

INNOVATIVE

ITEM NUMBER	17.1
SUBJECT	FOR APPROVAL: Submission to DPIE on draft Westmead Place Strategy
REFERENCE	F2021/00521 - D07842149
REPORT OF	Project Officer Land Use; Team Leader Land Use Planning

PURPOSE:

To seek Council's endorsement to make a formal submission on the draft Westmead Place Strategy to the Department of Planning, Industry, and Environment.

RECOMMENDATION

- (a) **That** Council approve the submission on the draft Westmead Place Strategy to the Department of Planning, Industry, and Environment (DPIE) at **Attachment 2**.
- (b) **That** Council note that a key element of Councils response to the draft Strategy is the need for the Department to complete the traffic and transport work proposed in the draft Strategy prior to any Strategy being endorsed by the Minister.
- (c) **Further, that** Council endorse staff preparing a report on the risks and benefits of Council suspending consideration of Planning Proposals and assessment of Development Applications, unless the proposals or applications relate solely to increasing and/or supporting community health services, until the Minister for Planning and Public Spaces has approved the Strategy based on a comprehensive traffic and transport study, and Council has completed the analysis and consultation required to determine land use and density controls that are consistent with the Strategy.

BACKGROUND

1. The Department of Planning, Industry and Environment (DPIE) has released the draft Westmead Place Strategy (draft Strategy) for public consultation. The key objective of the draft Strategy is to guide future planning outcomes in the Precinct, with a focus on:
 - a. capitalising on opportunities created by new transport infrastructure, i.e. the Sydney Metro West and Parramatta Light Rail;
 - b. proposing future land use changes to deliver new jobs in health, education, and innovation;
 - c. identify opportunities for new open space; and
 - d. provision of a diversity of housing, including social and affordable.
2. DPIE placed the draft Strategy (at **Attachment 1**) on public exhibition between 14 December 2020 to 1 March 2021, and recently extended the exhibition period until 31 March 2021. The purpose of this report is to seek Council endorsement of the formal submission to the Draft Strategy at **Attachment 2**.

3. The draft Strategy is the latest in several precinct / master planning exercises that have occurred over the last decade, some which have not progressed to finalisation due to a number of factors.

Westmead Alliance - Westmead Innovation District Masterplan

4. The Westmead Alliance was formed in 2013 as a joint initiative of Council and key stakeholders in the Westmead Health Precinct to influence the future planning outcomes of and progress with a Masterplan for the Westmead Precinct. Membership includes the City of Parramatta and Cumberland Councils, public and private health providers, the Western Sydney Chamber of Commerce, a Catholic Diocese, universities and the Deerubbin Local Aboriginal Land Council. It is noted that the DPIE is not a member of the Westmead Alliance.
5. A key project of the Westmead Alliance has been to prepare the draft Westmead Innovation District Masterplan, which applied to that part of Westmead north of the main Western Railway Line within the City of Parramatta LGA.
6. Work has been underway since 2017 to draft a Masterplan, however it was identified by the Alliance that additional technical inputs were required in order to finalise the Masterplan, with Council pausing progress in May 2019. The technical inputs not available in 2019 were:
 - a. A comprehensive traffic and transport strategy that covers the broader Westmead area (this project has not yet commenced);
 - b. Finalisation of the agreement between the State Government and the University of Sydney in relation to the proposed new campus in North Parramatta (It is noted that Property NSW within DPIE is leading work to finalise the partnership and proposed draft structure plan);
 - c. Finalisation of the new Sydney Metro West station / interchange location and design at Westmead (it is noted that Sydney Metro later confirmed Westmead at a Metro station on 21 October 2019); and
 - d. Finalisation by DPIE and Cumberland Council of the planning process for Westmead South.
7. The DPIE, while not a member of the Westmead Alliance, have been provided with opportunities to provide formal input into the preparation of the Alliance Masterplan. The DPIE, while participating in the Westmead Alliance's masterplan process informally, have been preparing Westmead 2036: Draft Place Strategy since mid-2020.

