

Item No: C06/20-475

PLANNING PROPOSAL - 106 - 128 WOODPARK ROAD, SMITHFIELD

Responsible Division: Environment & Planning
Officer: Director Environment & Planning
File Number: PP2020/0010
Community Strategic Plan Goal: *A resilient built environment*

SUMMARY

This planning proposal seeks to facilitate redevelopment of the southern portion of 106-128 Woodpark Road, Smithfield for the purpose of retail, specialised retail, food and drink, and fast food and office development (Stage 3 redevelopment).

The proposal seeks to amend the *Holroyd Local Environmental Plan 2013* to:

- Increase the Height of Building control for the southern portion of the site from 20 metres to 29 metres. (Stage 3 redevelopment area)
- Amend Schedule 1 to include 'shop', 'business premises' and 'office premises' as additional permitted uses on the subject site
- Introduce a cap on the amount of floor space of the additional permitted uses (7,000m² for office premises and 10,500m² for shop and business premises)

The proposal has been placed on preliminary public consultation (pre-Gateway), and was reported to the Cumberland Local Planning Panel in March 2020. The Panel provided advice that there was site-specific merit for the proposal but further strategic justification was required on the proposal. Following the receipt and review of additional information from the proponent, it is recommended that the planning proposal be forwarded to the Department of Planning, Industry and Environment for a Gateway determination.

RECOMMENDATION

That Council:

1. **Endorse the planning proposal for 106-128 Woodpark Road, Smithfield, to amend the *Holroyd Local Environmental Plan 2013* as follows:**
 - a. **Increase the Height of Building control for the southern portion of the site from 20 metres to 29 metres**
 - b. **Amend Schedule 1 to include 'shop', 'business premises' and 'office premises' as additional permitted uses**

- c. Introduce a cap on the amount of floor space of the additional permitted uses (7,000m² for office premises, and 10,500m² for shop and business premises)**
- 2. Endorse that the planning proposal be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination.**
- 3. Prepare a Voluntary Planning Agreement to derive public benefit, should a Gateway Determination be received.**

REPORT

Background

In September 2019, Snowside Pty Ltd (the Proponent) lodged a Planning Proposal Request for the southern portion of 106-128 Woodpark Road, Smithfield. The purpose of the planning proposal is to support a future development application for Stage 3 redevelopment of the site.

Concept plans submitted by the Proponent indicate that the Stage 3 redevelopment will involve the construction of a mix of land uses on the site including:

- A ground floor mall with:
 - One 3,641m² ground floor supermarket with liquor store
 - Ten ground floor retail tenancies/shops, ranging in size from 160m² to 1,564m²
 - One 418m² fast food tenancy
- Eight specialised retail tenancies over three levels, ranging in size from 436m² to 2,696m² with a total gross floor area of 6,994 m²
- 888 car parking spaces
- Business identification, building identification and way finding signage.

To achieve the intended outcome, the Proponent's Planning Proposal Request seeks to amend the *Holroyd Local Environmental Plan 2013* as follows:

- Increase the Height of Building control for the southern portion of the site (Stage 3 redevelopment) from 20 metres to 29 metres.
- Amend Schedule 1 to include 'shop', 'business premises' and 'office premises' as additional permitted uses on the subject site
- Introduce a cap on the amount of floor space of the additional permitted uses (7,000m² for office premises, and 10,500m² for shop and business premises).

The status of the planning proposal is provided in Figure 1 below.

