

6.1       SUBJECT       Pre-Gateway: Planning Proposal for 263-273 & 279R  
                              Pennant Hills Road and 18 Shirley Street, Carlingford

REFERENCE   RZ/4/2021 - D08454176

APPLICANT/S   Karimbla Contrsruction Services (NSW) Pty Ltd

OWNERS        Karimbla Properties (No. 61) Pty Ltd

REPORT OF     Project Officer Land Use

The Panel considered the matter listed at Item 6.1 and attachments to Item 6.1.

#### PUBLIC FORUM

1.     Mr Matthew Lennartz and Ms Jessica Ford on behalf of Meriton were available to answer questions raised by the Panel.

#### RECOMMENDATION TO COUNCIL

That the Local Planning Panel recommends to Council:

- (a)   **That** Council approve the Planning Proposal for the purposes of seeking a Gateway Determination from the Department of Planning and Environment (DPE) for land at 263-273 & 279R Pennant Hills Road and 18 Shirley Street, Carlingford which seeks to amend the Parramatta (former The Hills) Local Environmental Plan 2012 as follows:
  - i.     Addition of shops, food and drink premises, business premises and recreational facility (indoor) as additional permitted uses (limited to a maximum of 2,000sqm) to Schedule 1; and
  - ii.    Addition of 263-273 & 279R Pennant Hills Road and 18 Shirley Street, Carlingford to the Additional Permitted Uses Map.  
to facilitate retail floor space, metro style supermarket along with specialty retail, business, and recreational uses.
- (b)   **That** the Planning Proposal be forwarded to the DPE for a Gateway Determination.
- (c)   **That** Council requests to DPE that it be authorised to exercise its plan-making delegations for this Planning Proposal.
- (d)   **That** Council give delegation to the CEO in relation to the draft Planning Agreement:
  - i.     To draft the Planning Agreement based on the submitted offer provided at **Attachment 4**;
  - ii.    In the event that Gateway Determination is issued by Department of Planning, that the Planning Agreement is placed on public exhibition concurrently with the Planning Proposal.

- iii. To correct any minor anomalies of a non-policy and administrative nature.
- (e) **That** Council authorise the CEO to correct any minor anomalies of a non-policy and administrative nature that may arise during the plan-making process.
- (f) **Further that**, the Panel advises:
  - 1. The Panel notes the Council Officer's recommendations (a) through to (e);
  - 2. The Panel considers on balance the Planning Proposal has sufficient site specific and strategic merit to process to Gateway.

The Panel decision was unanimous.

6.2      **SUBJECT**      Pre-Gateway: Planning Proposal for 19 Hope Street, Melrose Park and 69-77 Hughes Avenue, Ermington (Melrose Park North Precinct)

**REFERENCE**    RZ/1/2021 – D08503003

**APPLICANT/S**   M Projects

**OWNERS**        Payce MP DM Pty Ltd

**REPORT OF**    Senior Project Officer

The Panel considered the matter listed at Item 6.2 and attachments to Item 6.2.

**PUBLIC FORUM**

- 1. Mr Miled Akle on behalf of M Projects and representing Payce MP DM Pty Ltd was available to answer questions raised by the Panel.

## **RECOMMENDATION TO COUNCIL**

The Local Planning Panel recommends to Council:

- (a) **That** Council endorse for the purposes of seeking a Gateway Determination from the Department of Planning and Environment (DPE), the Planning Proposal for land at 19 Hope Street, Melrose Park and 69-77 Hughes Avenue, Ermington, which seeks to amend Parramatta Local Environmental Plan 2011 (PLEP 2011) by:
  - i. Rezoning 19 Hope Street from IN1 General Industrial to part B4 Mixed Use and part RE1 Public Recreation.
  - ii. Rezoning 69, 71, 73 and 75 Hughes Avenue from R2 Low Density Residential to B4 Mixed Use.
  - iii. Rezoning 77 Hughes Avenue from R2 Low Density to part B4 Mixed Use and part RE1 Public Recreation.

## INNOVATIVE

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<b>ITEM NUMBER</b>	6.1
<b>SUBJECT</b>	Pre-Gateway: Planning Proposal for 263-273 & 279R Pennant Hills Road and 18 Shirley Street, Carlingford
<b>REFERENCE</b>	RZ/4/2021 -
<b>APPLICANT/S</b>	Karimbla Contrsuction Services (NSW) Pty Ltd
<b>OWNERS</b>	Karimbla Properties (No. 61) Pty Ltd
<b>REPORT OF</b>	Project Officer Land Use

## DEVELOPMENT APPLICATIONS CONSIDERED BY SYDNEY CENTRAL CITY PLANNING PANEL

Deferred Commencement Development Consent No.1103/2011/JP issued by the Joint Regional Planning Panel for demolition of existing structures and associated construction of five apartment buildings 9-11 stories containing 450 units and basement parking for 662 cars (active consent granted 21 July 2015).

A development application (DA/53/2022) was lodged on 21 January for 6 x 10-12 storey buildings comprising 629 residential units, childcare centre for 110 children, 17 neighbourhood retail shops and 1,146 basement car parking spaces; publicly accessible open spaces and through site links; landscaping; tree removal; demolition of existing buildings. The application is under assessment, with the applicant expected to submit amended plans to address key issues in relation to traffic and parking, and design.

## PURPOSE

To seek Local Planning Panel (LPP) advice on a Planning Proposal for land at 263-273 & 279R Pennant Hills Road and 18 Shirley Street, Carlingford for the purposes of seeking a Gateway Determination from the Department of Planning and Environment.

## RECOMMENDATION

That the Local Planning Panel consider the following Council Officer recommendation in its advice to Council:

- (a) **That** Council approve the Planning Proposal for the purposes of seeking a Gateway Determination from the Department of Planning and Environment (DPE) for land at 263-273 & 279R Pennant Hills Road and 18 Shirley Street, Carlingford which seeks to amend the Parramatta (former The Hills) Local Environmental Plan 2012 as follows:
  - i. Addition of shops, food and drink premises, business premises and recreational facility (indoor) as additional permitted uses (limited to a maximum of 2,000sqm) to Schedule 1; and
  - ii. Addition of 263-273 & 279R Pennant Hills Road and 18 Shirley Street, Carlingford to the Additional Permitted Uses Map.
 to facilitate retail floor space, metro style supermarket along with specialty retail, business, and recreational uses.
- (b) **That** the Planning Proposal be forwarded to the DPE for a Gateway Determination.

- (c) **That** Council requests to DPE that it be authorised to exercise its plan-making delegations for this Planning Proposal.
- (d) **That** Council give delegation to the CEO in relation to the draft Planning Agreement:
  - i. To draft the Planning Agreement based on the submitted offer provided at **Attachment 4**;
  - ii. In the event that Gateway Determination is issued by Department of Planning, that the Planning Agreement is placed on public exhibition concurrently with the Planning Proposal.
  - iii. To correct any minor anomalies of a non-policy and administrative nature.
- (e) **Further that**, Council authorise the CEO to correct any minor anomalies of a non-policy and administrative nature that may arise during the plan-making process.

## BACKGROUND

1. In 2007, the then Baulkham Hills Shire Council (now The Hills Shire Council) rezoned the Carlingford Precinct to facilitate further growth in the Carlingford Precinct. The subject site is located within the Carlingford Precinct.
2. Part of the subject site was previously owned by Dylam (18 Shirley Street and 279R Pennant Hills Road) and in December 2020 was purchased by Meriton. It is noted that the site is already subject to an existing Planning Agreement relating to the dedication of land zoned RE1 Public Recreation to Council. This is further detailed in the Planning Agreements section of this report.
3. A development approval (DA1103/2011/JP) was granted by the Joint Regional Planning Panel in April 2012 for the construction of 5 apartment buildings (9-11 storeys) containing 450 units and 662 basement parking spaces at 18 Shirley Street which is part of the planning proposal subject site. The application was subsequently activated by demolition and other early works. Subsequent to this approval, a further 6 properties at 263-273 Pennant Hills Road were acquired by the current owner Meriton.
4. On 22 November 2021, the applicant, Karimbla Construction Services (NSW) Pty Ltd, on behalf of the landowner, Karimbla Properties (No. 61) Pty Ltd, lodged a Planning Proposal with the City of Parramatta Council for land at 263-273 & 279R Pennant Hills Road and 18 Shirley Street, Carlingford. The objective of the subject Planning Proposal is to facilitate the additional permitted uses up to 2,000sqm of 'shops' and 'food and drink premises' being retail land uses along with 'business premises' and 'recreational facility (indoor)'.
5. In December 2021 the applicant lodged a development application for the construction of six buildings up to 12 storeys in height, containing 629 residential apartments, a childcare facility and neighbourhood shops on the larger set of properties acquired by the current owner. It is noted that the additional land uses sought under the subject Planning Proposal are not included within the current development application. This application, if approved, would need to be amended or superseded by another application in



order for the supermarket enabled by this planning proposal to be developed on the site. The increase from 450 to 629 units is because the original approval was under The Hills Development Control Plan 2012 controls, and complied with the larger unit sizes that were required at the time. The current applicant has proposed smaller Apartment Design Guide compliant unit sizes, which enables more dwellings, there is also an increase in height above the initial approval. However, the applicant is now proposing that they are going to change the unit mix to provide more 3 and 4 bedroom apartments, so the total number of dwellings could potentially reduce.

## PLANNING PROPOSAL TIMELINE



## SITE DESCRIPTION

6. The subject site is located at 263-273 & 279R Pennant Hills Road and 18 Shirley Street, Carlingford and comprises of 8 lots. The site has a total area of approximately 27,985sqm (**Figure 1**).
7. The site features a 275m frontage to Pennant Hills Road (a classified state main road) to the east, and a 255m frontage to Shirley Street (a local road) to the north and west. The site is predominately undeveloped and cleared of vegetation however there are five two-storey unoccupied dwellings fronting Pennant Hills Road.
8. A pedestrian pathway runs along Pennant Hills Road, with connections into Lloyds Avenue to the south and Carlingford Town Centre to the north. The site is located approximately 400 metres east from the planned Carlingford Light Rail stop.



**Figure 1 – Subject Site**

## CURRENT PLANNING CONTROLS

9. The subject site is zoned part R4 High Density Residential and part RE1 Public Recreation under the provisions of the Parramatta (former The Hills) Local Environmental Plan as shown in **Figure 2**. This Planning Proposal relates to only the land zoned R4 High Density Residential.



**Figure 2 – Current Zoning**

10. The site currently has a height limit of 27 metres (6 storeys) fronting Pennant Hills Road and 33 metres (9 storeys) fronting Shirley Street under the Height of Buildings (HOB) map (refer to **Figure 3**).





**Figure 3 – Current Height of Buildings**

11. This site currently has a floor space ratio of 2.3:1 under the Floor Space Ratio (FSR) map (refer to **Figure 4**). The RE1 Public Recreation zoned land has no nominated FSR.



**Figure 4 – Current Floor Space Ratio**

## PLANNING PROPOSAL

12. The objective of this Planning Proposal is to facilitate the permissibility of 'shops' and 'food and drink premises' along with 'business premises' and 'recreational facility (indoor)' up to a GFA of 2,000sqm on the site.

13. Specifically, the Planning Proposal seeks to amend the Parramatta (former The Hills) Local Environmental Plan 2012 as follows:
- Amend Schedule 1 to permit 'shops' and 'food and drink premises', 'business premises' and 'recreational facility (indoor)' up to a combined total GFA of 2,000sqm on the site.
  - Amend Additional Permitted Uses map to add the subject site (refer **Figure 5**).

A copy of the Planning Proposal is included at **Attachment 1**.

14. The site is within the R4 High Density Residential Zone which currently allows a range of non-residential (and commercial) uses including childcare and minor neighbourhood shops, but not uses which the planning proposal intends to implement. **Table 1** outlines the current non-residential uses permitted under the Parramatta (Former The Hills) LEP 2012 on the site and what is sought under the Planning Proposal.

**Table 1** – Current and Proposed Permitted Non-Residential Land Uses on the subject site

<b>Currently permitted non-residential land uses within the R4 High Density Residential zone</b>	<b>Proposed <u>additional</u> permitted non-residential uses for the subject site under Planning Proposal</b>
<p>The Parramatta (former The Hills) LEP 2012 currently permits (with development consent) centre-based and home-based child care facilities; Community facilities; neighbourhood shops; Places of public worship.</p> <p>Specifically, 'neighbourhood shops' are defined under the Parramatta (former The Hills) LEP 2012 as "premises used for the purposes of selling general merchandise such as foodstuffs, personal care products, newspapers and the like to provide for the day-to-day needs of people who live or work in the local area, but does not include neighbourhood supermarkets or restricted premises." Under Clause 5.4 (7) of the LEP, the retail floor area of neighbourhood shops must not exceed 100 square metres.</p>	<p>Shops (smaller metro style supermarket), food and drink premises, business premises and recreational facility (indoor) up to a combined gross floor area of 2,000sqm on the site.</p> <p>The Parramatta (former The Hills) LEP 2012 defines that "<i>Shops</i>" are <i>premises that sell merchandise such as groceries, personal care products, clothing, music, homewares, stationery, electrical goods or the like or that hire any such merchandise and includes a neighbourhood shop and neighbourhood supermarket.</i></p>



**Figure 5 – Proposed additional permitted used map**

## LOCAL & STRATEGIC PLANNING CONTEXT

### *State Planning Policies*

15. The Planning Proposal is generally consistent with the relevant state policies and planning strategies including the Greater Sydney Region Plan, Central City District Plan, and Ministerial Directions under Clause 9.1 of the Environmental Planning and Assessment Act 1979.
16. The Greater Sydney Region Plan: A Metropolis of Three Cities aims to rebalance growth and deliver its benefits more equally and equitably to residents across Greater Sydney. Objective 12 of the plan states: “*Great places that bring people together*”. It recognises the key components which make a city a great place. The objective encourages fine grain urban form and land use mix through the co-location of schools, retail services and transport infrastructure. This Planning Proposal will allow for the co-location of retail, business, recreation, and residential uses, within an existing high density precinct and in close proximity to the future Carlingford light rail station. The co-location uses will enhance walkability as well as the viability of, and access to, places, centres and public transport.
17. The Central City District Plan (CCDP) identifies the need to accommodate a significant amount of additional retail floorspace within the District over the next 20 years. The Planning Proposal is in line with Objective 22 of the CCDP as it will facilitate investment and business activity in centres. The Planning Proposal will contribute to this objective.

### *Local Strategies*

18. Councils are required to prepare a Local Strategic Planning Statement (LSPS). It sets out the long-term vision for land use planning and responds to broader priorities identified in the District Plans and integrates with a Council’s Community Strategic Plan. The LSPS provides greater weight to strategic planning in the broader plan making process and any new planning proposal

must justify any inconsistency with this framework and the supporting Local Housing Strategy (LHS) and Employment Lands Strategy (ELS). Council's LSPS was published on 31 March 2020.

19. The subject site is within the Carlingford Precinct, an existing area that is identified for growth within the Council's LSPS and LHS. The proposal is generally consistent with the LSPS as it is in line with Planning Priority 11 which aims to *"Build the capacity of the Parramatta CBD, Strategic Centres, Local Centres and Employment Lands to be strong, competitive and productive"* as the proposal will help to facilitate *"retail and commercial floorspace within mixed use development of local centers"*. Given there is an existing undersupply of supermarket floorspace in the broader region as identified in the supporting Retail Impact Assessment and the potential job creation from the proposal, it is considered that the Proposal is generally consistent with the LSPS.

## ASSESSMENT OF KEY ISSUES

### *Traffic and Transport*

20. An assessment of potential traffic and parking impacts has been prepared by the applicant's traffic consultant, The Transport Planning Partnership in support of the Planning Proposal. A copy of the traffic assessment is included at **Attachment 2**.
21. As a result of the proposal, the expected additional trips on the main road network would be limited to around 47 to 113 vehicles per hour (vph) during the weekday AM peak period and around 92 to 152 vph in the PM peak periods, which is equivalent to one to three additional vehicles per minute, which is considered minor in the surrounding context. The traffic and parking assessment also notes:
- a) If there is no retail component within this precinct, then trips to retail developments beyond the site by the approved residential component would generate external trips to the road network to access other local retail centres.
  - b) The site is within walking distance of the light rail station and bus stops so many of the trips would be walk by trips from public transport customers.
  - c) The site would accommodate a small metro style supermarket (1,200sqm) which will provide limited day to day items and groceries so it will not necessarily require or encourage access by cars unlike larger format supermarkets.
22. Council Officers have reviewed the applicant's traffic assessment provide the following comments in relation to traffic generation and parking.
23. Council's Traffic and Transport team raise no objection to the proposed additional uses and concur with the traffic assessment report conclusion that the proposed additional land uses will service local residents in the area and are therefore likely to reduce vehicle trips to outside of the area. The Traffic and Transport team recommend that a wider footpath connect the supermarket to the Parramatta Light Rail shared path. This will be discussed further in the Planning Agreement section of the report.



24. The assessment report states the parking requirement of the proposal will be provided in accordance with Part C of The Hills Development Control Plan 2012 - a minimum car parking requirement of 1 space per 18.5m<sup>2</sup> gross leasable floor area (GLFA) for retail shops (including shopping centres and general business retail). Assuming that GLFA is approximately 75% of GFA, the proposed retail yield of 1,500sqm GLFA will require a total minimum car parking requirement of 81 spaces.
25. It is considered that the Planning Proposal has appropriately considered the traffic and transport impacts. Should Council endorse the Planning Proposal to proceed to Gateway Determination and Gateway Determination is issued by DPE, it is expected that Transport for NSW will be required to be consulted with in relation to the proposal.

### *Retail Impact*

26. A Retail Impact Assessment prepared by Urbis has also been provided in support of the Planning Proposal (refer **Attachment 3**). The Retail Impact Assessment presents an analysis of the trade area, competitive context, floor space demand, turnover potential and estimated impacts, and economic benefit. Overall, the Assessment supports the viability for the proposed land uses at the subject site.
27. The Retail Impact Assessment considers that the proposed supermarket will assist in addressing the substantial undersupply of supermarket floorspace within the Carlingford area (refer **Figure 6**). The assessment notes there is sufficient supermarket floorspace demand over the short to long term to justify the proposed development on the subject site. The study also notes supermarket and ground floor retail facilities at the subject site will address an immediate need for future on-site residents by providing convenient top-up shopping amenity close to home, and reducing the need for people to drive to undertake daily or top-up shopping.



### Figure 6 – Trade Area and Competition

28. The Retail Impact Assessment considers that the proposed supermarket at the subject site will have no significant impact on the surrounding network of centres and will have positive benefits in terms of addressing undersupply, catering to future demand, creating amenity and economic benefits such as employment. Furthermore, the assessment report notes upon completion of the development, the ongoing operational phase of the retail uses would support a total of 76 additional jobs.
29. Council's City Strategy Unit has undertaken a detailed review of the Retail Impact Assessment and agrees with its findings and raises no objection to the Planning Proposal proceeding. It is noted that the proposal aligns well with objectives at state, district and local level. The scale and mix of non-residential uses are suitable for that of a local centre. The ambition to re-activate the site and create a focal point for the wider precinct is particularly supported.
30. On this basis, the Planning Proposal is supported on retail grounds, particularly given the potential job creation associated with the proposed development and existing undersupply of supermarket space within the trade area as articulated in the supporting assessment.

### PLANNING AGREEMENT

31. The submitted Planning Proposal is accompanied by a Letter of Offer (**Attachment 4**) which proposes to deliver the following public benefits:
  - a) A shared pathway through Council owned Shirley Street Reserve which connects Shirley Street with the Parramatta Light Rail stop; and
  - b) A raised pedestrian crossing accommodating both cyclists and pedestrians on Shirley Street.
32. The Planning Agreement offers a link from the subject site to deliver a part of the planned cycle/pedestrian network on public land adjacent to the site that will improve connectivity and access to the Parramatta Light Rail for the wider Carlingford precinct and surrounding neighbourhood and a pedestrian crossing on Shirley Street (Refer **Figure 7**).





**Figure 7 – Subject Site and Planning Agreement Items**

33. The need for a Planning Agreement has been identified as an appropriate mechanism to ensure the increase in demand for infrastructure due to the Planning Proposal is satisfactorily addressed. The additional land uses sought by the Planning Proposal will increase the land value as it will allow for a supermarket facilitating higher rental value for the site (within a residential zone) and further ongoing revenue as it brings more pedestrian traffic to the site. The shared path and crossing from the site to the light rail noted in the Letter of Offer relate to the provision of community infrastructure that will directly benefit and service future development at the site given the likely increase in demand for services and infrastructure arising from the Planning Proposal.
34. A preliminary assessment of the Letter of Offer by Council Officers concludes that in principle the items offered are acceptable in terms of their nature and total value, subject to design modifications.
35. Council Officers are not seeking the Local Planning Panel's advice on the Letter of Offer and Planning Agreement associated with the Planning Proposal. Council will consider the merits of the Letter of Offer when the Planning Proposal is reported to Council for consideration.
36. It is noted that the recently released Planning Agreements Practice Note (the then DPIE, February 2021) seeks to move away from value capture towards an infrastructure needs approach to negotiating planning agreements. Under the City of Parramatta Planning Agreements Policy (adopted 26 November 2018) *"Council will consider, as a matter of public interest, whether satisfactory arrangements have been or will be made for the provision of community infrastructure, given the likely increase in demand for services and infrastructure"* (clause 2.5.2). The Letter of Offer is in line with Councils' Planning Agreements Policy and the DPE practice note as it seeks to facilitate the provision of infrastructure.
37. It is noted that the site is already subject to an existing Planning Agreement. That Planning Agreement was entered into in April 2015 between The Hills Shire Council and the then owners. The land subject to the Planning Agreement originally comprised of various lots previously known as 14-30 Shirley Street and 2-10 Janell Crescent, Carlingford, which have since been consolidated as 18 Shirley Street, Carlingford. In summary, this Planning Agreement provided for the following to be provided to The Hills Shire Council:
  - Dedication of land for public open space.
  - Works in kind (including embellishment of public open space) – estimated value \$742,108.
  - Monetary contribution (to be spent in Carlingford Precinct) – estimated value \$920,984 (subject to CPI increases).
38. The Planning Agreement was transferred from The Hills Shire Council to City of Parramatta Council on 12 May 2016, when the land subject to this Planning Agreement moved into the City of Parramatta local government area.
39. On 7 December 2020, Dyldam (and its subsidiaries) exchanged contracts for sale with Karimbla Properties (No. 61) Pty Limited (a subsidiary of Meriton

Group). The Deed of Novation included a contractual obligation that the purchaser must re-execute the Planning Agreement with Council. This was undertaken in 2021 once settlement of the land transfer had occurred. The land, works and monetary contribution subject to the existing planning agreement have not yet been delivered but will be required as part of the future development application. The current DA under assessment makes no reference to dedication of public open space or the monetary contribution required as part of the existing DA. The DA only makes reference to Works in Kind by noting provision of a park on the western corner of the site and general treatment of the central park area. These items will need to be resolved further as part of the DA.

## **SITE SPECIFIC DEVELOPMENT CONTROL PLAN**

40. It is noted that the Planning Proposal is only seeking to include additional permitted uses within Schedule 1 of the Parramatta (former The Hills) Local Environmental Plan 2012. It is therefore not necessary to include a site-specific DCP to support the proposal in this instance. The existing provisions within The Hills Shire DCP 2012 are considered sufficient to manage the assessment of any development application on the site should the proposal proceed.

## **PLAN-MAKING DELEGATIONS**

41. Revised delegations were announced by the then Minister for Planning and Infrastructure in October 2012, allowing councils to make LEPs of local significance. On 26 November 2012, Council resolved to accept the delegation for plan-making functions. Council has resolved that these functions be delegated to the CEO.
42. Should Council resolve to endorse the Planning Proposal to proceed, it is recommended that Council request that it exercise its plan-making delegations. This means that once the Planning Proposal has been to Gateway, undergone public exhibition and been adopted by Council, Council officers will deal directly with the Parliamentary Counsel Office on the legal drafting and mapping of the amendment. The LEP amendment is then signed by the CEO before being notified on the NSW Legislation website.

## **CONSULTATION & TIMING**

43. The Planning Proposal and supporting documents were referred internally to Council's Development and Traffic Services Unit and City Strategy Unit for comment.
44. No public consultation has yet been undertaken relating to this Planning Proposal. Should Council resolve to proceed with the Planning Proposal, it (and all related information) will be submitted to the DPE for Gateway Determination. Community consultation will be undertaken as required by the Gateway Determination.

## **FINANCIAL IMPLICATIONS FOR COUNCIL**

45. Should Council resolve to proceed with the Planning Proposal, the costs incurred in conducting the community consultation are covered by the fees associated with the submission of the Planning Proposal request.
46. The Planning Proposal is accompanied by a Letter of Offer which proposes a new shared pathway and raised pedestrian crossing. The financial implications of the offer will be presented to Council.

## **CONCLUSION AND NEXT STEPS**

47. This report recommends that the Planning Proposal for 263-273 & 279R Pennant Hills Road and 18 Shirley Street, Carlingford be submitted to DPE for Gateway assessment.
48. Following the Local Planning Panel's consideration of the proposal, the Planning Proposal and Letter of Offer will be considered by Council. Should the proposal be supported by Council it will be forwarded to DPE, and a Gateway Determination be issued by DPE. It is proposed that the Planning Proposal will be placed on public exhibition with a draft Planning Agreement.





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**Project Officer Land Use**

Bianca Lewis  
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David Birds  
**Group Manager, Major Projects and Precincts**

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**A/Executive Director, City Planning and Design**

## **ATTACHMENTS:**

<a href="#">1</a> 	Planning Proposal	61 Pages
<a href="#">2</a> 	Traffic & Transport Assessment	10 Pages
<a href="#">3</a> 	Retail Impact Assessment	28 Pages
<a href="#">4</a> 	Offer to Enter into a Planning Agreement	9 Pages

## **REFERENCE MATERIAL**

The logo for URBIS, featuring the word "URBIS" in a bold, sans-serif font. The letters are white and are contained within a white square frame that is partially open on the right side. The logo is positioned on the left side of the page, above the main title.

**URBIS**

# **PLANNING PROPOSAL REPORT**

263-271 Pennant Hills Road  
and 18 Shirley Street,  
Carlingford

Prepared for  
**MERITON GROUP**  
28 October 2021

**URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:**

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Project Code	P0034867
Report Number	Final V8 – 28/10/2021

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We acknowledge, in each of our offices, the Traditional Owners on whose land we stand.

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## EXECUTIVE SUMMARY

Contemporary high density residential zones are increasingly characterised by high quality and appropriately scaled services and facilities that are within walkable proximity to residents. These facilities provide vibrancy, add to a sense of place and identity, and in the right locations can support and complement local centres that provide higher order goods and services to residents.

The site represents the largest residential landholding in single ownership in the Carlingford Precinct. The site is highly accessible to the future Carlingford light rail station which will be located approximately 400m to the west of the site with direct pedestrian routes linking the subject site to the future station.

The site is subject to a development consent (DA1103/2011/JP) for 5 apartment buildings (9-11 storeys) containing 450 units and 662 basement parking spaces. However, after Meriton acquired the site, along with the adjoining 6 properties in early 2021 and conducted an internal design competition for which Fender Katsalidis were appointed as the architects of the winning scheme Meriton intend to advance a new Development Application (DA) to be lodged concurrently with this Planning Proposal. The new DA will comprise residential building forms ranging between 9-11 storeys in height with complementary small-scale land uses such as a childcare centre, a metro-style supermarket, speciality retail, business premises and a gymnasium at the ground plane.

Currently only childcare and minor neighbourhood shops are permitted with consent on the site. To address this, the intended outcome of this Planning Proposal is to amend the LEP 2012 to allow for a Schedule 1 Additional Permitted Use (APU) to facilitate the permissibility of 'shops' and 'food and drink premises' together with 'business premises' and 'recreational facility (indoor)' up to a maximum GFA of 2,000m<sup>2</sup> on the site.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The site has the ability to positively respond to this vision.

