

**REPORTS TO COUNCIL - FOR COUNCIL DECISION**

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<b>ITEM NUMBER</b>	13.4
<b>SUBJECT</b>	Refusal of the Planning Proposal for land at 169 Pennant Hills Road, Carlingford
<b>REFERENCE</b>	F2022/00105 - D08698332
<b>REPORT OF</b>	Team Leader Land Use Planning

**CSP THEME:** Fair

**WORKSHOP/BRIEFING DATE:** 5 October 2022

**PURPOSE:**

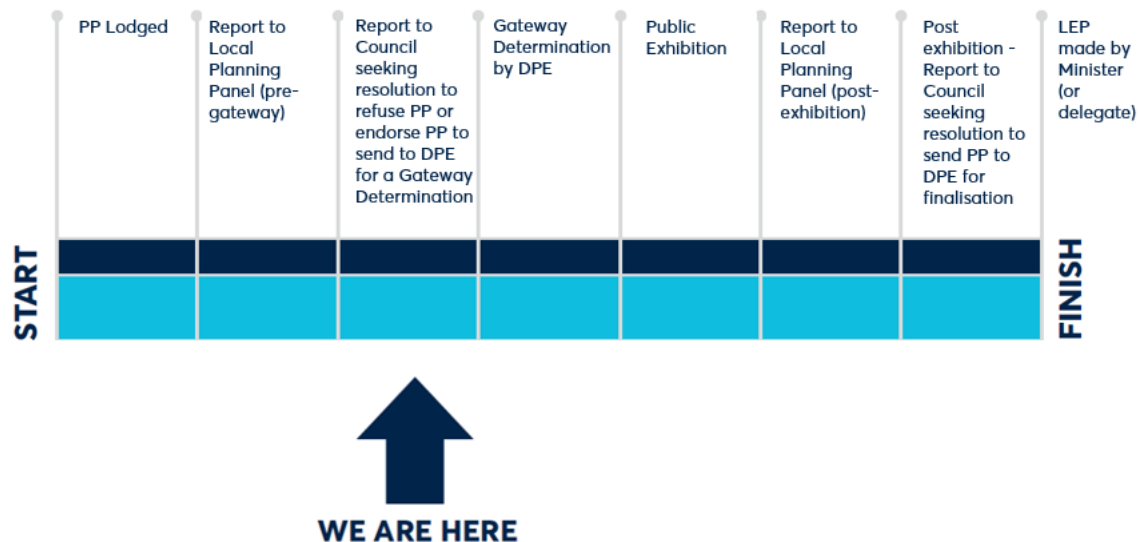
The purpose of this report is to seek Council's approval to not proceed with the Planning Proposal for land at 169 Pennant Hills Road, Carlingford, thereby formally ending the Planning Proposal process.

**RECOMMENDATION**

- (a) **That** Council refuse the Planning Proposal at 169 Pennant Hills Road, Carlingford for the following reasons:
- i. The Planning Proposal is inconsistent with the Local Strategic Planning Statement as the site is not within the identified Carlingford Growth Precinct and the form of development proposed is incompatible with the low density character of the area.
  - ii. The Planning Proposal is inconsistent with the Local Housing Strategy as intensification of development along the Parramatta CBD to Epping Corridor is not required to meet existing housing targets until beyond 2036.
  - iii. The Planning Proposal is premature given that the investigation into the potential Epping to Parramatta Mass Transit/Train Link has not yet commenced and the likely timeframe for new housing delivery associated with this infrastructure is post 2036.
  - iv. The proposed density and heights would result in an overdevelopment of the site, are inconsistent with the density and heights of nearby development, and are overbearing of nearby lower scale development.
- (b) **Further, that** the applicant be advised of Council's decision.

