

SYDNEY WEST CENTRAL PLANNING PANEL

Panel Reference	2017SWC064			
Number	20173770004			
Section 96 Number	2016/127/2			
	Cumberland Council			
Local Government	Cumpenana Councii			
Area				
Proposed	Section 96(2) modification seeking internal and external			
Development	alterations to an approved mixed use development			
Street Address	233, 249 – 259 Merrylands Road, and 52 – 54 McFarlane Street,			
	Merrylands			
Applicant	Stockland Development Pty Ltd			
Owner	Stockland Merrylands Court Pty Ltd			
Number of	One (1)			
Submissions	,			
Regional	Section 96(2) Application to Regional Development Application			
Development Criteria	2016/127/1 as listed on the JRPP Website			
(Schedule 4A of the				
Act)				
List of All Relevant	State Environmental Planning Policy (State and Regional			
s79C(1)(a) Matters	Development) 2011			
, , , , , , , , , , , , , , , , , , , ,	State Environmental Planning Policy No. 55 – Remediation of			
	Land			
	State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004			
	State Environmental Planning Policy No. 65 – Design Quality			
	of Residential Apartment Development			
	Sydney Regional Environmental Plan (Sydney Harbour			
	Catchment) 2005			
	Holroyd Local Environmental Plan (LEP) 2013			
	Holroyd Development Control Plan (DCP) 2013			
Recommendation	Approval			
Report by	William Attard, Senior Planner – Cumberland Council			
Meeting date	15 March 2018			
g date	10 1101 2010			





Figure 1 – Perspective of Eat Street, looking South (Source: Turner 2017)



Figure 2 – Perspective from McFarlane Street, looking South (Source: Turner 2017)





Figure 3 – Perspective from Merrylands Road, looking North-West (Source: Turner 2017)



Figure 4 – Cnr Treves Street & Merrylands Road, Looking North-East (Source: Turner 2017)



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ATTACHMENTS

Attachment 1 – Development Application Plans

Attachment 2 – Draft Notice of Determination



1 Executive Summary

- 1.1 Council is in receipt of a Section 96(2) from Stockland Development Pty Ltd seeking approval for internal and external alterations to an approved mixed use development at 233, 249 259 Merrylands Road, and 52 54 McFarlane Street, Merrylands. The Development Application Plans are provided as **Attachment 1** to this report.
- 1.2 Development Application 2016/127/1 was approved by the Sydney West Central Planning Panel at its meeting of 21 December 2016, for demolition of existing structures; construction of 5 mixed use building ranging in height between 10 and 17 storeys over 2 separate basements ranging between 2 and 5 levels accommodating a total of 562 residential units; 7,876m² of commercial floor; 742 car parking spaces; construction of a new road; and Torrens subdivision into 5 lots.
- 1.3 The main changes sought via the subject Section 96 are as follows:-
 - Amendments to the retail area on the ground level;
 - Reduction of 1 storey to Building A from 17 to 16 storeys through the removal of the double height first floor retail level;
 - Reduction in the retail parking provision of 20 car spaces to reflect reduced retail floor area in Building A with total parking reduced from 742 to 735 spaces;
 - Minor updates to all residential levels, including minor changes to the apartment mix; and
 - Removal of roof top terrace from Building C.
- 1.4 The site is affected by Stormwater Overflow and the 1% Annual Exceedance Probability Flood. The development has been assessed by Council's Development Engineer to be acceptable.
- 1.5 The proposed development constitutes 'Nominated Integrated Development', pursuant to the Water Management Act 2000 for aquifer inference, requiring approval from Water NSW, which has been granted. The land is also affected by an existing Sydney Water Drainage channel, to which Sydney Water have raised no concerns.
- 1.6 The Development Application was notified for a period of 30 days from 24 May 2017 to 23 June 2017, during which time one submission was received, raising concerns with visual privacy and solar access.
- 1.7 The site is zoned B4 Mixed Use pursuant to the Holroyd Local Environmental Plan (LEP) 2013. *Shop top housing*, is permissible with development consent.
- 1.8 The proposal is consistent with the aims and objectives of State Environmental Planning Policy (State and Regional Development) 2011, State Environmental Planning Policy No. 55 (Remediation of Land), State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004, State Environmental Planning Policy No. 65 Design Quality of Residential Apartment Development, Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005, Holroyd Local Environmental Plan (LEP) 2013, and Holroyd Development Control Plan (DCP) 2013.
- 1.9 The Development Application was referred externally to Water NSW, Sydney Water, and Roads and Maritime Services, and internally to Council's Development Engineer, Traffic Engineer, Landscaping and Tree Management Officer, Heritage Consultant, Strategic Planner, Urban Designer, Environmental Health Officer, Resource Recovery Officer, and Rates Officer, to which no concerns have been raised.



