. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:
  - a. With 18 lots zoned R4 and 15 lots zoned R3 all of which rely on the same small road network for access which falls under a community title, it is highly unlikely that these sites will be purchased by a developer for redevelopment.
  - b. The recommended downzoning better reflects the current use – small single and two storey cottages, some of which are attached, on a small, narrow laneway system.
  - c. The proposed R3 Medium Density Residential zone is consistent with the Rockleigh Park properties that form its northern and eastern boundaries.
  - d. That redevelopment of Rockleigh Park for 5 storey residential flat building development would reflect further and unnecessary encroachment of inappropriate high density development up against low density development.
  - e. That the recommendation within the Discussion Paper to down-zone the R4 zone to the R3 zone still stands.
80. Council Officers therefore, **recommend the following principles**:
  - a. That the component of Rockleigh Park currently zoned R4 be rezoned to the R3 zone so that the entire 33 parcels fall under a single (R3) zone consistent with the recommendations with the Heritage Review and Discussion Paper.
  - b. That further urban design analysis be undertaken across all of Rockleigh Park to determine the best building height and density (FSR) controls including amalgamation patterns should the site be amalgamated in the future. This analysis will also inform DCP controls.

**1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street**

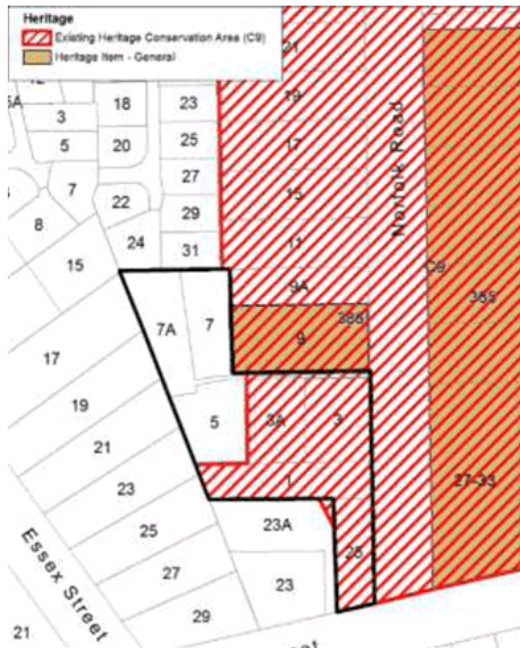
81. The parcels at 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street are all currently zoned R2 Low Density Residential with the properties at No.s 1, 3 and 3A Norfolk Road and 25 Pembroke Street located within the most southern section of the East Epping HCA (refer to **Figures 9 and 10**, below)

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**Figure 9** - Norfolk Road and Pembroke Street properties – land zonings as per HLEP 2013



**Figure 10** - Norfolk Road and Pembroke Street properties – HCA affectation and adjoining heritage item at 9 Norfolk Road HLEP 2013

82. Three parcels which do not have street frontage – No.s 5, 7 and 7A Norfolk Road are sandwiched between the HCA properties and a heritage item at No.9 Norfolk Road to the east and R4 zoned land which has a 5 storey height limit to the west. These sites are occupied by large houses which take up much of their respective sites.
83. Land to the south at 23 and 23A Pembroke Road has a R3 Medium Density Residential zoning and is also occupied by large dwelling houses that occupy much of their land parcel.

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84. Until March 2014, the R4 zone to the west of this area did not exist. However, new planning controls which came into effect in March 2014 via the DP&E's Urban Activation Precinct process rezoned the R2 Low Density Residential land to the R4 High Density Residential zone which permits 5 storey residential flat buildings.
85. The Heritage Review commissioned by Council recommends:
- a. The removal of the East Epping HCA notation (labelled "C9" in *HLEP 2013*) over the properties at No.s 1, 3 and 3A Norfolk Road and 25 Pembroke Street; and
  - b. Rezone No.s 1, 3 and 3A Norfolk Road and 25 Pembroke Street as well as No. 5, 7 and 7A to the R3 zone so all parcels share the same zoning and also, match the zoning to the south.
86. Since 2014, when the adjacent R4 zone came into effect, there has been no redevelopment of land in this vicinity however, it is noted that a strong residential market could drive redevelopment in the future.
87. To resolve any forthcoming interface issues at No.s 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street, Section 7.4.2 of the Discussion Paper presented three options and sought feedback. The three options are as follows:
- a. Option 1 is as per the Heritage Review's recommendation (described above).
  - b. Option 2 is to both:
    - i. Remove the East Epping HCA notation (labelled "C9" in *HLEP 2013*) over the properties at No.s 1, 3 and 3A Norfolk Road and 25 Pembroke Street, and
    - ii. Rezone all of the seven parcels to the R3 zone, but restrict development on No.s 3, 3A, 5, 7 and 7A Norfolk Road to a 2 storey manor home and encouraging No.s 1 Norfolk Road and 25 Pembroke Street to amalgamate with No.s 23 and 23A Pembroke Street to redevelopment into a town house scheme.
  - c. Option 3 is to:
    - i. Remove the East Epping HCA notation (labelled "C9" in *HLEP 2013*) over the properties at No.s 1, 3 and 3A Norfolk Road and 25 Pembroke Street, and
    - ii. Retain the R2 zone on No.s 3, 3A, 5, 7 and 7A Norfolk Road, and
    - iii. Allow No.1 Norfolk Road and 25 Pembroke Street to be rezoned to the R3 zone.
88. The standard question at the end of this section (Question 7c) asks: ...*what is your preferred option and why?*"

#### *Community Feedback*

89. Feedback from the community via the community information sessions and submissions is divided.
90. Responses from the owners of No.s 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street, included a coordinated group response which was included in some of the households' submissions. These indicated unanimous support

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for Option 1 (remove HCA and rezone to R3). Key reasons for supporting this option were:

- a. That there is a desire to resolve future interface issues with the anticipated R4 development yet to occur on the adjoining R4 land.
  - b. That the option could encourage amalgamated development sites large enough to support "high-quality integrated development" with adequate transition to adjacent low-rise areas and the Heritage Item at 9 Norfolk Road.
  - c. To encourage housing within walkable access to the school and town centre.
  - d. That Option 2 (manor home) was not preferred as it was seen as an undesirable and less integrated approach than larger site amalgamation along with the potential problems with strata-titled developments sharing one driveway (i.e. access, construction, utilities) was also raised although it should be noted that the manor home recommendation involves amalgamated sites.
  - e. That Option 3 was considered as an uncoordinated approach to zoning that could result in small, piecemeal development. An alternative for R4 zoning was also raised by some.
91. Feedback from two adjoining owners, including the owner of the adjoining heritage property at No. 9 Norfolk Road have preference for Option 3 as this is seen as a more appropriate building form response since the sites at No.s 3A, 5, 7 and 7A Norfolk Street have no street address.
92. Feedback from other residents were varied:
- a. some seeing Option 2 as preferable,
  - b. others as Option 3 as preferable, with
  - c. others feeling that only limited redevelopment was acceptable (low density to be replaced with low density).
93. Other residents cited the local neighbourhood shop building which is attached to the dwelling at No. 25 Pembroke Street as a valued and historically important building in this area. However, despite the Heritage Study's identification of the site as a 'contributory item', it also recommends removal of the East Epping HCA notation over the site.

#### *Conclusions and recommendations*

94. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.
95. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:
- a. That any response needs to be sensitive to the heritage item at No.9 Norfolk Road.
  - b. The narrowness of the lots at No.25 Pembroke Street and No.1 Norfolk Street lend themselves to amalgamating with No.s 23 and 23A given their location.



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- c. That the R4 High Density Residential zone to the west and R3 Medium Density Residential zone to the south have the strong potential to result in interface issues which need to be managed.

96. Council Officers therefore, **recommend the following principles:**

- a. That option 2 from the Discussion Paper be applied, which involves:
- i. Removing the East Epping HCA notation (labelled "C9" in *HLEP 2013*) over the properties at No.s 1, 3 and 3A Norfolk Road and 25 Pembroke Street, and
  - ii. Rezoning all of the seven parcels to the R3 zone\*, but:
    1. Limit re-development on No.s 7 and 7A Norfolk Road to a 2 storey manor home.
    2. Enable re-development on No.s 1, 3 and 3A, 5 Norfolk Road and 25 Pembroke Street to realise residential flat building (no more than 3 storeys in height) however, undertake urban design analysis to determine:
      - appropriate height, density and amalgamation controls including the controls affecting No.s 23 and 23A Pembroke Street; and
      - appropriate setback controls from the heritage item at No. 9 Norfolk Street; and
      - that this analysis informs DCP controls including any amendments to section 9.3.12 'East Epping Heritage Conservation Area'.

**Note:** this may result in a different zone depending on the methodology utilized in the harmonization of the planning controls.

- b. That despite the increase in residential density proposed, that the above recommendations could proceed ahead of the completion of the Traffic study as they seek to urgently deal with the unintended impacts arising from the new planning controls implemented in 2014 relating to land use interface issues. Furthermore, the potential increase in dwelling numbers resulting from this recommendation is likely to be minimal when compared against the traffic impacts arising from proposals detailed later in this report.

#### **Rose Street precinct**

97. The Rose Street Precinct is flanked by properties zoned R3 Medium Density Residential (which front Maida Road), Blaxland Road to the west, the Essex Street HCA properties to the east and Brigg Road to the south. It excludes the Essex Street properties and a pocket park in the north east corner with Maida Road and Essex Street. Refer to **Figure 11** below.
98. Until March 2014, land situated on the southern side Maida Road was zoned R2 Low Density Residential Zone. However, new planning controls which came into effect in March 2014 via the DP&E's Urban Activation Precinct process introduced the R3 zone to Maida Road. The R3 zone permits 4 storey residential flat buildings.

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**Figure 11** - Rose Street Precinct (area hashed blue)

99. The land that is zoned R3 is being redeveloped into 4 storey residential flat buildings. Also the topography slopes (downwards) to the south increasing the impact of the height of new development.
100. The Heritage Review assessed the appropriateness of the R2 zone with regards to the adjoining Essex Street HCA and concluded that the Rose Street precinct be upzoned to the R3 zone on a land use basis.
101. With regards to land outside the precinct (as per **Figure 11**, above) it should be noted that as per the recommendations for Essex Street, the HCA notation to the east of the precinct is recommended for removal.
102. As at mid July 2017, over two-thirds of the strip of R3 zoned land fronting Maida Road has either been developed as 4 storey residential flat buildings or is under construction for the same.
103. There is potentially an opportunity for Council to pursue an acquisition process to purchase sites for community/public open space in the vicinity of Rotary Park given the findings from the *Epping Social Infrastructure Study* which supported the Discussion Paper.
104. The Discussion Paper supports the recommendation within the Heritage Study - which is to zone the precinct R3 zone - but also recommends that further master planning work be undertaken to determine the appropriate height and density controls so as to ensure a clear transition to the R2 zoned land on the southern side of Brigg Road.
105. The Discussion Paper seeks feedback on the recommendation (Question 7d) which asks: *Do you agree with the recommendation for the Rose Street Precinct?*

#### *Community Feedback*

106. Council received a total of 45 submissions on this issue. Feedback from the community is divided. Responses from 19 respondents support the Discussion Paper's recommendation to up-zone the precinct. This is largely because those residing within the Rose Street precinct feel they have lost significant amenity with the introduction of the 4 storey residential flat building development occurring to the north. The views of residents outside the precinct (26 respondents) do not support the recommendation for up-zoning as they feel

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that it will only extend pressure to upzone land further south. Some respondents have the view that the four storey interface is insignificant. (Refer to a summary of the submissions at **Attachment 3**).

107. The above views were also reflected at the Community Information Sessions (refer to Straight Talk's *Epping Town Centre Review - Phase Two - Exhibition period consultation* at **Attachment 2**).

#### *Conclusions/Recommendations*

108. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.

109. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:

- a. That the interface issues that are occurring to the north of the precinct require a land use planning response to manage these interface issues.
- b. That the recommended R3 Medium Density zone in the Heritage Review and the Discussion Paper generally represents a sound transition to the R2 zone on the southern side of Briggs Road providing that master planning is undertaken for this precinct.

110. Council Officers therefore, **recommend the following principles**:

- a. That the land be rezoned to the R3 zone\*; and
- b. That further urban design analysis/master planning process is needed to:
  - i. Determine how development from the north needs to step down to a building height of 2 storeys at the Brigg Road frontage to transition to development across the road. Transition should also be considered towards the eastern end of the site to ensure future massing appropriately responds to the low density residential development fronting Essex Street.
  - ii. Determine an appropriate amalgamation pattern, building height, density and setback controls as well as provision of communal and public open space
  - iii. That this analysis inform DCP controls.

**Note:** this may result in a different zone depending on the methodology utilized in the harmonization of the planning controls. But the intended built form outcome will remain the same.

- c. That despite the increase in residential density proposed, that the above recommendations could proceed ahead of the completion of the Traffic study as they seek to urgently deal with the unintended impacts arising from the new planning controls implemented in 2014 relating to land use interface issues. Furthermore, the potential increase in dwelling numbers resulting from this recommendation is likely to be minimal when compared against the traffic impacts arising from proposals detailed later in this report.

#### **Hornsby Heritage Review Stage 6**

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111. Section 7.1 within the Heritage Chapter of the Discussion Paper responds to a previous Hornsby Shire Council resolution pertaining to certain heritage matters in Epping.
112. Identified as part of 'Stage 6' of the Hornsby Shire Council Heritage Study Review, the Heritage Study prepared by City Plan Services reviewed these matters and made a number of recommendations. These matters and recommendations are detailed in **Attachment 5** and are also detailed in the consolidated list of recommendations contained in **Attachment 6**.

## COMMERCIAL FLOORSACE CHAPTER

113. As noted in the Discussion Paper, in 2011 the Epping Town Centre had 4,512 jobs with 55,000sqm of office floor space and 13,000sqm of retail floor space. However, since 2014, new development within the B2 Local Centre zone has reduced the amount of office floor space. Developers are replacing existing large scale office towers and small scale (2 and 3 storey) office development with shop top housing.
114. This trend is occurring despite the Hornsby DCP controls requiring non-residential uses on the first two to three floors of development in the B2 Local Centre zone. Parramatta's DCP controls require applicant's to provide "up to" 4 storeys of commercial development, but only for development on Beecroft Road.

**Note:** Commercial floorspace is floorspace utilised for retail, office or business premises.

115. The Department's position on the reduction of commercial floor space is that, based on market analysis, demand for commercial floor space is expected to reduce as other centres such as Macquarie Park and Norwest Business Park become more attractive. City of Parramatta commenced a review and in response commissioned SGS Economics and Planning to understand whether the loss of floor space is a positive trend, and to understand other commercial land use elements that may create a more successful town centre.
116. Chapter 8.0 of the Discussion Paper responds to the recommendations made within SGS Economics and Planning *Epping Town Centre Commercial Floorspace Study* ("Floorspace Study") as well as feedback received from residents during the Phase 1 consultations held in May this year.
117. The sub-sections below summarise the responses to the Discussion Paper's nine questions which pertain to:
- a. Epping Town Centre's role as a Sub-District Centre;
  - b. The role of Government owned sites; and
  - c. The mix of retail uses.

### Epping as a Sub District Town Centre in 2036

118. One of the concepts considered in the Floorspace Study is the State Government's **30-minute city** where people can access a wide range of job, services and other opportunities within 30 minutes from their place of residence.
119. Sections 8.5.1 and 8.5.2 within the Discussion Paper comprises three questions (8a to 8c) which seek feedback on the future role of the Epping Town Centre to the year 2036.



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*Community Feedback*

120. With regards to question 8a: *Should Epping evolve as a Sub District Centre with a target of achieving the commercial floor space targets without any increase in Net Floor Space on Business B2 zoned sites?* The community's responses are highly supportive of the role of the centre having a significant component of commercial floorspace. The most common view is that there needs to be more variety in retail and more night time activity.

121. With regards to questions 8b and 8c, these ask if Epping should evolve as a Sub District Centre:

- a. Without any increase in net floorspace (8b) noting that additional commercial floorspace provision would be provided at the expense of residential development; or
- b. By allowing an increase in net floorspace (8c) to recognise the need for increased provision of commercial floorspace.

122. Responses were as follows:

- a. Despite residents generally recognising the need for additional commercial floorspace, residents generally consider that this additional floorspace should be contained within the current height and density controls.
- b. Developers believe that an incentive – such as mandating a minimum commercial floorspace - needs to ensure that there is no net loss of potential residential floorspace and is an essential mechanism to ensure the delivery of the amount of commercial floorspace to deliver a sub-district centre.

*Conclusions and recommendations*

123. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.

124. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude** the following:

- a. That Epping Town Centre should aim to be a Sub-District Centre in 2036 (ie. 13,000sqm of retail floorspace and 55,000sqm of other commercial floorspace) as per the *Epping Commercial Floorspace Study* prepared by SGS Economics and Planning.
- b. The urban design analysis demonstrates that a 3 storey podium is required on remaining developable sites within the town centre to achieve the target identified in the Study.
- c. In order for the Epping Town Centre to become a vibrant commercial centre, additional floorspace which enables higher rates of office and retail floor space is needed.
- d. Such controls need to be mandated and therefore, should be in the LEP not the just the DCP.
- e. That the traffic implications of increased commercial floorspace provision and associated increase in residential floorspace (should this be supported) be tested as part of the traffic study.

125. Council Officers **recommend the following principles:**

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- a. That further analysis be undertaken to determine the best LEP mechanism that mandates for a minimum amount of commercial floorspace within suitable locations that delivers a minimum 3 storey podium of commercial floorspace in the LEP and that this apply to all land zoned B2 without having the need to expand the B2 zone (except in the case of the site at 240-244 Beecroft Road – see below).
- b. That any additional residential floorspace and height be investigated and analysed through the Traffic Study to partially recognise the proposed requirement to provide increased commercial floorspace.
- c. That the SGS Economics and Planning's *Epping Commercial Floorspace Study* and Section 8.5.2 of the Epping Planning Review Discussion Paper which demonstrates that there is demand for additional retail and commercial floor space in Epping be used to inform the assessment of future development applications until more formal planning controls are in place.

**Role of Government owned Sites**

126. As noted in the Discussion Paper, the *Epping Commercial Floorspace Study* has identified a role where Government-owned sites could be used as part of a deliberate strategy to support the Government's 30-minute city strategy by:

- a. Providing commercial floor space to offset the loss when other sites are developed; and
- b. Providing floor space to allow businesses that are displaced when their existing building is being redeveloped to relocate within the centre.

127. The section below discusses the Government-owned sites that have been identified as opportunities to contribute to the 30-minute city strategy.

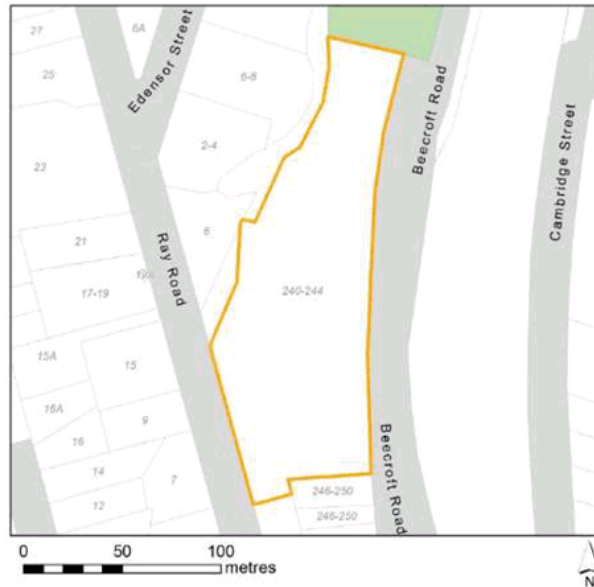
**State Government owned sites**

128. Part of Section 8.5.3 of the Discussion Paper proposes two State Government owned sites within the town centre at the following addresses to provide commercial floorspace:

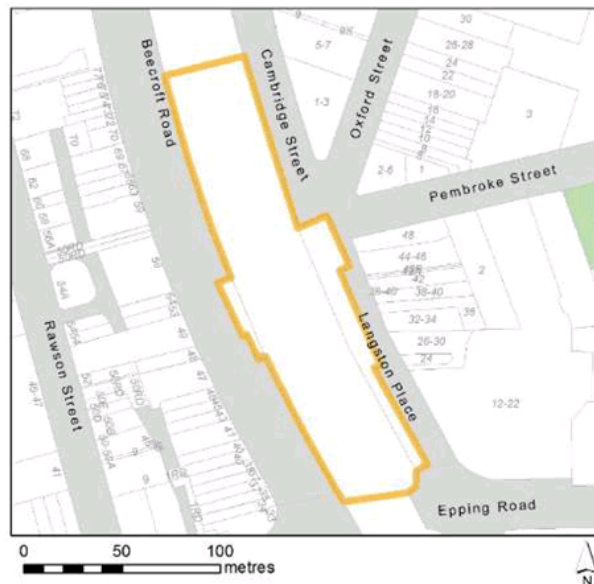
- a. 240-244 Beecroft Road, Epping (see **Figure 12** below); and
- b. Epping Railway Station Site (see **Figure 13** below).

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**Figure 12** - UrbanGrowth NSW site – 240-244 Beecroft Road, Epping



**Figure 13** - Epping Railway Station site

129. The questions for each site (8e, 8f and 8g) asks the community *what contribution should each site make to the provision of commercial floor space in Epping?*

#### *Community Feedback*

130. A total of 40 responses were received on this question.

131. Community feedback received on the UrbanGrowth site at 240-244 Beecroft Road, Epping was:

- a. 19 submissions supported commercial and/or retail uses at the site, though some of these preferred commercial only, while more preferred a mix of non-residential uses.

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- b. Some respondents saw the site as having potential to provide commuter parking or a bus interchange.
- c. Some respondents, including the land owner were of the view that the R4 High Density Residential zone was appropriate; reasons offered in support of this view included its proximity to the station and that there are other more suitable and feasible large commercial sites nearby. The landowner, a State Government agency, also questioned the need for large-scale floorplates in the town centre and at this site specifically.

132. Community feedback received on the Railway Station Site was as follows:

- a. There was a high level of agreement that it could make a strong contribution to connectivity and civic space. The existing pedestrian connections through the station site were generally seen as inadequate, unattractive and inaccessible, and viewed redevelopment as a potential way to address some of these issues.
- b. While there was a high level of support for use of this site for public open space and to improve public connectivity, there was less support for associated development due to concerns such as perceived overdevelopment and potential impacts on views and overshadowing.
- c. While some submissions acknowledged that partnering with a developer might be necessary to realise development at this site, in general, only a low level of development was seen as acceptable – with many not accepting any level of development at all.
- d. Many submissions acknowledged the technical complexity of such an undertaking, due to interface with the rail line.

Refer to a summary of the submissions at **Attachment 3**.

133. The above views were also reflected in the Community Workshop Sessions (refer to the *Epping Town Centre Review: Phase two – Exhibition period consultation* **Attachment 2**).

#### *Conclusions and recommendations*

134. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.

135. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:

- a. The State Government site situated at 240-244 Beecroft Road had previously been zoned B2 zone up to March 2014 when the State Government rezoned the land to residential. The amount of commercial floorspace that the site could deliver under the current controls would be tokenistic given its current R4 zone which only permits shop top housing and neighbourhood shops.
- b. Large floorplate commercial is an important part of making a town centre commercially vibrant and diverse. The centre's poor offering of large floorplate commercial is identified as a disadvantage in the SGS Economics and Planning *Commercial Floorspace Study*.
- c. There is limited opportunity for large floorplate commercial floorspace within the town centre.
- d. The State Government sites:



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- i. Are large in scale (particularly the Beecroft Road site) and can make a unique offering by providing large floorplate commercial as found by the *Floorspace Study*.
- ii. Can make a contribution to commercial floorspace as per the urban design analysis which recommends three storey podium of commercial development.

Each State Government site could be individually assessed for an appropriate level and type of commercial floorspace.

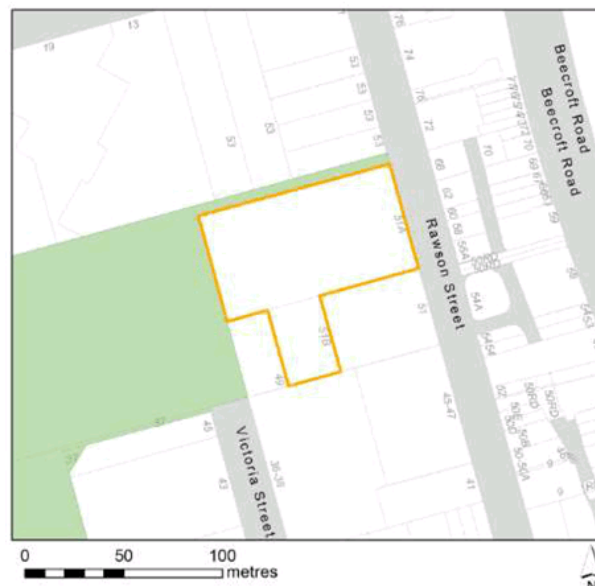
136. Council Officers therefore, **recommend the following principles:**

- a. With regards to the site at 240-244 Beecroft Road, that:
  - i. That Council amends the planning controls (as discussed above) to rezone the site back to the B2 zone to ensure an appropriate contribution is made towards commercial floorspace whilst retaining current residential floorspace capacity. This may include concentrating these uses at the southern end of the site.
  - ii. That Council meet with UrbanGrowth NSW to discuss this proposed amendment.
- b. With regards to the Epping Railway Station site, that Council Officers meet with Transport for NSW to discuss the opportunities for the site to deliver commercial development.
- c. That the traffic impacts of both options need to be properly understood before finalising any changes to the planning controls.

Local Government owned sites

137. Part of Section 8.5.3 of the Discussion Paper considers two Council owned sites within the town centre at:

- a. Council Car Park site at Rawson Street (see **Figure 14**); and
- b. Epping Library Site (see **Figure 15**).



