



CUMBERLAND
CITY COUNCIL

PLANNING PROPOSAL

106-128 Woodpark Road, Smithfield

Proposal to facilitate the Stage 3 redevelopment of the site for a mix of retail, specialised retail, food and drink, fast food and office uses.

July 2020

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Supporting documents

Cumberland Local Planning Panel Report and Advice
Urbis Response to Local Planning Panel Minutes
Cumberland City Council Report and Resolution
Planning Proposal Request
Traffic Review
Economic Need and Impact Assessment (Retail)
Economic Benefit Report

Introduction

Cumberland City Council (Council) prepared this planning proposal in response to a request made by Urbis on behalf of Snowside Pty Ltd (the Proponent) for 106-128 Woodpark Road, Smithfield (the site).

The Sydney Central City Joint Regional Planning Panel granted consent for redevelopment of the northern part of the site for a mixed use development (Stages 1 and 2).

The purpose of this planning proposal is to facilitate the Stage 3 redevelopment of the site involving a mix of retail, specialised retail, food and drink, fast food and office uses (Stage 3).

To achieve the intended outcome, the planning proposal seeks to amend the *Holroyd Local Environmental Plan 2013* as follows:

- Increase Height of Building mapping for the southern portion of the site (Stage 3 redevelopment area) from 20 metres to 29 metres
- Amend Schedule 1 to include 'shop', 'business premises' and 'office premises' as additional permitted uses across the entire 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).

It is anticipated that the proposal will contribute to the delivery of an additional 352 direct and 231 indirect jobs (583 jobs total) in one of Cumberland's key employment lands precincts. When combined with approved development on the site there is a total estimated employment generation of 1,427 jobs.

This planning proposal was prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979* and the NSW Department of Planning and Environment's *A Guide to Preparing Planning Proposals*.

Site location and context

The site is located at 106-128 Woodpark Road, Smithfield, approximately 5km south-west of the Parramatta CBD and 25km west of the Sydney CBD.

The wider site (Lot 11 and Lot 10 in DP 1007432) has a total area of 67,478sqm with a 165 metre frontage to Woodpark Road and a 405 metre frontage to Cumberland Highway/Betts Road. Vehicular access is via a dedicated driveway off Woodpark Road.

The site is part of the Smithfield Enterprise Park. This is one of Cumberland's key employment lands precincts, accommodating a mix of light industrial uses, including manufacturing, warehousing, distribution and storage, industrial supplies, large format retail and auto services.

There is an established residential area to the east of the site, on the opposite side of/backing onto Cumberland Highway/Betts Road, with significant separation between residential and industrial land uses.

The site is located on the Parramatta to Liverpool Bus Transitway, with linkages to the M4 and M7. Local bus services include: T80 Liverpool to Parramatta via T-way; 802 Liverpool to Parramatta via Green Valley; 820 Guildford to Merrylands; and 821 Guildford to Smithfield Industrial Area.