The key objectives and intended outcomes are:

- To ensure that the development remains consistent with the existing R4 zone objectives, which allows for a variety of uses to meet the daily needs of residents.
- Stimulate re-activation of a significant site that is presently vacant and underutilised.
- Provide small scale convenience-based retail and other complementary uses that provide services directly to the public which is a key amenity driver and a critical component to support the future residents.
- Cap the amount of APU land uses to ensure their role is complementary and primarily serves the anticipated future residents and visitors to the site (and to either manage or avoid any negative impacts).
- Facilitate land uses that activate the site with a key focus on the development's interface with the RE1 Public Recreation Zone that centrally bisects the site and would otherwise lack public appeal.
- To not derogate from the role and function of the adjoining Carlingford Town Centre by imposing a floor space cap on the additional permitted uses.
- To better respond to the sites unique scale within the Carlingford Precinct and proximity to the Parramatta Light Rail and location on a central axis of public open space providing direct access to the Carlingford Station for the broader precinct.

The proposed APU will support the envisaged high density residential community on the site by providing complementary land uses that will assist in improving amenity and convenience, while ensuring impacts to surrounding commercially zoned land are managed through the introduction of a floor space cap. The proposed additional land uses will also play a key role in activating the site and provide amenity for residents and visitors to the site, which is a particularly relevant consideration where the development interfaces with the RE1 Public Recreation zone which effectively bisects the site. The RE1 zoned portion of the site is proposed to be developed as a park and village square and is expected to transform into a focal point of the precinct due to its nexus with a network of pedestrian connections including to the future Carlingford light rail stop. An approximately scaled and activated ground plane that abuts this public recreation zone will ensure that the public recreation zone itself becomes better activated and utilised.



The Planning Proposal is justifiable for the following reasons:

- The proposal is entirely consistent with Greater Sydney Region Plan, Central City District Plan and Parramatta Local Strategic Planning Statement.
- The concept master planning for the site acknowledges the opportunity to create a place-based outcome of the site and respond to the change in context of Carlingford by providing pedestrian connections from Pennant Hills Road through to Shirley Street Reserve and the future the Carlingford light rail stop.
- The proposal is entirely consistent with the R4 High Density Residential zone objectives and will provide facilities and services to meet the day to day needs of residents.
- The proposal is not inconsistent with uses already permitted in the zone (i.e., shop top housing, neighbourhood shops and childcare) and seeks to compliment these uses with the APU to create a small scale convenience based range of services to support incoming residents to the site and immediate precinct.
- The proposal is consistent with the provisions for Precinct as outlined in The Hills Development Control Plan 2012. The APU will not impede the provision of open space and the site's ability to deliver the established desired future character and will positively contribute to the activation of the "civic plaza" by the delivery of a limited and capped quantum of commercial and convenience retail uses on ground floor areas as supported by Section 3.8 of Part D, Section 12 of the DCP.
- The site is a logical and appropriate place to allow for limited additional commercial and recreation floor space, as it will support the anticipated highly active ground plane and it immediately adjoins the B2 Local Centre Zone. It thereby acts as an extension of and is compatible with the existing centre without impacting the existing Carlingford town centre or the ability for the site to deliver additional housing to achieve the housing targets outlined in the strategic plans.
- The proposal does not create a precedent given its size (as the largest in the Carlingford Precinct), scale and relationship to the light rail, connection to existing and planned open space and interface to adjoining B2 Local Centre zoned land. The site is by far the largest R4 zoned parcel of land in single ownership in the Precinct that has the capacity to deliver the proposed APU.
- There is a need and demand for retail floor space in the trade area and the proposed metro supermarket will assist in addressing the substantial undersupply of supermarket floorspace within the Parramatta LGA.
- There is sufficient future floorspace demand over the short, medium and long term to accommodate the proposed development on the subject site, which will account for only 5% of retail floorspace demand by 2036.
- Supermarket and ground floor retail facilities at the subject site will address an immediate need for future on-site residents by providing convenient top-up shopping amenity close to home and reduce the need for people to drive to undertake daily or top-up shopping.
- The Planning Proposal will provide economic benefits including 42 direct and indirect construction related jobs over the construction period, 76 direct and indirect jobs supported on site during the operational phase and has the potential to deliver \$7 million direct and indirect annual gross value add to the economy.
- The proposal will provide an enhancement of local resident choice by providing greater breadth and depth of convenience retail and food and beverage facilities.
- The APU will not generate any material adverse impact on the surrounding traffic network. The PP will better respond to the site's unique context within the Carlingford Precinct, most notably the interface with the RE1 zone that bisects the site.
- The Proponent is a highly capable mixed-use developer that can deliver a high-quality outcome to enhance the outcome on the site that will benefit the broader precinct. A recent example includes the award-winning Dee Why Town Centre development which was awarded the "best mixed-use development in Australia - 2020 by the Property Council of Australia." Other examples include Mascot Central, Rosebery Metro, and the recently approved local centre for the Pagewood Green development.

- Without the PP, the site would deliver a large residential development without the benefits of improved amenity and activation which is not consistent with applicable strategic planning or good urban planning outcomes.

In accordance with the above, the proposed amendments to the LEP are appropriate in that they are consistent with the State and local strategic direction and will provide a vibrant mixed-use precinct.

We recommend that Council resolves to support this Planning Proposal to the NSW Department of Planning, Industry & Environment's Gateway Review Panel and the issuing of a Gateway Determination that facilitates the proposed amendments to the LEP

# 1. INTRODUCTION

## 1.1. OVERVIEW

The report has been prepared by Urbis Pty Ltd on behalf of Meriton Group (**the Proponent**) in support of a Planning Proposal to amend the *Parramatta (former The Hills) Local Environmental Plan 2012 (LEP 2012)* for land forming part of a 27,987m<sup>2</sup> landholding at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford (**the site**). The intended outcome of this planning proposal is to facilitate specific 'retail premises' land uses, 'business premises' and 'recreational facility (indoor)' as additional permitted uses on the site which collectively will be capped at a maximum of 2,000m<sup>2</sup> of gross floor area (GFA). Importantly, it does not seek any increase in development intensity (density or height) across the site and can be designed to sit within existing built form envelope controls.

The site is bound by Pennant Hills Road to the east and Shirley Street to the north and west. The site was previously within The Hills local government area (LGA), however was merged into City of Parramatta LGA in May 2016. The site is legally described by 8 lots and deposited plans outlined in **Section 2.1** of this Report and is one of the largest sites within the Carlingford Precinct and the only site with open space to be dedicated to Council as part of its development.

The site has been subject to a previous Development Application (DA) in 2011 issued by The Hills Shire Council. The original DA (DA1103/2011/JP) was granted by the Joint Regional Planning Panel (JRPP) in April 2012. The DA approved the construction of 5 apartment buildings (9-11 storeys) containing 450 units and 662 basement parking spaces. The application has been activated by demolition and other early works. Subsequent to this approval, a further 6 properties were acquired by the previous owner, refer to **Section 2.1**.

The site was acquired by Meriton Group in early 2021. Meriton have since conducted an internal design competition and Fender Katsalidis were awarded as the architects of the winning scheme. Meriton intend to advance a new DA following the outcome of the design competition to develop the site for residential building forms ranging between 9-11 storeys in height with complementary small-scale land uses such as a childcare centre, a metro-style supermarket, speciality retail, business premises and a gymnasium (with those land uses not already permissible in the R4 High Density Zone being the subject of this Planning Proposal). An extract of the indicative scheme prepared by Fender Katsalidis as part of the design competition is shown in **Figure 1**.

Figure 1 – Concept Scheme



Source: Fender Katsalidis

The site represents a large residential landholding in single ownership immediately adjoining the Carlingford Local Centre. The site is highly accessible to the future Carlingford light rail station which will be located approximately 400m to the west of the site with direct pedestrian routes linking the subject site to the future station. The future light rail stop will transform accessibility to the site and provide frequent services to Parramatta Interchange and Westmead. The light rail is expected to open in 2023. The NSW Government estimate that around 28,000 people will use the Parramatta Light Rail every day and an estimated 130,000 people will be living within walking distance of light rail stops.

The intended outcome of this Planning Proposal is to amend the LEP 2012 to allow for a Schedule 1 Additional Permitted Use (APU) to facilitate the permissibility of 'shops' and 'food and drink premises' being retail land uses together with 'business premises' and 'recreational facility (indoor)' up to a GFA of 2,000m<sup>2</sup> on the site. It was originally proposed to seek a broader use of 'commercial premises'; however, it was considered too broad which would have permitted uses beyond what may be considered acceptable in the local context and outside what the Proponent needs. The Schedule 1 APU will only relate to the R4 High Density Residential zoned portion of land.

The proposed APU will support the envisaged high density residential community on the site by providing complementary land uses that will assist in improving amenity and convenience, while ensuring impacts to surrounding commercially zoned land are managed through the introduction of a floor space cap. The proposed additional land uses will also play a key role in activating the site and provide amenity for residents and visitors to the site, which is a particularly relevant consideration where the development interfaces with the RE1 Public Recreation zone which effectively bisects the site. The RE1 zoned portion of the site is proposed to be developed as a park and village square and is expected to transform into a focal point of the precinct due to its nexus with a network of pedestrian connections including to the future Carlingford light rail stop.

The Planning Proposal does not seek any change to the R4 High Density Residential or RE1 Public Recreation zoning of the site, the maximum part 27m and 33m height limit or the maximum 2.3:1 Floor Space Ratio development standard. The proposed amendment would simply enable complimentary land uses that are a critical amenity and success drivers to support the future development on the site. The outcome is not dissimilar to other large scale residential renewal precincts elsewhere in Sydney and is consistent with the existing zone objectives and all relevant strategic plans applying to the site.

This report has been prepared to assist Council in preparing a Planning Proposal to amend the permitted land uses specific to the site and under the *Parramatta (former The Hills) Local Environmental Plan 2012 (LEP 2012)*, in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979 (EP&A Act)*.

## 1.2. PROJECT OBJECTIVES

The primary objective of the projects is to facilitate the development a key site within the Growth Centre of Carlingford as identified in the Parramatta Local Housing Strategy 2020.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The site has the ability positively respond to this vision.

The key objectives and intended outcomes are:

- To be consistent with the existing R4 zone objectives.
- Stimulate re-activation of a significant site that is presently vacant and underutilised.
- Provide small scale convenience-based retail and other complementary uses that provide services directly to the public which is a key amenity driver and a critical component to support the future residents.
- Cap the amount of APU land uses to ensure their role is complementary and primarily serves the anticipated future residents and visitors to the site and to moderate any perceived negative impacts (i.e., traffic).
- Facilitate land uses that activate the site during the evenings and on weekends, with a key focus on the development's interface with the RE1 Public Recreation Zone that centrally bisects the site.

- To not derogate the role and function of the Carlingford Town Centre by imposing a floor space cap on the additional permitted uses.
- To better respond to the site's unique scale within the Carlingford Precinct and proximity to the Parramatta Light Rail and location on a central axis of public open space providing direct access to the Carlingford Station for the broader precinct.

### 1.3. PROJECT HISTORY AND VISION

The Proponent and project team met with Council offices on 22 June 2021 to discuss the vision for the site and the intent to progress with a site-specific Planning Proposal for an additional permitted use. In addition, the Proponent has discussed the Planning Proposal via email exchanges and phone calls with Council officers.

Meriton acquired the site earlier in 2021 with a development consent in place. The original DA (DA1103/2011/JP) was granted by the JRPP in April 2012. The DA approved the construction of 5 apartment buildings (9-11 storeys) containing 450 units and 662 basement parking spaces. The site also included the 6 dwelling houses which are subject to a complying development approval for demolition.

Council also entered a Voluntary Planning Agreement (VPA) with the previous site owner. The VPA facilitates local development contributions as well as works-in-kind involving a roundabout at Young Road and Post Office Street, open space embellishment, and a cycleway/pedestrian path in the existing transmission easement.

Meriton ran an internal design competition for the site in 2021, and Fender Katsalidis were awarded as the architects of the winning scheme. It is intended that a new DA is lodged with Council seeking approval of the new scheme that is compliant with the relevant planning controls. The new DA for the site will include additional apartments relative to what was approved under DA1103/2011/JP which is a reflection of changes to minimum apartment sizes under SEPP 65.

### 1.4. REPORT STRUCTURE

This Planning Proposal request has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979 (EP&A Act)* and the Department of Planning, Industry and Environment guidelines *'Planning Proposals: A guide to preparing planning proposals'* dated December 2018.

As required by Section 3.33 of the EP&A Act, this Planning Proposal request includes the following:

- Overview of the site history, description of the site and its context.
- Outline of the statutory and strategic planning context.
- Description of the proposed vision and indicative concept.
- Description of the proposed amendments to the LEP 2012 supported by sufficient detail to indicate the effect of the amendments.
- Statement of the objectives and intended outcomes of the proposal.
- Explanation of the provisions of the proposal that are to be included in the LEP.
- Summary of the justification of the proposal, including an environmental assessment.
- Description of the community consultation process that would be expected to be undertaken before consideration is given to making of the planning instrument.
- Indicative project timeline.
- Conclusion and justification.

### 1.5. SUPPORTING DOCUMENTATION

This Planning Proposal request is supported by the following documentation:

- Completed Application for Rezoning Form.
- Transport Assessment prepared by TTPP, refer to **Appendix A**

- Retail Demand and Impact Assessment prepared by Urbis, refer to **Appendix B**

The supporting documentation demonstrates the suitability of the site for the proposed land uses and provides the basis for more detailed design investigations as part of any future development application (DA) proposal.



## 2. SITE CONTEXT

### 2.1. SITE DESCRIPTION

The Planning Proposal relates to the land at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford and comprises of 8 lots as outlined in **Table 1** below. The site measures some 27,985m<sup>2</sup> in area.

The site features a 275m frontage to Pennant Hills Road to the east, and a 255m frontage to Shirley Street to the north and west. The site is predominately in an unimproved state with Lot 1 in DP 1219291 cleared of vegetation (refer to **Figure 2**). Five two-storey dwellings front Pennant Hills Road, however, are not occupied; some vegetation surrounds the dwellings.

The site has a significant level change along Pennant Hills Road from east to west, there is a 20m fall from north to south representing a slope of approximately 1:14. Figure 2 illustrates the site subject to the Planning Proposal, and the site which was subject to the previous Development Application (DA1103/2011/JP). As demonstrated, additional properties have been acquired by Meriton to form part of the further development and this Planning Proposal.

Figure 2 – Aerial Photograph



Source: Urbis

Table 1 Site Detail

Feature	Description
Street Address	263-271 Pennant Hills Road and 18 Shirley Street, Carlingford
Legal Description	Lot 1 DP 1219291

Feature	Description
	Lot 22 DP 21386
	Lot 2, 3 & 4 DP 9614
	Lot 61 & Lot 62 DP 819136
	Lot 1 DP 531044
Site Area	27,985m <sup>2</sup>

The special characteristics pertaining to the site are summarised as follows:

- **Topography** – the site is irregular in shape with no parallel boundaries or consistent dimensions. The site has a significant 20m fall along Pennant Hills Road from the north to the south.
- **Access and Movement** – the site is bound by Pennant Hills Road to the east (a classified state main road) and Shirley Street to the north and west (a local road). A pedestrian pathway runs along Pennant Hills Road, with connections into Lloyds Avenue to the south and Carlingford Town Centre to the north. Vehicular access to the site is via numerous existing crossovers along Pennant Hills Road and Shirley Street providing access to former low-density dwellings. It is envisaged that all future access will be from Shirley Street.

At present the site has access to different public transport modes. A bus stop is situated adjoining the site fronting Pennant Hills Road providing connections to Macquarie Park and Epping. On the other side of Pennant Hills Road, bus connections are provided to Parramatta. The site is highly accessible to the future Carlingford light rail station which will be to the west of the site. The future light rail stop will transform accessibility to the site and provide frequent services to Parramatta Interchange and Westmead. Direct pedestrian connections to the light rail stop will be provided from the site, due to the strategic positioning of the RE1 Public Recreation zoning.

- **Existing Vegetation** – the site is relevantly void of vegetation, and vegetation has been previously cleared. The existing vegetation is primarily around the existing dwellings fronting Pennant Hills Road.

Photographs of the subject site are provided in **Figure 3**.

Figure 3 – Site Photos



Picture 1 – Shirley Street West

Source: Fender Katsalidis



Picture 2 – Looking south across the site from Shirley Street

Source: Google Maps





Picture 3 – Pennant Hills Road looking north

Source: Fender Katsalidis



Picture 4 – Looking south along Pennant Hills Road

Source: Google Maps

## 2.2. LOCALITY CONTEXT

### 2.2.1. Regional Context

The site is centrally located in Greater Sydney within the Parramatta Local Government Area (LGA) and situated on Pennant Hills Road. Pennant Hills Road is located directly to the east of the site. Pennant Hills Road provides direct access to Cumberland Highway, the M2 Motorway and North Connex, connecting the suburbs to Sydney CBD, Parramatta CBD, Macquarie Park, The Hills District and the northern suburbs.

The site is located within close proximity to several Strategic and Local Centres and major renewal projects and Greater Parramatta Metropolitan Centre, including:

- **Greater Parramatta Metropolitan Centre**

Parramatta CBD is located 6km south-west of the site. Greater Parramatta is the core of the Central River City and Central City District. Greater Parramatta is centred on world-class health, education and research institutions as well as finance, business services and administration. Greater Parramatta is well connected with a large majority of workers travelling by public transport, including by train, bus, light rail (future) and Metro (future).

Greater Parramatta has a target of 55,000 new jobs by 2036. Parramatta CBD is already the fifth largest office market in Greater Sydney after Sydney CBD, Macquarie Park, Sydney CBD fringe and North Sydney.

- **Epping Strategic Centre**

Epping is located 10km north east of Parramatta and 8km north-east of the site. Epping currently benefits from well-connected public transport linkages including the Sydney Metro Northwest and is situated on the Central Coast and Newcastle train line of the NSW network.

Epping Town Centre has commercial and retail uses, centred around Epping Train Station. Epping has around 13,000m<sup>2</sup> of retail floorspace, the majority of which is concentrated to the west of the station. This includes a 3,850m<sup>2</sup> Coles supermarket and street-based retail shops.

Epping has dispersed provision of community infrastructure and there is moderate concentration of employment around Epping. Epping has a wide mix of land uses including commercial and residential and does lend itself to having high levels of amenity and walkability.

- **Parramatta Light Rail**

Parramatta Light Rail provides connectivity between the major business, health and educational nodes within Greater Parramatta and Olympic Park. The T6 Carlingford-Clyde railway line has been permanently closed and will be converted to light rail by 2023. The 12km Parramatta Light Rail will connect Carlingford and Westmead via Parramatta CBD, passing through major town centres and universities. The new light rail will increase connectivity to the surrounding suburbs and enhance access to public transport for residents. Carlingford is the first station in the line and is only 400 metres from the site linked directly by a network of public open space.

- **Telopea Local Centre**

The planning for Telopea has been underway since 2015 and has required changes to zoning, height of buildings and floor space ratio. It is anticipated that the planning control changes will allow for the delivery of approximately 4,500 additional dwellings including 1,000 new affordable and social housing dwellings. Telopea will take advantage of the planned light rail stop, and provide improved public spaces, community facilities and a retail hub.

- **North Rocks Local Centre**

North Rocks is located 6km north of Parramatta and 2km north west of the site. North Rocks benefits from good vehicular access to the M2 Motorway and North Connex, providing connections to Greater Sydney. The public transport opportunities are fairly limited and limited to bus routes.

North Rocks Shopping Centre provides approximately 23,000m<sup>2</sup> of retail floorspace with Aldi, Coles and Kmart as major tenants. It has 71 specialty shops including restaurants, café, fitness centre and personal services.

- **Eastwood Local Centre**

Eastwood is located 9km north-east of Parramatta and 6km south-east of the site. Eastwood is well serviced by public transport and is located on the same line as Epping with intercity connections to the Central Coast and Newcastle, and Central. Eastwood Town Centre is the largest town centre nearby which comprises Eastwood Shopping Centre, and Eastside Garden Shopping Centre and a substantial number of street-based retail shops. Eastwood Shopping Centre has approximately 15,200m<sup>2</sup> of retail space across 30 specialty stores and is anchored by a Woolworths supermarket.

Figure 4 – Regional Context



Source: Urbis.

### 2.2.2. Local Context

The character of the immediate surrounding area is diverse consisting of a range of housing densities, education, community, retail and recreation uses. The suburb of Carlingford is approximately 22km north-west of the Sydney CBD.

The immediately surrounding development is described below and illustrated in **Figure 5**, whilst **Figure 6** demonstrates that the site is the largest site undeveloped and underutilised site within the Carlingford Precinct.

#### North:

- Carlingford Town Centre stretches for 600m along Pennant Hills Road which is also the suburb's major arterial road and transport corridor. The Town Centre comprises two main shopping complexes, namely Carlingford Court and Carlingford Village as well as street-based and large format retailing.
- Directly north of the site, is Carlingford Bunnings, which is a smaller format Bunnings that is adjoined by primarily food and drink takeaway businesses and commercial premises. A mixed of differing forms of residential land uses are located to the north of the site surrounding Bunnings, including two-storey residential dwellings, multi-dwelling units and residential flat buildings.
- The residential area to the north of the site is undergoing transformation from typical low density dwelling to high density residential, with numerous residential flat buildings which are reflective of the R4 High Density Residential zoning.
- Further north, surrounded by residential form are numerous places of public worship including the Sydney Australia Temple, Iranian Church Sydney and St Paul's Anglican Church. Harold West Reserve is situated in between the places of public worship and is utilised for recreational purposes including by Roselea Football Club.

#### East:

- Pennant Hills Road is located directly to the east of the site. Pennant Hills Road provides direct access to Cumberland Highway, the M2 motorway and North Connex, connecting the suburbs to Sydney CBD, Parramatta CBD, Macquarie Park, The Hills District and the northern suburbs.
- Directly east of the site, fronting Pennant Hills Road, are numerous high density residential flat buildings. The residential typology to the east of the site transitions to a typical low density residential layout, with some scattered medium density townhouse developments.
- Eric Mobbs Memorial Park and Galeringi Reserve are recreation and open spaces located to the site of the site. Directly north-east of Eric Mobbs Memorial Park is Carlingford Public School, Macquarie Community College, Gateway Community High School and Carlingford Multi-Purpose Learning Centre.

#### South:

- Carlingford Bowling Club and Cox Park are located to the south of the site on the opposite side of Pennant Hills Road. The residential typology to the east of the site transitions to a typical low density residential layout, with some scattered medium density townhouse developments.

#### West:

- The site adjoins medium density residential developments to the east, which front Shirley Street. On the western side of Shirley Street is Shirley Street Reserve, which will provide pedestrian access to the future light rail station. Development surrounding the future light rail station is high density residential, approximately 60m in height. Minimal ground floor activation has been achieved, with Carlingford Montessori Academy Child Care Centre the only alternative residential use. Further west, is James Ruse Agricultural High School. These sites, while possible, did not have the scale or size to facilitates the uses subject of this Planning Proposal.
- Additional convenience based low order retail fronts Pennant Hills Road to the south-west, with retail uses such as a service station, business premises, and takeaway food and drink premises. Carlingford Uniting Church and Carlingford Uniting Church are also located to the west, with access from Lloyds Avenue that connects directly to Pennants Hills Road.

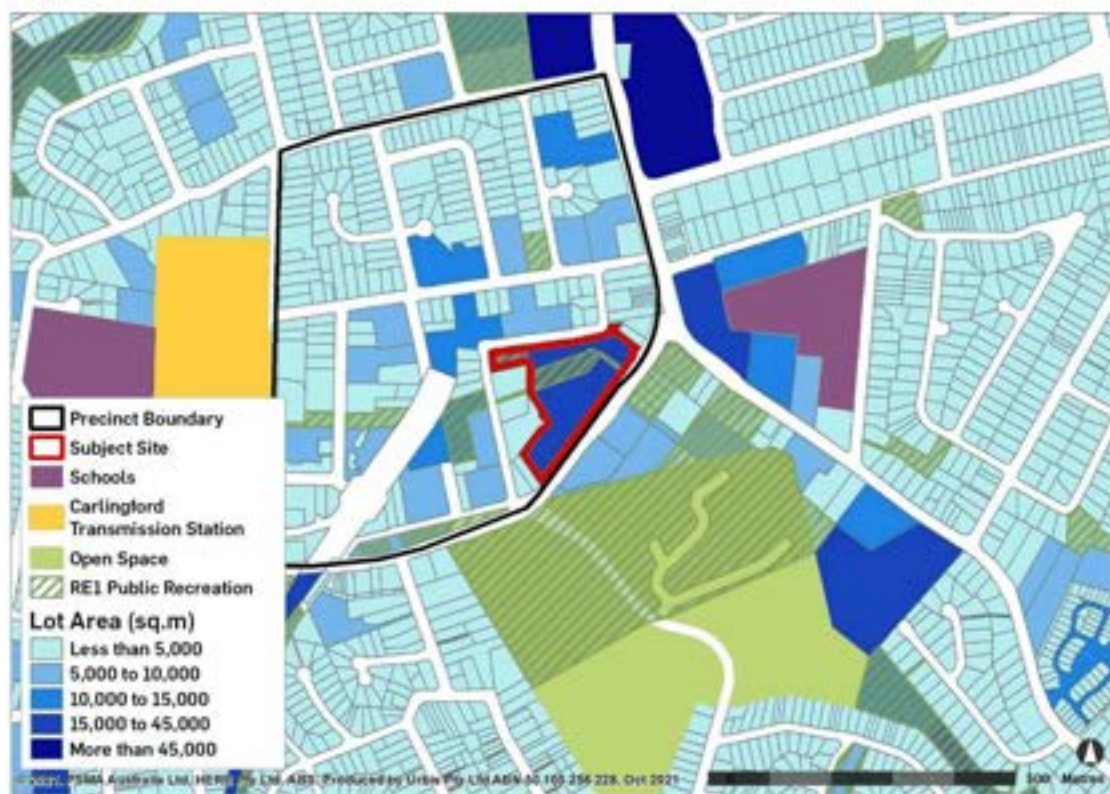


- The future light rail station is within 400m of the site. As a result, the T6 Carlingford-Clyde railway line has been permanently closed and will be converted to light rail by 2023. The 12km Parramatta Light Rail will connect Carlingford and Westmead via Parramatta CBD, passing through major town centres and universities.

Figure 5 – Local Context Analysis



Figure 6 – Cadastral lot area map



Source: Urbis

### 3. DEVELOPMENT HISTORY

Meriton acquired the site earlier in 2021 with a development consent in place. The original DA (DA1103/2011/JP) was granted by the Joint Regional Planning Panel (JRPP) in April 2012. The DA approved the construction of 5 apartment buildings (9-11 storey) containing 450 units and 662 basement parking spaces. The site also included the 6 dwelling houses for which complying development certificates have been issued for their demolition.

Council also adopted a Voluntary Planning agreement (VPA) for the site to carry out works-in-kind involving a roundabout at Young Road and Post Office Street, open space embellishment, and a cycleway/pedestrian path in the existing transmission easement.

The below provides an overview of the history of the site:

- **August 2005** – Development Consent No. 2451/2004/HB was granted by Council (The Hills) for construction of eight 3-5 storey apartment buildings for 226 units and 428 parking spaces.
- **May 2009** – Council resolved to adopt the draft LEP and DCP for the Carlingford Precinct.
- **June 2010** – Council adopted a report on the outcome of the exhibition of the draft Local Environmental Plan, draft Baulkham Hills Development Control Plan Part E Section 22 – Carlingford Precinct and draft Section 94 Contributions Plan No. 14 – Carlingford Precinct.
- **December 2010** – Council considered a report on a number of draft Voluntary Planning Agreements (VPAs) providing for the payment of monetary contribution works in kind and land dedication for key sites within the Carlingford Precinct. Council considered a report on the draft Carlingford Precinct Public Domain Plan and resolved that the plan be publicly exhibited for a period of 28 days.
- **February 2011** – DA lodged for the construction of 5 apartment buildings (9-11 storey) containing 450 units and 662 basement parking spaces. The site also included the 6 dwelling houses for complying development demolition.
- **April 2011** – Due to the number of submissions received, a Conciliation Conference was held on 27 April 2011 with five (5) residents attending. The issues discussed mainly relate to the undergrounding of power lines, traffic/parking, privacy, amenity, fire and emergency vehicle access, geotechnical requirements, solar access, waste management, overland flow, tree removal, property values and wind tunnelling effects.
- **April 2012** – The original DA (DA1103/2011/JP) was granted deferred commencement consent by the Joint Regional Planning Panel (JRPP). A

Council outlined the following in the JRPP report:

*"The emerging vision for the Carlingford Precinct is to encourage transit-oriented development that creates a sense of place for the incoming population through increased housing choice, better public realm and open spaces **and local services that supply the convenience needs of the community**. When the precinct is fully developed it will dramatically alter the character of the area."*

- **Between 2014 and 2015** – Numerous section 96 modification applications (now known as section 4.55) were submitted and approved for minor changes to conditions of consent and the approved architectural plans.
- **2015 to 2020** – Additional sites acquired along Pennant Hills Road.
- **Early 2021** – Meriton acquired the site earlier in 2021 with a development consent (No. 2451/2004/HB) in place. Meriton have since undertaken an internal design competition and intend on lodging a new compliant DA for the site.