**Figure 14** - Council Car Park landholding – 51A and 51B Rawson Street, Epping

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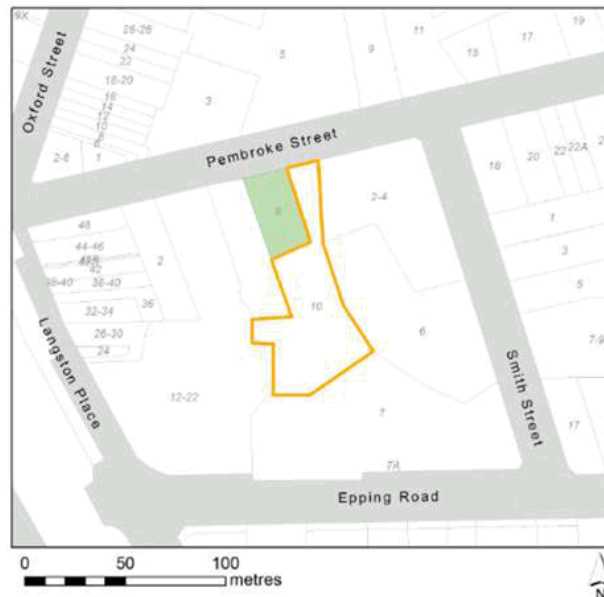


Figure 15 - Epping Library Site

138. Council has been approached by two developers to enter into an agreement to redevelop the Rawson Street car park.
139. The Epping Library site was previously identified by Hornsby Shire Council as a potential redevelopment site. Through an EOI process initiated by Hornsby Shire Council, it sought to redevelop the site with a view to being redeveloped with residential uses and a new library facility located on the lower storeys.
140. With regards to the Rawson Street car park site, the Discussion Paper recommended that the site not be identified as a site where significant commercial or retail floor space should be contemplated. If redeveloped, this site will more likely play a role ensuring that there is sufficient social infrastructure provided in the town centre.
141. The two questions – one for each site – asked:
- 8f. Should the Epping Library and Council car park sites play a role in providing for commercial floor space in the centre?*
  - 8g. Should the floor space allocated to community uses and commercial floor spaces be equivalent to or greater than the levels required on adjoining equivalent sites?*

#### Community Feedback

142. A total of 38 responses were received on this question.
143. Community feedback received on the Rawson Street Car Park site was as follows:
- The predominant view was that respondents felt that the car park site should not be redeveloped to include commercial floor space. Instead an open space/plaza was preferred, in conjunction with linkages to nearby Boronia Park and underground parking.
  - There were strong views that this site should be retained for public use only.

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- c. Some respondents (9) were positive about or at least willing to consider some commercial development here, some with provisos such that community facilities were maintained/increased, that height was limited, that access to Boronia Park was maintained, that such development might not be feasible given demand for commercial floor space, and that any such decision would require additional community consultation and careful consideration.
- d. Refer to **Attachments 2 and 3** for a summary of the Community Workshop Session and submissions feedback.

144. Community feedback received on the Epping Library Site was as follows:

- a. Views on the library site were more evenly-mixed. While 13 respondents were supportive or at least willing to consider such a proposal, 16 submissions were not supportive.
- b. As with the car park, there was a frequent view that maintaining an exclusive public use on this site was important. Amongst those willing to consider a possible redevelopment, there were again provisos, such as prioritisation of community space over commercial, making space for NGOs, only with limited height potential, only with a master planning exercise, and only if community facilities were maintained or expanded.

Refer to a summary of the submissions at **Attachment 3**.

145. The above views were also reflected in the Community Workshop Sessions (refer to the *Epping Town Centre Review: Phase two – Exhibition period consultation* **Attachment 2**).

#### *Conclusions and recommendations*

146. These two Council assets are explored in more detail in the Social Infrastructure section of this Council report

147. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude** in the Social Infrastructure section of this Council report:

- a. Council Officers note and support the community's preference for Council to use its current assets at Rawson St and Chambers Court (Epping Library) for community uses.
- b. Refer also to the Social Infrastructure section of this Council report where this asset is discussed in more detail including recommended principles.

148. Council Officers therefore, **recommend the principles**:

- a. From the 'Local of Potential Civic Focal Point' section in the Social Infrastructure Chapter session of this report be applied here; and
- b. That investigation take place on the potential for commercial uses on both sites and that occur in conjunction with the analysis on these sites' social/community role.

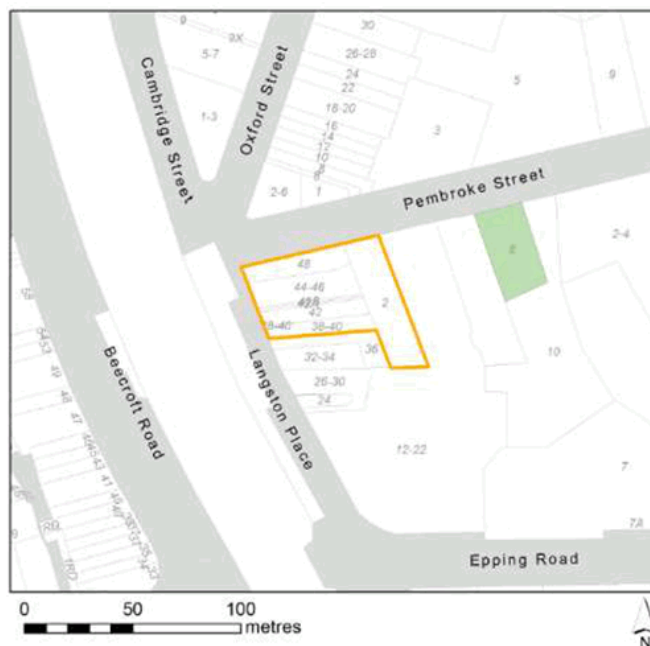
#### **Delivering a supermarket on the eastern side of the Town Centre**

149. As noted in Section 8.5.4 of the Discussion Paper, one of the issues that will impact on the future liveability of Epping Town Centre will be future residents' and workers' ability to access their daily food retail needs in a convenient manner.

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150. The Discussion Paper explains that ideally there should be a supermarket provided on both sides of the rail line as supermarkets tend to be an anchor use that encourage other smaller and medium enterprises to locate nearby, providing a wider range of local uses for daily needs. A supermarket (Coles) already operates on the west side of the centre but there is no supermarket on the eastern side.
151. As the Discussion Paper explains, the planning system cannot mandate the location and operation of any business. The planning controls allocate floor space ratios and set in place planning controls that seek to create an environment for the business community to operate these types of businesses. Council cannot guarantee a supermarket would be provided, but it can put in place planning controls that promote or incentivise desirable outcomes and apply economic development initiatives to attract a supermarket tenant.
152. Supermarkets require large floorplates. On the eastern side of the Epping Town Centre, the existing lot pattern with multiple small shops requires significant lot amalgamation to occur to achieve an appropriate site. Having considered the pattern of Development Applications already in place and the possible locations for a supermarket, the Discussion Paper presents one site as ideal for a supermarket to service the eastern side of the Town Centre. The landholding (see **Figure 16**) consists of 7 sites – 38-48 Langston Place and 2 Pembroke Street – which together have a site area of approximately 2,900sqm.



**Figure 16** - Site identified within the Discussion Paper as a potential supermarket site on eastern side of Epping Town Centre

153. The question in the Discussion Paper, standard question 8h, asked *Should Council seek to actively encourage a supermarket site on the eastern side of the Epping Town Centre by providing floor space and height bonuses to incentivise the site amalgamation necessary to achieve a supermarket?*

#### Community Feedback

154. Specific feedback with regards to the eastern side was as follows:



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- a. Most respondents were positive about a supermarket on the eastern side of the rail line. There was a perception that additional residential development on the eastern side would necessitate this. As noted above, many submissions did not wish to accept height increases to incentivise this use.
- b. Some alternative locations were suggested besides the one raised in the Discussion Paper, such as church and library sites on the eastern side, or at the end of Chester Street where traffic is less of an issue.
- c. Few felt that supermarket options on the western side and/or nearby centres was sufficient, and that an additional supermarket was not needed on the eastern side.

155. Specific feedback with regards to the western side was as follows:

- a. There were more mixed views about additional or new supermarkets, and this seemed to be affected by the fact that there is already a supermarket on the western side.
- b. Most respondents did not support planning incentives to deliver a supermarket.
- c. Some respondents saw supermarkets as a secondary consideration on the western side, instead considering smaller shops, services and other commercial floor space as more important.
- d. Some respondents suggested that DCP controls be drafted to support delivery of a supermarket, rather than incentives.

#### *Conclusions and recommendations*

156. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude and recommend the following principle**:

- a. That the requirement for 3 storey commercial podium (as discussed, above) would provide additional floorspace for commercial and retail uses that could assist in potentially delivering a supermarket on the eastern side.

#### **Other Large Floorplate Retail Options**

157. As noted in Section 8.5.4 of the Discussion Paper, Council has two Preliminary Planning Proposals seeking to increase FSR and height on sites on the western side of the Epping Town Centre. In both the proposals submitted there are large floorplate shops provided for in the lower levels. (Refer to **Figures 17 and 18**).

158. In order to achieve a role for Epping as a sub district centre, it is critical that these sites provide commercial levels in a podium and that larger floorplate shops are retained within it. The DCP currently requires up to a 4 storey podium be provided for the Beecroft Road Site (see **Figure 18**). However, the current planning controls do not contain any provisions that require the applicants to retain large floorplate outlets. There are also no controls that require a supermarket site be retained for the site on the western corner of Rawson Road and Carlingford Road

159. This type of landuse/planning control has traditionally not been specified in a DCP and instead it has been left to the market to determine the mix of retail shop sites in a development. However, it is recommended that Council

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strengthen its DCP controls to specify that large floorplate retail should be provided.



Figure 17 - Oakstand land holding

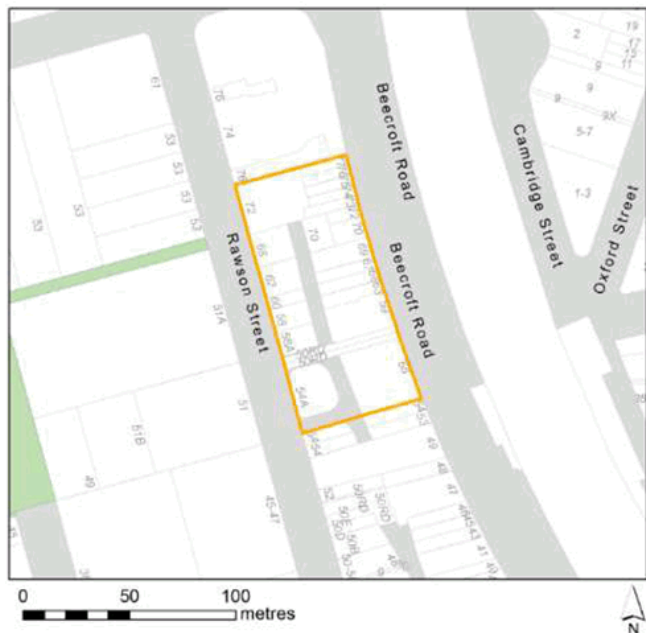


Figure 18 - Beecroft Road land holding

160. The circumstances for these sites are different to those discussed above in relation to providing a supermarket in the east. These sites have effectively already been amalgamated so there is no incentive required to promote amalgamation.

161. However, in both cases the applicants via their Preliminary Planning Proposals are seeking additional density on these sites over and above what is permitted

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under the current controls. There are various other issues, particularly traffic management and urban design, that need to be considered before any decision about whether these sites will be able to be developed at higher densities.

162. However, a position Council could take is that any additional density on these sites (subject to Council being satisfied it is satisfactory from a traffic and urban design point of view) would be conditional upon large floorplate shops being provided.

163. The Discussion Paper question (8i) asked: *Should Council consider floor space incentives to seek to ensure larger floorplate retail shops on these sites?*

#### *Community Feedback*

164. There was a common, though not unanimous, view that more retail options are required across Epping. However, amongst the respondents who discussed incentives, most did not want Council to consider incentives to encourage amalgamation of large floorplates.

#### *Conclusions and recommendations*

165. These two sites are subject to another standard question (11a) in the report that asks if further consideration of the Planning Proposals (including the Austino planning Proposal) be deferred until the Traffic Study is complete so the traffic implications are fully understood (see on Traffic Chapter, below).

166. Council Officers therefore, **recommend the following principle:**

- a. That the consideration of large floorplate controls be deferred until the preliminary planning proposals can be progressed. See also recommendations in Traffic Chapter, below.

## **SOCIAL INFRASTRUCTURE CHAPTER**

167. Chapter 9.0 Social Infrastructure comes from technical work initially prepared for Council by Suter Planners and Elton Consulting on Council's social infrastructure across the City of Parramatta local government area. The analysis relevant to the Epping suburb was extracted and presented in the *Epping Social Infrastructure Study* prepared by Council which supported the exhibition of the Discussion Paper.

168. The role of the Chapter 9.0 Social Infrastructure is to identify principles that will guide future decision making on the provision of social infrastructure. The outcomes are via feedback received on the questions.

169. The Discussion Paper recognises that the process will also need to be informed by project feasibility and financial analysis prior to Council making any decisions on exactly how and where social infrastructure changes are pursued in the future.

170. The Discussion Paper looks at the areas requiring attention in Epping:

- a. Improving access to open space
- b. Location of potential future Civic Focal Point
- c. Methods for funding and delivering a potential future Civic Focal Point
- d. Dence Park - Epping Aquatic and Leisure Centre.

These are summarised below.

### **Improving open space provision in Epping to 2036**

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171. Section 9.5.1 of the Discussion Paper discusses three issues that seek to improve open space provision to meet the Epping community's needs by 2036. These are outlined and addressed below.

Assessing where new land should be acquired for open space

172. The Discussion Paper's recommended principle is that Council look at opportunities to expand the size of existing parks over and above creating new parks. The Discussion Paper's standard question (9a.) asks: *Do you support an approach of expanding existing parks in and around Epping ahead of the creation of a new park in the area around the Epping Town Centre?*

*Community Feedback*

173. Feedback from both the submissions and Phase 2 Community Workshops shows very strong community support for expanding open space opportunities in Epping, though it is noted that not all submissions appeared to view this question as a choice between expanding existing parks versus creating a new park. (A more detailed summary of feedback to this question is contained in **Attachments 2 and 3**).

*Conclusions and recommendations*

174. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:

- a. The community's strong support for expanding access to open space is noted.
- b. Community sentiment reflects the directions outlined for open space (parks) in Council's draft Social Infrastructure Strategy (SIS), which is to be publicly exhibited between August – September 2017, and is expected to be finalised by the end of 2017. In relation to parks, the draft Strategy suggests no net loss of current parks and outdoor recreation space provision in the City of Parramatta LGA, to increase the utilisation and hours of use of Council's existing parks through improvements to quality and design, diversity of offer, enhanced pedestrian, cycle, public transport connections and or parking facilities, and further to seek to increase provision of open space for parks and outdoor recreation.

175. Council Officers therefore, **recommend the following principles**:

- a. That Council should investigate a series of detailed options to ensure that all its open space needs are met for the growing Epping population.
- b. That community feedback on expanding access to open space parks in Epping be considered as an information input to inform finalisation of Council's Social Infrastructure Strategy and the preparation of an Organised Sporting Asset Assessment Report (OSAAR) which is currently being drafted.

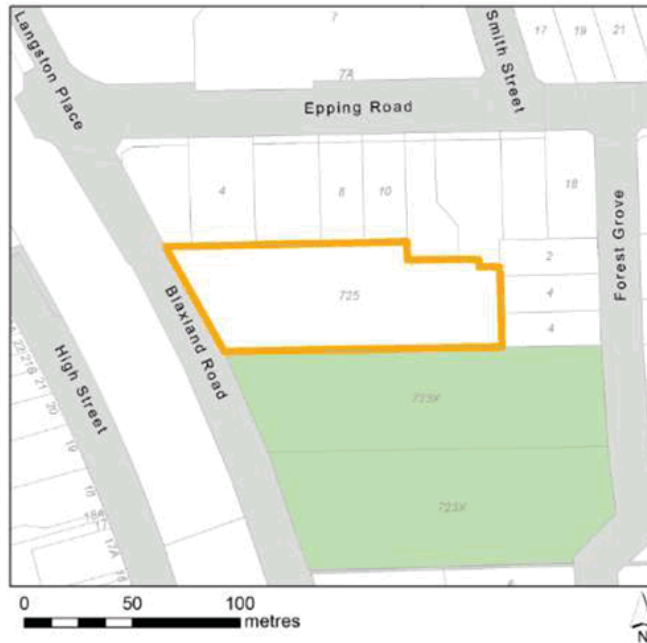
Acquisition of former bowling club site (725 Blaxland Road)

176. The Discussion Paper explains that a Planning Proposal by Austino Property Group applies (in part) to the former Epping Bowling Club site situated at 725 Blaxland Road (refer to **Figure 19** below). The site is currently zoned RE1 Public Recreation zone and identified for acquisition on the Land Reservation Map in *HLEP 2013*.



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**Figure 19** - Former bowling club site – 725 Blaxland Road, Epping

177. Despite this, the Hornsby Council concluded in April 2016 that the purchase of the site for the purpose of expanding Forest Park *is unlikely to represent value for money when compared with alternative open space options within the locality.*
178. The applicant's planning proposal is currently proceeding through the Department of Planning and Environment's Pre-Gateway Review process. In November 2016, Council nominated to be the relevant planning authority (RPA) in order to have influence over the outcome. It did so on the condition that the Gateway Determination is issued after the exhibition of the Discussion Paper and technical studies. However, because the Traffic Study is not yet complete, Council is reluctant to determine the planning proposal until the proponent's proposed density has been tested within the traffic model. Regardless, at any point, the Minister for Planning can withdraw Council's status as the RPA and take full control of the planning proposal process and progress it in a way that may not fully address Council's or the community's concerns.
179. The Discussion Paper's standard question (9b.) asks: *Should Council purchase the former Bowling Club site separate from the current Planning Proposal process or continue to consider the Planning Proposal option that it be provided to Council subject to additional density being permitted on the existing landowners site?*

#### *Community Feedback*

180. Feedback from both the submissions and Phase 2 Community Workshops shows very strong community support in favour of purchasing the Bowling Club and for Council to not progress the Planning Proposal. (A more detailed summary of feedback to this question is contained in **Attachments 2 and 3**).

#### *Conclusions and recommendations*

181. Having considered the feedback from the Phase 2 consultations along with Council's analysis, Council Officers **conclude**:

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- a. Council's Property officers have since undertaken an indicative assessment of the valuation of the site and determine that its value is cost prohibitive. The analysis further finds that Council would achieve better value for money by purchasing individual residential R2 zoned properties elsewhere near the town centre for a new park. Indicative costing of this alternate approach is provided within the *Draft Former Hornsby Council/Epping Town Centre Development Contributions Plans* which are scheduled to be exhibited from August to September 2017.
- b. That should the planning proposal progress, that Council negotiate with the developer for the provision of public open space appropriately located and sized on the site.

182. Council Officers **recommend the following principle:**

- a. That Council should seek to progress the planning proposal with Council as the RPA subject to the Traffic Study being completed before FSRs for the site can be finalised. That Council also negotiate with the developer for the provision of public open space in a way that ensures there is a suitable area of open space which is appropriately sized and located.

**Note:** Refer also to the response to question 11a pertaining to *Consideration of Planning Proposals/Preliminary Planning Proposals*.

Process for acquiring open space

183. As noted within the Discussion Paper, Council will, as part of future phases of the planning process (initiated via the Discussion Paper) commence the feasibility analysis for identifying potential residential sites that could be acquired to expand existing parks. Consultation with land owners will precede any rezoning because in most instances they will be single detached homes. It will be necessary to explain to the occupants/owners the impacts on their property value, their ability to sell their site and the ability to stay on the site.
184. The Discussion Paper's question (9c.) asks: *Do you support Council pursuing a process where acquisition of land for open space is done on the basis of negotiated acquisition rather than compulsory acquisition?*

Community Feedback

185. With regards to the submissions received, there were mixed responses. Whilst respondents generally supported negotiated acquisition over compulsory acquisition, many other respondents expressed:
  - a. support for compulsory acquisition in limited circumstances only;
  - b. negotiated acquisition for private homes but compulsory at development sites;
  - c. support for any option which would increase open space; and
  - d. strict opposition to compulsory acquisition.

A more detailed summary of feedback to this question is contained in **Attachment 3**.

186. With regards to the Phase 2 Community Workshop, the predominant response supported negotiated acquisition with a few respondents not supporting the idea. (A more detailed summary of feedback to this question is contained in

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Straight Talk's *Epping Town Centre Review: Phase two – Exhibition period consultation report at Attachment 2*).

#### Conclusions and recommendations

187. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:

- a. Council has prepared a Council wide draft *Social Infrastructure Strategy* (SIS) which is scheduled for exhibition from August to September 2017. The draft SIS: *identifies and assesses existing social infrastructure provision in City of Parramatta LGA. It identifies contemporary challenges we have for realising quality social infrastructure, and finally key opportunities and directions by asset type (including open space) and for City of Parramatta's 13 high growth areas (which includes Epping). This draft Strategy applies to our unique and diverse neighbourhoods as well as our CBD.*
- b. Council is also preparing an *Organised Sporting Asset Assessment Report* (OSAAR). The OSAAR will further assist Council to understand the specific challenges and opportunities that existing with each of our sports fields and determine the priority actions to take to increase provision and utilisation of our sports field open space. This will include sports fields in the suburb of Epping.
- c. The Discussion Paper process which constitutes Stage 1 of the Epping Planning Review aligns with the approaches being undertaken for the draft SIS and OSAAR, both of which are about increasing access to green open space.

188. Council Officers therefore, **recommend the following principle**:

- a. That the findings, analysis and feedback from Stage 1 of the Epping Planning Review process relating to the process for acquiring open space be considered as part of the preparation of the final SIS and OSAAR projects

#### Utilising existing land more effectively

189. The Discussion Paper explains that there are a number of factors that determine the level of intensity of use of a local park or sports field, to ensure it can be used by the community without being degraded. Two key factors are the amount (or type) of landscaping on the site, and the level of maintenance required. The Discussion Paper provides two examples:

- a. re-configuring landscaping in existing parks could enable more active uses (including both unstructured play and organised sporting activities) while also accommodating for the needs of residents who want to use parks to passively enjoy the outdoors.
- b. provide a different surface treatment to playgrounds and sporting fields to accommodate a higher level of use, such as the use of synthetic sporting surfaces.

190. The Discussion Paper's question (9d.) asks: *Are you supportive of Council investing in improved landscaping and equipment in parks and sporting fields, including investigating synthetic surfaces for sporting fields to cater for more intensive use?*

#### Community Feedback

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191. Feedback from both the submissions and Phase 2 Community Workshops revealed there was unanimous community support for improving landscaping, equipment and parks in Epping. There were mixed views on synthetic surfaces, with some accepting and some against their use. The community urged a site-by-site consideration of parks with additional consultation to make future decisions about improvements to parks and sports fields. (A more detailed summary of feedback to this question is contained in **Attachments 2 and 3**).

*Conclusions and recommendations*

192. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:

- a. Council Officers recognise that the community of Epping support the upgrade and increased utilisation of parks and sports fields. Council Officers also acknowledge that there is mixed opinion for synthetic sports fields.
- b. The sports fields in the suburb of Epping must be analysed and planned within the context of the overall sports field network in the CoP LGA.
- c. Council has prepared a draft SIS which is scheduled for exhibition from August to September 2017. Work has also commenced on an LGA wide detailed organised sporting asset assessment (ie. the OSAAR).
- d. As part of the above documents Council will consider the use of synthetics and other options to increase utilisation and access to sports fields, as well as upgrades to parks within Epping.

193. Having considered the feedback from the Phase 2 consultations, Council Officers **recommend the following principle**:

- a. That the responses provided as part of the Phase 2 consultation process for the Epping Planning review relating to landscaping and synthetic surfaces for parks will inform the finalisation of the Social Infrastructure Strategy and Organised Sporting Asset Assessment Report. The intention is to finalise the SIS by the end of 2017.

Establishing partnerships to make better use of existing facilities

194. Large institutional landowners, including government and non-government schools, provide opportunities for Council to facilitate partnerships with local community organisations (such as amateur sports clubs) to make better use of existing facilities for the local community. In the case of schools, many children within the Epping community use their schools' open space areas during the week, but are unable to use the same fields on the weekend in organised sporting activities by non-school groups. The way in which schools are fenced off, and the way landscaping is used to prevent access is important to ensure the safety and supervision of students during school days, however there is an opportunity to consider further community use of schools' sporting fields.

195. Council considered a report on 13 June 2017 where it resolved to enter into a Memorandum of Understanding (MOU) with the NSW Department of Education (DOE). The associated Investigation Program identifies seven action areas that together form the basis of Council's initial work with DOE:

- a. Increase community access to sports fields.
- b. Establish formal arrangements between DOE and Council to continue use of Carlingford High School sports fields.



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- c. Increase community access to school halls and related facilities.
- d. Increase community access to library facilities.
- e. Proactive joint planning for the growth of Telopea and the shared use of school facilities and community assets.
- f. Proactive joint planning and preparation to support the opening of Wentworth Point Public School.
- g. Proactive joint planning of a primary school in the Carter Street Precinct.

196. The Discussion Paper sought feedback on how this MOU should be pursued in the Epping area through question 9e. *Which schools should Council pursue in the Epping area to progress the MOU between Council and the Department of Education to improve the availability of sporting fields?*

#### *Community Feedback*

197. The community's views from both submissions and the Phase 2 Community Workshops were as follows:

- a. There is broad support for use of school facilities.
- b. Some respondents query some of the detail about which schools and which facilities.

A more detailed summary of feedback to this question is contained in **Attachment 3**.

#### *Conclusions and recommendations*

198. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:

- a. That there is broad support for Council to work with schools to increase community use of school assets.
- b. Council is commencing implementation and this includes investigating the suitability of individual schools and assets for community use.
- c. Initial actions will focus on analysing the suitability of sports fields on specific school sites.

199. Council Officers therefore, **recommend the following principle**:

- a. That the detailed community feedback provided as part of the Phase 2 community engagement process for the Epping Planning Review inform the implementation of the MOU with the DOE.

#### **Location of potential future Civic Focal Point**

200. Section 9.5.2 of the Discussion Paper defines a **Civic Focal Point** as comprising:

- a. A library and community facility floor space; and
- b. A public urban plaza.

201. The Discussion Paper (and *Epping Social Infrastructure Study* which supports the Discussion Paper) identifies:

- a. That to meet the needs of a larger population living in a higher density environment by 2036, the Study recommends the provision of a 3,500sqm multi-purpose facility based on the Community Hub model

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(involving library and community facility floor space). This could include the co-location of an expanded library offering, as well as community meeting rooms, study areas, community programming facilities and the like.

- b. That the 550sqm Epping library facility requires an additional minimum 1,000sqm to meet current population needs.

202. The Discussion Paper subsequently proposes three options for a civic focal point within the Epping Town Centre:

- a. Rawson Street car park site (refer to **Figure 14**);
- b. Epping Library site (refer to **Figure 15**); or
- c. Two civic focal points each with a range of services.

203. The Discussion Paper then presents the Council Officer recommendation which is for Option 1 – Rawson Street Car Park site *as the site is better able to accommodate a Community Facility Hub and Civic Space in a way that can be integrated into the broader pedestrian network and town centre. ...[it] does not result in the loss of any existing community facility given that the public car park can be located underground below the new Community Facility Hub whereas the Epping Library Site and Pembroke Park would result in the loss of local open space if Pembroke Park was converted into a more formalised Civic Space.*

204. The city-wide Draft Social Infrastructure Strategy which is scheduled to be exhibited from August to September 2017, identifies the need to locate and plan for a civic focal point within the Epping Town Centre.

205. The Discussion Paper asked three questions relating to a Civic Focal Point:

- a. Questions 9f. and 9g. asked: *Where is your preferred location for a Civic Focal Point incorporating a Community Facilities Hub and some form of Civic Space? and Why is this your preferred location?*
- b. Question 9h. asked: *Would you support existing community facilities sites being sold to assist with funding a new consolidated single community hub to provide a higher quality community facility somewhere else within the Epping Town Centre?*
- c. Question 9i. asked: *Should Council seek to develop Council-owned sites to maximise the funding available to deliver a new Civic Focal Point?*

The responses to the above questions pertaining to a Civic Focal Point are consolidated below.

