

PLANNING PROPOSAL

55-59 Kirby Street, Rydalmere

PARRAMATTA WE'RE BUILDING AUSTRALIA'S NEXT GREAT CITY

Planning Proposal – 55-59 Kirby Street, Rydalmere

Planning Proposal drafts

Proponent versions:

No.	Author	Version
1.	Mecone	September 2018
2.	Mecone	March 2018
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Council versions:

No.	Author	Version
1.	City of Parramatta Council	February 2019 Report to Local Planning Panel and Council on the assessment of planning proposal
2.	City of Parramatta Council	11 March 2019 Council Meeting recommending Gateway Determination

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INTRODUCTION

This planning proposal explains the intended effect of, and justification for, the proposed amendment to *Parramatta Local Environmental Plan.* 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

On 28 September 2018, a Planning Proposal was lodged by Mecone (the Applicant) on behalf of landowners Fife Capital to amend the planning controls applicable to 55-59 Kirby Street, Rydalmere under *Parramatta Local Environmental Plan (LEP) 2011.*

The site is an existing industrial property and comprises two (2) parcels of land with a total area of approximately 50,000m² (5ha). The site is surrounded by low density residential housing to the east and west, public open space (Upjohn Park) to the north and Subiaco Creek to the south. The site is also adjacent to the classified Silverwater Road along the south-east boundary An item of local heritage significance is located on the site, known as Upjohn House. This site was identified in the Parramatta Employment Lands Strategy (2016) as being suitable for redevelopment for non-industrial uses. The site is shown in Figure 1, below.



Figure 1 – Site at 55-59 Kirby Street, Rydalmere subject to the planning proposal

Under Parramatta Local Environmental Plan 2011 the site:

- is zoned IN1 General Industrial;
- has a no minimum lot size;
- has a maximum building height of 12 metres;
- has a maximum floor space ratio (FSR) of 1:1;
- Is subject to a local heritage listing being 'Upjohn House' (I585)

An extract of each the above maps is provided in Part 4 - Mapping

The version of the Planning Proposal seeking Gateway Determination varies from the the versions reported to the Local Planning Panel and Council.

The Proposal prepared by Council officers for consideration by the Local Planning Panel on 19 February 2019 and Council on 11 March 2019 contained the following proposed amendments to *PLEP 2011*. These were recommended for endorsement by Council by the Panel:

- Rezone the site from IN1 General Industrial to R4 High Density Residential
- Increase the maximum height of buildings from 12m to 20m (up to 6 storeys)
- Increase the floor space ratio from 1:1 to 1.3:1
- Amend Schedule 1 Additional Permitted Uses within PLEP 2011 to permit café/restaurant, shops and office premises on 59 Kirby Street (Lot 20 DP855339) only, providing adequate detail is provided relating to the exact nature of the proposed uses.

The Proposal was reported to the Council meeting of 11 March 2019 seeking endorsement as recommend by the Panel. However, Council resolved to endorse the following amendment to PLEP 2011 instead:

- Rezone the site from IN1 General Industrial to R2 Low Density Residential
- Decrease the maximum height of buildings from 12m to 9m (up to 2 storeys)
- Decrease the floor space ratio from 1:1 to 0.5:1
- Amend Schedule 1 Additional Permitted Uses within PLEP 2011 to permit café/restaurant, shops and office premises on 59 Kirby Street (Lot 20 DP855339) only, providing adequate detail sis provided relating to the exact nature of the proposed uses.

As a result of Council resolving to reduce the density on this site from that proposed by Council Officers, the Urban Design Report contained in Appendix 3 to this Proposal is no longer applicable as the scheme reflects development consistent with a high density residential zone. Should a Gateway determination be issued consistent with this Proposal, Council officers will work with the Applicant to devise a scheme to reflect the low density residential zone and update all other relevant supporting documentation.

Extracts of the Local Planning Panel and Council meeting reports and minutes are contained in Appendix 1.

PART 1 – OBJECTIVES OR INTENDED OUTCOMES

The objectives of this planning proposal are to:

Rezone the site from IN1 General Industrial to R2 Low Density Residential, decrease the maximum height of buildings to 9m and decrease the floor space ratio to 0.5:1.

Facilitate renewal of the site consistent with the actions of the Parramatta Employment Lands Strategy (ELS) (2016)

Minimise land use conflicts by permitting land uses that are sympathetic to the existing character of the area.

Improve vehicular access to the site by upgrading existing intersections and implementing traffic management measures.

Improve pedestrian connectivity within the site and between adjacent open space and the broader locality.

Provide new open space and improvements to the Subiaco Creek biodiversity area.

Facilitate high quality architectural design that responds to the topography and surrounding residential context.

Adaptively re-use the heritage item on the site and make it more accessible to the public.

PART 2 – EXPLANATION OF PROVISIONS

This planning proposal seeks to amend *Parramatta LEP 2011* (*PLEP 2011*) in relation to the zoning, height and floor space ratio controls and amend Schedule 1 Additional Permitted Uses of PLEP 2011 to permit *café/restaurant, shops and office premises* (subject to additional information being provided by the applicant relating to the specific intended uses).