## PLANNING PROPOSAL TIMELINE

# Planning Proposal Timeline



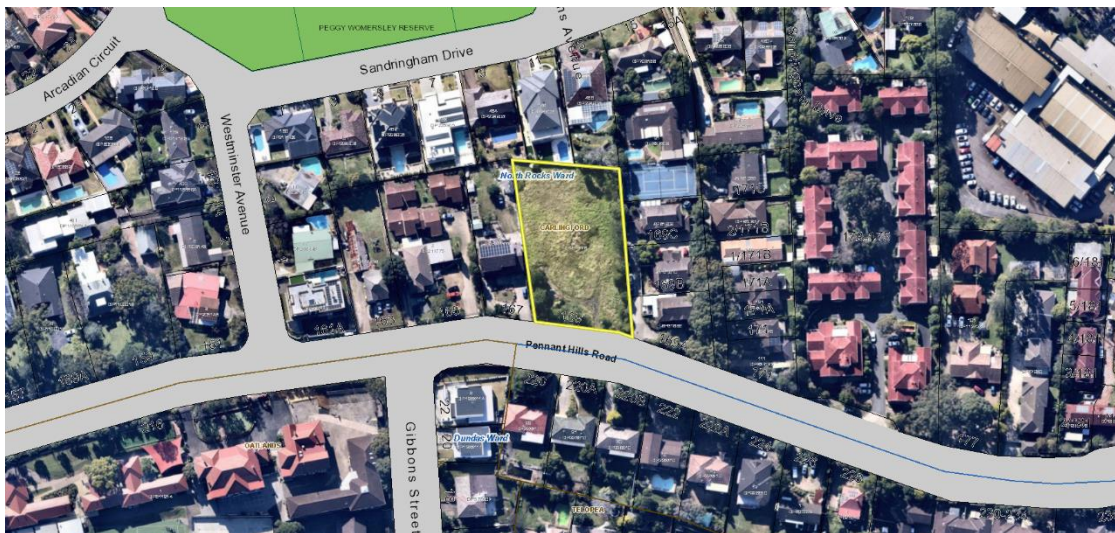
## OVERVIEW OF THE PLANNING PROPOSAL

- On 26 April 2022, a Planning Proposal was lodged with Council by Urbanism to amend the Parramatta (former The Hills) Local Environmental Plan 2012 for the land at 169 Pennant Hills Road, Carlingford, to:
  - Amend the **Land Zoning Map** from R2 Low Density Residential to R4 High Density Residential;
  - Increase the maximum **Height of Buildings** (HOB) map from 9m to 20m (2-3 storeys to 6 storeys); and
  - Amend the **Floor Space Ratio** (FSR) map from no maximum FSR to 2:1 FSR.
- The Planning Proposal is considered by Council officers to be inconsistent with the Local Strategic Planning Statement (LSPS) and the Local Housing Strategy (LHS). Further, the proposed density and heights would result in an overdevelopment of the site, inconsistent with the density and heights of existing nearby lower scale development within the locality.

## SITE DESCRIPTION

- The site is located on the northern side of Pennant Hills Road with a total site area of approximately 2,910m<sup>2</sup>. The site is a vacant allotment and is shown in **Figure 1**.
- The site has a state-controlled road immediately adjacent to the south (Pennant Hills Road), which is zoned SP2 Infrastructure. Vehicular access into the site is

from Pennant Hills Road, with no slip lane provided. The site is approximately 50m from the nearest bus stop along Pennant Hills Road and approximately 1.2km from the Carlingford Light Rail station (refer to **Figure 2**).



**Figure 1:** Aerial view of the subject site at 169 Pennant Hills Road, Carlingford.



**Figure 2:** Aerial view of the subject site at 169 Pennant Hills Road, Carlingford (yellow) and the Carlingford Light Rail station (red).

## BACKGROUND

5. On 11 August 2021, Council officers held an informal pre-lodgment meeting with the applicant. At this time, the applicant provided documents that proposed a building height of 22.5m (7 storeys) and floor space ratio of 2.4:1. No proposed zoning was suggested at the time of the meeting. During the meeting, the applicant was informed of Council officer's concerns with the proposal, particularly the inconsistency of the proposal with the LSPS, LHS and existing character of the area, being predominantly low density residential.
6. On 26 April 2022, a Planning Proposal was lodged with Council by Urbanism to amend the planning controls applicable to 169 Pennant Hills Road, Carlingford under the Parramatta (former The Hills) Local Environmental Plan 2012. An overview of the existing and proposed controls for the Planning Proposal are



detailed in **Table 1** below and an indicative image of the potential development of the site is at **Figure 3**.

**Table 1:** Existing and proposed controls under the Planning Proposal

	<b>Parramatta (former The Hills) Local Environment Plan 2012</b>	<b>Applicant's Planning Proposal</b>
<b>Zoning</b>	R2 Low Density Residential	R4 High Density Residential
<b>Maximum Height of Building</b>	Maximum Height of Buildings of 9m (2-3 storeys)	20m (6 storeys)
<b>Maximum Floor Space Ratio (FSR)</b>	No Maximum Floor Space Ratio	2.0:1



**Figure 3:** Indicative Photomontage from Indicative Concept Plans

7. Council officers met with the applicant and owners to advise on the outcome of the assessment and that the Planning Proposal would not be supported by Council officers. The applicant was provided with the opportunity to withdraw the Planning Proposal ahead of reporting the matter to the Local Planning Panel (LPP).
8. On 29 July 2022 Council received notification from the applicant that a rezoning review had been submitted to the Department of Planning and Environment (DPE). At the time of writing this report, the fee associated with the rezoning review had not been paid to progress the assessment with DPE.