#### **Options for funding and delivering a potential future Civic Focal Point**

206. Section 9.5.3 of the Discussion Paper proposes three options for funding and delivering a potential future Civic Focal Point:

- a. Selling land that becomes surplus to requirements if a single Civic Focal Point is built;
- b. Maximise the development potential of sites to assist with funding a Civic Focal Point; or
- c. Allowing additional density to secure a new Civic Focal Point.

These are discussed below.

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Selling land that becomes surplus to requirements if a single Civic Focal Point is built

207. As noted within the Discussion Paper, all Council-owned sites located within the town centre have some development potential for which Council could realise value by selling the site for redevelopment. Council could seek to sell any number of sites it currently owns to provide funding for delivery of the community infrastructure discussed in this section.

208. The purpose of selling sites would not be to reduce the level of services. Instead, the strategy would be to provide improved services in a more efficient way on a consolidated site.

Maximise the development potential of sites to assist with funding a Civic Focal Point

209. As noted within the Discussion Paper, one option for funding the provision of Community Infrastructure is for Council to realise the value of land holdings in a way that provides the community with a financial return that can be used to assist with funding the new Civic Focal Point (the EOI process that Hornsby Shire Council undertook before the Local Government boundary changes that saw Epping included in the City of Parramatta is an example which involved the Council finding a partner to develop a site). Another avenue can be through a planning proposal process involving Council owned land. Two Preliminary Planning Proposal examples were provided in the Discussion Paper.

210. The redevelopment of Council owned land in partnership with other partners can deliver significant community benefits that will allow the delivery of community infrastructure in a more financially sustainable manner. The Discussion Paper seeks feedback on whether the community is comfortable with this approach.

211. The Discussion Paper's question (9i.) asks: *Should Council seek to develop Council-owned sites to maximise the funding available to deliver a new Civic Focal Point?*

Allowing additional density to secure a new Civic Focal Point

212. The Discussion Paper notes two Preliminary Planning Proposals, for sites adjoining the Rawson Street Carpark Site. Both propose an increase in the overall density permitted on their site and both proposals seek to underground the carpark, and provide community facilities and a civic space.

213. The Discussion Paper's question 9j. which asks the community to consider a trade-off between timely provision of community facilities against additional density being permitted in the town centre, was: *Are you willing to accept further increases in density in the town centre if it would assist with funding a new Civic Focal Point?*

Community Feedback

214. Community feedback received from the submission process and Phase 2 Community Workshops on questions 9f, 9g and 9h pertaining to a Civic Focal Point indicated mixed views:

- a. The most common response was a preference for two sites (and of these, most expressed support for the Rawson Street Car Park and Library sites). The key reasons for this included a preference for having different sites for different uses and a perception of "fairness" across both sides of the rail line.
- b. Of those who preferred a single site, the most common response was the Rawson Street Car Park site. The main advantages for this site

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were seen to be access, site size, parking and proximity to Boronia Park.

- c. There was proportionately more support for Council seeking to develop Council-owned sites, than for selling existing community facilities or accepting further increases in density from the Phase 2 Community Workshops. This feedback was more supportive of such redevelopment models of Council-owned sites.

215. Refer to Straight Talk's *Epping Town Centre Review: Phase two – Exhibition period consultation* report at **Attachment 2.a** more detailed summary of feedback at **Attachment 3**.

#### *Conclusions and recommendations*

216. Having considered the feedback from the Phase 2 consultations and submissions, Council Officers **conclude**:

- a. Council Officers note and support the community's preference for community facilities on both sides of the railway line.
- b. Council Officers note and support the community's preference for Council to use its current assets at Rawson St and Chambers Court (Epping Library) for community uses.
- c. Council officers note that there was no clear preference over the three options. However most support was given to the "developing council owned sites" option.

217. Council Officers therefore, **recommend the following principles**:

- a. That Council utilise its assets at Rawson Street car park and Chambers Court to provide community infrastructure and civic focal points on both sides of the town centre.
- b. That Council seek to develop a community hub (defined above) but on one of the sites and other adjunct uses for the other site.
- c. That there be no net loss of community facility floor space overall in Epping.
- d. That Council seek to increase the utilisation of all of Council's current assets in Epping for the broader community.
- e. That further feasibility testing of Council owned land assets should be undertaken (including additional community consultation) to develop options - including a Community Hub (defined in the Discussion Paper as a facility incorporating a library and community facility floor space) and public urban plaza - and potential funding mechanisms for community facilities in Epping.

#### **Dence Park – Epping Aquatic and Leisure Centre**

218. Council's *Social Infrastructure Study* identifies that the Dence Park – Epping Aquatic and Leisure Centre is aging and has accessibility issues which means it does not meet current standards for this type of facility. Hornsby Shire Council considered the option of closing the centre at the time the pool was its responsibility.

219. Section 9.5.4 of the Discussion Paper acknowledges that as part of the development of a community facilities strategy, Council will need to determine what role the Epping Aquatic and Leisure Centre might play. For instance,



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should the centre be redeveloped or modernised as an aquatic centre, or put to an alternate community use.

220. Through the Phase 1 community consultation process, it was clear the facility is a beloved community asset to sections of the Epping community. However, despite this impassioned position, usage levels of this facility have been in decline over the longer term, except in the last year where usage levels had actually increased since City of Parramatta took ownership.
221. The Discussion Paper noted the strengths and the weakness of the site. The strengths are that Council owns the land and that Council will open the pool for the October 2017 summer season. The weaknesses of the site are that:
- a. The Centre is aging, needs significant upgrading, and is at risk of significant infrastructure failure
  - b. It lacks visual prominence,
  - c. It is in a bushfire-prone site,
  - d. Is underutilized, and
  - e. The topography of the site makes modernising the site a relatively expensive exercise and impacts on its accessibility.
222. Adjoining bushland along Terrys Creek is a key wildlife corridor (confirmed in recent bushland fauna surveys).
223. The Discussion Paper's question (9k) asks: *What should be the future use of the Dence Park Aquatic Site?*

#### *Community Feedback*

224. The feedback from both the submissions and Phase 2 Community Workshops showed there was very strong community support to retain Dence Park for public and recreational uses. There was also strong community support to retain the swimming pool, and perhaps increase/improve it in some capacity with an expanded indoor fitness centre or similar uses. Furthermore, many respondents highlighted the environmental conservation value of the bushland and the need for its retention along with carefully selected passive recreational uses.

#### *Conclusions and recommendations*

225. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:
- a. Council's Draft SIS which is being exhibited from August to September 2017 draws attention to the LGA-wide issues pertaining to the overall aquatic infrastructure/network.
  - b. Adjoining bushland along Terrys Creek requires protection and there needs to be a restriction on the expansion of Dence Park aquatic facility.
226. Council Officers therefore, **recommend the following principles**:
- a. The feedback obtained from the Phase 2 consultation process be considered and integrated into the exhibition process for the Draft SIS.
  - b. A master plan process be undertaken for the entire Dence Park site, giving consideration to the future options for aquatic and other water related activities for the Epping Aquatic and Leisure Centre, as well as

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increasing the overall recreation uses of the site and adjoining sensitive bushland.

## PUBLIC DOMAIN CHAPTER

227. The intense growth within the Epping Town Centre has presented Council with the opportunity to review aspects of the centre's public domain, identify opportunities for improvements and present these to the community for discussion. The feedback and direction will also assist Council in advising Development Application and Planning Proposal applicants until new planning controls can be formulated. The areas requiring immediate attention are pedestrian connections and footpath widths.

228. Numerous urban design themes have been consistently raised throughout the consultation process on:

- a. Pedestrian connections - That pedestrian connections should be:
  - i. created or improved either between or through blocks;
  - ii. improved between different land uses and attractors (i.e. the centre and open space areas);
  - iii. created at mid-block where block lengths were long; and
  - iv. improved to form linkages from one side of the centre to the other.
- b. A vibrant centre – The community are enthusiastic about the possible future of Epping. They want their town centre to reflect the vibrant, friendly, community which they are familiar with.
- c. Enable liveability - The community see that future infrastructure planning needs to "enable liveable town centres" as an overarching principle.

229. The Discussion Paper subsequently presented two public domain issues:

- a. Through-block connections, streets, laneways and arcades and shareways; and
- b. Wider footpaths (which pertain to building setbacks).

230. The Discussion Paper asked two questions each were supported by a diagram:

- a. 10a. *Are there any other through site links outside of those that are already proposed in Figure 30 that should be considered by Council?* and
- b. 10b. *Do you think the new ground floor setbacks proposed in Figure 31 for Epping Town Centre are appropriate?*

### Community Feedback

231. Community feedback (from 23 submissions) received on the through-block connections indicated the following:

- a. Some submissions broadly reflected that any and all links should be encouraged, in order to improve safe and pleasant access across the town centre.
- b. Many submissions also identified specific existing links that they wished to see reflected in the map.

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- c. Some submissions proposed:
  - extensions to existing links, and/or
  - where a new link could be created.

232. Community feedback (from 21 submissions) received on wider footpaths said the following:

- a. The majority of submissions were supportive of the new ground floor setbacks proposed in the discussion paper.
- b. Some submissions noted that having setbacks which are consistent are important, and noted that the desired setbacks are not being achieved consistently through current controls (particular concern about current redevelopment at 35 Oxford Street).
- c. Some respondents felt that setbacks should be further increased (for example, on Oxford Street, Epping Road and Beecroft Road); justifications included that increased setbacks might provide space for larger trees, and that footpaths will continue to get busier in the town centre as Epping grows and that this could present safety and accessibility risks – particularly to those with limited mobility. Trees were seen in some submissions as being important to Epping's character, as well as having shading, cooling and aesthetics benefits.
- d. Some respondents also asked Council to consider cycling movement through Epping, as increasing bicycle trips could improve traffic issues.
- e. A couple of respondents were not supportive, as it was felt that the current setback situation is adequate.
- f. One developer was also not supportive of the proposed setbacks and instead proposed that setbacks be flexible in order to accommodate large retail/commercial floorplates at podium levels, should be determined at a master planning stage, and that having tightly controlled setbacks might not achieve the best outcome in all cases.

233. Refer to **Attachment 3** for a summary of the submission responses. Also, Public Domain matters were not covered by the Community Workshop Sessions.

#### *Conclusions and recommendations*

234. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:

- a. There are a number of opportunities to improve the public domain in terms of delivering through-block links and wider footpaths.
- b. The best mechanism for delivering public domain initiatives is via new DCP controls (where appropriate) and a revised public domain plan.

235. Council Officers therefore, **recommend the following principles**:

- a. That as part of Stage 2 of the Epping Planning Review, that Council prepare appropriate DCP controls and a public domain plan that deliver through-block links and wider footpaths.

## **TRAFFIC CHAPTER**

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236. As noted on the Discussion Paper, Council has commissioned EMM Consulting to prepare a Traffic and Land Use Options Study (Traffic Study) to provide an evidence-based approach to the assessment of existing and future traffic conditions with different development scenarios for the Epping Town Centre and surrounds, including potential infrastructure improvements.
237. The Traffic Study builds on traffic study work which was carried out previously by Halcrow in 2011 on behalf of Hornsby Shire Council, the former Parramatta City Council and the Department of Planning and Environment as part of the proposed new planning controls implemented by the Department of Planning and Environment in 2014.
238. There are significant concerns from the community around the impacts of the additional residential densities permitted under the 2014 planning controls given the additional population envisaged and the subsequent impacts on an already congested and constrained road network. There is also increasing developer pressure to increase residential densities (through Planning Proposals) beyond that permitted under the existing planning framework.
239. EMM prepared an *Interim Traffic Modelling Report* which was exhibited as supporting information to the Discussion Paper. It included preliminary analysis to provide an indicator of the issues and options available to allow discussion of these issues as part of the exhibition process.
240. The preliminary advice concludes that regardless of what land use density options or road work improvements are put in place there is little scope for significant improvements to the way the road network operates in the Epping Town Centre without new and additional policies to reduce car usage and shift more trips that currently come through the centre by car onto public transport modes.
241. This chapter of the Discussion Paper presented six questions that play a role in developing the scenarios for the purposes of the traffic model exercise.

#### **Consideration of Planning Proposals/Preliminary Planning Proposals**

242. The Discussion Paper explains the level of developer interest in the Epping Town Centre with three planning proposal under assessment and other land owners also expressing a desire to seek uplift.
243. The standard question (11a) asks: *Should Council delay the processing of current and future Planning Proposals within the Epping Town Centre and surrounds until the Traffic Study is completed?*

#### **Community Feedback**

244. This matter received a total of 103 submissions - the most received for any standard question.
245. The predominant view (94 submissions) is overwhelmingly in favour of delaying the progression of any planning proposal including existing planning proposal, preliminary planning proposals and future planning proposals.
246. The majority of submissions to this question also raised concerns about existing traffic congestion in Epping (particularly around the Town Centre). Specific matters raised included:
- a. Residential growth has already outpaced the original traffic review carried out by Hornsby Council.



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- b. There is a need to address traffic flows in and out of North Epping before further major developments are started.
  - c. The volume of traffic has already increased markedly over the past decade and this is significantly detracting from the amenity of the Town Centre, with current levels of congestion only likely to worsen.
  - d. A workable traffic solution for existing problems needs to be developed by Council and the RMS before any future Planning Proposals should be considered.
247. There was a broad view that further traffic analysis is required, and commentary on the Traffic Study was offered. Many submissions suggested that any additional impact from Planning Proposals (both current and future) needs to be carefully studied and understood, and that Council should not delay pending traffic studies.
248. A few submissions mentioned that the quality of the recommendations in the Traffic Study will depend on the quality of the assumptions made during the modelling performed. It was suggested that the Traffic Study should be peer reviewed and made available for public comment prior to finalisation. One submission recommended that the Traffic Study should assess usage and movement patterns in areas such as Cliff Road.
249. A total of 16 respondents specifically recommended that the Austino Planning Proposal be placed on hold until the Traffic Study is finalised, citing concerns about the level of density and the impact on local area traffic. In contrast, a developer submission from Austino strongly disagreed that current planning proposals be delayed until the traffic study is completed; this submission stated that this is currently the only major site in Epping that has been determined to have strategic merit by the NSW Department of Planning and Environment, the JRPP, and has been supported on traffic grounds by the RMS.
250. Some community responses sought to also delay development applications. However, under the *Environmental Planning and Assessment Act 1979* this is not legally possible. This position has been reinforced by Council's Administrator at the public launch of the Epping Planning Review in December 2016 as well as at subsequent community consultation sessions.
251. The above views were also expressed at the Community Workshop Sessions. Refer to **Attachments 2 and 3** for a summary of the Community Workshop Session and submissions feedback.

#### *Conclusions and recommendations*

252. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.
253. The Epping Town Centre currently experiences significant traffic delays during morning and afternoon peaks as a result of the significant amount through traffic as well as increased residential densities resulting from the new planning controls implemented in 2014. Until the traffic impacts of allowing increased development above and beyond current planning controls are properly understood (including the cumulative impact of current and potential planning proposals), any planning proposal should not be finalised.
254. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:

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- a. Council has deferred consideration of a Planning Proposal and two Preliminary Planning Proposal processes on account of the work being undertaken by the Epping Planning Review:
  - i. The Austino Planning Proposal seeking to deliver an additional **272 dwellings**.
  - ii. The Oakstand Preliminary Planning Proposal seeking to deliver an additional **922 dwellings\***.
  - iii. The Winten/Lyon Group Preliminary Planning Proposal seeking to deliver an additional **584 dwellings\***.

**Note:** with regards to the two preliminary planning proposals, it is accepted that the dwelling numbers as currently proposed cannot be delivered simultaneously as both proposal seek to develop Council's car park.

- b. In addition to the above, Council is aware of at least two other land holders potentially looking to pursue a planning proposal process. Therefore, there is an urgent need to understand the traffic issues prior to advancing proposals that seek development growth above the March 2014 planning controls.
- c. The Epping Town Centre has been doing a lot of the "heavy lifting" for the residential growth in this vicinity of Sydney. With the number of planning proposals and precinct planning projects across the LGA before Council, Council does not require any further uplift in Epping for the purpose of meeting its housing targets as expressed in the Greater Sydney Commission's *Draft West Central District Plan*. Also, as has been made clear, the scope of the Epping Planning Review has been to address the failings of the planning system that came into effect in March 2014. As such, additional requests for rezoning (received through the submission process) will not be considered as part of the Epping Planning Review.
- d. The pace of change is having a significant impact on the Epping residents. Council should therefore continue to manage any further formal requests for uplift (eg. planning proposal applications) outside of the Epping Planning Review process and be subject to the Epping Traffic Study which is still being completed.
- e. The scope of the traffic analysis has been undertaken to better understand the traffic impacts of any growth, not necessarily to enable any further growth within the Town Centre. Therefore, there is no urgency or need for Council to consider individual requests for uplift as part of the Epping Planning Review process. Instead, that applicant's seeking uplift should do this via a formal planning proposal process.
- f. There is some urgency in bringing about the planning control changes to address the unintended impacts associated with the new planning controls that came into effect in March 2014 as soon as possible. The inclusion of other landowner sites within the Stage 2 process will only cause further delay to this process.

255. Council Officers therefore, **recommend the following principles:**

- a. That Council continue to manage and progress the current planning proposal (Austino) given the potential risk of not being the Relevant Planning Authority (ie. the State Government becoming the Relevant

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Planning Authority). As mentioned previously, this is to ensure that Council's and the community's concerns and issues are addressed (eg. open space – refer to 'Acquisition of former bowling club site (725 Blaxland Road)' in Social Infrastructure section (ie. Response to question 9b). However, should the proposal proceed to Gateway Determination, that Council request that a condition be placed on the Gateway to ensure that the proposed FSRs for the site cannot be finalised until the Traffic Study is completed.

- b. That following the Local Government elections in September 2017, the new Councillors be consulted and briefed on the progress of the Epping Planning Review and the community feedback received with regards to the future of the Rawson Street Car Park. This will enable Council officers to engage with the applicants of the 2 Preliminary Planning Proposals (Winten Lyon and Oakstand) to allow these proposals to be further considered.
- c. That other landowners seeking to pursue development uplift will need to pursue this via a formal planning proposal process and not through the Epping Planning Review process.
- d. That the Traffic Study must be completed to ensure that the traffic impacts of proposals seeking development uplift (with the exception of those changes proposed to deal with the unintended impacts of the previous UAP planning process) within Epping can be properly understood prior to any proposal being finalised. Furthermore, unless innovative solutions or initiatives that significantly curb or restrict car ownership/movements are incorporated as part of the development, that proposals seeking uplift will not be able to progress or be further considered given current traffic issues in Epping. Notwithstanding the above, any proposed parking/vehicle management solutions need to be assessed via the Traffic Study in order to determine its impact on the wider road network.

### **Car Parking Rates**

- 256. Section 11.7.2 of the Discussion Paper explains the inconsistency between the parking rates between the Hornsby and Parramatta DCPs and the need to make them consistent. The Discussion Paper notes that parking rates should be reviewed and potentially further reduced to encourage residents to use public transport and other active transport modes.
- 257. The objectives around reducing car parking rates in DCPs is to minimise local car ownership and decrease private motor vehicle use.
- 258. The Discussion Paper's question (11b.) asks: *Should Council consider further reducing car parking rates as a means to reducing traffic within the Epping Town Centre and encourage public transport usage?*

### **Community Feedback**

- 259. Community views (from a total of 38 respondents) were mixed with just over half of submissions not supporting this approach to reducing traffic.
- 260. Respondents that were not supportive (22) were of the view that reduced availability of car parking spaces will result in more on-street parking. Several believed that the current parking rates were reasonable and should not be changed. Some were sceptical on whether this would actually work in terms of

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reducing car ownership, and felt a more effective approach to reducing congestion would be to limit development instead.

261. Respondents that were supportive (11) generally took the view that the number of cars on the roads need to be reduced, with some supporting any measure to reduce the traffic load on Epping. Some submissions which were broadly supportive did note that reduced rates would be more appropriate for residential uses than for retail and service providers.
262. Many submissions were of the opinion that owning a car is necessary and that people cannot rely on public transport. These submissions mentioned that the new residents will need cars to move families around to libraries, school, after school activities, pick up from the station etc.

#### *Conclusions and recommendations*

263. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.
264. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:
- a. That given the results of the interim traffic findings, reducing car parking rates is an important planning and traffic mechanism that can contribute towards the reduction of local car ownership and alternatively promote active and public transport options through and within Epping.
265. Council Officers therefore, **recommend the following principles**:
- a. The car parking rates across the Hornsby and Parramatta DCPs be reviewed to determine appropriate lower parking rates.
  - b. That any proposed lower parking rate be tested as part of the traffic modelling in the Epping Traffic Study before changes are finalised.
  - c. That further to points a. and b. above, an interim step towards reducing parking rates could be to amend Hornsby DCP parking controls (which have minimum parking rates) to be in line with Parramatta DCP parking controls (which have maximum parking rates).

#### **Commuter Parking Station**

266. Section 11.7.3 of the Discussion Paper explains that a number of stakeholders suggested that Council should either provide or lobby the State Government to provide commuter parking near the Epping Station. The argument put forward by proponents is that this would clear surrounding streets of commuter parking and improve access to local shops for local people.
267. Commuter parking at train stations is a complex issue that depends very much on local context. It is acknowledged that allowing people to drive to stations to use public transport is decreasing the length of cross-city vehicle trips and increasing the length of public transport trips which is to be encouraged. However, the provision of commuter car parks can have other unintended impacts unless it is implemented sensitively and in appropriate locations.
268. Again, the objectives around the car parking policy for the Epping Town Centre is to minimise local car ownership and decrease private motor vehicle use.



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269. The Discussion Paper's question (11c.) asks: *Is there a suitable site for which Council should lobby the State Government to have a commuter parking station provided near Epping Station?*

*Community Feedback*

270. A total of 38 submissions were received with opinions split on this issue.

271. Across submissions supportive of commuter car parking, there was a view that the current situation where commuters park in local streets was not acceptable, as it affected locals, visitors, and businesses. Providing commuter car parking was seen as potentially increasing residents' usage of the rail line; current bus service was generally seen as poor, with commuter car parking as a better alternative. However, it was also noted that elderly residents who were unable to drive might still struggle to use transport.

272. The needs of neighbouring suburbs were also considered in some submissions, with the view expressed that North Epping residents need commuter parking as well; Transport for NSW's current investigations of a similar solution at Eastwood was also raised.

273. As noted above, several ideas about commuter car park sites were suggested:

- a. 240-244 Beecroft Road, mainly due to good station access,
- b. Above Epping Train Station,
- c. Above Rawson Street Car Park,
- d. Under current library site,
- e. Older apartment complex near Epping Station, through an acquisition process, and
- f. Inside newly constructed residential towers.

274. Many submissions took a broader view that any site considered should be within walking distance of the town centre and train station, while others were willing to consider sites outside the town centre in combination with shuttle buses to the station.

275. Amongst submissions not supporting commuter car parking, there was a common view that commuter parking would only increase traffic and local car use. Some felt that this would incentivise commuters from other suburbs coming into Epping to park, thereby impacting the road network and taking away parking from local residents. Others felt there was no suitable space in Epping for a commuter parking station, while others felt that a commuter parking station was a lower priority than valuable commercial, retail and residential space. Some felt that a low-cost shuttle bus would be a better alternative.

276. The above views were also expressed at the Community Workshop Sessions. Refer to **Attachments 2 and 3** for a summary of the Community Workshop Session and submissions feedback.

*Conclusions and recommendations*

277. Having considered the feedback from the Phase 2 consultations on a commuter car parking station in the Epping Town Centre, Council Officers maintain the views expressed in the Discussion Paper and therefore **conclude** the following:

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- a. It will attract additional trips into the Epping Town Centre for the sole purpose of utilising the car park which will have a further detrimental impact on local traffic conditions and increase traffic congestion.
- b. It will encourage local employees to drive to the centre rather than arrive via public transport due to the increased access to day long parking options.
- c. Experience in other centres suggests that the availability of day long parking encourages more commuters to make the choice to drive to the station because of the increased likelihood they can find a park. If all spaces within the commuter car park are occupied, drivers will park on the street. So parking availability on local streets is not improved.
- d. An integrated transport system would see people take the bus from close to their home to the station to continue their public transport journey. This is most efficient and effective if regular bus services are feasible. The more commuter parking is provided the greater the negative impact on the feasibility of running regular bus services especially given the number of buses that provide access to Epping.
- e. Commuter parking stations do play an important role in promoting public transport but do not consider that Epping is an appropriate location for a commuter parking station.

278. Council Officers therefore, **recommend the following principles:**

- a. That Council Officers not pursue a policy of providing a commuter car parking facility within the Town Centre.

#### **Policies to manage local parking and access to private motor vehicles**

279. Section 11.7.4 of the Discussion Paper proposes two options to discourage residents that purchase into new high density development from parking in local residential streets:

- a. Resident or controlled parking schemes; and
- b. Car sharing scheme.

280. As Section 11.7.4 of the Discussion Paper noted, a commonly expressed concern when any proposal is put forward to decrease parking rates on site is that residents will still own a car and will park it on local streets. Should Council consider introducing maximum rates or reducing car parking rates below the "maximum rates" identified in the PDCP 2011 in order to influence mode shift, it is considered that additional measures could also be investigated to discourage residents purchasing into new high density development do not end up parking in local residential streets.

#### Resident or controlled car parking schemes

281. The Discussion Paper notes that a rollout of restricted/time limited parking zones within residential streets adjacent to higher density development could be investigated along with a resident parking scheme to enable existing residents within lower density residential zones up to a 3 storey apartment building to have the opportunity to apply for a permit to enable residents and their visitors to continue to have on-street parking albeit in a limited and controlled manner. Such initiatives also discourage commuters from parking within local streets close to Epping Station and depending on the nature of the restricted parking roll out, can encourage commuters to catch a bus to the Epping Station.

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282. The fundamental objectives around introducing a resident or controlled parking scheme is to minimise local car ownership and decrease private motor vehicle use.

283. The Discussion Paper's question (11d.) asks: *Would you support the introduction of a Resident Parking Scheme where owners of new units would not be permitted to park on local streets as a way to discourage car ownership and manage parking on local streets?*

#### *Community Feedback*

284. Community views (from a total of 41 respondents) were mixed with more than half of submissions supporting this approach to reducing traffic.

285. Respondents that were supportive generally supported introducing restricted/time parking zones within residential streets adjacent to high density residential development. Others suggested delineating a radius around the station to which the scheme would apply. Others suggested that Council remove "full day" parking in favour of different timed parking options which radiated out from the centre. There was also a specific request for extension of 2-hour parking farther along Oxford Street.

286. Respondents that were not supportive had the following opinions:

- a. Many respondents felt that people would want to own cars, regardless of efforts made by Council to encourage behaviour change.
- b. Some were concerned about how the value of units might be affected with the introduction of a scheme. One was unsure about how this approach could help with reducing car ownership.

