

Planning Proposal Bond's Spinning Mill Site



190 -220, Dunmore Street, Pendle Hill

Submitted to Holroyd City Council
On Behalf of Dyldam (JST (NSW) Pty Ltd)

March 2016 ■ 14614

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1.0 Background

1.1 Introduction

This Planning Proposal to rezone the property known as the Bonds Spinning Mills Site (the subject site) at Pendle Hill has been prepared by JBA on behalf of Dyldam. The purpose of the Planning Proposal is to facilitate the redevelopment and investment in the property for principally residential purposes.

The subject land is currently zoned IN2 Light Industrial under the Holroyd Local Environmental Plan 2013.

This Planning Proposal has been prepared in accordance with the *Environmental Planning & Assessment Act 1979*, and to the requirements outlined in 'A guide to preparing planning proposals', NSW Department of Planning, as amended in October 2012.

1.2 The Site and the Surrounding Context

The subject site at 190-220 Dunmore Street, Pendle Hill (commonly known as the 'Bonds Spinning Mills' site) is the former head office for Bonds Industries and was principally used for the production, distribution and office administration for the Bonds and Berlei product range. The site was established by George A. Bond in 1923 and Pacific Brands finally vacated the site in 2014, after ceasing all manufacturing on the site in 2009.

The site comprises of a total area of approximately 8 hectares with approximately 47,000 square metres of industrial / warehousing uses over multiple buildings contained on a single allotment of land. It is bounded by Dunmore Street to the north, Jones Street to the east and is surrounded by residential development of varying types and densities. Adjoining to the west is an aged persons' complex including the heritage listed Dunmore House and gardens.

The site is situated approximately 4 kilometres from the Parramatta CBD and only 400m from Pendle Hill train station and town centre.

See **Figure 1** –for the site context and **Table 1** for a synopsis of the site's key attributes.



Figure 1 – Location Map
Source: SIX Viewer

Table 1 – Site Attributes

Site Attributes	Details
Property Address	190 – 220 Dunmore Street, Pendle Hill
Legal Description	Lot 1 in DP 735207
Site Area	7.995 ha
Property Dimensions	Dunmore Street (north): 232.3m Jones Street (east): 322.4m Side Boundary (west): 322.1m Rear Boundary (South) 281.5m
Existing Improvements	47,448.2m ² over four main buildings, plus a substantial awning of 2,400m ²
Land Owner	JST (NSW) Pty Ltd
Local Government Area	Holroyd City Council

The site is within walking distance (approximately 400 metres) to the Pendle Hill Town Centre, recognised as a 'stand-alone centre' under the Draft West Central Subregion Strategy. The Town Centre comprises of a mixture of shops and services that service the day-to-day needs of local residents. The Town Centre is served by Pendle Hill Train Station, which forms part of the Western Rail line with services to Parramatta and the Sydney CBD.

1.3 Site Background

At its peak, the Bonds Spinning Mills site employed approximately 2,000 workers and was operational on a 24-hour basis, 7 days a week. It is reported that the Pendle Hill town centre and train station were established to service the Bonds site.

Over time, the operation of the site has been scaled down due to broader restructuring by Pacific Brands and the practical difficulties of maintaining full operations on a site with in part, older buildings and increasingly higher density housing nearby. As a result, a number of buildings within the site are vacant and many under utilised.

The continued use of the site for manufacturing and warehousing is constrained and not practical due to:

- Global economic conditions.
- Existing buildings not suited to modern manufacturing and or warehousing requirements.
- Constraints to 24 hour production with nearby housing.
- A local road network not suited to heavy vehicle transport, particularly B – doubles.

1.4 Development History

- February 2009: Pacific Brands cease all manufacturing operations in Australia, including the Pendle Hill site.
- Early 2010: Pacific Brands meets with Holroyd Council to discuss an intention to rezone the Pendle Hill site for “residential and associated development”.
- During 2010 Pacific Brands had several meetings Council staff to detail Council’s requirements for a rezoning application and the need for a Planning Proposal.
- December 2010: Pacific Brands submission to Draft LEP zoning of the site to continue as IN2.
- February 2011: rezoning application received by Council, including a heritage assessment and concept master plan for the site.
- April 2011: Pacific Brands presented the concept for the future redevelopment of the site to Holroyd Councillors.
- May 2011: Holroyd Councillors inspection of the Bonds site.
- August 2011: Council resolved to prepare a Planning Proposal for submission to the Department of Planning for Gateway Determination. The scheme involved:
 - A range of residential types.
 - Small scale mixed uses.
 - A public park and square.
 - Proposed heights ranging from 2 to 7 storeys, generally 2-3 storeys along the southern boundary and 3-4 storeys along Dunmore and Jones Street.
 - FSR up to 2:1.
- October 2013: Pacific Brands amended the Planning Proposal and resubmitted the package to Council.
- May 2014: the proponent amended the Planning Proposal to reduce the height and FSR over the site to reduce the dwelling yield from 1,800 dwellings to 1,600.
- October 2014: Holroyd Council discuss the Planning Proposal at an Extraordinary Meeting. Three potential density options are proposed by Council in response to the proposal:
 - Option 1 – Submitted Proposal (maximum height to 17 storeys; average FSR of 1.4:1; 1,600 dwellings);
 - Option 2 – Alternate Proposal (Moderate) (maximum height to 12 storeys; average FSR of 1.4:1; 1,300 dwellings);
 - Option 3 – Alternate Proposal (Lower) (maximum height to 8 storeys; average FSR of 1.1:1; 1,000 dwellings).
 Council moved to support Option 2.
- A Gateway Determination was issued by the NSW Department of Planning and Environment (DPE) on 23 February 2015 based upon the Council’s endorsed scheme. It was subject to a number of conditions

Following the DPE Gateway determination, the proposed scheme has been revised to respond to a number of items raised by Council, key stakeholders and the Gateway Determination. In a significantly revised scheme (prepared by PTW Architects), the layout of buildings has been realigned, the road network revised to provided new linkages and activation of spaces, and the key open space

increased to provide a network of public parks and gardens that will be open to the surrounding community. By removing podium level parking the maximum building height has been lowered, also releasing additional site FSR. The revised building envelopes will provide up to 1,640 dwellings which will support the retention and reuse of significant heritage buildings, civil/public works and embellishment of new public open spaces.

1.5 2014 Council Resolution

An extraordinary meeting of Council was held on 7 October 2014. At this meeting the Planning Proposal was discussed. This proposal included building heights up to 53m, an average FSR of 2.2:1 (averaged across the whole site).

The Council resolved to support the Planning Proposal that reduced the height and FSR of the site and therefore reduce the potential apartment yield from 1,600 dwellings to 1,300 dwellings. This option (known as Option 2) reduced the maximum height to 12 storeys (in the central part of the site only) and the average FSR across the site of 1.4:1.

Council resolved to support Option 2 and progress this option to the Gateway. Notwithstanding it was also noted in Council's report that a higher FSR could be considered on the site subject to removal of podium level car parking.

Council's proposed height and FSR mapping results in a 'patchwork' of development standards across the site which would make designing and determining any future applications under these controls very complicated. The planning controls imposed by these arbitrary amendments effectively 'lock in' the previous Concept Masterplan and do not allow any flexibility to consider alternative design outcomes to be implemented. As a result, changes are required to the LEP height and FSR mapping to reflect the revised Concept Masterplan.

The height and FSR controls that were proposed by Council as Option 2 are shown below in Figure 2 and Figure 3.

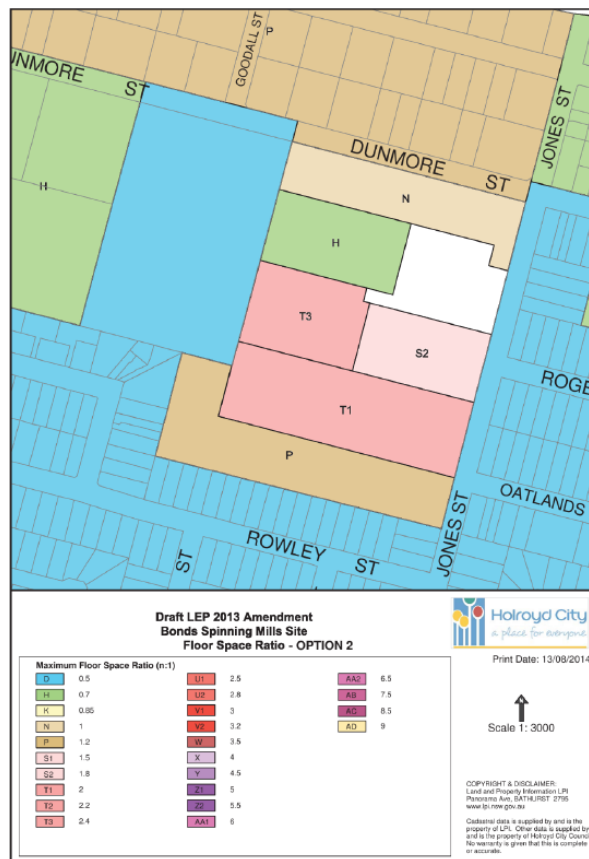


Figure 2 – Council Endorsed FSR Map (Option 2)

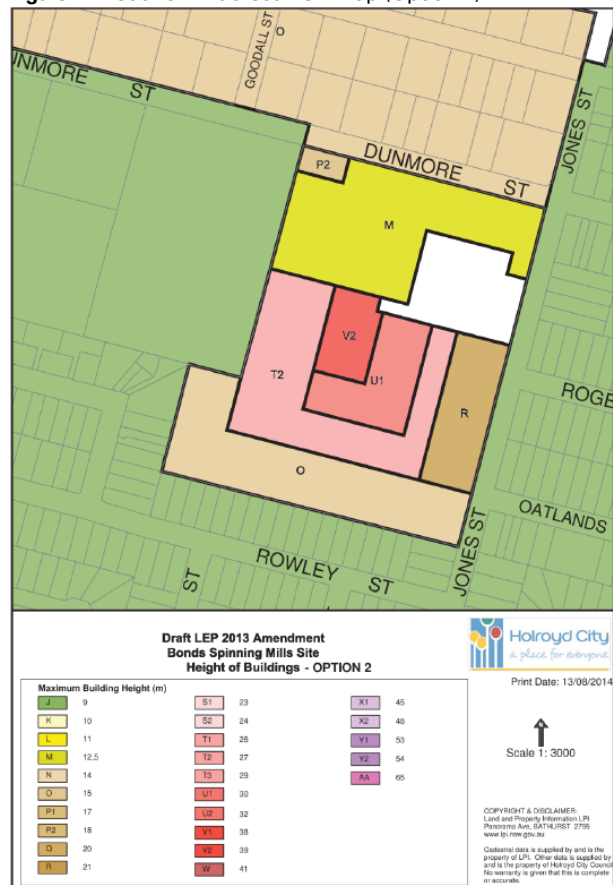


Figure 3 – Council Endorsed Height Map (Option 2)

In response to the Concept Masterplan, Council's Report also raised a number of items to be addressed after the Gateway Determination, these include:

- A Conservation Management Plan fully incorporating the addendum and acknowledgement of State significance;
- An agreed Voluntary Planning Agreement;
- Social Impact Assessment (as noted in Section 5.3.3 of submitted planning proposal); and

Revised Concept Master Plan and supporting documents reflecting the endorsed planning proposal.

The above concerns formed the basis of a design review and have been addressed in the revised Masterplan by PTW Architects. Further details are provided within Section 1.7 below,

1.6 Gateway Determination

The NSW DPE determined in February 2015 that the Planning Proposal, as endorsed by Council, should proceed subject to further studies, including:

- a Social Impact Analysis;
- an updated urban design report reflecting a 12 storey maximum building height;
- a revised traffic and transport report based on a dwelling yield of 1,300 dwellings;
- a storm water and flooding assessment; and
- a final Conservation Management Plan.

The determination also reflected the agreed consultation process as well as the need for a public hearing.

The Gateway identified a timeframe of a minimum 18 months for finalisation.

It is noted however that the revised concept that is subject of this Planning Proposal presents as a new scheme, with all specialist inputs amended to reflect this revised scheme.

1.7 Development Overview

A revised Concept Master Plan (the master plan) prepared by PTW Architects is provided with this submission which details the urban design principles that will guide the future development of the site. The master plan forms part of the Planning Proposal submission to Council and should be read in conjunction with this document, it will also assist Council, the community and stakeholders in creating a design led solution for the site.

The vision for the site is to create a high quality, vibrant new residential precinct, which recognises the heritage of the site and its attachment to the local community as a major employer and iconic Australian company (Bonds). The site is effectively a 'brownfield site' that is recognised by State and Local strategic planning documents as being better suited to uses that make use of an accessible location within an established residential setting.



Figure 4 – Masterplan
Source: PTW

The key tenets of the revised plan include:

- Significant provision of high quality public open space including;
 - A multi-use Public Park
 - Marketplace Plaza and Entry Boulevard
 - Five smaller public parks and community gardens
 - Landscaped boulevards and linkages
- Integrated built industrial heritage with an active, mixed use community precinct;

- Views and vistas into and across the site;
- Retention of vegetation strips;
- Pedestrian connections across the site and links through to site connecting to Pendle Hill station;
- A new residential precinct of streets and landscaped corridors;
- Taller buildings in the centre of the site with reduced impact to adjoining properties through the tapering down of building heights.

Following the 2014 Council resolution, a Social Impact Assessment (SIA) has been completed. This SIA concludes that a 5,000m² multi-purpose park that is proposed within the revised scheme will meet the requirements of the future residents.

The master plan aims to provide up to 1,640 dwellings within a mix of building forms and typologies, in addition to approximately 6,000sqm of retail, business and commercial space in retained heritage buildings and over 33,944sqm of publicly accessible open space (42.6% of site) as well as 8,820sqm of private open space. A total of 21,830sqm (27% of site) is available for deep soil planting and meets all statutory requirements of SEPP 65.

The master plan proposes building heights up to 38m (12 storeys), an overall FSR of 2:1 and a land use zoning of R4 High Density Residential, as well as a B2 Local Centre and RE1 Public Recreation area.

The Planning Proposal seeks endorsement from Council and the Department of Planning and Environment to rezone the lands from the current Light Industry zone to one that allows and accommodates the proposed mix of uses at the site.

The master plan seeks to provide Council, the local community, key agencies and the NSW Department of Planning and Infrastructure with the basis of making an informed decision on the appropriateness of the proposed rezoning in terms of the range of uses and scale of development. It is intended that the formulation of future development controls for the site will be on a design led basis, most relevantly, land use zones, floor space ratios, and height of buildings.

A site specific Development Control Plan has been developed to provide further planning controls to refine the Masterplan and guide the assessment of future development applications for each stage of the redevelopment. This is provided as **Appendix J**.