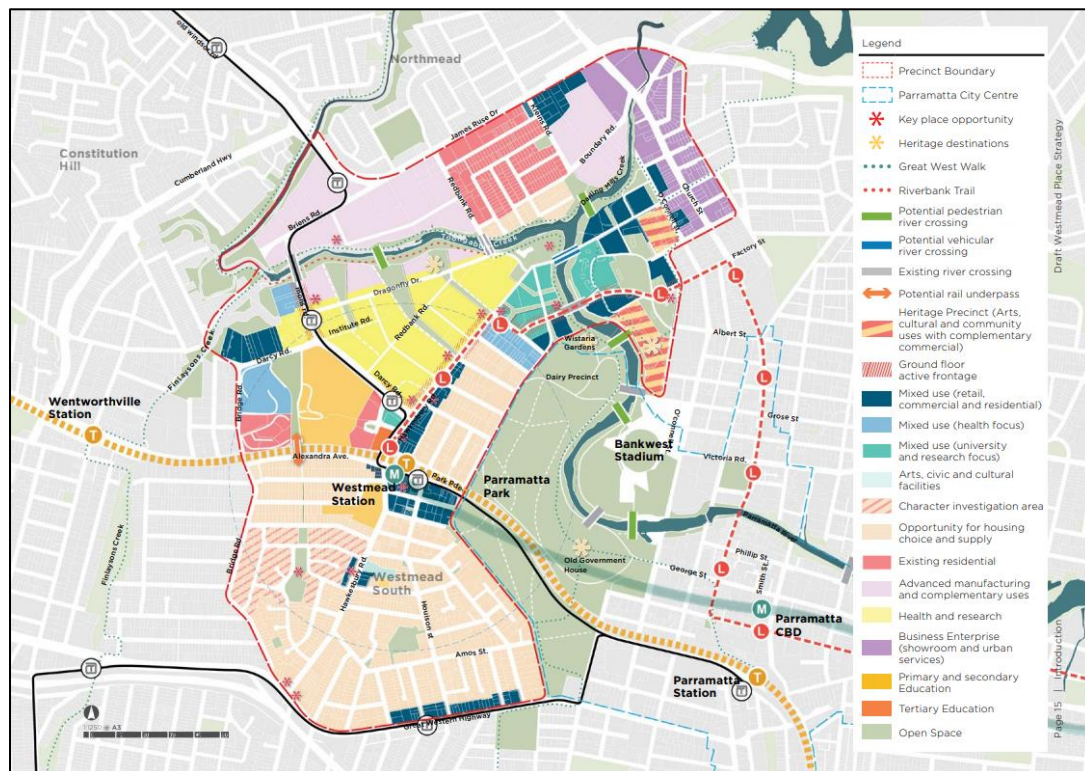
DPIE - Westmead South

8. In 2018, DPIE commenced work on the Westmead South Planned Precinct, located wholly within the Cumberland Council LGA. Council understand that DPIE had undertaken significant technical work in relation to this area. The Westmead South Planned Precinct has since been paused by DPIE but is now included in the Draft Westmead Place Strategy.

DRAFT WESTMEAD PLACE STRATEGY

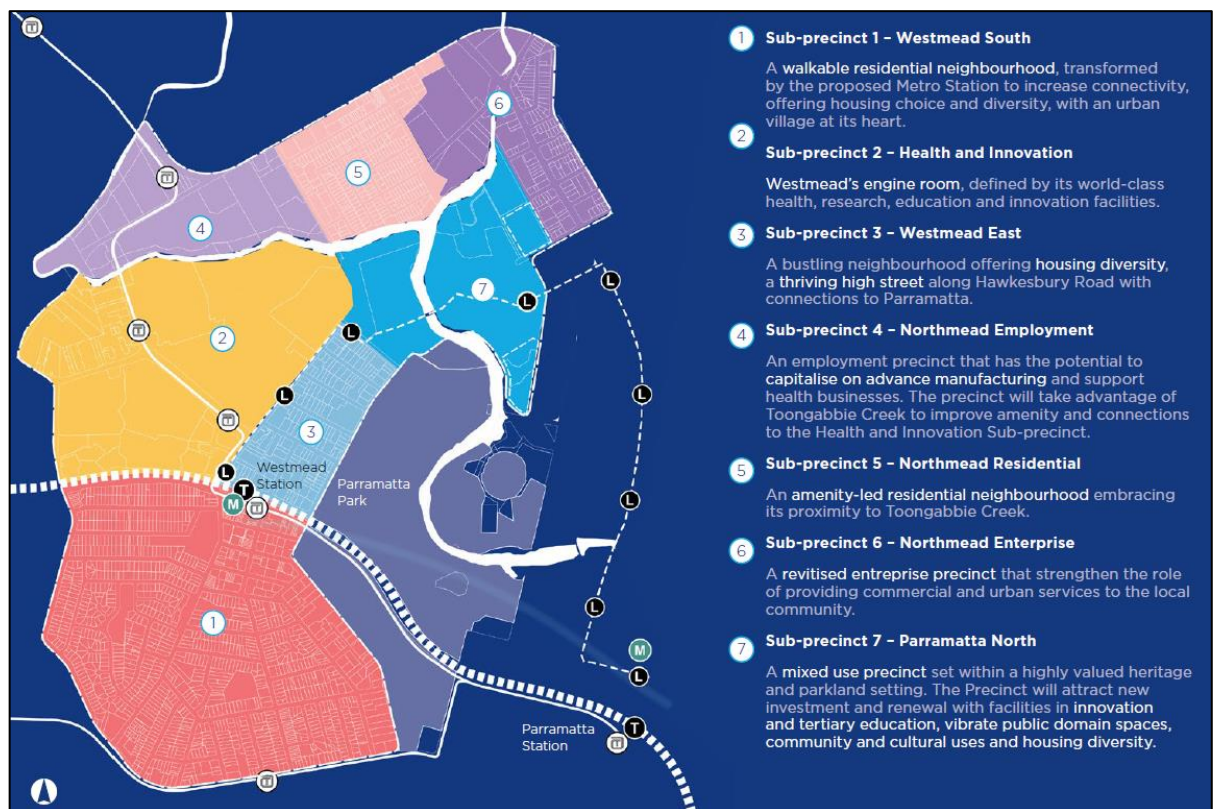
9. The draft Westmead Place Strategy was released for public consultation on 14 December 2020 by DPIE and aims to set a vision for the Westmead Precinct to 2036. It seeks to leverage off significant State infrastructure investment including the Metro West, Parramatta Light Rail and expansion of Westmead hospital, and supporting Westmead's role as an Innovation District as identified in the Central City District Plan.
10. The draft Strategy encompasses Westmead North (City of Parramatta) and Westmead South (Cumberland Council), the Parramatta North Urban Transformation (PNUT) site and Deerubbin Aboriginal Land Council (ALC) in and around the former Parramatta Gaol (refer **Figure 1**).
11. The draft Strategy is framed around five 'Big Moves', which inform the Structure Plan (**Figure 1**), implementation of the draft Strategy's Planning Priorities and Actions. The 'Big Moves' are:
 - a. Drive change in the innovation eco-system to accelerate delivery of Australia's premier health and innovation district
 - b. Cherish and protect places of significance, conserve and revitalise heritage and cultural assets to create exceptional places
 - c. Activate and connect our community with vibrant, diverse and well-connected public spaces and places
 - d. Deliver high quality and diverse housing for students, workers and professionals with optimal liveability outcomes
 - e. Capitalise on transport connectivity and reduce car dependency
12. The Draft Strategy aims to draw from the Greater Sydney Commission's Central City District Plan (2018) and provides direction on the intended planning outcome for the precinct, as well as to flag additional technical studies or strategies that need to be carried out before development can commence. Specifically the draft Strategy is informed by a Planning Framework that:
 - a. Sets twelve (12) Directions that are categorised under the Central City's District Plan's themes of Connectivity, Productivity, Liveability and Sustainability; and
 - b. Outlines forty-seven (47) Planning Priorities and forty-five (45) Actions which provide further direction as to how the draft Strategy is proposed to be implemented.
13. The Structure Plan which identifies proposed land uses, potential new roads and pedestrian links is shown at in **Figure 1** below.