**Figure 6 and Figure 7** overleaf illustrates the approved development which formed part of development consent No. 2451/2004/HB.

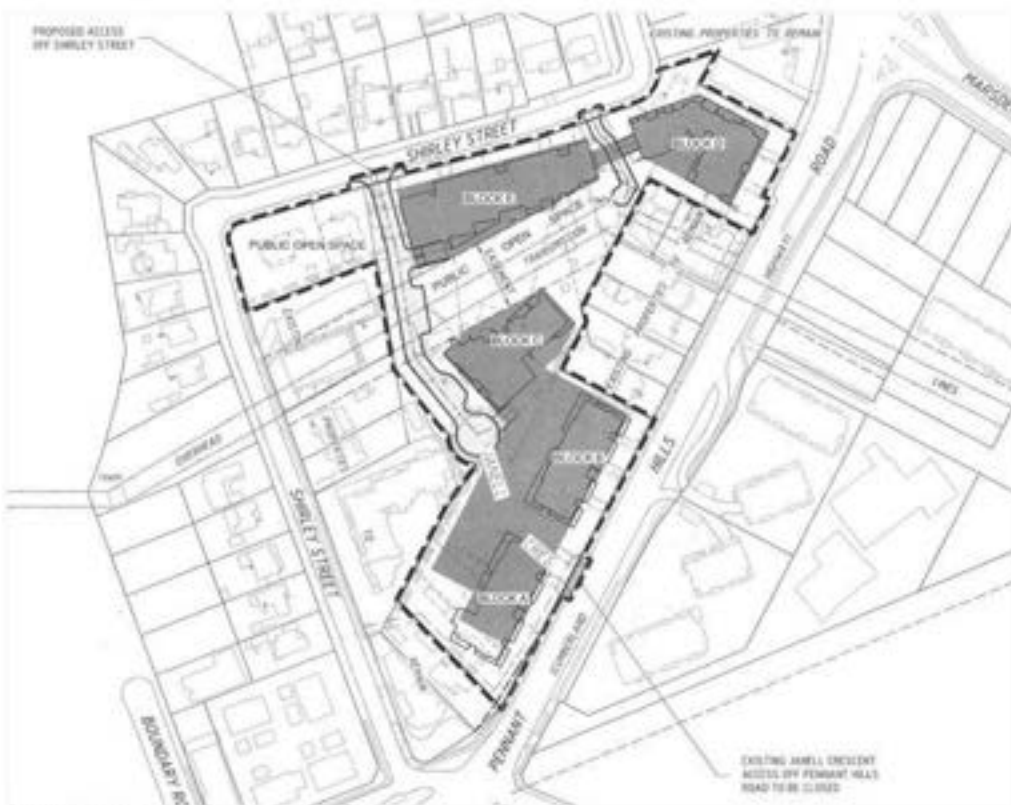


Figure 7 – Approved Residential Scheme (DA1103/2011/JP)



Source: Dyldam, Architectural Plans

Figure 8 – Approved Residential Scheme - Overall Site Plan (DA1103/2011/JP)



Source: Cardno



## 4. STATUTORY CONTEXT

### 4.1. PARRAMATTA (FORMER THE HILLS) LOCAL ENVIRONMENTAL PLAN 2012

Parramatta (Former The Hills) Local Environmental Plan 2012 (**the LEP**) is the principle environmental planning instrument applying to the site and the proposed development.

#### 4.1.1. Land Use Zoning

The site is zoned part R4 High Density Residential and part RE1 Public Recreation in accordance with the LEP map extract as shown in **Figure 8** below. This Planning Proposal relates to only the land zoned R4 High Density Residential.

The relevant zone objectives include:

- To provide for the housing needs of the community within a high density residential environment.
- To provide a variety of housing types within a high density residential environment.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To encourage high density residential development in locations that are close to population centres and public transport routes.

Figure 9 – LEP 2012 Extract Zoning Map



Source: Urbis

The following development is permitted with development consent in the R4 High Density zone:

*Attached dwellings; Boarding houses; Building identification signs; Business identification signs; Centre based child care facilities; Community facilities; Dual occupancies; Dwelling houses; Home-based child care; Multi dwelling housing; Neighbourhood shops; Oyster aquaculture; Places of public*

worship; Residential flat buildings; Respite day care centres; Roads; Shop top housing; Any other development not specified in item 2 or 4

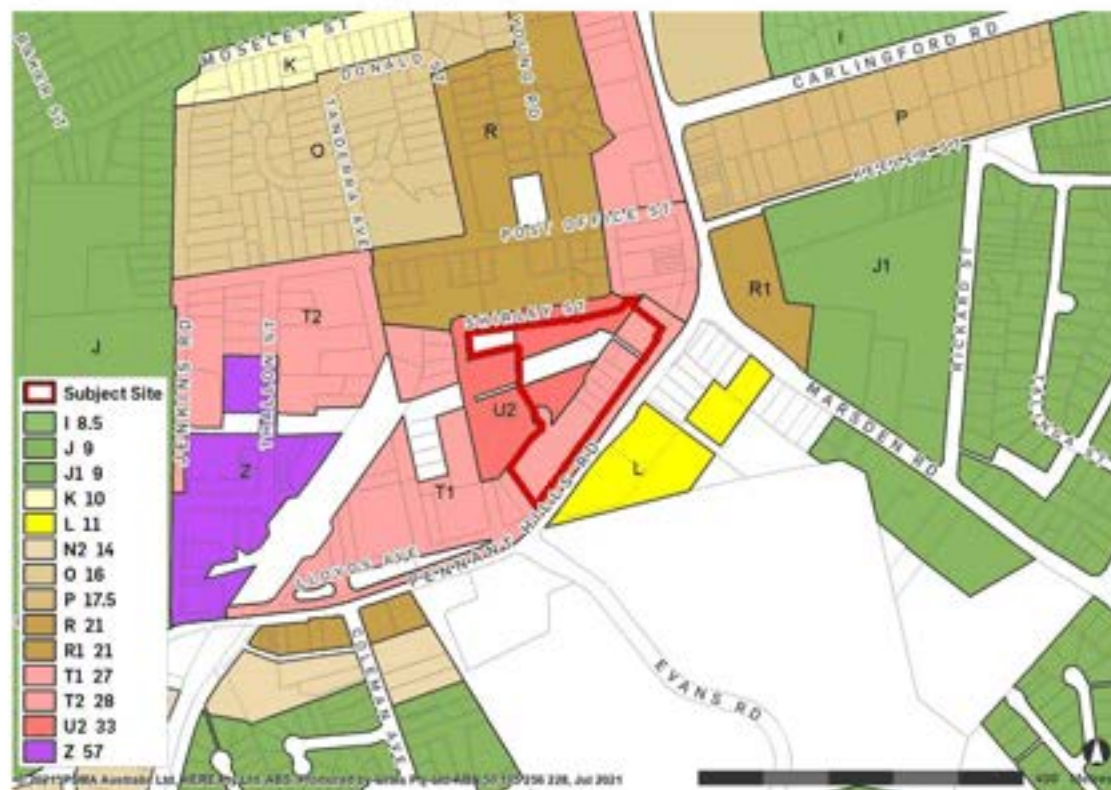
The following development is prohibited in the R4 High Density Residential zone (land uses underlined for emphasis):

Agriculture; Air transport facilities; Airstrips; Amusement centres; Animal boarding or training establishments; Boat building and repair facilities; Boat launching ramps; Boat sheds; Camping grounds; Caravan parks; Cemeteries; Charter and tourism boating facilities; Commercial premises; Correctional centres; Crematoria; Depots; Eco-tourist facilities; Electricity generating works; Entertainment facilities; Environmental facilities; Exhibition villages; Extractive industries; Farm buildings; Forestry; Freight transport facilities; Function centres; Heavy industrial storage establishments; Helipads; Highway service centres; Home occupations (sex services); Industrial retail outlets; Industrial training facilities; Industries; Information and education facilities; Jetties; Mairnas; Mooring pens; Moorings; Mortuaries; Open cut mining; Passenger transport facilities; Pond-based aquaculture; Port facilities; Public administration buildings; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Registered clubs; Research stations; Residential accommodation; Restricted premises; Rural industries; Service stations; Sewerage systems; Sex services premises; Signage; Storage premises; Tank-based aquaculture; Tourist and visitor accommodation; Transport depots; Truck depots; Vehicle body repair workshops; Vehicle repair stations; Veterinary hospitals; Warehouse or distribution centres; Waste or resource management facilities; Water recreation structures; Water supply systems; Wharf or boating facilities; Wholesale supplies

#### 4.1.2. Building Height

The site has a maximum building height of 27 metres fronting Pennant Hills Road and 33 metres fronting Shirley Street in accordance with clause 4.3 and as shown in **Figure 9** below. The RE1 Public Recreation zoned land does not have a maximum building height. Surrounding building heights range between 11 metres to 57 metres.

Figure 10 – LEP 2012 Extract Building Height Map



Source: Urbis



### 4.1.3. Floor Space Ratio

The site has a maximum floor space ratio (FSR) of 2.3:1 in accordance with clause 4.4 and as shown in Figure 10 below. The RE1 Public Recreation zoned land does not have a maximum FSR.

Figure 11 – LEP 2012 Extract FSR Map



#### 4.1.4. Heritage Conservation

The site is not identified as a local heritage item, nor is it located within a heritage conservation area. However, there are several local heritage items and a heritage conservation area within the locality as listed below and shown in **Figure 11**.

- I00056 – Former St Paul's Anglican Church – 346 Marsden Road – State Item
- I8 – Galaringi Reserve – 130 Evans Road – Local Item
- I9 – Bushland – 141 Evans Road – Local Item
- I20 – Water tanks and Water Board cottage – 263A 265 Marsden Road – Local Item
- I21 – Carlingford Public School (and Macquarie Community College - 283 Marsden Road and 5 Rickard Street – Local Item
- I23 – Mobbs Hill Reserve – 322A Marsden Road – Local Item
- I25 – Eric Mobbs Memorial – 356 Marsden Road – Local Item
- I26 – Carlingford Memorial Park – 262 Marsden Road – Local Item
- I46 – Carlingford Stock Feeds – 1 Thallon Street – Local Item

Figure 12 – LEP 2012 Extract Heritage Conservation

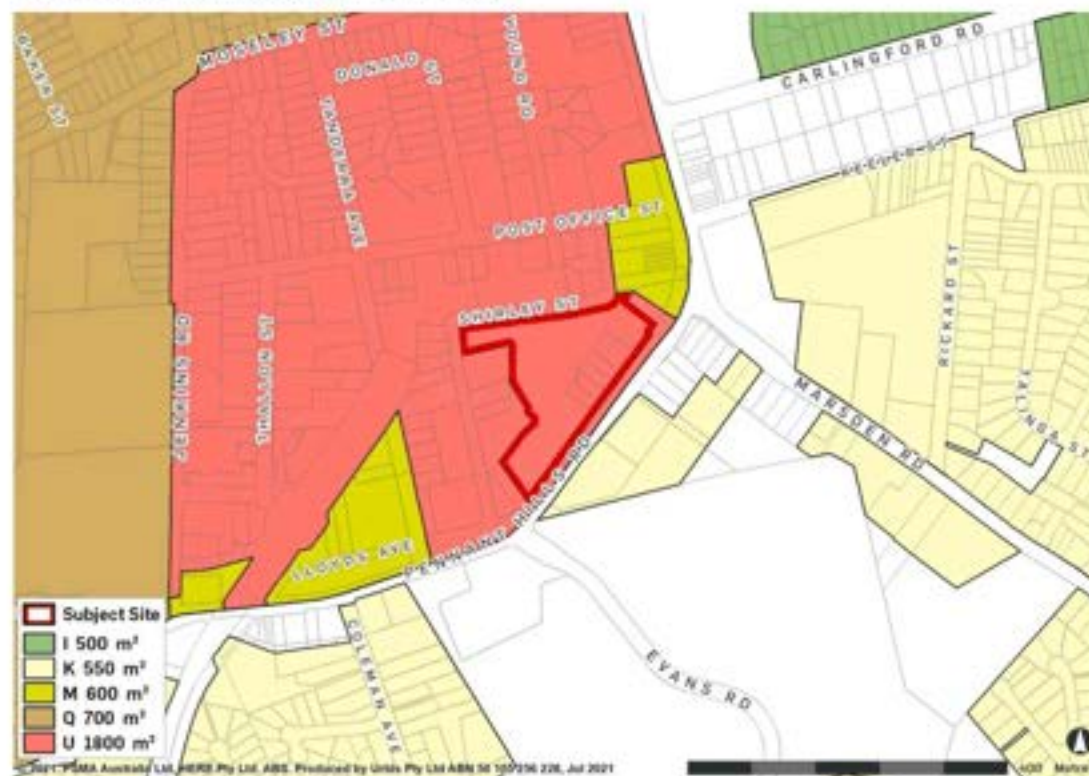


Source: Urbis

#### 4.1.5. Minimum Lot Size

A minimum lot size of 1,800m<sup>2</sup> applies to the site in accordance with clause 4.1, resulting from any proposed subdivision and as shown in **Figure 12**. Exceptions to this minimum lot size requirement are set out in clauses 4.1A and 4.1B.

Figure 13 – LEP 2012 Extract Minimum Lot Size



## 4.2. DRAFT PARRAMATTA LOCAL ENVIRONMENTAL PLAN 2021

A planning proposal has been prepared which seeks to establish a new Parramatta Local Environmental Plan (LEP) which harmonises the five LEPs (Auburn LEP 2010, Holroyd LEP 2013, Hornsby LEP 2013, Parramatta LEP 2011 and Parramatta (former The Hills) LEP 2012) which currently apply in the City of Parramatta Local Government Area (LGA). It is understood that the LEP is currently with DPIE for finalisation.

As the planning proposal seeks to repeal the *Parramatta (former The Hills) LEP 2012*, being the subject of this planning proposal request, this planning proposal may need to be amended to facilitate an amendment to the new LEP if it comes into effect prior to the finalisation of this planning proposal request.

## 4.3. THE HILLS DEVELOPMENT CONTROL PLAN 2012

The Hills Development Control Plan 2012 (**the DCP**) provides the detailed development controls which apply to land across the former Hills area. The key controls which are relevant to the site and the requested Planning Proposal are summarised below:

- Part B Section 2 – Residential
- Part B Section 5 – Residential Flat Building
- Part C Section 1 – Parking



- Part C Section 3 – Landscaping
- Part C Section 4 – Heritage
- Part D Section 12 – Carlingford Precinct

The site is subject to site specific planning controls as prescribed under Part D, Section 12 Carlingford Precinct. The proposed APU will not impact the future development's ability to comply with these site-specific controls.

The site is located within the 'Southern Precinct' identified in the Part D Section 12. The desired future character statement for this Precinct is extracted below:

*The character of the southern end of the Precinct in the vicinity of the train station will be largely determined by the development of landmark buildings on the key sites and their role in creating street oriented village built form and character, open spaces and a civic plaza linked to the station.*

*In key sites affected by electricity easements, developments can contribute to publicly accessible open space with strong connections to the local open space network and civic area.*

*Buildings on key sites and in the southern side of the Precinct generally have been placed to provide transition in building scale and to provide natural ventilation, solar access, outlook from apartments and year round sunlight to communal open spaces.*

*Streetscapes are to be resident and visitor friendly in an urban landscaped setting associated with a street hierarchy that promotes a safe pedestrian and vehicular environment. The landscape works in the public realm help to define the character areas in the Precinct. These characters range from the more urban, civic and train station oriented village to the suburban character further from the train station*

The APU will not impede the provision of open space and the site's ability to deliver the established desired future character, and will positively contribute to the activation of the "civic plaza" by the delivery of commercial and convenience retail uses on ground flood areas as supported by Section 3.8 of Part D, Section 12 of the DCP.

## 4.4. PLANNING AGREEMENTS

In December 2010, Council considered a report on a number of draft Voluntary Planning Agreements (VPAs) providing for the payment of monetary contribution works in kind and land dedication for key sites within the Carlingford Precinct.

Council adopted a Voluntary Planning agreement (VPA) in April 2015 to undertake Works-in-Kind (WIK), in addition to a monetary contribution, these WIK involved:

- Establish local development contributions and otherwise exclude the application of Section 94 (now Section 7.11) contributions.
- Roundabout at Young Road and Post Office Street to the value of \$253,000 and delivered prior to any Strata Subdivision Certificate.
- Open Space Embellishment to the value of \$459,500 and delivered prior to any Strata Subdivision Certificate for either Buildings A, B or C, whichever is subdivided last.
- Cycleway/Pedestrian Path in Transmission Easement to the value of \$29,608 and delivered prior to any Strata Subdivision Certificate for either Buildings A, B or C, whichever is subdivided last.

This VPA, in respect to the WIK, has not been enacted upon and may be subject to review with Council as part of the lodgement of the DA to ensure alignment with the proposed development works. The Planning Proposal does not create the need to review the VPA and is not inconsistent or create conflict with any of the obligations under the VPA.

## 5. STRATEGIC CONTEXT

This section of the report identifies the relevant State and local strategic planning policies which are relevant to the site and the proposed LEP amendment. It outlines the key objectives, planning priorities and actions required to deliver the vision for the Greater Sydney Region, the Central City district and the Parramatta local government area.

A detailed assessment of the consistency of the proposal with the State and local strategic planning policies is provided within **Section 7**.

### 5.1. PREMIER'S AND STATE PRIORITIES

The NSW Premier's and State Priorities establish key priorities of the NSW Government which represent their commitment to making a significant difference to enhance the quality of life of the people of NSW.

The Priorities are of limited relevance for the subject Planning Proposal apart from the 'Greening our City' initiative which seeks to increase the tree canopy and green cover across Greater Sydney by planting one million trees by 2022. The priority discusses that trees play an important role in improving local character and extend habitat, increasing the biodiversity of cities serving as a home for animals and birds. The indicative concept is highly consistent with this initiative and aims to provide public open space to enable the "greening" of the site.

### 5.2. GREATER SYDNEY REGION PLAN: A METROPOLIS OF THREE CITIES

In March 2018, the Greater Sydney Commission finalised 'A Metropolis of Three Cities - Greater Sydney Region Plan', as the NSW Government's metropolitan plan for Sydney. The Plan presents a strategy for managing growth and change and intends to guide infrastructure delivery over the next 40 years. The plan seeks to reposition Sydney as a metropolis of three cities – the western parkland, central river and eastern harbour cities.

The Plan is built on a vision where most residents live within 30 minutes of their jobs, education and health facilities, services and great places. To support the vision, the Greater Sydney Commission have established ten (10) directions which establish the aspirations for Greater Sydney over the next 40 years. These directions will be used to guide future planning policy and infrastructure decisions within Greater Sydney to 2056. The identified directions include:

- |                                       |                                 |
|---------------------------------------|---------------------------------|
| 1. A city supported by infrastructure | 6. A well-connected city        |
| 2. A collaborative city               | 7. Jobs and skills for the city |
| 3. A city for people                  | 8. A city in its landscape      |
| 4. Housing the city                   | 9. An efficient city            |
| 5. A city of great places             | 10. A resilient city            |

The site is located within the Central River City. The vision of the Central River City is centred around Greater Parramatta and the Olympic Park Peninsula Economic Corridor. The Central River City will grow substantially capitalising on its location close to the geographic centre of Greater Sydney. Unprecedented public and private investment is contributing to new transport and other infrastructure leading to a major transformation of the Central River City.

The delivery of the Sydney Metro West rail link is recognised as a critical piece of infrastructure which will deliver faster and more efficient transport from the Harbour CBD to Greater Parramatta and improve growth prospects for the north-west of the city by increasing the access to jobs.

The plan identifies the need to accommodate an additional 1.7 million people, 725,000 additional dwellings and 817,000 new jobs in Greater Sydney by 2036.

The site is located within proximity to several key metropolitan centres, strategic centres, local centres, as well as urban renewal areas. Greater Parramatta (Metropolitan Centre) is located approximately 8km to the south-west of the site, Sydney Olympic Park is located approximately 12.5km to the south of the site, and Epping is located approximately 5km to the east of the site. Urban renewal areas are identified surrounding the future light rail, which will connect Parramatta to Carlingford.

Objective 12: "Great places that bring people together" recognises the key components which make a city a great place. The objective encourages fine grain urban form and land use mix through the co-location of schools, retail services and transport infrastructure. This Planning Proposal will allow for the co-location of retail, business, recreation and residential uses, within close proximity to the future Carlingford light rail station. The co-location uses will enhance walkability as well as the viability of, and access to, places, centres and public transport.

### 5.3. CENTRAL CITY DISTRICT PLAN

The Central City District Plan is a 20-year plan to manage growth in the context of economic, social and environmental matters to implement the objectives of the Greater Sydney Region Plan. The intent of the District Plan is to inform local strategic planning statements and local environmental plans, guiding the planning and support for growth and change across the district.

The District Plan contains strategic directions, planning priorities and actions that seek to implement the objectives and strategies within the Region Plan at the district-level. The Structure Plan identifies the key centres, economic and employment locations, land release and urban renewal areas and existing and future transport infrastructure to deliver growth aspirations.

Key challenges identified within the Plan relevant to the proposal includes:

- Align land use and infrastructure planning to maximise the use of existing and proposed infrastructure.
- Improving safety, accessibility and inclusion by co-locating activities benefits all residents and visitors.
- Encourage place based planning and deliver fine grain urban form and local mixed-use places that can provide better access to local retailers of fresh food and supporting local fresh food production.
- Retain and manage all existing industrial and urban services land and safeguard it against competing pressures, especially residential and mixed-use zones. The management of these lands should accommodate evolving business practices and changes in need for urban services from the surrounding community and businesses and will need, from time to time, to review the list of appropriate activities within any precinct in considering of these evolving practices.
- Deliver fine grain urban form and land use mix through the co-location of schools, retail services and transport infrastructure in local centres contributes to enhanced walkability.
- Protect or expand commercial floor space in centres.
- Deliver the 30-minute city concept by reducing the time people spend travelling and increase people's access to jobs and services.
- Protect and enhance biodiversity by managing urban development and reduce edge-effect impacts.
- Increase urban tree canopy and deliver green grid opportunities as well as high quality open space.

## 5.4. FUTURE TRANSPORT 2056 STRATEGY

*Future Transport 2056 Strategy* was released by the Greater Sydney Commission in March 2018 and provides a 40-year strategy for how transport will be planned in NSW.

A number of committed (0-10 years), investigation (0-20 years) and visionary (20+ years) initiatives and investigations are identified as being planned for the Central City District. The initiatives which will increase the service frequencies to/ from the site to key destinations include:

- NorthConnex – opened to traffic on 31 October 2020 – NorthConnex is a 9km tunnel that links the M1 Pacific Motorway at Wahroonga to the Hills M2 Motorway at West Pennant Hills.
- Parramatta Light Rail Stage 1 – Stage 1 is expected to open in 2023 – The first stage of Parramatta Light Rail will connect Westmead to Carlingford via Parramatta CBD and Camellia.
- Parramatta Light Rail Stage 2 – Not commenced – The second stage of Parramatta Light Rail will connect to Stage 1 and run north of the Parramatta River through the rapidly development suburbs of Ermington, Melrose Park and Wentworth Point to Sydney Olympic Park.
- Victoria Road public transport improvements – Short term improvements are under development. Other improvements being considered as part of the integrated network planning – Improvements will include upgrading bus services and infrastructure on the Victoria Road corridor, through the Bus Priority Infrastructure Program. This initiative is to support planned growth in the Bays Precinct, and to integrate with committed and proposed initiatives within the corridor such as Sydney Metro West and WestConnex.
- Parramatta inner ring road (improvements to existing surface road) – Not commencement – Upgrade of existing surface roads on the outskirts of Greater Parramatta's centre to function as arterial movement corridors. This includes surface treatments, minor interventions and some potential widening to improve the prioritisation of vehicles.
- Sydney Metro Northwest – opened in May 2019 – Sydney Metro Northwest is the first stage of Sydney Metro, delivering a high-frequency, high-capacity rail service between the growth areas in the Northwest and Chatswood with interchanges to the North Shore and Northern train lines.
- Sydney Metro West – Construction started in late 2020 at The Bays Precinct to prepare the site for major tunnelling – Sydney Metro west is a new underground metro railway under investigation to link the Parramatta and Sydney CBDs. Key precincts already identified to be serviced by Sydney Metro West include Parramatta, Sydney Olympic Park, The Bays Precinct and the Sydney CBD.

Figure 4 illustrates the regional context and identified transport opportunities within the vicinity of the site.

## 5.5. PARRAMATTA LOCAL STRATEGIC PLANNING STATEMENT

Local Strategic Planning Statements (LSPS) are a new layer of strategic planning legislated by the *Environmental Planning and Assessment Act 1979 (EP&A Act)* introduced in March 2018.

The LSPS sets out:

- the 20-year vision for land use in the local area;
- the special characteristics which contribute to local identity;
- shared community values to be maintained and enhanced; and
- how growth and change will be managed into the future.

Informed by the Greater Sydney Region Plan, the Central City District Plan and Council's current suite of strategic documents, the LSPS will act as a unifying document for Council's strategic vision and shape future amendments to the current *Parramatta (Former The Hills) Local Environmental Plan 2012*.

The LSPS is intended to provide more certainty about Councils' future land use intentions. A council must consider its LSPS as part of the LEP making process. An LSPS that has been endorsed by the NSW Department of Planning, Industry and Environment (DPIE), will be part of the strategic merit test for a gateway determination under section 3.34 of the EP&A Act. To ensure that LEP amendments give effect to

the direction expressed in an LSPS, Section 3.33 of the EP&A Act requires that justification is provided with a planning proposal to make or amend an LEP.

The *Parramatta Local Strategic Planning Statement* prepared by City of Parramatta was endorsed in March 2020 and it examines the role of Parramatta as part of Greater Sydney and establishes key priorities aligned with the three pillars of the *A Metropolis of Three Cities - Greater Sydney Region Plan*, being liveability, productivity and sustainability.

The purpose of the LSPS is to guide land use planning within the area over the next 20 years. The vision for Parramatta is outlined as follows:

*In 20 years Parramatta will be a bustling, cosmopolitan and vibrant metropolis, the Central City for Greater Sydney. It will be a Smart City that is well connected to the region, surrounded by high quality and diverse residential neighbourhoods with lots of parks and green spaces. It will be innovative and creative and be well supported by strong, productive and competitive employment precincts. It will be a place that people will want to be a part of."*

The LSPS identifies Carlingford as a 'Local Centre' (refer **Figure 13** extract). A Local Centre is a focal point of neighbourhoods, are diverse, vary in size and provide essential access to day-to-day goods and services. The LSPS acknowledges that the role of local centres has been changing from a retail focus to a services focus, providing for basic needs and a place for local communities to gather and socialise in a quieter environment. However, it does suggest that a key challenge is for smaller centres to achieve enough vibrancy to attract customer traffic.

It is anticipated that the co-location of commercial, business premises and recreational facilities at the ground floor of the future residential buildings will create activation to the site, which includes a key pedestrian link to the future Carlingford light rail station. The provision of the additional permitted uses will also deliver a level of convenience to future residents and create a quieter meeting place to socialise and interact.

In addition, there are several planning priorities and actions which the proposal is highly consistent with which is elaborated on further in **Section 7** of this report.

Figure 14 – Parramatta LSPS Centres Hierarchy Map





## 5.6. CITY OF PARRAMATTA LOCAL HOUSING STRATEGY

The City of Parramatta Local Housing Strategy (Housing Strategy) provides direction at the local level about when and where future housing growth will occur and identifies the relationship with the broader NSW government strategic objectives as identified in the Greater Sydney Region Plan – A Metropolis of Three Cities and the Central City District Plan.