In order to achieve the desired objectives, the following amendments to the *PLEP 2011* would need to be made:

1. Amend Schedule 1 Additional Permitted Uses by inserting a clause to permit café/restaurant, shops and office premises at 59 Kirby Street only. Suggested wording is as follows:

Use of certain land at 59 Kirby Street, Rydalmere

- (1) This clause applies to land at 59 Kirby Street, Rydalmere, being Lot 20 DP 855339
- (2) Development for the purposes of a café and restaurant, shops and office premises are permitted with development consent
- 2. Amend the zone in the **Land Zoning Map** (Sheet LZN_014 from IN1 General Industrial to R2 Low Density Residential. Refer to Figure 7 in Part 4 of this planning proposal.
- 3. Amend the maximum building height in the **Height of Buildings Map** (Sheet HOB_014) from 12 metres to 9 metres which equates to 2 storeys. Refer Figure 8 in Part 4 of this planning proposal.

4. Amend the maximum FSR in the **Floor Space Ratio Map** (Sheet FSR_014) from 1:1 to 0.5:1. Refer Figure 9 in Part 4 of this planning proposal.

2.1 Other relevant matters

2.1.1 Voluntary Planning Agreement

The Applicant has indicated a willingness to enter into a VPA with Council and submitted a draft Letter of Offer. Further negotiations will be undertaken with the Applicant to determine the final agreement and will be reported to Council prior to public exhibition.

2.1.2 Draft DCP

A site-specific DCP will be prepared for this site addressing detailed design requirement such as overshadowing, provision of communal open space, heritage, interface between Upjohn House and Upjohn Park and built form. The draft DCP will be reported to Council separately prior to public exhibition.

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

This section establishes the need for a planning proposal in achieving the key outcome and objectives. The set questions address the strategic origins of the proposal and whether amending the LEP is the best mechanism to achieve the aims on the proposal.

3.1.1 Is the Planning Proposal a result of any study or report?

The Planning Proposal has been prepared in response to the recommendation in Council's report regarding its (then) draft comprehensive LEP (October 2010) and Employment Lands Strategy 2016.

Parramatta (then) Draft Comprehensive LEP 2010

During the public exhibition of the (then) draft Comprehensive LEP in October 2010, the landowners of the subject site made a submission to Council requesting a residential zoning for the site based on the following:

- Surrounding residential uses
- Existing amenity impacts associate with the isolated industrial site
- Greater suitability of residential development in keeping with the local character and area:
- Changing nature of employment lands shifting from small, fragmented pockets to larger precincts with improved access

Within Council's report (October 2010), it recommended that an individual planning proposal would be the most appropriate process for pursuing the desired rezoning for the site and further noted that a such site-specific planning proposal would need to provide justification on a range of issues including, but not limited to, the following:

- Loss of employment land strategic planning framework;
- Potential site contamination;
- Heritage;
- Traffic impacts
- Impacts on the natural environment
- Residential density in the context of the surrounding locality; and
- Infrastructure and services to support the residential development

The planning proposal has been prepared in accordance with these recommendations and is accompanied by supporting technical studies prepared by the applicant to address the necessary key considerations.

Parramatta Employment Lands Strategy 2016

Council's Employment Lands Strategy (ELS) was adopted by Council at its meeting of 11 July 2016. The ELS provides a consolidated set of land use planning actions to guide the future of Parramatta's employment lands precincts. The Strategy identifies the site as 'Precinct 10 Rydalmere (Kirby Street)' and recommends that a Structure Plan be prepared for the Precinct that considers alternative land uses to ensure the future land use and built form outcome for the Precinct is appropriate.

Subsequent discussions between the Applicant and Council officers resulted in the agreement that a planning proposal will fulfil the requirement of a structure plan as required by the ELS and that this would be the most appropriate mechanism for achieving the best planning outcome on the site. The planning proposal responds to the Strategy by providing a master plan that provides an appropriate alternative land use and built form outcomes for the site. The planning proposal provides a vision and guiding principles for the future redevelopment of the site. It identifies the building envelopes, number of storeys, location of open space, residential and other uses and the internal road network.

3.1.2 Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The planning proposal is the best means of achieving the objectives and intended outcomes and also the intent of the Employment Lands Strategy.

The site is currently zoned for IN1 General Industrial purposes. Land uses within this zone are unable to achieve a mix of uses that will allow the isolated site to become a high quality residential precinct that integrates with the surrounding locality and improves amenity for surrounding residents.

The planning proposal will enable renewal of the site and provides the most appropriate means of achieving the desired future redevelopment of the site. It is reiterated that the planning proposal is a result of Council's recommendation in its report regarding the draft Comprehensive LEP, which suggested that a planning proposal would be the best means of rezoning the site.

The proposal will achieve the following outcomes:

- Establish an integrated mixed-use and residential community, with improved access to surrounding open space and amenity;
- Provide a new loop road layout to address both Upjohn Park and Subiaco Creek Street;

- Create a new landscaped open space area in the southern precinct directly off Kirby Street, increasing views into the site and creek from Kirby Street;
- Establish new north-south links, improving connectivity to Upjohn House and the Heritage Precinct to Subiaco Creek;
- Provide new contemporary and historically sympathetic built form that connects into Upjohn House and opens up the views of the heritage item and grounds; and
- Improved building setbacks along the side boundaries to ensure improved transition around landscaping and adjoining properties.

The planning proposal presents an optimal outcome with respect to the future objectives and aspirations of the site as articulated in the ELS.

3.2 Section B – Relationship to strategic planning framework

This section assesses the relevance of the Planning Proposal to the directions outlined in key strategic planning policy documents. Questions in this section consider state and local government plans including the NSW Government's Plan for Growing Sydney and subregional strategy, State Environmental Planning Policies, local strategic and community plans and applicable Ministerial Directions.

3.2.1 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.

