



PLANNING PROPOSAL

To rezone 190-220 Dunmore Street Pendle Hill from
IN2 Light Industrial to R4 High Density Residential, B2
Local Centre and RE1 Public Recreation

May 2016

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1 Introduction

This planning proposal has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and relevant guidelines produced by the Department of Planning and Environment.

The purpose of the planning proposal is to seek an amendment to Holroyd Local Environmental Plan 2013 (HLEP 2013) to rezone the Bonds Spinning Mills site at 190-220 Dunmore Street, Pendle Hill from IN2 Light Industrial to R4 High Density Residential, B2 Local Centre and RE1 Public Recreation to enable redevelopment of the site for residential and commercial purposes.

1.1 Background

The subject site is situated at 190-192 Dunmore Street, Pendle Hill and covers an area of approximately 8 hectares. The site is currently zoned IN2 Light Industrial and is identified as a heritage item under Holroyd LEP 2013. The site has been used for industrial purposes (manufacturing and distribution of textiles) since 1923, was the first spinning mill in the Southern Hemisphere and was the birthplace of the Bonds clothing brand.

Over recent years, the manufacturing operations on the site were scaled down and have now ceased, as the former owner of the site, Pacific Brands, considered these uses to no longer be suitable at this location.

In early 2010 Pacific Brands advised Council of its intention to pursue a rezoning of the site to allow for residential development. During the 2010 exhibition of the Draft Holroyd LEP, a submission was received from Pacific Brands, objecting to the proposed IN2 Light Industrial zoning (a translation of the former 4(b) zone) on the basis that this is no longer suitable. In order that the Holroyd comprehensive LEP proceed in a timely manner, Council advised Pacific Brands that they should submit a rezoning request, which would proceed through the gateway process.

A rezoning application, including a heritage assessment and concept masterplan for the site, was submitted to Council in February 2011. This proposal was for high density residential development of 2-7 storeys with a yield of around 600 dwellings, and small-scale retail/commercial. Council resolved at its meeting on 16 August 2011 to prepare a planning proposal to rezone the site. However, the information requested by Council was not provided and as such a planning proposal did not progress to 'Gateway'.

In June 2013, Council received a further rezoning request (proposal) prepared by CBRE Pty Ltd on behalf of the owners of the site, Rainbowforce Pty Limited. The proposal, as originally submitted, sought to rezone the subject land from its current IN2 Light Industrial zone to B4 Mixed Use zone under Holroyd LEP 2013. Following an initial assessment and meeting with Council strategic planning officers (in which the advice was provided that this zone could not be applied in this location under State guidelines), the proposal was then amended on 1 August 2013 to propose to rezone the subject land as follows:

- R4 High Density Residential zone with additional permitted uses for 'commercial premises' (retail, business and office) across the entire site;
- A maximum FSR of 3:1 across the entire site;
- A maximum building height of 53m (up to 17 storeys) across the entire site.

The key elements of the development concept were:

- A dwelling yield of over 1,800 dwellings;
- Building heights scaling up from 4 storeys on the edges to 17 storeys in the centre;
- Around 8,500sqm of retail, business and commercial in retained heritage buildings (constituting a new local centre);
- 1.5ha of public open space comprising a central local park and other smaller grassed and public domain areas.

Council's assessment of the supporting documentation indicated that while it generally provided the information required by the DP&E guidelines, much of the information was incomplete and many adverse impacts of the proposal were not sufficiently addressed.

In May 2014, Council received a revised proposal prepared by CBRE Pty Ltd on behalf of the owners of the site, J.S.T (NSW) Pty Ltd, which generally addressed the concerns raised with the previous proposal. The revised proposal sought to rezone the subject land from its current IN2 Light Industrial zone to R4 High Density Residential, B2 Local Centre and RE1 Public Recreation under Holroyd LEP 2013.

The majority of the site was proposed to be zoned R4 High Density Residential. The B2 Local Centre zone was proposed for part of the heritage precinct in the northern part of the site, reflecting the intention to accommodate commercial uses in retained heritage buildings. The RE1 zone reflected the proposed 'central' park in the north-eastern part of the site, being the main area of local open space. The proponent sought building heights up to 17 storeys in the centre of the site, transitioning to 3-6 storeys at the edges, with Floor Space Ratios from 0.7:1 to 3.2:1.

Given the previous comments issued to the proponent indicating that Council would not support 17 storey building heights on the site, two further options of reduced scale and density were developed. All three options were reported to Council on 7 October 2014, and Council resolved to support a moderate-scale concept with building heights up to 12 storeys. A Gateway Determination was issued for this proposal on 23 February 2015 (PP_2015_HOLRO_003_00).

Subsequent to the Gateway being issued the proponent engaged a new architect and a revised concept plan for the site was prepared, consistent with the maximum 12 storey building height resolved by Council. A further rezoning request based on the new concept was submitted to Council on 10 November 2015. The revised proposal sought a dwelling yield of around 1,600, with FSRs ranging from 0.7:1 to 2.4:1 and building heights ranging between 12.5m (3 storeys) and 38m (12 storeys).

Council's strategic merit assessment of the proposal indicated a number of concerns regarding the proposed density and height controls and as such a second option was put forward to Council. This option provided more certainty regarding building heights in two key locations, being along the southern boundary adjacent to the R2 Low Density Residential zone and along the northern edge of the public park. It also provided for a slightly lower density of 1,500 dwellings which it was considered would be more appropriate for the site. The two options were reported to Council on 19 April 2016 and Council endorsed a variation of Option 2, which is outlined as follows:

- Maximum building heights of 14m (approx. 3-4 storeys) between Dunmore Street and the proposed park, 39m (adjusted to ADG heights for approx. 12 storeys) in the centre of the site,

12.5m (approx. 3 storeys) along the southern boundary and 27m (adjusted to ADG heights for approx. 8 storeys) for the remainder of the southern part of the site.

- Maximum floor space ratio of 0.7:1 for the B2 business zone, 1.2:1 for the northern R4 residential zoned part of the site and 1.9:1 for the southern R4 residential zoned part of the site.

Given the nature and extent of the changes to the proposal including amended height and FSR maps, it would not be possible to proceed to formal community consultation with the revised proposal, under the current Gateway Determination. As such, a new Gateway Determination is required.

1.1 Land to which the Planning Proposal applies

The location of the subject site is shown in Figure 1.

Figure 1 – Location of subject site



(Source: Sixviewer, Dept of Lands)

1.2 Current Planning Controls

Holroyd Local Environmental Plan 2013

Zoning

The subject lands are currently zoned IN2 Light Industrial under Holroyd Local Environmental Plan 2013.

The objectives of the IN2 zone are:

- To provide a wide range of light industrial, warehouse and related land uses.
- To encourage employment opportunities and to support the viability of centres.
- To minimise any adverse effect of industry on other land uses.
- To enable other land uses that provide facilities or services to meet the day to day needs of workers in the area.
- To support and protect industrial land for industrial uses.

Height of buildings

Pursuant to Clause 4.3 of HLEP 2013 the areas subject to this Proposal currently have no maximum height limit.

Floor space ratio

Pursuant to Clause 4.4 of HLEP 2013 the areas subject to this Proposal currently have no maximum FSR.

Heritage

Pursuant to Schedule 5 of HLEP 2013, the subject area is an archaeological site and an item of environmental heritage is located within the subject area. This is identified in Attachment 2 of this Proposal.

Holroyd Development Control Plan 2013

Holroyd Development Control Plan 2013 (Holroyd DCP) came into effect on 5 August 2013. Industrial development within the IN2 Light Industrial zone that currently applies to the site subject to this Proposal is in particular subject to Part D Industrial Controls.