- 1.10 The proposed development has been assessed against the relevant matters for consideration pursuant to Section 79C of the Environmental Planning and Assessment Act, 1979, including likely impacts, the suitability of the site for the development, and the public interest, and the proposed development is considered appropriate.
- 1.11 This report provides a brief commentary on compliance with all relevant legislation. The officer's detailed assessment report is located on the file.
- 1.12 In light of the above, it is recommended that the Sydney West Central Planning Panel Approve the Development Application, subject to the Draft Notice of Determination provided at **Attachment 2**.

2 Site and Context

- 2.1 The subject site is located within the Merrylands Town Centre opposite Stockland Shopping Centre and approximately 350m from Merrylands Train Station.
- 2.2 The town centre and the subject site enjoy vehicular access to the surrounding regional road network of the M4 Motorway and Great Western Highway via Neil Street and Woodville Road or Merrylands Road and Cumberland Highway.
- 2.3 The subject site is known as Lots 5 to 8, DP 244047; Lot 12, DP 1178575; Lots 9 and 10, DP 244047; Lots 22 and 25 to 29, Section A, DP 7916; Lot 10, DP 814298; and Lot 5, DP 17401, also known as 233, 249 259 Merrylands Road, and 52 54 McFarlane Street, Merrylands.
- 2.4 The land is an irregular L-shaped lot, and has a frontage of 95.85m to McFarlane Street, 78.75m to Treves Street and 165.86m to Merrylands Road. The total site area is 12,418.3sqm, and is illustrated in Figure 5 below:



Figure 5 – Location Map (Source: Cumberland Council, 2018)



- 2.5 The topography of the development site is generally flat, with a slight fall from south to north. The land is affected by Stormwater Overflow and the 1% AEP flood event and contains an existing Sydney Water drainage culvert that drains to the open channel within the Council owned car park.
- 2.6 The subject site is zoned B4 Mixed Use pursuant to Holroyd Local Environmental Plan (LEP) 2013 as shown in Figure 6 below:

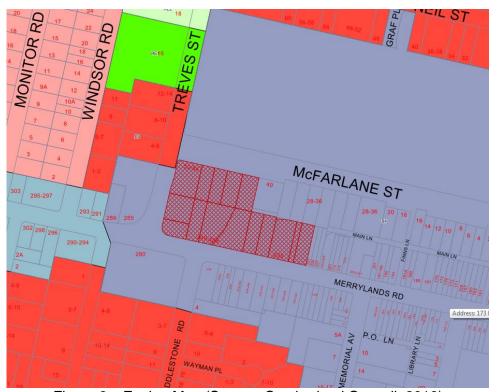


Figure 6 – Zoning Map (Source: Cumberland Council, 2018)

2.7 The subject site currently contains existing retail and business premises and at-grade retail car parking. The land is bound by McFarlane Street and Council owned car park to the north, Treves Street to the west, Merrylands Road to the south and existing commercial premises to the east at 231 Merrylands Road and 40 McFarlane Street constructed to the boundary with blank walls. Figure 7 below illustrates an aerial perspective of the site and the general surrounds:





Figure 7 – Aerial Photo (Source: Cumberland Council, 2018)

- 2.8 The area surrounding the site is predominately characterised by the existing Stockland Shopping Centre to the immediate north; 4 storey mixed-use development to the west; 9 storey mixed-use development under construction to the south; and established 2 storey commercial premises to the south and east.
- 2.9 The subject site is located within the vicinity of 3 heritage items, which are as follows:-
 - 285 Merrylands Road, Merrylands Electrical Substation (Item No. 168);
 - 289 Merrylands Road, Merrylands Merrylands School of Arts Community Building c. 1917 1925 (Item No. 169); and
 - 7 Memorial Avenue, Merrylands Merrylands Uniting Church Inter War Church c. 1928 (Item No. 167).