The housing vision of the strategy is:

*Our housing maximises accessibility to the City of Parramatta's thriving economy so that all benefit, while also meeting housing need and housing diversity and championing quality design and environmental performance. Our neighbourhoods are welcoming and green and respect existing character.*

The Housing Strategy confirms that Parramatta will achieve the dwellings targets identified in the District Plan and identifies that the majority of new housing growth will be delivered in 13 precincts around employment and transport, including Carlingford. The Housing Strategy identifies that Carlingford could deliver approximately 4,470 additional dwellings by 2036, which is supported by the infrastructure investment (i.e., Parramatta Light Rail).

Carlingford is identified as an area which could offer the highest opportunity to achieve the objective of the 30-minute ('door-to-door') journey to work and delivery of the broader Green Grid.

The objectives likely to have implications for the proposed development are listed and discussed below:

- *Housing delivery is aligned and sequenced with existing transport and capacity improvements*
- *Growth precincts innovate excellence in place-based outcomes with diverse and affordable housing to suit residents' needs*
- *Housing delivery complements, not compromises, the economic significance of both the Central City and the City of Parramatta*
- *Additional housing is focussed on growth precincts, aligned with transport infrastructure delivery to facilitate residents' access to facilities, services, social connections and jobs*
- *Commercial opportunities are enhanced in conjunction with growth precinct delivery*

The provision of non-residential uses at the site is aligned with the vision and objectives established in the Housing Policy and will not reduce the site's ability to offer a range of residential offerings to assist in achieving the housing target identified for Carlingford. The co-location of appropriately scaled retail, business, recreation and residential uses will achieve an improved 'place-based' outcome by delivering a level of convenience to future residents. The small-scale nature of the proposed facilities combined with its direct pedestrian connections to the B2 zoned land to the north suggests that this proposal will contribute and support the overall vibrancy of the Carlingford Town Centre, which will rely on activated and pedestrian spaces to more broadly enhance connectivity of the town centre to the Station.

Table 14 of the Housing Strategy identifies that shop-top housing or mixed-use development are to be located around the CBD Core. The reasoning for the identified location of shop-top housing or mixed-use development is to provide a mix of uses to create activity in neighbourhoods and provide an opportunity for the market to either deliver more housing or commercial space depending on the best and highest use for the site.

This Planning Proposal does not seek to change the permissible uses for the R4 High Density Residential zone in the LEP but does respond to the market demand for greater access to commercial offerings. The provision of 2,000m<sup>2</sup> of GFA for a combination of retail, business and indoor recreation floor space would provide activity to the Carlingford neighbourhood on the western side of Pennant Hills Road with excellent connections to the future Carlingford Light Rail station, while ensuring high density residential remains as the primary use of the land.

## 5.7. PARRAMATTA EMPLOYMENT LANDS STRATEGY AND EMPLOYMENT LANDS STRATEGY REVIEW AND UPDATE

The Parramatta Employment Lands Strategy (ELS) was adopted by Council on 11 July 2016 and aims to provide clear land use planning actions and recommendations to guide the future of Parramatta's Employment Lands. The ELS was reviewed and updated in June 2020 to reflect the LSPS. Both the ELS and ELS Review and Update have been considered in respect of this Planning Proposal.

The Employment Lands Strategy identifies employment lands as all land that is zoned: IN1 – General Industrial, IN2 – Light Industrial, IN3 – Heavy Industrial, B5 – Business Development, and B6 – Enterprise Corridor. The site is zoned R4 High Density Residential therefore is not classified as employment land. The Planning Proposal does not seek to rezone the site to employment land and only seeks an APU to allow for some employment floor space (including business premises, shops and food and drink premises).

Parramatta LGA is identified as the largest economy in Western Sydney with a Gross Regional Product (GRP) of \$14 billion in 2013/14. The Employment Lands Strategy also identifies that the local economy is strong and diverse, based around three strategic areas: service-based jobs based predominantly in the Parramatta CBD, health and medical activities and jobs with a strong concentration in the Westmead Health and Medical Precinct, and industrial related activities concentrated in employment lands.

As Retail Demand and Impact Assessment (RDIA) prepared by Urbis (refer to **Appendix B**) confirms that the amount of non-residential floorspace has been capped 2,000m<sup>2</sup> to appropriately manage the impact to existing retail centres and to provide amenity to support the proposed development on the site. The RDIA confirms that there is sufficient growth within the market to accommodate 2,000m<sup>2</sup> of non-residential floorspace at the subject site, in particular a metro style supermarket, without adversely impacting the viability of existing and proposed retail centres.

In summary, the proposed APU will not impact the functioning of the existing surrounding employment lands nor does this Planning Report seek to change the zoning of existing employment lands.

## 5.8. CITY OF PARRAMATTA COMMUNITY INFRASTRUCTURE STRATEGY

The City of Parramatta Community Infrastructure Strategy (Community Infrastructure Strategy) was adopted by Council in July 2020 and aims to provide long term direction for the provision of community infrastructure. The Community Infrastructure Strategy identifies contemporary challenges Council have for realising quality community infrastructure, and key opportunities and directions by asset type for City of Parramatta's 12 high growth areas including Carlingford.

The Community Infrastructure Strategy has limited applicability to the Planning Proposal. The future Development Application will consider the Community Infrastructure Strategy. The indicative concept as illustrated in **Section 6** of this Report is consistent with the findings of the Strategy which identifies a shift towards high density living.

## 6. INDICATIVE CONCEPT

The primary objective of the project is to facilitate the development a key site within the Growth Centre of Carlingford as identified in the Parramatta Local Housing Strategy 2020.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The redevelopment of the site will contribute to the transition the precinct to better align with this stated vision.

It is intended the site will be developed for a range of 9-11 storey residential building forms that are divided into six precincts connecting to the future light rail stops, Shirley Street and Pennant Hills Road through a network of pedestrian paths.

The eastern most buildings fronting the RE1 Zone, to be developed as a park and civic square, are proposed to incorporate active ground floor non-residential uses (being the subject of this Planning Proposal, with the exception of the childcare centre, the latter being permissible in the zone). The non-residential uses, retail and commercial uses, are proposed to be positioned immediately adjacent to the existing B2 zone land located to the north to create a continuation of the local centre.

The proposed non-residential uses are proposed to take the form of a 'shop top housing' development comprising select non-residential uses at the ground plane and residential apartments above.

While the final land use make up and building form will be subject to a future Development Application (DA) to be submitted to Parramatta Council, the current indicative masterplan envisages the following mix of uses:

- 670 residential units (not subject of Planning Proposal)
- 1,000 sq m metro style supermarket (subject of the Planning Proposal)
- 1,000 sq m of 'retail premises' land uses, 'business premises' and 'recreational facility (indoor)' (subject of the Planning Proposal)
- An 800 sq.m childcare centre (not subject of Planning Proposal)

The indicative masterplan is illustrated in **Figure 14** and **Figure 15**.

Figure 15 – Indicative Masterplan



Source: Fender Katsalidis

Figure 16 – Render of Indicative Concept



Source: Fender Katsalidis

## 7. PLANNING PROPOSAL ASSESSMENT

The Planning Proposal request has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979 (EP&A Act)* and the Department of Planning, Industry and Environment guidelines 'Planning Proposals: A guide to preparing planning proposals' dated December 2018.

This section addresses each of the matters to be addressed as outlined in the guidelines, including:

- Objectives and intended outcomes
- Explanation of provisions
- Justification including need for proposal, relationship to strategic planning framework, environmental, social and economic impacts and State and Commonwealth interests.
- Draft LEP maps which articulate the proposed changes
- Likely future community consultation

### 7.1. OBJECTIVES AND INTENDED OUTCOMES

The primary objective of the project is to facilitate the development a key site within the Growth Centre of Carlingford as identified in the Parramatta Local Housing Strategy 2020.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The site has the ability to transition the precinct and significant alter the existing character of the site for the future.

The key objectives and intended outcomes are:

- To be consistent with the existing R4 zone objectives.
- Stimulate re-activation of a significant site that is presently vacant and underutilised.
- Provide small scale convenience-based retail and other complementary uses that provide services directly to the public which is a key amenity driver and a critical component to support the future residents.
- Cap the amount of APU land uses to ensure their role is complementary and primarily serves the anticipated future residents and visitors to the site and to moderate any perceived negative impacts (i.e., traffic).
- Facilitate land uses that activate the site during the evenings and on weekends, with a key focus on the development's interface with the RE1 Public Recreation Zone that centrally bisects the site.
- To not derogate the role and function of the Carlingford Town Centre by imposing a floor space cap on the additional permitted uses.
- To better respond to the sites unique scale within the Carlingford Precinct and proximity to the Parramatta Light Rail and location on a central axis of public open space providing direct access to the Carlingford Station for the broader precinct.

### 7.2. EXPLANATION OF PROVISIONS

The Planning Proposal seeks to add the site to Schedule 1 of the Additional Permitted Uses of the *Parramatta (former The Hills) Local Environmental Plans 2012*. This is to facilitate the permissibility of a range of commercial and recreational land uses that are intended to be developed under a 'shop top housing' arrangement. The amount of floor space subject of the additional permitted uses has been capped at 2,000m<sup>2</sup> to appropriately manage the impact to existing retail centres within the Parramatta LGA and to provide amenity to support the proposed development on the site.

It should be noted that existing FSR controls applicable to the site are not proposed to be altered, meaning that anticipated built form will not be altered as a consequence of the proposal.

The proposed clause is outlined as follows:



**17 Use of land at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford.**

- (1) This clause applies to land at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford and identified as "17" on the Additional Permitted Uses Map.
- (2) Development for the purposes of shops, food and drink premises, business premises and recreation facility (indoor) are permitted with development consent but only if the aggregate total Gross Floor Area of any area of shops, food and drink premises, business premises and recreation facility (indoor) does not exceed 2,000m<sup>2</sup>.

**7.3. STRATEGIC JUSTIFICATION****7.3.1. Need for the Planning Proposal****Section A – Need for the planning proposal**

**Q1.** *Is the planning proposal a result of an endorsed local strategic planning statement, strategic study or report?*

Yes.

The proposal is consistent with and builds upon strategic directions of the Local Strategic Planning Statement in particular the need deliver an improved 'place-based' outcome by delivering a level of convenience to future local residents as a result of co-location of uses.

This Planning Proposal seeks to enable other limited commercial complimentary land uses that are required to support the site as an attractive and competitive new high density residential community that does not take away from the Carlingford town centre.

The proposal will give effect to the intent of the following documents:

- *The Greater Sydney Region Plan – A Metropolis of Three Cities;*
- *Our Greater Sydney 2056: Central City District Plan;*
- *Parramatta Local Strategic Planning Statement;*
- *NSW Future Transport Study 2056;*
- *City of Parramatta Local Housing Strategy;*
- *Parramatta Employment Lands Strategy and Employment Lands Strategy Review and Update; and*
- *City of Parramatta Community Infrastructure Strategy.*

The alignment of this Planning proposal with the objectives of these documents is discussed in **Section 5**.

**Q2.** *Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?*

Yes.

The Planning Proposal which seeks to add additional permitted uses is consistent with Government policy and approaches to Planning Proposals and is considered the best means of achieving the objectives and intended outcomes.

The additional permitted uses will allow for the co-location of 'small scale retail premises', 'business premises' and 'recreational facility (indoor)', land uses with residential apartments above. It was originally proposed to seek a broader use of "commercial premises"; however, it was considered too broad and the range of permitted uses beyond what may be considered acceptable in the local context.

The proposed approach will facilitate a select range of compatible non-residential uses at ground level and residential apartments above. It is noted that 'shop top housing' is already a permissible use in the R4 High Density Residential zone, and the proposal seeks to broaden the non-residential uses that are permissible at ground level. The additional uses are considered appropriate for the R4 context and more broadly relate to the surrounding context along Pennant Hills Road.

The concept master planning for the site acknowledges the opportunity to create a place-based outcome of the site and respond to the change in context of Carlingford by providing pedestrian connections from Pennant Hills Road through to Shirley Street Reserve and the future the Carlingford light rail stop.

The provision for retail, business and indoor recreational uses will be capped at 2,000m<sup>2</sup> to minimise potential significant retail trade impacts to surrounding retail centres including the existing Carlingford town centre. This planning proposal not only responds to good place-based design principles but also responds to the significant under supply of supermarket floor space in Parramatta LGA. Parramatta ranks 29th out of Sydney's 34 LGAs in terms of floorspace provision.

This amendment will aid in the delivery of much need retail floor space, with the potential of an approx. 1,000sqm metro style supermarket along with speciality retail, business, and recreational uses to service the local community and improve accessibility to essential services.

The site is a logical and appropriate place to allow for additional commercial and recreation floor space, as it immediately adjoins the B2 Local Centre Zone and provides the primary access between the centre and light rail by newly embellished and dedicated open space. It thereby acts as an extension of the existing centre without impacting the existing Carlingford town centre or the ability for the site to deliver additional housing to achieve the activated pedestrian links to Carlingford town centre and housing targets outlined in the strategic plans.

## Section B – Relationship to strategic planning framework.

**Q3. Will the planning proposal give effect to the objectives and actions of the applicable regional, of district plan or strategy (including any exhibited draft plans or strategies)?**

(a) Does the proposal have strategic merit?

**Yes** – the Planning Proposal is consistent with the provisions of the relevant regional and district planning policies and strategies as outlined in **Section 5** and as summarised in the following table.

Table 2 Relationship to Strategic Planning Framework

Strategic Plan	Consistency
<i>Greater Sydney Region Plan: A Metropolis of Three Cities</i>	<p>As discussed in Section 5.1, the Greater Sydney Region Plan – A Metropolis for Three Cities (2018) outlines how Greater Sydney will manage growth and change and guide infrastructure delivery.</p> <p>The proposed amendment to the <i>Parramatta (former The Hills) LEP 2012</i> is consistent with a number of directions to improve liveability, productivity, and sustainability in Greater Sydney, as described below.</p> <p><b>Direction 3: A city for people</b></p> <ul style="list-style-type: none"> <li>– <i>Objective 7 – Communities are healthy, resilient and socially connected</i></li> </ul> <p>Direction 3 focusses on Greater Sydney's social and cultural networks that once implemented will enhance individual and community health outcomes. Strategic planning will seek to capitalise on local identity, heritage and cultural values, through providing easier access to services that encompass a more active, resilient and connected society.</p> <p>Objective 7 outlines the importance of well-planned neighbourhoods, as they can improve people's health. Mixed-use neighbourhoods close to centres and public transport improve the opportunity for people to walk and cycle to schools, local shops and services. The sites' location near the future Carlingford light rail station lends itself to being a well-connected site. The proposed additional permitted uses will generally be located at ground level and allow for street life, and meeting and gatherings places. The ground plane</p>

Strategic Plan	Consistency
	<p>will allow for spontaneous social interactions and enable the development of a social community.</p> <p>The additional uses will allow for enhanced convenience to meet the needs of the future community. The need for additional non-residential floor space is reinforced by the RIA, which identifies that the Parramatta LGA is significantly under supplied in terms of supermarket floorspace and ranks 29th out of Sydney's 34 LGAs in terms of floorspace provision. At 17.8 sq.m per 100 residents, the Parramatta LGA is 32% lower than the Sydney benchmark and 49% below the national average. The additional non-residential floor space will comprise a small proportion of the deficiency.</p> <p><b>Direction 4: Housing the city</b></p> <ul style="list-style-type: none"> <li>– <i>Objective 10 – Greater housing supply</i></li> <li>– <i>Objective 11 – Housing is more diverse and affordable</i></li> </ul> <p>Carlingford is identified as a Growth Centre in the Parramatta Local Housing Strategy (2020). The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community.</p> <p>The proposed additional non-residential floor space will support Carlingford's transition as the area's population grows. It is anticipated that the co-location of non-residential uses at the ground floor of the future residential buildings will create activation to the site and will also deliver a level of convenience to future residential population and create a quieter meeting place to socialise and interact.</p> <p>The reduction in residential floor space will not inhibit the site or Carlingford from achieving the established population and housing growth forecasts. It is proposed that a new DA to be advanced for the site will deliver more residential apartments relative to what was approved under DA1103/2011/JP due to changes to minimum apartment sizes under SEPP 65/ ADG even when the non-residential floor space is taken into account.</p> <p><b>Direction 6: A well-connected city</b></p> <ul style="list-style-type: none"> <li>– <i>Objective 14 – A Metropolis of Three Cities – integrated land use and transport creates walkable and 30-minute cities</i></li> </ul> <p>The proposed amendment will contribute to the long-term aspiration of a 30-minute city. The proposed seeks to provide a proportion of employment floor space close of dwellings, and the Carlingford local centre. The proposed amendment will provide employment for approximately 76 people and will reduce the time people spend travelling and increase people's access to jobs and services.</p> <p><b>Direction 7: Jobs and skills for the city</b></p> <ul style="list-style-type: none"> <li>– <i>Objective 22 – Investment and business activity in centres</i></li> </ul>

Strategic Plan	Consistency
	<p>The benefit of well-connected and diverse centres includes jobs being located closer to homes. Carlingford is identified as a local centre. Local centres are identified as being important for access to day-to-day goods and services close to where people live. The additional non-residential floor space will likely provide a total of 76 additional jobs, including 63 direct and 13 indirect jobs.</p> <p>The proposed amendment will not only provide additional jobs in a local centre but will also improve accessibility to day-to-day goods and services close to where people live. While the site is zoned R4 High Density Residential, the site immediately adjoins the B2 Local Centre zone and can act as a logical extension of the local centre. The site in this respect can be considered as not contributing to 'out of centre' retailing.</p>
Our Greater Sydney 2056: Central City District Plan	<p>The Central City District Plan is a 20-year plan to manage growth in the context of economic, social and environmental matters to implement the objectives of the Greater Sydney Region Plan. The intent of the District Plan is to inform local strategic planning statements and local environmental plans, guiding the planning and support for growth and change across the district.</p> <p>The District Plan contains strategic directions, planning priorities and actions that seek to implement the objectives and strategies within the Region Plan at the district-level. The Structure Plan identifies the key centres, economic and employment locations, land release and urban renewal areas and existing and future transport infrastructure to deliver growth aspirations.</p> <p>The consistency of the proposal with the District Plan is assessed below:</p> <p><b>Direction 3: A City for People</b></p> <ul style="list-style-type: none"> <li>– <i>Planning Priority C1 – Providing services and social infrastructure to meet people's changing needs.</i></li> <li>– <i>Planning Priority C2 – Fostering healthy, creative, culturally rich and socially connected communities</i></li> </ul> <p>Direction 3 focuses on celebrating diversity and putting people at the heart of planning but increasing walkable access to local centres. The Planning Proposal will support the following planning priorities of the Direction 3:</p> <p>As detailed above, the additional uses will allow for enhanced convenience to meet the needs of the future community, and contribution of non-residential floor space to account for the existing deficiency in retail floor space. The sites' location near the future Carlingford light rail station lends itself to being a well-connected site. The proposed additional permitted uses will generally be located at ground level and allow for street life, and meeting and gatherings places. The ground plane will allow for spontaneous social interactions and enable the development of a social community.</p> <p><b>Direction 4: Housing the city</b></p> <ul style="list-style-type: none"> <li>– <i>Planning Priority C5 – Providing housing supply, choice and affordability with access to jobs. Services and public transport.</i></li> </ul> <p>Direction 4 is about giving housing choices and increasing housing completions by type. As detailed above, Carlingford is identified as a Growth</p>

Strategic Plan	Consistency
	<p>Centre in the Parramatta Local Housing Strategy (2020). The proposed additional non-residential floor space will support Carlingford's transition as the area's population grows. The reduction in residential floor space will not inhibit the site or Carlingford from achieving the established population and housing growth forecasts. The number of apartments capable of being delivered on the site is proposed to exceed the amount approved under DA1103/2011/JP.</p> <p><b>Direction 6: A well-connected city</b></p> <ul style="list-style-type: none"> <li>– <i>Planning Priority C9 – Delivering integrated land use and transport planning and a 30-minute city</i></li> </ul> <p>Direction 6 focuses on development of more accessible and walkable neighbourhoods. Potentially indicators for this are percentage of dwellings located within 30 minutes by public transport of a metropolitan centre/ cluster or strategic centre.</p> <p>As detailed above, the proposed amendment will contribute to the long-term aspiration of a 30-minute city. The proposal seeks to provide a small proportion of employment floor space close to dwellings, and the Carlingford local centre. The proposed amendment will provide employment for approximately 76 people and will reduce the time people spend travelling and increase people's access to jobs and services.</p> <p><b>Direction 7: Jobs and skills for the city</b></p> <ul style="list-style-type: none"> <li>– <i>Planning Priority C7 – Growing a stronger and more competitive Greater Parramatta</i></li> </ul> <p>Direction 7 outlines priorities for creating a strong economy and increasing jobs in metropolitan and strategic centres.</p> <p>The benefit of well-connected and diverse centres includes jobs being located closer to homes. The proposed amendment will not only provide additional jobs in a local centre but will also improve accessibility to day-to-day goods and services close to where people live.</p>

The Planning Proposal will give effect to the Central City District Plan as outlined in the table above and the local strategic planning statement as outlined in response to Question 4 below.

The proposed amendments also respond to predicted population growth and housing demands, by responding to the needs for additional non-residential floor space to service the additional residents.

Anticipated new dwelling forecast in Carlingford growth precinct:

- 1,190 (2016 – 2021)
- 1,750 (2022 – 2026)
- 1,530 (2037 – 2036)
- Total: 4,470 new dwellings

It is considered that the Planning Proposal meets the relevant criteria of the Strategic Plan test as it is entirely consistent with the Greater Sydney Region Plan and associated Central City District Plan. It is also highly consistent with the Local Strategic Planning Statement and supports the findings of the RDIA.

(b) *Does the proposal have site-specific merit?*



In addition to meeting at least one of the strategic merit criteria, a Planning Proposal is required to demonstrate site-specific merit against the following criteria:

- *The natural environment*
- *Existing, approved and future land uses in the vicinity of the proposal*
- *Services and infrastructure that are or will be able to available to meet the demands arising from the proposal*

The Planning Proposal will retain the intended high density residential uses for the site, consistent with the zoning of the land and the established surrounding residential context. The additional uses will not impact the sites' ability to provide well positioned residential accommodation, aligned with the anticipated dwellings forecasts. As outlined in the strategic documents applying to the site, there is significant demand for a variety of additional uses to support the residential growth predicted for Carlingford and broader population growth.

The site is the only site in the precinct with the scale and public open space requirements to accommodate the proposed uses.

The proposed amendment will aid in the achievement of the 30-minute city concept, reducing time spent travelling to work, increasing people's access to jobs and services and fostering healthy, creative, culturally rich and socially connected communities.

Based upon the RIA, it is evident that there is an undersupply of non-residential land uses, particularly retail uses in the Parramatta LGA, so maximising the amount provided on this site is critical to support the city's productivity and integrated economy. The proposed amendment will not only provide additional jobs in a local centre location but will also improve accessibility to day-to-day goods and services close to where people live, supporting the broader Carlingford community not just the future residents on the site.

The location of the site provides an opportunity to continue retail and employment generating uses along Pennant Hills Road and connect Carlingford Town Centre with the future light rail and existing retail uses to the south of the site.

The site has been vacant for some time, and the proposed amendment and concurrent future Development Application will improve the connectivity from east to west towards the future light rail, as well as improving the amenity and overall vitality of the area.

**Q4. Will the planning proposal give effect to a council's endorsed local strategic planning statement, or another endorsed local strategy or strategic plan?**

**Yes** – the Planning Proposal is consistent with the local planning strategies and plans as outlined in **Section 5** and as summarised in the following table.

Table 3 Relationship to Local Planning Strategies and Plans

Local Planning Strategies and Plans	Consistency
Parramatta Local Strategic Planning Statement (LSPS)	<p>The LSPS is intended to provide more certainty about Councils' future land use intentions. A council must consider it's LSPS as part of the LEP making process. The LSPS prepared by City of Parramatta was endorsed in March 2020 and it examines the role of Parramatta as part of Greater Sydney and establishes key priorities aligned with the three pillars of the A Metropolis of Three Cities - Greater Sydney Region Plan: being liveability, productivity and sustainability.</p> <p>The purpose of the LSPS is to guide land use planning within the area over the next 20 years. The vision for Parramatta is outlined as:</p> <p><i>"In 20 years, Parramatta will be a bustling, cosmopolitan and vibrant metropolis, the Central City for Greater Sydney. It will be a Smart City that is well connected to the region, surrounded by high quality and diverse residential neighbourhoods with lots of parks and green spaces."</i></p>

Local Planning Strategies and Plans	Consistency
	<p><i>It will be innovative and creative and be well supported by strong, productive and competitive employment precincts. It will be a place that people will want to be a part of."</i></p> <p>It is anticipated that the co-location of commercial premises at the ground floor of the future residential buildings will create activation to the site, which is a key pedestrian link to the future Carlingford light rail station. The provision of commercial uses will also deliver a level of convenience to the future residential community and create a quieter meeting place to socialise and interact.</p> <p>In addition, there are several planning priorities and actions which the proposal is highly consistent with, as outlined below:</p> <ul style="list-style-type: none"> <li>– <i>Planning Priority 1: Expand Parramatta's economic role as the Central City of Greater Sydney</i></li> </ul> <p>The benefit of well-connected and diverse centres includes jobs being located closer to homes. The additional non-residential floor space will likely provide a total of 76 additional jobs, including 63 direct and 13 indirect jobs. The additional uses support a precinct bases land use planning approach and consider the likely additional demand for non-residential uses, and convenience-based retail. The proposed amendment will not only provide additional jobs in a local centre location but will also improve accessibility to day-to-day goods and services close to where people live.</p> <ul style="list-style-type: none"> <li>– <i>Planning Priority 3: Advocate for improved public transport connectivity to Parramatta CBD from the surrounding district.</i></li> <li>– <i>Planning Priority 4: Focus housing and employment growth in the GPOP and Strategic Centres, as well as stage housing release consistent with the Parramatta Local Housing Strategy</i></li> </ul> <p>The provision of commercial uses on the site is aligned with the vision and objectives established in the Housing Policy and will not reduce the site's ability to offer a range of residential offerings to assist achieve the housing target identified for Carlingford. The co-location of commercial and residential uses will achieve an improved 'place-based' outcome by delivering a level of convenience to future residents and surrounding existing residents.</p>
Parramatta Housing Strategy	<p>The Housing Strategy confirms that Parramatta will easily achieve the dwellings targets identified in the District Plan and identifies that the majority of new housing growth will be deliver in 13 precincts around employment and transport, including Carlingford.</p> <p>The objectives likely to have implications for the proposed development are listed and discussed below:</p>

<p><b>Local Planning Strategies and Plans</b></p>	<p><b>Consistency</b></p> <ul style="list-style-type: none"> <li>– <i>Housing delivery is aligned and sequenced with existing transport and capacity improvements</i></li> <li>– <i>Growth precincts innovate excellence in place-based outcomes with diverse and affordable housing to suit residents' needs</i></li> <li>– <i>Housing delivery complements, not compromises, the economic significance of both the Central City and the City of Parramatta</i></li> <li>– <i>Additional housing is focussed on growth precincts, aligned with transport infrastructure delivery to facilitate residents' access to facilities, services, social connections and jobs</i></li> <li>– <i>Commercial opportunities are enhanced in conjunction with growth precinct delivery</i></li> </ul> <p>The provision of commercial uses on the site is aligned with the vision and objectives established in the Housing Policy and will not reduce the site's ability to offer a range of residential offerings to assist achieve the housing target identified for Carlingford. The co-location of commercial and residential uses will achieve an improved 'place-based' outcome by delivering a level of convenience to future residents and surrounding existing residents.</p> <p>This Planning Proposal does not seek to change the permissible uses for the R4 High Density Residential zone in the LEP but does respond to the market demand for greater access to commercial offerings. The provision of 2,000m<sup>2</sup> of commercial floor space would provide activity to the Carlingford neighbourhood on the western side of Pennant Hills Road with excellent connections to the future Carlingford Light Rail station while not undermining the role of the nearby Carlingford Local Centre.</p>
<p>Parramatta Employment Lands Strategy and Employment Lands Strategy Review and Update</p>	<p>The Parramatta Employment Lands Strategy (ELS) and ELS Review and Update have been considered in respect of this Planning Proposal.</p> <p>The Employment Lands Strategy identifies employment lands as all land that is zoned: IN1 – General Industrial, IN2 – Light Industrial, IN3 – Heavy Industrial, B5 – Business Development, and B6 – Enterprise Corridor. The site is zoned R4 High Density Residential therefore is not classified as employment land. The Planning Proposal does not seek to rezone employment land and only seeks an APU to allow for commercial uses capped at 2,000m<sup>2</sup>, therefore the ELS and ELS Review and Update have limited applicability to this Planning Proposal.</p> <p>As RDIA prepared by Urbis (refer to <b>Appendix B</b>) confirms that the amount of commercial floorspace has been capped 2,000m<sup>2</sup> to appropriately manage the impact to existing retail centres and to provide amenity to support the proposed development on the site. In addition, the assessment confirms that there is sufficient growth within the market to accommodate 2,000m<sup>2</sup> of retail floorspace at the subject site, in particular the proposed supermarket, without significantly impacting the viability of existing employment land.</p>

Local Planning Strategies and Plans	Consistency
	In summary, the proposed APU will not impact the functioning of the existing surrounding employment lands nor does this Planning Report seek to change the zoning of existing employment lands.
City of Parramatta Community Infrastructure Strategy	<p>The Community Infrastructure Strategy has limited applicability to the Planning Proposal. The future Development Application will consider the Community Infrastructure Strategy, the indicative concept as illustrated in Section 6 of this Report, is consistent with the findings of the Strategy which identifies a shift towards high density living.</p> <p>The provision of a range of typologies will respond to a gap in the housing market in the surrounding area, which predominately features low-density dwellings, and respond to the changing demographic characteristics which in the future will see an increase in residents aged between 0 and 17 and over 65. The Parramatta Community Infrastructure Plan a growing population of people in the 25-29 age groups who are part of family households, which will likely lead to changing housing types and tenures, with an increasing proportion of renters and increasing proportion of people living in high density.</p>

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

**Yes** – the Planning Proposal is consistent with relevant SEPPs as identified and discussed in the following table.

Table 4 Consistency with SEPPs

SEPP	Consistency
State Environmental Planning Policy (Exempt and Complying Development Codes) 2008	The Planning Proposal does not contain provisions that will contradict or hinder the application of the SEPP.
State Environmental Planning Policy (Infrastructure) 2007	<p>The Infrastructure SEPP aims to facilitate the effective delivery of infrastructure across the State by (amongst other things) identifying matters to be considered in the assessment of development adjacent to particular types of development.</p> <p>As the size and capacity of the development will exceed the thresholds identified in Schedule 3 of the SEPP, future development applications will require referral to Roads and Maritime Services in accordance with clause 104 of the SEPP.</p>
State Environmental Planning Policy No. 55 Remediation of Land	Clause 6 of SEPP 55 requires in the event of a change of land use, the planning authority must consider whether the land is contaminated, if the land can be suitably remediated for the proposed use.