Figure 1: The Site

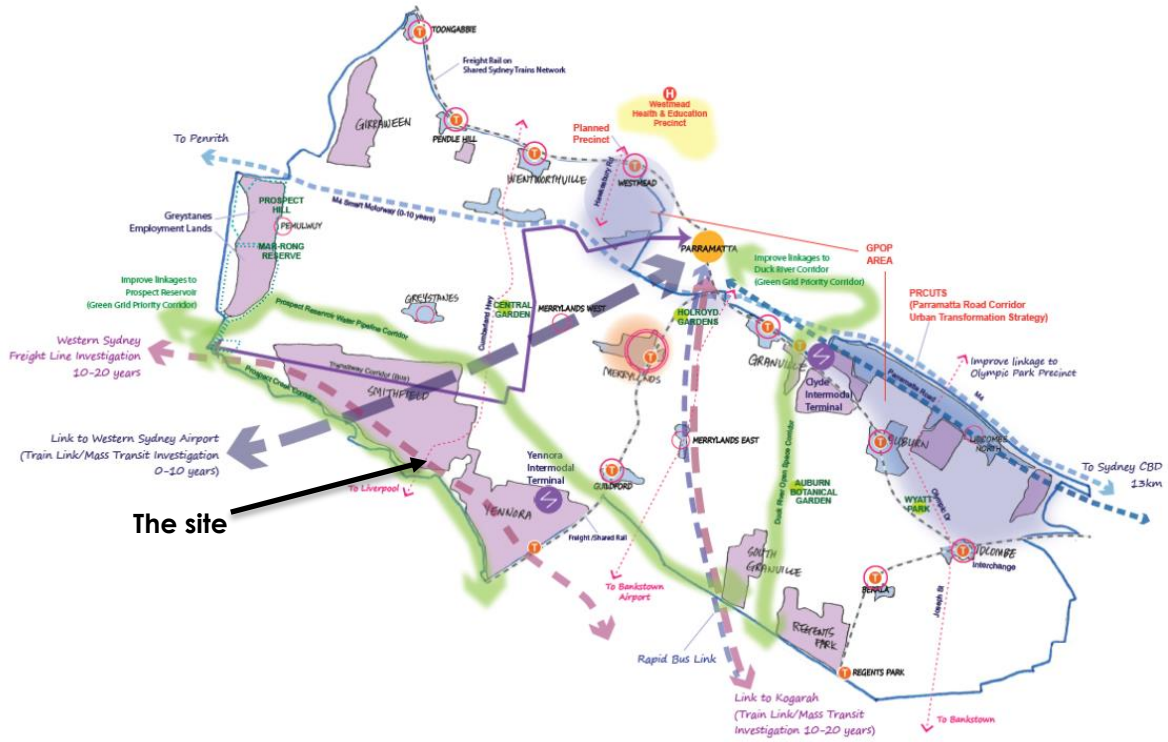


Figure 2: Regional Context

Development approval history

The Sydney Central City Joint Regional Planning Panel granted consent for the Stage 1 and 2 redevelopment of the site, as discussed below and shown in Figure 3.

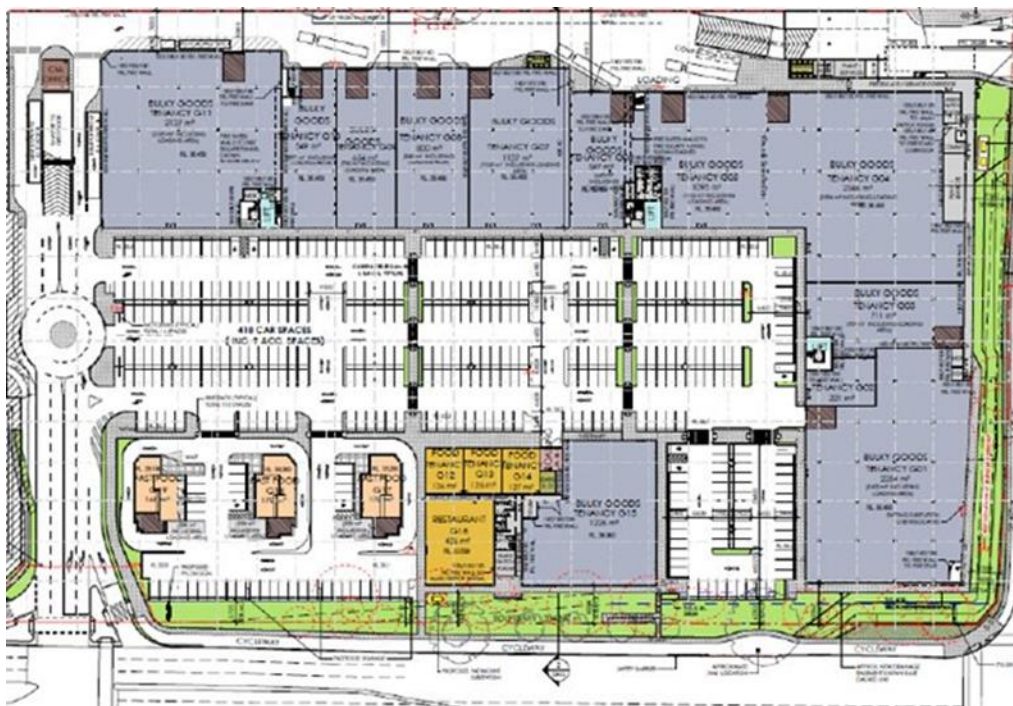


Figure 3 – Approved Stage 1 and 2 Concept Design

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 below.