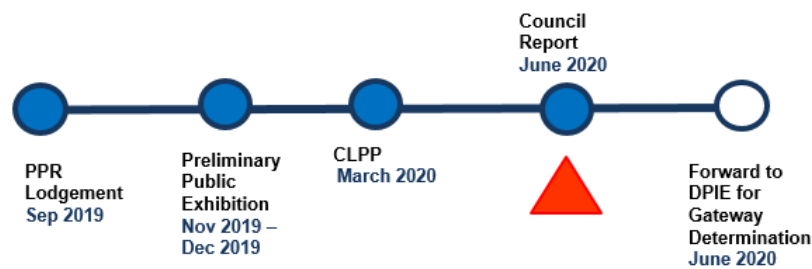


Figure 1 – Planning Proposal Status

The site and its context

The planning proposal relates to the southern portion of 106-128 Woodpark Road, Smithfield, as shown in Figure 2. The wider site comprises two lots (Lot 11 and Lot 10 DP 1007432) with a total area of 67,478m² and frontages to Woodpark Road (165m) and Cumberland Highway/Betts Road (405m). Vehicular access to the site is via a dedicated driveway off Woodpark Road. The Parramatta to Liverpool Bus Transitway adjoins the site's southern boundary. The site is currently occupied by four large industrial buildings and associated structures.



Figure 2 – Aerial photo of the site and surrounding area

Local context

The surrounding land uses include a mix of light industrial uses to the north, including vehicle repair/body repair workshops, freight transport facilities, and a small number of

independent retail premises. General industrial land uses are located to the south and west of the Site.

To the east of the site is low-density residential development comprised of 1-2 storey dwellings, reflective of the zoning in this location. The Cumberland Highway provides significant separation between the residential areas and the site.

Regional context

The site is located approximately 5km south-west of Parramatta Central Business District (CBD) and 25km west of the Sydney CBD. The site is located on the Cumberland Highway and 3kms south of the M4 Motorway. The site is within walking distance to bus stops servicing a variety of routes including:

- T80 – Liverpool to Parramatta via T-way
- 802 – Liverpool to Parramatta via Green Valley
- 820 – Guildford to Merrylands
- 821 – Guildford to Smithfield Industrial Area.

Development approval history

Development consent has been granted for Stage 1 and 2 redevelopment of the site, as discussed below and shown in Figure 4.