SEPP	Consistency
	Contamination has been addressed as part of the previous Development Application, and the site was deemed appropriate for the approved residential use. The APU will not change the required remediation thresholds, given residential uses are a more sensitive land use in comparison to commercial uses.
State Environmental Planning Policy No. 64 Advertising and Signage	Detailed compliance with SEPP 64 provisions will be demonstrated within all future development applications relating to signage and advertising on the site.
State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004	Detailed compliance with the BASIX SEPP mandated levels of energy and water efficiency requirements will be demonstrated within all future development applications relating to residential uses on the site.
State Environmental Planning Policy (Affordable Rental Housing) 2009	The delivery of any affordable housing on the site will be in accordance with the relevant provisions of the Affordable Rental Housing SEPP.
State Environmental Planning Policy No. 65 Design Quality of Residential Apartment Development (SEPP 65)	Detailed compliance with SEPP 65 will be demonstrated within all future development applications relating to residential uses on the site.

**Q6. Is the planning proposal consistent with applicable Ministerial Directions (s.9.1 directions)?**

**Yes** – the Planning Proposal is consistent with relevant Ministerial directions under section 9.1 of the EP&A Act as identified and summarised in the following table.

Table 5 Consistency with Section 9.1 Directions

Direction	Consistency
<b>1. Employment and Resources</b>	
1.1 Business and Industrial Zones	<p>This proposal does not seek to rezone or amend the controls of business or industrial zoned land. The proposal seeks to add a site specific additional permitted use to allow for ground floor commercial floor space capped at 2,000m<sup>2</sup> to support the future residents by providing a level convenience and improving access to services on the western site of Pennant Hills Road.</p> <p>The primary residential role of the site is consistent with the zoning and Council's strategic vision for the site, however further diversity of uses could support the functioning of the site. While this Planning Proposal seeks to add retail floor space, this is proposed</p>



Direction	Consistency
	<p>to be capped at a specific amount to ensuring it does not impact upon existing and planned centres.</p> <p>A RDIA (refer <b>Appendix B</b>) has been prepared and concludes that there is sufficient growth in the market to accommodate the proposed development without adversely impacting the ongoing viability of existing retail centres.</p>
1.2 Rural Zones	Not applicable
1.3 Mining, Petroleum Production and Extractive Industries	Not applicable
1.4 Oyster Aquaculture	<p>Not applicable.</p> <p>The site sits outside areas declared as "priority oyster aquaculture areas" as per the <i>NSW Oyster Industry Sustainable Aquaculture Strategy</i> (2006) ("the Strategy").</p>
1.5 Rural Lands	Not applicable
<b>2. Environment and Heritage</b>	
2.1 Environment Protection Zones	Not applicable. The site is not mapped as 'environmentally sensitive land' and the site is not located within an environment protection zone.
2.2 Coastal Management	Not applicable
2.3 Heritage Conservation	Not applicable
2.4 Recreation Vehicle Areas	Not applicable
2.5 Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs	Not applicable
2.6 Remediation of Contaminated Land	Contamination has been addressed as part of the previous Development Applications, and the site was deemed appropriate for the approved residential use. The APU will not change the required remediation thresholds, given residential uses are a more sensitive land use in comparison to commercial uses.
<b>3. Housing, Infrastructure and Urban Development</b>	
3.1 Residential Zones	<p>The APU will support the delivery of 688 dwellings in a variety of building typologies including one, two- and three-bedroom apartments and residential terraces.</p> <p>The provision of a range of typologies will respond to a gap in the housing market in the surrounding area, which predominately features low-density dwellings, and respond to the changing demographic characteristics which in the future will see an increase in residents aged between 0 and 17 and over 65. The Parramatta Community Infrastructure Plan a growing population of people in the</p>

Direction	Consistency
	<p>25-29 age groups who are part of family households, which will likely lead to changing housing types and tenures, with an increasing proportion of renters and increasing proportion of people living in high density</p> <p>The proposal maintains the existing residential use of the site and will therefore reduce the consumption of land for housing on the urban fringe and the pressure to rezone industrial and urban services land, maintaining an appropriate land use pattern within the Central District.</p> <p>The Planning Proposal does not seek to change the existing residential development standards for the site but does seek to introduce a APU to support and improve amenity for future residents. The location of commercial and residential uses on site acknowledges the importance of place-based design principles and will create a place for people to gather and interact.</p>
3.2 Caravan Parks and Manufactured Home Estates	Not applicable.
3.3 Home Occupations	Not applicable.
3.4 Integrating Land Use and Transport	<p>The proposal will alter the permitted land uses for the site and therefore is subject to the provisions of this direction. The proposal accords with the objectives of the direction as follows:</p> <ul style="list-style-type: none"> <li>- In the short-term, the site benefits from road-based transport options including bus services on Pennant Hills Road connecting to strategic and metropolitan centres.</li> <li>- In the long-term, the proposal will be within close proximity to the Parramatta Light Rail. The provision of the convenience based commercial uses at the ground level with good pedestrian connection between Pennant Hills Road and the future Carlingford light rail will be attractive to operators and users and represents a good investment.</li> <li>- The proposal will provide local commercial and services, reducing small trip generation whilst also supporting the provision of higher-order commercial and retail services within the strategic centres of Eastwood, Epping and Parramatta</li> </ul>
3.5 Development Near Regulated Airports and Defence Airfields	Not applicable. The Planning Proposal does not seek to increase the existing height of building development standard and therefore will not impact the effective and safe operation of regulated airports and defence airfields.
3.6 Shooting Ranges	Not applicable.
3.7 Reduction in non-hosted short term rental accommodation period	Not applicable.

Direction	Consistency
<b>4. Hazard and Risk</b>	
4.1 Acid Sulphate Soils	Not applicable.
4.2 Mine Subsidence and Unstable Land	Not applicable.
4.3 Flood Prone Land	Not applicable.
4.4 Planning for Bushfire Protection	Not applicable.
<b>5. Regional Planning</b>	
(5.1 – revoked)	-
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.
(5.5-5.8 – revoked)	
5.9 North West Rail Link Corridor Strategy	Not applicable.
5.10 Implementation of Regional Plans	Not applicable.
5.11 Development of Aboriginal Land Council land	Not applicable.
<b>6. Local Plan Making</b>	
6.1 Approval and Referral Requirements	This is an administrative requirement for the RPA.
6.2 Reserving Land for Public Purposes	Not applicable.
6.3 Site Specific Provisions	<p>The objective of the direction is to discourage unnecessarily restrictive site-specific planning controls.</p> <p>This Planning Proposal refers to an indicative design concept that is subject to change during the preparation and assessment of future development applications. The design concept has the role of displaying what is potentially achievable with the proposed changes to Schedule 1 of the relevant LEP.</p>

Direction	Consistency
<b>7. Metropolitan Planning</b>	
7.1 Implementation of A Plan for Growing Sydney	The Planning Proposal is consistent with the vision, land use strategy, and directions contained within the <i>Greater Sydney Regional Plan 2018</i> and <i>Central City District Plan</i> as discussed in <b>Section 7.3</b> of this report.
7.2 Implementation of Greater Macarthur Land Release Investigation	Not applicable.
7.3 Parramatta Road Corridor Urban Transformation Strategy	Not applicable.
7.4 Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan	Not applicable.
7.5 Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	<p>The site is located in the Carlingford Corridor as identified Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan.</p> <p>The Camellia to Carlingford Corridor is planned to be a 21<sup>st</sup> century living, learning and leisure district. The identified corridor will comprise a mix of medium to high-density housing types with nearby education, research, retail, recreation and entertainment facilities providing all the conveniences of 'inner-city' living. Smart, vibrant and inclusive communities are the goal.</p> <p>The Carlingford Corridor is expected to deliver 4,302 homes and 1,656 jobs. The masterplan for the site is consistent with the objective of delivering housing and jobs.</p> <p>The site is identified as being located in an area which is subject to 'Future Review'. The APU will not undermine any future strategic studies for the area, and will enhance the sites ability to be a living, learning and leisure district.</p> <p>Planning Proposal will allow for the co-location of retail and residential uses, within close proximity to the future Carlingford light rail station. The co-location uses will enhance walkability as well as the viability of, and access to, greater places, centres and public transport.</p>
7.6 Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Not applicable.
7.7 Implementation of Glenfield to Macarthur Urban Renewal Corridor	Not applicable.
7.8 Implementation of Western Sydney Aerotropolis Interim Land	Not applicable.



Direction	Consistency
Use and Infrastructure Implementation Plan	
7.9 Implementation of Bayside West Precincts 2036 Plan	Not applicable.
7.10 Implementation of Planning Principles for the Cooks Cove Precinct	Not applicable.

### Section C – Environmental, social and economic impact

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

No. The site is not identified as being environmentally sensitive land with respect of critical habitat or threatened species, populations or ecological communities, or their habitats.

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

Traffic impacts have been identified as the key environmental impact associated with the proposed additional permitted uses.

A Traffic Assessment (refer **Appendix A**) was prepared by TTPP and assesses the proposed developments anticipated traffic generation, parking and access impacts upon the area and the local road network.

TTPP have completed an assessment comparing the 2,000m<sup>2</sup> of floor area which remained as residential and if the 2,000m<sup>2</sup> was changed to retail.

#### **Residential:**

RMS Guide to Traffic Generating Developments stipulates that high density residential flat buildings (in metropolitan sub-regional centres) would generate 0.29 trips per unit during peak periods.

Assuming that average unit size is about 80m<sup>2</sup>, 2,000m<sup>2</sup> area could accommodate 25 residential units.

Adopting a traffic generation rate of 0.29 trips per unit, 25 units would generate approximately 7 vehicle trips per hour.

#### **Retail:**

Contrastingly, based upon existing Transport for NSW data, the expected additional trips on the main road network would be limited to around 47 to 113 vehicle per hour (vph) during the weekday AM peak period and around 92 to 152 vph in the PM peak periods, which is equivalent to up to three additional vehicles per minute.

However, it is anticipated that the trip generation of the proposed retail uses would be much lower than the vehicle trip rates specified above for the following reasons:

- Retail would primarily cater to the future residents within the precinct or in vicinity of the area.
- The majority of future residents within this site (and the surrounding areas) would take multi-purpose link trips (i.e., grocery shopping after their work shifts prior to arriving home) so the trip to the retail is not additional.
- If there is no retail component within this precinct, then trips to retail developments beyond the site by the approved residential component would generate external trips to the road network to access other local retail centres.
- It is expected that there would be some diverted trips from traffic already using Pennant Hills Road/Cumberland Highway, which means the additional traffic on the main road network would be much

less than the figures calculated based on TfNSW rates. This is particularly relevant given that the other retail offerings in the local area are on the opposite side of Pennant Hills Road.

- The site is within walking distance of the light rail station and bus stops so many of the trips would be walk by trips from public transport customers.
- The Planning Proposal will only facilitate a small metro style supermarket (1,200m<sup>2</sup>) which will provide limited day to day items and groceries so it will not necessarily require or encourage access by cars unlike larger format supermarkets.
- The retail offering will sit within area of high amenity with high pedestrian/cycle activity which will provide opportunities for active travel and reduced car dependency.
- The above traffic generation studies do not contemplate the above retail offer as they are primarily destination retail centres with major retail (e.g., David Jones, Target, Myer, Big W). Indeed, the other shopping destinations in the vicinity of the subject site are also this destination type of retail centres as opposed to walk by metro type shopping.

In conclusion, from a traffic perspective, even utilising the worst case scenario of using the data from TNSW studies, it is TTPP's view that the estimated three additional trips per minute is extremely unlikely to result in any change in traffic modelling outputs.

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

**Social Impact**

The proposal will have the following positive social impacts on the immediate and surrounding locality:

- The proposal will improve walkability through providing extensive pedestrian connections throughout the site. The refocus towards an active transport network will provide tangible benefits through increased daily activity, improved social wellbeing and interaction.
- Whilst the principles of crime prevention through environmental design (CPTED) will be considered in the detailed design of the development, design elements and opportunities for casual surveillance across podiums, public domain and open spaces will deter anti-social behaviour.
- The proposal will activate a significant parcel of land which has remained under private use. The reactivation of the site will create an inclusive and inviting neighbourhood precinct that will encourage activation, walkability, and neighbourhood interaction.
- Increased sustainability through high quality building design, and extensive landscaping that contributes to the urban tree canopy and reduce the urban heat island effect.
- The proposal will co-locate residential and commercial uses to deliver a level of convinces to future residents and provide places for people to meet, gather and socialise.

**Economic Impact**

Urbis have prepared a RIA (**Appendix B**) that outlines the positive economic impacts of the proposal on the immediate and broader community and assess the potential retail impact. In summary, the proposal will have the following economic benefits:

- During the construction period, the retail development would generate an estimated 42 additional jobs, including 17 direct jobs and 25 indirect jobs. Most of these direct jobs will be in the construction sector.
- The construction phase will generate approximately \$6.6 million in Gross Value Added (GVA) to the economy, including \$2.6 million in direct GVA and \$4 million in indirect GVA.
- Upon completion of the development, the ongoing operational phase of the retail uses would support a total of 76 additional jobs, including 63 direct and 13 indirect jobs.
- The operational phase has the potential to deliver \$7 million in direct and indirect gross value add to the economy annually, which includes \$4.7 million in direct annual GVA and \$2.3 million in indirect annual GVA.
- Other economic benefits that the proposed development will deliver include providing choice and convenience for local residents, by providing greater breadth and depth of food and beverage facilities, as well as convenience retail. Increasing competition amongst retailers in the area can strengthen the

quality of the retail offering area, catalysing ongoing investment across the surrounding centres to the benefit of the broader community.

#### *Floorspace Demand Assessment*

The RIA reveals the need for additional commercial floor space within Parramatta, specifically supermarket floor space. The below summary of the floorspace demand is extracted from the RIA.

*The Parramatta LGA is significantly under supplied in terms of supermarket floorspace and ranks 29th out of Sydney's 34 LGAs in terms of floorspace provision. At 17.8 sq.m per 100 residents, the Parramatta LGA is 32% lower than the Sydney benchmark and 49% below the national average.*

*A review of the floorspace demand of trade area residents through to 2036 indicates that total floorspace demand is estimated to grow from around 22,600 sq.m at present to 34,800 sq.m in 2027 (when the retail component of the development is assumed to commence trading). Over the longer term, total floorspace demand will reach around 40,000 sq.m, meaning the trade area will demand an additional 17,400 sq.m between 2021 and 2036.*

*At 2,000 sq.m of retail floorspace, the proposed retail development will comprise only a small proportion (around 5.7%) of total floorspace demand by 2027 (around 5% by 2036) and will assist in addressing the current undersupply in the Parramatta LGA.*

The Planning Proposal will aid in the delivery of much need retail floor space, with the potential of a neighbourhood supermarket, to service the local community and improve accessibility to essential services.

#### *Estimated Impact*

In 2027, the proposed development is expected to achieve a market share of just 3.7% of the primary trade area and a 15.9% market share of on-site resident spending. The remainder of trade area resident spending will be captured by other retailers in Carlingford, Telopea, North Rocks and other centres across Sydney.

The proposed development in 2017 is forecast to draw \$11.3 million from key centres surrounding the subject site (around -1.0% impact on all identified centres), as well as \$4.0 million (around 26% of total impact) from other centres in Greater Sydney. All impacts on key existing and proposed centres are less than 2.5%, indicating that the subject developed will have a minimal impact on the commercial performance of these centres.

The RIA concludes that given the scale of the development, current under provision of supermarket floorspace across the LGA and future retail floorspace demand, the provision of supermarket and ground floor specialty tenancies is appropriate to serve the on-site market as well as local residents by providing a high quality and high amenity shopping location.

### **Section D – State and Commonwealth Interests**

#### **Q10. Is there adequate public infrastructure for the planning proposal?**

The proposal does not seek to change the zoning of the land or increase the permissible density of development. The additional of permitted use is not likely to change the infrastructure requirements to facilitate the masterplan. Detailed investigations of the existing and likely required infrastructure will be undertaken by the Proponent as part of the detailed investigations and will form part of future development application(s) to Parramatta Council.

The Traffic Impact Assessment (refer **Appendix A**) has identified whether any anticipated upgrades to existing intersections and the road network are required. The additional traffic generated by the proposed Planning Proposal is likely to have minimal impacts, approximately 1% to 2% increase in existing traffic volume at key locations, as outlined below.

- Pennant Hills Road, west of Jenkins Road: <1% AM Peak Hour and 1 to 2% PM Peak Hour
- Pennant Hills Road, north of Carlingford Road: <1% AM Peak Hour and <1% PM Peak Hour
- Carlingford Road, east of Pennant Hills Road: 1 to 2% AM Peak Hour and 1 to 2% PM Peak Hour
- Marsden Road, east of Pennant Hills Road: 1 to 2% AM Peak Hour and 1 to 2% PM Peak Hour

It is TTPP's view that 1-3 additional new trips per minute (which would be a combination of in and out movements which would also be travelling in different directions to different locations) is extremely unlikely to result in any material change in traffic modelling outputs and therefore no upgrades to existing intersection and road network are required as a result of this Planning Proposal.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The APU better responds to the committed infrastructure investment and location on a central axis of public open space by providing activation along the ground plane.

The site has the ability to positively respond to this vision given the proximity to the future Carlingford light rail station.

The APU will not generate any material adverse impact on the surrounding traffic network. The PP will better respond to the site's unique context within the Carlingford Precinct.

**Q11. What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?**

This Planning Proposal is still in a preliminary stage. The Gateway Determination will advise the public authorities to be consulted as part of the Planning Proposal process. Any issues raised will be incorporated into this Planning Proposal following consultation in the public exhibition period.

## 7.4. MAPPING

This Planning Proposal seeks to amend the below map contained in the *Parramatta (former The Hills) LEP 2012*. The maps have been prepared which show the inclusion of the site on the Additional Permitted Uses Map (refer to **Figure 17**). The proposed map is consistent with the intended outcomes for the Planning Proposal as identified in **Section 7.1**.

Figure 17 – Proposed Additional Permitted Use Map



Source: Urbis



## 7.5. COMMUNITY AND PUBLIC AUTHORITY CONSULTATION

Division 3.4 of the EP&A Act requires the relevant planning authority to consult with the community and relevant State or Commonwealth public authorities in accordance with the gateway determination. It is anticipated that the Planning Proposal will be publicly exhibited for at least 28 days in accordance with DPIE's 'A Guide to Preparing Local Environmental Plans'.

At a minimum, the notification of the public exhibition of the Planning Proposal is expected to involve:

- A public notice in local newspaper(s);
- Notification on the Parramatta Council website;
- Written correspondence to owners and occupiers of adjoining and nearby properties and relevant community groups; and
- Consultation with Transport for New South Wales.

## 7.6. PROJECT TIMELINE

The following table sets out the anticipated project timeline in accordance with the DPIE guidelines. The key milestones and overall timeframe will be subject to further detailed discussions with Council and the DPIE.

Table 6 Anticipated Project Timeline

Process	Indicative Timeframe
Planning Proposal submitted to Parramatta Council	October 2021
Local Planning Panel recommend the Planning Proposal be submitted to DPIE for Gateway Determination	December 2021
Council Meeting	January 2022
DPIE issue Gateway Determination	February 2022 (1 month)
Applicant response to matters in Gateway Determination (e.g. updated reports)	March 2022 (1 month)
Public exhibition and agency consultation	April 2022 (1 month)
Post exhibition review of submissions	May 2022 (1 month)
Consideration of PP by Council	June 2022 (1 month)
Submission to DPIE for finalisation	June 2022
Legal drafting of LEP	August 2022
Gazettal of LEP	August 2022

## 8. CONCLUSION

The objective of this Planning Proposal is to support an addition to Schedule 1 of the *Parramatta (former The Hills) Local Environmental Plan 2012* to facilitate the permissibility of 'shops' and 'food and drink premises' being retail land uses along with 'business premises' and 'recreational facility (indoor)' up to a GFA of 2,000m<sup>2</sup> on the site.

This Planning Proposal to amend the *Parramatta (former The Hills) Local Environmental Plan 2012* has been prepared in accordance with the relevant provisions of the *Environmental Planning & Assessment Act 1979*, the regulations, applicable Local Planning Directions and the guidelines for the preparation of LEP amendments.

It is recommended that Council resolves to support this Planning Proposal that facilitates the proposed amendments to the LEP for the following reasons:

1. The Planning Proposal has strategic planning merit due to the following:
  - (i) The proposal is entirely consistent with Greater Sydney Region Plan, Central City District Plan and Parramatta Local Strategic Planning Statement. Specifically, the proposal does not alter the predominate underlying high density residential land use, but rather seeks to better activate and provide enhanced resident amenity at the ground plane. This is achieved by providing a small and restricted quantum of retail, business and recreation uses that will provide facilities and services to meet the day to day needs of residents and visitors to the site which is consistent with the objectives of the R4 High Density Residential zone.
  - (ii) The concept master planning for the site acknowledges the opportunity to create a place-based outcome of the site and respond to the change in context of Carlingford by providing pedestrian connections from Pennant Hills Road through to Shirley Street Reserve and the future the Carlingford light rail stop.
  - (iii) The site is a logical and appropriate place to allow for limited additional commercial and recreation floor space, as it will support the anticipated highly active ground plane and it immediately adjoins the B2 Local Centre Zone. It thereby acts as an extension of the existing centre without impacting the existing Carlingford town centre or the ability for the site to deliver additional housing to achieve the housing targets outlined in the strategic plans. To manage the complimentary role of the additional permitted uses and protect nearby centres it is proposed to limit the amount permissible on the site up to 2,000m<sup>2</sup>.
  - (iv) The proposal is not inconsistent with uses already permitted in the zone (i.e., shop top housing, neighbourhood shops and childcare) and seeks to compliment these uses with the APU to create a small local centre to support the immediate site and surrounding neighbourhood.
  - (v) The proposal is consistent with the provisions for Precinct as outlined in The Hills Development Control Plan 2012. The APU will not impede the provision of open space and the site's ability to deliver the established desired future character and will positively contribute to the activation of the "civic plaza" by the delivery of commercial and convenience retail uses on ground floor areas as supported by Section 3.8 of Part D, Section 12 of the DCP.
2. The Planning Proposal has site specific merit due to the following:
  - The APU will not generate any material adverse impact on the surrounding traffic network. The PP will better response to the site's unique context within the Carlingford Precinct.
  - The proposal is consistent with the provisions for Precinct as outlined in The Hills Development Control Plan 2012. The APU will not impede the provision of open space and the site's ability to deliver the established desired future character and will positively contribute to the activation of the "civic plaza" by the delivery of commercial and convenience retail uses on ground floor areas as supported by Section 3.8 of Part D, Section 12 of the DCP.
  - The proposal will provide an enhancement of local resident' choice by providing greater breadth and depth of convenience retail and food and beverage facilities.
  - The Proponent is a highly capable mixed-use developer that can deliver a high-quality outcome to enhance the outcome on the site that will benefit the broader precinct. A recent example includes the award-winning Dee Why Town Centre development which was award the "best mixed-use

development in Australia - 2020 by the Property Council of Australia." Other examples include Mascot Central, Rosebery Metro, and the recently approved local centre for the Pagewood Green development.

- There is a need and demand for retail floor space in the trade area, and:
    - The proposed supermarket will assist in addressing the substantial undersupply of supermarket floorspace within the Parramatta LGA
    - There is sufficient future floorspace demand over the short, medium and long term to accommodate the proposed development on the subject site, which will account for only 5% of retail floorspace demand by 2036.
    - Supermarket and ground floor retail facilities at the subject site will address an immediate need for future on-site residents by providing convenient top-up shopping amenity close to home and reducing the need for people to drive to undertake daily or top-up shopping.
  - The scale of the proposed retail uses will have no material or consequential impact on the surrounding hierarchy of centres.
3. The Planning Proposal will provide economic benefits including:
- 42 direct and indirect construction related jobs over the construction period.
  - 76 direct and indirect jobs supported on site during the operational phase.
  - The potential to deliver \$7 million direct and indirect annual gross value add to the economy.
  - Enhancement of local resident choice by providing greater breadth and depth of convenience retail and food and beverage facilities.

Without the PP, the site would deliver a large residential development with less desirable outcomes in terms of amenity, convenience and activation which is not consistent with applicable strategic planning or represent a good urban planning outcome that is consistent with other contemporary mixed use / high density residential precincts elsewhere within the metropolitan Sydney region.

In accordance with the above, the proposed amendments to the LEP are appropriate in that they are consistent with the State's strategic direction and will provide a vibrant mixed-use precinct. We recommend that Council resolves to support this Planning Proposal to the NSW Department of Planning, Industry & Environment's Gateway Review Panel and the issuing of a Gateway Determination that facilitates the proposed amendments to the LEP.

## DISCLAIMER

This report is dated 6 October 2021 and incorporates information and events up to that date only and excludes any information arising, or event occurring, after that date which may affect the validity of Urbis Pty Ltd (**Urbis**) opinion in this report. Urbis prepared this report on the instructions, and for the benefit only, of MERITON Group (**Instructing Party**) for the purpose of Planning Proposal (**Purpose**) and not for any other purpose or use. To the extent permitted by applicable law, Urbis expressly disclaims all liability, whether direct or indirect, to the Instructing Party which relies or purports to rely on this report for any purpose other than the Purpose, and to any other person which relies or purports to rely on this report for any purpose whatsoever (including the Purpose).

In preparing this report, Urbis was required to make judgements which may be affected by unforeseen future events, the likelihood and effects of which are not capable of precise assessment.

All surveys, forecasts, projections and recommendations contained in or associated with this report are made in good faith and on the basis of information supplied to Urbis at the date of this report, and upon which Urbis relied. Achievement of the projections and budgets set out in this report will depend, among other things, on the actions of others over which Urbis has no control.