2 The Planning Proposal

2.1 Objectives and Intended Outcomes

This Planning Proposal aims to:

- Enable redevelopment of land in close proximity to the existing Pendle Hill centre and railway station for high density housing, with supporting community and neighbourhood commercial uses and public open space;
- Acknowledge and 'celebrate' the important contribution of Bonds Spinning Mills to the history and development of Pendle Hill and its community;
- Make a positive contribution to the Pendle Hill locality by providing a quality integrated urban design solution that respects the existing built form and natural features of the site and surrounding neighbourhood.

2.2 Explanation of Provisions

The majority of the site is proposed to be zoned R4 High Density Residential. The B2 Local Centre zone is proposed for part of the heritage precinct in the northern part of the site, reflecting the intention to accommodate commercial uses in retained heritage buildings. The RE1 zone is proposed for the park in the north-eastern part of the site, which is the main area of open space.

The proposed outcomes will be achieved by:

- amending the Holroyd LEP 2013 Land Zoning Map in accordance with the proposed zoning map provided in Attachment 1, which shows the following new zones within the site:
 - o R4 High Density Residential
 - o B2 Local Centre
 - o RE1 Public Recreation

- amending the Holroyd LEP 2013 Floor Space Ratio Map in accordance with the proposed floor space ratio map provided in Attachment 1, which shows the following maximum floor space ratios within the site:
 - o 0.7:1 (B2 zone)
 - o 1.2:1 (R4 zone within heritage precinct)
 - o 1.9:1 (R4 zone south of heritage precinct)
- amending the Holroyd LEP 2013 Height of Buildings Map in accordance with the proposed height of buildings map provided in Attachment 1, which shows the following maximum building heights within the site:
 - o 14m (4 storeys) in the front (northern) portion of the site
 - o 39m (12 storeys) in the central portion of the site
 - o 27m (8 storeys) predominantly surrounding the 12 storey component and extending to the eastern and western boundaries of the site
 - o 12.5m (3 storeys) along the southern & south-western boundaries
- amending the Holroyd LEP 2013 Lot Size Map in accordance with the proposed lot size map provided in Attachment 1, which shows a minimum lot size of 900m² in the proposed R4 and B2 zones, and no minimum lot size in the RE1 zone.

2.3 Justification

This section details the reasons for the proposed outcomes and is based on a series of questions outlined in the Department of Planning and Infrastructure's *A Guide to Preparing Planning Proposals* 2012. Heads of consideration include the need for the planning proposal from a strategic planning viewpoint, implications for State and Commonwealth agencies and environmental, social and economic impacts.

2.3.1 Need for the Planning Proposal

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

The rezoning of the Bonds site has been identified in Council's Residential Development Strategy, and has been the subject of several Council reports.

Council's Residential Development Strategy refers to the potential rezoning of the Bonds site for residential purposes. Strategy PH1.10 states '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 proposed rezoning of the Bonds site has been reported to Council on several occasions over the course of 3 years. It was first considered by Council at its meeting on 31 May 2011, as part of its consideration of the exhibition of Draft Holroyd LEP 2010 (as it was then known). As the LEP was well-advanced at the time Council received the rezoning application from Pacific Brands, Council resolved to retain the IN2 zone for the site and to consider the rezoning application separately.

Subsequent Council reports are outlined as follows:

- 16 August 2011 – Council resolved to prepare a planning proposal to rezone the site subject to further information being provided
- 29 October 2013 – strategic merit assessment of new proposal submitted by the new owners, indicating further information required
- 7 October 2014 – assessment indicated that revised proposal had strategic merit and recommended that a planning proposal be forwarded to the DP&E.
- 19 April 2016 – assessment indicated that revised proposal had strategic merit and recommended that a planning proposal be forwarded to the DP&E (a copy of the report considered by Council is included as Attachment 3 in Section 3).

Q: Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The planning proposal is the best means of achieving the objectives or intended outcomes. These are addressed as follows:

Enabling redevelopment of land in close proximity to the existing Pendle Hill centre and railway station for high density housing, community and neighbourhood commercial uses and public open space

- By incorporating a mix of commercial and high density residential uses the proposal provides an optimal land use for a site in close proximity to a local centre and railway station. There are limited sites of this size in close proximity to rail infrastructure that would allow for development of new housing, commercial uses and public open space.
- The proposal would provide publicly accessible open space including a local park of 0.53 hectares. It would be more difficult and create a greater impact on the local community for Council to provide additional local open space through land acquisition.

Acknowledge and 'celebrate' the important contribution of Bonds Spinning Mills to the history and development of Pendle Hill and its community

- The proposal provides an effective means of acknowledging the site's contribution to the history and development of Pendle Hill. Rezoning for high density development would enable greater investment into restoration and maintenance of heritage items than would a lower density use of the site. Adaptive reuse of heritage buildings for retail and community uses would also be more desirable than the buildings remaining unused.

Make a positive contribution to the Pendle Hill locality by providing a quality integrated urban design solution that respects the existing built form and natural features of the site and surrounding neighbourhood.

- The proposal would make a positive contribution to the Pendle Hill neighbourhood by providing a high quality residential precinct, commercial space for local businesses and a new public park, as well as celebrating the site's iconic heritage significance through the adaptive reuse of historical buildings.
- The proposal would provide land uses that are more compatible with the surrounding neighbourhood than the existing light industrial zoning allows for. The proposal provides for a transitioning of building heights from the surrounding development, to avoid overlooking, overshadowing and minimise visual impact.

- The proposal would provide a high standard of urban design and an integrated design solution which could not be achieved on a smaller site or through individual developments.

2.3.2 Relationship to strategic planning framework

Q: Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy?

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 Strategy stipulates that:

“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 proposal is also consistent with other objectives and actions of the Strategy, outlined as follows:

- Providing for housing growth close to public transport corridors and centres
- Improving housing choice and affordability
- Providing local employment opportunities
- Conserving cultural heritage
- Improving recreational facilities and access to open space

Q: Is the planning proposal consistent with a council’s local strategic or other local strategic plan?

The Planning Proposal is consistent with Holroyd Council’s Community Strategic Plan. The plan establishes a central vision for Holroyd for 20 years into the future. By 2031, the former Holroyd Local Government Area is expected to accommodate an additional 30,000 people and 11,000 new homes. The Planning Proposal supports the objectives of the 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.

Q: Is the planning proposal consistent with applicable State Environmental Planning Policies?

Table 1 below lists all relevant State Environmental Planning Policies for the areas subject to this Proposal. As demonstrated, the planning proposal does not contain any provisions that would be inconsistent with the objectives of the relevant SEPPs.

Table 1 - Consistency with applicable SEPP’s

Relevant State Environmental Planning Policies	Consistent
SEPP 19 Bushland in Urban Areas	Yes
SEPP 32 Urban Consolidation (Redevelopment of Urban Land)	Yes
SEPP 55 Remediation of Land	Yes
SEPP 64 Advertising and Signage	Yes
SEPP 65 Design Quality of Residential Flat Development	Yes
SEPP (BASIX) 2004	Yes
SEPP (Housing for Seniors or People with a Disability) 2004	Yes
SEPP (Infrastructure) 2007	Yes

SEPP (Affordable Rental Housing) 2009

Yes

Q: Is the planning proposal consistent with applicable Ministerial Directions (s117 directions)?

The planning proposal is consistent with the relevant Section 117 Directions, as detailed in Table 2 below.