Figure 1 – Draft Structure Plan (source: Draft Westmead Place Strategy 2020)



14. The draft Strategy divides Westmead into seven sub-precincts (refer **Figure 2**) and defines the purpose and character of these areas (Note Sub-Precinct 1 – Westmead South is entirely within the Cumberland Council local government area).

Figure 2 – Westmead Precinct sub-precincts (Source: Draft Westmead Place Strategy 2020)



15. The Draft Strategy provides an Implementation Timeframe for each of the 45 Actions as follows - short (1-3 years), medium (3 to 6 years) and long term (6 to 10 years). The responsible bodies for the implementation of these actions are

either City of Parramatta Council, Cumberland Council, DPIE, Greater Sydney Commission (GSC), Transport for NSW (TfNSW) and / or other NSW Government agencies. It is noted that City of Parramatta Council is responsible solely or in part for delivery of 37 of the 45 Actions.

16. Eighteen (18) actions of the draft Strategy relate to the need for the preparation of additional technical studies, plans or strategies to inform the delivery of planning outcomes in the Precinct and listed as follows. The brackets denote who is identified as being responsible for the delivery of the studies or plans:
- a) An integrated traffic and transport study (DPIE, Councils and TfNSW);
 - b) A multi-modal interchange access plan (DPIE and TfNSW);
 - c) Open space and social infrastructure needs assessment (Councils);
 - d) Precinct-wide open space strategy (Councils, DPIE, state agencies and stakeholders);
 - e) Precinct-wide public domain plan (Councils);
 - f) Public domain plan for Hawkesbury Road (Council);
 - g) Built form strategy (Councils);
 - h) Studies for housing intensification and diversification within 800m of Westmead Station (Councils);
 - i) Urban design studies to understand scale of future housing renewal (Councils);
 - j) Feasibility study for housing (Councils);
 - k) A Smart Cities strategy (Councils, DPIE and stakeholders);
 - l) Economic development strategy (DPIE, Industry, stakeholders, NSW Treasury & GSC);
 - m) Preparation of a Special Infrastructure Contribution or other funding mechanism for GPOP (DPIE);
 - n) A place brand strategy (Council and stakeholders);
 - o) Activation and events program (Council, stakeholders and community groups);
 - p) Precinct-wide urban tree canopy and streetscape plan (Councils and DPIE);
 - q) Infrastructure resilience assessment and study (Councils); and
 - r) Precinct-wide planning for the flood events (Councils).

It is noted that Councils are solely (or in part) responsible for delivering 15 of the key studies listed above.

17. The draft Westmead Place Strategy is proposed to be implemented through a Section 9.1 Ministerial Direction, which under section 9.1(2) of the *Environmental Planning and Assessment Act 1979* that allows the Minister for Planning to require that future rezoning and development within the Precinct to be consistent with the Final Westmead Place Strategy. The draft Strategy indicates that a Ministerial Direction will be issued by the Minister in June 2021.