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This report has been prepared with due care and diligence by Urbis and the statements and opinions given by Urbis in this report are given in good faith and in the reasonable belief that they are correct and not misleading, subject to the limitations above.



## APPENDIX A    **TRANSPORT ASSESSMENT**

## APPENDIX B    **RETAIL DEMAND AND IMPACT ASSESSMENT**



[URBIS.COM.AU](http://URBIS.COM.AU)



Our Ref: 21009

12 October 2021

Meriton Group  
Level 11, Meriton Tower, 528 Kent Street  
SYDNEY NSW 2000

**Attention: Matthew Lennartz**

Dear Matt,

**RE: 263-281 PENNANT HILLS ROAD, CARLINGFORD  
PLANNING PROPOSAL FOR ADDITIONAL PERMITTED USE – TRAFFIC STATEMENT**

As requested, please find herein The Transport Planning Partnership (TPP)'s traffic statement for the planning proposal to City of Parramatta Council (Council) for additional permitted uses at 263-281 Pennant Hills Road, Carlingford.

### Background

A significant portion of the site benefits from DA approval for the construction of five residential apartment buildings ranging from 9-11 storeys comprising 450 units. However, Meriton has secured additional adjoining properties which potentially gives an ultimate yield of 600-700 residential units within the 2.8ha site.

This traffic statement supports a Planning Proposal at 263-281 Pennant Hills Road, Carlingford. The Planning Proposal seeks approval for an additional permitted use (APU) of a supermarket and retail up to 2,000m<sup>2</sup> GFA. It is not proposed to increase the maximum permitted floor area of the site which is approximately 63,300m<sup>2</sup>.

As a result of the scale of the approved development and the generally poor surrounding retail services with inconvenient access (i.e., they are located on the opposite side of Pennant Hills Road), this planning proposal has been submitted to allow a small proportion of the permitted GFA to be used for commercial premises to facilitate a small 'metro style' supermarket and some ancillary retail / business premises.

It is noted that the site falls within the Carlingford Precinct identified in The Hills Development Control Plan 2012.

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The Transport Planning Partnership  
Suite 402, 22 Atchison Street  
ST LEONARDS NSW 2065



### Existing Site

The subject site is situated in Parramatta local government area. The site currently contains vacant land and low-density residential dwellings accessed directly via Pennant Hills Road.

The site is bound by Pennant Hills Road to the east which is a classified state main road and by Shirley Street to the north and west which is a local road.

Vehicular access to the site is currently via numerous existing crossovers along Pennant Hills Road and Shirley Street which provided access to former low-density dwellings.

As TfNSW have policies to limit access to classified roads, it is proposed that all future access will be from Shirley Street.

A bus stop is located along Pennant Hills Road which provides connections to Macquarie Park and Epping. On the other side of Pennant Hills Road, bus connections are provided to Parramatta.

The site is located close to the future Carlingford light rail station which will be located approximately 400m to the west of the site with direct pedestrian routes linking the subject site to the future station. The future light rail stop will transform accessibility to the site and provide frequent services to Parramatta Interchange and Westmead. The light rail is expected to open in 2023.

### The Proposal

A Planning Proposal is to be lodged with City of Parramatta Council (Council) seeking approval for an additional permitted use (APU) of a small 'metro-style' supermarket and associated retail up to 2,000m<sup>2</sup> GFA within the definition of commercial premises. It is not proposed to increase the maximum permitted floor area of this site (which is approximately 63,300m<sup>2</sup>) meaning the proposed retail would be only 3% of the permitted GFA of the site.

It is assumed that the retail space would primarily be occupied by a small 'metro-style' supermarket catering to the site and the local precinct as shown in the concept plan supporting the planning proposal.

### Traffic Assessment

A comparison of trip generation of 2,000m<sup>2</sup> GFA of residential and retail/supermarket area is provided below.





### Trip Generation (Residential)

RMS Guide to Traffic Generating Developments stipulates that high density residential flat buildings (in metropolitan sub-regional centres) would generate 0.29 trips per unit during peak periods.

Assuming that average unit size is about 80m<sup>2</sup>, 2,000m<sup>2</sup> area could accommodate 25 residential units.

Adopting a traffic generation rate of 0.29 trips per unit, 25 units would generate approximately 7 vehicle trips per hour.

### Trip Generation (Retail/Supermarket)

The trip generation of the proposed 2,000m<sup>2</sup> GFA retail uses of the site have been assessed based on the following traffic rates for shopping centres:

- RMS Guide to Traffic Generating Developments (GTGD) 2002. This gives trip generation rates for independent shopping centres with a range of sizes

**Table 3.1**  
Peak hour traffic generation rate

Range in Total Floor Area. (GLFA - m <sup>2</sup> ).	Peak Hour Generation Rate. (vehicles per 100m <sup>2</sup> GLFA)		
	Thursday. (V(P)/A)	Friday. (V(P)/A)	Saturday PVT(A)
0 - 10,000	12.3	12.5	16.3
10,000 - 20,000	7.6	6.2	7.5
20,000 - 30,000	5.9	5.6	7.5
30,000 - 40,000	4.6	3.7	6.1

The trip rate was based upon a set of regression calculations which identified the contributors to the traffic generation including supermarket and specialty shops



Thursday:

$$V(P) = 20 A(S) + 51 A(F) + 155 A(SM) + 46 A(SS) + 22 A(OM)$$

(vehicle trips per 1000m<sup>2</sup>).

Friday:

$$V(P) = 11 A(S) + 23 A(F) + 138 A(SM) + 56 A(SS) + 5 A(OM)$$

(vehicle trips per 1000m<sup>2</sup>).

Saturday:

$$PVT = 38 A(S) + 13 A(F) + 147 A(SM) + 107 A(SS)$$

(vehicle trips per 1000m<sup>2</sup>).

where:

A(S): Slow Trade gross leasable floor area (Gross Leasable Floor Area in square metres) includes major department stores such as David Jones and Grace Bros., furniture, electrical and whitegoods stores.

A(F): Faster Trade GLFA - includes discount department stores such as K-Mart and Target, together with larger specialist stores such as Fosseys.

A(SM): Supermarket GLFA - includes stores such as Franklins and large fruit markets.

A(SS): Specialty shops, secondary retail GLFA - includes specialty shops and take-away stores such as McDonalds. These stores are grouped as they tend to not be primary attractors to the centre.

A(OM): Office, medical GLFA: includes medical centres and general business offices.

#### • RMS Updated Traffic Surveys Technical Direction (TD 2013/04a)

This study was undertaken for TINSW by the undersigned in 2011 for larger shopping centres and are not therefore specifically relevant. However, the associated regression equations were updated which reflected a change in shopping habits.

### Shopping Centres

Extensive surveys of shopping centres were conducted in 1978, 1990 and again in 2011. The latter survey involved ten larger shopping centres, seven in the Sydney metropolitan area and one each at Mittagong, Shellharbour and Tuggerah. Peak hour trip generation rates are as follows:

Range in Total Floor Area (GLFA – m <sup>2</sup> )	Peak Hour Generation Rate (vehicles per 100m <sup>2</sup> GLFA)			
	Thursday (V(P)/A)	Friday (V(P)/A)	Saturday PVT (A)	Sunday
0 – 10,000	12.3	12.5	16.3	
10,000 – 20,000	7.6 (6.2)	6.2 (6.7)	7.5 (7.5)	(6.6)
20,000 – 30,000	5.9 (6.0)	5.6 (5.9)	7.5 (7.0)	(6.3)
30,000 – 40,000	4.6	3.7	6.1	
40,000 – 70,000	(4.4)	(4.4)	(5.5)	(4.6)
70,000+	(3.1)	(4.0)	(3.6)	(3.2)

\* Figures in brackets refer to 2011 surveys. Other figures are as per 1978 and 1990 surveys. Caution should be used in comparing the data in that they reflect changes in shopping behaviours. Seasonally adjusted rates appear to be in the order of 3-5% higher than the quoted 2011 rates.

The trip rate was based upon a set of regression calculations which identified the contributors to the traffic generation including supermarket and specialty shops.



### Site Peak Hour Vehicle Trips

Thursday:

$$PVT = 0.017 A(S) + 0.003 A(F) + 0.137 A(SM) + 0.032 A(SS) + 0.164 A(OM) - 0.011 A(C)$$

$$R^2 = 0.99$$

Friday:

$$PVT = 0.031 A(S) + 0.032 A(F) + 0.134 A(SM) + 0.016 A(SS) + 0.158 A(OM) - 0.033 A(C)$$

$$R^2 = 1.00$$

Saturday:

$$PVT = 0.023 A(S) + 0.01 A(F) + 0.17 A(SM) + 0.031 A(SS) + 0.201 A(OM) - 0.019 A(C)$$

$$R^2 = 0.98$$

Sunday:

$$PVT = 0.013 A(S) + 0.034 A(F) + 0.16 A(SM) + 0.027 A(SS) - 0.002 A(C)$$

$$R^2 = 0.97$$

- TfNSW Trip Generation Study of Small Suburban Shopping Centres prepared by Biltzios Consulting in 2018

Table 10.1: Smaller Suburban Shopping Centres Trip Generation Recommendations

Day	Period	Recommended Models		
		0 – 1,000m square GLFA	1,000 – 6,000m square GLFA	6,000 – 10,000m square GLFA
Vehicle Trips				
Wednesday /Thursday	AM Peak	0.192*A	0.066*A + 126	0.076*MT + 0.079*OT
	PM Peak	0.258*A	0.089*A + 170	0.216*A – 581
	Daily	2.022*A	0.695*A + 1327	1.684*A – 4606
Friday	AM Peak	0.196*A	0.068*A + 129	0.067*MT + 0.116*OT
	PM Peak	'Site Specific Method'	'Site Specific Method'	'Site Specific Method'
	Daily	1.856*A	0.638*A + 1218	1.548*A – 4229
Weekend (Saturday or Sunday)	Peak	0.283*A	0.097*A + 186	0.236*A – 648
	Daily	1.894*A	0.651*A + 1243	1.577*A – 4316
Person Trips				
Wednesday /Thursday	AM Peak	0.251*A	0.096*A + 164	0.209*A – 571
	PM Peak	0.367*A	0.126*A + 241	0.108*A + 106
	Daily	2.831*A	0.973*A + 1856	1.033*A + 1477
Friday	AM Peak	0.254*A	0.087*A + 166	0.108*A + 106
	PM Peak	0.383*A	0.132*A + 252	0.319*A – 874
	Daily	2.51*A	0.863*A + 1647	0.91*A + 1299
Weekend (Saturday or Sunday)	Peak	0.428*A	0.147*A + 281	0.357*A – 976
	Daily	2.849*A	0.979*A + 1870	1.229*MT + 1.308*OT

A = GLFA

MT = Major Tenant's GLFA

OT = Other Tenants' Total GLFA

'Site Specific Method' = Select the most representative day(s) from the detailed data and use its trip generation rate(s).



Furthermore, Guide to Traffic Management Part 12: Integrated Transport Assessments for Developments, Austroads 2020 provides the following commentary.

For the purposes of a traffic impact assessment, the following three types of trips are commonly used:

- *New trip* – in traffic impact studies, unlinked trips are generally referred to as new trips. These are trips attracted to the development and without the development would not have been made, hence they constitute a new trip.
- *Diverted drop-in trips* – a linked trip from an origin to a destination that has made a significant network diversion to use the new development.
- *Undiverted drop-in trips* – a linked trip from an origin to a destination that previously passed the development site. It is also referred to as a pass-by trip and the new development is an intermediate stop on a trip that is made from an origin to a destination.

A typical example of the segmentation of traffic generation for shopping centres and fast food outlets is shown in Table C8 1.

**Table C8 2: Segmentation of traffic generation for shopping centres**

Development	Trip segmentation		
	New (%)	Diverted drop in (%)	Undiverted drop in (%)
Shopping centres > 20 000 m <sup>2</sup>	63	18	19
Shopping centres 3 000 m <sup>2</sup> – 20 000 m <sup>2</sup>	50	22	28
Shopping centres < 3 000 m <sup>2</sup>	50	32	18
Fast food outlets	40	25	35

Source - Guide to Traffic Management Part 12: Integrated Transport Assessments for Developments, Austroads 2020

As such, it is assumed that 50 percent of trips generated by the proposed development would be considered as "new trips".

A summary of the Thursday peak hour trip generation of the proposed retail uses is presented in Table 1.



Table 1: Retail/Supermarket Trip Generation – “New Trips”

Traffic Rates	Yield (m <sup>2</sup> GLFA <sup>#</sup> )	Thursday Peak Hour Trip Generation Rates	Trip Generation*
RMS GTGD 2002	1,500	<ul style="list-style-type: none"> <li>AM Peak<sup>†</sup>: Vehicle Trips = 76 x GLFA/1,000m<sup>2</sup></li> <li>PM Peak: Vehicle Trips = 155 x GLFA/1,000m<sup>2</sup></li> </ul>	<ul style="list-style-type: none"> <li>59 vph in AM Peak</li> <li>116 vph in PM Peak</li> </ul>
RMS TDT 2013/04a	1,500	<ul style="list-style-type: none"> <li>AM Peak<sup>†</sup>: Vehicle Trips = 6.2 x GLFA/100m<sup>2</sup></li> <li>PM Peak: Vehicle Trips = 12.3 x GLFA/100m<sup>2</sup></li> </ul>	<ul style="list-style-type: none"> <li>47 vph in AM Peak</li> <li>92 vph in PM Peak</li> </ul>
TfNSW Trip Generation Study of Small Suburban Shopping Centres (Table 10.1)	1,500	<ul style="list-style-type: none"> <li>AM Peak: Vehicle Trips = 0.066 x GLFA+126</li> <li>PM Peak: Vehicle Trips = 0.089 x GLFA+170</li> </ul>	<ul style="list-style-type: none"> <li>113 vph in AM Peak</li> <li>152 vph in PM Peak</li> </ul>

Note: \* - Reduction factor of 50% has been applied to estimate “new trips”;

# - Assuming that GLFA is approximately 75% of GFA

† - AM peak trip generation is assumed to be 50% of PM trip generation

On the basis of existing TfNSW data, the expected additional trips on the main road network would be limited to around 47 to 113 vph during the weekday AM peak period and around 92 to 152 vph in the PM peak periods, which is equivalent to one to three additional vehicles per minute, which is considered minor in the surrounding context as described below.

### Subject Site

It is anticipated that the trip generation of the proposed retail uses would be much lower than the vehicle trip rates specified in the above documents due to the following reasons:

- Retail would primarily cater to the future residents within the precinct or in vicinity of the area.
- The majority of future residents within this site (and the surrounding areas) would take multi-purpose link trips (i.e., grocery shopping after their work shifts prior to arriving home) so the trip to the retail is not additional.
- If there is no retail component within this precinct, then trips to retail developments beyond the site by the approved residential component would generate external trips to the road network to access other local retail centres.
- It is expected that there would be some diverted trips from traffic already using Pennant Hills Road/Cumberland Highway, which means the additional traffic on the main road network would be much less than the figures quoted in Table 1. This is particularly relevant given that the other retail offerings in the local area are on the opposite side of Pennant Hills Road.
- The 2,000m<sup>2</sup> is likely to be a maximum area and is likely to be smaller in any future DA – the current concept plan shows an area of 1,600m<sup>2</sup>.
- The site is within walking distance of the light rail station and bus stops so many of the trips would be walk by trips from public transport customers.
- The Planning Proposal will only accommodate a small metro style supermarket (1,200m<sup>2</sup>) which will provide limited day to day items and groceries so it will not necessarily require or encourage access by cars unlike larger format supermarkets.





- The retail offering will sit within area of high amenity with high pedestrian/cycle activity which will provide opportunities for active travel and reduced car dependency.
- The above traffic generation studies do not contemplate the above retail offer as they are primarily destination retail centres with major retail (e.g., David Jones, Target, Myer, Big W). Indeed, the other shopping destinations in the vicinity of the subject site are also this destination type of retail centres as opposed to walk by metro type shopping.

### Traffic Modelling

Due to the COVID-19 health concerns and restrictions imposed by the NSW Government, there has been significant changes in traffic throughout state road network. As a result, reliable and accurate traffic survey data could not be collected at the time of this proposal.

It is proposed to undertake traffic survey collection and traffic modelling prior to submission of the subsequent Development Application.

However, it is our view that one to three additional new trips per minute (which would be a combination of in and out movements which would also be travelling in different directions to different locations) is extremely unlikely to result in any material change in traffic modelling outputs.

In addition, Table 2 shows two-way traffic volumes at key locations, which have been obtained from Carlingford Precinct – Traffic and Transport Study, Phase 1 – Due Diligence study undertaken by Cardno. Traffic surveys were undertaken in July 2017. Figures in parentheses present percentage of additional traffic in comparison to the existing 2017 traffic volume.

**Table 2: Retail/Supermarket Trip Generation – “New Trips”**

Locations	2017 Two-Way Traffic Volume (vehicle/hour)	
	AM Peak Hour	PM Peak Hour
Pennant Hills Rd, west of Jenkins Rd	3,513 (<1%)	3,475 (1-2%)
Pennant Hills Rd, north of Carlingford Rd	2,995 (<1%)	3,349 (<1%)
Carlingford Rd, east of Pennant Hills Rd	1,987 (1-2%)	2,343 (1-2%)
Marden Rd, east of Pennant Hills Rd	1,709 (1-2%)	1,823 (1-2%)

Source: Carlingford Precinct – Traffic and Transport Study, Phase 1 – Due Diligence, Cardno 2017/18.

As presented in Table 2, the additional traffic generated by the proposed Planning Proposal is likely to have minimal impact (i.e., around 1% to 2% increase in existing traffic volume) at key locations and is likely to be less given the points above.



### Parking Assessment

The parking requirement of the proposal will be provided in accordance with Part C of The Hills Development Control Plan (DCP) 2012.

The Hills DCP 2012 stipulates a minimum car parking requirement of 1 space per 18.5m<sup>2</sup> gross leasable floor area (GLFA) for retail shops (including shopping centres and general business retail).

Assuming that GLFA is approximately 75% of GFA, the proposed retail yield of 1,500m<sup>2</sup> GLFA will require a total minimum car parking requirement of 81 spaces.

It is noted that detailed parking assessment will be undertaken in subsequent Development Application(s).

### Conclusion

A Planning Proposal is to be lodged with City of Parramatta Council (Council) seeking approval for an additional permitted use (APU) of a supermarket and retail up to 2,000m<sup>2</sup> GFA. It is not proposed to increase the maximum permitted floor area of this precinct.

Whilst there are studies available of the traffic generation of shopping centres in documents dating from 2002 to 2018, there have tended to be on destination shopping not the current proposal for a small metro style supermarket.

It is anticipated that the trip generation of the proposed retail uses would be much lower than the vehicle trip rates specified in the TfNSW reports due to the following reasons:

- The Planning Proposal will only accommodate a small metro style supermarket (1,200m<sup>2</sup>) which will provide limited day to day items and groceries. The TfNSW traffic generation studies do not contemplate the above retail offer as they are primarily destination retail. Indeed, the other shopping destinations in the vicinity are this destination type of retail as opposed to walk by metro type shopping proposed at this site.
- Retail would therefore primarily cater to the future residents within the precinct or in vicinity of the area. It would be local rather than destination shopping.
- The majority of future residents within this site would take multi-purpose link trips (i.e., grocery shopping after their work shifts prior to arriving home).
- It is expected that there would be some diverted trips from traffic already using Pennant Hills Road/Cumberland Highway. This is particularly relevant given that the other retail offerings in the local area are on the opposite side of Pennant Hills Road.
- The 2,000m<sup>2</sup> is likely to be a maximum area and is likely to be smaller in any future DA – the current concept plan shows an area of 1,600m<sup>2</sup>.



- The site is within walking distance of the light rail station and bus stops so many of the trips would be 'walk by' trips from public transport customers
- Finally, if there is no retail component provided within this precinct, then trips to retail developments beyond the site by the approved residential component would generate external trips to the road network to access other local retail centres.

However, even if we assessed the worst case scenario of using the data from TINSW studies, it is our view that the estimated up to three additional trips per minute (which would be a combination of in and out movements and which would also be travelling in different directions to different locations) is extremely unlikely to result in any change in traffic modelling outputs. Indeed Table 2 above confirms that the increase in traffic at any of the intersections would be marginal.

We trust the above is to your satisfaction. Should you have any queries regarding the above or require further information, please do not hesitate to contact the undersigned on 8437 7800.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'K. Hollyoak', written over a light blue rectangular background.

**Ken Hollyoak**  
Director



# 263-271 PENNANT HILLS ROAD, CARLINGFORD

Retail Impact Assessment

Prepared for  
**MERITON**  
October 2021



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# EXECUTIVE SUMMARY

## Subject Development

The proposed development will include around 690 residential apartments, an 800 sq.m childcare centre and up to 2,000 sq.m of ground floor retail floorspace, including a metro-style supermarket of around 1,000 sq.m. It is envisioned that the remaining 1,000 sq.m of specialty space will be occupied by convenience retail as well as food and beverage outlets.

The retail impact assessment supports a Planning Proposal which seeks to add the site to Schedule 1 of the Additional Permitted Uses of the *Parramatta (former The Hills) Local Environmental Plans 2012*. This is to facilitate the permissibility of a range of commercial and recreational land uses that are intended to be developed under a 'shop top housing' arrangement. The amount of floor space subject of the additional permitted uses has been capped at 2,000m<sup>2</sup> to appropriately manage the impact to existing retail centres within the Parramatta LGA and to provide amenity to support the proposed development on the site.

The subject site is well located on the north and west side of Pennant Hills Road and provides more efficient and safe access for the surrounding community

## Trade Area Analysis

Given the scale of retail development, the trade area that could potentially be served is relatively tight in its definition. We have analysed the onsite market, being those that will live in the subject development, as well as a primary trade area that generally extends 500 – 800 metres from the subject site.

The trade area population is forecast to grow from around 10,000 at present, to 16,380 by 2036. In addition to the 688 units proposed on site, there are a further 1,000 units proposed across the trade area.

The spending capacity of the trade area population is estimated to grow from \$148 million in 2021 to \$276 million by 2036 (constant dollars, including GST), reflecting an average annual growth rate of 4.3%. Food retail spending, which is of the most relevant to supermarket developments, is forecast to grow by \$64 million to reach \$151 million by 2036. By 2027, the on-site market is estimated to generate around \$29 million in total retail expenditure.

## Competitive Context

In terms of competitive context, the closest competitive facilities include Carlingford Court, a major sub-regional shopping centre, and Carlingford Village, a convenience-based centre. There is also a limited range of street-based retail along Pennant Hills Road, estimated to total around 3,000 sq.m, including Bunnings. The street based retail specialty offer is generally of a low quality and offers low levels of amenity for surrounding residents.

Beyond the immediate area, large convenience-based retail facilities are located at North Rocks, Eastwood and Epping. There are also smaller, standalone facilities across the broader area, including at Oatlands, Rydalmere and Ermington.

There are a range of proposed competitive developments at Telopea, Eastwood, Epping and Melrose Park which are located beyond the trade area but will increase the level of competition within the broader region.

## Floorspace Demand Assessment

The Parramatta LGA is significantly under supplied in terms of supermarket floorspace and ranks 29<sup>th</sup> out of Sydney's 34 LGAs in terms of floorspace provision. At 17.8 sq.m per 100 residents, the Parramatta LGA is 32% lower than the Sydney benchmark and 49% below the national average.

A review of the floorspace demand of trade area residents through to 2036 indicates that total floorspace demand is estimated to grow from around 22,600 sq.m at present to 34,800 sq.m in 2027 (when the retail component of the development is assumed to commence trading). Over the longer term, total floorspace demand will reach around 40,000 sq.m, meaning the trade area will demand an additional 17,400 sq.m between 2021 and 2036.

At 2,000 sq.m of retail floorspace, the proposed retail development will comprise only a small proportion (around 5.7%) of total floorspace demand by 2027 (around 5% by 2036) and will assist in addressing the current undersupply in the Parramatta LGA.

## Turnover Potential & Estimated Impacts

It is estimated that in 2027, the proposed development could achieve approximately \$15.3 million (in constant \$2021) in turnover, of which the supermarket will contribute around \$7.9 million. In 2027, the proposed development is expected to achieve a market share of just 3.7% of the primary trade area and a 15.9% market share of onsite resident spending. The remainder of trade area resident spending will be captured by other retailers in Carlingford, Telopea, North Rocks and other centres across Sydney.

A retail impact assessment was undertaken to determine the probable impact on retail turnover at various existing and proposed centres, as a result of the proposed development. In 2027, the proposed development is forecast to draw \$11.3 million from key centres surrounding the subject site (around -1.0% impact on all identified centres), as well as \$4.0 million (around 26% of total impact) from other centres in Greater Sydney. All impacts on key existing and proposed centres are less than 2.5%, indicating that the subject developed will have a minimal impact on the commercial performance of these centres.

The remaining spending capacity of the on-site market (i.e. the 84.1% of spending that isn't captured by the subject site), at around \$24 million is greater than the total impact across all centres, showing that the residential component of the subject development is supporting increased spending across the broader market. Given the scale of development, current under provision of supermarket floorspace across the LGA and future retail floorspace demand, the provision of supermarket and ground floor specialty tenancies is appropriate to serve the on-site market as well as local residents by providing a high quality and high amenity shopping location.

The analysis confirms that there is sufficient growth within the market to accommodate 2,000 sq.m of retail floorspace at the subject site, in particular the proposed supermarket, without adversely impacting the viability of existing and proposed retail centres.

## Economic Benefits

The economic benefits assessment models the potential economic benefits achievable during the construction phase and ongoing operational phase of the proposed development.

During the construction period, the retail development would generate an estimated 42 additional jobs, including 17 direct jobs and 25 indirect jobs. Most of these direct jobs will be in the construction sector. Additionally, the construction phase will generate approximately \$6.6 million in Gross Value Added (GVA) to the economy, including \$2.6 million in direct GVA and \$4 million in indirect GVA.

Upon completion of the development, the ongoing operational phase of the retail uses would support a total of 76 additional jobs, including 63 direct and 13 indirect jobs. The operational phase has the potential to deliver \$7 million in direct and indirect gross value add to the economy annually, which includes \$4.7 million in direct annual GVA and \$2.3 million in indirect annual GVA.

Other economic benefits that the proposed development will deliver include providing choice and convenience for local residents, by providing greater breadth and depth of food and beverage facilities, as well as convenience retail. Increasing competition amongst retailers in the area can strengthen the quality of the retail offering area, catalysing ongoing investment across the surrounding centres to the benefit of the broader community.

## INTRODUCTION

This report has been prepared by Urbis on behalf of Meriton to assess the need and demand for, and impact of, a small format supermarket and ground floor retail at the subject site at 263-271 Pennant Hills Road, Carlingford.

The report is presented in six sections, outlined as follows:

- **Section 1** reviews the site context within the Carlingford Town Centre and outlines the proposed development
- **Section 2** presents a trade area analysis for the subject development, outlining the current and future population and spending capacity within the trade area, as well as the socio-demographic profile
- **Section 3** outlines the current and proposed future competitive context within which the subject site will operate
- **Section 4** presents a need and demand assessment for supermarket and retail uses at the subject site, considering provisioning benchmarks and retail floorspace demand
- **Section 5** outlines the estimated turnover potential of the subject development as well as the estimated potential impacts on the surrounding hierarchy of centres
- **Section 6** outlines the economic benefits associated with the subject retail development.

# 1. SITE CONTEXT & PROPOSED DEVELOPMENT

This section of the report reviews the site context within the Carlingford Town Centre and outlines the proposed development.

## 1.1. SITE CONTEXT

Carlingford is located in the City of Parramatta LGA, approximately 22 km north-west of the Sydney CBD.

As shown in Map 1, the Carlingford Town Centre stretches for 600 m along Pennant Hills Road which is also the suburb's major arterial road and transport corridor. The Town Centre comprises two main shopping complexes, namely Carlingford Court and Carlingford Village, as well as street-based and large format retailing.

There are a range of education facilities within the local area, as well as commercial and civic services. While there are high density residential buildings within and adjacent to the town centre, the majority of the suburb is predominantly low-density housing.

Pennant Hills Road provides direct access to Cumberland Highway, the M2 motorway and North Connex, connecting the suburbs to Sydney CBD, Parramatta CBD, Macquarie Park, The Hills District and the northern suburbs. The T6 Carlingford-Clyde railway line has been permanently closed and will be converted to light rail by 2023. The 12 km Parramatta Light Rail will connect Carlingford and Westmead via Parramatta CBD, passing through major town centres and universities. The new light rail will increase connectivity to the surrounding suburbs and enhance access to public transport for residents.