The master plan has been informed by the following inputs:

- Heritage Impact Assessment and Draft Conservation Management Plan.
- Traffic impact and assessment.
- Retail assessment.
- Social Impact Assessment
- Open space needs assessment.
- Contamination reporting.
- Servicing Strategy
- Flood Strategy.
- Cut and Fill Strategy

1.8 Review of DP&E and Council Assessment Guidelines

The revised Master Plan was prepared in response to items raised in Council's report and determination, the Gateway Determination and subsequent community / stakeholder input. A summary of these responses is provided within the Table 2 and Table 3.

Table 2 – Summary of issues and responses to DP&E Strategic Merit Assessment Guidelines

Strategic Merit Consideration	Review
Land Use Zones	- Revised scheme required amendment to - Zoning plan: RE1 layout revised - Height plan / FSR plan amended to reflect updated scheme and provide greater flexibility for the design refinement process that will occur throughout the rezoning process and subsequent Stage DA processes
Context & Visual Impact (Scale, Max, Heights)	'Height Pyramid' principle retained - Maximum height of 12 storeys (as endorsed by Council) maintained and reduced building heights at site edges - Deletion of continuous building edge to southern frontage beneficial - Street wall maintained to main Dunmore Street frontage to respond to adjoining medium density area to the north. Heights maintained at 4 storeys to Dunmore Street.
Visual Impact Adjoining (Max. Heights, FSR at edges)	- Height pyramid maintained and reduced heights proposed to site edges to provide better interface to adjoining properties - Large 8Ha site enables better manipulation of scale to reduce impacts at the site edges. - View lines from Dunmore house maintained and building bulk reduced over the 'heritage precinct'.
Solar Access (mid-winter shadows)	- Reduced building bulk at the southern part of the site will decrease shadow impact on buildings to the south in the morning and to the east and south in the evening. - Reducing the continuous building wall to the southern boundary will provide opportunity to allow sunlight access and views into new open space.
Privacy (Zone, setback vs. height)	- Site setbacks maintained and rear setbacks increased. - Reorientation of building footprints will reduce privacy impacts from windows facing south to the rear yard areas of the residences to the south. - Detailed design of buildings to address casual overlooking from the new development to existing residences.
Density (Average FSR, Dwellings)	- The master plan aims to provide up to 1,640 dwellings within a mix of building forms and typologies, in addition to approximately 6,000sqm of retail, business and commercial space in retained heritage buildings and over 33,944sqm of publicly accessible open space (42.6% of site) as well as 8,820sqm of private open space - An overall FSR proposed of 2:1
Local Traffic	- The originally submitted and endorsed proposal considered 1,600 units and has been revised to now consider 1,640 units. - We are of the opinion that as a result of the redesign, the proposal is deemed to be suitable subject to a number of mitigation measures outlined in this report
Car Parking	- Deletion of podium car parking replaced with basement carpark will reduce the overall building massing and reduce blank walls / facades as well as car park entry areas / loading bays etc 1 space per dwelling sought, with 1 per 44sqm of retail / commercial GFA as per Council's DCP controls
Public Transport Cycle, Pedestrian	- An increase in apartment numbers will increase patron numbers for public transport - Early engagement with Transport for NSW will be sought as part of this process to address capacity issues at Pendle Hill station, however it is noted that the station has since been subject to a major upgrade
Environmental	No change proposed. A servicing strategy and flooding review has been undertaken as required in the Gateway Conditions

	▪ A preliminary investigation into cut and fill has been completed and incorporated into the Concept Masterplan. The cut and fill strategy to be implemented at the next stage of the design will aim to significantly reduce the number of off-site truck movements required during site preparation
Economic (Commercial Zone Area, Commercial Floor Space)	▪ A total of 6,000sqm of commercial / retail floor space. This has been reduced from previous iterations and has been supported by the Hill PDA report and the subsequent review by Council.

Table 3 – Summary of issues and responses to Council Assessment

Strategic Merit Consideration	Review
Proposed Land Uses and Planning Controls	▪ Revised scheme is consistent with the previous scheme ▪ Building orientations have changed and height / FSR controls on the site and have been reflect the updated scheme and provide some flexibility to design development as the scheme progresses
Strategic Planning Context	▪ No significant change from the previous assessment. ▪ Imminent release of Subregional Plans by the NSW Department of Planning and Environment will likely to increase dwelling targets ▪ Recent release of Council's Wentworthville Centre Revitalisation Strategy
Scale and Visual Impact	▪ The density of the site is retained towards the centre and centred around new public parklands ▪ Height transition down to 3-4 storeys on the southern boundary where the site adjoins lower scale built forms. ▪ Changes in the existing ground level allow for density to be retained while mitigating the visual impact of the scheme on surrounding residents. The slope of the site and the historical benching means the end building heights will be read as up to 2 – 3 storeys less than is the case with heights in the centre hidden behind lower scale built form at the edges.
Residential Amenity – Solar Access	▪ Reorientation of buildings allows for improved solar access to apartments and public space. ▪ Shadow diagrams show that all neighbouring residences received the required sun access ▪ Reducing the continuous street wall to the southern boundary will provide opportunity to allow sunlight access
Residential Amenity – Privacy	▪ Site setbacks maintained ▪ North-south nature of building footprints will reduce south facing windows to the rear yard areas of the residences to the south. ▪ Changes to the existing ground level may allow for density to be retained while mitigating the visual impact of the scheme on surrounding residents.
Local Traffic	▪ Revised report identifies a number of mitigation measures that will support this quantum of development
Car Parking	▪ A single underground car park is proposed ▪ The proposal will meet Council DCP requirements
Public Transport	▪ An increase in density within walking distance from Pendle Hill and Wentworthville station will increase patron numbers for public transport ▪ Early engagement with Transport for NSW will be sought as part of this process to address capacity issues at Pendle Hill station.
Cycle and Pedestrian Movement	▪ The revised site layout encourages greater permeability through the site – particularly north-south movements that allow access through the site to the Pendle Hill centre and station
Environmental Considerations	▪ Flooding review undertaken and supports the proposal
Economic Considerations	▪ A total of 6,000sqm of commercial / retail floor space. This has been reduced from previous iterations and has been supported by the Hill PDA report and the subsequent review by Council
Social & Cultural Considerations – General	▪ Community spaces will be discussed and negotiated with Council as part of the VPA preparation ▪ Significant contributions will be levied from the development for district and local community infrastructure ▪ A Social Impact Assessment has been undertaken that supports the proposal subject to a number of mitigation measures
Social & Cultural	▪ All heritage items now retained (subsequent structural analysis of the Dance

Considerations – Heritage	Hall has been undertaken and will now be retained) ▪ A revised heritage review supports the proposal ▪ The design will create a public precinct which will provide activation and allow public access to appreciate the heritage qualities of the site
Social & Cultural Considerations – Open Space	▪ 33,944sqm of publicly accessible open space (42.6% of site) as well as 8,820sqm of private open space. ▪ 2.27 Ha provided in previous master plan. ▪ 30% of site required by DCP. ▪ Increase of 1.12 ha over the site.
Infrastructure Considerations	▪ Servicing strategy indicates sufficient services available and to be upgraded to support the development
Stakeholder Engagement	▪ Early engagement has already taken place, with the proponent endorsing an extended stakeholder engagement process
Timeframe for Planning Proposal	▪ The timeframe for the planning proposal will be determined subject to Council and DPI assessment. It is considered that there is now sufficient information to allow the public exhibition of the proposal
Gateway Conditions	▪ The gateway determination (dated 23rd February 2015) includes a list of reports that must be prepared and exhibited.

2.0 Site Context

This chapter briefly describes the site. Further detail is provided in the sections describing the different elements of the existing environment.

2.1 Demographic Context

A Social Impact Assessment has been prepared by GHD in line with *Holroyd City Social Impact Assessment Policy 2012* and is provided as **G** and is summarised below.

2.1.1 Population

At the time of the 2011 Census, there were 6,663 people living in the suburb of Pendle Hill in 2,226 dwellings. Holroyd LGA grew from 89,766 people in 2006 to 99,163 in 2011, which is an increase of 9,937 persons or an average annual increase of 1.8%.

The 2014 NSW Department of Planning and Environment population projections for the LGA estimate that by 2031, 136,000 people will be living in the Holroyd LGA, which is an average annual increase of around 1.3% from 2011. Comparable data for the suburb of Pendle Hill was not available.

The traditional owners of Holroyd LGA are the Darug nation. In 2011, Aboriginal and Torres Strait Islander people made up 0.8% of the population, which is consistent with the LGA, but lower than the NSW average at 2.5%.

The median age of Pendle Hill in 2011 was 36 years. This is slightly higher than the LGA at 34 years, but slightly lower than the state average of 38 years. The age profile for Pendle Hill compared to Holroyd LGA and NSW is shown in **Figure 5**.

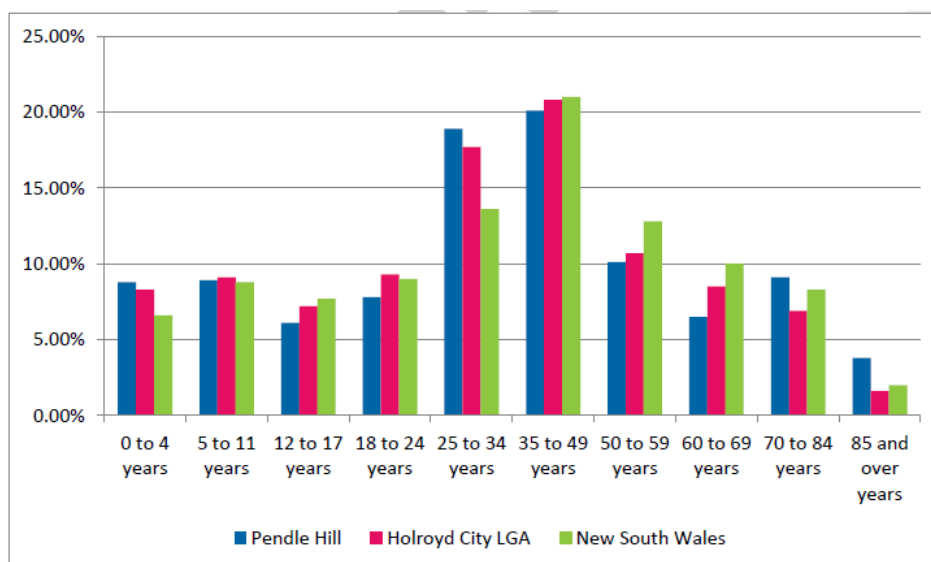


Figure 5 – Age Profile

Source: ABS, GHD

The graph demonstrates that compared to the LGA, Pendle Hill has slightly more families with young children, less families with high school aged children and young adults aged 18 to 24 years, less older people between 60 to 69 years, but significantly more people over 70 years.

As a culturally diverse suburb, Pendle Hill has a comparable number of people who speak only English at home (40.3%) compared to the LGA (43.2%) but much

lower than the rest of the State (72.5%). Other languages spoken at home included Tamil (12.7%), Hindi (4.5%), Arabic (4.4%), Gujarati (4.2%) and Punjabi (2.1%).

In Pendle Hill, 56.9% of people were born overseas, which is a higher rate than the LGA at 49.6% and is a much higher rate of overseas born residents than the rest of the state at 31.4%. The most common countries of birth for Pendle Hill were India (14%), Sri Lanka (9.2%), Philippines (2.3%), China (2.1%) and New Zealand (2.1%).

2.1.2 Families and Households

In 2011, the majority of households in Pendle Hill were family households at 71.3%. This was followed by single households at 26.4% and group households at 2.3%. This is comparable to the LGA average, with 76.4% family households, single at 20.9% and group households at 2.7%.

Couple families with children made up over half of all families in Pendle Hill in 2011 (51.5%) which is consistent with the LGA average (50.7%) and higher than the state average (45.5%). There were less single parent families at 15.6% compared to the LGA average 17.6%.

In 2011, Pendle Hill was primarily made up of separate houses (50.5%) followed by flats/units/apartments (30%), and semi-detached housing (18.4%). In 2011 the majority of dwellings in Pendle Hill were rented (40% compared to 35% for the LGA), followed by those owned with a mortgage (31% compared to 33%), and those owned outright (23.6% compared to 30%).

The median weekly income for households in Pendle Hill in 2011 was \$1,188 which was lower than LGA average of \$1,209. In 2011 in Pendle Hill 26.9% of households had a weekly household income of less than \$600, which is higher than the LGA average at 24%. There were also less high income households earning more than \$3,000/week (8.7%) compared to the LGA (9.4%).

2.1.3 Transport

In Pendle Hill, 15.7% of households did not own a car, which is higher than the LGA average at 12%. Over half of employed residents travel by car to work either as a driver or as passenger (57%) which is lower compared to the LGA (63.2%). Almost a third of employed residents (28%) travel by public transport to work, which is higher compared to the LGA at 20.4%.

2.1.4 Employment and Education

In 2011, 8% of Pendle Hill residents in the labour force were unemployed. This is consistent with of the unemployment rate for the LGA at 7.2%, but much higher than the state average at 5.9%.

The most common occupations in Pendle Hill included Professionals (23.8%), Clerical and Administrative Workers (19.4%), Technicians and Trades Workers (12.8%), Labourers (9.1%), and Sales Workers (8.6%).

2.1.5 Socio-economic Index

The index of relative socio-economic disadvantage is derived from Census variables related to disadvantage, such as low income, low educational attainment, unemployment, and dwellings without motor vehicles (Australian Bureau of Statistics, 2013). A higher score on the index indicates a lower level of disadvantage, while a lower score indicates a higher level of disadvantage.

The 2011 Index of Relative Socio-economic Disadvantage for Pendle Hill compared to Holroyd LGA presented in **Table 2**. The table shows that Pendle Hill has a similar level of disadvantage compared to the LGA, and is more disadvantaged than Greater Sydney and NSW.

Table 4 – Indices of Relative Socio-economic Disadvantage for the Study Area

Area	2011 Index
Pendle Hill	957.7
Holroyd City	965.6
Greater Sydney	1,011.3
New South Wales	995.8

2.2 State Strategic Planning Context

2.2.1 A Plan for Growing Sydney

The NSW Government released *A Plan for Growing Sydney* in December 2014. The plan sets four Goals and a number of Directions through which these Goals and can be achieved. Assessment of the proposal against the relevant directions can be found in Section 10.1.

The site is located within the West Central Subregion, as identified within the Plan. The proposal would support the identified priorities for the West Central Subregion.

2.2.2 The draft West Central Subregional Strategy 2007

The draft Subregional Strategy (NSW Department of Planning, 2007) reflects the housing target identified for the West Central Subregion under the Sydney Metropolitan Strategy which was released prior to the Metropolitan Plan for Sydney 2036 (2010). The Metropolitan Strategy 2005 established a target of 95,500 additional homes within the subregion to 2031, allocating a target for Holroyd of 11,500. The Metropolitan Plan for Sydney 2010 increased this figure to 96,000 new homes for the subregion.

As discussed, the draft Sydney Metropolitan Strategy, 2013 updates these targets further, with the relevant Subregion to Holroyd LGA requiring a 50% increase on 2011 dwelling numbers over 20 years. The draft Subregional Strategies are to be superseded following the adoption of the Draft Metropolitan Strategy, however for the purposes of this document, the 2007 draft Subregional Strategy still applies.