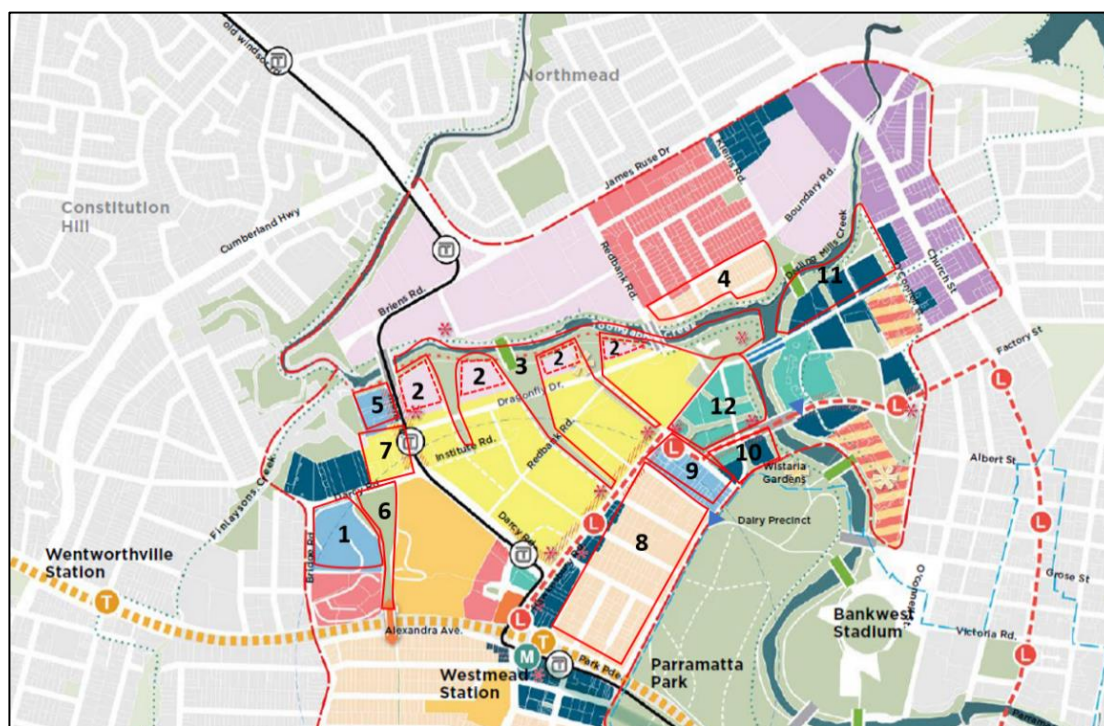
ASSESSMENT OF DRAFT STRATEGY

18. Council Officers have reviewed the draft Strategy and prepared a draft submission for Council's consideration at **Attachment 2**. The submission covers the following issues:

- a. land use planning;
 - b. traffic and transport;
 - c. open space and recreation;
 - d. community infrastructure;
 - e. economic development;
 - f. sustainability, green grid network and flooding;
 - g. heritage, including the proposed relocation of Willow Grove to Parramatta North;
 - h. infrastructure planning; and
 - i. implementation of the Strategy.
19. The following section provides a summary of the key issues identified in the draft submission.

Land Use Planning

20. An aim of the strategy is to “Drive Change in the innovation eco-system to accelerate delivery of Australia’s premier health and innovation district” and the draft Structure Plan does show some land use changes to employment and health zoned land which may help achieve this aim. However, it does not nominate projected job targets and does not identify how the Strategy fulfills the Central City District Plan goal of an addition 28,700 jobs by 2036.
21. Further, the Draft Strategy identifies areas of housing opportunity within the precinct, however it is unclear what level of intensification is proposed. Council’s Local Housing Strategy (2020) and Local Strategic Planning Statement (2020) outlines that 4,470 additional homes will be accommodated within the Westmead precinct to 2036 and will be an important factor supporting the workforce within the precinct.
22. The draft submission outlines that critical to the Strategy’s successful implementation is the undertaking of comprehensive technical studies, including a precinct wide traffic and transport study which will determine the capacity of Westmead transport system to cope with the project level of density. The Strategy should provide clearer indication that this body of work should underpin many of the other technical work, that is land use, infrastructure, residential density, which will all need to be calibrated based on the traffic study.
23. The Draft Strategy, in its current form does not recognise, or draw on the previous in-depth work undertaken by Council and the Westmead Alliance, the DPIE and Greater Sydney Commissions over the last three to four years. Rather, the draft Strategy lists action for technical studies and reports that should be pursued in order for the precinct to realise its potential. Council believes this is a backward step for planning for the precinct.
24. **Figure 3** below indicates the location of key proposed land uses changes proposed by the Structure Plan in the draft Strategy and **Table 1** provides the corresponding detail.

Figure 3 – Key land use changes proposed (Source: Draft Westmead Place Strategy 2020)**Table 1** – Proposed Westmead sub-precincts and key land use changes

Location (# Refer Figure 3)	Existing land use zoning	Proposed land use in Draft Structure Plan
Sub-Precinct 2 – Health and Innovation		
#1 - Corner Bridge & Darcy Roads	SP2 Health Service Facilities (and part B4 mixed use)	Mixed use – health focus
#2 - North of 'Dragonfly Drive' and southern edge of Toongabbie Creek	SP2 Health Service Facilities	Advanced manufacturing and complementary uses
#3 - Southern edge of Toongabbie Creek to Hawkesbury Road.	SP2 Health Service Facilities	Open Space
#5 - Mons and Darcy Road	B4 Mixed Use	Part 'mixed uses (health focus)' and part 'health and research'.
#6 - Between Darcy Road and Railway line	Part B4 Mixed Use and Part SP2 Health Services Facility	Open Space
#7 - Corner Bridge and Darcy Roads	SP2 Health Services Facility	Mixed use (health focus)
Sub-Precinct 3 – Westmead East		
#8 - Existing residential between Park Parade, Hawkesbury Road and Park Ave	R4 High Density Residential (1.7:1 FSR and 20m HoB)	Opportunity for housing choice and supply
#9 - Hainsworth Street and Hawkesbury Road	R4 High Density Residential	Mixed Use (health focus)
Sub-Precinct 7 – Parramatta North		
#10 - Between Hainsworth Street and Parramatta River	SP2 Health Services Facility	Part 'Mixed use (health focus)' and part 'mixed use (university and research focus)