There are also several bus routes connecting Carlingford to Epping, Meadowbank Wharf, Macquarie Park, Pennant Hills, Rouse Hill and Blacktown.

The subject site is a 27,987 sq.m site located on the corner of Pennant Hills Road and Marsden Road, at the southern end of the Town Centre. The site is bounded by Shirley Street to the north and west, and Pennant Hills Road to the east. The northern site adjoins medium-density residential buildings and some detached dwellings. It is within 500 m of the future light rail station where most existing high-density apartment buildings are located. Being on the northern and western side of Pennant Hills Road provides efficient and safe access for the surrounding community.

## 1.2. PROPOSED DEVELOPMENT

The site plan is illustrated in Figure 1. The subject site is proposed to accommodate the following mix of uses:

- 670 residential units (not subject of Planning Proposal)
- 1,000 sq.m metro style supermarket (subject of the Planning Proposal)
- 1,000 sq.m of 'retail premises' land uses, 'business premises' and 'recreational facility (indoor)' (subject of the Planning Proposal)
- An 800 sq.m childcare centre (not subject of Planning Proposal)

The site is divided into six precincts connecting to the future light rail stops, Shirley Street and Pennant Hills Road through a network of pedestrian paths.

The Planning Proposal seeks to add the site to Schedule 1 of the Additional Permitted Uses of the *Parramatta (former The Hills) Local Environmental Plans 2012*. This is to facilitate the permissibility of a range of commercial and recreational land uses that are intended to be developed under a 'shop top housing' arrangement. The amount of floor space subject of the additional permitted uses has been capped at 2,000m<sup>2</sup> to appropriately manage the impact to existing retail centres within the Parramatta LGA and to provide amenity to support the proposed development on the site.

The proposed clause is outlined as follows:



### 17 Use of land at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford.

- (1) This clause applies to land at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford and identified as "17" on the Additional Permitted Uses Map.
- (2) Development for the purposes of shops, food and drink premises, business premises and recreation facility (indoor) are permitted with development consent but only if the aggregate total Gross Floor Area of any area of shops, food and drink premises, business premises and recreation facility (indoor) does not exceed 2,000m<sup>2</sup>

Figure 1: Proposed Masterplan



Source: Fender Katsalidis

Map 1: Carlingford Town Centre Local Context



## 2. TRADE AREA ANALYSIS

This section of the report presents a trade area analysis for the subject development, outlining the current and future population and spending capacity within the trade area, as well as the socio-demographic profile of trade area residents.

### 2.1. TRADE AREA DEFINITION

The trade area for a retail facility is defined based on several factors, including but not limited to:

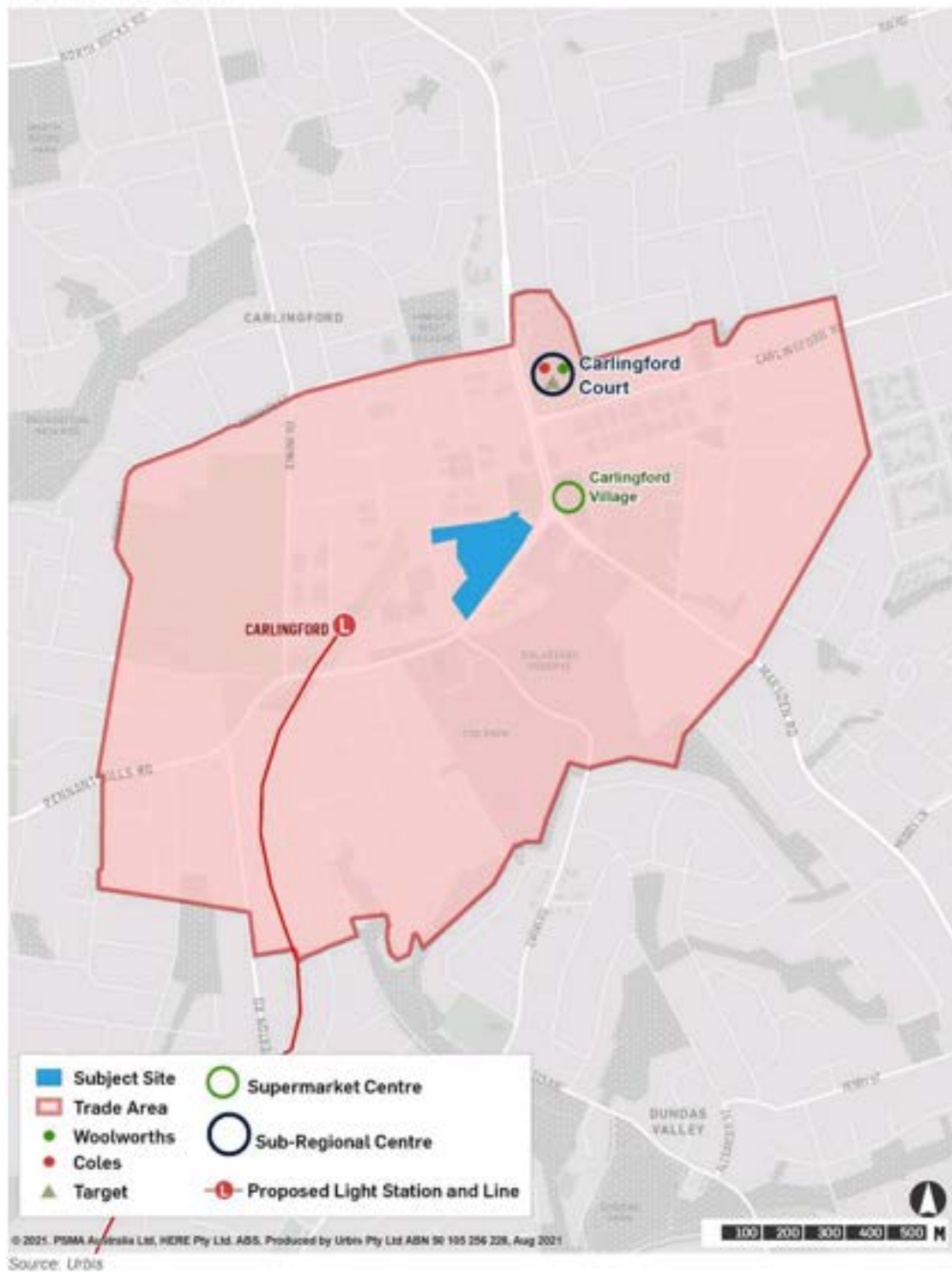
- The scale and tenant mix at the facility
- Accessibility, including road and public transport
- Geography and physical barriers
- The type and scale of competing centres; and
- Other co-located uses that can drive visitation to the location.

The trade area defined for the subject site, as illustrated on Map 2, has regard for the localised catchment that the proposed metro scale supermarket and ancillary specialty stores are likely to draw from.

The defined trade area is bounded by:

- Moseley, Darwin and Ross Streets to the north
- Pennant Parade and Tomah Street to the east
- Natural vegetation (bushland) and Homelands Avenue to the south; and
- Baker Street to the west.

Map 2: Retail Trade Area





## 2.2. TRADE AREA POPULATION

The population projections for the trade area have regard for the following sources:

- Historical population and dwelling approval data, provided by the ABS
- The 2020 Estimate of Resident Population (ERP), published annually by the ABS
- Travel Zone-level population projections published by Transport for NSW; and
- Proposed residential developments, sourced from Cordell Connect.

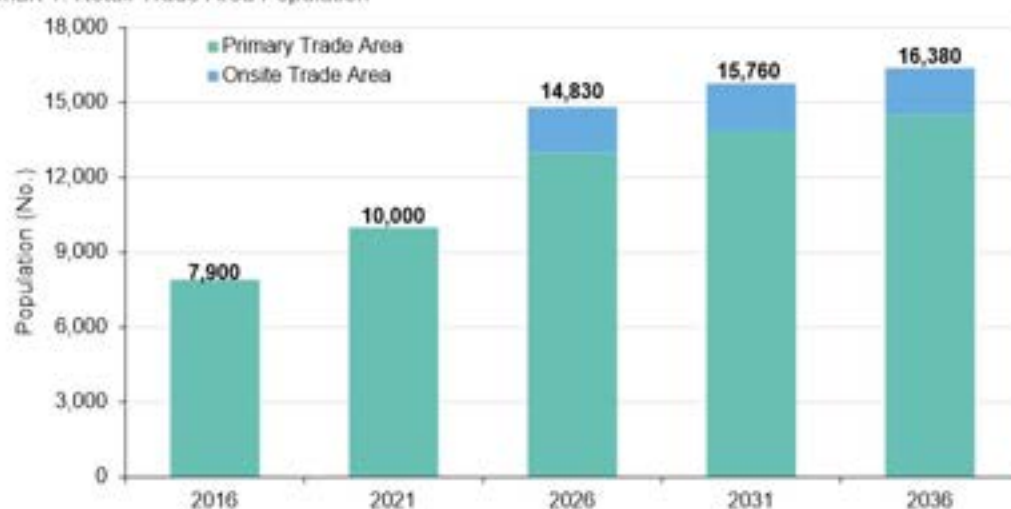
Chart 1 and Table 1 show that as of 2021, the trade area population is estimated at 10,000 residents, having experienced strong growth of approximately 4.8% annually since 2016.

The population forecast for the trade area has taken into consideration the official state government population forecasts, as well as potential impacts of COVID-19 on the key population growth components. COVID-19 is expected to have an impact on population growth over the short to medium term (e.g. impacts on overseas migration levels), with the forecasts estimated to return to official forecast growth from around 2024 onwards.

The 5-year average growth rate for the trade area is forecast to reach 8.2% per annum between 2021 and 2026, or an average of 966 residents annually. In addition to the 688 units proposed at the subject site, population growth within the catchment will be driven by a further 21 projects currently under construction or in the planning phase. These projects are anticipated to deliver over 1,000 units during this period.

Population growth is anticipated to slow to a moderate 1.2% per annum between 2026 and 2031. By 2036, the trade area is estimated to grow to 16,380 residents, representing an additional 6,380 residents from 2021.

Chart 1: Retail Trade Area Population



Source: ABS, Cordell Connect, TfNSW, Urbis

Table 1: Annual Population Growth Rate, 2016-26

	2016-21	2021-26	2026-31	2031-36
Total Trade Area	4.8%	8.2%	1.2%	0.8%

Source: ABS, Cordell Connect, TfNSW, Urbis



## 2.3. TRADE AREA DEMOGRAPHICS

A summary of demographic indicators for the trade area, based on data from the 2016 Census, are shown in Table 2. The key features of the trade area resident population include:

- Average per capita income and household income in the primary trade area are 15% and 11% lower than the Sydney average, respectively.
- The trade area residents represent a slightly younger demographic with an average age of 34.2 years, compared to the Sydney average of 36.8 years. This is largely driven by a higher than average proportion of residents aged 25-39 years and lower than average proportion of those aged 60 and over.
- There is an average of 3 persons per household, which is slightly above the 2.8 person average across Sydney. This is attributed to the large proportion of family households, which comprise 57% of all households in the primary trade area, compared to 48% across Sydney.
- Approximately 20% of the main trade area's households own their homes outright, which is lower than the Sydney average of 31%.
- Approximately 77% of trade area workers are white-collar workers, which is slightly above the Sydney average of 75%.
- The trade area includes a cosmopolitan population, with 64% of residents born overseas, relative to the average of 39% across Sydney.

Table 2: Retail Trade Area Socio-Demographic Profile

	Primary Trade Area	Sydney
<b>Income Metrics:</b>		
Per Capita Income	\$34,269	\$40,234
Var. from NSW Average	-15%	
Average Household Income	\$95,004	\$108,502
Var. from NSW Average	-11%	
<b>Age Profile:</b>		
Aged 0-14	21%	19%
Aged 15-24	11%	13%
Aged 25-39	28%	23%
Aged 40-59	24%	26%
Aged 60+	15%	19%
Average Age	34.2	36.8
<b>Household Metrics:</b>		
% Family Households	57%	48%
% Owned Outright	20%	31%
Average Household Size	3.0	2.8
<b>Other Metrics:</b>		
% White Collar Workers	77%	75%
% Born Overseas	64%	39%

Source: ABS Census (2016); URBIS

## 2.4. TRADE AREA SPENDING

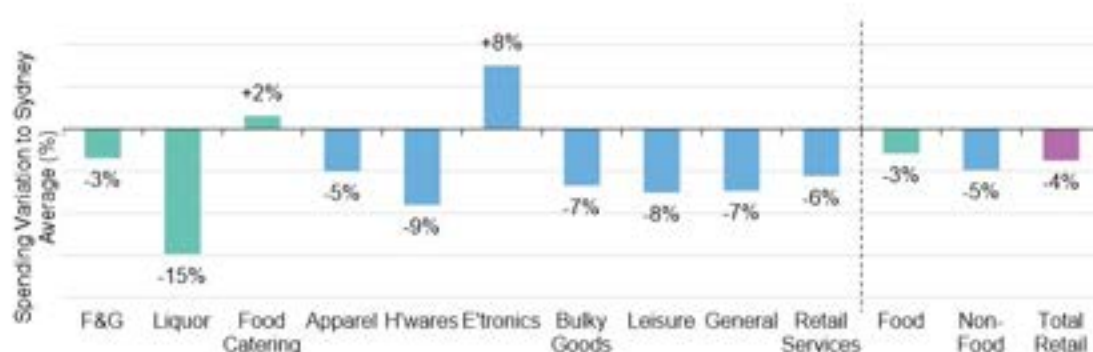
Chart 2 highlights the variations between the trade area and the Sydney average on per capita retail spending. Average per capita spending across the total trade area is around 4% below the average for metropolitan Sydney, although variations differ across product groups. Across most categories, per capita retail spending is between 3% to 15% lower in the primary trade area compared to the Sydney average, although spending on food catering and electronics is 2% and 8% above the Sydney averages, respectively.

Food spending, which includes food and groceries, liquor and food catering, is approximately 3% below the metropolitan Sydney average, while non-food expenditure is 5% below the average.

Strong population growth and per capita spending growth are expected to drive retail spending through to 2036. Based on the estimates for population and per capita spending, Table 3 shows that the total retail spending market generated by the trade area residents is estimated at \$148 million in 2021. As a share of total retail spending, food retail, which is of most relevance to supermarkets, accounts for 40% of trade area resident spend.

Retail expenditure by trade area residents is forecast to grow to \$276 million by 2036 (\$2021, excl. GST). This represents an average annual growth of \$8.6 million across the trade area, or around 4.3% per annum over this period (in constant dollar terms). Food expenditure by trade area residents is forecast to increase by around \$64 million, from \$86 million to \$151 million over the next 15 years.

Chart 2: Total Trade Area Retail Spending Per Capita, 2021



Source: ABS; MarketInfo; Urbis

Table 3: Total Trade Area Retail Spending (in \$Millions, incl. GST and excl. Inflation)

	Food Retail	Food Catering	Non-Food Retail	Total Retail	Annual Growth
<b>Tot. Trade Area:</b>					
2021	59	27	62	148	
2026	83	39	91	213	7.6%
2031	96	46	112	254	3.6%
2036	102	49	126	276	1.7%

1. Spending figures are inclusive of GST and exclusive of inflation after 2021.  
Source: ABS; MarketInfo; Urbis

### 3. COMPETITIVE CONTEXT

This section of the report outlines the current and proposed future competitive context within which the subject site will operate.

#### 3.1. EXISTING COMPETITION

##### 3.1.1. Carlingford Town Centre

The subject site is located at the southern end of Carlingford Town Centre, which includes two shopping centres:

- **Carlingford Court** is a sub-regional shopping centre, anchored by a Target discount department store, Coles and Woolworths supermarkets and provides more than 70 specialty stores. The total floorspace is approximately 33,000 sq.m. Non-retail uses include Fitness First, banks, a post office, medical and health uses. The centre also provides around 1,400 car spaces.
- **Carlingford Village** provides 11,300 sq.m of floorspace, with key features including an Asian grocer, a food court and a medical centre. There are approximately 14 tenancies within the centre.

There are also a range of street-based retail offer along Pennant Hills Road, which mostly comprises cafés, restaurants, takeaway outlets, convenience retail and a Bunnings warehouse. There is an estimated 3,000 sq.m of retail floorspace in street fronting retail along Pennant Hills Road. The street based retail specialty offer is generally of a low quality and offers low levels of amenity for surrounding residents. There is also a small shopping strip near the former Carlingford station, approximately 700 m from the Carlingford Town Centre.

In total, the Carlingford Town Centre is estimated to have approximately 47,300 sq.m of floorspace.

##### 3.1.2. Surrounding Competition

Beyond the Carlingford Town Centre, other key retail competition within the Parramatta LGA include:

- **North Rocks Shopping Centre** provides approximately 23,000 sq.m of retail floorspace with Aldi, Coles and Kmart as major tenants. It has 71 specialty shops including restaurants, café, fitness centre and personal services.
- **Eastwood Town Centre** is the largest town centre nearby which comprises Eastwood Shopping Centre, and Eastside Garden Shopping Centre and a substantial number of street-based retail shops. Eastwood Shopping Centre has approximately 15,200 sq.m of retail space across 30 specialty stores and is anchored by a Woolworths supermarket. Eastside Gardens offers 2,700 sq.m of retail floorspace and has an ALDI supermarket, a Korean supermarket and a restaurant offer. There are other grocery stores, convenience stores and small-scale supermarket scattered across the town centre.
- **Epping Town Centre** has commercial and retail uses, centred around Epping Train Station. Epping has around 13,000 sq.m of retail floorspace, the majority of which is concentrated to the west of the station. This includes a 3,850 sq.m Coles supermarket and street-based retail shops.

There are also smaller, supermarket-based centres and offers at Oatlands, Rydalmere and Ermington.

#### 3.2. PROPOSED COMPETITION

Within 5 km of the subject site, there are 16 developments with more than 500 sq.m of retail. There are four key developments of relevance, including:

- **Telopea** – NSW Land and Housing Corporation (LAHC) have issued a draft Masterplan for a transformation of a 13-hectare Telopea site. The project will add a new retail precinct with a new supermarket, food & beverage, & specialty retail.
- **Eastwood** – Eastwood Shopping Centre redevelopment is expected to be completed in 2024. The development will add 11,103 sq.m of retail space and 3,600 sq.m of commercial space to accommodate a major supermarket, specialty retail, restaurant, medical centre and gymnasium.

- **Epping** – The Langston will be delivered in late 2021 which has a total of 1,681 sq.m of retail and commercial floorspace. The public plaza will include small scale supermarket, cafes, restaurants and several specialty shops.
- **Melrose Park** – Melrose Park Village is the final stage of Melrose Park North at 657-661 Victoria Road which will add approximately 1,000 sq.m of retail floorspace in 2026 with a supermarket, liquor shop and pharmacy. Melrose Park Central at 38-42 Wharf Road is currently in the concept application stage with approximately 10,500 sq.m of retail GFA to be delivered in 2025.

Map 3. Existing and Proposed Competition





## 4. NEED & DEMAND ASSESSMENT

This section of the report analyses the level of demand for retail floorspace, particularly supermarket floorspace, as generated by the trade area residents. Analysing demand helps to give an indication of the likely turnover for a new retail development and helps to determine whether a proposed development can be supported. To analyse demand, factors such as population growth, income growth, amount of available supply and retail expenditure are considered.

As part of the assessment criteria, it is necessary to establish the need and demand for the proposed retail development. The proposed development will include 2,000 sq.m of retail floorspace, including a 1,000 sq.m supermarket.

It has been assumed that the impact year is 2027 for the development. In our view, an appropriate principle to be applied when assessing the market potential for any retail development can be described as follows:

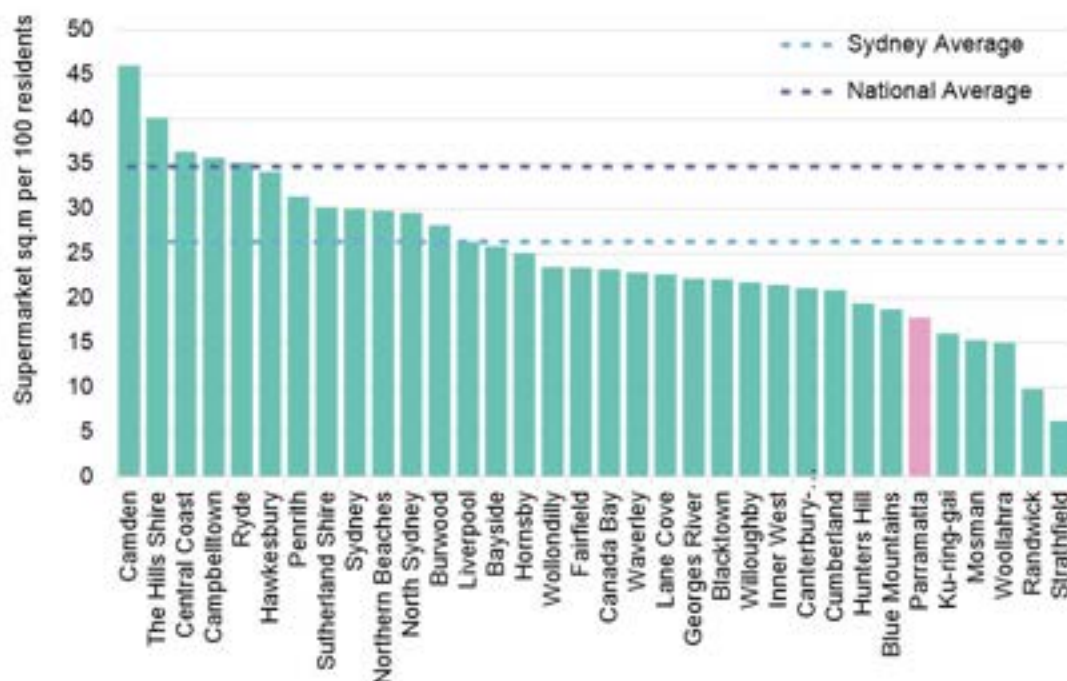
*"The residents of an area should be provided with the broadest range of conveniently located retail facilities and services which the market can support, at the earliest possible time without jeopardising the sustainability of other centres in the network which are adequately fulfilling customer needs."*

Of course, other planning considerations relating to the proposal will also be important in determining whether to give planning consent, including traffic, parking provision, amenity and various community benefit considerations. However, as far as the economic aspects are concerned, the above statement represents a practical principle to apply in a market economy which encourages competition and focuses on customer needs.

### 4.1. SUPERMARKET PROVISION BENCHMARKING

Chart 3 below outlines the current level of supermarket floorspace provision across Sydney, by LGA. As shown, the Parramatta LGA is significantly undersupplied in supermarket floorspace, at 17.8 sq.m per 100 residents, relative to the Sydney average of 26.3 sq.m per 100 residents. Sydney itself is significantly underprovided for relative to the national average of 34.7 sq.m.

Chart 3: Supermarket Provision Benchmarks



Source: Urbis

## 4.2. TRADE AREA RETAIL FLOORSPACE DEMAND

This section of the report analyses the level of demand for retail floorspace generated by the trade area residents. Analysing demand gives an indication of the likely turnover for a new retail development and helps determine whether a proposed development can be supported.

Table 4 presents our assessment of the future demand for retail floorspace to be generated by residents in the trade area, as well as the supportable level of floorspace provision within an area beyond the trade area. The adopted methodology is as follows:

- Firstly, the current and future spending capacity of the trade area is assessed.
- Total floorspace demand is then calculated by dividing the total resident spend market by an appropriate average trading level (sales productivity) for each retail category.
- Market shares are then adopted, reflecting the reasonable share that the subject site could potentially achieve from the resident catchment, having regard to location, accessibility and the surrounding competitive environment.
- A share of demand has also been allocated for trade that will be generated from beyond the total trade area (20%), e.g. from local workers who live beyond the trade area and visitors.

It has been assumed that the retail element of the development will commence a full financial year of trade in 2027. Therefore, potential impacts on the surrounding retail hierarchy are analysed as of 2027. There are a range of indicators of demand for additional retailing at the subject site, including:

- There is significant expenditure within the trade area and beyond. The trade area resident spending market is projected to increase from \$148 million in 2021 to \$276 million by 2036 (in constant \$2021 dollars, including GST).
- Total floorspace demand generated by the resident market is estimated to grow from around 22,600 sq.m in 2021 to 34,800 sq.m in 2027. The proposed retail development at the subject site would account for 5.7% of retail floorspace demand by 2027, a minor share in the broader retail network.
- Over the longer term, the trade area will generate demand for an additional 17,400 sq.m between 2021 and 2036, reaching a total of 40,000 sq.m, whereby the subject site development would account for 5% of retail floorspace demand.
- Therefore, the proposed development, at 2,000 sq.m of retail floorspace, represents only a small proportion of total demand over the forecast period.

Table 4: Total Retail Floorspace Demand, 2021-2036

Total Resident Spend (\$M)	
2021	148
2026	213
2027	233
2031	254
2036	276
Average Trading Level (\$psm)*	
ATL (2021)	\$6,600
ATL (2026)	\$6,700
ATL (2027)	\$6,700
ATL (2031)	\$6,800
ATL (2036)	\$6,900
Supportable Floorspace Demand	
2021	22,557
2026	31,914
2027	34,848
2031	37,405
2036	39,983

\*Inflated at 0.5% p.a.

\*\*Includes 20% of floorspace demand to be generated from beyond trade area

Source: ABS; MarketInfo; Urbis

### 4.3. SUMMARY

In relation to the proposed inclusion of a supermarket and ground floor retail uses at the subject site we note the following

- The proposed supermarket will assist in addressing the substantial undersupply of supermarket floorspace within the Parramatta LGA
- There is sufficient future floorspace demand over the short, medium and long term to accommodate the proposed development on the subject site, which will account for only 5% of retail floorspace demand by 2036.
- Supermarket and ground floor retail facilities at the subject site will address an immediate need for future on-site residents by providing convenient top-up shopping amenity close to home and reducing the need for people to drive to undertake daily or top-up shopping.

## 5. TURNOVER & RETAIL IMPACT ASSESSMENT

This section of the report outlines the estimated turnover potential of the subject development as well as the estimated potential impacts on the surrounding hierarchy of centres.

### 5.1. SUBJECT SITE TURNOVER POTENTIAL

An impact assessment can provide a reasonable indication of the likely trading environment and average trading conditions which retailers are likely to operate within, and implications for likely turnover decline or turnover gain, on average, for the retailers involved. Because an impact assessment seeks to forecast how groups of people are likely to alter their shopping behaviour in response to a given change in the competitive environment, it is not possible to be so precise as to estimate exactly what will happen to each individual retailer, or each group of retailers in each location.

The impact on any one individual retailer, or any small group of retailers in a given location, would depend on many factors, some of which are within their control. For example, the impact of the proposed supermarket on the performance of existing supermarkets in the trade area will depend very much upon their competitive response (e.g. pricing policy, promotions, refurbishment etc.).

The actions which each of these retailers take will determine the eventual impact on each of them, and furthermore the actions which they each take will also determine the eventual impact on the other retailers involved.

All of these factors need to be kept in mind when considering the likely impact of any relocation and expansion of a retailer within the existing retail network. Existing retailers are not passive participants, but rather will play a major role in the eventual impact which they will experience.

Urbis' retail turnover forecast for the proposed centre is based on extensive benchmarking against the Urbis Retail Averages and our extensive experience in the assessment and evaluation of shopping centres and retail precincts throughout Australia and internationally.

The turnover forecast considers existing and proposed retail competition as well as key design factors associated with retail – location, car parking, proximity to public transport, exposure, accessibility and likely tenant mix.

To determine the subject site's potential turnover, the following assumptions were made:

- The residential component of the development will be delivered in 2026, with onsite retailers commencing a full year of trade in 2027
- Trade area population growth and retail spending is forecast as per Section 2.2 and 2.4
- The proposed development will proceed as described in this report, thereby providing residents, workers and visitors in the trade area with an enhanced level of retail provision compared to what is currently available
- The assessment takes into consideration the size and likely strength of the proposed development, having regard to the tenants, location considerations and the extent, composition and quality of competing retail facilities
- The on-site retail offer is expected to include a mix of food retailing, food catering, retail services and leisure/general tenancies. This assumed mix is tailored to the demand and convenience needs of future trade area residents and visitors and aims to create a balanced retail offer.