Pendle Hill is recognised as a Small Village in the draft Strategy. The strategy defines a small village as having *"a cluster of shops for daily shopping... but does not have a supermarket"*. It goes on to state that *"Small villages and other small local centres are ideally co-located with bus stops, schools and small parks. A Small Village has an approximate radius of 400m"*.

The draft Strategy identifies that the typical dwelling range within the 400m catchment should be between 800–2,700 dwellings provided in medium density housing, including shop-top dwellings in and around the main street.

The Pendle Hill Centre currently provides a small supermarket and is located on heavy rail line. As a result, its catchment would likely extend beyond 400m and may therefore be considered as something larger than a 'small village'. It is interesting to note that it is the only 'small village' on the Western Heavy Rail Line.

The draft Strategy identifies the site as being suitable for renewal, stating:

47) Bonds Spinning Mills (Manufacturing–light)

This single occupier precinct is a significant local employer, accommodates the bonds clothing factory. To the north of the site stands established residential flat building development while low-density single dwelling development is found on the eastern and southern sides. Situated on the western side of the precinct are aged care facilities. The precinct is comprised of a number of large conjoined industrial buildings. Given the mainly residential nature of the locality and the availability of more suitable employment lands at the nearby Girraween (see Precinct no. 46) precinct, this site may be considered for alternative development, but only if existing operations cease.

Key directions of the draft Subregional Strategy relevant to the proposal include:

- Increasing housing densities in centres where access to employment, services and public transport are provided.
- Cater for changing housing needs.
- Provide zoned capacity for a significant majority of new housing in centres.

This proposal can assist Council in meeting the key directions in the draft Strategy.

2.2.3 Local Planning Context

Council gazetted its LEP in 2013 following the undertaking of a raft of background studies to support the LEP process. Council, in its Media Release on the LEP (5 April 2013) recognise the benefits of the new framework, citing benefits as:

- Providing greater housing sustainability:
 - Greater diversity in housing options.
 - Greater accessibility to housing in high-demand locations.
 - New dedicated medium density zones.
 - Increased likelihood of housing affordability and rental accommodation.
 - Increased measures for amenity in high density areas and surrounds.
- Paving the way to steady local economic growth:
 - Increased number and range of professional and retail services.
 - Greater incentives for development and investment.
 - Greater certainty of funding for key drainage and road infrastructure.
 - Improved viability for increased levels of transport services to meet increased demand.
- Revitalising the Merrylands Centre:
 - Increased growth capacity.
 - Increased opportunities for socialising and entertainment.
 - Increased implementation of measures for safer environments.
 - Greater provision for community spaces and facilities.
 - Greater provision for parks, recreation, streets and landscapes.

The proposed rezoning of the Bonds Site provides a number of benefits in alignment with the Council's recognised drivers listed above, specifically the provision of housing diversity in accessible and in-demand locations, as well as increased supply of housing in a highly amenable environment to aid the housing affordability and rental accommodation in the LGA. The proposal also

provides for a mix of land uses which will increase the range and accessibility of retail and other services.

The Residential Development Strategy (Holroyd City Council, April 2012) was prepared to inform the LEP making process. In respect to Pendle Hill and more specifically the Bonds Site, the Residential Development Strategy (RDS) noted that

PH1.10 Investigate the potential for rezoning of the Bonds site on Dunmore Street to residential (this site is currently zoned for light industrial uses). Rezoning of this area should be subject to the preparation of a Precinct Plan that identifies an appropriate mix of dwelling types & densities and appropriate building heights, incorporates open space provision and provides public vehicle and pedestrian/cyclist access between Dunmore Street and Jones Street.

The Planning Proposal includes a master plan (fulfilling the requirement for a 'Precinct Plan') that considers an appropriate mix of dwelling types, densities and appropriate building heights mindful of the site's proximity to a train station, Council's dwelling targets and the broader State Government Strategy to deliver 27,500 dwellings per annum over the next 20 years.

The master plan incorporates a mix of uses, open spaces and provides public vehicle and pedestrian/cyclist access, as well as the active re-use and celebration of local heritage items.

The RDS identifies Pendle Hill as a small village, however notes that it has potential for further growth over the next 25 years. This is identified through the *"redevelopment of the Bonds site on Dunmore Street is anticipated in the short term. This will provide an opportunity for high quality mixed density residential development in a central location as well as increasing provision of open space to support the increase in population"*.

This proposal meets the anticipated directions for the Bonds Site as envisaged in the Residential Development Strategy.

3.0 Objectives and Intended Outcomes

The objectives of this Planning Proposal is to enable the rezoning of the subject site located at 190-220 Dunmore Street Pendle Hill, for the purposes of a mixed use development incorporating residential uses, public open space, ancillary retail uses and associated infrastructure.

This Planning Proposal aims to:

- Make best use of land in proximity to the existing Pendle Hill town centre and train station;
- Acknowledge and celebrate the important contribution of Bonds Spinning Mills to the history and development of Pendle Hill and its community;
- Complement the existing residential neighbourhood in terms of land use, density, bulk and form as well as the provision of facilities and services for the local community;
- Promote a high standard of urban design that acknowledges and enhances the existing natural features of the site and surrounding street network;
- Take full advantage of a large site through an integrated design solution;
- Make a positive contribution to the Pendle Hill neighbourhood of which it forms part;
- Provide important publicly accessible open space for a range of active and passive recreational opportunities.
- Contribute to housing provision and diversity in the Holroyd LGA.

The site is well placed to support and promote higher density housing within a walking catchment of the Pendle Hill centre.

4.0 Explanation of Provisions

The site is currently zoned *IN2 Light Industrial* in the Holroyd Local Environmental Plan 2013, which was a 'like for like' conversion of the *4(b) Light Industrial* zone under Holroyd LEP 1991 (HLEP 1991). An objection to this draft zone was submitted to Holroyd Council by Pacific Brands however the draft endorsed by Council retained the IN2 zone over the site.

In order to facilitate the Planning Proposal, the following amendments are required to the Holroyd Local Environmental Plan 2013:

1. Amendment of the LEP Zoning Map:

Based on the land uses proposed and density of development, the preferred zone that is appropriate is R4 High Density Residential, with an area of B2 Local Centre and RE1 Public Recreation.

2. Additional Permitted Use:

Insert new map

Insert Clause in accordance with Clause 2.5 of the LEP 2013:

Schedule 1 Additional permitted uses

15 Use of certain land at 190-220 Dunmore Street, Pendle Hill

(1) This clause applies to land at 190-220 Dunmore Street, Pendle Hill, being Lot 1, DP 735207, identified as "APU 16" on the Additional Permitted Uses Map.

(2) Development for the purposes of commercial premises is permitted with development consent.

*(3) Development for the purpose permitted in subclause (2) must not exceed a total gross floor area of 6,000sqm. **

* The final quantum of additional commercial uses will be determined subject to the outcome of further detailed planning, impact assessment and relevant stakeholder consultation.

3. Amendment of the LEP Height Map:

Subject to the outcome of master planning and stakeholder consultation, the LEP amendment will need to reference controls relating to Height of Buildings under clause 4.3 of the LEP 2010.

The current master plan for the site identifies buildings up to 38m.

4. Amendment of the LEP FSR Map:

Subject to the outcome of master planning and stakeholder consultation, the LEP amendment will need to reference controls relating to floor space ratio under clause 4.4 of the draft LEP 2010.

The current master plan for the site identifies a FSR of 2.0:1.

It should be noted that the final detail on all mapping will occur following liaison with Council, key stakeholders, Government Agencies and the community and possible refinement of the master plan. As a result, the final master plan may change and the proposed LEP provisions with it.

The proposed amendments to the mapping is explained in Section 6– Mapping.

Together with the land use and development control provisions within the LEP, a site specific Development Control Plan (DCP) has been prepared to give further guidance on the end development outcomes for the site.

Further, consideration may also need to be given to the preparing of a Stage 1 'Concept Master plan' Development Application considering that the site will be developed in a number of stages. The future planning stages of the development can be refined in a Staged Development Application to guide the development envisaged for the site and give Council and the community greater surety and opportunity for comment throughout this process.

5.0 Justification

5.1 Need for the Planning Proposal

5.1.1 Is the planning proposal a result of any strategic study or report?

Yes.

The Planning Proposal has been prepared due to the site no longer being suitable, or required, for industrial purposes. This has been identified in the draft West Central Sub-regional Strategy 2007 (WCSRS 2007) as *"an industrial site suitable for an alternate zoning, given that the industrial use is now redundant, its residential setting and strategic context of the site proximate a train station and Parramatta CBD"*.

Importantly, Council's Residential Development Strategy anticipated the rezoning of the Bonds Site *"in the short term"*. Notwithstanding this, Council's LEP 2013 was gazetted with the site remaining as IN2 Light Industrial Zone. The LEP was first exhibited in 2010 and re-exhibited in 2011, with final gazettal in April 2013. Notably, the LEP aims to provide:

- Greater housing choice.
- Sustainable growth in new vibrant centres situated around transport nodes.
- Greater opportunities for local business development.
- More employment opportunities.
- Opportunities for affordable housing.
- Appropriate separation between residential and business areas.
- Opportunities for diverse forms of retailing.
- Distinction between residential densities.

This Planning Proposal meets a number of the comprehensive LEP objectives. A review of the mixed use, medium and high density residential zones proposed surrounding the site illustrates that the proposal is compatible with the surrounding development envisaged in the LEP.

5.1.2 Is the planning proposal the best means of achieving the objectives or intended outcomes?

Yes.

The planning proposal is the best means of achieving the objectives for the site as well as addressing the draft Subregional Strategy and Holroyd RDS outcomes for the site.

A submission was provided to Council's LEP process seeking an alternative to the proposed IN2 zone, however Council did not support this due to the timeframes required to have the LEP endorsed and forwarded to the DPI. This is despite the Residential Development Strategy identifying the site for alternative uses.

Therefore, a site-specific Planning Proposal is required to amend the planning framework as it applies to the site.

The final rezoning will be subject to ongoing discussions with Council and will be considered in conjunction with other development controls, specifically FSR, land use and height of buildings.

5.1.3 Is there a Net Community Benefit?

Yes.

The Planning Proposal will have a significant net community benefit. In particular, the Planning Proposal will:

- Eliminate the potential for land use conflict between the existing industrial and residential zones;
- Make best use of land in walking distance of an existing train station within an established residential setting;
- Support a diverse range of uses in order to create a more active precinct;
- Support the economic activity of the Pendle Hill Town Centre;
- Reduce heavy truck movements associated with industrial uses;
- Increase sustainable transport patronage given the close proximity of the site to Pendle Hill Station;
- Increase the range of housing choices within the Pendle Hill area as well as increasing housing stock within the Holroyd LGA in line with the dwelling targets set out in the draft West Central Sub-region Strategy 2007;
- Adaptively reuse heritage buildings;
- Provide publicly accessible open space in a suburb with a recognised under supply of open space.
- Promote and acknowledge the social and heritage contribution of the Bonds site to Pendle Hill.

Table 3 addresses the evaluation criteria for conducting a “net community benefit test” within the Draft Centres Policy (2009) as required by the guidelines for preparing a Planning Proposal.

Table 5 – Assessment of Net Community Benefit

Evaluation Criteria	Assessment
Will the LEP be compatible with agreed State and regional strategic direction for development in the area (e.g. land release, strategic corridors, development within 800m of a transit node)?	✓ Yes. The proposal is consistent with key elements of the draft Metropolitan Strategy for Sydney and specifically the draft West Central Sub-region Strategy 2007 as discussed above. The proposal is within 400m of a transit node and presents the opportunity to provide housing near transport and, according to the Draft Subregional Strategy “the residential nature of the locality and the availability of more suitable Employment Lands at the nearby Gurraveen precinct, this site may be considered for alternative development, but only if existing operations cease.” ¹
Is the LEP located in a global/regional city, strategic centre or corridor nominated within the Metropolitan Strategy or other regional/subregional strategy?	✓ Yes. The site is recognised as being ‘regionally connected’ to the Parramatta CBD, identified as a ‘City Shaper’ and key driver for employment and housing growth for Metropolitan Sydney in the draft Metropolitan Strategy.

¹ NSW Department of Planning; West Central Draft Sub-region Strategy; 2007

Evaluation Criteria	Assessment
Is the LEP likely to create a precedent or create or change the expectations of the landowner or other landholders?	✗ No. The proposed rezoning is unlikely to create a precedent within the locality or change the expectations of the site. The site is anomalous to its surrounds – being an industrial use in a residential context. The site is one of the largest single land holdings in the area, and therefore provides the opportunity for an integrated approach to urban renewal. Additionally, the subject site has been the subject of a prior Planning Proposal which was endorsed by Council which supports this proposal's objectives.
Have the cumulative effects of other spot rezoning proposals in the locality been considered? What was the outcome of these considerations?	✓ Yes. There are no known other spot rezoning's in the locality that are being considered however this will be discussed further with Council and considered in detail as required.
Will the LEP facilitate a permanent employment generating activity or result in a loss of employment lands?	✓ No. The proposal will result in the net loss of employment generating land due to the closure of the Bonds operations as foreseen in the draft Sub-regional Strategy and Council's Residential Development Strategy. Despite this, the proposal seeks to provide local employment within the site through the provision of c. 6,000sqm of retail and commercial floor space.
Will the LEP impact upon the supply of residential land and therefore housing supply and affordability?	✓ Yes. The proposal will increase housing stock in a predominantly residential locality and aid the diversification of dwelling types and affordability profiles in proximity to a rail station.
Is the existing public infrastructure (roads, rail, utilities) capable of servicing the proposed site? Is there good pedestrian and cycling access? Is public transport currently available or is there infrastructure capacity to support future transport?	✓ Yes. The site is located within walking distance of the Pendle Hill rail station. A traffic report has been prepared for the site Appendix C . The site is located within an existing infill residential area and therefore benefits from existing infrastructure and utilities.
Will the proposal result in changes to the car distances travelled by customers, employees and suppliers? If so, what are the likely impacts in terms of greenhouse gas emissions, operating costs and road safety?	✓ Yes. Through the provision of housing near heavy rail, it is envisaged that car distances travelled per capita can be reduced. A detailed analysis of the traffic and transport context of the site and the proposed development will form part of any rezoning proposal. This is supported by the Council commissioned report Holroyd Draft Residential Housing Strategy "Centres Strategy" Transport Review (Stapleton Transportation & Planning Pty Ltd, March 2011) which identifies that increased housing proximate rail stations reduces car ownership (and parking requirements) and ultimately car distances travelled.
Are there significant Government investments in infrastructure or services in the area where patronage will be affected by the proposal? If so, what is the expected impact?	✓ Yes. It is expected that patronage of the Railcorp network can be increased and hence increase revenue raised at the existing infrastructure. Additionally, upgrade works are planned for Pendle Hill Station.
Will the proposal impact on land that the Government has identified a need to protect (e.g. land with high biodiversity values) or have other environmental impacts? Is the land constrained by environmental factors such as flooding?	✗ No. There are no known constraints over the land.
Will the LEP be compatible/complementary with surrounding adjoining land uses? What is the impact on the amenity in the location and wider community? Will the public domain improve?	✓ Yes. The subject site is surrounded by land proposed for medium to high density residential development to the north and towards the Pendle Hill train station and town centre. As part of the master planning for the site, it is proposed to provide amenities and facilities, particularly open space as identified in Council studies as being deficient.