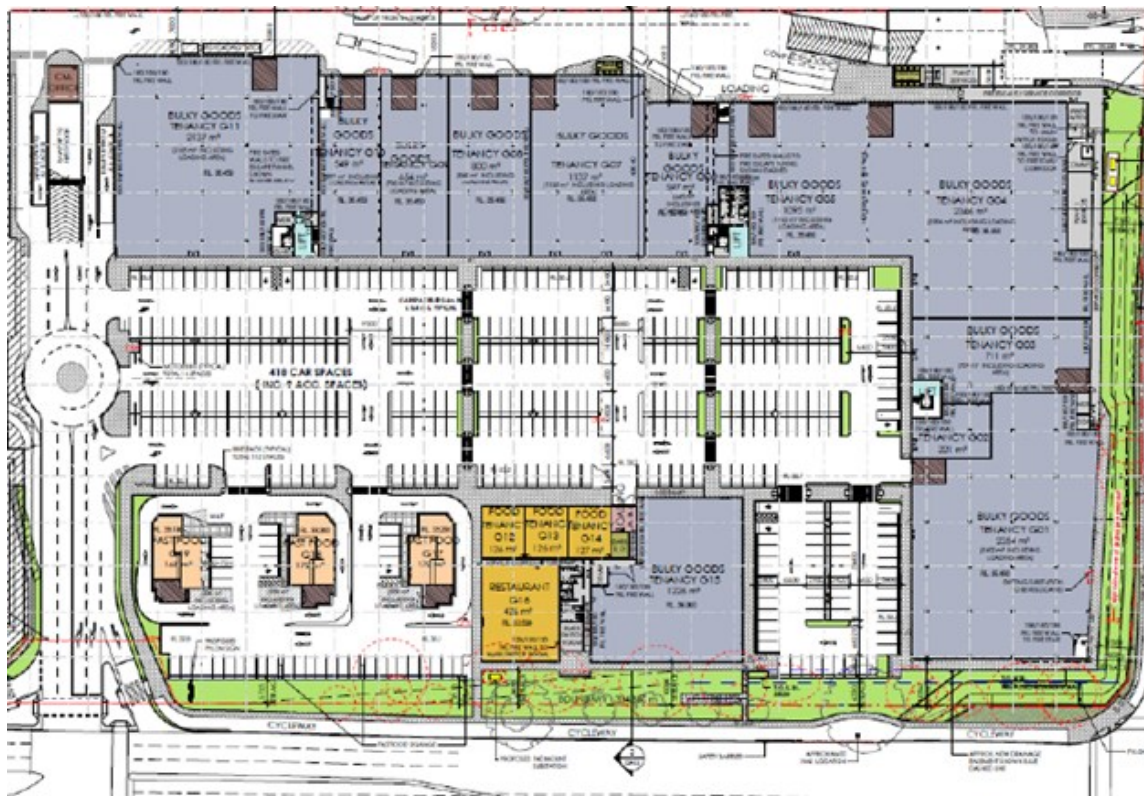


Figure 4 – Approved Stage 1 and 2 Concept Design

Stage 1 concept approval (DA2017/7/1)

This approval provides indicative building envelopes and vehicle access arrangements for future development proposals to be assessed against. It also sets a maximum gross floor areas (GFA) for approved land uses, as shown in Table 1.

Land Use Mix	Approved GFA (m ²)
Bulky goods premises	39,600
Warehouse	2,000
Food and drink premises	1,851
Child Care Centre	1,820
Medical Centre	1,580
Total Maximum GFA	46,851

Table 1 – Approved land use mix and GFAs

Stage 2 construction approval (DA2017/7/1)

This approval facilitates construction works on the northern part of the site, including:

- A two-storey building comprising various sized specialised retail premises, including a medical centre and childcare centre
- A one-storey building comprising one specialised retail premises and four food and drink premises
- Three separate one-storey buildings for use as fast food outlets with 24-hour operation
- Associated works including signage, 594 car parking spaces, 113 bicycle parking spaces, tree removal, landscaping and stormwater works.

Planning controls

Current planning controls

The site is zoned B5 Business Development, with a Floor Space Ratio of 1:1 and Height of Building control of 20 metres (see Figure 5 to Figure 7).



Figure 5 – Current Land Use Zoning

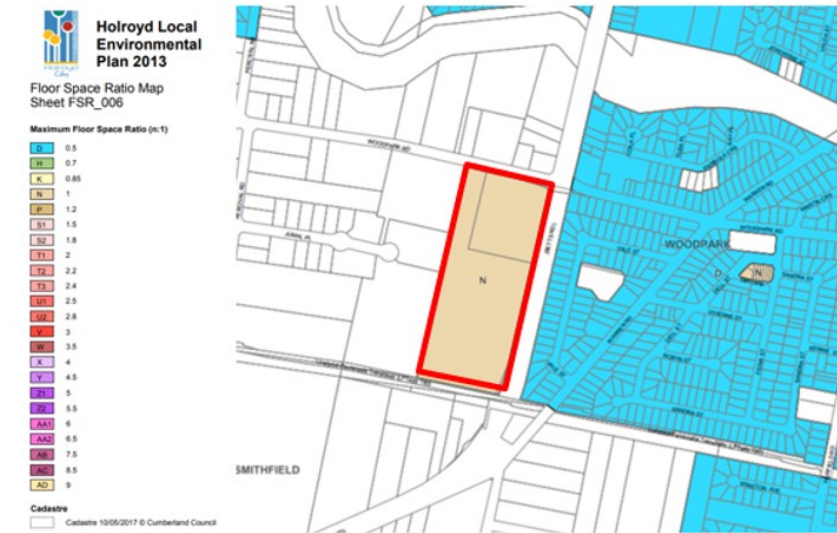


Figure 6 – Current Floor Space Ratio



Figure 7 – Current Height of Building

Proposed planning controls

The planning proposal seeks to amend the *Holroyd Local Environmental Plan 2013* to allow the redevelopment of the site to support a mix of businesses and will involve the construction of a mix of land uses to support business and retail activities by:

- Increasing the Height of Building control for the southern portion of the site (Stage 3 redevelopment) from 20 metres to 29 metres.
- Amending Schedule 1 to include ‘shop’, ‘business premises’ and ‘office premises’ as additional permitted uses on the subject site
- Introducing a cap on the amount of floor space of the additional permitted uses (7,000m² for office premises, and 10,500m² for shop and business premises).