287. The above views were also expressed at the Community Workshop Sessions. Refer to **Attachments 2 and 3** for a summary of the Community Workshop Session and submissions feedback.

#### *Conclusions and recommendations*

288. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.

289. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:

- a. There is strong community support for a residential or controlled parking scheme

290. Council Officers therefore, **recommend the following principle**:

- a. That Council officers carry out further investigation around the potential implementation of a resident parking scheme in Epping in order to minimise local car ownership and decrease private motor vehicle use.

#### Car sharing scheme

291. As noted within the Discussion Paper, car sharing enables more sustainable travel habits by making more efficient use of a parking space either on street or within a private development. A single car share vehicle can replace up to 12 private vehicles that would otherwise compete for local parking (source: [www.cityofsydney.nsw.gov.au/live/residents/car-sharing](http://www.cityofsydney.nsw.gov.au/live/residents/car-sharing)). Car share schemes provide flexibility to residents or businesses who either do not own a car, cannot justify car ownership given close proximity to public transport or lack of

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a parking space. Resident and businesses can book a car online when they need one and pick it up from a car share space.

292. Furthermore, car share users are charged by time and distance, at a rate set by each operator (e.g. GoGET, Hertz24/7). Costs associated with fuel, vehicle maintenance and insurance are usually included in the operator's hire fees. Car share spaces can be located on street with the agreement of Council or within larger scale developments.
293. The objectives around introducing a car sharing scheme is to minimise local car ownership and decrease private motor vehicle use.
294. The Discussion Paper's question (11e.) asks: *Do you support car sharing schemes as measures to decrease vehicle ownership and the potential impacts of decreasing parking rates for sites within walking distance of Epping Station?* This question sought feedback on reducing the rates of car parking provision in new development in the town centre.

#### *Community Feedback*

295. Community views were mixed on this question, with the majority of respondents supporting this approach to reducing traffic. Of those supporting the scheme:
- a. Many respondents offered feedback about providing and locating potential spaces:
    - i. Some suggested dedicated spaces be created on both sides of the railway to reduce walking distance for all residents.
    - ii. Some proposed a collaborative approach with neighbouring councils as was the idea of working in a network (along with existing car share facilities at Macquarie Park).
  - b. Other views saw that car share spaces need to be dedicated for car share only, and that spaces should be included in new developments. One developer noted that they would be willing to include car share spaces in their basement parking allowance.
  - c. Some views expressed uncertainty about the effectiveness of car share schemes (even across some of those who were supportive). Some were unsure if it would work effectively in the suburbs, while others were unsure if it would actually reduce car ownership rates.
  - d. Some submissions suggested that Council would need to actively promote and make the community aware of alternative transport options like car sharing in order for this approach to have a positive impact.

#### *Conclusions and recommendations*

296. The scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.
297. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude**:
- a. On 13 June 2017, the Parramatta Traffic Committee (PTC) and Traffic Engineering Advisory Group (TEAG) approved a number of car share spaces across the city (Item 1705 A3). However, it excluded a 6 car share parking spaces in Epping because whilst: *Council notes that car share may be an important element of creating a less private car*



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*dependent town centre, that car share arrangements be considered as part of the current traffic and land use study for Epping. No further action be taken on car share spaces in Epping until this study is complete.*

- b. The community feedback received on this issue reveals there is overwhelming support by Epping residents.

298. Council Officers therefore, **recommend the following principles:**

- a. That Council introduce a car share scheme in the Epping Town Centre as per the recommendations within the PTC report of 13 June 2017.
- b. That the potential for car share schemes to be provided within a development be further explored and if technically supported, be introduced as new DCP controls as part of Stage 2 of the Epping Planning Review.

#### **Policies to manage local traffic congestion**

299. Section 11.7.5 of the Discussion Paper proposes a "Stop/Go" traffic controller to manage pedestrian activity at the pedestrian crossing on Rawson Street adjacent to the Rawson Street car park.

300. The Discussion Paper's standard question (11f.) asks: *Do you think Council should employ crossing attendants during peak conflict periods at the Rawson Street pedestrian crossing to manage the flow of pedestrians and vehicles to best manage congestion in Rawson Street?*

#### *Community Feedback*

301. With 44 submissions, the community was divided on this issue, with an equal number of submissions supporting/not supporting this approach and a small number undecided. The reasons for supporting the proposal were around improving pedestrian safety and managing congestion. The reasons for not supporting the proposal were around skepticism of its success.

302. The above views were also expressed at the Community Workshop Sessions. Refer to **Attachments 2 and 3** for a summary of the Community Workshop Session and submissions feedback.

#### *Conclusions and recommendations*

303. Having considered the feedback from the Phase 2 consultations, Council Officers **conclude:**

- a. Council should consider funding a "Stop/Go" traffic controller on the crossing during peak times to control pedestrians, it would cost of up to \$10,000 per month inclusive of all on costs.
- b. There are technical legal questions over the enforceability of a "Stop/Go" traffic controller.
- c. The effectiveness of a "Stop/Go" traffic controller is also limited, having to be positioned on one side of the street.

304. Council Officers therefore, **recommend the following principles:**

- a. That Council trial a "Stop/Go" traffic controller at the pedestrian crossing on Rawson Street adjacent to the Rawson Street car park for a period of 2 months and report on the effectiveness of the trial to Council's PTC and TEAG by the middle of 2018.

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**COMMUNITY FEEDBACK – GENERAL COMMENTS**

305. As has been noted within this report, the scope of the Stage 1 analysis and recommendations has been to address the unintended impacts resulting from the new planning controls that came into effect by the State Government in March 2014.

306. Whilst the purpose of the exhibition was to seek the wider community's opinion on the Discussion Paper's questions, other matters were raised that are outside the scope of this phase of the study. A broad summary of the issues raised is provided below:

a. The predominant theme from submitters are concerns around:

i. Overdevelopment of the Epping Town Centre in terms of what has been built since March 2014, and

ii. Further developer interest in the area by way of planning proposals (either existing, preliminary or future planning proposals).

These concerns largely relate to the associated traffic impacts, construction impacts, tree loss, character loss, heritage loss, parking concerns, visual impacts (regarding inappropriate building heights) and environmental impacts.

307. Some submitters situated outside the town centre core have requested upzonings. Council's response is that the Epping Town Centre has been doing a lot of the "heavy lifting" for the residential growth in this vicinity of Sydney. With the number of planning proposals and precinct planning projects across the LGA before Council, Council does not require any further uplift in Epping for the purpose of meeting its housing targets as expressed in the Greater Sydney Commission's *Draft West Central District Plan*. As has been made clear, the scope of the Epping Planning Review has been to address the failings of the planning system that came into effect in March 2014. As such, additional requests for rezoning (received through the submission process) will not be considered as part of the Epping Planning Review process.

308. A submission table details Council Officers response to general issues raised, is detailed in **Attachment 4**.

**RECOMMENDATIONS**

309. The recommendations detailed in this report are consolidated and contained in **Attachment 6**.

**NEXT STEPS**

310. As has been noted, the scope of the Epping Planning Review is limited to better managing the impacts of new development generated from planning controls that came into effect in March 2014 and allowing Council to manage current (formal and preliminary) planning proposals seeking growth in the town centre. It is also intended to allow Council to progress decisions made by Hornsby Shire Council on specific heritage matters when it governed part of the Epping suburb.

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311. The recommended principles from Stage 1 also impact on other policy areas of Council which are outside the changes to planning controls to be covered in Stage 2. The findings and analysis carried out to date will be used to inform further work in these areas (ie. social infrastructure) as part of separate processes.
312. Once the new Councillors have been elected, a briefing will be undertaken on the Epping Planning Review process to date, including the endorsed principles, to confirm the future planning direction for Epping as part of progressing Stage 2 of the project.
313. Further discussion with the DP&E will be carried out to determine the appropriate mechanism for which to implement Stage 2 of the Epping Planning Review. For instance whether this can be carried out via a new State Environmental Planning Policy (similar to the previous mechanism which implemented the March 2014 planning controls) or alternatively, via a Planning Proposal process.
314. The community that have given their time in such a generous way to contribute to this stage of the Review will be thanked and advised of the outcomes. Council will continue to engage with the community through future stages of the review.

## FINANCIAL IMPLICATIONS

The only recommended principle that would have an immediate and direct financial implication for Council is the trial of a Stop/Go Controller for 2 months (see **point 304**), which would cost Council \$20,000. This would be funded from an existing operational budget.

Jacky Wilkes  
**Senior Project Officer Land Use**

Kevin Kuo  
**Team Leader Land Use Planning**

Sue Weatherley  
**Director Strategic Outcomes and Development**

Sue Coleman  
**Director City Services**

## ATTACHMENTS:

<a href="#"><u>1</u></a>	Attachment 1 - Discussion Paper	111 Pages
<a href="#"><u>2</u></a>	Attachment 2 - Phase 2 Community Workshop Sessions Report	80 Pages
<a href="#"><u>3</u></a>	Attachment 3 - Summary of Submissions	45 Pages
<a href="#"><u>4</u></a>	Attachment 4 - General Comments	21 Pages
<a href="#"><u>5</u></a>	Attachment 5 - Stage 6 Summary and Recommendations	4 Pages
<a href="#"><u>6</u></a>	Attachment 6 - Consolidated List of Recommended Principles	8 Pages

## REFERENCE MATERIAL

MINUTES OF THE MEETING OF CITY OF PARRAMATTA COUNCIL HELD IN THE JUBILEE ROOM, PARRAMATTA TOWN HALL, CENTENARY SQUARE, PARRAMATTA ON MONDAY, 14 AUGUST 2017 AT 6:08PM

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PRESENT

Amanda Chadwick – Administrator

ACKNOWLEDGEMENT TO TRADITIONAL LAND OWNERS

The Administrator, Amanda Chadwick, acknowledged the Burramattagal people of The Darug Nation as the traditional custodians of this land and paid respect to their ancient culture and their elders past and present.

WEBCASTING COUNCIL MEETING

The Administrator, Amanda Chadwick, advised that this public meeting is being recorded and streamed live on the internet. The recording will also be archived and made available on Council's website.

The Administrator further advised that all care will be taken to maintain privacy, however as a visitor in the public gallery, the public should be aware that their presence may be recorded.

MINUTES

	SUBJECT	Minutes of the Council Meeting held on 27 July 2017
720	RESOLVED	(Chadwick)
	<b>That</b> the minutes be taken as read and be accepted as a true record of the Meeting.	

APOLOGIES

An apology was received and accepted for the absence of the Chief Executive Officer, Mr Greg Dyer.

DECLARATIONS OF INTEREST

The Administrator, Amanda Chadwick, advised that she does not own any property in the City of Parramatta Council local government area nor have a direct or non-direct conflict of interest in any matter on the current agenda but noted that in relation to Item 11.3 regarding the Epping Planning Review – Completion of Stage 1 and commencement of Stage 2, she is a member of car share group GoGet.

MINUTES OF THE ADMINISTRATOR

5.1	SUBJECT	Update on the Formation of City of Parramatta Council
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SUSPENSION OF STANDING ORDERS

737 RESOLVED (Chadwick)

**That** Standing Orders be suspended to enable consideration of item 11.3 regarding the Epping Planning Review – Completion of Stage 1 and Commencement of Stage 2.

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11.3 SUBJECT Epping Planning Review - Completion of Stage 1 and Commencement of Stage 2

REFERENCE F2017/00210 - D05111630

REPORT OF Snr Project Officer. Also Administrator Briefing Note from Senior Project Officer dated 14 August 2017. Also correspondence from Frances and Richard Lyons, Wai Ling Chan and Save Epping's Forest Park.

738 RESOLVED (Chadwick)

(a) **That** Council receive and note the submissions made on the Epping Planning Review Discussion Paper.

(b) **That** the recommended principles, as identified within the report and contained within **Attachment 6** be endorsed for the purposes of guiding Stage 2 of the Epping Planning review subject to the following amendments:

Traffic Chapter – Consideration of Planning Proposals/Preliminary Planning Proposals

Clause 255, recommended principle a. be replaced with the following:

a1. That Council write to the Department of Planning and Environment (DPE) advising that significant progress has been made on the Traffic Study to date, however further work still needs to be carried out and land use scenarios tested before this Study can be completed. Council will also confirm that it seeks to retain Relevant Planning Authority status relating to the Austino Planning on the basis that the planning proposal cannot be finalised until the traffic study is completed and to ensure that the community's concerns and issues are addressed (e.g open space – refer to 'Acquisition of former of former bowling club site (725 Blaxland Road)' in Social Infrastructure section (ie Response to questions 9b).

a2. That given the status of the traffic study detailed above, current Preliminary Planning Proposals (Winten Lyon and Oakstand) and any future planning proposals should not be finalised until the Traffic Study is completed.

#### Traffic Chapter – Car Parking Rates

Clause 265, include the additional principle below:

d. That Council receive a report at the next Council meeting for the purpose of amending the Hornsby DCP parking rates to ensure consistency with the CoP DCP parking rates

#### Social Infrastructure Chapter – Dence Park – Epping Aquatic and Leisure Centre

Clause 226, include the additional principle below:

c. That the Master Plan for Dence Park be prepared 2018/2019 and include the base assumption of an aquatic facility of 50m.

#### Heritage Chapter – Rosebank Avenue

Clause 53, recommended principle a. be replaced with the following principle and delete principle d.:

Refer to Alternate Principle - Heritage below.

#### Heritage Chapter – 1, 3, 3A, 5, 7 and 7A Norfolk Road and 25 Pembroke Street

Clause 96, recommended principle a.ii. be replaced with the following principle:

Refer to Alternate Principle – Heritage below.

#### Heritage Chapter – Rose Street Precinct

Clause 110, recommended principle a. and b. be replaced with the following principle:

Refer to Alternate Principle - Heritage below.

#### **Alternate Principle - Heritage**

*That the development of 2 storey 'manor houses' within the following precincts be pursued in response to the current interface issues being experienced by residents. However, as part of this process further work should also be carried out to test the benefits of 3 storey residential flat buildings with all the appropriate DCP controls, for example setbacks, amalgamation patterns to determine whether an alternative approach may be more appropriate.*

- Rosebank Avenue (full length of Rosebank Avenue excluding existing heritage listed items)
- 1, 3, 3A, 5, 7 and 7A Norfolk road and 25 Pembroke Street
- Rose Street Precinct (with the inclusion of 70,72 and 74 Essex Street forming part of this Precinct)

(c) **That** Council Officers:

- 1 Brief the incoming Councillors on the Epping Planning Review process to date including the endorsed principles to confirm the future planning direction for Epping as part of progressing to Stage 2 of the project, and
- 2 That following the above briefing, a further report be submitted to Council recommending the commencement of Stage 2 of the Epping Planning Review which will involve preparing new planning controls including:
  - 2.1 A planning proposal to amend both the *PLEP 2011* and *HLEP 2013*
  - 2.2 A development control plan amendment to amend PDCP 2011 and HDCP 2013
  - 2.3 Amendments to relevant Contributions Plans and public domain plans where relevant.

(d) **That** the recommendations contained within **Attachment 5** detailing the outcomes of the Stage 6 Heritage Review be endorsed.

(e) **That** Council write to the community thanking them for their feedback and advising them on the outcome of Stage 1 Review and next steps

(f) **That** Council write to the Minister for Planning, Greater Sydney Commission, Department of Planning and Environment, Transport for NSW and the Roads and Maritime Services to provide an update on the project and an outline of the next steps.

(g) **Further, that** the finalisation of LEP amendments proposing changes to zoning, height and FSR controls come into effect at the same time as relevant DCP controls relating to this

development (excluding Draft Section 94 Plan and DCP amendments relating to tree protection and parking rates).

**NOTE:**

**Amanda Chadwick declared an interest in this matter, as she is a member of car share group GoGet.**

RESUMPTION OF STANDING ORDERS

739      RESOLVED      (Chadwick)  
**That** Standing Orders be resumed.



PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

## **Appendix 3 – City of Parramatta Council Report and Meeting Minutes of Item 14.5 of 9 July 2018**

F2019/02038



## **NOTICE OF COUNCIL MEETING** **PUBLIC COPY**

The Meeting of City of Parramatta Council will be held in the Dundas Community Centre, 21 Sturt Street, Telopea on Monday, 9 July 2018 at 6.30pm.

Sue Coleman  
**ACTING CHIEF EXECUTIVE OFFICER**


**Parramatta – Building Australia's Next Great City**

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**"Think Before You Print"**

## Council Chambers

<table border="1" style="margin: auto; border-collapse: collapse;"> <tr> <td style="padding: 5px; text-align: center;">Chief Executive Officer</td> <td style="padding: 5px; text-align: center;">Lord Mayor Clr Andrew Wilson</td> <td style="padding: 5px; text-align: center;">Chief Operating Officer</td> </tr> </table>					Chief Executive Officer	Lord Mayor Clr Andrew Wilson	Chief Operating Officer
Chief Executive Officer	Lord Mayor Clr Andrew Wilson	Chief Operating Officer					
<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Phil Bradley</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Sameer Pandey</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Paul Han</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Dr Patricia Prociw</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Pierre Esber</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Donna Davis</div> <div style="border: 1px solid black; padding: 5px;">Clr Michelle Garrard, Deputy Lord Mayor</div>		<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Lorraine Wearne</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Bob Dwyer</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Bill Tyrrell</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Andrew Jefferies</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Benjamin Barrak</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Clr Martin Zaiter</div> <div style="border: 1px solid black; padding: 5px;">Clr Steven Issa</div>	<div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Minute Clerk</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Minute Clerk</div> <div style="border: 1px solid black; padding: 5px; margin-bottom: 5px;">Sound</div> <div style="border: 1px solid black; padding: 5px;">IT</div>				
Director City Services	Director Property and Significant Assets	Director Strategic Outcomes & Development	Director City Identity, Experience & Engagement	Chief Financial Officer			

Press	Press
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Public Gallery

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**LEADING**


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<b>ITEM NUMBER</b>	14.5
<b>SUBJECT</b>	Epping Town Centre Traffic Study and other Epping Planning Review Matters
<b>REFERENCE</b>	F2017/00210 - D06202874
<b>REPORT OF</b>	Snr Project Officer
<b>PREVIOUS ITEMS</b>	11.3 - Epping Planning Review - Completion of Stage 1 and Commencement of Stage 2 - Council - 14 Aug 2017 6:00pm 12.5 - Update on Epping Planning Review and Related Matters - Council - 12 Feb 2018 6.30pm 13.4 - Outcomes of Public Exhibition - Draft Amendments to Hornsby Development Control Plan 2013 - Tree and Vegetation Preservation - Council - 26 Feb 2018 6.30pm

**Note: This report was deferred from the 28 May 2018 and 25 June Council Meetings.**

**PURPOSE:**

This report details the progress of the Epping Town Centre Traffic Study and updates Council on the implications for the findings of the Epping Planning Review, as well as several related planning matters relevant to the Epping Town Centre.

**RECOMMENDATION**

- (a) **That** Council note this update on the Epping Planning Review and related matters.
- (b) **That** Council exhibits the Epping Town Centre Traffic Study and supporting documentation to enable comment from major stakeholders in accordance with the consultation plan described in the body of this report.
- (c) **That** despite recommendation (b) above, that Council adopts the position that it does not support any:
  - i. Planning proposal or preliminary planning proposal that applies to sites situated within the Epping Planning Review Study Area which seek to deliver extra housing in addition to what can be achieved under the current planning controls, unless the planning proposal is seeking to address a planning issue identified in Council's Epping Planning Review process related to heritage interface controls, commercial floor space or resolving open space issues at Forest Park.
  - ii. Development applications seeking an increase in residential density via clause 4.6 of the *PLEP 2011*
 and that Council write to the Department of Planning and Environment (DP&E) advising them of this position.
- (d) **That** in relation to the Austino Planning Proposal that Council write to the DP&E to:-
  - i. Object to the Planning Proposal in its current form and density



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proceeding; and

- ii. Request that Council be re-instated as the RPA so that Council can pursue a Planning Proposal that would retain the current controls that apply to the site with the exception of the former Bowling Club portion of the site which would be rezoned from RE1 Public Recreation to R4 High Density Residential with a maximum Height of Building control of 17.5m and FSR of 1.5:1.
- (e) That should Council be re-instated as the RPA (on the basis that it will pursue a Planning Proposal as per (d)(ii) above) Council officers be authorized to commence discussions with the Austino PP applicant about the form of the Planning Proposal and whether there are any opportunities for some contribution to additional open space as part of the Planning Proposal. The outcome of these discussions should be reported to Council.
  - (f) **That** Council write to the Minister for Planning and the Greater Sydney Commission and request the State Significant Development currently being progressed for 240-244 Beecroft Road be placed on hold until:
    - i. the supplementary work on a new road link has been completed; and
    - ii. that the relevant approval authority agrees to the provision of commercial floor space equivalent to a 1:1 FSR.
  - (g) **That** a further report is brought to Council on the options for the Rawson Street carpark site as a site for future civic space and community facilities and analysis on whether any EOI process should be commenced to seek partners to redevelop the site and realise the FSR available on the site.
  - (h) **That** a further report is brought to Council on the outcome of the consultation on the Epping Town Centre Traffic Study and the results of the supplementary traffic analysis discussed in this report on:-
    - i. Reopening of the former M2 bus tunnel link; and
    - ii. A new east west road link through 240-244 Beecroft Road
  - (i) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to:-
    - i. Rosebank Avenue HCA, Precinct;
    - ii. 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street;
    - iii. Essex Street HCA Precinct;
    - iv. Rose Street Precinct; and
    - v. Rockleigh Park Precinct;

and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.
  - (j) **Further, that** a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to new controls to require the provision of commercial floor space in the centre and that the Planning Proposal and associated material be reported to Council for endorsement

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before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

## BACKGROUND

1. This report is a progression of a Council report deferred from the 12 February 2018 Council meeting (Item 12.5) provided at **Attachment 1**. This report also relates to a Council assessment of the Austino planning proposal.
2. As noted above, Item 12.5 from the 12 February 2018 Council meeting which sought to provide an update on the status of the Epping Planning Review and associated matters was deferred. It resolved as follows:

*That consideration of this matter be deferred for the following reasons:*

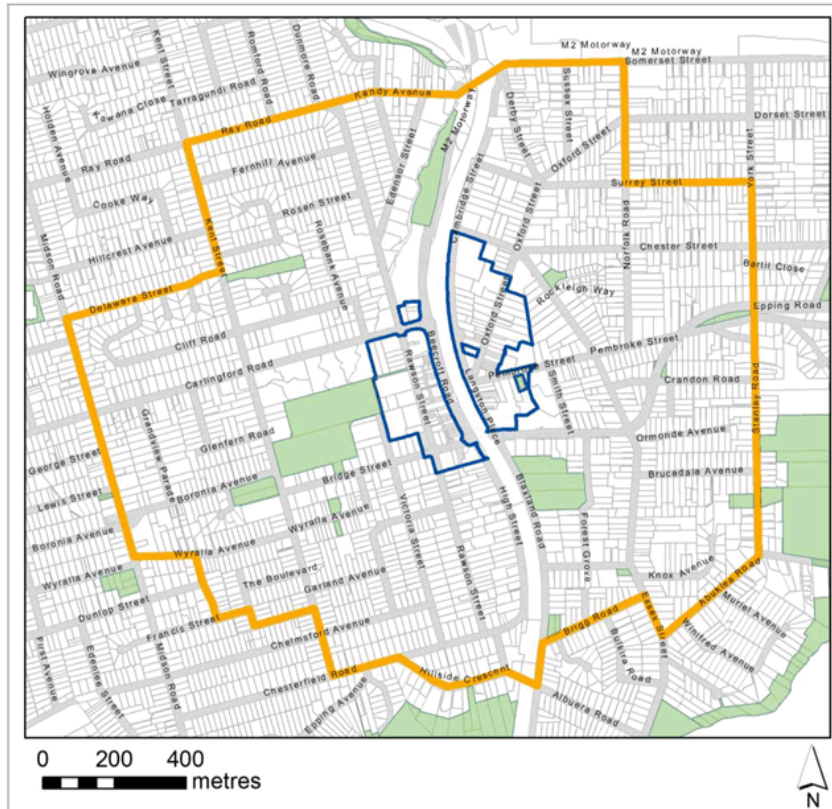
- 1. Consultation with Ward Councillors.*
  - 2. That Council write to the Department of Planning seeking clarification around the decision of 1 December 2017 to appoint the Sydney Central Planning Panel as the relevant Planning Authority, meaning that Council no longer has relevant planning Authority Status for this proposal. Council is seeking this clarification particularly around the fact that the Department of Planning and Environment will be referring the outcome of the Traffic Study to make their determination which is the reason for our Council delaying a recommendation to the Council.*
  - 3. Upon receipt of the valuation for the former Epping Bowling Club site, the formal valuation be the subject of a Briefing to Ward Councillors and any other interested Councillors prior to the Austino Planning Proposal or any update on the Epping Planning Review being reported back to Council.*
3. In response to the resolution of 12 February 2018:
    - a. A Workshop was held with Councillors on 16 February 2018 so that the applicants of two preliminary planning proposals – Oakstand consortium and Lyon Group – could present their respective preliminary planning proposals. These preliminary planning proposals are detailed later in this report.
    - b. A Councillor briefing session was held with Ward Councillors on Wednesday, 28<sup>th</sup> March 2018 which provided an update on the Epping Planning review including the draft findings on the Epping Town Centre Traffic Study and valuation report on 725 Blaxland Road.
    - c. A meeting was held with the Member for Epping, Damien Tudehope on Thursday, 29<sup>th</sup> March 2018 which also provided an update on the Epping Planning review and included a discussion on the draft findings on the Epping Town Centre Traffic Study and valuation report on 725 Blaxland Road.
  4. Consistent with resolution 2 above, on 1 March 2018, Council Officers wrote to the Department of Planning and Environment (DP&E) seeking clarification on the removal of the relevant planning authority role from City of Parramatta council. The DP&E's response is attached to this report at **Attachment 2**.

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## OVERVIEW OF EPPING PLANNING REVIEW AND STRUCTURE OF THIS REPORT

5. The Epping Planning Review (EPR) was initiated as a review of planning controls for the Epping Town Centre and immediate surrounds (refer to the area delineated orange in the figure below) to address the issues of land use conflicts. These conflicts were raised by the Epping Community following from the DP&E's Priority Precinct process which increased the density controls in March 2014. The EPR Study Area is shown in Figure 1.



**Figure 1** - Epping Planning Review study area showing the town centre and immediate surrounds

6. The EPR has also followed the Council boundary changes occurring in May 2016 under which the Epping Town Centre came to be entirely contained within the City of Parramatta (having previously been split between Parramatta City and Hornsby Shire Councils).
7. One objective of the EPR has been to create a unified planning framework for the Epping Town Centre and its immediate surrounds, including one set of LEP and DCP controls, a unified development contributions framework and one public domain plan. Council has already developed a single development contributions framework for the Epping Town Centre and Council's formal LGA-wide Harmonization Process will have a role in bringing some further consistency to the planning controls.
8. The EPR has two stages. The first stage has involved undertaking technical studies and community consultation to inform planning control amendments to resolve land use conflicts or issues. The last remaining element of this stage is

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the completion of traffic analysis and the major element of this is the Epping Town Centre Traffic Study.