Table 2 - Consistency with applicable Section 117 Directions

1. Employment and resources	
1.1 Business and Industrial Zones	The objectives of this direction are to: (a) encourage employment growth in suitable locations, (b) protect employment land in business and industrial zones, and (c) support the viability of identified strategic centres. The site was identified in the West-Central Sub-regional Strategy as being suitable for alternative uses if existing operations cease, which is the case. The proposed rezoning would also generate new employment opportunities, through provision of 6,000sqm of commercial floor space. The proponent's economic impact assessment indicates that the commercial component of the development would generate approximately 328 jobs on the site post-construction. The proposal will also enable flexible floor plates to a minimum of 30% of residential dwellings to allow for work/live opportunities and home office spaces. As recommended by a peer review of the proponent's economic impact assessment, the quantum of commercial floor space was reduced, so as to reduce the impact on the Pendle Hill centre.
1.2 Rural Zones	Not Applicable
1.3 Mining, Petroleum Production and Extractive Industries	Not Applicable
1.4 Oyster Aquaculture	Not Applicable
1.5 Rural Lands	Not Applicable
2. Environment and Heritage	
2.1 Environment Protection Zones	Not Applicable This Proposal does not apply any to land within an environment protection zone or any land otherwise identified for environment protection purposes under HLEP 2013.
2.2 Coastal Protection	Not Applicable
2.3 Heritage Conservation	Yes The subject site is listed as an Archaeological site in Holroyd LEP 2013. Additionally, there are four buildings within the site that are listed as an item of local heritage significance in the LEP. The proposal involves the retention and adaptive reuse of these buildings. A Draft Conservation Management Plan (CMP) has

	been prepared, which includes an assessment of heritage significance for all of the buildings, items and moveable objects remaining within the site. The following buildings are proposed for retention: Exceptional significance: • Administration Building (in part) • Cutting Room • Cotton bale stores (in part) High significance: • Dance Hall • Compressor Room • Storage Building (John Austin Centre) Medium significance: • Boiler House The proposal would demolish the Fabric Store building, and this demolition does not comply with the CMP. Council's heritage advice indicated that the CMP still needs to include acknowledgement of the site's State Heritage significance. The proponent has now provided diagrammatic guidance for built form, and heritage interpretation strategies, to ensure that all items of heritage significance would be adequately conserved. This document is an addendum to the CMP. The subject site does not contain any Aboriginal objects or Aboriginal places protected under the <i>National Parks and Wildlife Act 1974</i>. No Aboriginal heritage survey identifying locations or objects of Aboriginal heritage significance has been provided to Council by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority. However, the Draft CMP provides no indication whether the site contains any object or place of Aboriginal heritage significance. As such, any impacts of the Proposal on any Aboriginal heritage cannot be ascertained. This Proposal does not amend the heritage conservation provisions of HLEP 2013.
2.4 Recreation Vehicle Areas	Not Applicable
3. Housing, Infrastructure and Urban Development	
3.1 Residential Zones	The Proposal is consistent with this Direction as it broadens the choice of building types and locations available, makes more efficient use of existing infrastructure and services and will reduce the consumption of land for housing and associated urban development on the urban fringe. The site is in close proximity to an existing centre and railway station. The proposal would therefore make better use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services. The site is also close to the Wentworthville Town Centre, identified as a key

	centre for growth in Council's strategic planning documents. It is within 2.5km of Westmead, the focus of major employment growth for the region and 4km of Parramatta, Sydney's second CBD. This creates an opportunity for the proposal to provide key worker housing required in these major employment zones of the western sub-region. This proposal provides housing variety and choice for both existing and future housing needs. The site is opposite existing high density residential development along Dunmore Street, however this provides a residential stock that has been established for a number of years and therefore not reflective of SEPP 65 and the Residential Flat Design Code. 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. As the site is within an existing urban area it minimises the impact of residential development on the environment and resource lands.
3.2 Caravan Parks and Manufactured Home Estates	Not applicable
3.3 Home Occupations	Not applicable Dwelling houses are not permitted in any of the zones proposed for the site under HLEP 2013.
3.4 Integrating Land Use and Transport	The proposal is consistent with this 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 housing density within 200m of the Western railway line will reduce the number of trips generated and the distances travelled by car. A transport assessment provided by the proponent identifies the opportunity to provide a Green Travel Plan to minimise the number of peak hour car trips generated by the site. This would be provided to all residents in the site in addition to information regarding car sharing, public transport services and cycling / pedestrian routes & facilities. 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 a higher level of public transport patronage from the site's future inhabitants. In comparable projects, Green Travel Plans have been effective in providing a 10-30% modal shift towards sustainable transport. The creation of through-site pedestrian and cycle links would also encourage residents in the surrounding area to use more active transport means.
3.5 Development Near Licensed Aerodromes	Not Applicable
3.6 Shooting Ranges	Not Applicable

4. Hazard and Risk	
4.1 Acid Sulphate Soils	Not Applicable This Proposal does not rezone any land identified on the Acid Sulphate Soils Planning Maps as having a probability of acid sulphate soils being present.
4.2 Mine Subsidence and Unstable Land	Not Applicable
4.3 Flood Prone Land	The Proposal is consistent with this direction. The Proposal does not rezone any land within a flood planning area from Special Use, Special Purpose, Recreation, Rural or Environmental Protection Zones to a Residential, Business, Industrial, Special Use or Special Purpose Zone. The subject site is within a flood planning area, as parts of the site are affected by overland stormwater flooding. However, these are not considered to be a major constraint on development generally and could be addressed through detailed design at development application stage. The impacts of flooding on any future development within the site would need to be investigated following any Gateway determination.
4.4 Planning for Bushfire Protection	Not Applicable
5. Regional Planning	
5.1 Implementation of Regional Strategies	Not Applicable
5.2 Sydney Drinking Water Catchments	Not Applicable
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	Not Applicable
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	Not Applicable
5.8 Second Sydney Airport: Badgerys Creek	Not Applicable
5.9 North West Rail Link Corridor Strategy	Not Applicable
6. Local Plan Making	
6.1 Approval and Referral Requirements	Not Applicable This Proposal does not alter any provisions requiring the concurrence, consultation or referral of development applications to a Minister or public authority and does not identify development as designated development.
6.2 Reserving Land for Public Purposes	The Proposal would create a new 0.53ha public park within the site, which would be zoned RE1 Public Recreation. Once zoned

	for this purpose, this land would come under the care and control of Council. The dedication of this land would be achieved through a Voluntary Planning Agreement between Council and the developer. Council considers that the Director-General's approval for the creation of this zone would be implicit in the Gateway Determination. The Proposal does not alter or reduce existing zonings or reservations of land for public purposes, nor propose to acquire any land for public purposes nor to rezone any land currently reserved for a public purpose.
6.3 Site Specific Provisions	Not applicable
7. Metropolitan Planning	
7.1 Implementation of A Plan for Growing Sydney	Yes This Proposal is consistent with the NSW Government's <i>A Plan for Growing Sydney</i> published in December 2014.
7.2 Implementation of Greater Macarthur Land Release Investigation	Not applicable

2.3.3 Environmental, social and economic impact

Q: 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?

There is no declared critical habitat within the Holroyd LGA. Desktop investigations indicate that no threatened species, populations or ecological communities or their habitats exist within the site, and therefore would not be adversely affected as a result of the proposal.

Q: 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 rezoning of the site. The site is affected by contamination and a preliminary contamination assessment has been provided by the proponent (included in Attachment 4). It is acknowledged that further site-specific assessment may be required prior to rezoning, which shall be outlined in the Gateway determination. This may include contamination, geotechnical considerations and stormwater & hydrology. Further detail regarding environmental issues is provided in Section 3.2.

Q: Has the planning proposal adequately addressed any social and economic effects?

Heritage impacts

The effects of the Proposal on items or places of European or Aboriginal cultural heritage are addressed in Section 3.5.5.

Social impacts

The social impacts of the Proposal are addressed in Section 3.5.4.

Economic impacts

The economic impacts of the Proposal are addressed in Section 3.4.

2.3.4 State and Commonwealth interests

Q: Is there adequate public infrastructure for the planning proposal?

It is likely that the Proposal will require upgrades or increases to various public infrastructure and services, such as public transport, roads, drainage, utilities, open space, waste management, healthcare, childcare and schools.