Location (# Refer Figure 3)	Existing land use zoning	Proposed land use in Draft Structure Plan
#11 - Deerubbin ALC lands (south of Darling Mills Creek and west of former Parramatta Gaol)	B4 Mixed Use Zone	Opportunity for housing choice and supply
#12 - Land north of Bridge Road and south of Hawkesbury Road	SP2 Health Services Facility	Mixed Use (university and research focus)

25. In relation to land use changes the following key issues are raised in the draft submission:
- A potential reduction in the SP2 zone will result in a corresponding reduction in the capacity for expansion of potential for health services within the Westmead Precinct.
 - Council may support some amendments to the SP2 zoned land, but only where it accommodates appropriately planned open space, or provides commercial land uses for health and medical innovation (e.g. startups and research) uses on the periphery of the SP2 zone. The submission notes that Council would not support any residential accommodation on SP2 land, unless this was for key worker (health) housing to support the Precinct, and that this land remains in the ownership of NSW Health, and not result in strata subdivision.
 - The submission also notes the proposed location for 'advanced manufacturing and complementary uses' on the southern edge of Toongabbie Creek (refer Area 2 on Figure 3). This corridor provides significant opportunities to deliver open space in an otherwise highly constrained Precinct, including for the potential of playing fields, which is identified in Council's Community Infrastructure Strategy (CIS). By way of comparison, the draft Strategy proposes three 'fingers' of open space from the Toongabbie Creek riparian corridor, which is considered an inferior outcome as it would not provide useable open space for the community, nor opportunities to provide required playing fields as envisaged in the CIS.
 - The draft Strategy identifies housing opportunity within Westmead East. The draft submission notes this existing residential area between Park Parade, Hawkesbury Road and Park Ave (refer '8' on Figure 3) is predominately 3 and 4 storey strata title residential buildings on a fine grain irregular subdivision which means amalgamation to achieve developable parcels is a significant barrier to redevelopment.
 - The submission also makes specific reference to Sub-Precinct 7 Parramatta North, which includes both the Parramatta North Urban Activation Precinct, and Parramatta Park, which has heritage listings on the State, National, and World Heritage Registers. While the expansion of university and research uses on both sides of the Parramatta River adjacent to the Parramatta Light Rail are supported, the draft Strategy provides insufficient direction as to the quantum of development proposed, and housing types being proposed.
26. It is recognised that the Draft Strategy intends that future Planning Proposals, be consistent with the final Place Strategy. This is to be achieved via a Ministerial direction. The City of Parramatta Council currently has two site-specific planning proposals that sit within the draft Westmead Place Strategy boundary:

- 93 Bridge Road Planning Proposal is seeking to increase the floor space ratio and the height of buildings control for the purposes of residential accommodation and hotel and motel accommodation and serviced apartments.
 - 12A Mons Road Planning Proposal is seeking to facilitate the Westmead Private Hospital 'Stage 4' redevelopment by increasing the floor space ratio control and height of buildings.
27. Council Officers are concerned that specifically in relation to residential development the Draft Strategy may set undesirable precedent for amendments to land use, density and height controls in the absence of a comprehensive traffic and transport study and urban design and feasibility studies. Then this would then be perceived by other landowners as the benchmark for density that cannot be supported based on traffic and built form grounds.
28. The Mons Road Planning Proposal seeks to facilitate the expansion of Westmead Private Hospital which aligns with the vision of creating additional jobs in the Westmead Precinct. Given the strategic alignment of the proposal, Council believes the assessment of this site-specific Planning Proposal could proceed.
29. Although the Draft Strategy sets out a structure for Westmead it has not demonstrated that it is underpinned or informed by the necessary technical background work. It will ultimately be on Council to undertake the more detailed planning work to continue to progress planning proposals.
30. This report recommends that a further report be prepared and presented to Council on the risks and benefits of Council taking a position on, in the absence of a comprehensive traffic and transport study for the precinct:-
- a. deferring consideration of certain Planning Proposals and/or
 - b. whether certain Development Application proposals should be progressed.

Transport & Traffic

31. A key action (D2.A5) of the Draft Strategy is to "prepare a place based integrated transport and traffic study to support future re-zonings." The traffic impacts of the precinct are critical to understand prior to any significant changes to land uses or planning controls.
32. A comprehensive traffic and transport study is required that considers the cumulative impact of growth and the broader population increases projected for the wider GPOP area. Land use planning outcomes in the Precinct should then be calibrated to the traffic and transport capacity of the network.
33. Council's submission raises the issue that if these issues are not adequately addressed, the potential of significant congestion from lower order land uses in the Precinct will significantly impact on the operation of key health services and

other support activities, which are much more important economic drivers for the precinct and the region.

34. The submission also includes the importance of planning for pedestrian movements, traffic movements associated with schools, including a request that existing issues be addressed and notes the omission of active transport projects.