The proposed changes to planning controls is outlined in Figures 8 and 9.



Figure 8 – Proposed Height of Buildings



Figure 9 – Proposed Additional Permitted Use

Advice from the Cumberland Local Planning Panel

On 11 March 2020, the Cumberland Local Planning Panel considered a report on the Proponent's Planning Proposal and the outcomes of the preliminary community consultation.

The Panel determined that the proposal has site specific merit, however strategic merit has not been demonstrated at this stage. In particular, the Panel was concerned that the proposal will be establishing a new local centre, an outcome not contemplated in the District Plan or Council's Local Strategic Planning Statement.

The Panel recommended that Council should seek from the proponent greater justification on the strategic merit of the proposal and a more thorough economic impact analysis that considers the introduction of the substantial quantum of commercial office floor space proposed.

The proponent has prepared a response (Attachment 8) in regard to the issues raised by the Panel, specifically on the quantum of commercial floor space and the impact on nearby neighbourhood centres. The response also includes information relating to the local retail economic impact of the proposal.

Council officers have reviewed the additional information provided and considers that the proponent has provided adequate details regarding the commercial and economic impact of the proposal on the surrounding area. It is also noted that the site is located on the T-way corridor, which is identified as a strategic corridor in Cumberland 2030: Our Local Strategic Planning Statement to support jobs and housing in the area.

Strategic merit assessment

The proposal is considered to have strategic merit, and it is considered appropriate to progress the proposal to the next phase of assessment, on the following grounds.

Economic and social benefits

- The development has the potential to deliver over 1,400 direct ongoing jobs across retail, commercial office, medical and childcare uses
- The proposal to supply out of centre commercial office floor space has the potential to address Cumberland's job deficit, by attracting new businesses to the Cumberland area that are attracted to commercial office floor space that has good exposure to the regional road network
- The proposed commercial office space is unlikely to compete with commercial office space within the Merrylands CBD. The types of businesses that are likely to utilise 'out of centre' commercial floor space, are unlikely to be attracted to commercial floor space within in a local centre due to the client base that they service
- The scale of retail uses will allow for a solid convenience and goods offer serving the immediate worker market and local residents. Supporting analysis has also

indicated that the introduction of a new supermarket would not be sufficient to undermine the viability of nearby shopping centres.

- The proposed floor space cap provides Council with certainty that the majority of the site will be development in accordance with the underlying land use zone
- The proposal is consistent with the strategic outcomes identified in the Cumberland Employment and Innovation Lands Strategy.

Built form

- The additional height is of a minor scale and only applies to the southern portion of the overall site
- The proposed height increase will not result on impacts to any residential areas or public open space and no adverse overshadowing or overlooking impacts.

Traffic, transport and parking

- Intersection works that have been approved for the development of the northern part of the site have the capacity to facilitate the redevelopment of the southern portion of the site
- The site is capable of being self-sufficient in terms of parking provision for the proposed land uses
- The projected net change in traffic activity as a result of the proposal is unlikely to have any unacceptable traffic implications on the road network capacity
- The proposal is in close proximity to the Liverpool to Parramatta Transitway, providing frequent and direct public transport services between the Smithfield area with Parramatta and Liverpool.

Consistency with Cumberland 2030: Our Local Strategic Planning Statement

The proposal is consistent with the following key local planning priorities:

- Planning Priority 10 – Supporting a strong and diverse local economy across town centre and employment hubs as the additional permitted uses propose provide a greater diversity of land uses on the site that aim to promote greater economic output from the site
- Planning Priority 11 – Promoting local jobs, education opportunities and care services as the proposal seeks to provide a diverse range of employment activities
- Planning Priority 12 – Facilitating the evolution of employment and innovation lands to meet future needs as the additional permit uses will meet the needs of the surrounding residential and employment population in Smithfield.