Following the Gateway Determination, consultation with the relevant agencies would be undertaken to identify whether existing services could meet the increased demand generated by future development, or if not, the extent of the shortfall and the infrastructure / services required to offset this. While the Gateway determination would confirm the public authorities to be consulted, it is expected that they would include the following:

- Transport for NSW
- Department of Education & Communities
- NSW Health
- Sydney Water
- Electricity, gas & telecommunications providers

Delivery of other public infrastructure under Section 94 of the EP&A Act is addressed in Section 3.6. This includes open space, public domain, community facilities, roads and drainage.

Q: What are the views of state and commonwealth public authorities consulted in accordance with the Gateway determination?

As the Gateway Determination has yet to be issued by the Minister for Planning and Environment, no State or Commonwealth authorities have been identified or consulted at this stage.

The proponent met with DP&E staff subsequent to lodging its initial rezoning request with Council. These discussions indicated that the Department shared Council's concerns regarding the need for more detailed assessment of heritage impacts, and the impacts of the 17 storey building height that was originally proposed for the site.

2.1 Mapping

All relevant maps that assist in identifying the intent of the planning proposal are contained in Attachment 1.

2.2 Community Consultation

It is proposed that the planning proposal be exhibited for a period of 42 days, as resolved by Council at its meeting on 7 October 2014. Exhibition material will contain a copy of the planning proposal and relevant maps supported by a written notice that describes the objectives and intended outcomes of the proposal, the land to which the proposal applies and an indicative time frame for finalisation of the planning proposal. Consultation will not occur until receipt of the 'gateway determination'.

The proposed consultation methodology will include:

- forwarding a copy of the planning proposal and the gateway determination to State and Commonwealth public authorities identified in the gateway determination;
- giving notice of the public exhibition in the main local newspaper (Parramatta Advertiser) for 4 weeks;
- notifying the exhibition of the planning proposal on Council's web site including all relevant documentation;
- providing a copy of the planning proposal and supporting documentation at Council's customer service centre and libraries;
- notifying all affected property owners and body corporates of adjoining strata units where relevant;
- Two community information sessions;
- An open day / site tour;
- A public hearing.

2.3 Project Timeline

An outline of the expected timeframe for completion of the Planning Proposal is provided below.

Planning Proposal submitted to NSW Planning and Environment	May 2016
Gateway Determination received by Council	July 2016
Planning proposal publicly exhibited for 42 days	August-September 2016
Council considers report on exhibition	December 2016
LEP amendment gazetted	March 2017

3 Assessment of Planning Matters

3.1 Traffic & Transport

3.1.1 Local Traffic

The revised concept includes a simpler road layout which would allow more efficient traffic circulation. The Dunmore Street access has been relocated further west, close to the western boundary of the site.

The Traffic & Transport Report prepared by GTA Consultants provided an assessment of the transport impact of the proponent's revised proposal (allowing for 1,700 new dwellings and approximately 6,000m² commercial floor space), including traffic generation and the impact of the proposal on the surrounding road network.

The report indicated that the site could potentially generate approximately 780 external vehicle movements in the AM peak hour, 770 external vehicle movements in the PM peak hour and 960 external vehicle movements in the Saturday midday peak hour. This compares to the current lawful industrial use of the site which, according to the report, at full capacity has the potential to generate 565 trips per hour in the peak periods, a significant number of which would presumably be trucks. It is noted that most of the total AM peak movements are residential whereas in the PM and Saturday peak most are retail/commercial.

The additional traffic generation would affect the operation of the Gilba Road/Pendle Way intersection. The proponent's traffic modelling indicates that the average delay at the intersection would increase from 125 seconds to 570 seconds in the PM peak (3.5 times) and from 127 seconds to 799 seconds in the Saturday peak (>5 times). Measures to address the poor performance of the intersection would need to be addressed prior to public exhibition. Two options were considered by the proponent to overcome the traffic capacity issues, these being traffic signals and a small roundabout. A preferred option would need to be identified prior to any Gateway Determination, in consultation with Council's Traffic Committee, and any changes included in Council's revised Section 94 Development Contributions Plan.

While Council's assessment raised concern about the proposed roundabout on Dunmore Street being too close to the signalised intersection, the proponent's traffic advice indicates that the roundabout would allow for 70m of queueing between the two intersections, and modelling shows that no conflict between the intersections would occur. The RMS would need to determine whether this is acceptable when the Proposal is referred to it post-gateway.

Council's assessment also indicated that impacts from vehicles turning right to access the site via Jones Street need to be assessed, and in the case that there are impacts on traffic flow left-in/left-out treatments should be considered. The proponent's traffic modelling indicates that the greatest predicted queue would be two vehicles, which is not considered to be an issue. Consequently left in / left out treatments do not need to be considered.

The general conclusion of the GTA traffic report that (subject to certain upgrades and management measures) "the proposed redevelopment would be able to proceed without having a significant adverse impact on the overall performance of the road network in the vicinity of the site" is considered satisfactory.

It should be noted that the transport study provided by the proponent was based on a dwelling yield of 1,700, which is higher than the yield assumed by this proposal, of around 1,260 dwellings. As such, it is expected that the impacts would be somewhat less than those outlined above. This could be confirmed following the gateway determination. Consultation would be undertaken with RMS following the gateway determination for consideration of impacts on State roads.

3.1.2 Car Parking

Resident parking would be accommodated in an underground carpark located in the southern portion of the site. Parking for the commercial and community components of the site would be accommodated underground in the northern part of the site. The revised concept provides the following indicative parking rates:

- Residential parking: 1,700 spaces (1 per dwelling)
- Visitor parking: 340 spaces (1 per 5 dwellings)
- Retail parking: 140 spaces (1 per 44sqm GFA)

The proposed rates of parking provision for the residential component of the proposal are in accordance with Council's DCP controls. However, the residential component of the proposal would be subject to the rates of parking provision identified in SEPP 65. For a development of 1,260 dwellings, 1,123 spaces would be required. This is broken down as follows:

- 1 bedroom comprising 20% of yield (0.6 per dwelling) = 152 spaces
- 2 bedroom comprising 70% of yield (0.9 per dwelling) = 794 spaces
- 3 bedroom comprising 10% of yield (1.4 per dwelling) = 177 spaces

Visitor parking would be the same as required under Holroyd DCP 2013. For a development of 1,260 dwellings, 252 visitor spaces would be required.

The proposed parking for the commercial component is less than half of that required under Council's DCP (1 per 20sqm GFA minimum, required for ground floor premises in B2 zones in Pendle Hill). This would need to be increased in order to meet the DCP requirements at development application stage.

The Traffic & Transport Report indicates that significant additional on-street parking spaces will be provided in the new road reserves within the site. While it is proposed that visitor parking be provided within the basement carpark as well as on internal roads, Council requires that all visitor parking be provided within the development site, i.e. on private land associated with each apartment development and preferably within a basement level. On-street parking on new internal roads would need to offset any parking that would be lost from Dunmore and Jones Streets, as well as providing additional public parking for users of the park and the broader community that may be visiting the site.

While the submitted concept does not comply with the parking provisions for commercial development stipulated in DCP 2013, parking provision would be subject to a separate detailed assessment as part of any development application for the site, so rezoning of the site could still proceed notwithstanding this.

Street Widths and On-Street Car Parking

The Concept Master Plan submitted with the revised proposal provides conceptual street layout and widths which would be considered further during the development of site-specific DCP controls and at detailed design stage. The streets appear to be 19-20m in width. Such widths are considered to be consistent with the intent of Council's DCP controls for new streets; to provide sufficient carriageway and verge widths to allow roads to perform their function. In most cases, such as with this site, this will involve two traffic lanes, two parking lanes and two verge (footpath) areas. Part A, Section 2.3, C2 applies generally across the City and specifies a width of 20m (2 x traffic lanes, 2 x parking lanes and 4m verges). By comparison, most local streets in Pemulwuy, under Part P, Sections 7.4-7.6, are only 15.5m width (2x traffic lanes, 1 x parking lane and 3.5m verges), although some of the major local streets have parking on both sides and were required to be 19m (2 x traffic lanes, 2 x parking lanes and 3.5m verges). Sufficient allowance has been provided for local streets with parking on both sides such that any minor adjustment at detailed design stage would not materially affect modelled building footprint and estimated potential floor space yield.