Evaluation Criteria		Assessment
Will the proposal increase choice and competition by increasing the number of retail and commercial premises operating in the area?	✓	Yes. It is proposed to augment the increased residential population with ancillary retail and commercial facilities.
If a stand-alone proposal and not a centre, does the proposal have the potential to develop into a centre in the future?	✗	No. The quantum of retail and other ancillary floor space will be subject to detailed trade area analysis. Notwithstanding this, there will be no opportunity for continued retail expansion, as the quantum of floorspace will be stipulated in the approved master plan.
What are the public interest reasons for preparing the draft plan? What are the implications of not proceeding at that time?	✓	The proposal will support a mixed use precinct, which will provide facilities and services to the broader community. If the proposal was not supported, the site would remain as an Industrial use which has been demonstrated as being not compatible with the surrounding development. Further, its strategic potential to deliver a development of the nature intended would be lost.

5.2 Relationship to Strategic Planning Framework

5.2.1 Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy

Yes, the draft West Central Sub-regional Strategy 2007 (WCSRS 2007) specifically identifies the Bonds Spinning Mills Site as an industrial site suitable for an alternate zoning. The DWCSRS 2007 stipulates the following:

“This single occupier precinct is a significant local employer, accommodates the Bonds clothing factory. To the north of the site stands established residential flat building development while low-density single dwelling development is found on the eastern and southern sides. Situated on the western side of the precinct are aged care facilities. The precinct is comprised of a number of large conjoined industrial buildings. Given the mainly residential nature of the locality and the availability of more suitable Employment Lands at the nearby Girraween (See Precinct No. 46) precinct, this site may be considered for alternative development, but only if existing operations cease.”

As the existing manufacturing operations have ceased at the site, the site is no longer suitable for industrial uses.

The Planning Proposal will compliment other key objectives of the WCSRS in relation to:

- Provide local employment opportunities: the loss of employment from an alternate zoning will be offset by additional employment lands in Girraween and the Western Sydney Employment Lands.
- Allow for housing growth close to public transport corridors.
- Provide greater housing choice and affordability.
- Coordinate planning and governance of centres and improve connectivity between centres: the proposal will contribute to support the economic activity of the Pendle Hill Town Centre and will promote increased public transport patronage given the close proximity to Pendle Hill Station.
- Improve recreational facilities and access to open space.

5.2.2 Is the proposal consistent with the local Council's community strategic plan, or other local strategic plan?

The Planning Proposal is consistent with Holroyd Council's local strategic plan known as 'Living Holroyd Draft Community Strategic Plan' as well as the Residential Development Strategy prepared to inform the LEP 2013.

The plan establishes a central vision for Holroyd for 20 years into the future. By 2031, Holroyd is expected to accommodate an additional 30,000 people and 11,000 new homes. The Planning Proposal supports the objectives of the 'Living Holroyd Draft Community Strategic Plan' in that it will provide additional dwellings to accommodate anticipated population growth within close proximity to an established public transport node and town centre.

The Residential Development Strategy notes that *"Redevelopment of the Bonds site on Dunmore Street is anticipated in the short term. This will provide an opportunity for high quality mixed density residential development in a central location as well as increasing provision of open space to support the increase in population."*

5.2.3 Is the proposal consistent with applicable State Environmental Planning Policies?

The planning proposal is consistent with State Environmental Planning Policies (SEPPs) that apply to the site. Refer to **Table 3** below:

Table 6 – Relevant SEPPs

State Environmental Planning Policy		Assessment
SEPP 1 – Development Standards	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.
SEPP 6 – Number of Storeys in a Building	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.
SEPP 55 – Remediation of Lands	✓	A Phase 1 Environmental Site Assessment has been prepared as part of the Planning Proposal documentation and has identified the lands as being suitable for residential development.
SEPP 65 – Design quality of residential flat development	✓	A preliminary assessment of scheme against the principles of SEPP 65 has been prepared as part of the Urban Design Report documentation
SEPP (Housing for seniors or people with disability) 2004	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.
SEPP (Building sustainability Index: BASIX) 2004	✓	The future residential components of the development will be subject to the requirements of this SEPP.
SEPP (Infrastructure) 2007	✓	The Planning Proposal has considered the relevant part of the SEPP (Infrastructure 2008), namely traffic developments and is considered consistent.
SEPP (Affordable rental housing) 2009	✓	The Planning Proposal will not contain provisions that will contradict or hinder the application of the SEPP.

5.2.4 Is the proposal consistent with applicable Ministerial Directions (s117 Directions)?

The planning proposal is consistent with relevant Ministerial Directions (s117 Directions) as provided in **Table 4** below:

Table 7 – Relevant Section 117 Directions

Section 117 Ministerial Direction	Assessment
1.1 Business and Industrial Zones	- The objectives of this direction are to encourage employment growth in suitable locations and protect employment land in business and industrial zones. The Bonds Site has been identified in both local and State level strategic planning as being no longer suitable for the previous industrial use, with both of these documents identifying the site as being suitable for residential purposes. The draft West Central Subregional Strategy 2007 and Holroyd Residential Development Strategy (April 2012) both identify the site as being suitable for renewal, as detailed in Ministerial Direction 5.1 below. Despite the change to a predominantly residential use consistent with its surrounds, the site will also provide local employment through the provision of up to 6,000sqm of commercial floor space. An economic impact assessment has been provided as part of this proposal that supports a quantum of retail and commercial uses that may be provided at the site. The quantum of commercial floor space has been restricted to a level to support, however not negatively impact upon, the core Pendle Hill town centre. In terms of local employment, the economic impact statement identifies that based on a forward estimated \$500M of construction value, a further \$452M of activity in production induced effects (i.e. direct construction employment) and \$481M in consumption induced effects (i.e. additional goods and services due to increased spending by the wage and salary earners across all industries arising from employment) will result from the development. Total economic activity generated by the construction of the proposed development would be approximately \$1.4Bn. The economic impact assessment identifies that the commercial component of the development will generate approximately 328 full and part-time jobs on the subject site post-development and 8,220 construction workers over the life of the project. Considering the site is no longer suitable for the industrial use, this generation of employment is seen as a key benefit to the local and regional economy of western Sydney. In addition, the proposal will enable flexible floor plates to a minimum 30% of residential dwellings to allow for work/live opportunities and home office spaces. Allied to the opportunity to provide a business incubation hub as part of the heritage re-use, the potential for additional on-site employment generation could be up to another 550 jobs. Also, given the site's proximity to Parramatta City Centre, the existing stock of heritage fabric and proposed public realm, it is highly likely the project will attract the creative sector and start-ups. Potential employment opportunities include a creative sector incubation hub, weekly market and gallery space. This has the potential to provide an additional 70 to 100 jobs within the project. Beyond the employment generation provided on-site, it is noted that the proposal also provides the opportunity for people to live within a 20 minute rail commute to the major employment centre of Parramatta.
2.3 Heritage Conservation	✓ The objective of this direction is to conserve items and places of environmental heritage significance. The proposal involves the retention and adaptive reuse of all identified environmental heritage on the site. An important aspect of the proposal will be the ability of the heritage to be accessed by the public. At present, it is on private property and access is restricted to the public. The items of significant heritage are also fenced from view. The Heritage listed items on the site and their potential uses are listed below: 1. Cutting Room: a functioning example of 1920s factory construction

Section 117 Ministerial Direction	Assessment
	notable for its hardwood framework, it is the only example of its kind in the Municipality. Recommendations: - Retain the whole or a substantial representative sample of the original former cutting room, conserving original hardwood posts and roof timbers, concrete walls and timber framed windows. Conserve retained section, removing paint from windows and repairing concrete walls. - Retain the visual qualities of the large open space and avoid physical subdivision and partitioning. - Adapt sympathetically to new use, displaying timber structure as much as possible. Potential uses include larger format retail or similar uses. 2. Cotton Bale Room: These small structures were designed as fire-proof stores for cotton bales. Recommendations: - Retain former cotton bale stores in situ and retain and conserve sliding steel doors and counterweights. - Conserve the best preserved example for interpretation and conserve the original setting for the cotton bale stores, originally set apart from other buildings because of the risk of explosion or fire. - Adapt other stores sympathetically for new use e.g. storage. 3. Administrative Building: part of the original operations and the brick façade presents an important architectural element to Dunmore Street. Recommendations: - Retain the whole of the first bay of the building along Dunmore Street including original formal entry, brick walls and tiled roof. Remove recent door and window openings and fabric, and reconstruct original windows according to documentary and physical evidence. - Retain 'Bonds Industries Limited' signage. - Reuse original entry to provide access to any new development from Dunmore Street. - Possible uses include small scale retail or inclusion into residential dwellings. 4. John Austin Centre (former Storage Building): part of the original operations and an important alternative design to the predominant saw tooth factory buildings in the complex. The building has been adapted to a function/ training space relatively recently and at considerable cost. Recommendations: - Manage the place so as to retain and interpret surviving original fabric. - Retain for sympathetic new use such as business incubator services, community uses (i.e. childcare, library). In retaining and adaptively reusing the above items, the proposal acknowledges their heritage significance by establishing a new public realm setting that enhances their visual importance and inter-relationship with each through a network of pedestrian paths, plazas and central park. This network of heritage items and public realm creates a 'community ribbon' that will benefit future residents and visitors by providing a strong connection to the site's past. A Heritage Impact Assessment has been prepared as part of this proposal. A preliminary Conservation Management Plan and Specific Element Conservation Plan's have been prepared for each building to inform the conservation and reuse of the heritage buildings which are to be retained. It has been identified that the network of parks and open spaces will provide an opportunity to create a 'Heritage Trail' which could include public art and interpretative signage that commemorates the historic use of the site for Bonds. Each public space would form a segment from of a timeline of the site's history and famous characters.
3.1 Residential Zones	✓ This proposal provides housing variety and choice for both existing and future housing needs in an identified existing centre proximate heavy rail infrastructure. It is therefore making better use of existing infrastructure and services and ensures that new housing has appropriate access to infrastructure and services and minimises the impact of residential

Section 117 Ministerial Direction	Assessment
	development on the environment and resource lands. The site sits immediately contiguous to the R4 High Density Residential zone that runs along Dunmore Street west until it meets the B2 Local Centre zone. The proposed use is not inconsistent or anomalous with its surrounds. Also of consideration is the site's proximity to the Wentworthville Town Centre, identified as a key centre for growth in Council's strategic planning documents. Wentworthville is one stop on the Western Line from Westmead, the focus of major employment growth for the region and two stops from Parramatta, Sydney's second CBD. Clearly the opportunity exists for this development to provide for the opportunity for Pendle Hill to be a major provider for key worker housing required in these major employment zones of the western sub-region. The site is surrounded by existing residential areas zoned accordingly, however providing a residential stock that is predominantly pre-SEPP 65 and therefore coming to the end of its useful life. The provision of additional stock that is suited to the changing needs of the demographic is a key outcome of this proposal, particularly in light of the rare nature of the site, being a large urban renewal opportunity in a single ownership. In addition, the proposal provides the opportunity for the site to contribute to the supply of affordable housing.
3.4 Integrating Land Use and Transport	✓ The proposal meets this Ministerial Direction as it ensures that the urban structure, built form and land use allocation improves access to housing, jobs and services by both active and public transport. An increased intensity of housing within 400m of Pendle Hill and Wentworthville Stations will reduce the number of trips generated and the distances travelled by car. Both stations are likely to benefit from an accessibility upgrade by Transport NSW given their proximity to Parramatta. A transport assessment is provided as part of this proposal that identifies the opportunity to provide a GreenTravel Plan to minimise the number of peak hour car trips generated by the site and would be provided to all residents in the site in addition to any public transport ticketing, car share memberships, public transport or cycling / pedestrian information and guides. It is considered that with the changing demographics of the area as well as changing travel demands that a mode shift will occur that sees higher level of public transport patronage from inhabitants of the future development. In comparable projects, Green Travel Plans have been effective in providing a 10-30% modal shift towards sustainable transport. Also of consideration is the opportunity presented by making public the site and allowing thru-site links and quality pedestrian and cycling environments both within and adjacent the site to encourage local residents in the surrounding Pendle Hill suburb to use more active transport means. Amongst other benefits, encouraging people to walk or cycle to public transport is a key step towards addressing the obesity epidemic and unnecessary costs on the public health system.
4.1 Acid Sulfate Soils	The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils. The site is not identified in any Council Acid Sulfate Soils mapping provided in the Holroyd LEP 2013.
4.3 Flood Prone Land	There is no known flood prone land or flood hazard in or around the site considering the elevated nature of the Pendle Hill suburb. Preliminary flooding information has been provided by Council, which indicates that the potential for the site to flood is minimal. Undertaking a full flooding study would therefore be impractical and would not provide any additional information.
5.1 Implementation of Regional Strategies	The proposal is in accordance with both local and State Government strategies as discussed in Sections 5 and 10 that identify the site as an obsolete industrial use that is better suited to residential purposes. The Bonds Site has been identified in both local and State level strategic planning as being no longer suitable for the previous industrial use with both of these documents identifying the site as being suitable for

Section 117 Ministerial Direction	Assessment
	residential purposes. The draft West Central Subregional Strategy 2007 stating: <i>47) Bonds Spinning Mills (Manufacturing-light)</i> <i>This single occupier precinct is a significant local employer, accommodates the bonds clothing factory. To the north of the site stands established residential flat building development while low-density single dwelling development is found on the eastern and southern sides. Situated on the western side of the precinct are aged care facilities. The precinct is comprised of a number of large conjoined industrial buildings. Given the mainly residential nature of the locality and the availability of more suitable employment lands at the nearby Girraween (see Precinct no. 46) precinct, this site may be considered for alternative development, but only if existing operations cease.</i> The Holroyd Residential Development Strategy (April 2012) was prepared to inform Council's LEP making process. In respect to Pendle Hill and more specifically the Bonds Site, the Residential Development Strategy (RDS) noted that <i>PH1.10 Investigate the potential for rezoning of the Bonds site on Dunmore Street to residential (this site is currently zoned for light industrial uses). Rezoning of this area should be subject to the preparation of a Precinct Plan that identifies an appropriate mix of dwelling types & densities and appropriate building heights, incorporates open space provision and provides public vehicle and pedestrian/cyclist access between Dunmore Street and Jones Street.</i> The Planning Proposal includes a master plan (fulfilling the requirement for a 'Precinct Plan') that considers an appropriate mix of dwelling types, densities and appropriate building heights mindful of the site's proximity to a train station, Council's dwelling targets and the broader State Government Strategy to deliver 27,500 dwellings per annum over the next 20 years.
6.2 Reserving Land for Public Purposes	The proposal provides a significant allocation of public open space (42.6% of the site) including a central civic open space area. The open spaces proposed as part of this scheme includes the following: ▪ Multiuse Public Park;(5,310sqm) ▪ Marketplace Plaza and Entry Boulevard (6,190sqm); and ▪ Five smaller parks and community gardens (13,630 sqm). In addition to the above, the proposal also provides an interconnected network of pedestrian friendly streets that encourage walking and a healthy lifestyle. Further, there are private open space areas of 8,170sqm in accordance with SEPP 65 provisions and a total deep soil planting area of 21,830sqm (27% of the site). It is proposed that this quantum of open space will be identified and preserved in the final gazetted LEP as well as the DCP for the site as part and in a Voluntary Planning Agreement (VPA) to be prepared as part of the final rezoning. The VPA will identify and enshrine the required public open space works, as well as the works proposed by the developer and the maintenance regime and standards upon completion.
6.3 Site Specific Provisions	Whilst acknowledging that the objective of this direction is to discourage unnecessarily restrictive site specific planning controls, it is considered that the importance of this site, in addition to the scarceness of such brownfield sites of this size and in single ownership proximate heavy rail requires some site-specific provisions. Specifically, the identification of a quantum of commercial floor space specific to the site, as well as the identification and preservation of open space is required in this instance. This matter has been discussed with both Council and the State Government.