Figure 8 below illustrates the location of the heritage items listed above:



Figure 8 – Heritage Map (Source: Cumberland Council, 2018)

3 Background

- 3.1 On 23 September 2016, the former Holroyd City Council approved Development Application 2016/148/1 for demolition of existing commercial building (former BBC building), to allow the Stage 1 dedication of proposed Lot 5 under Development Application 2016/127/1 to enable the western extension of Main Lane proposed by Council up to and including the land acquired to the rear of 40 McFarlane Street.
- 3.2 On 20 January 2017, the former Holroyd City Council approved Development Application 2016/127/1 for demolition of existing structures; construction of 5 mixed use building ranging in height between 10 and 17 storeys over 2 separate basements ranging between 2 and 5 levels accommodating a total of 562 residential units; 7,876m² of commercial floor; 742 car parking spaces; construction of a new road; and Torrens subdivision into 5 lots.

4 The Proposal

4.1 The proposal is for internal and external alterations to an approved mixed use development. The following commentary has been provided within the Applicant's Statement of Environmental Effects:-

The application seeks approval for internal and external modifications to facilitate the following primary amendments:

- Amendments to retail planning on ground level.
- Reduction of 1 storey of Building A from 17 to 16 storeys by the removal of the double height first floor retail level.



- Reduction in retail parking provision of 20 car spaces to reflect reduced retail floor area in Building A with total parking reduced from 742 to 735 spaces.
- Minor updates to all building in residential levels including minor change to apartment mix.
- Roof plant changes to screened plant areas.
- Minor updates to the screen and spandrel elements on the elevations.
- Removal of roof top terrace from Building C.
- Adjust awnings to be 600 setback from kerb.

The proposal also seeks consent to amend Condition No. 14 in relation to the applicable Section 94 contribution to reflect the amended proposal.

4.2 Specific details of the approved and modified development are as follows:

	Building A	Building B	Building C	Building D	Building E
No. of Storeys /	Proposed	14 storeys /	Part 12 / Part	16 storeys /	15 storeys /
Height in	16 storeys /	52.8 metres	10 storeys /	59.1 metres	54.4 metres
metres	60.55 metres		45.8 metres		
	Approved				
	17 storeys /				
	64.2 metres)				
No. of Units /	Proposed	Proposed	Proposed	Proposed	Proposed
Unit Mix	118 units	81 units	98 units	136 units	129 units
	30 x 1 b/r	28 x 1 b/r	27 x 1 b/r	54 x 1 b/r	51 x 1 b/r
	82 x 2 b/r	51 x 2 b/r	71 x 2 b/r	77 x 2 b/r	73 x 2 b/r
	6 x 3 b/r	2 x 3 b/r		5 x 3 b/r	5 x 3 b/r
	Approved	Approved	Approved	Approved	Approved
	118 units	81 units	98 units	136 units	129 units
Orientation	Northern	Northern and	Western and	Southern	Southern
	aspect to	Western	Southern	aspect to	aspect to
	McFarlane St	aspects to	aspects to	Merrylands Rd	Merrylands Rd
		McFarlane St	Treves St and		
		and Treves St	Merrylands Rd		
Adaptable	0	33 (41%)	29 (30%)	31 (23%)	20 (16%)
Solar	Proposed	68 (84%)	63 (64.3%)	Proposed	Proposed
	87 (73.7%)			83 (61%)	95 (73.6%)
	Approved			Approved	Approved
	89 (75.4%)			82 (60.3%)	93 (72.1%)
Natural	35 (62.5%)	31 (59.6%)	Proposed	40 (52.6%)	40 (51.3%)
Ventilation			63 (80.8%)		
			Approved		
			58 (74.4%)		

Commercial Component

Development Application 2016/127/1 incorporated 7,028sqm of Gross Leasable Area (GLA) or 7,876sqm of commercial Gross Floor Area (GFA), with 5,566sqm GLA at the ground floor levels of Building A to E and 1,461sqm GLA at the first floor level of Building A.

The subject application reduces the extent of GLA and commercial GFA by removing the portion of commercial on the first floor level of Building A, providing a total of 6,147sqm GLA and 6,190.7sqm of commercial GFA.