3.1.3 Public Transport

The Proposal would have implications for train and bus services as it would add around 1,260 additional dwellings to the housing growth in Pendle Hill. Transport for NSW would be consulted following any gateway determination to provide more information regarding the impacts and need for infrastructure & service improvements. It is noted that TfNSW is about to commence upgrade works to Pendle Hill Station, including new lifts, stairs, concourse, footbridge and entrances, as well as CCTV and additional lighting. While the GTA report indicates that Pendle Hill has frequent train services (every 15 minutes during peak periods), level of service (and passenger capacity) during peaks for stations between Seven Hills and Parramatta would need to be monitored.

3.1.4 Cycle and Pedestrian Movement

The proposal identifies additional pedestrian connections to improve the site's permeability and facilitate greater connectivity with the surrounding neighbourhood and with Pendle Hill station. The concept layout would result in all parts of the site being within reasonable (5-12 minutes) walking distance of Pendle Hill station and shops. It is also indicated that cycle paths will be provided through the site and bicycle parking provided in accordance with Council's DCP requirements.

It was also resolved by Council that the concept plan be refined to not preclude the establishment of a public pedestrian link at the South-Western corner of the site should properties in the Collins Street area seek to redevelop in the future. Access such as this would enable properties to the South and South-West to more easily utilise the community assets and commercial areas within the subject site.

3.2 Environmental Considerations

The subject site is not affected by bushfire hazard, acid sulphate soils or mine subsidence.

Council's current records indicate that parts of the site are subject to overland stormwater flooding. Flooding impacts, as well as noise impacts, geotechnical impacts, soil & water management and protection of remnant native trees can be addressed following any gateway determination and this would inform any necessary site specific DCP controls.

The Proposal demonstrates compliance with SEPP 55 (Remediation of Land). However, based on the recommendation of the need for further investigation of the site, a Remediation Action Plan would need to be prepared and submitted during the development application process. Once remediation of the site is complete, and prior to any development consent, a validation report must be submitted to Council, to provide assurance that the objectives of the Remediation Action Plan have been met. A Site Audit Statement and clearance certificate would also need to be submitted.

3.3 Urban Design Considerations

3.5.1 Scale and Visual Impact

An Urban Design Report was submitted with the rezoning proposal. This included a site analysis, which describes the existing landscape, including buildings and vegetation, land form and views, and the interface with the surrounding area and includes section and street view diagrams showing the land form and built form of the site and adjoining properties. Building massing and indicative block diagrams are provided in the concept master plan to evidence that the proposed standards are achievable within

SEPP 65 Residential Flat Design Code parameters such as separation, building depths and solar access to units.

A copy of the Urban Design Report is provided in Attachment 4 and includes the concept design, shadow diagrams, photo montage and cross-sections.

The built form is characterised by lower buildings at the edges of the site and the tallest buildings in the centre. The central portion of the site would allow for 9-12 storey (30-39m) buildings, surrounded by 8 storeys (27m) to the east, west, and south with further transitioning to:

- 4 storeys along the Dunmore Street northern boundary.
- 4-6 storeys along the Jones Street eastern boundary.
- 3 storeys along southern boundary and in the south-western corner.

Council's assessment of the Proposal indicated that high rise development would not be appropriate for the site. However, mid-rise development (5-12 storeys) could be accommodated within the site without unacceptable adverse impacts on the existing neighbourhood, allowing for a sufficient transition to the surrounding lower density built form.

While it is acknowledged that the site has the benefit of being large and benched into a hill such that taller buildings could be accommodated than would normally be considered suitable in this locality, such forms should not be highly visually apparent above 3-6 storey buildings on the edges when viewed from the surrounding areas, particularly to the south and east.

3.5.2 Residential Amenity - Solar Access

Shadow analysis prepared by the proponent demonstrates that there would be no unacceptable overshadowing of neighbouring properties. Shadow diagrams indicate that both the dwellings and private open space of adjoining properties would receive sufficient solar access, with less than 50% of their open space area being overshadowed during the Winter solstice (21st June). It is noted that this figure would now be slightly lower given that Council endorsed a maximum height limit of 12.5m (3 storeys) along the southern boundary, where the proponent's submitted concept indicates a mix of 3 and 4 storey buildings in this location. The applicant would need to meet the requirements of SEPP 65 (Design Quality of Residential Flat Development) and the Apartment Design Guide at DA stage in relation to ensuring solar access for at least 70% of units within the site.

3.5.3 Residential Amenity - Privacy

It is considered that the Proposal would not have any adverse impacts on privacy for existing residential development surrounding the site. Lower proposed building heights, building setbacks, screening vegetation and street separation would minimise any potential privacy impacts. Providing adequate setbacks and restricting building heights along these boundaries is important in avoiding privacy impacts, particularly in the south-western corner of the site as the land in this location is considerably elevated above adjoining development to the west and south. The Proponent's concept incorporates building heights of 3-4 storeys along the southern and south-western boundaries, which directly adjoins existing low density development. It also includes a 10m setback from the boundary which exceeds the

ADG requirement of 9m. However, as mentioned above, Council endorsed a 12.5m maximum height limit along the southern boundary, which would further reduce potential privacy impacts.

3.4 Economic Considerations

Council commissioned a peer review of the proponent's economic impact assessment, which recommended a reduction in the amount of commercial floor space due to the impact this would have on the existing Pendle Hill centre. The proposal now incorporates a total of 5,500m² of retail floor space and an additional 500m² of business/office premises within the site, in retained heritage buildings. This is consistent with the recommendations of the peer review, resulting in a reduced and more acceptable impact on the Pendle Hill centre than the >8000m² previously proposed. As the commercial component, proposed to be zoned B2 Local Centre, is separate from the Pendle Hill local centre, it would still constitute a new centre however.

The proposed B2 zone incorporates the following heritage items to be retained for adaptive reuse:

- Cutting Room
- Dance Hall
- John Austin Centre
- Boiler Room
- Cotton Bale Stores

The total gross floor area (GFA) of these buildings is approximately 4,500m², which would result in a gross leasable area (GLA) of around 3,600m². It is considered that adaptive reuse of the Cutting Room and Boiler Room could potentially incorporate mezzanine levels, which would provide around 30% additional GLA in these buildings, bringing the total to around 4,600m². (approx. 5,700m² GFA). This equates to a FSR of 0.7:1 for the portion of the site proposed to be zoned B2 Local Centre (business). It should be noted that the estimated achievable floor areas within the buildings is less than the stated proposed area of 6,000m².

The Proposal would rezone industrial land for primarily residential purposes, resulting in a loss of employment-generating land uses within the subject site. While some employment would be provided through commercial uses, it is considered that this would be less than that possible under the current light industrial zoning. However, as indicated in Section 2.3.2, the West Central Sub-regional Strategy has indicated that the site may be suitable for alternative zoning given the mainly residential nature of the locality and the availability of more suitable Employment Lands nearby at Girraween.

3.5 Social & Cultural Considerations

3.5.4 General

The proponent has provided a comprehensive Social Impact Assessment (SIA), prepared by GHD. A copy of the assessment is provided in Attachment 4. This document has been reviewed by Council's Social Planner and meets the requirements of Council's Social Impact Assessment Policy.

The assessment identifies a range of positive social impacts as well as several negative impacts, primarily relating to the capacity of local infrastructure and services. A Social Impact Management Plan was also prepared to provide strategies and mechanisms to enhance positive impacts and mitigate negative ones.

The recommendations of the SIA have either been addressed through the concept design or would be addressed through the VPA or at detailed design stage.