Table 1 – Approved land use mix and GFAs	
Land Use Mix	GFA (m2)
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

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.

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.



Figure 4 – Current Land Use Zoning

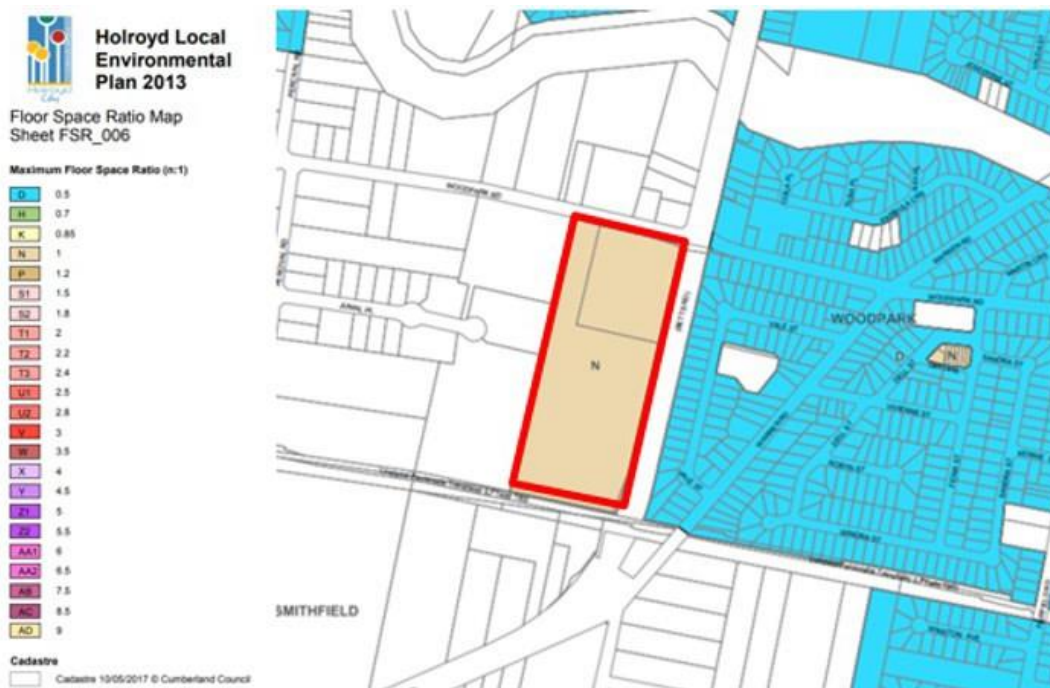


Figure 5 – Current Floor Space Ratio



Figure 6 – Current Height of Building

Part 1 – Objectives and intended outcomes

The Sydney Central City Joint Regional Planning Panel granted consent for redevelopment of the northern part of the site for a large format retail centre (Stages 1 and 2).

The purpose of this planning proposal is to facilitate the Stage 3 redevelopment of the site involving a mix of retail, specialised retail, food and drink, fast food and office uses (Stage 3).

It is anticipated that the proposal will contribute to the delivery of an additional 352 direct and 231 indirect jobs (583 jobs total) in one of Cumberland's key employment lands precincts. When combined with approved development on the site there is a total estimated employment generation of 1,427 jobs.

Part 2 – Explanation of Provisions

The objectives and intended outcomes described in Part 1 are proposed to be achieved by amending *Holroyd LEP 2013* as follows:

To achieve the intended outcome, the planning proposal seeks to amend the *Holroyd Local Environmental Plan 2013* as follows:

- Increase Height of Building mapping for the southern portion of the site (Stage 3 redevelopment area) from 20 metres to 29 metres
- Amend Schedule 1 to include 'shop', 'business premises' and 'office premises' as additional permitted uses across the entire 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).

Thumbnails of proposed mapping is contained in Part 4.