9. The **Epping Town Centre Traffic Study** (ETCTS) is the key component of this report, as its findings have major implications for the Epping Town Centre in the short to mid-term. The implications of the ETCTS are also discussed with regards to:
  - a. Updates on the status of **LEP and DCP amendments** affecting land within the Town Centre with a small section of the report discussing the release of the final **Central City District Plan** in March 2018 and relationship with the EPR.
  - b. the State Significant Development proposal affecting NSW Government owned land at **240-244 Beecroft Road, Epping**.
  - c. The **Austino Planning Proposal** and **Preliminary planning proposals** affecting land within the Town Centre.
10. This report makes recommendations on:
  - a. the **interface areas** at Rosebank Avenue, Rockleigh Park, Pembroke Street/Norfolk Rd, Essex Street and the Rose Street Precinct;
  - b. **commercial floorspace** within the centre; and
  - c. potential **social infrastructure** provision on the Rawson Street Car Parking site.

#### RELATED PLANNING POLICY MATTERS

11. A series of recent policy amendments (LEP, DCP and development contributions plans) are complete which apply to land within the EPR study area and relate to:
  - a. Housekeeping Amendment to Hornsby LEP 2013 recently coming into effect.
  - b. Fast Tracked Amendments to Parramatta DCP 2011 involving footpath widening recently coming into effect.
  - c. Amendment to Hornsby DCP 2013 - Tree Preservation and associated matters raised by Council in its resolution from the 26 February 2018 Council meeting pertaining to tree removal in Forest Park and the potential impact of Austino planning proposal on trees in the north of Forest Park are detailed in **Attachment 3** to this report.
  - d. Section 94 and 94A Developer Contributions Plans applying to the EPR area recently coming into effect.
12. These matters are further detailed in **Attachment 3**.

#### Greater Sydney Region Plan and Central City District Plan

13. In March 2018, the Greater Sydney Commission (GSC) released the final *Central City District Plan* (CCDP) and its metro-wide level plan *Greater Sydney Region Plan - A Metropolis of Three Cities*.
14. In both plans, Epping is identified as a 'Strategic Centre' for 2036. However, in the earlier iterations of the District Plan and Metro Plan, Epping was identified as a "Town Centre" or "Local Centre". Thus the role of the Epping Town Centre has been elevated to a higher-order centre without any corresponding dialogue or justification. Also, the 'Strategic Centre' category is still not clearly defined in



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the Final Plans. The change has also occurred ahead of completion of the Epping Town Centre Traffic Study.

15. The CCDP establishes dwelling targets for the five year period from 2016 to 2021 for the Parramatta LGA and jobs targets for lower and higher scenarios for 2036 for Epping, specifically. In the context of the Epping Planning Review and recent development forecast, these are discussed below:
  - a. With regards to **dwelling targets** for that period, the CCDP sees 21,650 additional dwellings for the 2016-2021 period for the Parramatta LGA. Analysis contained in this report on recent dwelling growth within the Epping Town Centre demonstrates that recent growth patterns mean this centre can meet a substantial proportion of this target.
  - b. With regards to the **jobs targets**, the Epping Town Centre is identified as a Strategic Centre for 2036 with a jobs target of 1,900 additional jobs (2036 **baseline**) to 2,400 additional job (2036 **higher target**). These are on top of the 5,100 jobs that the CCDP sees as the baseline for 2016. Further discussion about the provision of commercial floorspace is provided further in this report.
16. Furthermore, a series of actions (both direct or indirect) across a number of the CCDP's Planning Priorities apply to the Epping Town Centre and largely involve collaboration with the DP&E and GSC.

#### **EPPIING PLANNING REVIEW - STAGE 1**

17. The major elements of Stage 1 of the EPR were spelled out in the 12 February 2018 report (Item 12.5) which noted that Stage 1 of the Epping Planning Review was largely completed with the exception of a Final Traffic Study. This was precluded by a report of Council at its meeting on 14 August 2017 which reported the Discussion Paper and its supporting technical studies.
18. An **Interim Traffic Modelling Report** (dated June 2017) was prepared by EMM for the purposes of the Epping Planning Review Discussion Paper which was exhibited in June/July 2017. The Interim Report formed preliminary analysis in order to consult the Epping community on traffic and access in and around the Town Centre.
19. At the 14 August 2017 Council meeting, Council endorsed a suite of principles to guide Stage 2 of the Epping Planning Review. The issues discussed in this report directly affect many of the principles.

#### **Epping Planning Review Steering Group**

20. To ensure delivery of the Epping Planning Review, in February 2017, Council established the Epping Planning Review State Agency Steering Group which has representation from the Greater Sydney Commission, the Department of Planning and Environment, Transport for NSW and Roads and Maritime Services.
21. The Steering Group is also consistent with the Central City District Plan where:
 

*Parramatta City Council is leading the review of planning controls and the Commission is collaborating with Council and other State agencies to address social infrastructure, traffic, heritage and commercial land issues (p.21).*
22. Given the recommendations within this report, the role of the Steering Group in providing further direction on the Epping Planning Review process is paramount.

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**BACKGROUND TO EPPING TOWN CENTRE TRAFFIC STUDY**

23. The principal traffic study underpinning the existing planning controls which is now outdated is the **Halcrow Study** of 2011 commissioned by Hornsby Council, the then Parramatta City Council and the DP&E prior to the Priority Precinct process formally commencing. The Epping Town Centre Traffic Study (ETCTS) replaces this analysis.
24. The Halcrow Study tested the short term and long term land use scenarios:
  - a. The short term (2016) land use scenario was based on a forecast of additional 900 dwellings and additional 3,000sqm of retail uses; and
  - b. The long term (2026) land use forecast a further 2,100 dwellings and another 3,000sqm of retail uses.
25. In total, this tested the impact of 3,000 additional dwellings and 6,000sqm of additional retail within the Town Centre by 2026. As is discussed further in this report, the Halcrow assumptions on residential land use have substantially underestimated the development trends.

*EMM's Interim Traffic Study (2017)*

26. The preliminary analysis carried out by EMM in 2017 as part of the Interim Traffic Modelling report for the purposes of the EPR Discussion Paper allowed discussion of the issues as part of the Discussion Paper process. Specifically, the preliminary study identified the following key issues:
  - a. The east west Carlingford Road/Epping Road and north south Beecroft Road/Blaxland Road are sub-regional routes that converge at the Town Centre mixing with local traffic.
  - b. Approximately 89% of trips that cross the bridge are through traffic trips where the origin and destination of the trip is outside the Epping Town Centre.
  - c. The through trips are a significant barrier to improving the traffic flow around the Epping Town Centre. (Note: Centres are usually structured in a way that separates local traffic from through-traffic, but the Epping Town Centre is not).
  - d. The widening of the rail bridge will not be a "game changer" given the time it will take motorists to cross the bridge. In other words, the expansion of the bridge will be an improvement, but will not be a *significant* improvement in providing relief to congestion.
  - e. Traffic routes and intersections are currently operating at over-saturated traffic levels for both the morning and afternoon peak hour, and the increased intersection traffic delays are already displacing some of the previous regional through traffic movements away from the Epping Town centre to other parallel traffic routes such as the M2 Motorway for east-west traffic and Midson Road for north-south traffic.

*Local road upgrades*

27. The Roads and Maritime Services' (RMS) program of main road improvements within the town centre have been factored into the ETCTS. They are:
  - a. Widening of Epping Road from two lanes to three lanes involving:
    - i. Removal of the right turn movement from Langston Place into Epping Road,

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- ii. Removal of the right turn movement from Epping Road into Smith Street and Forest Gove;
    - iii. New dedicated right turn lanes from Essex Street into Epping Road; and
    - iv. New traffic light controlled pedestrian crossing for Epping Road and Essex Street.
  - b. Upgrading the Beecroft Road and Carlingford Road intersection in Epping involving:
    - i. New traffic light controlled pedestrian crossing for Carlingford and Beecroft Roads;
    - ii. Additional right-turn lane from Beecroft Road into Carlingford Road; and
    - iii. New pedestrian path to link with the exiting path to Epping Station.
28. A critical factor is that the traffic modelling undertaken since 2011 all factor in a widening of the rail bridge carriageway on Epping Road to accommodate an additional westbound lane. In a letter from the DP&E to Council dated 7 November 2017, it notes that "Transport for NSW is investigating several options for widening this overpass and the Council would be informed of the results when the investigation concludes" but the letter did not provide a timeframe. Since the receipt of the letter, Council Officers have not been provided with an update.

#### **Dwelling forecasts since 2011 and actual dwelling growth**

29. In order to understand the significance of the findings from the ETCTS (covered in the next section), it is important to understand recent (actual) and anticipated dwelling growth in the context of the growth predicted by the DP&E as part of the former Epping Priority Precinct process completed in March 2014. This must be understood so that infrastructure providers (Council and the State government) can ensure the delivery of appropriate infrastructure at the right time.

#### *Dwelling forecasts*

30. During the progression of the DP&E's Priority Precinct process, dwelling growth forecasts were reviewed from **3,000 additional dwellings** for 2026 in the Halcrow Study to **3,750 additional dwellings** for the year 2036 as per the Department of Planning and Environment's (DP&E's) *Finalisation Report* (November 2013). However, shortly after the City of Parramatta commenced the EPR process, in early 2017, the DP&E revised its forecast figure of 3,750 additional dwellings to **5,500 additional dwellings** by 2036 and set a maximum dwelling yield of **10,000 additional dwellings** at a 100% take up rate.

#### *Actual dwelling growth*

31. The Epping Planning Review Discussion Paper (June 2017) noted that Council Officers had reviewed recent development applications and approvals to track actual growth against the dwelling forecasts undertaken by the DP&E and/or during the Priority Precinct process. This reviewed all of the pre-lodgments, DAs under assessment and determined (both under construction and not yet under construction) that have occurred since March 2014 when the new Priority Precinct controls came into effect and found that **4,735 additional dwellings** could be delivered in the short to mid term (assumed to be as early as 2023), if

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all DAs are constructed and fully occupied in that time. This equates to an additional **10,890 people** within the centre assuming a household size of 2.3 persons per household (Source: Council's Social Outcomes Unit).

32. Then again, for the purpose of this Council report, on 19 April 2018, Council Officers tracked this figure to **5,553 additional dwellings** by 2023. This is made up of 3,940 approved dwellings and 1,613 dwellings under assessment. Again, applying an occupancy rate of 2.3 persons per household, this means an additional **12,771 people** in the town centre by 2023. With no signs of the Town Centre's residential market slowing down, Council Officers conclude that within 4 years of the new planning framework being in place, the DP&E's revised 5,550 additional dwelling target for 2036 is well on its way to being met well before 2036.

*What does this growth mean?*

33. The tracked growth is well above what was forecast and planned for by the DP&E during the Priority Precinct process. In effect, the 2036 revised forecast of last year by the DP&E (of 5,500 dwellings) will already effectively be met within 4 years of the new planning controls if the development detailed in existing approvals and applications are realised.
34. The rate of this growth has significant implications for the amenity and function of the centre including infrastructure provision in the short and mid-terms. For example:
- The widening of the rail bridge carriageway on Epping Road to accommodate an additional westbound lane is yet to be delivered by the State Government.
  - Education infrastructure such as schools managed by the Department of Education (public schools) as well as private schools will be under more pressure.
  - The significant loss of commercial floorspace spelled out in the *SGS Commercial Floorspace Study* and the *Epping Planning Review Discussion Paper* exhibited in mid 2017 means the future amenity and function of Epping as a centre is at stake.
  - The provision of local infrastructure (libraries, community facilities, open space and recreational facilities) is under pressure to be enhanced and improved.

*Conclusions*

35. Comparing the Town Centre's growth with the CCDP's dwelling targets for the Parramatta local government area (LGA) for the 2016-2021 period which is (21,650 dwellings), the 5,553 additional dwellings represents a substantial proportion of the dwelling target although some of that growth has occurred post March 2014.
36. In addition to the tracked dwelling growth since March 2014, there is substantial interest from developers and land owners within and around the town centre seeking an increase in residential yield above what the current controls allow via a planning proposal process.
37. Council must ensure that the amenity of the centre as well as the long term social, environmental and economic aspirations of the Epping community are not undermined. Both the Greater Sydney Commission and the DP&E have a critical role in this.



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**EPHING TOWN CENTRE TRAFFIC STUDY**

38. Council Officers commissioned EMM Planning and Environmental Consultancy in March 2017 to revise the traffic analysis work done as part of the DP&E's Precinct Planning process.
39. The Epping Town Centre Traffic Study (ETCTS) effectively replaces the 2011 Halcrow Study which formed the basis for the current planning controls within the Town Centre. It also replaces other applicant-prepared traffic analysis from 2015. A copy of the ETCTS is provided at **Attachments 4 and 5** (Attachment 4 comprises the Traffic Report and Attachment 5 comprises the Appendices).

**The EMM Epping Town Centre model**

40. The traffic model was developed by Transport Modelling for EMM. The base model report was completed in December 2017 and forwarded to the RMS for authorisation which was received in February 2018. In its response, RMS stated that the consultant's 2017 base model is suitable for traffic assignment analysis (traffic distribution) for the assessment of any future proposals within the study area.
41. The ETCTS models the co-ordinated operation of a chain of linked intersections. It does this for four existing and future traffic network model and land use scenarios which are:
  - a. Existing actual peak hour intersection traffic volumes which were surveyed in March 2017;
  - b. Modelled base case 2017 intersection traffic volumes from the EMME model;
  - c. Modelled +5,000 dwellings growth scenario intersection traffic volumes from 2026; and
  - d. Modelled +10,000 dwellings growth scenario intersection traffic volumes from 2026.
42. To develop a base year for the network traffic model, in March 2017 the following peak hour surveys, travel time surveys and traffic queue length observations were undertaken:
  - a. Peak hourly intersection turning movements at 17 intersections;
  - b. Morning/afternoon peak hour travel time surveys across the full study area;
  - c. Morning/afternoon peak hour maximum traffic queues for traffic signal operations on Beecroft Road, Carlingford, Epping and Blaxland Roads.
43. The model then tests two future residential growth scenarios in the study area as follows:
  - a. A 2026 land use scenario tests 5,000 additional dwellings
  - b. A 2036 land use scenario tests 10,000 additional dwellings.

These scenarios are additional dwellings realized after the new DP&E planning controls came into effect in March 2014.
44. The ETCTS also includes preliminary analysis of two local road network options:
  - a. The reopening of the former M2 bus tunnel link to Epping Station as a one way westbound link with left turn egress only at Beecroft Road and

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- b. A new east west road link connecting between Ray Road and Beecroft Road, through the NSW Government site at 240-244 Beecroft Road on the western side of Beecroft Road.
45. These two road network options are only explored in a preliminary sense for the 2026 and 2036 future traffic network models. This seeks to determine the potential future extent of the likely road network traffic delay benefits for locally based traffic accessing the major road network at Epping. Refer to Sections 7.3 and 7.4 of the ETCTS provided at **Attachment 4**.

### ETCTS Findings

46. The broad findings from the ETCTS are summarized below.

#### *Findings from Survey Counts*

47. For the **March 2017** surveyed morning and afternoon peak hour traffic conditions the findings are as follows:
- a. Up to four of the six key intersections on the four major traffic routes (via Beecroft Road, Blaxland Road, Carlingford Road and Epping Road) are operating at over saturated (level of service F) traffic conditions respectively with an average 5 minute waiting time.
  - b. During the morning peak period the combined eastbound and southbound traffic queues on Carlingford Road and Beecroft Road can reach a combined total length of approximate 1.5 km.
  - c. The most widespread traffic queuing effects on all areas of the road network are considered to occur at approximately 8:40 am and 5:40pm, consistent with the Sydney regional major road traffic conditions.
  - d. The increasing road traffic congestion occurring in the Town Centre area, is adversely affecting both the regional through traffic movements and local traffic accessibility to the major road network.

#### *Future years of 2026 and 2036*

48. The findings of the +5,000 and +10,000 dwellings growth scenario intersection traffic volumes for the 2026 and 2036 are as follows:
- a. Future peak hour traffic conditions continue to worsen even when the full programs of the identified RMS and Council road improvements have been implemented.
  - b. In the road networks, five to six of the assessed intersections will have traffic conditions operating at oversaturated (level of service F) during both the morning and afternoon traffic peak periods. As an example, in 2026, the Carlingford Road/Beecroft Road intersection has an average delay which equates to 70.5 minutes (morning peak) and 23.5 minutes (afternoon peak). In 2036, this increases to 77 minutes (morning peak) and improves to 10.5 mins in the afternoon peak.
  - c. In 2036, over 3,300 vehicles cannot enter the network.
49. The average intersection delays are predicted to improve by 2036 from the 2026 base scenario as a result of Council proposed road improvements which are anticipated to be implemented during this period. However, the most crucial intersection – Beecroft Road – actually experiences a higher average delay in 2036 than for the 2026 case (p.41).

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50. The ETCTS also finds that *the afternoon performance of the network for the base 2036 is such that it is unlikely that there will be any spare capacity for additional vehicles* (p.41).

*Additional westbound lane on Epping Bridge*

51. The additional westbound lane on Epping Bridge would primarily benefit the afternoon peak hour westbound regional traffic movements travelling through the Town Centre. However, if the bridge were to operate with future tidal flow traffic conditions such as four lanes eastbound during the morning peak periods with two lanes westbound and three lanes in each direction during the afternoon peak periods, this future improvement could provide significant travel flow benefits during both these peak periods.

*Additional road network options*

52. The findings from preliminary testing of two additional road network options, are as follows:
- a. **Reopening of the former M2 bus tunnel link:** the envisaged number of vehicles that would use the tunnel would result in equivalent peak hourly traffic reductions for certain southbound right turning traffic and westbound traffic movements. These *"would probably have significant network traffic benefits in terms of reducing the future peak hourly intersection traffic delays at these intersections"* (ETCTS, p.45).
  - b. **A new east west road link through 240-244 Beecroft Road:** the envisaged number of vehicles that would use the through link would result in equivalent peak hourly traffic reductions for the other traffic movements using the Carlingford Road intersections with Beecroft Road or Ray Road and Rawson Street which *"could have significant network traffic benefits in terms of reducing the future peak hourly intersection traffic delays at these intersections"* (ETCTS, p.45).
53. However, further SIDRA intersection analysis is required of the above two road network options, this analysis is currently underway.

**Implications**

54. The findings from the ETCTS has major land use and infrastructure implications for town centre and surrounds. Therefore, Council Officers see that the role of the ETCTS is to:
- a. Inform planning policy affecting the Study Area particularly in relation to:
    - i. Certain proposals seeking an increase in residential yield; and
    - ii. State Significant Development applications.
  - b. Provide a basis for Council to take to the DP&E, GSC and the Minister for Planning seeking support for:
    - i. a position on residential development that indicates that any growth in residential development should only be permitted to resolve planning issues in Epping rather than just to permit additional residential development above what can be achieved under the current controls; and
    - ii. a coordinated approach to infrastructure delivery consistent with actions within the CCDP.

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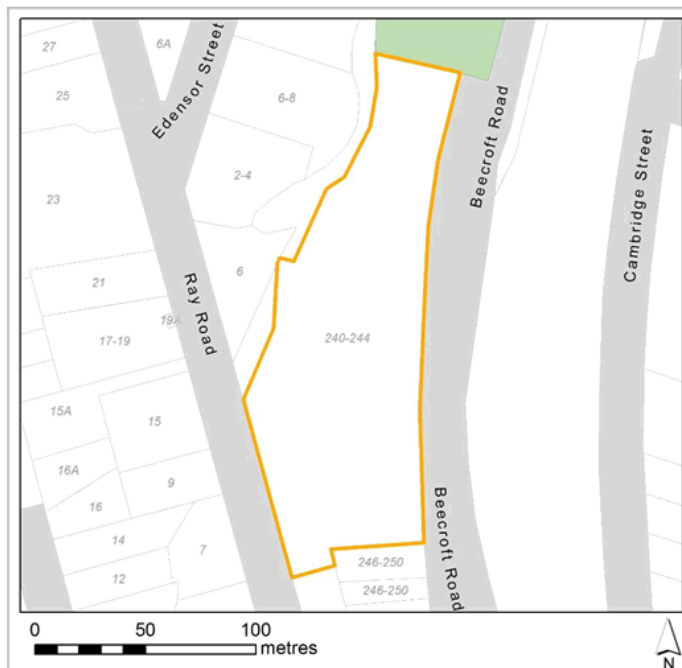
- c. Inform changes to the principles adopted by Council on 14 August 2017 that relate to:
  - i. Heritage interface;
  - ii. Commercial floorspace; and
  - iii. Open space and community infrastructure.

### Consultation

- 55. The ETCTS and any associated traffic analysis as part of the overall ETCTS brief should be placed on exhibition so that the major stakeholders (such as RMS, Transport for NSW (TfNSW), DP&E, GSC, landowners and the wider community) have an opportunity to comment on the documentation. Consultation will occur via:
  - a. Formal invitation to State agencies represented on the EPR Steering Group which are RMS, TfNSW, DP&E and GSC.
  - b. Formal invitation to major land owners formally seeking density residential density uplift such as Austino, Oakstand and Lyon Group.
  - c. Notification e-newsletter to the 440 residents and businesses registered on the EPR project mailout database. This will include local residents and business as well as planning consultants acting for Epping landowners.
  - d. A public notice in the *Northern District Times*.
- 56. The ETCTS and associated supporting material will be made available on the EPR project website.

### IMPACT OF ETCTS ON STATE SIGNIFICANT DEVELOPMENT AT 240-244 BEECROFT ROAD

- 57. The State government owned site at 240-244 Beecroft Road (refer to Figure 2) once used for the Sydney Metro Northwest project is subject of a State Significant Development (SSD) application.





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**Figure 2** - State government owned land at 240-244 Beecroft Road, Epping

58. The background to his SSD application up to January 2018 is contained within the deferred Council report of 12 February 2018 (**Attachment 1**). However, the role of the site in the future development of the Town Centre is key in two ways: from both land use and traffic/access perspectives.

#### Land Use issue

59. The SSD application applies to 10,120sqm of the 13,342sqm total site area and proposes 39,000sqm of GFA (450 residential units) and 15 storeys which equates to a 3.8:1 FSR. Of that, the SSC proposes 2,000sqm of commercial FSR which equates to 0.2:1 *to be located at ground level on Road (could be general store, childcare, gymnasium, café, small offices)*.
60. The Commercial Floorspace Study by SGS prepared for the purposes of the EPR Discussion Paper saw that there has been a loss of commercial floorspace estimated at about 63%. Further internal analysis undertaken by Council Officers in early February 2018 has identified that that approximately **8,200sqm retail** and **35,200sqm office** floorspace needs to be "replaced" within the Town Centre. Given its scale, this site plays an important role.
61. From a planning perspective, the SSD process presents Council with an opportunity to negotiate an outcome because:
- The site's current zoning (R4 High Density Residential) does not require any commercial floorspace however, a **neighbourhood shop** use (max. 100sqm) is permissible within the zone.
  - The site's previous zone (B4 Mixed Use) would still have allowed the commercial office building on that site to be demolished and replaced with a building that had retail and commercial at lower levels and residential on higher levels. Returning the site to its previous zoning would not require the owner to replace the previous commercial floor space that historically existed on that site.
  - The timeframe around the SSD process is much faster, than a rezoning process; in the latter, Council can seek a higher amount of commercial floorspace on the site, but this would take some time. The SSD can approve commercial floorspace even if it is not permitted in the zone so there is a mechanism for addressing the floorspace in a timely manner if agreement can be reached.
62. Therefore, a 1:1 FSR (10,120sqm) for commercial uses is a balanced negotiating position that maximises the chances that commercial can be achieved on the site and contribute to Epping's role as a Strategic Centre as identified in the CCDP.

#### Local Traffic/Access issue

63. Also, as already noted in this report, a road link through the SSD site is being tested to determine whether it can alleviate some of the traffic pressure at the intersections of Carlingford Road with Ray Road and Beecroft Road. Preliminary testing shows it can take of some pressure of peak hour traffic. However, more detailed analysis is progressing with a supplementary report due shortly which will form supplementary analysis to the ETCTS.

#### Recommendations

64. Council Officers therefore recommend:

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- a. That Council not support the application until:
  - i. A 1:1 FSR of commercial land uses can be delivered on the site; and
  - ii. A supplementary report on an east west through link is completed.
- b. That Council write to the Minister seeking that he not support the proposal until the two criteria listed in a. immediately above are achieved.

## IMPACT OF ETCTS ON AUSTINO PLANNING PROPOSAL

### Introduction

65. Council Officers were intending to undertake a detailed assessment of the Austino PP. However, on account of:

- a. The Town Centre having effectively reached the DP&E's revised 2036 dwelling target; and
- b. the findings from the ETCTS;

Council Officers consider that a detailed assessment of this proposal is no longer required. Instead the assessment method emphasises the significance of the findings of the ETCTS and recognises the critical importance of the RMS and JRPP's comments on traffic matters at the earlier stages of the planning proposal (discussed in the "Traffic" sub-section, below). In short, the traffic impacts associated with the faster than anticipated dwelling growth is the guiding principle informing the outcome of this proposal.

### Background

66. The Austino Property Group are the applicant for a Planning Proposal affecting land at 2-18 Epping Road, 2-4 Forest Grove and 725 Blaxland Road (the latter site being the former bowling club site – refer to Figure 3).



**Figure 3** - Land affected by the Austino Planning Proposal denoted in solid red line (from applicant's Urban Design Report)

67. The planning proposal – resubmitted to the DP&E in January 2018 seeks to:
- a. Reconfigure the existing R4 and RE1 zones resulting in no net loss of open space;

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- b. Increase the building heights over the reconfigured R4 zone from 26.5 metres to a maximum of 65.5 metres along with 5 other building heights; and
  - c. Increase the density on the site from an equivalent 2.1:1 to a combination of 7.5:1, 4.6:1, and 1.75:1.
68. The above proposed changes seek to deliver a predominantly residential development comprising two towers on Blaxland Road with smaller towers on Epping Road accommodating estimated 794\* units. (Note this calculation relies on Council's standard practice of applying an efficiency unit rate of 85sqm per unit whereby the applicant relies on a rate of 100sqm). Under the current controls (ie R4 zoning, maximum height of 26.5 metres) on the sites fronting Epping Road), the Austino landholdings would realise a total of approximately 308 units according to Council Officer analysis.
69. A VPA dated 4 December 2015 accompanies the planning proposal which proposes a public urban plaza through the proposed development providing a pedestrian connection between Epping Road and Forest Park, with an area equivalent to the area of land currently zoned RE1 Public Recreation (6,665sqm), so there will be no net loss in open space. However, much of the area proposed to be zoned public open space contains underground car parking below it which is generally not acceptable to Council.
70. This PP has a complex history. Details of the process and the proposal are provided at **Attachment 6**.