3.5.5 Heritage

The proponent submitted a Draft Conservation Management Plan (CMP) as part of its proposal to rezone the site. Council obtained a peer review of the CMP which revealed substantial gaps in the information provided. The proponent has now submitted a revised CMP, as well as a Heritage Assessment prepared by GML Heritage Consultants, both of which were reviewed by Council's Heritage Advisor.

Many of the concerns previously identified have now been addressed, including a significance assessment, establishment of clear curtilages and delineation of a conservation zone. Under the revised master plan, all of the buildings of exceptional significance and three of the six buildings of high significance would be retained. The revised masterplan also shows a considerable reduction in the proposed density and building heights in the northern portion of the site. This was primarily to minimise the impact on the historically significant views from Dunmore House.

The concept's proposed demolition of the Old Spinning Mill (fronting Dunmore Street, adjacent to the Administration Building) does not comply with the proponent's own CMP, which identifies it as having high significance and recommends that it be at least partially retained and adapted. Nevertheless, the maximum building heights proposed are generally consistent with the existing building heights and so reflective of the existing building being retained and adapted. As such, proceeding with a proposal for the R4 High Density Residential zone, 1.2:1 FSR and 14m (3 storey equivalent) building height would not be construed as quasi-approval of the building's removal and would therefore not be contrary to the CMP and various heritage advices obtained.

It is also proposed to remove two of the six (western-most) cotton bale stores, which represents a partial non-compliance with the CMP. It is noted that this would enable the access road to be moved to the western edge of the site which provides a better overall outcome for the site's heritage precinct. It is also considered that the proposed retention of four of the bale stores would be adequate, as this still gives an indication of the process and activities in which the stores were formerly involved.

Council's heritage advice indicated that the CMP and heritage assessment still did not contain sufficient information to provide guidance for new development. Subsequently, an Addendum to the CMP was provided by the proponent, addressing the concerns regarding diagrammatic guidance for built form and strategies for heritage interpretation. Incorporation of these guidelines into the CMP would appear to address the primary concerns relevant to a planning proposal proceeding.

Notwithstanding the proponent's undertaking to document the site's State heritage significance, a clear statement acknowledging this significance (as also alluded to in parts of the CMP) is yet to be included in the CMP. Further detail also needs to be provided on how the buildings proposed for adaptive reuse are to be integrated into the development for an effective and intuitive interpretation strategy. These matters would not affect zoning or built form controls and as such are changes that may be made during the gateway approval process, prior to public exhibition of the draft CMP with any planning proposal.

Council resolved to endorse the Draft CMP for the purpose of public exhibition following the inclusion of suitable acknowledgement of the site's State Heritage Significance and the Addendum provided to Council on 30 July 2014, providing diagrammatic guidance for built form and heritage interpretation strategies, to the satisfaction of Council's Director Environmental and Planning Services.

The CMP did not include any investigation or assessment of Aboriginal archaeology. The Heritage Assessment prepared by GML recommends that a due diligence assessment be undertaken, including a search of the Aboriginal Heritage Information Management System (AHIMS), in order to determine whether Aboriginal places or objects may be present on site. Council would request the proponent to undertake this assessment post-gateway.

The CMP (incorporating the addendum) and Heritage Assessment are provided in Attachment 4.

3.5.6 Open Space

The Proposal includes public open space and public domain areas within the site, comprising around 2.5ha in total (30% of the site) and including a central park of 0.53ha. It is reasonable for a site of this size (approximately 8ha) to provide its generated demand for local open space within the site (proportionate to the planned 0.72 ha per 1,000 people provision under Council's Section 94 Plan), particularly in this area of low provision. The Proposal would also generate demand for sporting fields and city-wide open space, which could not be accommodated within the site. Provision of these elements would be addressed through Section 94 Contributions (refer to Section 3.6).

The Proposal now incorporates a reduced dwelling yield of 1,260, which would equate to around 3,000 people, generating demand for 2.2ha of informal open space. This indicates that the proposed open space provision exceeds that required.

3.6 Infrastructure Considerations

As mentioned in Section 2.3.4, the Proposal would generate demand for provision of additional infrastructure and services. The relevant agencies would be consulted following the Gateway determination to identify shortfalls and needs.

A Draft Heads of Agreement (offer) for a Voluntary Planning Agreement (VPA) has been provided by the proponent to articulate proposed works that would be provided to support the redevelopment of the site and to identify any development contributions that can be offset through the provision of these works. A copy of the draft Heads of Agreement is included in Attachment 4. The Agreement will exclude the application of Section 94 (except for contributions in relation to sporting fields and land for citywide open space). Not all proposed works can be offset against development contributions; however, such works will still contribute to the redevelopment of the site and can provide a direct benefit to the development itself, as well as providing some justification for reasonable development yield from the site. While the Draft Heads of Agreement will be sufficient for public exhibition purposes, a Draft VPA would be required at DA stage. The key elements of the draft offer are outlined below:

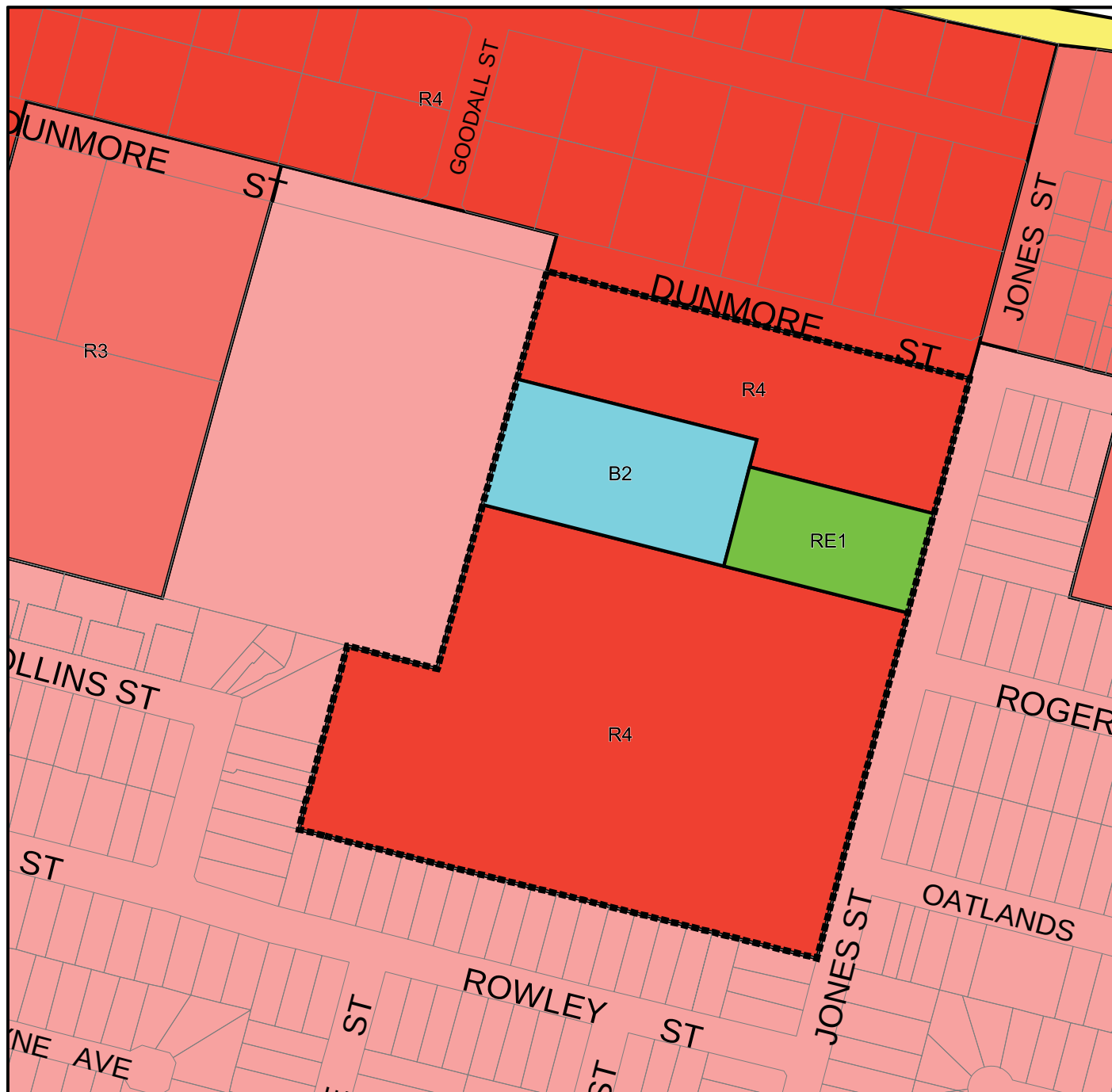
- Open space – public park (dedication of 5,300sqm of land); public pocket parks and Dance Hall garden (provision of 8,700sqm of land by positive covenant)
- Marketplace Plaza and Entry Boulevard – provision of approximately 6,200sqm of land by positive covenant