Infrastructure and Collaboration Direction	Relevant Objective	Comment
A city supported by infrastructure	O1: Infrastructure supports the three cities	The proposal is located within close proximity to open space local transport and the Rydalmere local centre.
	O2: Infrastructure aligns with forecast growth – growth infrastructure compact	The proposal aligns with population, employment and housing demand for the Parramatta LGA, facilitating retail and residential floor space on the site.
	O3: Infrastructure adapts to meet future need	The proposal provides for improvements to the existing road network and will contribute towards future upgrades of nearby open space.

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

O4: Infrastructure use is optimised	The proposal provides opportunity to increase active and passive infrastructure by reconfiguring and upgrading fields at Upjohn Park, ensuring access to open space infrastructure is optimised.
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Liveability

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

Table 3b - Consiste	ncy of planning proposal w	ith relevant GSRP Ad	ctions – Liveability
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Liveability Direction	Relevant Objective	Comment
A city for people	O6 : Services and infrastructure meet communities' changing needs	The proposal will facilitate new housing and retail opportunities for the community and improvements to open space facilities.
	07 : Communities are healthy, resilient and socially connected	The proposal will establish improved pedestrian connections and green links, which will encourage socially connected communities.
		The proposal will provide new local streets within the site alongside new pedestrian site links. This will break up the large industrial format of the site into a fine grain streetscape
		with improved pedestrian experience.
	O8 : Greater Sydney's communities are culturally rich with diverse neighbourhoods	The proposal seeks to deliver adaptive re-use of Upjohn House and provide complementary buildings to celebrate the history of the site. The revitalisation works will provide opportunity for uses that establish social wellbeing including limited convenience retail and sports club. The combined facilities will provide significant amenity for the local community and realise Council's vision to increase active recreation
		provisions in the area.
	O9 : Greater Sydney celebrates the arts and supports creative industries and innovation	The proposal could provide opportunity for public art and sculpture works throughout the precinct.
Housing the city	O10 : Greater housing supply	The proposal will enable the introduction of dwellings on the site and contribute to the housing targets as mandated by the GSC.
	O11: Housing is more diverse and affordable	The proposal will enable residential development in the form of single dwellings and dual occupancies on the site and contribute to the provision of low density residential housing supply in the LGA.
A city of great places	012: Great places that bring people together	The size of the site affords opportunity to create a low density development in a natural setting, with unique points of different that create a sense of community including adaptive re-use of Upjohn House, access to Upjohn Park and the creation of a small heritage precinct.
	O13: Environmental heritage is identified, conserved and enhanced	The proposal will revitalise Upjohn House, which provides an important visual connection to Upjohn Park. The proposal introduces a sympathetic pavilion building annexed to the heritage item, which will provide amenities and uses conducive the active recreation and limited convenience retail, consistent with the Conservation Management Strategy in Appendix 3.

Productivity

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

Productivity Direction	Relevant Objective	Comment
A well connected city	O14: The plan integrates land use and transport creates walkable and 30 minute cities	The proposal provides housing in close proximity to existing bus services. It also will provide an integral link to Upjohn Park and Subiaco Creek, which connects to a broader regional open space network.
	015: The Eastern, GPOP and Western Economic Corridors are better connected and more competitive	The proposal will strengthen pedestrian connectivity around Rydalmere and the broader region, providing improved access to Ermington retail as the local centre through the creation of the southern pedestrian link. The proposal improves the areas liveability and desirability as a place for future residents.
Jobs and skills for the city	O19 : Greater Parramatta is stronger and better connected	The proposal will strengthen the local centre of Rydalmere with improved housing choice and diversity. The proposal will also establish new pedestrian connections to Upjohn Park and Subiaco Creek.
	O21 : Internationally competitive health, education, research and innovation precincts	Not applicable.
	O22 : Investment and business activity in centres	The Proposal will has the potential to increased business activity in Rydalmere by introducing new residents to the area.
	023: Industrial and urban services land is planned, retained and managed	While the planning proposal seeks to rezone land from industrial to mixed use purposes, the site has been subject to a series of investigations from Council to explore an alternative land use. The Employment Lands Strategy 2016 adopted at the Council meeting on 11 July 2016 provides a consolidated set of land use planning actions to guide the future of Parramatta's employment lands precincts. The Strategy identifies the site as 'Precinct 10 Rydalmere (Kirby Street)' and recommends that a Structure Plan be prepared for the Precinct that considers alternative land uses to ensure the future land use and built form outcome for the Precinct is appropriate. The proposal is consistent with the recommendations of the Strategy and has been the subject of on-going collaboration and discussions with Council over the past year.
	O24 : Economic sectors are targeted for success	The proposal will provide employment opportunities on the site through small-scale retail and community uses