Residential Component

A total of 562 residential units were approved under Development Consent 2016/127/1 with the following unit mix:

- 192 x 1 bedroom units or 34.16%;
- 354 x 2 bedroom units or 62.9%; and
- 16 x 3 bedroom units or 2.8%.

The subject application continues to provide 562 residential units, however, the mix has changed as follows:-

- 190 x 1 bedroom units or 33.8%;
- 354 x 2 bedroom units or 62.9%; and
- 18 x 3 bedroom units or 3.2%.

Communal Open Space

Development Application 2016/127/1 included both podium level and roof-top communal open space, as follows:-

- Building A 373sqm provided at Level 3 with soft and hard landscaping and seating.
- Buildings B & C 1,711.7sqm provided at Level 1 and Level 1 roof-top incorporating soft and hard landscaping, tables and seating, internal communal gym facility, pergolas, BBQ facilities, shaded areas, amenities and maintenance facilities.
- Building D & E 1347.2sqm provided at Level 1, incorporating soft and hard landscaping, tables and seating, pergolas, BBQ facilities, amenities and storeroom.

The total communal open space provided was 3,431.9sqm, equivalent to 27.6% of the site area.

The subject application limits the communal open space area to Level 1 across Buildings A, B, C, D & E, with a total communal open space provided of 3,104.5sqm, equivalent to 25.06% of the site area, which remains compliant with the requirements of the Apartment Design Guide.

Built Form

Development Application 2016/127/1 was approved with a built form comprising 3 storey street wall (podium) heights built to the property boundaries, with 7 to 14 storey residential towers above. The residential towers above provide variable 5m to 6m front setbacks to the street, 8m rear setbacks to the laneway opposite adjoining properties and variable 8.6m to 12m side setbacks to the eastern property boundaries. An overall FSR of 4.4:1 was approved, which was significantly less than the potential overall floor space due to a cap on residential floor space. The proposal gained approved for a redistribution of residential floor space across the site under a Clause 4.6 request, which had no net increase. The Development Application also gained approval for a 44% variation to the maximum building height due to a displacement of floor space from the provision of an additional laneway through the site, which was not required under the Holroyd DCP 2013, and the design of a



slimmer, taller built form for improved amenity, streetscape appearance and activated frontages.

The development was designed such that each façade provided visual interest and variety in architectural articulation. The base for each building being well-defined, maintaining a consistent podium level throughout, utilising clear glazing with a light coloured irregular cladding treatment, 5m to 6m ground level ceiling heights and continuous awnings to activate the street frontages. The towers above were designed to be generally recessive in tone, treated with darker coloured irregular cladding, but punctuated with solid balcony elements of lighter coloured horizontal banding.

The subject application maintains the 3 storey podium height throughout the development, and setbacks as above, however, the proposal reduces the height of the residential towers to the range of 7 to 13 storeys above the podium. The overall FSR has been reduced to 4.16:1, and the extent of variation to the maximum building height has been reduced to 43.5%.

The development maintains visual interest and variety in its design, maintaining the consistent podium, clear glazing, irregular cladding, continuous awnings to the base of the building, and recessive towers above.

Car Parking

Development Application 2016/127/1 gained approval for 2 basements containing a total of 742 parking spaces. The development provided a contribution for 43 retail car spaces offsite, being 30% of the retail car parking requirement, in accordance with Holroyd Section 94 Contributions Plan 2013.

The subject application reduces the number of parking spaces overall to 735 spaces, with 655 residential parking spaces and 80 retail parking spaces. The development remains compliant with the relevant parking requirements under the Apartment Design Guide and Holroyd DCP 2013. The number of retail car parking spaces required offsite has been reduced to 41 spaces, and the Section 94 Contribution condition has been amended accordingly within the Draft Notice of Determination.

Access Arrangements

The subject application does not alter the access arrangements for the site.

Servicing

The subject application does not alter the servicing arrangements for the site.

Subdivision and Staging

The subject application does not alter the approved subdivision for the site.