5.3 Environmental, Social and Economic Impact

5.3.1 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?

Given the desktop investigations to date it is considered that there is no critical habitat, and no threatened species, populations or ecological communities or their habitats on the site, and none that are likely to be significantly impacted by the redevelopment of the site.

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

General desktop investigations undertaken to date do not suggest any major constraints to the proposed redevelopment of the site for the purposes of this planning proposal application. It is acknowledged that further site-specific assessment may be required prior to the rezoning of the site, which shall be outlined in the Gateway determination. This may include traffic/access and the residential suitability issues of geotechnical, acid sulphate soils and contamination.

Contamination investigations have been undertaken by GHD and included as **Appendix A**.

A Flood Impact Statement has been prepared by Uber Engineering and is included as **Appendix H**.

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

The Planning Proposal will deliver positive social and economic outcomes to Pendle Hill and the wider Holroyd LGA. In particular, the Planning Proposal will:

- Provide the opportunity for urban consolidation and renewal within close proximity to an established town centre and transport node.
- Provide significant investment into community and other facilities and services, including much needed public open space for the Pendle Hill and wider community.
- Provide increased housing supply and diversity within Pendle Hill and the Holroyd LGA.
- Promote and acknowledge the social and heritage contribution of the Bonds site to Pendle Hill.
- Provide for local employment in proximity to where people live.
- Provide local shopping and retail needs in the locality without adversely affecting the long term viability of the Pendle Hill town centre.
- Provide accessible and adaptable open space that is of a quantum to enable the flexible provision of both active and passive recreation opportunities.

A Social Impact Statement has been prepared by GHD and is included as **Appendix G**.

5.4 State and Commonwealth Impacts

5.4.1 Is there adequate public infrastructure for the proposal?

Desktop investigations suggest that the existing infrastructure servicing the site has the capacity to accommodate residential development on the site, subject to detailed design.

The site is in close proximity to the Pendle Hill Town Centre, Pendle Hill Station and access to local bus routes. Consolidating residential development in close proximity to established centres and transport nodes is consistent with the greater utilising of infrastructure.

The redevelopment of the site will provide approximately \$22 million in Section 94 Contributions, which will provide a significant benefit to local infrastructure and community services.

A servicing strategy advice is provided by AT&L as **Appendix I**.

5.4.2 What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway Determination?

Discussions have been held with the Department of Planning and Environment, however no other State or Commonwealth public authorities have been approached at this stage.

6.0 Mapping

The land subject to the planning proposal will require amendment to the following mapping in Council's LEP 2013:

- Land use zone/s applying to the land and the proposed alternative zone to a R4 High Density Residential zone, B2 Local Centre and RE1 Public Recreation.
- Development standards relating to the land, specifically FSR of 2:1 and building height of 38m.

Draft mapping is provided in Appendix B.

7.0 Community Consultation

7.1 Engagement to date

7.1.1 Stakeholder presentation

Key stakeholders and local community members were invited to attend a presentation held at the Wenty Leagues Club, Wentworthville on Wednesday 26 August 2015.

The objectives of the presentation were to:

- Present the revised draft master plan
- Highlight changes that have been made following initial feedback, specifically relating to open space and community benefits
- Allow participants to ask questions and provide informal feedback on the revised master plan
- Advise stakeholders of the process and advise of further opportunities to comment, in addition to the project website and email details.

The following representatives were invited to attend the presentation:

- Mr Hugh McDermott, Member for Prospect
- Holroyd City Council
- Australian Tamil Congress
- Maltese community
- Cassia Community Centre
- Living Care
- Pendle Hill Public School
- Local residents
- Local businesses in Pendle Hill and Wentworthville.

There were approximately 30 community members and stakeholders who attended the presentation.

Representatives from JBA and PTW Architects presented the revised draft master plan and answered questions throughout the presentation. It was explained to participants that although consultation is not a requirement at this stage in the process, the proponent was pleased to present the revised draft master plan as a matter of goodwill to the key stakeholders and community representatives to seek their early comment.

Overall, there was general support for the revised draft master plan, particularly in relation to quality of the design, open space and additional community facilities.

The following issues were raised, with answers generally provided by PTW Architects, JBA and the proponent.

Positive feedback

- Support for the new draft master plan including the distributed heights and change in design along Rowley Street
- Support for underground parking on the site

- Suggestion to relate to the adjacent retirement village
- Strong support for PTW Architects and the vision they bring to the project.

Number of dwellings

- Questions about the possible impact of the number of dwellings the site may have, and why they have increased from approximately 1300 to approximately 1640.

Retail

- Concern that a new retail centre would negatively impact the already struggling businesses around Pendle Hill station
- Question about the types of retail would be included in the development. Initial reticence towards another full line supermarket through perceived impacts on the existing centres.

Traffic and parking

- Concern that the surrounding streets will not be able to cope with an influx of cars associated with such a large development
- Questions about vehicular movements in and out of the site
- Questions around the number of parking spaces that will be allocated to each household and to the general community
- Questions about on-street parking, including parking if open space should it become a formal sporting field.

Construction impacts

- Questions around construction impacts, including noise, vibration, dust and dirt
- Concern that the site as it stands is dilapidated and used as a rubbish tip.

7.1.2 Email, website and telephone number

JBA has established an email address and telephone number and is in the process of developing a standalone consultation website. The information lines will be kept open until all consultation has been complete.

190dunmorestreet@jbaurban.com.au

www.190dunmorestreet.com

ph: 02 9965 6962.

Following the stakeholder presentation, four emails and two telephone calls have been received to which responses have been provided. JBA has agreed to respond to all enquiries within five working days.

7.1.3 Further community consultation

The proponent is committed to working in partnership with the community and stakeholders to ensure the best outcomes for everyone.

As the project progresses there will be a number of opportunities for formal community and stakeholder consultation.

7.2 Public Exhibition

The Planning Proposal seeks to rezone the subject site to a primarily residential use with ancillary retail, community, and open space uses.

The Planning Proposal requires consideration of the compatibility of the proposed land uses on surrounding development. Having regard to the site context, the Planning Proposal does not fall within the definition of a *low impact Planning Proposal*, and therefore is a proposal that will require exhibition for a minimum of 60 days (as per the Gateway Condition). The community will be notified of the commencement of the exhibition period via a notice in the local newspaper and via notice on the Council and project website.

The written notice will:

- Give a brief description of the objectives or intended outcomes of the Planning Proposal;
- Indicate the land affected by the Planning Proposal;
- State where and when the Planning Proposal can be inspected;
- Give the name and address of the RPA for the receipt of submissions; and
- Indicate the last date for submissions.

During the exhibition period, the following material will be made available for inspection:

- The Planning Proposal, in the form approved for community consultation by the Director General of Planning and Infrastructure;
- The gateway determination; and
- Any studies relied upon by the Planning Proposal.

Any additional consultation with agencies, the community and other key stakeholders will be determined in correspondence with Council and the Department of Planning and Infrastructure.

The proponent has committed to a range of engagement methods such as community forums, open days and site tours.

7.3 Council Consultation

The following outlines the engagement with Holroyd Council to date on this project:

- December 2010: Submission to the Holroyd draft LEP.
- February 2011: Planning Proposal to rezone the lands to high density residential uses. Council resolved to submit the Planning Proposal to the DPI Gateway. This Proposal was not continued.
- October 2012: Briefing to Council staff.
- November 2012: Briefing to the General Manager and Mayor.
- November 2012: Briefing to full Council meeting.
- October 2014: Full Council Meeting.
- June 2015: Presentation to Councillors.
- January 2016: briefing to Council staff and heritage advisor.

- February 2016: Presentation to Councillors.

At the time of writing, a further Councillor presentation is proposed for 29 March 2016.

8.0 Project Timeline

An expected Project Timeline has been provided below. Considering that Council has already endorsed a Planning Proposal of a similar nature for this site (being rezoning to accommodate residential uses), and the suitability of this site for renewal, we have proposed a 6 month timeframe at the request of the Applicant. The Project Timeline is shown in **Table 8** below.

Table 8 – Project Timeline

Stage	Apr-16	May-16	Jun-16	July-16	Aug-16	Sep-16
Council Assessment						
Council Endorsement						
Detailed Reporting						
Public & Agency Consultation						

9.0 Department Evaluation Criteria for Spot Rezoning

The Department of Planning and Infrastructure requires a 'Section 54(4) Notification Advice' (version: 15 February 2006) be completed by the Relevant Planning Authority, including the LEP Pro-forma Evaluation Criteria for Category 1: Spot Rezoning LEPs.

Table 9 – DPI Pro-forma Evaluation Criteria for Category 1: Spot Rezoning LEPs

Item		Assessment
1. Will the LEP be compatible with agreed State and regional strategic direction for development in the area (e.g. land release, strategic corridors, development within 800m of a transit node)?	✓	The site is identified in as being suitable for alternative uses, which is reflected in Council's Residential Development Strategy which informed its LEP 2013 and the draft Subregional Strategy 2007. The site is a large, unused industrial site in a single ownership within 400m of a transit node. Its redevelopment to accommodate higher density residential uses with ancillary retail functions is compatible with high level State Government Strategic directions of providing a diverse housing mix in an accessible location to jobs and transport.
2. Will the LEP implement studies and strategic work consistent with State and regional policies and Ministerial (s.117) directions?	✓	The LEP will include a number of specialist consultant inputs that will all refer to the relevant Ministerial Directions and State and regional policies. The proposal will implement an identified action as part of Council's Residential Development Strategy as well as the directions of the draft Subregional Strategy.
3. Is the LEP located in a global/regional city, strategic centre or corridor nominated within the Metropolitan Strategy or other regional/sub-regional strategy?	✗	The site is not in a strategic centre of corridor, however is proximate a heavy rail node on the Western Line. The site is part of the recognised catchment of the Parramatta CBD, noted as one of the key 'City Shapers' in the current draft Metropolitan Strategy.
4. Will the LEP facilitate a permanent employment generating activity or result in a loss of employment lands?	✗	The LEP will result in the net loss of employment lands, however as envisaged in the draft Subregional Strategy and Council's strategic planning, the site is anomalous to its context within a residential precinct and the use no longer ongoing.
5. Will the LEP be compatible / complementary with surrounding land uses?	✓	The proposal will result in a predominantly residential use within a primarily residential precinct. Ancillary and supporting retail uses will service the incoming population, as well as the existing surrounding residential population.
6. Is the LEP likely to create a precedent; or create or change the expectations of the landowner or other landholders?	✗	The proposed rezoning is unlikely to create a precedent within the locality or change the expectations of other land holders as it is for the renewal of a defunct and anomalous industrial use. It is the largest such single-ownership in the region. Additionally, the subject site has been the subject of a prior Planning Proposal which was endorsed by Council which supports this proposal's objectives.
7. Will the LEP deal with a deferred matter in an existing LEP?	✗	Despite being identified in the Residential Development Strategy as being suitable for residential uses, the proposal is not dealing with a deferred matter in an existing LEP.
8. Have the cumulative effects of other spot rezoning proposals in the locality been considered? What was the outcome of these considerations?	✓	There are no known other spot rezoning's in the locality that are being considered however this will be discussed further with Council and considered in detail as required.

10.0 Planning Assessment

10.1 Strategic Planning Context

The proposal has been assessed against the key strategic planning framework applying the site in terms of the A Plan for Growing Sydney and the draft Subregional Strategy 2007 and Council's Residential Development Strategy 2012.

The proposal is considered to meet all of the objectives of these key strategic plans as outlined in the below.

10.1.1 A Plan for Growing Sydney, 2014

In 2014 the State Government released A Plan for Growing Sydney (the 'Strategy'). The focus of the strategy is to boost housing and jobs growth across all of Sydney, built around achieving five key outcomes for Sydney:

- a competitive economy with world-class services and transport
- a city of housing choice, with homes that meet our needs and lifestyles
- a great place to live with communities that are strong, healthy and well connected
- a sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources

The Strategy's approach to balanced growth means residential development will reflect market demand, development feasibility and be mindful of infrastructure, transport and services provisions. New housing will be encouraged in areas close to existing and planned infrastructure in both infill and greenfield areas.

The relevant Directions to this proposal are explored below.

Direction 1.2 – Grow Greater Parramatta – Sydney's second CBD: the proposal would support the Direction by allowing an increase in dwelling density and diversity with the catchment of the Parramatta CBD.

Direction 1.4 – Transform the productivity of Western Sydney through growth and investment: the proposal would support this Direction by allowing for investment in a key area of Western Sydney.

Direction 1.7 – Grow strategic centres – providing more jobs closer to home: the proposal would support this Direction by allowing the provision of increased dwelling density close to the key strategic centre of Parramatta

Direction 2.1 – Accelerate housing supply across Sydney: the proposal would support this Direction by allowing the site to be developed for residential purposes.

Direction 2.2: Accelerate urban renewal across Sydney – providing homes closer to jobs: the proposal would support this Direction by allowing for the redevelopment of a significant brownfield site in Western Sydney.

Direction 3.4: Promote Sydney's heritage arts and culture: the proposal would support this Direction by allowing for the adaptive reuse of the Bonds' Spinning Mills site, an important part of Sydney's industrial heritage.

Clearly, a key focus of the strategy is the growth of western Sydney and the overall investment in the region, which is being met through this proposal.