Sustainability

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

Productivity Direction	Relevant Objective	Comment
A city in its landscape	O25 : The coast and waterways are protected and healthier	The proposal does not provide any land uses within or around Subiaco Creek that would compromise the health of the waterway.
	O27 : Biodiversity is protected, urban bushland and remnant vegetation is enhanced	The proposal has been designed to integrate with surrounding bushland and vegetation currently on the site. The proposal will provide adequate deep soil on the site, allowing for existing and future vegetation to be enhanced. Remnant bushland will be preserved along the Kirby Street boundary, respecting the existing environmental qualities of the site.
	O28 : Scenic and cultural landscapes are protected	The proposal responds to the natural assets around the site including Upjohn Park and Subiaco Creek by establishing new pedestrian connections.
	O29 : Environmental, social and economic values in rural areas are protected and enhanced	The proposal will establish regeneration of bushland of the riparian corridor of Subiaco Creek. It is also capable of providing improved open space facilities such as a community garden, heritage garden and plaza.
	O30 : Urban tree canopy cover is increased	The proposal provides dedicated deep soil zones, allowing for growth of large and mature trees across the site. The proposal will incorporate a mix of deciduous and evergreens around the proposed road network.
	O31: Public open space is accessible, protected and enhanced	The proposal enhances open space on the site, providing communal open space across the site and deep soil zones. The site provides a benefit in relation to improving connectivity to adjoining open space including Upjohn Park and Subiaco Creek.
	O32 : The Green grid links Parks, open spaces, bushland and walking and cycling paths	The proposal is consistent with contributing to Sydney's Green Grid by providing potential cycling and walking paths in tandem with new north-south green connections.
An efficient city	O33 : A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change	The proposal will contribute to a more substantial and resilient city through natural revegetation of the site and surrounds.
	O34 : Energy and water flows are captured, used and re-used	The proposal will provide uses that will enable WSUD and ensure water is appropriately drained across and from the site.
	O35 : More waste is re-used and recycled to support the development of a circular economy	The proposal will facilitate a mix of land uses that can utilise recycled water for landscaping and WSUD purposes.
A resilient city	O36 : People and places adapt to climate change and future shocks and stresses	The proposal will deliver a gradual improvement of vegetation across the site by providing significant areas of deep soil and communal open space.
	O37 : Exposure to natural and urban hazards is reduced	The proposal will deliver a resilient community that is able to respond to varying shocks and stresses of the surrounding environment.
	O38 : Heatwaves and extreme heat are managed	The proposal will deliver additional landscaping and tree plantings on the site and along Subiaco Creek.

Implementation

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

Table 3d - Consistency of planning proposal with relevant GSRP Actions - Implement	ation
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Implementation Direction	Relevant Objective	Comment
Implementation	O39 : A collaborative approach to city planning	The proposal is responding to in depth consultation between Council, the applicant and RMS/TfNSW.

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 Direction	Planning Priority/Action	Comment
C4	Fostering healthy, creative, culturally rich and socially connected communities	The proposal will facilitate a mixed use development that can provide a dynamic mix of residential living, public spaces and limited convenience retail.
C5	Providing housing supply, choice and affordability, with access to jobs and services	The proposal will facilitate the provision of new low density residential floor space. The site is well positioned to provide high quality housing in suitable infill locations to support access to amenity, jobs and services.
C6	Creating and renewing great places and local centres, and respecting the District's heritage.	The proposal will revitalise Upjohn House, which provides an important visual connection to Upjohn Park. The revitalisation of Upjohn House provides a focal point for the development that establishes identity and a unique offering for the site.
C13	Protecting and improving the health and enjoyment of the District's waterways	The proposal provides significant setbacks to the south and west to preserve the environmental qualities of the site. The proposal will also manage the transition to Subiaco Creek and provide a suitable riparian regeneration zone.
C15	Protecting and enhancing bushland and biodiversity	The historical use of the site for industrial uses has restricted the opportunity for active and passive recreation opportunities. The proposal will deliver a suite of open spaces on the site and form part of a more integrated open space network that connects to Upjohn park and Subiaco Creek. The proposal will ensure new residents are within 400 metres of open space. The spaces provide opportunities to expand a network of diverse, accessible and high-quality spaces to service the future population.

C16	Increasing urban tree canopy cover and delivering Green Grid connections	The proposal will retain existing mature trees on the site, where appropriate, and establish new tree lined streets in the local road network. This will significantly improve existing canopy cover across the site.
C17	Delivering high quality open space	The proposal will provide a range of high quality spaces across the site, ranging from heritage gardens, street plaza, community garden, playground, BBQ facilities and garden terraces.

3.2.2 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 meet the strategies and key objectives identified in the plan by providing a range of housing types (for singles, couples, family and elderly and disabled).

Furthermore, the planning proposal will improve local connections by providing a series of through site links and a potential pedestrian pathway along Subiaco Creek which will improve connections with the broader locality and reduce the reliability on private transport. The planning proposal will deliver a high quality mixed use development that achieves all the strategic directions stated in Parramatta 2038.

3.2.3 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).

State Environmental Planning Policies (SEPPs)	Consistency: Yes = \checkmark No = \times N/A = Not applicable	Comment
SEPP No 1 Development Standards	N/A	This SEPP does not apply to PLEP 2011
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development	N/A	Not relevant to proposed amendment.
SEPP 6 – Number of Storeys in a Building	N/A	Standard instrument definitions apply.
SEPP 19 – Bushland in Urban Areas	✓	The proposal will retain existing trees on-site to establish adequate vegetation buffers to adjoining development and riparian corridor to the south.
SEPP 33 – Hazardous and Offensive Development	✓	The proposal is to adopt the standard instrument definition of hazardous and offensive development, which are not permitted on the site

SEPP No 55 Remediation of Land	\checkmark	A Phase 1 preliminary contamination investigation report for the subject site has been prepared. Council is satisfied the site can be made suitable for residential purposes with a Phase 2 to be prepared at the DA stage.
SEPP 60 – Exempt and Complying Development	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the Parramatta LEP 2011.
SEPP 62 – Sustainable Aquaculture	N/A	This SEPP does not apply to PLEP 2011
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	N/A	Not relevant to the proposed amendment.
SEPP No.70 Affordable Housing (Revised Schemes)	N/A	Not relevant to the proposed amendment.
SEPP (Affordable Rental Housing) 2009	N/A	Not relevant to the 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	\checkmark	May apply to future development of the site.
SEPP (Infrastructure) 2007	\checkmark	The proposal does not contradict or hinder the application of the SEPP.
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>Parramatta LEP 2011</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 storm water runoff, will be considered and addressed appropriately at DA stage.
SEPP (Urban Renewal) 2010	N/A	The site subject to this Planning Proposal is not located within an identified Potential Precinct.
SEPP (Vegetation in Non-Rural Areas)	 ✓ 	The proposal is supported by a flora and fauna report, identifying valued tree species that should be considered retaining as part of the development.