Table 5 shows the estimated composition and performance of the proposed development. Potential turnover is calculated by analysing the quantum of retail expenditure available in the trade area in relation to the current retail supply, and by carefully reviewing the design attributes of the development. All turnover figures are expressed in constant 2021 dollars and include GST.

Urbis estimates that in 2027, the proposed development may achieve sales in the order of \$15.3 million (in constant \$2021). Of this, the supermarket is expected to generate the majority of turnover with \$7.9 million at an average trading level of \$7,900 per square metre.

The food specialties, comprising liquor and food catering, are estimated to achieve around \$4.3 million in retail turnover, at an average of \$7,727 per sq.m. The non-food specialties, comprising a mix of leisure,

general and retail services, are estimated to achieve around \$3.2 million, trading at an average of \$7,000 per sq.m.

Table 5: Subject Site Retail Composition and Turnover, 2027

Tenants	GLA (sq.m)	Estimated Turnover	
		(\$M)	(\$/sq.m)
Supermarket	1,000	7.9	7,900
<b>Total Majors</b>	<b>1,000</b>	<b>7.9</b>	<b>7,900</b>
Liquor	150	1.7	11,000
Food Catering	400	2.6	6,500
<b>Food Specialties</b>	<b>550</b>	<b>4.3</b>	<b>7,727</b>
Leisure/General	300	2.1	7,000
Retail Services	150	1.1	7,000
<b>Non-Food Specialties</b>	<b>450</b>	<b>3.2</b>	<b>7,000</b>
<b>Total Retail Specialties</b>	<b>1,000</b>	<b>7.4</b>	<b>7,400</b>
<b>Total Retail</b>	<b>2,000</b>	<b>15.3</b>	<b>7,660</b>

Source: Urbis

Table 6: Subject Site Food and Non-Food Market Shares, 2027

	Market Size (\$M)			Turnover (\$M)			Market Share (%)		
	Food	Non-Food	Total Retail	Food	Non-Food	Total Retail	Food	Non-Food	Total Retail
Primary	116	88	204	5.9	1.8	7.7	5.1%	2.0%	3.7%
Onsite	16	12	29	3.5	1.1	4.6	21.5%	8.5%	15.9%
<b>Total Trade Area</b>	<b>133</b>	<b>101</b>	<b>233</b>	<b>9.4</b>	<b>2.8</b>	<b>12.3</b>	<b>7.1%</b>	<b>2.0%</b>	<b>5.3%</b>
Beyond				2.4	0.7	3.1	20.0%	20.0%	20.0%
<b>Total</b>				<b>11.8</b>	<b>3.5</b>	<b>15.3</b>			

Source: Urbis

As shown in Table 6, the proposed development is expected to achieve a market share of just 3.7% of the primary trade area and a 15.9% market share of onsite resident spending in 2027. Overall the subject development is estimated to achieve a 5.3% market share of available trade area spending in 2027.

In addition to trade area residents, the proposed development will also draw business from outside of the trade area. It is estimated that around 20% of the development's turnover will come from beyond the trade area. Trade from beyond the trade area is likely to be derived from a combination of sources including:

- Persons who work in the immediate area but live outside the trade area
- Broader Sydney residents who do not live within the trade area and are visiting friends or relatives
- Passing trade.



## 5.2. RETAIL IMPACT ASSESSMENT

For the purposes of this report "economic impact" on specific retail centres is defined to mean the probable change in retail turnover at various shopping centres resulting from the introduction of new competition in the form of a new or expanded/refurbished shopping centre.

The reduction in turnover relates to a reduced turnover relative to the status quo had been maintained (i.e. if the centre's competitive circumstances remained unchanged).

As discussed in this section, in our view it is appropriate to express the impact on particular shopping centres or activity centres as a percentage of their potential turnover in the opening year of the proposed centre, as well as comparing impacts with the estimated trading situation at each centre prior to the development occurring.

This latter measure is important because it shows the extent to which conditions prior to development will be sustained even after the impact of competitive developments, recognising that growth in the market, from population growth or real spending growth per capita, can offset in whole or part the effects of new competition.

Therefore, the relevant measures are two-fold:

- Turnover impact representing the reduction in turnover as a result of new competition, compared with turnover which would otherwise have been achieved by a particular centre under the status quo
- Turnover change represents the anticipated overall increase or decrease in turnover for a centre in the forecast year compared with the situation before development. This measure reflects the combination of the impact of new competitive developments, counteracted by any underlying growth in turnover which would be achieved by the centre anyway.

The effects of new competition on individual businesses are not a relevant planning consideration. The relevant consideration in planning terms relates to the ongoing ability of centres to continue to provide for the needs of the community which they serve, and to ensure that new development does not fundamentally undermine the viability and role of existing and planned centres.

Urbis continually monitors the performance of retail properties and is adept at identifying the strengths and weaknesses of particular centres using a range of performance indicators. Our expertise is demonstrated in the trust the industry places in us to create the annual Urbis Shopping Centre Benchmarks, the industry benchmark standard for comparing the turnover and rental performance of a range of shopping centres, based on analysis of approximately 440 shopping centres annually.

Turnover estimates for competing centres are derived from a number of sources including the Urbis Shopping Centre Benchmarks, the Shopping Centre Council Directory, Shopping Centre News "Big Guns, Little Guns and Mini Guns" reports.

Turnover growth for competing centres has been assessed having regard to:

- Market growth across the Parramatta and broader LGAs, based on population and per capita spending growth projections
- Potential for market share erosion for some centres due to broader competition from new development across the trade area as well as online trading effects
- The impact of the proposed retail developments within the trade area on existing centres
- The overall competitive positioning of each centre
- Long term growth trends for shopping centres.

Table 7 details the quantum of expenditure the proposed development is estimated to capture from competing centres and from other centres.

Table 7: Distribution of Potential Impacts, 2027 (\$2021, incl. GST)

	Retail Turnover (\$2021M)			Post Impact vs. Before Impact		Post Impact vs. Current	
	Current (2021)	Before Impact (2027)	Post Impact (2027)	(\$M)	(%)	(\$M)	(%)
<b>Existing Centres:</b>							
Carlingford Court + Carlingford Village	297.4	359.7	351.8	-7.9	-2.2%	+54.4	+18.3%
Eastwood Town Centre	216.9	271.8	270.4	-1.4	-0.5%	+53.5	+24.7%
North Rocks Shopping Centre	154.5	188.6	187.5	-1.1	-0.6%	+33.0	+21.4%
Epping Town Centre	97.1	122.5	121.9	-0.5	-0.4%	+24.8	+25.5%
Oatlands	4.2	5.1	5.1	-0.0	-0.2%	+0.9	+20.8%
<b>Proposed Centres:</b>							
Melrose Park		7.2	7.2	-0.0	-0.2%		
The Langston Epping		13.6	13.6	-0.0	-0.2%		
Eastwood Shopping Centre		85.3	85.1	-0.2	-0.2%		
Telopea Communities Plus		47.4	47.3	-0.1	-0.2%		
Other Centres				-4.0			
<b>Total Impact</b>				<b>-15.3</b>			

Source: Urbis

Table 7 demonstrates that:

- In its first full year of trading (2027), the proposed development is forecast to draw \$11.3 million from key centres and \$4.0 million (around 26% of total impact) from other centres across the Parramatta region and Greater Sydney.
- All impacts from the proposed development are no more than 2.2%, indicating that the subject development is unlikely to undermine the commercial viability of any of the existing or proposed centres listed.
- The total cumulative impact on identified centres is only in the order of 1.0%.
- While solid market growth is expected across the competitive centres, even if all identified centres grew at half the forecast market growth rate, the largest competitive impact would still only be 2.4%.
- In 2027, the total overall trading performance of existing centres will be significantly higher (18% to 26%) than 2021 levels in real \$2021 dollars (higher in nominal terms), even accounting for the proposed development, and the impacts of the opening of other competing retail developments.
- The remaining spending capacity of the on-site market (i.e. the 84.1% of spending that isn't captured by the subject site), at around \$24 million is greater than the total impact across all centres, showing that the residential component of the subject development is supporting increased spending across the broader market.
- The analysis confirms that there is sufficient growth within the market to accommodate the proposed development without adversely impacting the viability of existing and proposed retail centres, namely due to the substantial population growth forecast across the trade area and the moderate scale of proposed development.

### 5.3. SUMMARY

Therefore, the development of the proposed retail facility at the subject site will have no material or consequential impact on the surrounding network of centres, yet has positive benefits in terms of addressing undersupply, catering to future demand, creating amenity and economic benefits such as employment.

## 6. ECONOMIC BENEFITS ASSESSMENT

Property development projects provide economic benefits to a local economy and wider region during both the development phase and during the ongoing operation or working life of the project. Direct economic benefits during the development phase are identified in the form of expenditure, economic growth and employment benefits. These direct benefits in turn generate flow on (multiplier or indirect) benefits which also benefit the regional and state economies.

The Economic Benefit Assessment (EBA) uses REMPLAN to model the potential economic benefits associated with the proposed development. REMPLAN is an Input Output model that captures inter-industry relationships within an economy. It can assess the area's specific direct and flow on implications across industry sectors in terms of employment, wages and salaries, output and value added (Gross State Product).

The potential economic benefits of the proposed development have been quantified in terms of value-add expenditure generation and employment generation:

- **Expenditure Generation** – Estimation of the direct and indirect expenditure impacts resulting from the proposed development. This estimates value added expenditure impacts to the regional and state economies during both the development and operating phases
- **Employment Creation** – Estimation of the direct and indirect employment impacts resulting from the proposed developments. This estimates employment impacts using standard industry jobs per sq.m benchmarks and regional employment multipliers for New South Wales.

Key points regarding the workings and terminology of the model are as follows:

- REMPLAN uses either the value of investment or employment generation as the primary input. For this analysis, the value of total upfront investment has been used as the key input to assess the benefits of the construction phase, whereas future employment at the centre is the input to assessing the on-going economic benefits of the operational phase
- Outputs from the model include direct and indirect employment and value added (i.e. economic growth) generated through the project
- Employment generated includes all full-time and part-time jobs created over the life of the construction phase, or in terms of the on-going operations, total on-going jobs generated
- Both the direct and indirect benefits are modelled for employment and value added
- Direct refers to the effect felt within the industry where the investment is being made. For example, during the construction phase, new direct jobs are created within the construction industry.

Indirect effects are:

- Those felt within businesses that supply goods to the industries directly affected (industry effects)
- Those felt by businesses that benefit from the wages that are earned and spent by those employed within the industries directly affected (consumption-induced effects).

For the purposes of this analysis, consumption-induced effects have been excluded. Consumption-induced effects are prone to overstating the benefits of a particular investment as they overestimate the impact of wage and salary increases in the local economy. This is an accepted conservative industry practice.

The following sub-sections present a summary of benefits for these two phases. In our analysis we have assessed the net additional retail floorspace and subsequent economic benefits from the supermarket and specialty stores.

### 6.1. ECONOMIC & EMPLOYMENT BENEFITS

#### 6.1.1. Construction Phase

It is estimated that the retail component of the proposed development will have a 1-year construction period, with completion estimated for 2027. The proposed development is estimated to require project expenditure of approximately \$8.8 million during construction.

Based on economic modelling using REMPLAN, Table 8 shows that the construction of the retail development would generate 42 total jobs, including multiplier effects, over the construction period, including 17 direct jobs and 25 indirect jobs. Most of the new direct jobs will be in the construction sector. Indirect jobs associated with the construction are expected to be mostly in manufacturing.

The significant capital investment required for the construction of the proposed development will generate significant uplift in economic activity. We have used the REMPLAN model to assess the potential economic contributions of the construction of the proposed development in terms of Gross Value Added (GVA).

The construction phase will generate a total GVA of \$6.6 million to the NSW economy during the 1-year construction period, including \$2.6 million in direct GVA and \$4 million in indirect GVA.

Table 8: Construction Employment Generation and Gross Value Added

	Direct	Indirect	Total
<b>Project Expenditure (\$M)</b>	\$8.8	-	<b>\$8.8</b>
<b>Avg Employment Per Annum (Total Jobs)</b>	17 jobs over 1 year	25 jobs over 1 year	<b>42 jobs over 1 year</b>
<b>Value Added (\$M)</b>	\$2.6	\$4.0	<b>\$6.6</b>

Source: REMPLAN Economy; Urbis

### 6.1.2. Operational Phase

Table 9 shows that, upon completion of the development, the ongoing operations will support new jobs and generate value added to the economy. The ongoing phase will generate a total net increase of 76 jobs, including 63 direct and 13 indirect jobs. Direct jobs are associated with the future retail uses on the subject site.

The operation of the proposed development also has the potential to deliver \$7 million in direct and indirect annual gross value add to the economy, comprising \$4.7 million in direct annual GVA and \$2.3 million indirect annual GVA.

	Direct	Indirect	Total
<b>Avg Employment Per Annum (Total Jobs)</b>	63	13	<b>76</b>
<b>Avg Value Added Per Annum (\$M)</b>	\$4.7	\$2.3	<b>\$7.0</b>

Source: REMPLAN Economy; Urbis

## 6.2. OTHER ECONOMIC BENEFITS

Providing choice and convenience to consumers is a key consideration in the requirement for new retail space and other uses. Demand for floorspace is not simply a function of relative floorspace provision. Community benefit is created through increased convenience and choice in the type of stores/uses offered, and the range of goods and services able to be provided through the provision of multiple options.

The proposed development would enhance local residents' choice by providing greater breadth and depth of convenience retail and food and beverage facilities.

An outcome of the additional retail floorspace, is increased competition amongst retailers within the area, thus possibly leading to enhanced service levels and better-quality offerings that provide an improved experience for consumers. This strengthens the overall retail offer across all centres / precincts and acts as a catalyst for ongoing investment and improvement of centres generally, to the benefit of the broader community.

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**Rafael Morrissey**

**From:** Matthew Lennartz <matthewl@meriton.com.au>  
**Sent:** Wednesday, 20 April 2022 11:40 AM  
**To:** Jennifer Concato  
**Cc:** Rafael Morrissey; David Birds; Annette Crkovski; Bianca Lewis; Walter Gordon; Li-Eng Wong  
**Subject:** Offer to enter into a Planning Agreement (PP-2021-6314)  
**Attachments:** VPA diagrams\_Carlingford.pdf; Carlingford VPA R1 (QS).pdf  
**Importance:** High

\*\*\*[EXTERNAL EMAIL] Stop and think before opening attachments, clicking on links or responding. \*\*\*

Dear Jennifer,

I act on behalf of Karimbla Properties (No 61) Pty Ltd (KP61) who is the owner/developer of the subject site and is a wholly owned subsidiary of the Meriton Group.

KP61 is pleased to make an offer to enter into a Planning Agreement with the City of Paramatta Council in association with the Planning Proposal (PP) for Additional Permitted Uses (APU) at 263-271 Pennant Hills Road and 18 Shirley Street, Carlingford (Site). The focus of the APU PP is to allow a more diverse range of retail and business premises on the site which are currently restricted to neighbourhood shops under the existing zoning.

The key objectives and intended outcomes of the APU PP are:

- To ensure that the development remains consistent with the existing R4 zone objectives, which allows for a variety of uses to meet the daily needs of residents.
- Stimulate re-activation of a significant site that is presently vacant and underutilised.
- Provide small scale convenience-based retail and other complementary uses that provide services directly to the public which is a key amenity driver and a critical component to support future residents.
- Cap the amount of APU land uses to ensure their role is complementary and primarily serves the anticipated future residents and visitors to the site (and to either manage or avoid any negative impacts).
- Facilitate land uses that activate the site with a key focus on the development's interface with the RE1 Public Recreation Zone that centrally bisects the site and would otherwise lack public appeal.
- To not derogate from the role and function of the adjoining Carlingford Town Centre by imposing a floor space cap on the additional permitted uses.
- To better respond to the site's unique scale within the Carlingford Precinct and proximity to the Parramatta Light Rail and location on a central axis of public open space providing direct access to the Carlingford Station for the broader precinct.

Overall the APU PP is relatively modest in terms of planning changes given there is no proposed changes to primary planning controls (i.e. zoning, FSR or height) and it simply enables a broader range of non-residential uses on the Site which is consistent with the zone objectives. Furthermore, the proposed APU is capped at 2,000m<sup>2</sup> to manage and moderate any perceived negative impacts (i.e. traffic, economic) which we understand have been assessed by Council and determined to be satisfactory.

As per the submitted documentation to support the APU PP and discussions with Council, we are firmly of the view that the APU PP meets all strategic and site specific merit tests to proceed. However we have been advised by Council that an offer to enter into Planning Agreement is required for the APU PP to proceed to the Local Planning Panel for consideration.

Accordingly, the offer to enter into a Planning Agreement recognises that the successful outcome of the PP may result in a greater desire to utilise Councils' planned pedestrian and cycle network that connects the development site with the Carlingford Station of the Parramatta Light Rail project which is currently under construction. Accordingly, the Offer is focused on the delivery of a missing portion of the planned network which will improve connectivity for the Site and broader precinct.

The offer is outlined below and we trust that this will be considered to be more than adequate given the context of the APU PP being proposed.

The offer is predicated on the basis that this is the last matter that the Council staff require to support the progression of the proposal to the next Local Planning Panel meeting in May 2022 with a recommendation that the Planning Proposal proceed.

#### **Parties:**

- Developer – Karimbla Properties (No.61) Pty Ltd (ABN 46 622 383 733)
- Guarantor – Meriton Properties Pty Ltd (ABN 49 000 698 626)
- Council – City of Parramatta Council
- Site – 263-271 Pennant Hills Road and 18 Shirley Street, Carlingford (Lot 1 DP 1219291, Lot 22 DP 21386, Lot 2, 3 & 4 DP 9614, Lot 61 & 62 DP 819136, Lot 1 DP 531044)
- Subject Application – PP-2021-6314

#### **Purpose:**

The purpose of the Offer is to enter into a Planning Agreement with the Council to deliver a part of the planned cycle/pedestrian network on public land adjacent to the Site that will improve connectivity and access to the Parramatta Light Rail for the wider Carlingford precinct and surrounding neighbourhood.

#### **Obligation/Public Benefit:**

The Developer will, without charge to the Council and without offset from Developer Contributions, deliver a missing portion of the broader pedestrian/cycle network within public land from Shirley Street through the Shirley Street Reserve to the Active Transport Link (ATL) that connects to the Carlingford Light Rail Station. The offer is based on Council's representations/requests and it includes works within the Shirley Street road reserve (including a pedestrian crossing) and Shirley Street Reserve but excludes any work along the frontage of the Site or adjoining properties on Shirley Street or Pennant Hills Road. The concept Design is provided in the attached drawings.

Other pedestrian/cycle links discussed with the Council on the frontage of the Site and other properties in Shirley Street and Pennant Hills Road will be addressed as part of the Development Application with appropriate credits given where necessary given these works are included in the Carlingford Contributions Plan.

#### **Benefits**

The offer will:

- Deliver a critical link in the broader pedestrian/cycle network that has been identified in Council's public domain and local infrastructure planning
- Increase pedestrian accessibility and mobility around the Carlingford Precinct (including the Site) and to the Carlingford Light Rail station
- Allow Council to reallocate collected funds for these works to deliver other critical infrastructure under the Contributions Plan
- Supplement the benefits of the Planning Proposal to allow a small, accessible, local centre to be delivered on this site that will serve the broader community

#### **Value**

We have estimated the value of the Offer (construction costs of the link) to be in the order of **\$687,866.70** as outlined in the attached QS Report. Given the planning change proposed by the APU PP is relatively modest, has negligible technical impacts, aligns with key strategic planning policies and it will deliver better urban design, place-making and community outcomes than the existing planning controls, the value is considered adequate.

### Timing

It is proposed that the Link would be completed prior to the an Occupation Certificate being issued for the APU within the Site. Provisions should also be included to allow the Developer and Council (both parties acting reasonably) to mutually agree to a different time subject to the consideration of the construction sequencing of the development and the delivery of the broader pedestrian/cycle network around the Site.

### Security

Security will be provided by way of:

- Meriton Properties Pty Ltd being a part to the Planning Agreement as a Guarantor for the Developer. Meriton Properties is the parent company of the Meriton Group and this has been agreed with our recent Planning Agreement at 180 George Street, Parramatta.
- The final Planning Agreement being promptly registered on the respective titles of the Site (excluding any future allotments created by a strata plan apart from common property lots)
- The Developer acknowledging that the Council has a caveatable interest in the Land and not objecting to Council applying a caveat on the Land once the Planning Agreement is executed and only until such time as the Planning Agreement is registered on the titles of the Land.
- The appropriate application of conditions on the associated Development Consent (i.e. The future DA that enables the APU)

We trust this is satisfactory and we look forward to ongoing support for the APU PP and this Offer to enter into a Planning Agreement.

Please contact the undersigned should you wish to discuss this matter any further.

Kind Regards

**Matthew Lennartz**  
Executive Manager - Planning and Government



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**Project :** CARLINGFORD, 263-271 & 277-281 Pennant Hills Rd  
**Date :** 28-Mar-2022

Item	Description	QTY	UNIT	RATE	TOTAL
<b>1</b>	<b>LINK PATH</b>				
<b>1.1</b>	<b>GENERAL</b>				
	Site establishment and coordination. (Roadworks, Stormwater, Electrical)		Incl.		\$ -
	Provision for traffic control including all signage, lane & detour markings.		Incl.		
	Allowance for surveyor		Incl.		
	Compaction Testing & Reporting	949.73	m2	\$ 2	\$ 1,899
	Allowance for sediment control & maintain for the duration of the contract.	1	Item	\$ 1,000	
					<b>\$ 1,899.46</b>
<b>1.2</b>	<b>CLEARING &amp; DEMOLITION</b>				
	Demolition of Kerb & Gutter	6	m	\$ 50	\$ 300.00
	Demolition of Footpaths & Crossings	7.2	m2	\$ 25	\$ 180.00
	Demolition of Road Asphalt	38.64	m2	\$ 25	\$ 966.00
	Tree Removal		N/A		\$ -
					<b>\$ 1,446.00</b>
<b>1.3</b>	<b>GROUNDWORKS</b>				
	Allowance to excavate, cart & dispose of 300mm topsoil as GSW Special	284.919	m3	\$ 540	\$ 153,856
	Trim, regrade to required contours and compact	949.73	m2	\$ 6	\$ 5,698
	Import certified Fill		m3		\$ -
	Compact subgrade	949.73	m2	\$ 5	\$ 4,749
					<b>\$ 164,303.29</b>
<b>1.4</b>	<b>STORMWATER</b>				
	Excavation				
	Trench Excavation for Drainage :[164 m]		m3	\$ 80	\$ -

MERITON QS DEPARTMENT

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**Project :** CARLINGFORD, 263-271 & 277-281 Pennant Hills Rd  
**Date :** 28-Mar-2022

Item	Description	QTY	UNIT	RATE	TOTAL
	Supply & compact with suitable material for Bedding. (100mm)		m3	\$ 35	\$ -
	Supply & compact with suitable material for Haunch & subsoil drainage.		m3	\$ 35	\$ -
	Supply & compact with suitable material for Overlay Zone.		m3	\$ 35	\$ -
	Backfill with previously excavated material.		m3	\$ 25	\$ -
	Load, Cart & Disposal of residual material off site as GSW-R.		m3	\$ 162	\$ -
	<u>Pipework</u>				
	Stormwater Line - 450 Dia Class 4 RRJ		m	\$ 450	\$ -
	Stormwater Line - 375 Dia Class 4 RRJ		m	\$ 400	\$ -
	100mm dia subsoil drain with fabric sock behind kerb.		m	\$ 50	\$ -
	<u>Rain Gardens</u>				
	Construction of Rain Gardens including Filtration Backfill, Rock Mulch, slotted uPVC pipe.		No.	\$ 7,500	\$ -
	<u>Pits</u>				
	Existing Kerb inlet pit to be replaced with sealed lid.	1	No.	\$ 5,000	\$ 5,000
	Kerb Inlet / Gully Pit (Pit A2, A3, A4, A5, A6, J1, K1)		No.	\$ 5,000	\$ -
	Connection into Trunk Drainage (A8, C1, D1)		No.	\$ 5,000	\$ -
	CCTV Inspection upon Completion		m	\$ 10	\$ -
				\$	\$ 5,000.00
<b>1.5</b>	<b><u>OTHER UTILITIES / CLASHES</u></b>				
	Sewer pit lids		No.	\$ 5,000	\$ -
	Telstra Pits		No.	\$ 5,000	\$ -
	Power Poles		No.	\$ 5,000	\$ -
	New light poles to bike path	10	No.	\$ 12,500	\$ 125,000
				\$	\$ 125,000.00
<b>1.6</b>	<b><u>PAVEMENTS</u></b>				
	Bike Path				
	150 thick DGB20 (Basecourse)	278.38	m2	\$ 30	\$ 8,351

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**Project :** CARLINGFORD, 263-271 & 277-281 Pennant Hills Rd  
**Date :** 28-Mar-2022

Item	Description	QTY	UNIT	RATE	TOTAL
	Plastic Membrane	278.38	m2	\$ 5	\$ 1,392
	110mm thick Concrete (32MPa Broom Finish with 1 Layer SL72 mesh)	278.38	m2	\$ 145	\$ 40,365
	Paint Finish	278.38	m2	\$ 30	\$ 8,351
	<u>Pedestrian Pathway</u>				
	150 thick DGB20 (Basecourse)	409.98	m2	\$ 30	\$ 12,299
	Plastic Membrane	409.98	m2	\$ 5	\$ 2,050
	110mm thick Concrete (32MPa Broom Finish with 1 Layer SL72 mesh)	409.98	m2	\$ 145	\$ 59,447
	Porphyry Banding		m2	\$ 450	\$ -
	<u>Pedestrian Crossing</u>				
	New pedestrian crossing	42	m2	\$ 180	\$ 7,560
	<u>Kerb &amp; Gutter</u>				
	Concrete Kerb & Gutter.		m	\$ 140	\$ -
	Concrete Kerb Only.		m	\$ 80	\$ -
	Concrete Dish Drain.		m	\$ 160	\$ -
	<u>Other</u>				
	Extra over for Pram Ramps		No.	\$ 550	\$ -
	Extra over for Driveway Laybacks.		No.	\$ 900	\$ -
				\$	\$ 139,816.20
<b>1.8</b>	<b><u>SIGNS &amp; LINE MARKING</u></b>				
	Line Marking	95	m	\$ 9	\$ 855
	Signs: Give Way Sign, Parking, Stopping, etc	7	No.	\$ 350	\$ 2,450
				\$	\$ 3,305.00
<b>1.8</b>	<b><u>LANDSCAPING</u></b>				
	<u>Turf Areas</u>				
	Turf underlay to 300mm.	78.411	m3	\$ 60	\$ 4,705
	Supply & Install Turf (by roll) to street verges	261.37	m2	\$ 15	\$ 3,921

MERITON QS DEPARTMENT

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Project : CARLINGFORD, 263-271 & 277-281 Pennant Hills Rd  
 Date : 28-Mar-2022

Item	Description	QTY	UNIT	RATE	TOTAL
	<b><u>Median Strip &amp; Rain Gardens</u></b>				
	Garden mix to 300mm. :		m3	\$ 60	\$ -
	Mulch to 75mm		m3	\$ 60	\$ -
	Shrubs & Groundcovers (say 4/m2)		No.	\$ 20	\$ -
	Street Trees		No.	\$ 2,500	\$ -
	<b><u>Other</u></b>				
	Irrigation System		Excl.		
	Maintenance 52 weeks		weeks	\$ 125	\$ -
	<b><u>Furniture</u></b>				
	Bench Seat		Excl.		
	Bin		Excl.		
	Bike Rack		Excl.		
	Bubbler		Excl.		
				\$	8,625.21
<b>1.90</b>	<b><u>Preliminaries, Design and Overheads</u></b>				
	On Site Preliminaries (15%)	1	Item	\$ 67,409	\$ 67,409
	Consultants / Design Fees (10%)	1	Item	\$ 51,680	\$ 51,680
	Contingency (5%)	1	Item	\$ 56,848	\$ 56,848
	Head Contractor Overheads & Profit (15%)	1	Item	\$ 62,533	\$ 62,533
	Goods & Services Tax (Excluded)		Excl.		
				\$	238,471.54
	<b>TOTAL</b>			\$	687,866.70