10.1.2 Draft West Central Subregional Strategy 2007

The proposal will aid the obtainment of Council's target of 11,500 dwellings to 2036. The site is identified as:

47) Bonds Spinning Mills (Manufacturing–light)

This single occupier precinct is a significant local employer, accommodates the bonds clothing factory. To the north of the site stands established residential flat building development while low-density single dwelling development is found on the eastern and southern sides. Situated on the western side of the precinct are aged care facilities. The precinct is comprised of a number of large conjoined industrial buildings. Given the mainly residential nature of the locality and the availability of more suitable employment lands at the nearby Girraween (see Precinct no. 46) precinct, this site may be considered for alternative development, but only if existing operations cease.

The existing operations have now ceased and the proponent is investigating the opportunity for alternative development scenarios.

- *The proposal will provide housing within the walkable catchment of the train station (and associated centre) in a mix of dwelling densities where access to employment, services and public transport are provided.*

This proposal can assist Council in meeting these key directions in the draft Strategy.

10.2 Local Planning Context

Council's Residential Development Strategy identifies the Bonds Site as being suitable for residential uses, stating that:

- PH1.10 Investigate the potential for rezoning of the Bonds site on Dunmore Street to residential (this site is currently zoned for light industrial uses). Rezoning of this area should be subject to the preparation of a Precinct Plan that identifies an appropriate mix of dwelling types & densities and appropriate building heights, incorporates open space provision and provides public vehicle and pedestrian/cyclist access between Dunmore Street and Jones Street.
- The RDS identifies Pendle Hill as a small village, however notes that it has potential for further growth over the next 25 years. This is identified through the *"redevelopment of the Bonds site on Dunmore Street is anticipated in the short term. This will provide an opportunity for high quality mixed density residential development in a central location as well as increasing provision of open space to support the increase in population"*.
- The proposal continues a 'centres-based' approach to growth. Council identify two key elements to implementing a centres-based approach to development:
 - Enabling and encouraging medium and high density residential development in designated areas in and around defined centres.
 - Controlling dispersed infill residential development throughout the low density residential zone.

This proposal meets the anticipated directions for the Bonds Site as envisaged in the Residential Development Strategy.

10.2.1 Threshold Sustainability Criteria

The Metropolitan Strategy Sustainability Criteria is a set of threshold criteria to be used when assessing the suitability of proposed rezonings. The criteria include the following elements:

Table 10 – Threshold Sustainability Criteria Assessment

Item	Assessment
Infrastructure Provision – Mechanism in place to ensure utilities, transport, open space and communication are provided in a timely and efficient way.	The proposal makes use of the existing hard infrastructure servicing the site. As the rezoning process progresses, detailed analysis will be undertaken as to the servicing requirements created by the development with the required mitigation proposed. In terms of open space, the proposal provides 27% of the site as deep soil planting areas that can provide useable open space for passive and active recreation. A key deliverable of the proposal will be a new Public Park of 5,310sqm is large enough to provide flexible open space needs for both passive and active recreational needs.
Access – Accessible transport options for efficient and sustainable travel between homes, jobs, services and recreation to be existing or provided.	The proposal is within the recognised walkable catchment of a train station (800m) which provides easy access to jobs and services, particularly to Sydney's 2 nd CBD of Parramatta.
Housing Diversity – Provide a range of housing choices to ensure a broad population can be housed.	The master plan provides a mix of dwelling types across the site to provide diversity and also to respond to the interface of the development with its surrounds.
Employment Lands – Provide regional / local employment opportunities to support Sydney's role in the global economy.	The site is proximate Parramatta CBD and the Girraween employment lands west of the site. Local employment will be provided on site in the form of 6,000sqm of commercial uses.
Avoidance of Risk – land use conflicts, and risk to human health and life, avoided.	The rezoning changes a previously incongruous land use (industrial) to its residential surrounds. Further, the proposal has been designed to interface with its surrounds by grading down heights from the centre to its edges.
Natural Resources – Natural resource limits not exceeded / environmental footprint minimised.	It is not expected that the development will place any undue burden on natural resource use.
Environmental Protection – Protect and enhance biodiversity, air quality, heritage, and waterway health.	No known sensitive communities on the site, however all key vegetation at the site will be retained. In terms of built heritage, the existing heritage on the site will be retained and preserved.
Quality and Equity in Services – Quality health, education, legal, recreational, cultural and community development and other government services are accessible.	As the final scheme is developed and the rezoning process advances, assessment of the impacts on local services will be undertaken to understand demand.

10.3 Traffic and Transport

A Traffic Impact Assessment has been undertaken by GTA Consultants to assess the existing conditions in and around the site as well as the impact of the development and any mitigation measures. It is attached to this report as Appendix C.

Council commissioned the Holroyd Residential Centres Strategy Transport Review (prepared by Stapleton Transportation and Planning Pty Ltd) to analyse the impacts of the development scenarios proposed in the Residential Development Strategy. The Report identifies that the number of new dwellings forecasted to be developed in Pendle Hill over the next fifteen years which *“will generate only a negligible number of additional vehicle trips per year”* and *“is unlikely to have any significant impacts on the level of traffic in the area”*. The Transport Review identified that:

Pendle Hill provides good opportunities for the retention and enhancement of the currently surveyed use of non-car travel, and is well situated to provide high and medium density residential development.

Indeed, STAP is of the opinion that it would not be unwarranted for Council to investigate further expansion of the high density zone (or provision of a medium density zone) south of the station to 400m at least if additional residential capacity is required in the future.

The GTA Consultants Traffic Impact Assessment finds that the proposed development is suitable for the site and its surrounding road and transport infrastructure network.

The Traffic Impact Assessment identifies that the Concept Master Plan envisages the following general on-site parking space provisions:

- Residential: 1 space / dwelling = c. 1,640 residential parking spaces
- Visitor parking within a basement level and on internal site roads.
- Retail / Commercial: 1 space / 44sqm GFA.

The parking provisions envisaged in the Concept Master Plan are generally consistent with the minimising on-site parking provisions as set out in the Holroyd DCP 2013.

The Traffic Impact Assessment acknowledges that the master plan may be refined throughout the design development process and that the exact on-site parking provision will need to be defined once further details regarding the type of retail, commercial and residential land uses are proposed on the site.

The Traffic Report recommends Mitigating Measures to improve operating conditions at the intersection of Dunmore Street/ Goodall Street. Options include:

- Altering signal phasings to optimise vehicle movements;
- Altering or removing parking provisions along Dunmore Street (east) and Goodall Street to provide increased vehicle capacity on approach to and departure from the intersection;
- Providing a residential travel plan to minimise the number of peak hour car trips generated by the development.

10.4 Environmental

Previous investigations carried out by Pacific Brands indicated that there is no critical habitat, threatened species, populations or ecological communities or their habitats on the site, and none that are likely to be significantly impacted by the redevelopment of the site considering that all vegetation will be maintained in the proposal.

None of the vegetation within the site is identified on the biodiversity map in Council's LEP and while there is some remnant native vegetation within the site this is mainly around the perimeter which is proposed to be retained as a buffer and open space areas.

In terms of contamination, a Preliminary Site Contamination Report is included as Appendix A. It finds that the site is not subject to any widespread contamination and that soil and groundwater sampling showed the site is suitable for residential uses. The report makes a number of recommendations for consideration in later stages as the project progresses.

Additional contamination reporting will be undertaken at the development application stage, in addition to further detailed studies on items such as

geotechnical and stormwater drainage (initial Flood Statement provided as Appendix H).

10.5 Urban Design

An Urban Design Report prepared by PTW Architects is provided as **Appendix D**.

The Report provides a broad analysis of the site and its context, and then establishes the overall vision and principles underpinning the concept master plan. It should be noted that the proposed scheme will be subject to further detailed design considerations and negotiation / consultation with relevant stakeholders, Government Agencies and the community.

The final rezoning is supported by a site specific DCP, with further detailed design to occur through the subsequent phases of the planning process, particularly the future Staged Development Application (DA) stages.

The key drivers for the master plan proposed as part of the Planning Proposal include:

- Heritage retention: all buildings of heritage value retained and made accessible to the public.
- Interface with the adjoining: the plan has been designed to provide a suitable interface with its neighbours.
- Open space: the site will provide contemporary, usable open space for us by all of the local, and future, community.
- Landscape retention: the majority of existing trees are retained to retain amenity, deep solid landscaped areas and screening.
- Access: new roads will provide linkage opportunities between the surrounding residential areas to the south and southeast and the Pendle Hill town centre.
- Parking: basement parking to reduce the building heights, as well as visual impact. The deletion of podium car parking has resulted in an increase to the floor space and FSR. The site will provide localised parking without placing undue pressures on any particular frontage or local street.
- Building form: the built form will be scaled from low rise edges to higher-rise in the centre.
- Land use mix: retail and commercial opportunities will be provided in the centre of the site, utilising the existing heritage items and to Dunmore Road to activate this frontage and thru-site link to the broader retail offer within the site.

The Urban Design Report is provided in full as Appendix D.

10.6 SEPP 65 Considerations

The proponent has sought an initial assessment of the concept master plan against the key principles of SEPP 65 to demonstrate compliance with the Apartment Design Guide 'Rules of Thumb' Assessment and key principles. The SEPP 65 analysis is included in the Urban Design Report included as Appendix D.

Part 2 of the SEPP outlines the Design Quality Principles that seeks to progress development that provides great urban places: buildings, streets, squares and parks. The Principles seek good design that is linked to its site and locality and provides sustainable living environments, in both private and public areas.

Critically, the SEPP aims to deliver development that is in the public interest, which is a key driver for the significant civic space provided in this concept.

The proposal has been assessed against the key principles below.

Table 11 – SEPP 65 Design Quality Principles Assessment

Principle	Assessment
Principle 1: Context and neighbourhood character Good design responds and contributes to its context. Context is the key natural and built features of an area, their relationship and the character they create when combined. It also includes social, economic, health and environmental conditions. Responding to context involves identifying the desirable elements of an area's existing or future character. Well designed buildings respond to and enhance the qualities and identity of the area including the adjacent sites, streetscape and neighbourhood. Consideration of local context is important for all sites, including sites in established areas, those undergoing change or identified for change.	The site is within an easy walk to public transport and significant employment opportunities and provides a development that utilises this significant opportunity presented by a large, unused brownfield site in a single ownership. A range of open space, community and retail opportunities also exist close to the site which are augmented by the uses proposed within the site. The proposed urban form is consistent with state and local government policies for denser, urban infill projects within close proximity to existing infrastructure. In addition, the proposal provides for additional open space, community and retail opportunities to benefit future residents and existing residents in the surrounding area.
Principle 2: Built form and scale Good design achieves a scale, bulk and height appropriate to the existing or desired future character of the street and surrounding buildings. Good design also achieves an appropriate built form for a site and the building's purpose in terms of building alignments, proportions, building type, articulation and the manipulation of building elements. Appropriate built form defines the public domain, contributes to the character of streetscapes and parks, including their views and vistas, and provides internal amenity and outlook.	The proposed built form establishes a coherent, legible and attractive public domain by defining new streets, parks, plazas and other public spaces. In particular, the built form creates a central height plane through the site in response to the site's topography to create a built form that transitions down towards the site edges. In addition, the built form has been carefully located to optimise views and solar access. Importantly, view corridors to and from the heritage items are maintained, particularly the linkage between Dunmore House (the former Bonds family home) and the Bonds buildings. It is important to note that the reorientation of the buildings and reduction of heights within the revised Masterplan has widened this important view corridor. The proposal has carefully considered the scale of the surrounding area. In terms of scale, the proposal locates new building mass to respond to the adjoining neighbours, heritage items, site context and topography. An overall height pyramid creates a framework for stepping taller buildings down to lower buildings around the site edges providing an appropriate transition. Taller buildings are located towards the centre of the site to create a unique, vibrant and attractive urban experience that does not adversely impact on the surrounding area.
Principle 3: Density Good design achieves a high level of amenity for residents and each apartment, resulting in a density appropriate to the site and its context. Appropriate densities are consistent with the area's existing or projected population. Appropriate densities can be sustained by existing or proposed infrastructure, public transport, access to jobs, community facilities and the environment.	The proposal provides for up to 1,640 dwellings on a large site in single ownership that is close to public transport and other amenities and infrastructure. The proposed density is appropriate for a transit-orientated development (TOD) and will assist Council deliver its housing targets. The density proposed is below 2:1 and is appropriate for a site of this size as it can manipulate buildings forms to reduce any amenity impacts, whilst delivering a quantum of housing and employment floor space to meet metropolitan and local planning targets.

Principle	Assessment
Principle 4: Sustainability Good design combines positive environmental, social and economic outcomes. Good sustainable design includes use of natural cross ventilation and sunlight for the amenity and liveability of residents and passive thermal design for ventilation, heating and cooling reducing reliance on technology and operation costs. Other elements include recycling and reuse of materials and waste, use of sustainable materials and deep soil zones for groundwater recharge and vegetation.	The proposal will reuse and adapt existing heritage buildings on site, making best use of the existing resources and infrastructure on the site. The location of increased housing density proximate existing transport infrastructure is an inherently sustainable initiative in itself. In addition, during detail design the proposal will demonstrate a commitment to market responsive environmental features as well as seek to recycle other materials during the construction process.
Principle 5: Landscape Good design recognises that together landscape and buildings operate as an integrated and sustainable system, resulting in attractive developments with good amenity. A positive image and contextual fit of well designed developments is achieved by contributing to the landscape character of the streetscape and neighbourhood. Good landscape design enhances the development's environmental performance by retaining positive natural features which contribute to the local context, co-ordinating water and soil management, solar access, micro-climate, tree canopy, habitat values and preserving green networks. Good landscape design optimises useability, privacy and opportunities for social interaction, equitable access, respect for neighbours' amenity and provides for practical establishment and long term management.	The proposal retains the majority of existing trees on the site, particularly edge trees that have a screening function to adjoining residences to optimise privacy. In addition, new street trees and features trees will create a green public domain that encourages walking and urban habitat. Importantly, the proposal provides a landscaped environment through the site that takes in the key heritage to ensure the key heritage items are accessible to the community.
Principle 6: Amenity Good design positively influences internal and external amenity for residents and neighbours. Achieving good amenity contributes to positive living environments and resident well being. Good amenity combines appropriate room dimensions and shapes, access to sunlight, natural ventilation, outlook, visual and acoustic privacy, storage, indoor and outdoor space, efficient layouts and service areas and ease of access for all age groups and degrees of mobility.	The proposal provides a high level of amenity. New, human scaled streets and public spaces provide opportunities for leisure, relaxing and connecting with people. In particular, a new public park and marketplace plaza provides a focus for the new community and surrounding residents. This will provide a considerable public benefit for the people of Pendle Hill. The adaptive reuse of heritage buildings will contribute to this experience. Beyond the public domain, the proposed dwellings will have a high level of amenity with solar access and views west to the Blue Mountains or east to the Sydney CBD optimised.
Principle 7: Safety Good design optimises safety and security within the development and the public domain. It provides for quality public and private spaces that are clearly defined and fit for the intended purpose. Opportunities to maximise passive surveillance of public and communal areas promote safety. A positive relationship between public and private spaces is achieved through clearly defined secure access points and well lit and visible areas that are easily maintained and appropriate to the location and purpose.	The proposal is consistent with Crime Prevention Through Environmental Design (CPTED) and optimises the safety of the public domain. Streets and public spaces are activated by a range of uses and passive surveillance from apartments. The orientation of building forms provides opportunities for casual and active surveillance. Relevant CPTED principles will be imbedded in the project as the design development progresses.