Part 3 – Justification

Section A – Need for the Proposal

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

No, Council prepared the Planning Proposal in response to a request by a request by the Proponent.

On 11 March 2020, Cumberland Local Planning Panel (the Panel) considered a report on the Proponent's Planning Proposal Request and concluded that, while the proposal has site specific merit, the Proponent had not yet provided sufficient information to prove the proposal's strategic merit. In particular the Panel was concerned the Proponent's Planning Proposal Request lacked sufficient justification for the quantum of commercial floor space proposed (approximately 7000sqm) and the impact it may have on surrounding neighbourhood centres.

Following the meeting, the Proponent provided a response to the Panel's concerns and Council Officers are satisfied that the information adequately addresses those concerns.

Council considered the matter at its Ordinary Meeting of 17 June 2020 and resolved to endorse the proposal and forward it to the Department of Planning, Industry and Environment for a Gateway determination.

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

Yes, the Planning Proposal is considered the best means of achieving the objectives and outcomes. The proposal cannot be achieved under current controls for the site. It is not considered appropriate to apply the controls to surrounding lands.

Section B – Relationship to strategic planning framework

Q3. Will the planning proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy?

Greater Sydney Region Plan

The Greater Sydney Region Plan outlines a vision for Sydney to 2056 as a global metropolis of three cities – Western Parkland City, Central River City and Eastern Harbour City. The proposal is consistent with the following planning objectives.

Table 2: Consistency with Greater Sydney Region Plan

Objective	Consistency
<i>4. Infrastructure use is optimised</i>	The proposal provides mixed use retail land uses in proximity to established infrastructure and services that are accessible to the local and wider population on public transport.
<i>6. Services and infrastructure meeting the community's changing needs</i>	The proposal seeks to deliver a range of services to meet the needs of the local and wider community, including those employed in Smithfield Enterprise Park.

Central City District Plan

The Central City District Plan sets out the aspirations and priorities for livability, productivity and sustainability within the Central City District. The proposal is generally consistent with the following planning priorities.

Table 3: Consistency with Central City District Plan

Planning Priority	Consistency
<i>C2. Planning for a city supported by infrastructure</i>	The proposal seeks to provide new employment opportunities on a site that is supported by existing infrastructure, including existing road infrastructure (Parramatta to Liverpool Transit way Cumberland Highway, and the M4 and M7 motorways).
<i>C5. Providing housing supply, choice and affordability, with access to jobs and services.</i>	The proposal seeks to deliver a high number and variety of new jobs in close proximity to existing residential areas, services and facilities.

Q4. Will the planning proposal give effect to Cumberland City Council's endorsed local strategic planning statement, or another endorsed local strategy or strategic plan?

Cumberland 2030: Our Strategic Planning Statement

Cumberland 2030 is aligned with the Greater Sydney Region Plan and Central City District Plan, providing a strategic, coordinated approach to effectively manage growth and development in the local area. The proposal is consistent with the following planning priorities.

Table 4: Consistency with Cumberland 2030: Our Strategic Planning Statement	
Priority	Consistency
<i>Planning Priority 10 - Supporting a strong and diverse local economy across town centre and employment hubs</i>	The additional permitted uses provide a greater diversity of land uses on the site that aim to promote greater economic output from the site.
<i>Planning Priority 11. Promoting local jobs, education opportunities and care services</i>	The proposed development has the potential to deliver 1,427 direct ongoing jobs across retail, commercial office, medical and child care uses.
<i>Planning Priority 12. Facilitating the evolution of employment and innovation lands to meet future needs</i>	The additional permitted uses will meet the needs of the surrounding residential and employment population in Smithfield.

Cumberland Employment and Innovations Lands Strategy

Council adopted the Strategy in May 2019. One of the key aspirations of the Strategy is to ensure that employment lands are sustainable, able to adapt to and accommodate changing needs of industry and business.

The site is located in the Smithfield Industrial Precinct, which is identified as an Enterprise Park Precinct, with a strategic focus to build on its existing industry specialisations and increasing digitisation of production. In particular, the Precinct has been identified to accommodate higher knowledge workers, with the potential to build synergies with surrounding development.