5 Planning Controls and Comments

- 5.1 The planning controls that relate to the proposed modifications are as follows:
 - a. State Environmental Planning Policy (State and Regional Development) 2011

Development of a type that is listed in Schedule 4A of the Environmental Planning and Assessment Act, 1979 is defined as 'Regional Development' within the meaning of State Environmental Planning Policy (SEPP) (State and Regional Development) 2011. Such applications require a referral to the Sydney West Central Planning Panel for determination.

Development Application 2016/127/1 constituted 'Regional Development' as it had a Capital Investment Value (CIV) of \$238,370,000 which exceeds the \$20 million threshold. As per the JRPP website, modification applications for Regional Development under Section 96(2) of the Environmental Planning and Assessment Act, 1979, are to be considered by the Sydney West Central Planning Panel.

While Council is responsible for the assessment of the Development Application, determination of the Application will be made by the Sydney West Central Planning Panel.

b. <u>State Environmental Planning Policy No. 55 (Remediation of Land)</u>

SEPP 55 aims to provide a state wide planning approach to the remediation of contaminated land. Where contamination is, or may be present, the SEPP 55 requires a proponent to investigate the site and provide the Consent Authority with the information to carry out its planning functions.

Council's Environmental Health Officer has reviewed the application, and raises no concerns, as the development does not alter the previous conclusions made under Development Application 2016/127/1 related to contamination and site suitability.

c. <u>State Environmental Planning Policy (Building Sustainability Index: BASIX)</u> 2004

A BASIX Certificate has been lodged as a part of the Section Application. The BASIX certificate indicates that the development has been designed to achieve the required water, thermal comfort and energy scores.

d. <u>State Environmental Planning Policy No. 65 – Design Quality of Residential Apartment Development</u>

SEPP 65 and the associated Apartment Design Guide (ADG) apply to the assessment of the subject application as it includes residential flat buildings that are 3 storeys or more in height and contain more than 4 dwellings each. The Development Application has been accompanied by a Design Verification Statement from a Registered Architect.

Clause 28 of the SEPP requires a Consent Authority to take into consideration the provisions of the ADG in the assessment of any Development Application. The proposed development has been assessed to comply with the



requirements of SEPP 65 and the ADG. A detailed assessment against all other provisions of the ADG has been undertaken, and is located within the file.

e. <u>State Regional Environmental Plan (Sydney Harbour Catchment) 2005</u>

The subject site is identified as being located within the area affected by the Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005. The proposed development raises no issues as no impact on the catchment is envisaged.

Note: The subject site is not identified in the relevant map as land within the 'Foreshores and Waterways Area' or 'Wetland Protection Zone', is not a 'Strategic Foreshore Site' and does not contain any heritage items. Hence the majority of the State Regional Environmental Plan is not directly relevant to the proposed development.

f. Holroyd Local Environmental Plan (LEP) 2013

The Holroyd LEP 2013 applies to the site. The proposed development has been assessed to comply with the provisions of the Holroyd LEP 2013. A detailed assessment against the provisions of the Holroyd LEP 2013 has been undertaken, and is located within the file.

g. <u>Draft Holroyd Local Environmental Plan (LEP) 2013</u>

The Draft Holroyd LEP 2013 applies to the site, as it relates to the Merrylands Station & McFarlane Street Precinct within the Merrylands City Centre. The proposed development has been assessed to comply with the provisions of the Draft Holroyd LEP 2013. A detailed assessment against the provisions of the Draft Holroyd LEP 2013 has been undertaken, and is located within the file.

h. Holroyd Development Control Plan (DCP) 2013

The Holroyd DCP 2013 applies to the site. The proposed development has been assessed to comply with the provisions of the Holroyd DCP 2013. A detailed assessment against all other provisions of the Holroyd DCP 2013 has been undertaken, and is located within the file.

6 External Referrals

6.1 The subject Section 96 Application was referred to the following public agencies as summarised in the table below.

Referral Agency	Comment
Water NSW	No objection. The General Terms of Approval
	issued with Development Application 2016/127/1
	remain valid.
Sydney Water	No objection.
Roads and Maritime Services	No objection.