Principle	Assessment
Principle 8: Housing diversity and social interaction Good design achieves a mix of apartment sizes, providing housing choice for different demographics, living needs and household budgets. Well designed apartment developments respond to social context by providing housing and facilities to suit the existing and future social mix. Good design involves practical and flexible features, including different types of communal spaces for a broad range of people and providing opportunities for social interaction among residents.	The proposal provides for a wide range of dwelling types that will encourage a diverse community of different ages and income. This diversity is the basis for an inclusive community. The provision of a range of dwelling types responds to the demographic profile of the Pendle Hill suburb and broader Holroyd LGA. In addition, the proposal promotes social contact and connections through a range of public spaces and other facilities. Importantly, the proposal provides a significant civic space for the broader community, as well as reuse and adaptation of heritage items that are currently hidden from public view. These provide the opportunity to create a sense of pride and ownership in the local Pendle Hill community.
Principle 9: Aesthetics Good design achieves a built form that has good proportions and a balanced composition of elements, reflecting the internal layout and structure. Good design uses a variety of materials, colours and textures. The visual appearance of a well designed apartment development responds to the existing or future local context, particularly desirable elements and repetitions of the streetscape.	The proposal provides the opportunity for an aesthetic that reflects the history of the site and its context. A simple, robust palette of materials consistent with Council's guidelines will be prepared at the next stage of the project.

In addition, the following provides a high level assessment of the 'Design Objectives' criteria outlined in the Apartment Design Guideline of SEPP 65.

Table 12 – ADG Design Objectives

Objective	Assessment
3D Communal and Public Open Space An adequate area of communal open space is provided to enhance residential amenity and to provide opportunities for landscaping	The proposal will be able to provide an adequate level of public and communal open space, as described in the SIA.
3E Deep Soil Zones Deep soil zones provide areas on the site that allow for and support healthy plant and tree growth. They improve residential amenity and promote management of water and air quality.	21,830m² of deep soil is provided within the site. This equates to 27% of the site – 25% deep soil is required by the Council DCP. The proposal therefore exceeds Council's requirement in this regard.
3F Visual Privacy Adequate building separation distances are shared equitably between neighbouring sites, to achieve reasonable levels of external and internal visual privacy.	The proposal has been redesigned to allow for adequate building separation, both internally and externally with adjoining properties.
3K Bicycle and Car Parking Car Parking is provided based on proximity to public transport in metropolitan Sydney and centres in regional areas	Adequate car parking will be provided in underground basements.
4A Solar and Daylight access To optimise the number of apartments receiving sunlight to habitable rooms, primary windows and private open space	The proposal has been redesigned to comply with solar access requirements. The orientation of the buildings will optimise solar access to apartments.
4B Natural Ventilation The number of apartments with natural cross ventilation is maximised to create a comfortable indoor environment for residents	The proposal will be able to comply with natural ventilation requirements.
4C Ceiling Height Ceiling height achieves sufficient natural ventilation and daylight access	The proposal will be able to comply with this requirement.

Objective	Assessment
4D Apartment Size and Layout The layout of rooms within an apartment is functional, well organised and provides a high standard of amenity	The proposal will be able to comply with this requirement.
4E Private Open Space and Balconies Apartments provide appropriately sized private open space and balconies to enhance residential amenity	The proposal will be able to comply with this requirement.
4F Common Circulation and Spaces Common circulation spaces achieve good amenity and properly service the number of apartments	The proposal will be able to comply with this requirement.
4G Storage Adequate, well designed storage is provided in each apartment	The proposal will be able to comply with this requirement.

The proposal has demonstrated that it can, and will, meet the requirements of SEPP 65 to provide design excellence. It is expected that as the concept is refined, SEPP 65 compliance will be monitored throughout the design development.

10.7 Economic Considerations

Hill PDA was commissioned to undertake an assessment of the retail demand in the Pendle Hill and the surrounding areas. The key findings of the report (included as Appendix E) are:

- There is significant unmet demand for retail floorspace in the trade area.
- The Holroyd City Retail Strategy identified capacity for a 5,000sqm expansion to Pendle Hill Village Centre between 2011 and 2016 and a 5,500sqm expansion beyond 2021.
- Expenditure modelling in the assessment identified an additional 13,300sqm of demand by 2031 from new residents on the Subject Site alone, which was not factored into the Strategy.
- This includes growth in demand for 2,162sqm of supermarket and grocery store floorspace which should largely be met locally in keeping with the principles of Ecologically Sustainable Development (ESD).
- Total demand for supermarket and grocery store related floorspace in the main trade area would reach at least 5,000sqm in 2031 (i.e. 3,000sqm identified in the Holroyd City Retail Strategy plus 2,000sqm from new residents on the Subject Site).
- If a full line supermarket were provided on the Subject Site it could meet some of the identified need to 2031 but there would remain unmet demand for further supermarket and grocery store related floorspace that could be accommodated by the existing Pendle Hill Small Village Centre or other centres to 2031.

The report considers a supermarket of 3,000-3,500sqm GLA, together with supporting speciality retail floorspace of 2,500-3,500sqm, to be supportable in demand terms on the Subject Site.

Subsequent to the Gateway Determination, the proponent has engaged with the community and may consider a reduction in the quantum of retail facilities that will ultimately occupy the site. This will be determined in the next stages of the process with engagement with the community and stakeholders, as well as possible commercial entities that might be located in the development.

10.8 Social and Cultural Considerations

10.8.1 Community Profile

The demographic context of the Pendle Hill suburb and surrounding LGA are pertinent. Key issues include:

- Population Increase: the population grew in Pendle Hill around 10% to 5,483 in the last Census Period. Allied to this, projections show that Greater Western Sydney will be one of the fastest growing regions moving forward. This population will need to be housed.
- Pendle Hill has a higher proportion of people at post retirement age (9.1% Seniors and 3.8% Elderly) than Holroyd City and growth in the age groups from ages 20 – 39. This age cohorts are seeking smaller households, through either entering the housing market for the first time or the 'empty nesters'; looking to downsize. Providing additional housing in an accessible location supports the plight of these age groups.
- Pendle Hill has a high proportion (27%) of households containing only one person. This proposal aids the provision of housing in the LGA that can cater for this demand, as well as address the housing affordability issue that is often driven by single households seeking accommodation.
- On average, Pendle Hill residents took home less weekly household income than the Holroyd LGA. Further, in Pendle Hill (compared to Holroyd LGA) there was lesser proportion of households in the highest income quartile, and a greater proportion in the lowest income quartile. The provision of affordable housing, often driven by supply-side factors is addressed in this proposal.
- The largest proportion of the population (14.8% or 6,246 people) worked in Holroyd LGA and Parramatta (12.5% or 5,287). Providing increased housing choice within walking distance of existing heavy rail infrastructure will reduce the travel impacts on local residents.

The demographic profile of the suburb and surrounding LGA demonstrates a need for increased housing, in a mix of dwelling types and generally, a demand for more affordable product.

10.8.2 Open Space

The previous scheme supported by Council was analysed in terms of its open space, with Council's report noting:

The proposed provision of open space within the site comprises a public park and square, amounting to approximately 3,000sqm. Preliminary advice that Council has received regarding provision of open space cited rates of provision for other Sydney Council's, as follows:

- Penrith (standard for new release areas) – 1.4 ha per 1000 people
- Camden (standard for infill areas) – 0.4 ha per 1000 people
- Green Square (high density inner city location) – 0.6 ha per 1000 people

The rate of recreational open space provision currently proposed for the Bonds site equates to 0.19 ha per 1000 people, which, in light of the above figures, represents an undersupply of open space for the proposed high density residential precinct.

The previous scheme proposed total open space of 14,330sqm, representing 18% of the site area of 7.995 hectares. The revised master plan, supporting this proposal provides a total of 33,940sqm representing 42.6% of the site area. The open space provision is composed of:

- 25,120sqm,sqm of publicly accessible open space (31% of site);
- 8,820sqm of communal open space; and

The masterplan also provides Deep soil planting areas of 21,830sqm, which equates to 27% of site (25% is required in the Holroyd DCP).

The Open Space Report recognises the relative shortfall of open space in the Pendle Hill/ Wentworthville/ Girraween area with around 35.86 hectares of publicly accessible open space, which equates to 1.64 hectares of open space per 1,000 people (2011 Census). This level of provision of open space is low when compared to

- 3.03 hectares per 1,000 people in Holroyd LGA
- 4.95 hectares per 1,000 people in Parramatta City

The report found that the rate of provision of parkland on a per capita basis is slightly less than that of Holroyd City, however the provision of playing fields on a per capita basis is higher than that of Holroyd City. This is supported by the 2005 Sports Club Survey undertaken by Council that found that there are no current shortfalls in grounds for sport in Holroyd, except for netball facilities.

Table 5.3 of the report relates to the guidelines for open space, including an assessment by Council's consultants of the provision in the local area.

It is important to note that Pendle Hill currently experiences a shortfall in public open space, and this proposal will provide quality, useable passive and active open spaces for the broader Pendle Hill community.

Table 13 – Open Space Assessment

	DPI standards	Existing	Assessment	Local needs analysis	Appropriate provision standard	Provision
Local parks	0.5 – 2 ha park within 400 metres of most dwellings	2 parks totalling 0.275 ha	Slightly Below	Numerous small homogenous parks and playgrounds in vicinity of the site. No local open space to the east within 800 m of the site.	At least one local park of at least 0.5 ha within 400 metres of most dwellings	Gap
District parks	2 - 5 ha park within 2 kilometres of most dwellings	Civic Park: 2.72 ha within 800 metres. Lytton Street/ Fullagar Road/Irwin Place Parks 5.5 ha 1.5 km east of the site.	Met	Need for more accessible and diverse informal district-quality recreation opportunities than are currently provided. These could be provided in either a district or larger local park.	Current provision of 8.2 hectares of district open space within 2 km is adequate.	No gap
Sport – local	5 ha within 1 km of most dwellings	3.9 Ha within 1 km of the site.	Slightly Below	Access to field sporting opportunities for locally-based teams while avoiding over-use of fields especially in winter. Catchment for sports fields is within 2.5 kilometres of the site, except for fields south of the M4 Motorway which is a key barrier to use by Pendle Hill teams. Existing sporting fields appear to be used beyond capacity in the winter season. Existing provision in local area is 1 field per 2,750 people.	15 ha within 2.5 km of most dwellings 1 sporting field per 2,750 people 1.12 hectares per 1,000 people	Gap
Sport - district	5 – 10 ha within 2 km of most dwellings	7.7 ha within 2 km of the site	Met			
Linear - local	Up to 1 km	None	Slightly Below	Constraints to continuous linkages are properties bounding the rail line, drainage channels and creeks. Limited or no opportunities for new linkages, except for pedestrian / cycle access to existing linear linkages.	Local linear linkages up to 1 km from the site. Shared pedestrian/ cycleway network.	Gap
Linear- district	1 to 5 km	Lytton Street Park 1.5 km from the site. Girraween Creek open space 2.7 km from the site.	Met	Constraints to continuous linkages are properties bounding the rail line, drainage channels and creeks. Limited or no opportunities for new linkages, except for pedestrian / cycle access to existing linear linkages.	Local linear linkages up to 1 km from the site. Shared pedestrian/ cycleway network.	Gap

An assessment of the proposed scheme shows:

- Local parks: recognised gap is acceptable, however the gap is not significant. The current master plan addresses this shortfall through the provision of additional open space meeting the criteria of a local park of 0.5Ha.
- District parks: recognised as no gap.
- Sporting Fields: despite surveys stating that the LGA is well supplied, the analysis determines that there is an undersupply. The 'appropriate standard' is also well above the DPI recommendation.
- Linear and linkage: reports suggest addressing the gaps in linkages by including dedicated shared paths off-road and on-road and innovative use of lineal paths that build neighbourhood connections not supported. Report does not recognise the Lytton Street Park as a local linear space, which is 1.5 km from the site and Girraween Creek open space 2.7 km from the site.

The Report made the following comments on the proposal, which have been addressed in the Table below.

Table 14 – Open Space Assessment – Comments on Previous Master Plan

Report Comment	Response
Most proposed open space is in the form of buffers and existing steep banks, which are not usable for recreation so they shouldn't be included in public open space calculations.	This has been addressed in the amended master plan. Through providing greater density and height of building form, the plan is able to provide more open space at the ground level. The provision of public space is also more useable and accessible to the public and is activated by the surrounding built form and heritage buildings. A total of 42.6% of the site allows for public useable open space. A total of 27% is available for deep soil planting.
The recreation function of George A. Bond Park would be reduced by a stormwater basin. Consideration should be given to a Water Sensitive Urban Design (WSUD) strategy which is more suitable for this proposed multi-use public park. The park may include some water play elements in the design.	This can be considered during the design development and ultimately at a development application stage.
Need roadway between the park and Development site 8? (Feedback from Council)	This item is not clear; however the revised master plan includes a new public road and pedestrian connections through the site.
A circuit path around the site is possible if there is a gap between buildings in the south-west corner. Buildings should be separated from landscape setbacks and buffer zones to allow for a publicly accessible circuit path.	Disagree. The proposal seeks to buffer adjoining residences and their private open spaces to the south and southwest with the private open spaces of the proposed dwellings. We do not see it as appropriate to have a publicly accessible linear path that, due to its elevation above these private open spaces, encroaches on the privacy of residents. As it is designed, the master plan presents rear private open spaces to these adjoining residences, as would be the case in a 'standard' residential subdivision.
The proposed open space does not address the surrounding neighbourhood. The open space would be more visible and accessible to residents outside the site if the southern edge of the park was directly on the existing site entry road at Jones Street.	The physical and visual connections to the park have been significantly improved in the latest Masterplan by the relocation of the road which was previously located on the perimeter and formed a barrier to the surrounding locality. The revised open space network is more accessible to the public and encourages the public to use the site.
The proposed open space does not take advantage of views to the CBD.	The open spaces relate to key heritage items and views. The public park and other open spaces are likely to enjoy district and possibly CBD views.

It is considered that the revised scheme, through increasing the overall density of the site, makes better use of the ground floor plane and will allow additional embellishments to the public open spaces including amenities that will be utilised and provide a benefit to the local community. This is considered as a significant benefit to local residents in the Pendle Hills suburb who will be able to enjoy contemporary open space and recreation facilities set amongst the site's significant heritage.

A strong consideration of the master planning of this site has been the ability to deliver a considerable community benefit, in the form of 25,120sqm of publicly accessible open space (31.5% of the site).

An independent analysis of open space provision is provided in the GHD Report included as **Appendix G**.