The proposal is consistent with the Strategy as it supports delivery of high value knowledge sector jobs through the provision of office space. The future tenant profile is expected to reflect a diverse range of businesses that will leverage opportunities associated with the designated Enterprise Precinct.

Cumberland Community Strategic Plan 2017-2027

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

The Proposal is considered to be a broadly consistent with the plan as outlined below:

Table 5 – Consistency with Cumberland Community Strategic Plan		
Strategic Goal	Outcome	Consistency
A strong local economy	We have access to jobs locally and in our region	The proposal seeks to a number of new jobs in close proximity to an established residential area, on a site that is also accessible to the wider region via public transport.
	We have access to great local education and care services	The proposal supports the delivery of education and care services, including a child care centre.

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

Yes, the proposal's consistency with applicable SEPPs is outlined below.

Table 6: Consistency with applicable SEPPs	
SEPP	Comment
SEPP (Infrastructure) 2007	The Infrastructure SEPP aims to facilitate the effective delivery of infrastructure across the State by (amongst other things) identifying matters to be considered in the assessment of development adjacent to particular types of development. The proposed development is identified as traffic generating development to be referred to the Roads and Maritime Services [now Transport for NSW] in accordance with Schedule 3 of the SEPP. The Traffic Impact Assessment confirms that the road network has sufficient capacity for anticipated traffic levels.

Q6. Is the planning proposal consistent with applicable Ministerial Directions under 9.1 of the Act?

Yes, the planning proposal is consistent with applicable Ministerial Directions as discussed in Table 7 below.

Table 7: Consistency with relevant Ministerial Directions	
Direction	Comment
1. Employment and resources	
1.1 Business and Industrial Zones	<p>The proposal is consistent with the key objectives of this Direction i.e. to encourage employment growth in suitable locations; protect employment land in business and industrial zones; and support the viability of identified centres.</p> <p>The site is located in an existing employment area identified in regional, district and local strategies. The site contains a large format retail centre and the proposal presents an opportunity to increase the quantum and variety of employment opportunities, close to residential lands and public transport providing connectivity to the wider metropolitan area including Parramatta CBD, Liverpool, Guildford and Merrylands.</p> <p>Cumberland’s Innovation and Employment Lands Strategy identifies the site as being part of an Enterprise Park Precinct, with a strategic focus to build on its existing industry specialisations and increasing digitisation of production. The Precinct has been identified to accommodate higher knowledge workers, with the potential to build synergies with surrounding development. The mixture of complementary land uses proposed ensure the ongoing viability of this identified centre, particularly with the provision of flexible office floor plates that address how the nature of businesses change over time.</p> <p>The proposal will protect and enhance the employment role of the site to protect employment land. The site is currently used for low yielding industrial uses, and therefore supports minimal jobs and is making minimal Gross Value Added contribution to the local or state economy. The proposal will deliver a positive uplift of 1,350 new jobs on the site.</p>

Table 7: Consistency with relevant Ministerial Directions

3. Housing, infrastructure and urban development	
3.4 Integrating land use and transport	Consistent. The proposal seeks to facilitate the redevelopment of the subject site to realise a high-quality mixed-use development that increases the quantum and variety of employment and services within an existing centre that is in proximity to residential precinct and great public transport connections.
7. Metropolitan planning	
7.1 Implementation of [Greater Sydney Region Plan]	Consistent, as demonstrated in response to question 3 (see Table 2 above).

Section C – Environmental, social and economic impact

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

No. The subject site is substantially developed and comprises little vegetation. There are no known critical habitats or threatened species, populations or ecological communities located on the subject site and therefore the likelihood of any negative impacts are minimal.

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

The proposal is unlikely to result in any significant adverse environmental impacts. Key issues and mitigation measures are discussed below.

Traffic and Parking

Traffic impacts were considered as part of the Concept DA (Stages 1 and 2) and will be further considered as part of any future DA for Stage 3.