Open Space

35. The Draft Strategy does not propose sufficient or well-designed open space to support workers, students and residents currently or in the future.
36. During the preparation of the draft WIDMP, Council and NSW Health researched global examples of successful innovation districts, and one of the success factors for these places was their provision of high quality public open space. While the obvious significant provision of open space in the adjacent Parramatta Park is acknowledged, it is also noted that:
- a. Parramatta Park is constrained in how it can be used and activated due to the significant heritage considerations that apply there and is some distance from the key hospital facilities;
 - b. Westmead Precinct has particularly low provision of public open space at present; and
 - c. Provision of quality open space to meet the planned increases planned in residents, workers and students.
37. Councils' Community Infrastructure Strategy 2020 (CIS) has identified a lack of active and passive open space and recreational facilities in Westmead and the surrounding area, with existing facilities experiencing increasing demand due to high levels of current and forecast population growth associated with increasing residential densities.
38. Therefore the submission identifies as a key priority the expansion of the riparian corridor along Parramatta River, Toongabbie Creek and Darling Mills of between 20 and 40 metres and to provide playing field space.
39. It is further noted that Catholic Education has a current state significant development (SSD) application under assessment with DPIE that if approved would significantly intensify the educational and other uses on this site, while at the same time significantly decreasing the amount of sporting open space that they currently provide on their site. While the sporting space is currently not available for public use outside of school hours, Council officers continue to work with the Landowner so that an agreement can be reached with Catholic Education to amend this.

Community Infrastructure

40. The Draft Strategy does not acknowledge the work that Council has already completed through the finalisation of the City's Community Infrastructure Strategy (CIS). The CIS identified the need for additional community infrastructure, including community hubs, indoor recreation facilities, child care, affordable rental housing to support the projected population growth in Westmead.

41. As consistently mentioned in the submission, Council recommended that the Strategy should identify and cost and plan for infrastructure needs for Westmead.

Economic Development and Smart Cities

42. The Draft Strategy calls for Westmead to be an 'economic powerhouse' for Western Sydney and Australia. However, the information provided throughout the draft Place Strategy does not provide the relevant analysis to support its conclusions or assumptions. Council recommends including the any technical inputs and assumptions used for population growth, economic forecasting and other inputs used to prepare the draft Strategy.
43. Council recommends that a corresponding action to establish a strategic partnership and collaboration to advance the long-term strategic interests of the Westmead Precinct should be included in the Draft Strategy. A City Deal, modelled on the Western Sydney City Deal, will align Federal, State and Local government interests in this significant precinct, maximise impact of government investment in Westmead and improve the physical nature of how the Precinct operates within the medical core and outside.
44. The draft Strategy references the intention to "advance a smart city strategy for Westmead". The submission notes that the Westmead Precinct identified in the Draft Strategy is part of Greater Parramatta, and any proposed Smart City Strategy for Westmead needs to be linked to the Greater Parramatta Smart Cities Plan, which is due to be delivered in 2020-21 as part of the NSW Smart Places Strategy.

Sustainability and Green Grid Network

45. Council's submission notes that, while the issue of sustainability is identified in the Big Moves, Planning Priorities, and Actions of the draft Strategy, there is a significant lack of detail as to how sustainability will be embedded into to final Strategy. The submission recommends that:
- a. the Strategy set performance requirements related to energy, water or waste for the Precinct, especially given the significant energy and water demands and infrastructure requirements that will be required; and
 - b. Including under 'resilience' consideration of urban heat and heatwave planning, including specific responses, e.g. built form requirements and greening and shade.
46. The submission acknowledges the Draft Strategy's priorities and actions relating to the Sydney Green Grid corridors, as these corridors are particularly important with connections in Westmead to provide an opportunity to link Wentworthville to Parramatta CBD through a continuous open space corridor. Council is currently undertaking refined work associated with these corridors which could be of enormous benefit to the finalisation of the Strategy.
47. The submission notes that some parts of the precinct are impacted by both mainstream flooding and overland flooding, and some land use changes proposed in the Draft Strategy are located within high, medium and low hazard areas. Whilst information on mainstream flooding is publicly available, overland flooding information is currently still being prepared by Council. It is

recommended by the submission that further technical investigation regarding overland flooding, risk assessment, capacity of existing stormwater drainage network and associated upgrade requirements to accommodate land use change will be required for further assessment.

Heritage

48. Planning Priority D9.P7 of the Draft Strategy calls for “the relocation of Willow Grove to the Parramatta North sub-precinct, outside the heritage core, ensuring its future uses and siting integrates with surrounds”.
49. Willow Grove is currently located on the site of the planned Powerhouse Museum (MAAS) at Phillip Street, Parramatta. The Powerhouse Parramatta State Significant Development (SSD) application was approved by the Minister for Planning and Public Spaces on 11 February 2021. It is noted that the assessment material submitted with the SSD application does not specifically identify Parramatta North as a potential relocation site.
50. Council’s consideration of its submission to the SSD in relation to Willow Grove at its meeting of 9 November 2020, supported the retention of both Willow Grove and St Georges Terraces at Phillip Street. However if the final approval for Powerhouse proposed to relocate Willow Grove, then Council conditionally supported the relocation of Willow Grove, rather than its demolition, subject to an assessment of the method of relocation, future location and the impact of the heritage significance of Willow Grove.
51. The Minister’s consent issued on 11 February 2021 for the Powerhouse Parramatta development includes the retention of St Georges Terraces and the relocation of Willow Grove. Relating to Willow Grove’s relocation, there are two conditions of the consent for the SSD (reference Conditions B1 and B2) and described briefly as follows:
 - a. B1 requires photographic archive recording of Willow Grove (including the Phillip St front fence) and a copy of which shall be provided to Council; and
 - b. B2 requires that prior to the deconstruction of Willow Grove that a Relocation Framework and Methodology Plan be prepared that outlines the site selection process, development approvals pathways and consultation that will be undertaken to determine a new site for Willow Grove. It also requires detailed engineering and heritage assessments and engagement of an expert to oversee the process.
52. As the approval has been granted for Willow Grove, and in light of Council’s position of the matter, the submission recommends that Council await further detail on the proposed method, future location and impact on the impact of the heritage significance of Willow Grove to allow for full assessment. Therefore, as outlined in the submission, Council officers consider it premature for the Draft Strategy to identify Parramatta North as the location for Willow Grove at this stage.