3.2.4 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
- 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.

Relevant Direction	Comment	Compliance	
1. Employment and Resources			
Direction 1.1 – Business and Industrial Zones	This Planning Proposal seeks to rezone part of the subject site from IN1 General Industrial to R2 Low Density Residential. 1. Encourage employment growth in suitable locations	Yes	
	The site currently accommodates Homart Pharmaceuticals, distributors of pharmaceutical based goods. Homart Pharmaceuticals currently employs 48 workers on-site. The proposal envisages development of the site to accommodate 102 employees, comprised of a mix of retail and commercial uses (1,360m2), a child care centre (140m ²) and recreation and fitness floor space (1,000m ²).		
	The proposal proposes a nominal amount of employment floor space, aligning with the site's isolated location and reflects its employment role subservient to established precincts in Ermington, Rydalmere and Parramatta CBD.		
	The site is not competitive due to its isolated position, lack of worker amenity and unsuitability for many existing buildings to be re-purposed. This ultimately puts the site at further risk of existing tenants leaving which is identified in the ELS. Therefore, the site has the potential to provides retail and		
	commercial floor space offering that responds to the		
	surrounding residential context and future residents. 2. Protect employment land in business and industrial zones		
	 While the Planning Proposal would lead to a decrease in the quantum of land zoned for employment generating land uses in the Parramatta LGA, the proposal responds to the District Plan's approach to recognise that sectoral and industrial trends have direct implications for demand of industrial lands. The following features are required for industrial lands to remain competitive: Location directly of major arterial corridors; Ability to operate in a conflict free environment with sufficient buffers from residential uses; 		
	 Critical mass of lands to enable business cluster and support worker amenity and services; Diversity of occupiers (by industry) to mitigate against vacancy risk; and Generic buildings that can be re-purpose for future occupiers. 		
	The site fails to present the features identified above, creating a number of challenges for its future viability. The nuanced approach by the District Plan reinforces the Parramatta Employment Lands Strategy recommendations for a change in the area, by acknowledging the vulnerability of the site to sectoral change in the pharmaceutical sector. In particular, as employment and business activity in the area (>90%), are dominated by a single industry.		

2. Environment and Her	The proposal is consistent with the actions of the Employment Lands Strategy including: • Allow for a net reduction of existing employment lands; • Facilitate renewal of isolated industrial precincts; • Prepare structure plans for key employment precincts, which are undergoing economic change and; • Proposed zoning must be supported by an economic impact study. The strategy has noted that certain employment lands within the LGA, including the subject site, may not be suitable for ongoing industrial land uses and should be considered for alternative land uses. 3. Support the viability of identified strategic centres The proposal will increase the supply of new dwellings and increase the number of residents in the area. Household expenditure from the new households located at the site is expected to not only support Parramatta CBD and its local centres, but other strategic centres in the Central City including Sydney Olympic Park and Epping. Importantly, new residents of the proposal could utilise retail and other services in the local area including at Ermington, Rydalmere.	
Direction 2.1 – Environment Protection Zones	The subject site contains part of the Subiaco Creek riparian corridor, which is identified as E2 Environmental Conservation under PLEP 2011 and mapped on the Natural Resources – Riparian Land and Waterways Map sheet NRR_014. The applicant has undertaken an ecological assessment as a supporting technical study to the planning proposal. Redevelopment of this site has the potential to have negative impacts on the sensitive vegetation within this corridor by overshadowing from adjacent proposed development and Council officers are continuing to work with the applicant to resolve this matter by recommending that building heights be reduced in the southern part of the site to reduce/eliminate potential overshadowing of the riparian corridor. Council officers are satisfied that this matter can be addressed by further refinement of the site layout and during the design stage of the development application process.	Yes

Direction 2.3 - Heritage Conservation	The subject site contains Heritage Item I585 – Upjohn House listed in Schedule 5 of the Parramatta LEP 2011. Upjohn House is a two storey residence, representative of the Victorian architectural era. Any redevelopment on the site intends to incorporate the item through adaptive re-use and locating small scale retail and commercial uses within and surrounding the item. Council supports the adaptive re-us of Upjohn House, however has some concerns over the proposed uses of the item and the location of new buildings adjacent to the item and requires the applicant to provide further detail prior to exhibition to ensure the integrity of the item is not compromised. Further refinement can also be provided at the Development Application stage which will be suitable in ensuring the item is managed appropriately.	Yes
3. Housing, Infrastructu	Ire and Urban Development	
Direction 3.1 - Residential Zones	 The Planning Proposal is consistent with this direction, in that it: facilitates additional housing in close proximity to the Ermington local centre that is currently not provided on the site provides residential development in an existing urban area that will be fully serviced by existing infrastructure does not reduce the permissible residential density of land. 	Yes
Direction 3.4 - Integrating Land Use and Transport	 The Planning Proposal is consistent with this direction, in that it: will provide new dwellings in close proximity to existing public transport links will enable residents to walk or cycle to work if employed in the Parramatta City Centre or utilise the existing bus service. 	Yes
4. Hazard and Risk		
Direction 4.1 - Acid Sulfate Soils	The subject site is affected by Class 5 Acid Sulfate Soils, which is the lowest risk category. Acid Sulfate soils investigations and analysis will accordingly be undertaken as part of any future development of the land if required. It is noted that the Phase 1 Contamination Report that accompanies the Planning Proposal has undertaken an initial investigation and considers the risk of Acid Sulfate Soils to be 'low'.	Yes