- Community Hub Space – provision of multi-use rooms/offices within retained heritage building for creative, cultural and community uses
- Public roads and linkages – dedication of approximately 6,800sqm of land
- Public Art – located in the public park, pocket parks and public domain areas
- Adaptive reuse and heritage conservation

Comments are provided in the Council report (Attachment 3) regarding the adequacy of the proposed offer. The VPA would be negotiated post-gateway and would need to be finalised prior to lodgement of the first Development Application for the site.

Attachments

Attachment 1 LEP maps



**Draft LEP 2013 Amendment
Bonds Spinning Mills Site
Land Zoning**



Print Date: 21/04/2016
Scale 1: 3000



190-220 Dunmore Street,
Pendle Hill

Neighbourhood Centre

B1

Local Centre

B2

Mixed Use

B4

Business Development

B5

Enterprise Corridor

B6

Business Park

B7

Environmental Conservation

E2

General Industrial

IN1

Light Industrial

IN2

Low Density Residential

R2

Medium Density Residential

R3

High Density Residential

R4

Public Recreation

RE1

Private Recreation

RE2

Infrastructure

SP2

Unzoned Land

UL

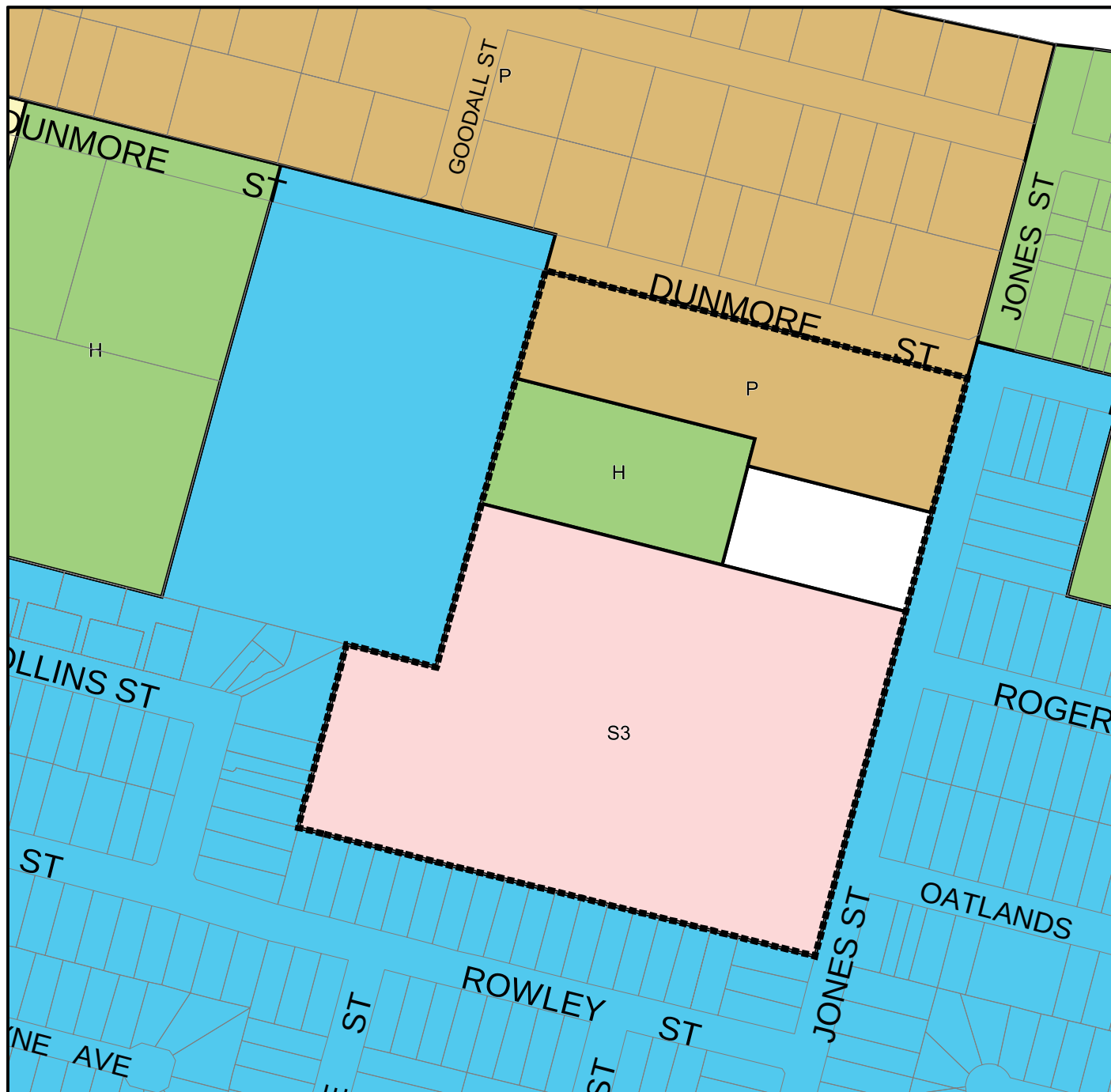
SEPP (Major Development) 2005

MD

SEPP (Western Sydney
Employment Area) 2009

WSE

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**Draft LEP 2013 Amendment
Bonds Spinning Mills Site
Floor Space Ratio**