#### Petition

71. Between February and March 2017, Council Officers received a petition which containing nearly 600 signatures. The petition requested a number of actions including that Council purchase the site at 725 Blaxland Road. Other actions related to concerns on the impacts of the planning proposal on Forest Park in terms of traffic and urban design.
72. The petitions were tabled at the Council meeting held on 13 February 2017 where Council resolved:
- That the petition be received and referred to the appropriate Council officer for report.*
73. In response to the resolution, the appropriate time for the consideration of the petition was always intended to be undertaken as part of the assessment of the Austino planning proposal. This section in this report forms that assessment.

#### Traffic Analysis

74. The applicant's Traffic Impact Study prepared by GTA in 2015 tested the traffic impacts of the proposal based on the Halcrow Study's 3,000 additional dwellings for 2026. However, as identified in the Halcrow Study, the 3,000 dwellings for 2026 falls well short of the likely growth of 2025 (5,553 dwellings) based on current and expected development activity.
75. In March 2016 having reviewed the applicant's traffic analysis the RMS wrote to Hornsby Shire Council when it was the RPA noting the following:

*Should Council support a recommendation for gateway determination, the exhibited proposal must also ensure that the Transport Impact Assessment traffic includes detailed Network modelling results (ie. phasing, queue lengths/delays for all movements, intersection details) for [six] key intersections for all modelled scenarios.*

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76. At that time, RMS also noted that *the total Residential Parking requirements being restricted to no greater than the minimum parking rates applicable for a total of 327 apartments\* on the entire site (ie. Limited to approximately half the amount being sought under this proposal).* (Note: it is not clear what assumptions the RMS has relied to determine this number of units. Council's assessment suggests the figure is closer to 308 units).
77. In February 2018, the brief for the Epping Traffic Study was extended so that an impact assessment of the Austino planning proposal on traffic and access around the site could be undertaken. This was decided given the findings from the modelled base case 2017 intersection traffic volumes from EMME software based counts.
78. The Traffic Impact Assessment (TIA) prepared by EMM (provided at **Attachment 6**) concludes that the proposal would generate an additional 768 daily vehicle movements on Forest Grove. It also sees that because the impacts of the 2026 and 2036 additional dwellings on the network are so severe, that the actual intersection performance deterioration due to the Austino development either with or without the planning proposal is relatively small.
79. The ETCTS and recent TIA by EMM updates the Austino TIA because the TIA findings were based on a slightly lower future baseline year 2026 additional dwelling forecast than the forecast which has been used in the ETCTS. That said, the general findings within the EMM TIA are still valid. All the same, with regards to the Austino planning proposal impacts, the ETCTS concludes the:
- ...significant intersection performance deterioration from the 2017 base to the 2026 future base traffic situation renders any further traffic generating development in this location unacceptable without further capacity improvements to the locality major road and local road network capacity, in particular at the Epping Road/Blaxland Road intersection, and to a lesser extent at the Epping Road/Essex Street intersection. (p.42)*
80. When the (then) Sydney East Joint Regional Planning Panel (JRPP) assessed the planning proposal as part of its initial review, it stated, as one of the seven (7) actions, that:
- The proposal on this site should be part of the current Council traffic review of the whole of Epping Town Centre and the outcomes that review shall inform the final decision on Floor Space Ratio for the site.*
81. Because of this, a detailed assessment of the planning proposal is considered unnecessary as the fundamental determinant for deciding whether the Epping Planning Review Study Area can take any more residential development is the ETCTS.
82. It is also worth noting that in March 2014, the zoning and density controls for the parcels fronting Epping Road and Forest Grove were amended enabling higher residential yields as part of the DP&E's Priority Precinct process. With the controls having only been in place for 18 months, the applicant seeks further uplift through this planning proposal process. As noted elsewhere in this report, this planning proposal for additional residential development represents housing development simply to increase housing.

#### **Purchase of 725 Blaxland Road (former bowling club) site**

83. Part of the site (the former Bowling Club site) is zoned RE1 Public Recreation. The City of Parramatta became responsible for the Planning Controls that apply



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to the subject site when the amalgamation occurred in May 2016. Therefore, the City of Parramatta became the acquisition authority for this public recreation land.

84. However, Hornsby Council did not have a funding strategy to acquire the site at 725 Blaxland Road. When the bowling club site became available for sale (ie the transaction that resulted in the current land owner acquiring it). The then Hornsby Council, had the opportunity to purchase it but made a decision not to yet still retained both the RE1 Public Open Space zoning on the Land Zoning Map, and the "Local Open Space Reservation" on the Land Reservation Acquisition Map, over the site.
85. Currently, there is no City of Parramatta Council funding strategy for its acquisition. The revised Section 7.11 and 7.12 (formerly 94/94A) Contributions Plans for Epping which came into effect in November 2017 does include collection for some open space provision. However, the advice in the Epping Planning Review was that Council would be better served by acquiring open space in different parts of Epping where growth is occurring rather than spending a substantial proportion of any funding available (via Section 94 or from other sources) on this portion of land which adjoins an existing substantial piece of open space. This recognises that spending funds to acquire this site would reduce Council's capacity to invest in other open space to meet the needs of growth in other parts of Epping as well as other community needs.
86. An initial internal valuation of the site was undertaken in mid 2017. The ERP Discussion Paper concluded that for the reasons described above the purchase of the site did not represent value for money and this position informed the subsequent adopted principle which was that Council not purchase the site and instead:

*That Council should seek to progress the planning proposal with Council as the RPA subject to the Traffic Study being completed before FSRs for the site can be finalised. That Council also negotiate with the developer for the provision of public open space in a way that ensures there is a suitable area of open space which is appropriately sized and located.*

87. Council Officers have subsequently commissioned an independent valuation for peer review purposes. The valuations remain Commercial in Confidence and confirms that the purchase of the site by Council is not a viable financial option.
88. With regards to the adopted principle above, Council Officers suggest that the opportunity to negotiate with the landowner to have them provide an equivalent amount of open space has changed because of the result of the ETCTS and is in part depended upon the decision made by the current RPA for the Austino Planning Proposal.
89. As already detailed above in this report the DP&E has chosen to remove the Council as the Relevant Planning Authority (RPA) for the Austino Planning Proposal and so it will need to make the next key decision. If despite the ETCTS the RPA now in place for the Austino PP (ie the Central Sydney Planning Panel) decide to proceed with the Planning Proposal then the Council should seek to enter into further discussions with the applicant and the RPA to seek to achieve some dedication of an equivalent amount of open space at no cost to Council as part of the Planning Proposal. If the DP&E allows the further growth despite the problems with the road network they should also be seeking to broker appropriate open space outcomes to help deal with the growth proposed.

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90. However, if the RPA decides not to proceed with the Planning Proposal then Council and the applicant will still need to resolve what will happen to the former bowling club site as it will remain zoned RE1 Public Recreation. Whilst this zoning is retained Council remains the acquisition authority.
91. Council options for the former bowling club site in this case will be:-
- a. To commit to the acquisition by retaining the RE1 zoning. As detailed above this option is not recommended by Council Officers as is not considered to be an efficient use of Council funds.
  - b. Alternatively, rezone the site so Council is no longer the acquisition authority. In this case the appropriate zoning would be R4 High Density Residential with a maximum height of 17.5m (which permits 5-6 storeys) (Note the *Hornsby LEP* does not include FSR controls for sites zoned R4 High Density Residential but Council's Urban Designers indicate that this would allow approximately 162 units to be built on this site under the controls that would apply under the Hornsby DCP with an FSR equivalent to 1.5:1).
92. It is acknowledged that allowing the site to be rezoned to allow more residential development will be inconsistent with the ETCTS conclusions but Council has two conflicting issues that need to be managed. Council will need to balance two potential negative impacts:-
- a. the traffic impact  
versus
  - b. the sub-optimal financial and open space outcomes if it commits to remaining as the acquisition authority for the former bowling club site.
93. Council Officer consider that rezoning the former bowling club site to R4 High Density Residential with a height of 17.5m and FSR of 1.5:1 is the preferred approach because:-
- a. The density that would be permitted is much less than that proposed in the applicants PP so the traffic impact would be mitigated by comparison.
  - b. Council will not be forced to expend resources acquiring the former bowling club site in a location Council Officers consider is not optimal use of available funds.
  - c. The building height is consistent with the height applied by the DP&E to transition areas when it put in place the existing planning controls in Epping. It will see a stepping down of permitted height as you move away from Epping Road and down to Forrest Park.
94. It is acknowledged that the density permitted on the former bowling club site is the most significant factor driving its valuation and as the density decreases so will the cost of acquiring the site. If Council and the DP&E accept that a R4 High Density Residential Zoning with a height of 17.5m and FSR of 1.5:1 are the appropriate alternate controls to the current RE1 zoning then it maybe possible to have further discussions with the owner about the implications of this for the redevelopment of the site and the delivery of open space outcomes.

#### **Recommendation**

95. That Council object to the Planning Proposal in its current form and density proceeding and request that Council be re-instated as the RPA so that Council

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can pursue a Planning Proposal that would retain the current controls that apply to the site with the exception of the Bowling Club portion of the site which would be rezoned from RE1 Public Recreation to R4 High Density Residential with a maximum Height of Building control of 17.5m and FSR of 1.5:1.

### IMPACT OF ETCTS ON PRELIMINARY PLANNING PROPOSALS

96. As has been noted during Stage 1 of the Epping Planning Review process, two preliminary planning proposals were lodged with Council in late 2014 which affect land within the town centre (western side). Refer to Figure 4. Both proposals have been on hold on account of the ETCTS being completed as per adopted principles of 14 August 2017. When combined, the preliminary planning proposals seek more than **2,000 dwellings**. This equates to an additional 1,000 dwellings above what can currently be achieved across both sites.
97. Each proposal seeks a partnership with Council to develop their sites in conjunction with the Council car park. Figure 4 below shows both the Oakstand and Lyon Group land holdings as well as Council's land holdings. The details of each proposal are provided in **Attachment 7**.



**Figure 4** – Applicant owned land for preliminary planning proposals as well as Council's Rawson Car Park sites

### Recommendations

98. Given the current growth rate from tracked DAs and the findings from the ETCTS, Council Officers conclude that in the short to mid term, there is no justification for further residential development simply to increase housing. That said, there is an opportunity for an expression of interest (EOI) process with landowners within the Town Centre to transfer some of the floorspace on Council's car park sites to another land owner/s site/s. The EOI process would, at the minimum, stipulate public benefits around a community hub facility, underground car parking, an east-west connection between community hub and the Epping Rail Station, and the like.
99. The outcome of this approach would mean that there is there no net increase in residential floorspace above what can currently be achieved. Effectively Council would be "trading" off the FSR from the carpark site to other sites to generate

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funding to provide community facilities on the site of the current car park. It should be noted that any redevelopment would also include retention of carparking on site as it is recognised that this is critical to the operation of western part of the Epping Town Centre.

100. This process would be the subject of a further Council report before any further action is taken explaining the process and potential outcomes. The alternative is to retain the current carpark site and seek to redevelop it independent of other landowners sites. In this case Council would find it difficult to realise the full FSR that currently applies on the site and at the same time provide a significant piece of civic space within current height limits. The viability of achieving the FSR of 4:1 and community facilities and a civic space on the site as a stand alone redevelopment would also be covered in the report should Council request a further report be provided.

#### IMPACT OF ETCTS ON AREAS WITH INTERFACE ISSUES

101. With regards to the heritage interface areas at Rosebank Avenue HCA, part of the Essex Street HCA, land parcels and Pembroke Road and Norfolk Street and the Rose Street Precinct, the principles adopted at the 14 August 2017 Council meeting recommend further planning analysis that tests higher residential densities such as **manor homes** or 3 storey **residential flat buildings** which would replace existing detached dwelling development.
102. The interface issues are a result of land use conflicts occurring as a result of the DP&E's Priority Precinct process and require resolution where possible. It is acknowledged that the ETCTS identifies significant traffic impacts on the EPR study area and increasing densities at interface areas will have an increase on the traffic impacts. However, the interfaces put in place where 5-6 storey building look onto the backyards of sites zoned for single dwelling development and covered by a Heritage Conservation Area designation are unacceptable and need to be addressed in some format. This issue was discussed in detail in the Epping Planning Review documents.
103. A copy of the EPR Discussion Paper and the report considered by the Council on 14 August 2017 have been attached (refer to **Attachments 8 and 9**). The details on each HCA and background on the recommendations for these areas is available in this background material. The report below details just the recommendations made previously and options discussed with Councillors at Ward Councillor Briefings to allow Council to determine whether it should proceed with the previous recommendations.
104. Council officers are of the opinion that if growth is to be permitted which will impact on the road network that it should be to resolve these types of planning problems rather than to just increase density on a site for the sake of additional housing numbers. It is for these reasons that Council Officers recommend that changes to the planning controls proceed despite the findings of the ETCTS.
105. Furthermore, in March this year, the DP&E released its *Low Rise Medium Density Housing Code* which comes into effect in July 2018. This establishes planning controls on some forms of medium density housing and provide further guidance on the recommended outcomes in this section.

#### Rosebank Avenue HCA

106. With regards to Rosebank Avenue HCA, in the 14 August 2018 Council report, Council Officers recommended:
- a. Removing the HCA notation but keeping heritage items.



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- b. For the area south of the heritage items: allow 3 storey **residential flat buildings (RFBs)**.
- c. For the area north of the heritage items: no change.
- d. That the changes occur ahead of completion of ETCTS.

107. Council subsequently resolved that it pursue 2 storey **manor homes** along full length of Rosebank Ave but test benefits of 3 storey **RFBs**.

*Recommendation*

108. Council Officers recommend proceeding with the original recommendations to remove the HCA notation, enable 3 storey **RFBs** south of the heritage items with no change north of the heritage items. Refer to Figure 5.



**Figures 5 – Council Officer recommendation for Rosebank Avenue HCA**

**1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street**

109. With regards to properties at 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street, in the 14 August 2018 Council report, Council Officers recommended:

- a. Remove HCA notation but keep heritage items.
- b. R3 zone of area edged black but limit No.s 7 & 7A Norfolk Rd to **manor homes** (current zoning is shown in Figure 6).
- c. Enable 3 storey **RFB** on No.s 1, 3, 3A and 5 Norfolk Rd and 25 Pembroke St.
- d. Changes occur ahead of completion of ETCTS.

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**Figure 6** – Current zoning of 1, 3, 3A, 5, 7, and 7A Norfolk Road and 23, 23A and 25 Pembroke Street

110. Council subsequently resolved that it pursue 2 storey **manor homes** but test benefits of 3 storey **residential flat buildings**.
111. At the Ward Councillor Briefings discussed above the option of making no change to the controls in this area was discussed. Should Councillors wish to proceed with this option then Council should resolve to take no further action to change the planning controls for this precinct.

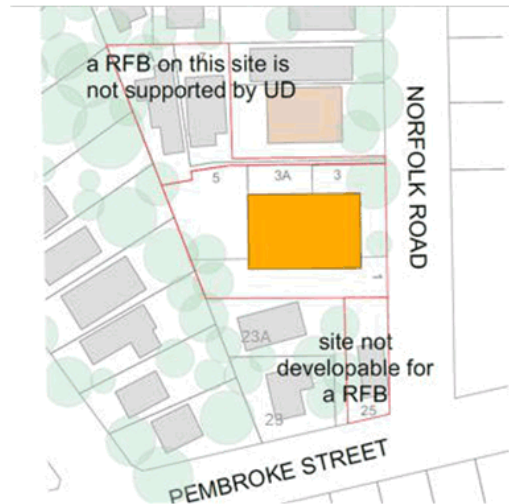
#### *Recommendation*

112. To ensure consistency with new Complying Code and subsequent analysis as part of the LEP Harmonisation process, Council Officers propose a new recommendation - **Part 'no change', part RFB**:
- No changes to battle-axe blocks at No.s 7 & 7A (ie. maintain controls for **detached dwellings**) because this conflicts with the DP&E's Complying Code on battle-axe blocks.
  - Rezone No.s 1, 3, 3A & 5 to R3 zone to enable 3 storey **RFB** subject to amalgamation controls being put in place to create 1 super lot.
  - No.25 Pembroke cannot develop of itself and should retain its existing zoning.

Refer to the Figure 7.

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**Figure 7** – Council Officer recommendation for 1, 3, 3A, 5, 7, and 7A Norfolk Road and 23, 23A and 25 Pembroke Street

### Essex Street HCA

113. With regards to the Essex Street HCA, in the 14 August 2018 Council report, Council Officers recommended:

- a. Remove HCA notation but keep heritage items.
- b. Allow **manor homes** on western side between Epping Road and Maida Road only with no change on eastern side.
- c. That the changes occur ahead of completion of ETCTS.

114. The above recommendations were supported by the Council in August 2017.

#### Recommendation

115. Council Officers recommend maintaining the above recommendations and develop DCP controls that protect larger setbacks to ensure the protection of the tree canopy at rear setbacks.

### Rose Street Precinct

116. With regards to the Rose Street Precinct, in the 14 August 2018 Council report, Council Officers recommended:

- a. Allow **residential flat buildings** development (R3 zone) with urban design analysis to step down height to Brigg Rd to 2 storeys.
- b. That the changes occur ahead of completion of ETCTS.

117. Council subsequently resolved that it pursue 2 storey **manor homes** but test benefits of 3 storey **residential flat buildings**.

118. At the Ward Councillor Briefing Councillors the issue of the topography of this area and the drainage implications of allowing more density were raised. Council Officers consider that this issue could be investigated as part of the redevelopment options but if Councillors are of the opinion that this should be investigated upfront the recommendation should be amended accordingly.

#### Recommendation

119. Council Officers recommend allowing **residential flat buildings** with associated urban design analysis and DCP controls that enable the stepping down of the building height to 2 storeys at the Brigg Road/Rose Street

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frontages and that the four (4) sites fronting Blaxland Road also be included in the precinct. Refer to Figure 8.



**Figure 8** – Council Officer recommendation for Rose Street Precinct but include the 4 properties fronting Blaxland Road

### Rockleigh Park

120. With regards to the Rockleigh Park, in the 14 August 2018 Council report, Council Officers recommended:

- a. The area zoned R4 (edged with yellow line) be down-zoned to R3 to be consistent with R3 zone boundary to north and east.
- b. That further urban design analysis to determine best height and FSR controls.

121. The above recommendations were supported by the Council.

### Recommendation

122. Council Officers recommend reinstate original recommendations. But ensure that **residential flat buildings** are prohibited from this area (R3 zone in HLEP permits 4 storey RFBs). Refer to Figure 9.



**Figure 9** – Council Officer recommendation for Rockleigh Park

### IMPACTS OF ETCTS ON COMMERCIAL FLOORSACE

123. Recent pre-lodgments and development applications within the centre continue to erode the volume of commercial floorspace within the centre as developers



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are 'opting out' of applying the existing DCP provisions that require delivery of 2, 3 and 4 storey podiums of commercial floorspace in mixed use proposals. This is because of the weak 'statutory weight' that DCP controls have over an environmental planning instrument such as a LEP.

124. As discussed in the section entitled "Impact of ETCTS on State Significant Development at 240-244 Beecroft Road", Council Officers have identified that approximately **8,200sqm of retail floorspace** and **35,200sqm of office floorspace** needs to be "replaced". To deliver this, Council's Urban Designers determine that three storey commercial podiums (comprising one floor of retail and two floors of office premises) on remaining sites can deliver the required floorspace.
125. With regards to traffic, the associated traffic impacts from commercial land uses (retail and office premises) may well be greater than those associated with residential development. This is because commercial uses tend to generate a greater number of trips per square metre of floor area. This is another area where Council Officers consider that it may be necessary to allow additional development to resolve a planning issue not related solely to housing delivery. In this case allowing additional density that may detrimentally impact on traffic outcomes should be considered.
126. Given this conflict around the need for more commercial floorspace within the centre to protect its economic viability and amenity, with its associated traffic impacts, a delicate balancing exercise is required that meets the of commercial floorspace needs of the centre whilst acknowledging the potential traffic impacts.
127. In light of the above, Council Officers have identified the following potential options:
  - a. **Option 1 – No change:** This option involves no change to the current controls. Because the market favours residential development and the pace of that development recently, this option is highly likely to encourage DAs that deliver only ground floor commercial that will undermine centre's amenity and economic viability. This has no traffic impact compared to current controls.
  - b. **Option 2 – Require minimum level of commercial FSR provision to be provided without amending the maximum FSR or Building Heights:** This option involves increasing the commercial FSR requirements but this occurs at the cost of residential FSR. It means that the heights or densities of buildings will not change, but there will be a higher proportion of commercial floorspace within any development and less residential than would currently be permitted. In other words, it equates to a net decrease in residential FSR but will improve centre's amenity and economic viability. This will potentially result in a detrimental impact on the local traffic network.
  - c. **Option 3 – Require minimum level of commercial FSR provision to be provided but amend the maximum FSR or Building Heights to seek to retain where possible an FSR for residential equivalent to existing levels** This will mean increases in overall density and building heights but it makes delivery of more commercial (retail/office) uses more viable which will improve the centre's amenity and economic viability. The detrimental impact on the local traffic network will be greatest with this option.

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*Recommendation*

128. Of the above options, Council Officers recommend **Option 3 - Increase Commercial FSR and density/building heights** because of the strong residential market and the way the planning system operates, if Option 2 was pursued, Council would receive a flood of DAs seeking mixed use development with only the ground floor allocated to commercial uses. These would all have to be considered and potentially approved under the current planning rules and the opportunity to provide the commercial floorspace Epping needs will be lost forever. Without sufficient commercial/retail floorspace the future function and amenity of the Town Centre is significantly impacted.
129. Whilst Option 3 is the Council Officer preference at this point in time this scenario needs to be run through the traffic modelling and if the outcome is unacceptable it may be necessary to fall back to Option 2. A further analysis and report to Council will allow Council to determine which option it will ultimately pursue via a Planning Proposal.

**CONCLUSION**

130. The reported rate of growth compared to the growth envisaged by the DP&E in 2013 demonstrates the Epping Town Centre has been doing a lot of the “heavy lifting” for dwelling growth and that the impact on infrastructure means that further housing growth for the sake of increasing house supply in Epping is not necessary.
131. This report provides a basis for Council to take to the DP&E, the Minister for Planning and the GSC seeking support for a strategic approach to future planning in Epping where any growth seeks to solve existing planning problems rather than just increasing density for the sole purpose of providing additional housing supply.

**NEXT STEPS**

132. The next steps are:
- a. Progressing supplementary traffic analysis on new through link through 240-244 Beecroft Rd; and re-opening of former M2 bus tunnel link.
  - b. Exhibiting the ETCTS documentation for major stakeholder comment.
  - c. Council Officers to arrange EPR Steering Group meeting with State agencies about proposed policy change and revisiting infrastructure delivery.
  - d. Council Officers prepare further Council reports that seek to:
    - i. Provide advice on provision of community facilities on the Councils Rawson Street Car park land and whether an EOI process should be pursued to enter into partnerships with other landowners.
    - ii. Report on the outcome of the consultation on the Epping Town Centre Traffic Study and the results of the supplementary traffic analysis discussed in this report on:-
      1. Reopening of the former M2 bus tunnel link; and
      2. A new east west road link through 240-244 Beecroft Road.

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- e. Planning Proposal processes inclusive of background and technical study preparation commence on:
  - i. The heritage interface areas; and
  - ii. The provision of commercial floor space in the centre.

Jacky Wilkes  
**Senior Project Officer Land Use Planning**

Robert Cologna  
**A/Service Manager Land Use Planning**

Sue Weatherley  
**Director Strategic Outcomes and Development**

**ATTACHMENTS:**

<a href="#">1</a>	ATTACHMENT 1 - Council Report of 12 February 2018	16 Pages
<a href="#">2</a>	ATTACHMENT 2 – April 2018 and November 2017 responses from DPE on RPA matter	3 Pages
<a href="#">3</a>	ATTACHMENT 3 – Related planning policy matters	3 Pages
<a href="#">4</a>	ATTACHMENT 4 - ETCTS Report	51 Pages
<a href="#">5</a>	ATTACHMENT 5 - ETCTS Appendices	192 Pages
<a href="#">6</a>	ATTACHMENT 6 - Austino PP Traffic Impact Assessment undertaken for Council	39 Pages
<a href="#">7</a>	ATTACHMENT 7 - For 28 May 2018 Council Report on EPR - Detail of Planning Proposals	6 Pages
<a href="#">8</a>	ATTACHMENT 8 - EPR Discussion Paper	111 Pages
<a href="#">9</a>	ATTACHMENT 9 - Council Report of 14 August 2017	59 Pages

**REFERENCE MATERIAL**

MINUTES OF THE MEETING OF CITY OF PARRAMATTA COUNCIL HELD IN THE  
DUNDAS COMMUNITY CENTRE, 21 STURT STREET, TELOPEA ON MONDAY, 9  
JULY 2018 AT 6.33PM

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PRESENT

The Lord Mayor, Councillor Andrew Wilson and Councillors Benjamin Barrak, Phil Bradley, Donna Davis, Robert Dwyer, Pierre Esber, Michelle Garrard (Deputy Lord Mayor), Paul Han, Steven Issa, Andrew Jefferies, Sameer Pandey, Dr Patricia Prociv, Bill Tyrrell, Lorraine Wearne and Martin Zaiter.

ACKNOWLEDGEMENT TO TRADITIONAL LAND OWNERS

The Lord Mayor, Councillor Andrew Wilson, acknowledged the people of The Darug Nation as the traditional custodians of this land, and paid respect to their ancient culture and their elders past and present.

WEBCASTING COUNCIL MEETING

The Lord Mayor, Councillor Andrew Wilson, advised that this public meeting is being recorded and streamed live on the internet. The recording will also be archived and made available on Council's website.

The Lord Mayor further advised that all care will be taken to maintain privacy, however as a visitor in the public gallery, the public should be aware that their presence may be recorded.

OTHER RECORDING OF MEETING

As per Council's Code of Meeting Practice, the recording of the Council Meeting by the public using any device, audio or video, is only permitted with Council permission. Recording a Council Meeting without permission may result in the individual being expelled from the Meeting.



PROCEDURAL MOTION

1449 RESOLVED (Wilson)

That Item 14.5 relating to Epping Town Centre Traffic Study and other Epping Planning Review Matters and Item 14.7 Delegations to the Chief Executive Officer be brought forward in the meeting for consideration.

14.5 SUBJECT Epping Town Centre Traffic Study and other Epping Planning Review Matters

REFERENCE F2017/00210 - D06202874

REPORT OF Snr Project Officer

1450 RESOLVED (Tyrrell/Wearne )

(a) **That** Council note this update on the Epping Planning Review and related matters.

(b1) **That** Council exhibits the Epping Town Centre Traffic Study and supporting documentation (including the further supplementary reports) to enable comment from major stakeholders in accordance with the consultation plan described in the body of this report with a Community Briefing Session to be organised to inform the community about the content of the Traffic Study and allow them to ask questions about its preliminary findings to inform any submissions stakeholders may wish make on the study.