Consistency with Greater Sydney Regional Plan - A Metropolis of Three Cities

The proposal is generally consistent with the following key objectives:

- Objective 4. Infrastructure use is optimised – The proposal provides mixed use retail land uses in proximity to established infrastructure and services that is accessible to a wider population with public transport
- Objective 6. Services and Infrastructure meeting the communities changing needs – The proposal facilitates the redevelopment of the site that will provide a range of service to both the surrounding residential population as well as workers that are employed in the greater Smithfield/Woodpark Industrial employment area.

Consistency with the Central City District Plan

The proposal is generally consistent with the following planning priorities:

- Planning Priority C2 – Planning for a city supported by infrastructure as the proposal seek to rezone land close to key existing infrastructure, such as the Cumberland Highway and Parramatta to Liverpool Transitway
- Planning Priority C5 – Providing housing supply, choice and affordability with access to jobs, services and public transport, as the planning proposal seeks to deliver additional jobs and diversity of employment opportunities in close proximity to established residential neighbourhoods.

Recommended planning controls

A summary of the recommended planning controls for the proposal is provided in Table 2. This is based on a review of the proponent’s proposed planning controls by Council officers, and advice from the Cumberland Local Planning Panel.

Planning Control	Existing under Holroyd LEP 2013	Proponent’s Planning Proposal	Cumberland Local Planning Panel advice (Mar 2020)	Recommended Planning Controls
Zoning	B5 Business Development	B5 Business Development	B5 Business Development	B5 Business Development
Height of Building	20 metres	29 metres	29 metres	29 metres
Floor Space Ratio	1:1	1:1	1:1	1:1
Additional Permitted Use		Office premise (7,000 m ² max.) Shop and business premises (10,500m ² max.)	Office premise (7,000 m ² max.) Shop and business premises (10,500m ² max.)	Office premise (7,000 m ² max.) Shop and business premises (10,500m ² max.)

Table 2 – Recommended Planning Controls

Next Steps

It is recommended that the planning proposal be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination. Should a Gateway Determination be issued, post-Gateway public consultation will be undertaken prior to a further report to Council on the planning proposal.

Should a Gateway Determination be received, a Voluntary Planning Agreement will be prepared to derive public benefit. These discussions will focus on improved pedestrian access between the site and T-Way stop. It is intended that the Voluntary Planning Agreement be notified at the same time as post Gateway exhibition.

COMMUNITY ENGAGEMENT

The proposal and supporting documentation were exhibited for a period of 28 days, from 11 November 2019 to 11 December 2019, as required by Cumberland Planning Proposal Notification Policy. A total of three submissions were received including:

- One submission in support the proposal
- One submission objecting to the proposed building height and additional permitted uses on the grounds that they are not consistent with the existing planning controls for the site
- One submission that did not relate to the proposal.

Issues raised in the submissions do not warrant Council to consider changes to the proposal at this stage.

POLICY IMPLICATIONS

Policy implications for Council are outlined in the main body of the report.

RISK IMPLICATIONS

There are minimal risk implications for Council associated with the report.

FINANCIAL IMPLICATIONS

There are no financial implications for Council associated with the report.

CONCLUSION

It is recommended that the planning proposal be forwarded to Department of Planning, Industry and Environment for a Gateway Determination. This recommendation is being made as:

- The proposal will supports jobs and investment in the Cumberland area through the provision of additional business, commercial and office activities, consistent with the strategic outcomes sought through the Cumberland Employment and Innovation Lands Strategy

- The proposal is in close proximity to public transport services and the adjoining road network (through existing capacity and intersection upgrade associated with development approval for the northern part of the site) is capable of accommodating traffic volumes projected to be generated by the proposal
- Is consistent with strategic directions outlined in Cumberland 2030: Our Local Strategic Planning Statement, Greater Sydney Region Plan and Central City District Plan.

ATTACHMENTS

1. Planning Proposal [↓](#)
2. Traffic Review [↓](#)
3. Economic Impact Assessment - Retail [↓](#)
4. Economic Benefits Report - Office [↓](#)
5. Stage 3 Concept Design [↓](#)
6. Summary of Submissions [↓](#)
7. Minutes from CLPP Meeting 11 March 2020 [↓](#)
8. Additional Information Following CLPP Advice [↓](#)