10.8.3 Social Impact

Consultation was undertaken with Council, local residents and relevant government agencies and emergency service providers between March and August 2015 to discuss and understand the context, issues and opportunities of the proposed development. Key implications from these discussions included:

- New open space provided within the development should be integrated within the existing heritage buildings.
- There is a lack of affordable community space and indoor sports facilities in the LGA.
- There are a lot of older people in the area, which will need to be considered during the design and construction stages.
- There are opportunities for provision of new community facilities within the site, such as a new community hub, multipurpose spaces and offices for use by community and health organisations, and arts/cultural uses.
- The area is well serviced by the Westmead Public, Children's and Private Hospitals, however there is limited capacity within the community health sector in the LGA.
- Emergency services are likely to have capacity to service future residents and workers of the development.
- Local primary schools have very limited capacity however there is room to grow. There is existing capacity in high schools.
- Key health issues within Western Sydney include diabetes, heart disease and obesity. Provision of new quality open spaces within the development may provide opportunities for improved health and wellbeing outcomes.

In terms of social impacts, the adoption and implementation of the recommendations within the SIA will assist with delivering on the objectives of Holroyd City Council SIA Policy and will provide socially sustainable outcomes.

These recommendations are outlined below.

Table 15 – Open Space Assessment – Comments on Previous Master Plan

Social Impact	Recommendations
Population change	■ The provision of recommended multipurpose community centre/spaces would help to meet existing and future community needs and would provide opportunities for interaction between existing and new community members. ■
Housing	■ Provide a range of dwelling sizes (one, two and three bedroom) to meet housing needs of a range of households e.g. lone person, older people, families with/without children. ■ Design 10% of new dwellings to be adaptable.

	Consider designing additional dwellings in line with universal housing principles.
Mobility and access	- Ensure good access and walkability throughout the site and connectivity to the Pendle Hill shopping strip and station. - Work with Council and Transport for NSW over time to monitor the public transport needs and, if required, increase the bus services in the area.
Community and recreation facilities/services	- Existing and new residents and workers have access to new/upgraded multipurpose community facilities. - The Master Plan should maximise the provision of public open space on site through provision of a public local park that is a minimum of 3,000m². The park should be designed to be multipurpose to meet the needs of a range of user groups. This may include providing seating, shelters, BBQs, informal kick-around areas, toilets and play equipment for various age groups. - Consider providing a new indoor recreation facility with basketball courts. - Potential opportunity to provide child care services within the development. - Consider locating an OOSH service at recommended community/recreation facilities. - Programs targeting needs of young people provided from recommended community/recreation facilities. - Provision of new local park and public open space within development. - Programs targeting needs of older people provided from recommended community/recreation facilities. - Design 10% of new dwellings to be adaptable. - Consider designing additional dwellings in line with universal housing principles. - Consultation with emergency services should continue as the project progresses to best inform the safe design and management of the site. - The development should be designed in a way that provides good access for emergency services.
Cultural values/beliefs	- Ensure design of the development reflects the existing character of surrounding neighbourhoods and the history of the site through retention and reuse of existing heritage buildings. - Consideration should be given towards providing interpretive and public art works as part of the public domain.
Community identity and connectedness	- Ensure design integrates the new development with neighbouring communities to build a sense of identity for new residents and workers that links with the existing communities. - Establish a community welcome program to welcome new residents to the area.
Health and wellbeing	- Ensure the construction management plan includes measures to mitigate potential impacts from construction. - Include multipurpose bookable spaces within recommended community centre/space if provided for community health services. - Ensure the park is accessible to the public and meets the local community's needs.
Crime and safety	- The design should incorporate Crime Prevention through Environmental Design principles e.g. encouraging passive surveillance from apartments. - Provide recommended community welcome program to activate spaces and create feelings of security and safety.
Local economy and employment	- Provide space for local organisations to provide employment/training programs within recommended multipurpose community centre/spaces if provided. - Provide affordable office/workshop spaces within recommended community spaces. - Register the development with NBN Co to ensure the development has access as soon as possible to high quality internet

The Social Impact Assessment is included as Appendix G.

10.9 Heritage

The Planning Proposal recognises the importance of the built and cultural heritage of the site. This is reflected in Council's recommendation for the Planning Proposal in the previous Council resolution in August 2011. A Heritage Assessment is included as **Appendix F**.

Both Council and the DP&I indicated that it will be necessary for major studies to be well-advanced prior to the proposal being submitted to the State Government. As a result, a Conservation Management Plan (CMP) has been undertaken for the site that addresses the items on Council's resolution.

This CMP has found that elements of the Bonds factory site's historic built fabric and the company's paper and audio-visual archives and movable heritage located at Wentworthville are of heritage significance, warranting their inclusion on the Holroyd LEP heritage schedule. Furthermore, the archives and movable heritage are considered to be of State and probably of national significance as the records of a company that has produced many iconic brands of Australian clothing.

As well as recommending such listing, the CMP provides a range of policies, strategies and actions to conserve, manage and interpret the significance of those built elements which should be retained, conserved and interpreted.

The CMP also provides development guidelines to ensure that future development on the site respects heritage values and views, provides for sympathetic adaptive reuse of significant fabric and enhances local amenity.

Recommendations for the long term conservation and use of the Bonds archives are also made.

The master plan included in this Planning Proposal has been designed with the heritage in mind and has been guided by the heritage advice throughout the design process. The master plan has allowed for the adaptive reuse of the heritage items, to provide public accessibility and active uses to aid the funding of their upkeep and maintenance. Further, the master plan identifies an open space corridor linking the heritage items through the site and the surrounding areas to provide pedestrian access and hence aide the enjoyment and understanding of the site's heritage.

At the time of preparation of the CMP, draft development guidelines were established to achieve a satisfactory balance between heritage conservation and redevelopment. An assessment of the heritage impacts are discussed in Table 16 and Table 17 below.

Table 16 – Elements Proposed for Demolition.

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
1. Yarn Store Complies.	Medium	Fair condition—the long narrow plan and lack of windows make re-use difficult. Investigate original use for the interpretation plan. May be demolished following archival recording.	Complies
2. Old Spinning Mill High	High	Original equipment all removed. Former prominence in the streetscape diminished by street and site landscaping. Level difference between the footpath and floor reduces the ability for active street frontage. Retain in whole or in part, especially the western end, and adapt for commercial uses.	Does not comply. Old Spinning Mill is proposed to be completely removed.
9. Carpenters	Medium	Limited ability to interpret special qualities of the	Complies.

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
Workshop		former Bonds Spinning Mill site. May be retained and adapted, or recorded and demolished.	
10. Amenities	High	Small compartmented floor plan makes reuse difficult. May be retained and adapted, or recorded and demolished.	Complies
11. Substation	High	Retain and adapt if suitable for continued original use, or record and demolish.	Complies.
15. Stores and Loading Dock	Low	May be demolished following recording.	Complies
16. Covered Roadway	Low	May be demolished following recording; if buildings either side are retained, their original external walls should be conserved.	Complies.
17. Offices	Low	Fair condition. May be retained and adapted, or demolished following recording.	Complies.
18. New Bale Stores	Medium	May be retained and adapted, or demolished following recording.	Complies.
19. Spin Dispatch	Low	May be retained and adapted, or demolished following recording.	Complies.
20. Electricians Workshop	Low	May be retained and adapted, or demolished following recording.	Complies.
22. New Spinning Mill	Medium	May be retained and adapted, or demolished following recording.	Complies.
23. Dye House	Low	May be retained and adapted, or demolished following recording.	Complies.
24. Covered Roadway	Low	May be demolished following recording.	Complies.
25. Store	Low	May be demolished following recording.	Complies.
26. Canopy	Low	May be demolished following recording.	Complies.
27. Warehouse Extension	Low	May be demolished following recording.	Complies.
28. Spinning Mill Extension	Low	May be demolished following recording.	Complies.

Table 17 – Elements Proposed for Retention

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
3. Administration and Fabric Store	Exceptional	Retain and conserve the whole of the first structural bay as a minimum, and preferably some additional bays.	Complies. Retention of the front bay 'in the round' will require new enclosures where the other bays are removed.
5. Dance Hall	High	Alterations for later uses have resulted in the loss of original fabric and reduced interpretation value. Retain in the short term pending further investigation of its original purpose, its use as a Dance Hall and Staff Cafeteria, its current condition and its viability for retention and adaptive re-use in the next phase of the redevelopment project.	Complies. The 2015 GML Dilapidation Report concluded: Based on the condition of structural fabric visible during the inspection, the assessment prepared by Mott MacDonald concludes that repair and retention of the building is feasible.
6. Cutting Room	Exceptional	Retain and conserve, preferably in its entirety. Adaptation, preferably for commercial uses, should retain large internal spaces with a minimum of	Complies.

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
		additional partitioning.	
7. Old Bale Stores	Exceptional	Fair to good condition; some doors are damaged. Retain and conserve in their entirety. At least one store should be conserved in its original condition for interpretation; others could be adapted for new uses, such as storage.	Partially complies. The Old Bale Stores will be retained and adapted, but it is proposed to remove the two westernmost stores.
8. Compressor Room	High	Fair condition. May be retained and adapted for commercial or light industrial use, or recorded and demolished.	Complies.
12. John Austin Centre	High	Retain and conserve. May be adapted for commercial uses, or as an interpretation centre for the site.	Complies.
21. Boiler House	Medium	May be retained and adapted, or demolished following recording.	Complies.
Perimeter Landscaping within and along Eastern Boundary	High	Retain perimeter landscaping where possible and enhance as a visual buffer to any new development on the site.	Substantially complies. Geometry and plantings of the boundary landscaping to be redesigned and reconfigured.
The Park	High	Retain as open space. Retain and conserve specimens of <i>Corymbia citriodora</i> . Maintain trees in accordance with best arboricultural practice.	Substantially complies. The Park to be expanded as communal open space, including new park, to provide the landscape setting for the Heritage Precinct. Retention of actual species to be determined by a detailed landscape plan.

It is recognised that the CMP will be finalised throughout the design development process, particularly as interviews with workers of the Bonds site past and present are undertaken and an interpretation strategy is developed to help interpret the important heritage at the site.

10.10 Voluntary Planning Agreement and Developer Contributions

The proponent acknowledges Council's previous recommendation for the 2011 Planning Proposal for a Voluntary Planning Agreement being offered for the provision of recreational open space for the site and the applicant is committed to providing public open space and streets as part of the master plan, to create a permeable development that is accessible, connected, and links to its surroundings.

The Masterplan creates a network of public open space on the site (refer Urban Design Report as **Appendix D**) which will be embellished by the developer and offered to the community of Pendle Hill. In consideration of the recognised under-supply of local open space, this is a significant public benefit offered up by the proposal and will be vested to the local community in perpetuity.

The location and approximate areas of publicly accessible open space have been identified within the Masterplan and accompanying VPA instrument. The design and embellishments to the public open spaces will be illustrated in the Staged Development Applications for the project and operational specifications to be addressed in the final Management Plan.

Provisions may be included in the VPA such as a positive covenant providing full public access to new parks and open space provided within the development. The covenant imposes obligations on the owner of the land to maintain access

to, and maintenance of the land. The roads and associated pedestrian footpaths and verges provided within the development will be dedicated as public roads. It may be that private ownership of the land (possibly held under Community Title), which includes areas surrounding the heritage items, is a suitable way to maintain the quality of the grounds in perpetuity. Given that the landscape elements are an important part of the heritage significance of the site, maintenance of the open space is a priority for the development and ongoing management.

As part of a Draft Planning Agreement, the proponent undertakes to make a contribution for local infrastructure, based on a scenario of 1700 units based on Council's s94 Plan (June rates).

- Total S94 Contributions from the development: \$21,808,822.
- Itemised as follows.
 - City Wide Parks: \$1,513,418
 - Sporting Fields: \$7,228,946
 - Community Facilities: 3,056,051
 - Roads & Transport: \$1,067,008
 - Public Domain Works: \$2,879,384
 - Administration: \$343,908
- The proponent seeks an exemption against the Local Parks contribution (\$5,720,107) as the proposed public park and open spaces will be constructed by the Developer and dedicated back to the community.

Please note that the VPA estimate is based on 1,700 units and may be revised pending confirmation of the final dwelling yield

In addition to the financial contributions the following Public Benefits are proposed to be provided under the VPA

- Dedication and embellishment of a new Public Park for the local community including:
 - Active open space for ball games and other activities.
 - New adaptable playground areas.
 - Amenities such as toilets, BBQ facilities and seating areas.
 - Soft landscape areas (i.e. grassed) and landscaping to provide amenity to the locality.
 - Pedestrian footpaths and links through the park.
- Construction of five smaller local parks on the site which shall be publically accessible to the local community. The parks could potentially include community gardens and play equipment.
- New public road and pedestrian links through the site leading to the train station, as well as community / commercial spaces within the development.
- Provision of meeting rooms/offices which may be leased out to or booked by community organisations or start up local businesses.
- Provision of Public Art within open space areas to create a 'Living Heritage Trail' through the site that commemorates the industrial heritage of the site and the history of Bonds.

The Proponent will consult further with the community and Council at the later stages of the development (at the Development Application Stage) regarding the future amenities and detailed design of the proposed facilities and spaces.

11.0 Conclusion

The subject site offers a unique opportunity for the urban renewal and regeneration of an obsolete industrial site in close proximity to existing infrastructure and services. This position is reiterated in key State and Local Strategic Planning documents.

The centres strategy adopted by Holroyd City Council in the Holroyd Residential Development Strategy, DCP and LEP, reflects the broader strategies outlined in the Sydney Metropolitan Plan for 2036, and particularly focus on locating higher residential densities near transit centres, with an underlying assumption that higher densities lead to higher use of public transport (and as such lower car trips and levels of car ownership).

The strategic location of the site in close proximity of the Pendle Hill train station and town centre means the site is best suited to higher density residential, and allied, uses which is reflective of the underlying zone of the surrounding area as per the Holroyd LEP.

The size of the site provides the opportunity to accommodate an integrated development outcome of an intensity which is still complementary and sympathetic to the residential surrounding the site, however recognising the role of Pendle Hill as a centre located on a heavy rail node. Further, the opportunity to create amenity and facilities for the surrounding areas in an integrated development needs to be considered. Of particular importance is the opportunity to make public this site and allow the interpretation and celebration of the heritage items. A VPA has been provided to accompany the Planning Proposal which offers significant public benefits to the local community, most significantly the provision and dedication of public open spaces.

Through providing greater density and height of building form, the plan is able to provide more open space at the ground level and retain a number of the site's significant heritage buildings. A total of 27% of the site allows for deep soil planting of open space areas and 31.5% of the site as publicly accessible open space, including a new civic park of 5,310sqm. An important public benefit of the proposal will be the establishment of a civic space in the heart of the project that is physically and visually linked to the surrounding areas and is of a size that can accommodate both passive and active recreation opportunities.

We therefore respectfully ask that Holroyd Council endorse this proposal and forward it to the NSW Department of Planning and Infrastructure for a Gateway Determination.