Direction 4.3 - Flood Prone Land 6. Local Plan Making	The primary objective of the NSW Government's Flood Prone Land Policy and Floodplain Development Manual 2005 is to reduce the impact of flooding and flood liability on individual owners and occupiers of flood prone property and to reduce private and public losses resulting from floods. The southern site (55-57 Kirby Street) is identified as flood prone given Subiaco Creek is along the southern boundary. Figure 24 below, shows the 1 in 10 year (dark blue) and the 1 in 20 year (light blue) flood levels. The southern boundary of the site is affected by the 1 in 20 and 1 in 100 year flood levels along Subiaco Creek. The flood map confirms that no flood water encroaches on the site and are contained within the gully of Subiaco Creek. The proposed built form is setback a minimum of 10m from Subiaco Creek and is to take into consideration the relevant flood planning levels. The proposed development is sufficiently setback from Subiaco Creek and the design will address the flood planning objectives and provisions in the PLEP 2011. Further flooding advice will be provided at DA stage.	Yes
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 6.2 – Reserving Land for Pubic Purposes	The proposal does not contain any land that has been reserved for a public purpose and no requests have been made to reserve such land.	Yes
Direction 6.3 - Site Specific Provisions	The Planning Proposal does not introduce any site specific provisions.	Yes
7. Metropolitan Planning		
Direction 7.1 - Implementation of A Plan for Growing Sydney	This planning proposal is consistent with the directions of the State Plan – A Metropolis of Three Cities	Yes

3.3 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?

The proposal is accompanied by an Ecological Assessment Report prepared by Eco Logical (refer to Appendix 2), which provides an assessment on the ecological community, riparian corridor and bushfire protection. No threatened flora or fauna species were recorded within the site.

The south-western boundary of the site is identified as 'biodiversity' in the PLEP 2011 and requires the Planning Proposal to consider impacts to native ecological communities, threatened species, populations or ecological communities, regionally significant species of flora and fauna habitat and habitat elements providing connectivity.

There was one native vegetation community identified within the site; Coastal Enriched Sandstone Moist Forest, however it was generally in poor condition overtaken by weeds. Individuals of an endangered population, *Pomaderris prunifolia*, were recorded just outside the site boundary. A large *Eucalyptus pilularis* was recorded in the north of the subject site and is considered to be of value due to its age and size and the report recommended that this is retained throughout future development.

The vegetation condition and recovery potential values have been used to rank the site in terms of high, moderate and low ecological constraint. The areas of 'high' ecological constraint include comprised of the riparian corridors and Asset Protection Zone (APZ) areas along the southern boundary of the site, the endangered population of *Pomaderris prunifolia* (outside of the site on the western boundary) and the large *Eucalyptus pilularis* (to the northern portion of the site). Areas of 'moderate' ecological constraint are the areas of native forest (Coastal Enriched Sandstone Moist Forest) within the southern portion of the site that are not located within the riparian corridor. The report suggests that areas mapped as 'moderate' and 'low' constraints are considered preferable locations for the development envelope. The proposed building envelope is located within areas of moderate to low constraint while areas of high constraint have been avoided.

No threatened fauna species were recorded however the Grey-headed Flying-fox (*Pteropus poliocephalus*) or Yellow-bellied Sheathtail-bat (*Saccolaimus flaviventris*) may potentially use the site as habitat. Assessment of potential impacts to these species from future clearing of habitat would be undertaken at Development Application (DA) stage.

Riparian

The south-western portion of the subject site is identified as 'riparian land and waterways' in the PLEP 2011 and therefore the planning proposal must also consider impacts to the water quality of receiving waters, the natural flow regime, the natural flow paths of waterways, the stability of the bed, shore and banks of waterways, and the flows, capacity and quality of groundwater systems.

Subiaco Creek is a 1st order tributary of Parramatta River. Under the Department of Primary Industries (DPI) Water guidelines for riparian corridors, a 1st order stream requires a 10m riparian corridor width measured form the top of bank. The proposed built form for the planning proposal does not encroach on the 10m riparian corridor.

Bushfire Protection

The site is not identified as bush fire prone by Council however there is an area of significant vegetation to the south of the site that could sustain a bushfire.

An assessment of the bushfire hazard has been undertaken to determine the application of bushfire protection measures such as asset protection zone (APZ) location and dimension. Based on the landscaping and effective slope on the bank a 11m width APZ is required which is measured outward from the riparian corridor.

The Ecological Assessment Report provides a number of strategies to minimise risk of bushfire. As the planning proposal relates to the future uses of the site, it is considered appropriate that more detailed assessment and consideration of the relevant bushfire protection strategies is undertaken at the DA stage.

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?

The main potential environmental impacts to be examined in detail with any future development proposal for the site are:

Heritage impacts

The site contains a locally significant heritage item known as Upjohn House which is listed as Item I585 within Schedule 5 of the PLEP 2011. Upjohn House is located in the north-east portion of 59 Kirby Street and is a 2-storey Victorian-era residence. The applicant has prepared a Conservation Management Strategy (refer to Appendix 3) which accompanies the planning proposal and identified future opportunities for future uses of the item. It identifies that community, commercial (café/restaurant and offices), and residential uses could be appropriate.