The Initial Traffic Review submitted by the Proponent in support of this planning indicates that the additional traffic volumes that are likely to be generated by the planning proposal can be accommodated by the adjacent road network. It is noted that Stage 1 and 2 involved road works and the inclusion of an additional left turn lane on the Cumberland Highway, thereby improving the capacity of the road network and site accessibility.

The site is capable of being self-sufficient in terms of parking provision for the proposed land uses, with 888 car parking spaces proposed to be provided on

the site. It is noted that only 828 are required to be provided on the site under Council's DCP and 773 spaces under RMS Guidelines.

Flooding

The site is subject to flooding / overland flow of stormwater from the upstream catchment. The required flood planning levels for the development were addressed and applied to the design for Stages 1 and 2. This matter will be future considered as part of any future development application for Stage 3.

Height Increase

The proposed height increase of 10 metres is considered minor and is likely to provide greater opportunities on the site without compromising surrounding amenity.

There are no impacts on any residential areas or public open space given the context of the site adjoining industrial land uses to the west, the T-way to the south, the Cumberland Highway (6 lane road) to the west and Woodpark Road to the north. The nearest residential property boundary line is approximately 40m from the eastern boundary of the site (eastern side of the Cumberland Highway).

The demand for commercial office space has a consequence of requiring additional height to accommodate this land use and floor space. This is an opportunity for the site and locality.

Following fill works to level the site, the proposed building height measured from the new ground level will be significantly less than 29m, therefore not having the same visual impact as a regular 29m building.

Q9. Has the planning proposal adequately addressed any social and economic effects?

Yes, the supporting documents confirm that the proposal has both strategic and site specific merit, and is unlikely to undermine the economic viability of surrounding neighbourhood centres. In summary:

- The proposal will help to address the jobs deficit in Cumberland, in an area that is planned to support jobs growth. It is anticipated that the proposal will contribute to the delivery of an additional 352 direct and 231 indirect jobs (583 jobs total) in one of Cumberland's key employment lands precincts. When combined with approved development on the site there is a total estimated employment generation of 1,427 jobs.
- The proposal is consistent with the strategic vision of the *Cumberland Employment and Innovation Lands Strategy*. In particular, it will support

the LGA's transition to the 'new economy' through the provision of office space, and will also help to support jobs containment by reducing the need for local residents to travel out of Cumberland for work.

- Tenants of the proposed commercial offices are unlikely to compete with traditional office tenants in higher quality, higher cost commercial space in town centre such as Merrylands. Businesses that require out of centre commercial office floor space with good access to the regional road network include freight logistics, hi-tech office space, and adjacent industrial uses locating their administration staff off site but close by.
- The scale of retail uses will serve the needs of local workers and residents. Supporting analysis indicates 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

Section D – State and Commonwealth Interests

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

Yes, it is likely that the proposal can be supported by existing infrastructure. This matter was considered as part of the Stage 1 and 2 approvals, and will be further considered as part of any future development application for Stage 3.

The supporting Traffic Review confirms that the adjacent road network can accommodate the additional traffic generated by the proposal.

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

In 2019, Sydney Water considered the concept plans for the site and provided a Feasibility Letter indicating in-principle support for the proposal.

Statutory Consultation with State and Commonwealth public authorities will occur post-Gateway.

Part 4 – Mapping

Proposed Height of Building and Additional Permitted Uses maps are shown in Figure 7 and Figure 8 below.



Figure 7 – Proposed Height of Buildings



Figure 8 – Proposed Additional Permitted Uses

Part 5 – Community Consultation

Community consultation will occur post-Gateway in accordance with Section 3.34 and Clause 4 of Schedule 1 of the EP&A Act. It is anticipated that public exhibition will be for 28 days and involve:

- Notification on the Cumberland Council website
- Advertisement in local newspapers that are circulated within the local government area
- Notification in writing to adjoining landowners and neighbours, and any other relevant stakeholders.

Part 6 – Project Timeline

An anticipated project timeline is set out below.

Milestone	Anticipated date/s
Commencement date (Gateway determination)	August 2020
Completion of any further technical information	September 2020
Government agency consultation	October 2020
Statutory exhibition period	October 2020
Consideration of submissions	November 2021
Submit to Department for finalisation	February 2021