- (b2) **That** the exhibition material placed on public exhibition state that Council does not support any extension of Rosebank Avenue to connect with Rosen Street as described in the traffic study and advise the affected landowners of this decision.
- (c1) **That** despite recommendation (b1) above, that Council adopts the position that it does not support any:
- (i) Planning proposal or preliminary planning proposal that applies to sites situated within the Epping Planning Review Study Area which seek to deliver extra housing in addition to what can be achieved under the current planning controls, unless the planning proposal is seeking to address a planning issue identified in Council's Epping Planning Review process related to:-
    - commercial floor space in the Epping Town Centre; or
    - the Planning Controls that should apply to Heritage Conservation Areas or areas that interface with High Density Residential zones surrounding Epping Town Centre.
  - (ii) Development applications seeking an increase in residential density via clause 4.6 of the *PLEP 2011*;  
and that Council write to both the Department of Planning and Environment (DP&E) and the Greater Sydney Commission advising them this will remain Council's position until the State Government has provided infrastructure to resolve the through traffic issues with the Epping Town Centre.
- (c2) **That** a Planning Proposal including all necessary background studies and analysis be prepared to amend Clause 4.6 of PLEP 2011 so that it cannot be used to seek a FSR greater than that permitted on the Floor Space Ratio Map for sites within the Epping Town Centre.
- (d) **That** in relation to the Austino Planning Proposal that Council write to the DP&E to:-
- (i) Object to the Planning Proposal proceeding in its current form and density and request that no Planning Proposal proceed for this site. Instead the existing planning controls should be retained with the portion currently zoned RE1 Public Recreation remaining in place along with retaining no Floor Space Ratio or Height of Buildings control notations applying to that portion.
  - (ii) **That** the Council write to the Minister for Planning seeking that the Minister amends the legislative provisions related to the acquisition of open space land applying the principle that where a developer has purchased land which at the time of purchase is already zoned public open space, they should not benefit from any changes to the value derived from the existing zoning of adjoining land or changes to zoning of adjoining land. And write to the Local Members requesting funding out of the Open Spaces and Greater Sydney Package. To avoid any doubt Council considers that the owner should be entitled to the price they paid (adjusted for

CPI) but no increases in value as a result of changes to the planning controls surrounding the site.

- (e) **That** Council write to the Minister for Planning, Landcom and the Greater Sydney Commission and request the State Significant Development currently being progressed for 240-244 Beecroft Road be placed on hold until a workshop can be organised involving Council and Landcom to discuss and seek to resolve the following:-
  - (i) to establish whether a new road link can be provided through this site linking Beecroft Road and Ray Road; and
  - (ii) the provision of commercial floor space on the site being provided at a level no less than 1:1 FSR on this site.
- (f) **That** a further report is brought to Council on the options for future civic space and community facilities on the following sites:-
  - (i) the Rawson Street carpark site; and
  - (ii) the Chalmers Street site (containing the existing Epping Library site and adjoining open space);

including analysis on whether any process should be commenced to realise the FSR available on either of these sites.
- (g) **That** in addition to correspondence Council resolved to forward to the State Government regarding the investigation of M2 tolling at the 12 June 2018 Council Meeting (i.e. Item 15.5) the further supplementary reports on:-
  - (i) Reopening of the former M2 bus tunnel link; and
  - (ii) A new east west road link through 240-244 Beecroft Road

be forwarded to the relevant transport agencies that manage the former M2 bus link, the RMS and Urban Growth and circulated to Councillors upon receipt and then be placed on public exhibition with the Epping Town Centre Traffic Study with any feedback received on this issues during the consultation to be reported back to Council.
- (h) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments as follows:-
  - (i) Rockleigh Park Precinct; controls consistent with the recommendations in the body of this report
  - (ii) In the Norfolk, Pembroke, Essex Street area the planning controls be retained (including the Heritage Conservation Area notation) for 1, 3, 3A, 5, 7, and 7A Norfolk Road 25 Pembroke (ie retain the existing R2 Low Density Residential zoning and the existing Height of Building controls of 8.5m) and instead amend the controls for the following sites as follows:-
    - 21, 23, 25, 27 and 29 Essex Street amend the zoning from R4 High Density Residential to R3 Medium Density Residential with maximum height permitted on these sites to be amended from 17.5m to 11m (to allow for apartment building development no greater than 3

storeys on these sites); and

- The height of building control for 23, 23A Pembroke be reduced from 12m to 11m with the existing zoning of Residential R3 Medium Density Residential to be retained for these two sites;

and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

- (i) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments for 2 - 8 Rosebank Ave and 1 - 7 Rosebank Ave as follows:

- Remove the Heritage Conservation Area notation from these sites;
- Rezone the sites from Residential R2 Low Density Residential to R3 Medium Density Residential; and
- Amend the permitted height of building for these sites from 8.5m to 11m (to allow for apartment building development no greater than 3 storeys on these sites).

All other sites in Rosebank Avenue should retain their existing planning controls including the Heritage Conservation Area notation and that the Planning Proposal and associated material shall be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

- (j) **That** a Planning Proposal and Draft DCP amendments including all necessary background studies and analysis be prepared to progress amendments to these plans for the Essex Street HCA Precinct with the planning controls to be consistent with the following:-

- Retention of the existing Heritage Conservation Area for both sides of Essex Street
- Amend the planning controls to allow for detached dual occupancies on the western side of Essex Street between Epping Road and Maida Road (which are the sites that are impacted by proximity to the adjoining 5 storey apartment buildings) in the form where the second dwelling shall be permitted behind the existing dwelling but not in a Duplex form.
- That the Draft DCP that applies to this HCA and surrounding land be reviewed with a view to including: -
  - a detailed analysis of significant trees located on the sites on the western side of Essex Street and supporting DCP controls that seek protect those trees; and
  - Draft DCP planning controls that require provision to be made for the widening and improvement of the pedestrian link currently located between 58-60 Essex Street linking through to Forest Grove;

and that the Planning Proposal and associated material be



reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

- (k) **That** no further action be taken to amend the Planning Controls that apply to the Rose Street Precinct until a drainage analysis detailing the implications of re-development of the Rose Street Precinct Sites is completed and reported to Council.
- (l) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to new controls to require the provision of commercial floor space in the Town Centre and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.
- (m) **That** Council Officers identify potential sites for acquisition for open space purposes in the areas to the north east of the Epping Town Centre. This process should include obtaining valuations for acquisition and the construction of the parks and should also involve discussions with potentially affected landowners. A further report to Council on the outcome of this analysis be reported to Council to allow Council to determine whether it wishes to commence a rezoning process to rezone any sites in this area for open space.
- (n) **That** Council write to the Member for Epping seeking their support for funding for the acquisition of open space in the area north east of the Epping town centre as part of the Open Spaces and Greener Sydney package announced in April 2018. The Local Member also be requested to make representations to the relevant Minister to ensure the criteria that needs to be met to obtain grant funding provides flexibility (in terms of timeframe for delivery and the identification of the land to be acquired) so that Council can secure the funding prior to finalizing the rezoning and consultation/ acquisition processes
- (o) **Further, that** this motion carries the unanimous support of the Ward Councillors being Councillors Tyrrell, Wearne and Davis.

DIVISION The result being:-

AYES: Councillors B Barrak, P Bradley, D Davis, B Dwyer, P Esber, M Garrard, P Han, S Issa, A Jefferies, S Pandey, P Prociv, W Tyrrell, L Wearne, A Wilson and M Zaiter

NOES: Nil

PLANNING PROPOSAL – Various properties along Pembroke and Essex Streets, and Rockleigh Park Precinct, Epping

## **Appendix 4 – Summary of decision making in relation to the subject properties**

F2019/02038

**Summary of assessment and decision making in relation to properties in East Epping as part of the Epping Planning Review**

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The following provides a summary of assessment and decision making in relation the following properties within or adjoining the East Epping Heritage Conservation Area:

1. Rockleigh Park Precinct
2. 1, 3, 3A, 5, 7 and 7A Norfolk Road and 25 Pembroke Street
3. 23 and 23A Pembroke Street and 21-29 Essex Street

All reports below are available at

<https://www.cityofparramatta.nsw.gov.au/council/precinct-planning/epping-planning-review>

Or <https://www.cityofparramatta.nsw.gov.au/council/council-meetings/council-business-papers-minutes-dates>

Rockleigh Park (2-24 Rockleigh Way, 3-7 & 4-8 Brenda Way and 5A Essex Street)		
Report & Date	Assessment	Decision (if relevant)
<b>Epping Town Centre (East) Heritage Review – June 2017</b>	<p>In relation to planning controls surrounding the East Epping Heritage Conservation Area, the Heritage Review concluded that a consistent transition between the R4 High Density Residential development along Essex and Pembroke Streets was required in order to prevent further encroachment on the conservation area. Key recommendations include:</p> <ul style="list-style-type: none"> <li>Rezone the Rockleigh Park parcels from the R4 High Density Residential Zone which has a 17.5m (5 storey) height to the R3 Medium Density zone with a 12 metre (4 storey) building height, in order to provide a smooth transition from the R2 Low Density Residential of the East Epping Heritage Conservation Area and the R4 High Density Residential area of Essex and Pembroke Streets.</li> </ul>	N/A
<b>Epping Planning Review Discussion Paper – June 2017</b>	<p>Section 7 of the Discussion Paper examined the Heritage Review recommendations for both Rockleigh Park Precinct and presented options for the community to consider. The purpose of these options was to gain feedback from the community as to what planning solution was acceptable.</p> <p>In relation Rockleigh Park the Discussion Paper recommended down-zoning the site from the R4 High Density zone to the R3 Medium Density zone, enabling a reduction in the permissible density. It also recommended the preparation of a master plan to determine the most appropriate outcome.</p>	N/A
<b>Council Report - 14 August 2017</b>	Council considered a report that summarised landowner and residents submissions in relation to the Epping Planning	At its meeting on 14 August 2017, Council resolved (in part):



Rockleigh Park (2-24 Rockleigh Way, 3-7 & 4-8 Brenda Way and 5A Essex Street)		
Report & Date	Assessment	Decision (if relevant)
	<p>Review Discussion Paper and technical studies exhibited from 21 June to 19 July 2017.</p> <p>In relation to Rockleigh Park, (refer Sections 69 to 80 of the Council report) community feedback showed strong support for the down-zoning of the site from the R4 to the R3 zone as it would more appropriately deal with the transition between higher and lower densities and, further, should be supported by a master planning process so that appropriate height and density controls can be put in place. Based on feedback and the Heritage Review (2017) Council Officers recommended:</p> <ol style="list-style-type: none"> <li>1. The component of Rockleigh Park currently zoned R4 be rezoned to R3 so that the entire Rockleigh Park precinct fall under a consistent R3 zone; and</li> <li>2. That further urban design analysis be undertaken across all of Rockleigh Park to determine the best building height and density controls, including amalgamation patterns in the future. This analysis will also inform DCP controls.</li> </ol>	<p><i>"That the recommended principles, as identified within the report and contained within Attachment 6 be endorsed for the purposes of guiding Stage 2 of the Epping Planning review..."</i></p>
<b>Council Report – 9 July 2018</b>	<p>On 9 July 2018, a Council report was presented updating Council on the implications for the findings of the Epping Planning Review, including further assessment work undertaken for the sites in Rockleigh Park Precinct. In summary the Council report recommended:</p> <ul style="list-style-type: none"> <li>• That the area zoned R4 be down-zoned to R3 in the Rockleigh Park Precinct to be consistent with R3 zone boundary to north and east;</li> <li>• That further urban design analysis to determine best height and FSR controls; and</li> <li>• Residential flat buildings are prohibited from this area.</li> </ul>	<p>At its meeting on 9 July 2018 in relation to East Epping, Council resolved (in part):</p> <p>(h) <i>That a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments as follows:-</i></p> <p><u>(i) Rockleigh Park Precinct; controls consistent with the recommendations in the body of this report</u></p>

1, 3, 3A, 5, 7 and 7A Norfolk Road		
Report & Date	Assessment	Decision Made
<b>Epping Town Centre (East) Heritage Review – June 2017</b>	<p>In relation to planning controls surrounding the East Epping Heritage Conservation Area, the Heritage Review concluded that a consistent transition between the R4 High Density Residential development along Essex and Pembroke Streets was required in order to prevent further encroachment on the conservation area. Key recommendations include:</p> <ul style="list-style-type: none"> <li>That the heritage conservation area designation be removed from 1, 3 and 3A Norfolk Road and 25 Pembroke Street and together with 5, 7, and 7A Norfolk Road be rezoned to R3 Medium Density Residential. This would allow them to be potentially developed for apartment buildings (4 storeys).</li> </ul>	N/A
<b>Epping Planning Review Discussion Paper – June 2017</b>	<p>Section 7 of the Discussion Paper presented three options to address the transition issues to the HCA in relation to 1-7A Norfolk Road and 25 Pembroke Street. The strengths and weaknesses of the following options were presented:</p> <ol style="list-style-type: none"> <li>1. recommendation of the Heritage Review – to remove the HCA designation from 1-3A Norfolk Road and 25 Pembroke Street and together with 5-7A Norfolk Road be rezoned to R3.</li> <li>2. rezone 1-7A Norfolk Road and 25 Pembroke Street to R3 Medium Density Residential to allow 2 storey manor homes</li> <li>3. allow 1 Norfolk Road and 25 Pembroke Street to be rezoned to R3 Medium Density Residential and retain R2 Low Density Residential zoning on 3-7A Norfolk Road.</li> </ol>	N/A
<b>Council Report 14 August 2017</b>	Council considered a report that summarised the feedback from land owners and the community in relation to the East Epping Heritage Conservation Area, specifically options presented in relation to the properties in Norfolk Road and	At its meeting on 14 August 2017, Council resolved (in part):

1, 3, 3A, 5, 7 and 7A Norfolk Road		
Report & Date	Assessment	Decision Made
	<p>Pembroke Street (refer Sections 81-96 of the Council report).</p> <p>Community feedback was divided in relation to the properties. Responses from landowners included unanimous support for removal of the HCA and rezoning to R3 (Option 1). To permit apartment development feedback from adjoining owners had a preference for Option 2 and other residents supported Options 2 or 3 which proposed lower density development than Option 1.</p> <p>Based on feedback and the Heritage Review (2017) Council Officers recommended:</p> <ul style="list-style-type: none"> <li>that Option 2 of the Discussions Paper be applied, which involves removing the HCA notation over properties 1, 3, 3A Norfolk Road and 25 Pembroke Street and rezoning at seven parcels to the R3 zone to allow: <ul style="list-style-type: none"> <li>2 storey manor homes on 7 and 7A Norfolk Road; and</li> <li>Enable redevelopment of 1, 3, 3A and 5 Norfolk Road and 25 Pembroke Street to realise residential flat buildings (no more than three storeys) and undertake appropriate urban design analysis to determine built form controls.</li> </ul> </li> </ul>	<p><i>That the recommended principles, as identified within the report and contained within Attachment 6 be endorsed for the purposes of guiding Stage 2 of the Epping Planning review subject to the following amendments:</i></p> <p><i>Heritage Chapter – 1, 3, 3A, 5, 7 and 7A Norfolk Road Clause 96, recommended principle a.ii be replaced with the following principle:</i></p> <p><i>Refer to Alternate Principle - Heritage below.</i></p> <p><b>Alternate Principle - Heritage</b></p> <p><i>That the development of 2 storey ‘manor houses’ within the following precincts be pursued in response to the current interface issues being experienced by residents. However, as part of this process further work should also be carried out to test the benefits of 3 storey residential flat buildings with all the appropriate DCP controls, for example setbacks, amalgamation patterns to determine whether an alternative approach may be more appropriate.</i></p> <p><i>- 1, 3, 3A, 5, 7 and 7A Norfolk Road and 25 Pembroke Street</i></p>
<b>Council Report – 9 July 2018</b>	On 9 July 2018, a Council report was presented updating Council on the implications for the findings of the Epping Planning Review, including further assessment work undertaken for the sites in Pembroke Street, Norfolk Road	At its meeting on 9 July 2018 in relation to East Epping, Council resolved (in part):

1, 3, 3A, 5, 7 and 7A Norfolk Road		
Report & Date	Assessment	Decision Made
	<p>and Rockleigh Park Precinct. In summary the Council report recommended</p> <ul style="list-style-type: none"> <li>- No changes to battle-axe blocks at 7 and 7A Norfolk Road and rezone 1, 3, 3A and 5 Norfolk Road to R3 zone to enable three storey residential flat buildings subject to amalgamation controls being put in place to create 1 super lot and that 25 Pembroke cannot develop of itself and should retain its existing zoning.</li> </ul>	<p>(h) That a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments as follows:-</p> <p>(ii) <u>In the Norfolk, Pembroke, Essex Street area the planning controls be retained (including the Heritage Conservation Area notation) for 1, 3, 3A, 5, 7, and 7A Norfolk Road 25 Pembroke (ie retain the existing R2 Low Density Residential zoning and the existing Height of Building controls of 8.5m) and instead amend the controls for the following sites as follows:-</u></p> <ul style="list-style-type: none"> <li>o 21, 23, 25, 27 and 29 Essex Street amend the zoning from R4 High Density Residential to R3 Medium Density Residential with maximum height permitted on these sites to be amended from 17.5m to 11m (to allow for apartment building development no greater than 3 storeys on these sites); and</li> <li>o The height of building control for 23, 23A Pembroke be reduced from 12m to 11m with the existing zoning of Residential R3 Medium Density Residential to be retained for these two sites;</li> </ul> <p>and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.</p>



23 and 23A Pembroke Street and 21-29 Essex Street		
Report & Date	Assessment	Decision Made
Epping Town Centre (East) Heritage Review – June 2017	No assessment in relation to these properties was presented in the Heritage Review.	N/A
Epping Planning Review Discussion Paper – June 2017	No assessment in relation to these properties was presented in the Discussion Paper.	N/A
Council Report 14 August 2017	No assessment in relation to these properties was presented in the Council report.	N/A
Council Report – 9 July 2018	No assessment in relation to these properties was presented in the Council report.	<p>At its meeting on 9 July 2018 in relation to East Epping, Council resolved (in part):</p> <p>(h) <i>That a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments as follows:-</i></p> <p>(i) <i>Rockleigh Park Precinct; controls consistent with the recommendations in the body of this report</i></p> <p>(ii) <i>In the Norfolk, Pembroke, Essex Street area the planning controls be retained (including the Heritage Conservation Area notation) for 1, 3, 3A, 5, 7, and 7A Norfolk Road 25 Pembroke (ie retain the existing R2 Low Density Residential zoning and the existing Height of Building controls of 8.5m) and instead amend the controls for the following sites as follows:-</i></p> <p><input type="checkbox"/> <i>21, 23, 25, 27 and 29 Essex Street amend the zoning from R4 High Density Residential to R3</i></p>

23 and 23A Pembroke Street and 21-29 Essex Street		
Report & Date	Assessment	Decision Made
		<p><u>Medium Density Residential with maximum height permitted on these sites to be amended from 17.5m to 11m (to allow for apartment building development no greater than 3 storeys on these sites); and</u></p> <p><input type="checkbox"/> <u>The height of building control for 23, 23A Pembroke be reduced from 12m to 11m with the existing zoning of Residential R3 Medium Density Residential to be retained for these two sites;</u></p> <p>and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.</p>

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**INNOVATIVE**


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<b>ITEM NUMBER</b>	6.6
<b>SUBJECT</b>	Gateway Request: Planning Proposal - various properties in Rockleigh Way, Pembroke and Essex Streets, Epping
<b>REFERENCE</b>	F2019/02038 - D06984544
<b>REPORT OF</b>	Senior Project Officer - Land Use
<b>PREVIOUS ITEMS</b>	14.5 - Epping Town Centre Traffic Study and other Epping Planning Review Matters - Council - 09 Jul 2018 6.30pm 11.3 - Epping Planning Review - Completion of Stage 1 and Commencement of Stage 2 - Council - 14 Aug 2017 6:00pm

**PURPOSE:**

To seek the Local Planning Panel's (LPP) advice on a Planning Proposal for various sites in the Rockleigh Park Precinct, Essex Street and Pembroke Street, Epping for the purposes of seeking a Gateway Determination from the Department of Planning, Industry and Environment to amend the land use zoning, floor space ratio and height controls to manage the impact of high density land use zoning on the adjoining East Epping Heritage Conservation Area.

**RECOMMENDATION**

That the Local Planning Panel consider the following Council staff recommendation in its advice to Council:

- (a) **That** Council endorse the Planning Proposal at **Attachment 1** which seeks the following amendments to Hornsby Local Environmental Plan (LEP) 2013 in relation to the following sites:
- (i) Land at 5A Essex Street, 2-24 Rockleigh Park, 3-7 and 4-8 Brenda Way:
    - Rezone the land from R4 High Density Residential to R3 Medium Density Residential;
    - Amend the maximum height of buildings from 17.5 metres to 9 metres; and
    - Apply a floor space ratio (FSR) of 0.6:1, noting there is no existing FSR control for the sites.
  - (ii) Land at 21-29 Essex Street
    - Amend the maximum height of buildings from 17.5 metres to 11 metres (to allow for residential flat buildings no greater than 3 storeys); and
    - Apply a floor space ratio (FSR) of 0.8:1, noting there is no existing FSR control for the sites.
  - (iii) Land at 23 and 23A Pembroke Street, Epping
    - Rezone the sites from R3 Medium Density Residential to R4 High Density Residential;
    - Amend the maximum height of buildings from 12 metres to

- 1 -

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11 metres; and

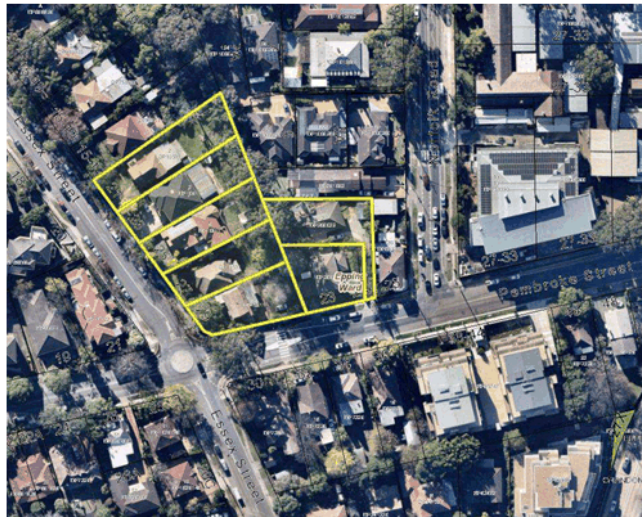
- Apply a floor space ratio (FSR) of 0.8:1, noting there is no existing FSR control for the sites.
- (b) **That** Council not prepare a masterplan for the Rockleigh Park Precinct sites. Instead any redevelopment under the proposed R3 Medium Density Residential be assessed against the relevant Hornsby Development Control Plan (DCP) 2013.
- (c) **That** the Planning Proposal be forwarded to the Department of Planning, Industry and Environment to request the issuing of a Gateway Determination.
- (d) **That** Council advises the Department of Planning, Industry and Environment that the Chief Executive Officer will be exercising the plan-making delegations for this Planning Proposal as authorised by Council on 26 November 2012.
- (e) **Further, that** Council authorise the Chief Executive Officer to correct any minor anomalies of a non-policy and administrative nature that may arise during the amendment process.

## BACKGROUND

### SITE DESCRIPTION

1. This planning proposal relates to the following twenty-six land parcels (refer **Figure 1 and 2**):
  - a. 23-23A Pembroke Street;
  - b. 21, 23, 25, 27 and 29 Essex Street;
  - c. 5A Essex Street;
  - d. 3, 4, 5, 6, 7 and 8 Brenda Way; and
  - e. 2, 4, 6, 8, 10, 12, 14, 16, 18, 20, 22 and 24 Rockleigh Park.

**Figure 1 – 7 Properties along Essex and Pembroke Streets, Epping subject to this planning proposal (as outlined in yellow)**



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2. The properties in Essex and Pembroke Street are large blocks (ranging between 680 and 950 square metres). Each lot contains a one or two storey dwelling house. 23A Pembroke Street is a battle-axe block at the rear of 23 Pembroke Street.

**Figure 2 - 19 properties in Rockleigh Park precinct are subject to the planning proposal (shaded in blue)**



3. A total of eighteen properties in Rockleigh Park Precinct are small single and two storey cottages, some of which are attached, and located on relatively small lots (between 250 and 350 square metres). 5A Essex Street is a roadway (known as Brenda Way and Rockleigh Park) and provides access to properties in the Rockleigh Park precinct and falls under community title.

#### **CURRENT PLANNING CONTROLS**

4. The provisions of the Hornsby Local Environmental Plan (LEP) 2013 apply to the subject properties, a summary of the relevant planning controls are provided in **Table 1** and shown in **Figures 3 to 5** below.