The proposal intends to locate new development within close proximity to the Upjohn House for use as small scale retail and community uses. Council officers have raised concern over the proximity of these buildings to the heritage item and how this may negatively impact on the integrity of this item and connection with adjacent open space. The applicant is required to provide further details on the proposed uses of these buildings and also reconfigure the layout to a more sympathetic design.

A critical aspect of the proposal is the adaptive re-use and interpretation of Upjohn House to provide a focal point for future residents and existing residents of the surrounding area. The proposed built form around Upjohn House could provide approximately 2,500m² mix of restaurant and café, limited retail and sports club. The proposed revitalisation of the heritage precinct is generally consistent with the Conservation Management Strategy prepared in support of the planning proposal and would realise Council's strategy to increase active recreation provision in Upjohn Park.

Urban Design and Built Form

The Planning Proposal identifies a floor space ratio (FSR) of 0.5:1 and maximum building height of 9m (2 storeys) for the site, which is considered to be an appropriate response given the surrounding low density residential context and overshadowing concerns on the riparian corridor along the southern boundary of the site that are present with the applicant's scheme. This is a reduction from the applicant's proposed 1.5:1 FSR and 31m building height. The Applicant provided an Urban Design and Architecture Report (refer to Appendix 4) with the Planning Proposal, however given the Council resolution, this is no longer relevant. A revised Urban Design report will be provided should a Gateway determination be issued that is consistent with the proposed amendments detailed in the Planning Proposal.

Transport and Accessibility Assessment

Kirby Street and Victoria Road Intersection

Modelling based on RMS/TfNSW trip generation and distribution data demonstrated that the existing intersection at Kirby Street and Victoria Road meet the required performance levels, post development without an upgrade being required. RMS and TfNSW have identified that there is an existing safety issue at this intersection and therefore a specialised form of signalised intersection has been developed (refer to **Figure 2** below),

which meets the required performance criteria, post development and removes the safety issue. This special intersection includes the following key features:

- A right turn signal across Victoria Road into Kirby Street with 30% extra queuing length;
- A staggered pedestrian crossing arrangement, which allows westbound traffic to continue to flow largely undisrupted during peak periods, preventing an impact on the nearby Silverwater Road intersection to the east; and
- The southern arm of the intersection is maintained as an unsignalised left in/left out arrangement, ensuring it does not have a significant impact on the operation of Victoria Road.

This special signalised intersection is proposed in consideration of an operational example at Mulgoa Road, Penrith, and was suggested as a potential solution by RMS at a meeting on 22 November 2017. The design provides a number of benefits including improved accident safety, pedestrian crossing facilities, increased queuing length and controlled turning movements for vehicles entering and exiting Kirby Street. Further details are provided in the Traffic Impact Assessment provided at Appendix 5.



Figure 2. Proposed intersection upgrades at Victoria Road / Kirby Street

Ulm Street

No vehicular connection is proposed between Kirby Street and Ulm Street across the north of the site. Modelling has demonstrated that traffic distribution and intersection performance requirements can be met without a connection to Ulm Street. At the meeting with RMS, Council and TfNSW on 22 November 2017, it was agreed that a connection to Ulm Street may need to be considered if the proposed intersection at Kirby Street and Victoria Road did not meet the performance requirements. The letter from RMS dated 8 May 2018 confirms that RMS has no objection to the planning proposal proceeding to Gateway Determination. Particularly, that the RMS requires adequate consultation with RMS and TfNSW in relation to the intersection of Victoria Road and Kirby Street. Nonetheless, Council officers consider that a pedestrian link from Ulm Street to the site is required to improve accessibility to Upjohn Park and this will be explored further.

Contamination

The Planning Proposal is accompanied by a Phase 1 Preliminary Site Investigation Report (contained in Appendix 6) which assesses the suits suitability for the mixed use development. The Phase 1 report notes that the lots are not listed on the contaminated land record. They exist across land unlikely to be impacted by acid sulphate soils and none of the lots are affected by the matters prescribed by Section 59(2) of the Contamination Land Management Act 1997. There is no available evidence to suggest the presence of impacted ground water beneath the site. Upjohn House has been on the site since the late 1800s and the land has been

predominately undeveloped agricultural land until 1957 when the construction of the Upjohn Pharmaceutical factory was constructed. Since 1957 the site has had an industrial history, principally associated with pharmaceutical manufacturing and warehousing.

The age of the buildings suggests that the presence of asbestos containing materials, lead based paints and PCBs in the buildings is unlikely and would not limit residential development.

The Phase 1 report outlines a number of recommendations:

- A Stage 2 contamination assessment be completed for the entire site to investigate the possibility of soil contamination;
- Prior to demolition, a hazardous materials survey be conducted of each of the buildings to identify synthetic mineral fibres which may be in the building materials. If present they should be removed by a licensed contractor and disposed of appropriately at a licensed waste facility;
- Prior to demolition of the buildings they should be inspected for hazardous materials including asbestos, lead based paints and polychlorinated biphenyls;
- During and following demolition, any soil that appears (by odour or colour) to have been contaminated by hydrocarbons must be excavated and disposed of appropriately; and
- During demolition if any asbestos sheeting is found in fill material, work should cease and testing be undertaken to identify the likely extent of asbestos contamination.

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

Improve Active Recreation

The proposal provides opportunity to increase active and passive recreation by upgrading the existing fields of Upjohn Park and providing new pedestrian and vehicular connections to the site. This could be complemented by upgrading the existing car parking north of the site to improve access and amenity for visitors.

The upgrade of the public realm at Upjohn Park would be supported by the proposed retail buildings at Upjohn House. This provides opportunity to establish a small, yet well utilised retail precinct to service users of the park and residential area.