Infrastructure Planning and Resource Implications

53. The draft Strategy does not identify the range of social infrastructure, road and traffic improvements, public domain, stormwater and other infrastructure to support growth in the Westmead precinct. Council’s submission recommends

the infrastructure needs of the Precinct need to be clearly defined, with local and state infrastructure identified, costed, and appropriate funding mechanisms put in place prior to the Strategy being finalised and implemented.

54. Council's submission also notes that Council has recently endorsed a draft City of Parramatta (Outside CBD) Development Contributions Plan 2020, to be placed on public exhibition shortly. The draft Development Contributions Plan Council has identified local infrastructure needs for Westmead based on the growth projected by District Plan and Council's various strategic plans. However, if the draft Strategy allows for additional residential and employment growth beyond what is forecast in Council's strategic planning framework, there is a risk that the quantum of local infrastructure outlined in the draft Development Contributions Plan would be insufficient to meet the needs of future residents, workers, and visitors in the Precinct.
55. The draft Strategy states that a "Special Infrastructure Contribution or other regional funding mechanism for GOP, including Westmead [be prepared] to assist in the provision of infrastructure through development contributions for a growing Precinct." Council recommends that the state infrastructure funding mechanism be put in place upon implementation of the Strategy, or alternatively satisfactory arrangements, to ensure there is no long term funding shortfall.
56. The risk to Council is that, in the event the Strategy is finalised before infrastructure is identified and costed, and an appropriate funding mechanism is put in place, Council would be limited to utilising voluntary planning agreements (VPAs) which would normally be associated with planning proposals and should not be solely relied upon to supplement the funding shortfall. This may result in Council pursuing lengthy and costly acquisition processes to deliver critical infrastructure, including new road ways and open space.

Implementation of the Strategy

57. Of the 45 actions listed in the draft Strategy, Council is solely or in part responsible for delivery of 37 actions. Further, of these 37 actions, 18 require the completion of further studies of varying scale to support the realisation of the final Strategy of which Council is responsible.
58. The draft submission seeks clarification from DPIE as to how the significant amount of work identified in the Draft Strategy will be resourced (financial and otherwise) by Council and requests that Council be provided with assistance.
59. The Draft Strategy also outlines the introduction of a 9.1(2) Ministerial Direction as the method for implementation. This will require planning proposals within the Precinct to be consistent with the final Strategy.
60. As Council has experienced with the Parramatta Road Urban Transformation Strategy and associated planning proposals for Granville, the implementation of a Strategy in the absence of key technical work, such as a comprehensive traffic study proves problematic for both the landowner and Council. In the case of Parramatta Road, the lack of a comprehensive traffic study, has led to delays in processing site specific planning proposals, as well as setting unrealistic expectations for landowners in terms of time to process planning proposals and increases in densities within the Granville precinct. Council requests that DPIE

do not follow the experience of Parramatta Road, rather complete the required work to support growth and change within the Westmead Precinct.

61. In this context it is recommended that Council endorse staff preparing a report on the risks and benefits of Council suspending consideration of Planning Proposals and the assessment of Development Applications, unless the proposals or applications relate solely to increasing and/or supporting community health services, until the Minister for Planning and Public Spaces has approved the Strategy based on a comprehensive traffic and transport study, and Council has completed the analysis and consultation required to determine land use and density controls that are consistent with the Strategy.

CONSULTATION & TIMING

Stakeholder Consultation

62. The following stakeholder consultation has been undertaken in relation to this matter:

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
Nil	Nil	Nil	N/A	N/A

Councillor Consultation

63. **Table 2** below outlined the Councillor consultation has been undertaken in relation to this matter:

Table 2 – Councillor Consultation undertaken since the release of the Draft Strategy

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
December 2020	All	Circulation of Briefing Note advising of public exhibition of draft Strategy and request for Councillor comment.	City Planning	City Planning and City Strategy Units
3 February 2021	All	Councillor workshop	City Planning	City Planning and City Strategy Units
9 February 2021	All	Circulation of Briefing Note and request for Councillor feedback to be provided by 16 Feb 2021 for inclusion in the report.	City Planning	City Planning and City Strategy Units

64. **Table 3** below outlines the matters raised by Councillors and where in the Draft Submission **Attachment 2** the matters have been addressed:

Table 3 – Matters raised by Councillors and where it is addressed in the Draft Submission