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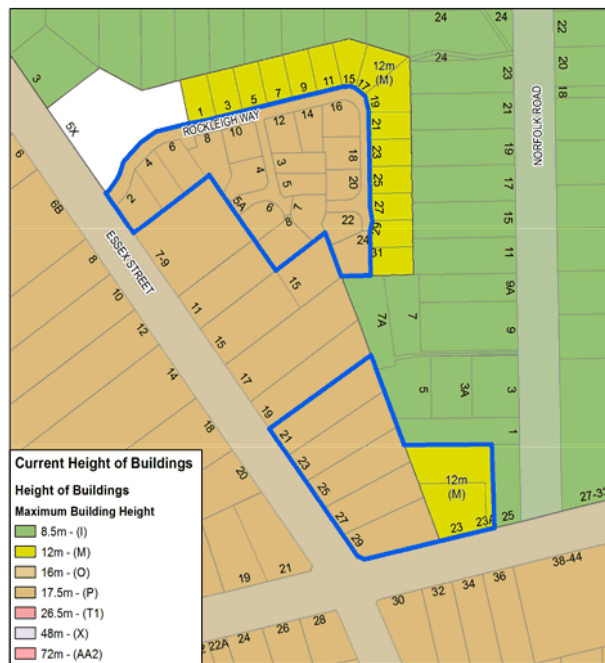
**Table 1: Summary of current Hornsby LEP 2013 controls relating to the subject properties.**

Subject sites	Hornsby LEP 2013 controls
<b>Rockleigh Park precinct</b>	<ul style="list-style-type: none"> <li>• Zoned R4 Low Density Residential;</li> <li>• maximum building height of 17.5 metres; and</li> <li>• No maximum floor space ratio (FSR).</li> </ul>
<b>21-29 Essex Street</b>	<ul style="list-style-type: none"> <li>• Zoned R4 High Density Residential;</li> <li>• Maximum height of buildings of 17.5 metres; and</li> <li>• No maximum floor space ratio (FSR).</li> </ul>
<b>23-23A Pembroke Street</b>	<ul style="list-style-type: none"> <li>• Zoned R3 Medium Density Residential;</li> <li>• Maximum building height of 17.5 metres; and</li> <li>• No maximum floor space ratio (FSR).</li> </ul>

**Figure 3: Subject properties and current land use zoning in Hornsby Local Environmental Plan 2013**

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**Figure 4: Subject properties and current height of building in Hornsby Local Environmental Plan 2013.****Figure 5: Subject properties and proximity to East Epping Heritage Conservation Area**

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**Epping Town Centre Urban Activation Process**

5. On 14 March 2014, the (then) Department of Planning and Environment (Department) finalised the Epping Urban Activation Precinct amendments to the Hornsby and Parramatta Local Environmental Plans via State Environmental Planning Policy (Epping Town Centre) 2013 ("the SEPP Amendment"). The SEPP Amendment provides capacity for approximately 10,000 additional dwellings and a revitalised commercial and retail core adjacent to a major transport hub.
6. The new planning controls established four new Heritage Conservation Areas, including the East Epping Heritage Conservation Area. It also up-zoned the properties subject to this planning proposal on the south and west side of Rockleigh Park and Pembroke and Essex Street from R2 Low Density Residential to R4 High Density Residential, permitting 5 storey residential flat buildings.
7. As part of the UAP Program, Perumal, Murphy Alessi Heritage Consultants were engaged by the Department to review the significance of the proposed East Epping and Essex Street Heritage Conservation boundaries, the significance of individual properties nominated for heritage listing and the impact of the proposed Cliff Avenue Residential intensification precinct on the proposed Rosebank Avenue HCA.
8. The heritage report, named the Epping Town Centre Heritage Review (March 2013), recommended that adjoining residential intensification precincts be limited to three storeys, which was supported by Hornsby Shire Council. Notwithstanding this recommendation, the Department finalised the UAP to permit five storey development on land adjoining the Essex Street and Rosebank Avenue Heritage Conservation Areas. The Department justified this amendment based on submissions received from land owners concerned about the feasibility of redevelopment and that the impact on adjoining Heritage Conservation Areas could be addressed by providing sufficient setbacks and deep soil planting as required by Hornsby DCP 2013.
9. Subsequently, Hornsby Shire Council amended the Heritage Section of the Hornsby DCP 2013 (section 9.4.1) to provide additional design guidance at the interface between five storey development and Heritage Conservation Areas.
10. When considering the aforementioned DCP amendments, Hornsby Shire Council at their meeting of 8 October 2014, considered the submissions, including concerns in relation to the perceived amenity, noise and traffic impacts of the R4 zoning of Rockleigh Way on residents in the R3 zone part of Rockleigh Way. Submissions from residents called for a consistent R4 High Density Residential zoning on both sides of Rockleigh Way to ensure development impacts were fairly distributed. Hornsby Council Officers recommended that no change to the planning controls in relation to Rockleigh Way as the lots are narrow and shallow and would require amalgamation to achieve lots of developable size. In addition Hornsby Council Officers noted that the R3 zoning on the northern and eastern side of the street provides a "more sensitive transition to the adjoining East Epping HCA." No changes to the planning controls Rockleigh Way were resolved as part of this Hornsby Shire Council meeting.

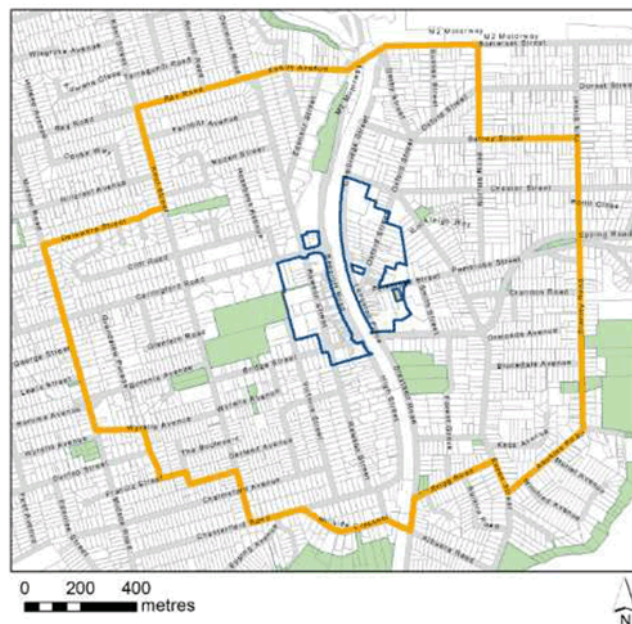
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## Epping Planning Review Project – Stage 1

11. In December 2016, the Epping Planning Review was commenced by the City of Parramatta Council. The scope of the review was to address the unintended consequences of the planning control amendments brought into effect in March 2014 as well as allowing Council to manage current (formal and preliminary) Planning Proposals seeking additional growth within the Town Centre. It also allowed the City of Parramatta Council to progress matters considered by the former Hornsby Shire Council, including heritage matters.
12. The study area for the Epping Planning Review was based on the Department's Urban Activation Precinct boundary and is illustrated in **Figure 6**.

**Figure 6 - Epping Planning Review Study area (in orange)**



13. The Epping Planning Review project involves the following stages:-
  - Stage 1 – the preparation of technical studies, community consultation and the release of a Discussion Paper for public comment.
  - Stage 2 – involves the statutory phase, including the preparation of planning proposals that seek to amend the current planning controls to resolve the land use issues identified during the first phase. Council are currently in this phase of the project and this planning proposal forms part of this stage.
14. Stage 1 was undertaken primarily between December 2016 and July 2018 and included the preparation of a series of technical studies, release of the Epping Planning Review Discussion Paper and two phases of community consultation.



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15. As part of Stage 1 technical studies, City Plan Heritage completed the Epping Town Centre (East) Heritage Review (June 2017) which can be found at **Attachment 2**. The purpose of the review was to inform strategic land use decisions across part of the Epping Town Centre previously under the jurisdiction of Hornsby Shire Council and in addition to review related concerns of residents on a number of heritage issues.
16. The Heritage Review assessed the heritage value and significance of properties located in the East Epping Heritage Conservation Area on the interface with the R3 Medium Density Residential and the R4 High Density Residential zones, with particular attention to Rockleigh Way and 1, 3, 3A, 5, 7 and 7A Norfolk Road and 25 Pembroke Street. Location of these properties are shown in **Figure 7** below.

**Figure 7: Location of 1-7A Norfolk Road and 25 Pembroke Street**



17. In relation to planning controls surrounding the East Epping Heritage Conservation Area, the Heritage Review concluded that a consistent transition between the R4 High Density Residential development along Essex and Pembroke Streets was required in order to prevent further encroachment on the conservation area. Key recommendations in relation to the conservation area include:
  - Rezone the Rockleigh Park parcels from the R4 High Density Residential Zone which has a 17.5m (5 storey) height to the R3 Medium Density zone with a 12 metre (4 storey) building height, in order to provide a smooth transition from the R2 Low Density Residential of the East Epping Heritage Conservation Area and the R4 High Density Residential area of Essex and Pembroke Streets.



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- That the heritage conservation area designation be removed from 1, 3 and 3A Norfolk Road and 25 Pembroke Street and together with 5, 7, and 7A Norfolk Road be rezoned to R3 Medium Density Residential. This would allow them to be potentially developed for apartment buildings (4 storeys).

18. The City of Parramatta Council's Epping Planning Review Discussion Paper (June 2017) examined the Heritage Review recommendations for both Rockleigh Park Precinct and properties on Norfolk Street and Pembroke Street and presented options for the community to consider (refer Section 7). The purpose of these options was to gain feedback from the community as to what planning solution was acceptable.
19. In relation Rockleigh Park the Discussion Paper recommended down-zoning the site from the R4 High Density zone to the R3 Medium Density zone, enabling a reduction in the permissible density. It also recommended the preparation of a master plan to determine the most appropriate outcome.
20. In relation to 1-7A Norfolk Road and 25 Pembroke Street, the Discussion Paper presented three options and the strengths and weaknesses of each option. In summary, these options were as follows:
  - a. recommendation of the Heritage Review (refer paragraph 17 above)
  - b. rezone 1-7A Norfolk Road and 25 Pembroke Street to R3 Medium Density Residential to allow 2 storey manor homes
  - c. allow 1 Norfolk Road and 25 Pembroke Street to be rezoned to R3 Medium Density Residential and retain R2 Low Density Residential zoning on 3-7A Norfolk Road.
21. A copy of the Discussion Paper can be found at Council's website at [www.bit.ly/2BwqsgC](http://www.bit.ly/2BwqsgC).
22. Council considered matters relating to Rockleigh Park Precinct and properties on Norfolk Road and Pembroke Street at its meetings on the 14 August 2017 and 9 July 2018. A summary of these matters, including a timeline of decision-making is provided at **Attachment 3** of this Report.
23. In respect of the subject sites (of this Planning Proposal), Council at its meeting on 9 July 2018 resolved:
 

*That a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments as follows:-*

  - (i) *Rockleigh Park Precinct; controls consistent with the recommendations in the body of this report*
  - (ii) *In the Norfolk, Pembroke, Essex Street area the planning controls be retained (including the Heritage Conservation Area notation) for 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke (ie retain the existing R2 Low Density Residential zoning and the existing Height of Building controls of 8.5m) and instead amend the controls for the following sites as follows:-*

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- 21, 23, 25, 27 and 29 Essex Street amend the zoning from R4 High Density Residential to R3 Medium Density Residential with maximum height permitted on these sites to be amended from 17.5m to 11m (to allow for apartment building development no greater than 3 storeys on these sites); and
- The height of building control for 23, 23A Pembroke be reduced from 12m to 11m with the existing zoning of Residential R3 Medium Density Residential to be retained for these two sites;

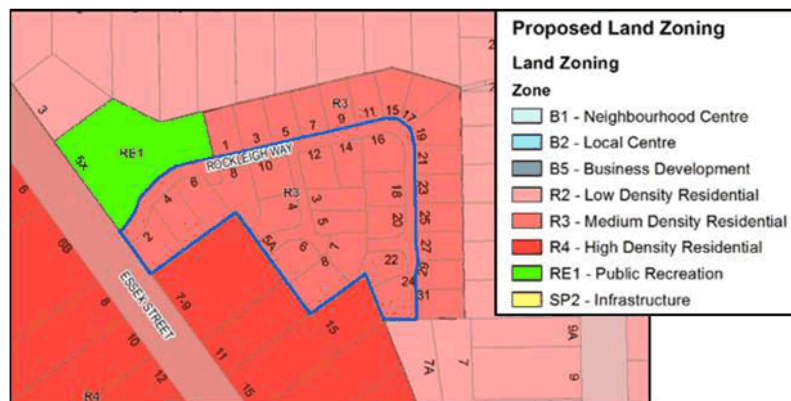
and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

## KEY ISSUES

### Land Use Planning – Rockleigh Park Precinct

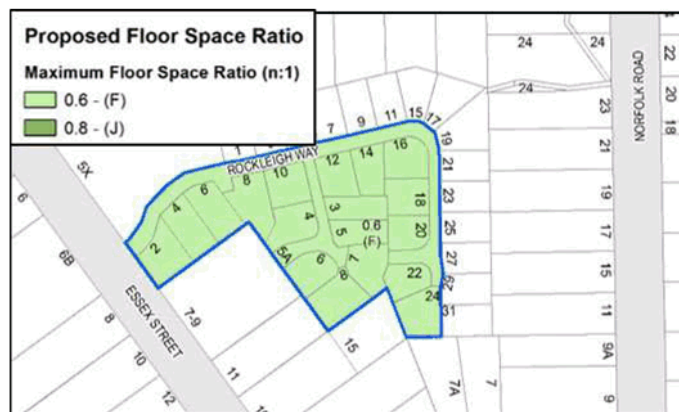
24. As part of the Epping Planning Review the interface issues relating to East Epping Avenue have been assessed through landowner and community feedback, heritage study and urban design testing. Based on these assessments it concluded that the western side of Rockleigh Way be rezoned to be consistent with the eastern side of Rockleigh Way.
25. Council on 9 July 2018 resolved to introduce the following changes to Hornsby LEP 2013 in respect of properties at 2-24 Rockleigh Way, 3-7 and 4-8 Brenda Way and 5A Essex Street:
- Rezone the sites from R4 High Density Residential to R3 Medium Density Residential;
  - Amend the maximum height of buildings from 17.5 metres to 9 metres; and
  - Apply a floor space ratio (FSR) of 0.6:1.
26. Figures 8, 9 and 10 below illustrate the proposed amendments to the land use zoning, height of buildings and floor space ratio in relation to Rockleigh Way.

Figure 8: Proposed R3 Medium Density Residential zone



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**Figure 9: Proposed maximum height of buildings of 9 metres****Figure 10: Proposed maximum floor space ratio of 0.6:1**

27. The proposed R3 Medium Density Residential zone is consistent with the Rockleigh Park properties that form its northern and eastern boundaries. The current R4 zoning and 17.5 metre height limit (five storey residential flat buildings) would result in encroachment of inappropriate high density development adjacent to low density and the low density of the East Epping Heritage Conservation Area.
28. The Hornsby LEP 2013 does not generally apply a standard maximum floor space ratio to residential areas including properties in Rockleigh Park Precinct. As part of Council's harmonisation of planning controls, an application of a floor space ratio of 0.6:1 is recommended for the subject properties. Further the proposed restriction height to 9 metres will allow for development no greater than three storeys. The application of both a maximum height and FSR is consistent with City of Parramatta's intention for a newly consolidated Parramatta LEP and application of these controls would ensure a straight forward translation. This will ensure the current land uses are supported, as well as future potential to amalgamate two to three parcels in the future to develop multi-unit dwellings (that is townhouses) at an appropriate scale and intensity of development. It is also anticipated that these same controls would apply to the eastern side of Rockleigh Way as part of harmonisation of the planning controls.

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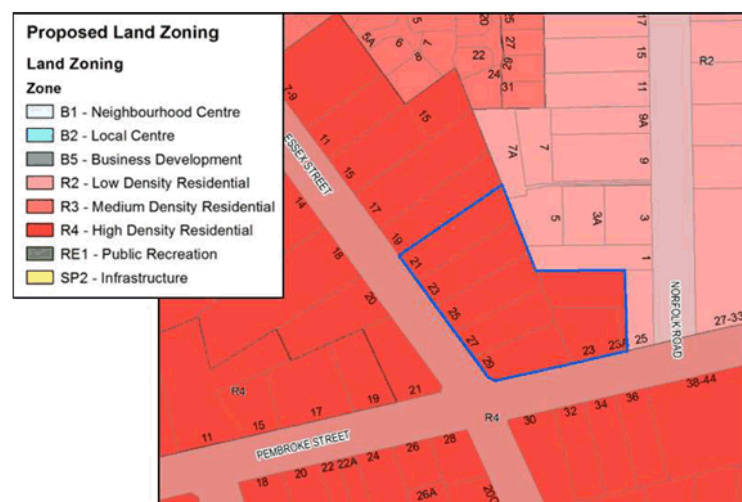
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29. It is unlikely that these sites will be purchased by a developer for redevelopment for five storey residential flat buildings. The existing lots are small (between 250 and 300 square metres) and have established dwelling homes. Further, a total of 33 lots rely on the same narrow road network for access which falls under community title and it would be a challenge to provide adequate vehicular access and parking. The recommended down-zoning better reflects the current use of small single and two storey cottages.
30. Given this analysis and following a more detailed review by Council's Land Use Planning Team, it is not considered necessary to prepare a masterplan for this precinct and that instead the current Hornsby Development Control Plan 2013 controls apply to any future redevelopment. This is considered to be acceptable in the medium term.

#### Land Use Planning – Essex and Pembroke Streets

31. Council on 9 July 2018 resolved to introduce the following changes to Hornsby LEP 2013 in respect of properties at 21-29 Essex Street and 23 and 23A Pembroke Street Epping:
- 21, 23, 25, 27 and 29 Essex Street amend the zoning from R4 High Density Residential to R3 Medium Density Residential with maximum height permitted on these sites to be amended from 17.5 metre to 11 metre (to allow for apartment building development no greater than three storeys on these sites); and
  - The height of building control for 23 and 23A Pembroke be reduced from 12 metres to 11 metres with the existing zoning of Residential R3 Medium Density Residential to be retained for these two sites.
32. Figures 11, 12 and 13 below illustrate the proposed amendments to the land use zoning, height of buildings and floor space ratio in relation to 21-29 Essex Street and 23 and 23A Pembroke Street.

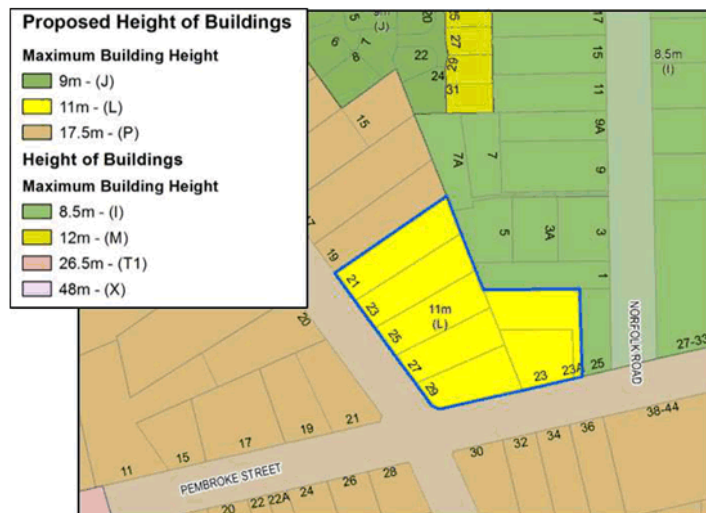
**Figure 11: Proposed R4 High Density Residential Zone**





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**Figure 12: Proposed maximum height of building of 11 metres**



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than three storeys. The application of both a maximum height and FSR is consistent with City of Parramatta's intention for a newly consolidated Parramatta LEP and application of these controls would ensure a straight forward translation.

35. These controls will allow for a potential medium density development and a more desirable interface with the East Epping Heritage Conservation Area. Further, the proposed planning controls would enable less dwellings than under the current planning controls.
36. It is noted that the sites directly adjoining the subject properties of this planning proposal, namely 7-9 Essex Street and 15-19 Essex Street are proposed to retain the current planning controls of R4 High Density Residential and a height of buildings of 17.5 metres. These sites are subject to active development applications, which means any amendment to planning controls at this current time will be ineffective. The following current development applications relate to these sites (as summarised in **Table 2**):

**Table 2: Development Applications applying to 7-9 and 15-19 Essex St, Epping**

DA reference / Property	Description	Status
DA/1110/2014 7-9 Essex St	Demolition of existing structures and construction of a five storey residential flat building comprising 32 units	Determined – Approved (former Hornsby Shire Council) 11 March 2015
DA/546/2018 15-19 Essex St	Demolition of existing structures construction of a part five, part six, part seven-storey residential flat building comprising of 78 apartments.	Decision to appeal against the deemed refusal of the DA is currently with the Land and Environment Court. The applicant is seeking orders from the Court that the DA be approved.

37. It is noted that there are no current development applications or pre-lodgement applications with the City of Parramatta for the properties at 21-29 Essex Street and 23 and 23A Pembroke Street at the time of writing this report.

### Heritage

38. The proposed planning controls for Rockleigh Park Precinct planning proposal are consistent with the recommendations of the Heritage Review (Epping East) and Epping Town Centre Discussion Paper. The proposed R3 Medium Density Residential zone would provide consistency with the adjacent development of the northern and eastern side of Rockleigh Way and a more appropriate transition to the adjoining East Epping Heritage Conservation Area.
39. The proposed decrease in height of buildings from 17.5 metres (5 storeys) to 11 metres for the subject properties along Essex Street will allow for residential flat buildings of no greater than three storeys. Adjustment of the maximum height of buildings for both 23 and 23A Pembroke Street from 12 metres to 11 metres would ensure consistency with the adjacent Essex Street properties. The proposed reduction in height of buildings would provide a more appropriate built form transition to the directly adjoining East Epping Consideration Area.

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40. This matter was considered by the Heritage Committee on 21 August 2019. Key comments from Committee members included:
- concern that the blocks adjoining the heritage conservation area are being rezoned from Residential R4 to Residential R3; instead the Committee recommended they be zoned Residential R2; and
  - support for transition zones adjoining the heritage conservation areas.
41. The Committee resolved to recommend that 23 and 23A Pembroke Street have their height reduced to 11 metres. This is consistent with the recommendation of this report.

### **Traffic**

42. As the proposed amendments results in a minor 'down-zoning' it is considered that any future development would result in less density and therefore less overall traffic generation. The subject sites are approximately 500 metres walking distance to Epping Railway Station and Sydney Northwest Metro and bus services and therefore the strategic objective of better integrating land use and transport is being met.

### **CONSULTATION**

43. The matter will be reported to Council along with the Local Planning Panel's advice to Council. If Council resolves to proceed with the Planning Proposal, it will be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination. If the matter proceeds to public consultation, a report on the outcomes of the public exhibition will be provided to the Panel addressing any objections received. If no objections are received, the matter will be reported directly to Council seeking approval to finalise the Planning Proposal.
44. As part of the public exhibition of the Planning Proposal, effected landowners and surrounding residents and key stakeholders including Council's Heritage Committee and Epping Civic Trust will be notified.

### **PLANNING AGREEMENT**

45. Under Council's Planning Agreement Policy (adopted 26 November 2018) Council may, at its discretion, enter into a planning agreement for a planning proposal. The landowner would be required to provide infrastructure contributions that are valued to at least 50 per cent of the land value uplift under Council's policy.
46. The Rockleigh Way sites are proposing to change from a R4 High Density Residential zone to a R3 High Density Residential zone. Further properties at Pembroke and Essex Street are proposed to reduce in height of buildings.
47. In this instance, Council Officers do not recommend proceeding with a Planning Agreement in relation to future development on these sites for three key reasons:
- a. Firstly, high-density sites within the Epping Town Centre Urban Activation Precinct were not required to enter into Planning Agreements as part of their 'upzoning' by the Department. Therefore, it would be inequitable to enter into a Planning Agreement in relation to this development.

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- b. Secondly, the planning proposal results in a reduction of density on the subject sites.
- c. Thirdly, any future residential development would need to pay development contributions to fund local infrastructure in accordance with the relevant development contributions plan.

### PLAN-MAKING DELEGATIONS

- 48. Delegations were announced by the Minister for Planning in October 2012, allowing councils to make LEPs of local significance. On 26 November 2012 Council resolved to accept the delegation for plan making functions. Council also resolved that these functions be delegated to the Chief Executive Officer (CEO).
- 49. Should Council resolve to proceed with this planning proposal, Council should exercise its plan-making delegations. This means that after the planning proposal has been to Gateway, undergone public exhibition and been adopted by Council, Council officers will deal directly with the Parliamentary Counsel Office in the drafting of the LEP amendment, which is then signed by the CEO before being notified on the NSW Legislation web-site.

### NEXT STEPS

- 50. Pending Council endorsement, the next step would be to send the Planning Proposal to the Department of Planning, Industry and Environment with a request for a Gateway Determination.
- 51. Following Gateway determination, Council will publicly exhibit the Planning Proposal, and attend to administrative matters as outlined in the recommendation.

Bianca Lewis  
**Senor Project Officer Land Use Planning**

Robert Cologna  
**Team Leader Land Use Planning**

Jonathon Carle  
**Land Use Planning Manager**

Jennifer Concato  
**Executive Director City Strategy and Development**

### ATTACHMENTS:

- |   |   |     |
|---|---|-----|
| 1 | Planning Proposal for various properties along Pembroke and Essex Streets and Rockleigh Park Precinct | 37  |
| 2 | Epping Town Centre (East) Heritage Review - June 2017   | 128 |

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**3** Summary of assessment and decision making

Pages  
8 Pages

**REFERENCE MATERIAL**

Attachments 1-3 of Local Planning Panel Report  
can be found at the Appendices of Attachment 1 of  
this Council Report.



MINUTES OF THE LOCAL PLANNING PANEL HELD AT THE RYDALMERE OPERATIONS CENTRE, 316 VICTORIA ROAD, RYDALMERE ON TUESDAY, 17 SEPTEMBER 2019 AT 3.34PM

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PRESENT

Stephen O'Connor in the Chair, David Ryan, Alf Lester and Ian Gilbertson

ACKNOWLEDGEMENT TO TRADITIONAL LAND OWNERS

The Chairperson Stephen O'Connor, acknowledged the Burramattagal Clan of The Darug, the traditional land owners of Parramatta and paid respect to the elders both past and present.

WEBCASTING ANNOUNCEMENT

The Chairperson Stephen O'Connor advised that this public meeting is being recorded. The recording will be archived and made available on Council's website.

APOLOGIES

There were no apologies received.

DECLARATIONS OF INTEREST

David Ryan declared a reasonably perceived conflict of interest in Items 6.5 and 6.6 as the heritage report prepared on behalf of Council for both reports was written by City Plan Heritage a sister company of his current employer. Mr Ryan left the meeting when Items 6.5 and 6.6 were discussed and did not take part in the consideration or decisions of these matters.



6.6      SUBJECT      Gateway Request: Planning Proposal - various properties in Rockleigh Way, Pembroke and Essex Streets, Epping

REFERENCE      F2019/02038 - D06984544

REPORT OF      Senior Project Officer - Land Use

The Panel considered the matter listed as Item 6.5, attachments to Item 6.5 and the matters observed at the site inspection.

PUBLIC FORUM

Nil

2035

**DETERMINATION**

**That** the Parramatta Local Planning Panel provides the following advice and recommendation to the Council:

- (a) **That** Council endorse the Planning Proposal at **Attachment 1** which seeks the following amendments to Hornsby Local Environmental Plan (LEP) 2013 in relation to the following sites:
- (i) Land at 5A Essex Street, 2-24 Rockleigh Park, 3-7 and 4-8 Brenda Way:
    - Rezone the land from R4 High Density Residential to R3

Medium Density Residential;

- Amend the maximum height of buildings from 17.5 metres to 9 metres; and
  - Apply a floor space ratio (FSR) of 0.6:1, noting there is no existing FSR control for the sites.
- (ii) Land at 21-29 Essex Street
- Amend the maximum height of buildings from 17.5 metres to 11 metres (to allow for residential flat buildings no greater than 3 storeys); and
  - Apply a floor space ratio (FSR) of 0.8:1, noting there is no existing FSR control for the sites.
- (iii) Land at 23 and 23A Pembroke Street, Epping
- Rezone the sites from R3 Medium Density Residential to R4 High Density Residential;
  - Amend the maximum height of buildings from 12 metres to 11 metres; and
  - Apply a floor space ratio (FSR) of 0.8:1, noting there is no existing FSR control for the sites.
- (b) **That** Council not prepare a masterplan for the Rockleigh Park Precinct sites. Instead any redevelopment under the proposed R3 Medium Density Residential be assessed against the relevant Hornsby Development Control Plan (DCP) 2013.
- (c) **That** the Planning Proposal be forwarded to the Department of Planning, Industry and Environment to request the issuing of a Gateway Determination.
- (d) **That** Council advises the Department of Planning, Industry and Environment that the Chief Executive Officer will be exercising the plan-making delegations for this Planning Proposal as authorised by Council on 26 November 2012.
- (e) **Further, that** Council authorise the Chief Executive Officer to correct any minor anomalies of a non-policy and administrative nature that may arise during the amendment process.

The decision of the Panel was unanimous.

#### REASONS FOR THE DECISION

The Panel supports the findings contained in the assessment report and endorses the reasons for approval contained in that report.

The meeting terminated at 6:08 pm.



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Chairperson