Improved Pedestrian Connections

The site in its current form, presents large scale industrial buildings with poor pedestrian legibility or connectivity to the surrounding road and open space network. The planning proposal has the potential to improved pedestrian permeability across the site by establishing a series of north-south and east-west links. These links provide key movements to Subiaco Creek to the south, Upjohn Park to the north and Kirby Street to the west. These

proposed links will encourage walkability and enhance access to recreational amenity across the site.

Increased Open Space Provision, Diversity and Integration

The planning proposal has the potential to facilitate the provision of open space across the site to strengthen the quality and character of the area.

Economic Impacts

The planning proposal will deliver a number of economic benefits for the site and the broader locality. This is supported by an Economic Impact Assessment prepared by AEC Group proved at Appendix 7.

The report considers the economic impacts arising from the Base Case versus the Proposal Case. The Base Case assumes a do-nothing scenario, that the site will continue to operate in its existing use, with the 57-59 Kirby Street being occupied by Homart Pharmaceuticals while 55 Kirby Street remains vacant. The base case considers two scenarios, reflective of the challenges of the site:

- Scenario 1: Homart Pharmaceuticals continues current operations, accommodating 48 jobs, whilst 55 Kirby Street is not re-let and therefore accommodates no economic activity; and
- Scenario 2: Homart Pharmaceuticals continues its business and accommodates 48 jobs. 55 Kirby Street is leased to a mix of business, accommodating 60 jobs.

The proposal case assumes the improvements are redeveloped to accommodate residential uses with ancillary retail, commercial and community floor space.

Construction Phase

The proposal is anticipated to generate direct and flow-on impacts for Parramatta LGA arising from the construction phase of the project including:

- \$693.3 million in output (including \$309.2 million in direct activity);
- \$264.6 million contribution to GRP (including 67.2 million in direct activity);
- \$138.8 million in incomes and salaries paid to households; and
- 1,813 full time employment jobs (including 615 directly employed in construction activity).

Net Economic Impact (Scenario 1)

Compared to Base Case (Scenario 1), the Proposal Case is anticipated to result in a net increase in annual economic activity through the direct and flow-on impacts yearly:

- \$32.2 million additional in output (including \$9.6 million in direct activity);
- \$18.8 million additional in contribution to GRP (including \$6.2 million in direct activity);
- \$11.5 million additional in income and salaries paid to households; and
- 161 additional FTE jobs (including 85 jobs directly related to activity on the site).

Net Economic Impact (Scenario 2)

Compared to Base Case (Scenario 2), the Proposal Case is anticipated to result in a net increase in annual economic activity through the direct and flow-on impacts yearly:

- \$12.4 million reduction in output (including \$11.22 million in direct activity);
- \$2.1 million reduction in contribution to GRP (including \$2.2 million in direct activity);
- \$0.8 million additional in income and salaries paid to households; and
- 26 additional FTE jobs (including 25 jobs directly related to activity on the site).

Housing Impacts

The proposal is estimated to support the following economic activity on a per annum basis, as a result of providing new dwellings on the site:

- \$71.4 million in output (including \$32.7 million in direct activity);
- \$41.8 million contribution to Gross Regional Product (including \$20.2 million indirect activity);
- \$20.1 million in incomes and salaries paid to households; and
- 06 FTE jobs (including 186 direct employees).

The base case scenario has less direct employment than the proposal case. Industries of employment in the base case however, have higher multiplier effects, and therefore in Scenario 2 results in reduction in output and GDP, despite an increase in incomes and jobs in the proposal case. The proposal has economic merit, having the ability to positively contribute to Parramatta's local economy and ensuring that the site and surrounding area is not sterilised from an economic perspective.

1.4 Section D – State and Commonwealth Interests

1.4.1 Is there adequate public infrastructure for the planning proposal?

The site is currently serviced by transport, infrastructure and services. Further investigations will be undertaken to determine whether any upgrade of existing facilities is necessary in consultation with Council and service providers.

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.

PART 4 – MAPPING

This section contains the mapping for this planning proposal in accordance with the DPE's guidelines on LEPs and Planning Proposals.

4.1 Existing controls

This section illustrates the current PLEP 2011 controls which apply to the site.











Figure 5. Existing FSR of 1:1 applicable to the site under PLEP 2011



Figure 6. Existing heritage item I585 under Schedule 5 of PLEP 2011

4.2 **Proposed controls**

The figures in this section illustrate the proposed controls on the subject site.



Figure 7. Proposed R2 Low Density Residential zone



Figure 8. Proposed maximum building height of 9m



Figure 9. Proposed FSR of 0.5:1 on the site





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 web-site; and
- written notification to adjoining landowners.

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.

PART 6 – PROJECT TIMELINE

The detail around the project timeline is expected to be prepared following the referral to the Minister for review of the Gateway Determination.

The following steps are anticipated:

Milestone	Anticipated timeframe
Referral to Minister for review of Gateway determination	April 2019
Date of received Gateway determination	May/June 2019
Commencement and completion dates for public exhibition period	June 2019
Consideration of submissions	July/August 2019
Consideration of proposal post exhibition and reporting to Council	August 2019
Submission to the Department to finalise the LEP	September 2019
Notification of instrument	October/November 2019

Appendix 1 – Extracts of Local Planning Panel and Council Meeting Reports and Minutes

Appendix 2 – Ecological Impact Assessment

Appendix 3 – Conservation Management Strategy

Appendix 4 – Urban Design and Architecture Report

Appendix 5 – Traffic Impact Assessment

Appendix 6 – Phase 1 Contamination Assessment

Appendix 7 – Economic Impact Assessment



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