7 Internal Referrals

7.1 The subject Section 96 Application was referred to the following internal sections of Council as summarised in the table below:

Referral	Comment
Development Engineer	While the site is flood affected, the proposed development does not further exasperate the flood impacts on upstream and downstream properties.
Traffic Engineer	The proposed development maintains adequate parking, and generates an acceptable traffic impact upon the local road network.
Landscaping and Tree Management Officer	The proposed development provides an appropriate landscape design. No trees are proposed to be removed through the subject application.
Heritage Consultant	The proposed development does not negatively impact upon the surrounding heritage items.
Strategic Planner	The proposed development continues to align with the strategic vision for the Merrylands Town Centre.
Urban Designer	The proposed development remains functional, attractive and sustainable.
Environmental Health Officer	The proposed development satisfies SEPP 55, and maintains acoustic privacy within the development and to surrounding developments.
Resource Recovery Officer	The proposed development can be serviced by Council's garbage and recycling trucks.
Rates Officer	The proposed unit and street numbers have been issued.

8 Public Comment

- 8.1 The Development Application was notified for a period of 30 days from 24 May 2017 to 23 June 2017 as per the Holroyd DCP 2013. Letters were sent to adjoining and surrounding owners and occupiers, an advertisement was placed in the local paper and a notice was placed on site. In response, Council received one (1) submission.
- 8.2 The concerns raised within the submission received are addressed below:-

<u>Submission 1 – 25 / 285 Merrylands Road, Merrylands</u>

Visual Privacy

 Concern has been raised that persons standing at the windows and balconies within the development have an opportunity to overlook the 25 / 285 Merrylands Road, Merrylands.

Comment: In accordance with Part 3F of the Apartment Design Guide (ADG), visual privacy is maintained where adequate building separation distances are preserved.



In this regard, building separation has largely been maintained to the approved situation under Development Consent 2016/127/1, and where altered the requirements of the ADG have been met.

Solar Access

 Concern has been raised that the proposed development will overshadow 25 / 285 Merrylands Road, Merrylands, leading to the unit in question being made more damp in Winter.

Comment: The Assessment Report for DA 2016/127/1 notes the proposal will not unreasonably overshadow any adjoining properties.

The proposed development maintains the setbacks of the approved development, and does not change the extent that adjoining and adjacent properties will be affected by the proposed development.

9 Section 79C Consideration

9.1 Consideration of the matters prescribed by Section 79C of the Environmental Planning and Assessment Act is summarised below:

	Head of	Comment	Comply
	Consideration		
(i)	the provisions of: any environmental planning instrument	The provisions of relevant Environmental Planning Instruments and the Development Control Plan relating to the proposed development are summarised in Section 5 of this Report.	
	any draft environmental planning instrument	There are no planning agreements that relate to the Development.	Yes
(iii)	any development control plan	The proposed development satisfies the Regulations.	
(iiia)	any planning	Č	
	agreement		
	the regulations		
b.	the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality	The likely impacts of the development have been considered in the assessment of the application.	Yes
C.	the suitability of the site for the development	The site is considered suitable for the development as proposed.	Yes
d.	any submissions	The Development Application was notified for a	Yes



Head of Consideration	Comment	Comply
	n period of 30 days from 24 May 2017 to 23 June 2017 as per the Holroyd DCP 2013. Letters were sent to adjoining and surrounding owners and occupiers, an advertisement was placed in the local paper and a notice was placed on site. In response, Council received one (1) submission, which has been addressed in Section 8 of this Report.	
e. the pub interest	The public interest is served by permitting the orderly and economic development of land, in a manner that is sensitive to the surrounding environment and has regard to the reasonable amenity expectations of surrounding land users. In view of the information provided within this report, it is considered that the development will be in the public interest.	Yes

10 Conclusion

10.1 The Application has been assessed and found generally compliant with the relevant requirements of the Environmental Planning and Assessment Act 1979, State Environmental Planning Policy (State and Regional Development) 2011, State Environmental Planning Policy No. 55 (Remediation of Land), State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004, State Environmental Planning Policy No. 65 – Design Quality of Residential Apartment Development, Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005, Holroyd Local Environmental Plan (LEP) 2013, and Holroyd Development Control Plan (DCP) 2013, and is recommended for **Approval**.

11 Recommendation

- 11.1 The Development Application be Approved by the Sydney West Central Planning Panel, subject to the Draft Notice of Determination provided at **Attachment 2**.
- 11.2 The objector be advised of the Sydney West Central Planning Panel's decision.