Print Date: 21/04/2016
Scale 1: 3000

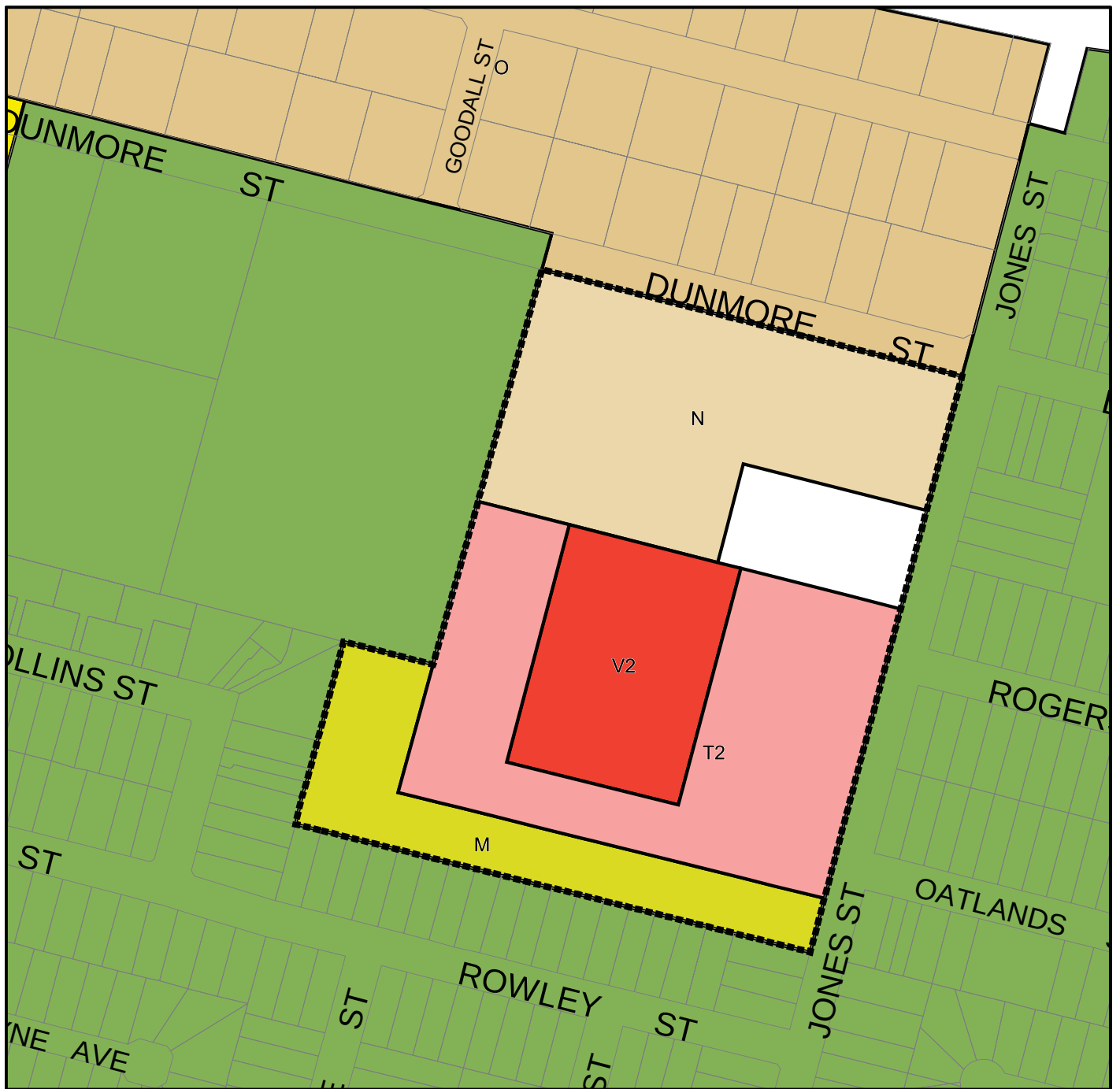


190-220 Dunmore Street,
Pendle Hill

Maximum Floor Space Ratio (n:1)

D	0.5	T3	2.4	AA2	6.5
H	0.7	U1	2.5	AB	7.5
K	0.85	U2	2.8	AC	8.5
N	1	V1	3	AD	9
P	1.2	V2	3.2		
Q	1.3	W	3.5		
S1	1.5	X	4		
S2	1.8	Y	4.5		
S3	1.9	Z1	5		
T1	2	Z2	5.5		
T2	2.2	AA1	6		

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Draft LEP 2013 Amendment Bonds Spinning Mills Site Height of Buildings



Print Date: 21/04/2016
Scale 1: 3000

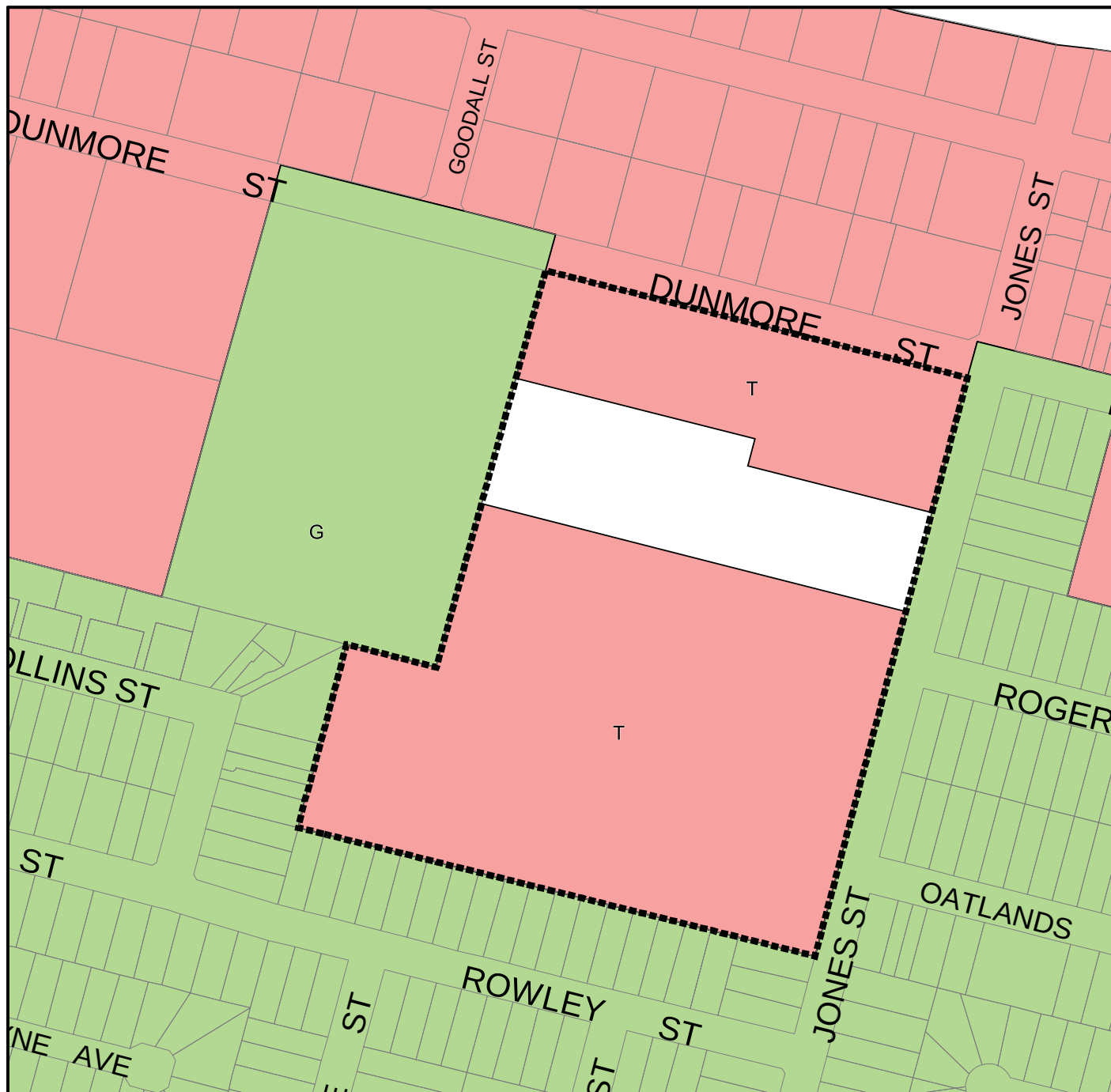


190-220 Dunmore Street,
Pendle Hill

Maximum Building Height (m)

J	9	S1	23	X1	45
K	10	S2	24	X2	48
L	11	T1	26	Y1	53
M	12.5	T2	27	Y2	54
N	14	T3	29	AA	65
O	15	U1	30		
P1	17	U2	32		
P2	18	V1	38		
Q	20	V2	39		
R	21	W	41		

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**Draft LEP 2013 Amendment
Bonds Spinning Mills Site
Lot Size**



Print Date: 21/04/2016
Scale 1: 3000



190-220 Dunmore Street,
Pendle Hill

Minimum Lot Size (sq m)

D	300
G	450
T	900
U	1200

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Attachment 2 Items of Environmental Heritage

Item I109	Bonds Administrative Building, storage building, cutting room, cotton bale stores	190-220 Dunmore Street, Pendle Hill (Lot 1, DP 735207)
Item A7	Bonds site	190-220 Dunmore Street, Pendle Hill (Lot 1, DP 735207)

Attachment 3 Council report of 19 April 2016

Attachment 4 Rezoning request