Matter raised by Councillors	Relevant Section of the Draft Submission
Concern about some open space being shown in location where recent apartments built.	Section 2.3 considers that the Draft Strategy does not propose well-located, sufficient or well-designed open space to support workers, students and residents currently or in the future. The submission recommends reviewing the open space design and provision.
Concern about the expansion of existing and location of any new schools in the precinct – Council submission should be clear that they should not be pursued via rezoning State Significant development or any other approval process.	The draft Strategy does not identify locations for any new schools or expansion or intensification of existing schools therefore Section 2.4.4 'Schools' recommends that "DPIE engage with the NSW Department of Education to correctly identify the sites for new and expansion of existing schools in Westmead to accommodate the increase in residential population as part of the Draft Strategy."
Concern about lack of planning for open space near existing schools.	Section 2.4.4 of the Submission recommends that "DET and DPIE identify additional open space needs for any new school, and ensure no net loss of open space in relation to intensification or expansion of an existing school within Westmead."
Traffic and safety management issues in and around the schools during drop offs and pickups and appropriate solutions via dedicated drop off points, or pedestrian fencing, at suitable locations, or other traffic management devices.	Section 2.2.1 Traffic and Transport in Westmead - Recommendation included that appropriate traffic management solutions for schools in Westmead are considered as part of the traffic and transport study.
Traffic is often blocked in the area of Darcy and Hawkesbury Roads, sometimes blocking ambulances, which is a serious issue.	Section 2.2.1 Traffic and Transport in Westmead - Recommendation included that the traffic and transport study include consideration for access of emergency vehicles in consultation with the relevant emergency agencies.
Street parking is also very difficult and hospital parking stations expensive, especially for multiple visits.	Section 2.2.1 Traffic and Transport in Westmead - Recommendation included that future parking requirements for the precinct be considered as part of the traffic and transport study.

Matter raised by Councillors	Relevant Section of the Draft Submission
Questioning what the opportunity markers mean in the diagrams of the place Strategy, particularly those on Fleet Street and Bridge Rd, North Parramatta?	<p>There is no content in the draft Strategy that explains exactly what the key place markers mean. They may all relate to Action D10.A1 that indicates the need to “develop a precinct-wide open space strategy and identify opportunities to improve existing parks, connect cultural spaces, historic sites and key places...”</p> <p>It’s difficult to know exactly what might be implied by the markers located on Bridge Rd and Fleet St in North Parramatta. Section 2.1.2 of the draft submission asks for clarity on these markers.</p>
Concern about the “tall, slender building envelopes” descriptor and how it may relate to the heritage areas in North Parramatta, and lost opportunities to connect Parramatta Park with the female Factory site.	Section 2.1.2 of the draft submission addresses some specific matters in each of the sub-precincts, with significant attention devoted to sub-Precinct 7. Council officers share concerns about what and where “tall slender building envelopes” actually are and this is reflected in the draft submission.
Concern about the term “Leveraging investment in existing transport” and its inappropriateness in the context of significant national and world heritage significance.	As noted, Direction 1 of the Draft Place Strategy is to “Evolve Westmead to be a truly connected 30-minute city by leveraging new transport connections and improving existing networks within the Precinct, GPOP and neighbouring centres.” This phrase is taken to refer to the benefits provided by PLR and Sydney Metro West.
The omission of reference to anything of value to First Nations peoples.	The draft submission addresses this noted deficiency in the draft Place Strategy in section 2.7.2.
Where is Willow Grove proposed to be relocated to? What relationship does it have to this place that represents 200+ Years of institutionalisation.	Section 2.7.1 addresses this matter in the draft Westmead Place Strategy. The proposed location for Willow Grove is not specified beyond the statement that it is intended to be within “Parramatta North sub-precinct, [but] outside the heritage core.” The submission requests further detail about the approach that will be taken to determine the site that Willow Grove will be relocated to.
There is a lack of additional open space to compensate for proposed housing and business densities.	Sections 2.3.1 and 2.3.2 of the draft submission address the deficiency of open space in the draft Westmead Place Strategy.
The close proximity of proposed housing to the goal, as it is planned to become an events centre. This is already a major issue with the stadium.	This specific potential conflict was discussed in the development of the Westmead Alliance’s draft Westmead Innovation District Master Plan, but it has not been specifically addressed

Matter raised by Councillors	Relevant Section of the Draft Submission
	in the draft submission. DPIE will need to engage with the Deerubbin LALC regarding this potential conflict.
There is no consideration of additional primary or secondary schools to accommodate the significant increase in housing.	This is a significant issue with the draft Westmead Place Strategy, and has been addressed in the draft submission, specifically Section 2.4.4.

LEGAL IMPLICATIONS FOR COUNCIL

65. There are no immediate legal implications as a direct consequence of the public exhibition of the draft Strategy.
66. Should a Section 9.1(2) Ministerial Direction be issued giving effect to the final Strategy, Council will need to ensure that current and future Planning Proposals that seek to amend planning controls are consistent with the Strategy.

FINANCIAL IMPLICATIONS FOR COUNCIL

67. The Council submission in response to the draft Westmead Place Strategy does not commit Council to expend any budget.
68. The draft Westmead Place Strategy, if endorsed by DPIE, could cost Council in the order of \$10 million over the course of an intended implementation period of ten years. The bulk of this cost is for the design and construction of two bridges.
69. Any projects and work involved in implementing an endorsed Westmead Place Strategy would be reported to Council for consideration and approval of required budget.

	FY 20/21	FY 21/22	FY 22/23	FY 23/24	F24/25
Operating Result	N/A				
External Costs					
Internal Costs					
Depreciation					
Other					
Total Operating Result	Nil				
Funding Source	NA				
CAPEX					
CAPEX					
External					
Internal					
Other					
Total CAPEX	Nil				
Funding Source	NA				

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Chief Financial Officer

David Birds
Acting Executive Director, City Planning & Design

Brett Newman
Chief Executive Officer

ATTACHMENTS:

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|---|--|----------|
| 1 | Draft Westmead Place Strategy | 81 Pages |
| 2 | Draft Submission - Westmead Place Strategy | 57 Pages |

REFERENCE MATERIAL