## PLANNING PROPOSAL ASSESSMENT

9. Council officer assessment of the Planning Proposal (see Attachment 2 to Local Planning Panel report at **Attachment 1**) and supporting documents identified inconsistencies with the LSPS and the LHS, including that the site is located outside of the Carlingford Growth Area Precinct and has not been identified as being within a future growth precinct.



10. The site is located within the potential Parramatta CBD to Epping Mass Transit/Train Link Corridor which is identified in the LSPS to be preserved from intensification of development pending the future investigation of the potential future upgraded public transport corridor for potential higher density development.
11. The LSPS and LHS are both aligned with the key objective of requiring the delivery of State and local infrastructure to support the intensification of development along potential corridors. In this instance a program for investigating the potential for higher density development in this corridor area has not yet been established. Additional housing, such as that proposed in this Planning Proposal, is not needed before 2036 in order to meet agreed City of Parramatta housing delivery targets. More details on how Council is meeting its dwelling targets under the Central City District Plan are provided in paragraphs 17-20 of the Local Planning Panel report at **Attachment 1**.
12. The proposed density and heights have been assessed as resulting in an overdevelopment of the site, inconsistent with the density and heights of nearby development and overbearing of existing nearby lower scale development within the locality. This would result in an unacceptable conflict with the existing character of the area and would unduly impact on the amenity of surrounding residences.

## **PARRAMATTA LOCAL PLANNING PANEL**

13. On 20 September 2022, Council officers reported the Planning Proposal to the Local Planning Panel for advice (**Attachment 1**). The Panel unanimously agreed with the Council officer recommendation to refuse the Planning Proposal.

## **CONSULTATION & TIMING**

### **Stakeholder Consultation**

14. There has been no consultation carried out with the community with regards to this Planning Proposal. Public consultation will take place if the Planning Proposal proceeds and obtains a Gateway determination from DPE.

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
Nil				

### **Councillor Consultation**

15. In accordance with normal Council practice, a briefing will be held before the Council meeting to brief Councillors on the proposal.

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
5 October 2022	Councillors	Report finalised before this briefing	Report finalised before this briefing	City Planning and Design

**FINANCIAL IMPLICATIONS FOR COUNCIL**

16. There are no direct financial implications for Council as a result of the recommendations in this report.

	<b>FY 21/22</b>	<b>FY 22/23</b>	<b>FY 23/24</b>	<b>FY 24/25</b>
<b>Revenue</b>				
Internal Revenue				
External Revenue				
<b>Total Revenue</b>				
<b>Funding Source</b>	N/A			
<b>Operating Result</b>				
External Costs				
Internal Costs				
Depreciation				
Other				
<b>Total Operating Result</b>	NIL			
<b>Funding Source</b>	N/A			
<b>CAPEX</b>				
CAPEX				
External				
Internal				
Other				
<b>Total CAPEX</b>	N/A			

**LEGAL IMPLICATIONS FOR COUNCIL**

17. There are no legal implications for Council associated with this report.

Belinda Borg

**Team Leader Land Use Planning**

David Birds

**Group Manager, Major Projects and Precincts**

Jennifer Concato

**Executive Director City Planning and Design**


Amit Sharma

**Financial Planning and Analysis Manager**

Bryan Hynes

**Acting Chief Executive Officer**

**ATTACHMENTS:**

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**PLANNING PROPOSALS**

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<b>ITEM NUMBER</b>	6.1
<b>SUBJECT</b>	Refusal of the Planning Proposal for land at 169 Pennant Hills Road, Carlingford
<b>REFERENCE</b>	RZ/3/2022 -
<b>APPLICANT/S</b>	Urbanism Pty Ltd
<b>OWNERS</b>	Mr Lorenzo Biordi
<b>REPORT OF</b>	Team Leader Land Use Planning

**DEVELOPMENT APPLICATIONS CONSIDERED BY SYDNEY CENTRAL CITY  
PLANNING PANEL Nil****PURPOSE**

The purpose of this report is to seek the Parramatta Local Planning Panel's advice to Council on a recommendation to refuse a Planning Proposal for land at 169 Pennant Hills Road, Carlingford.

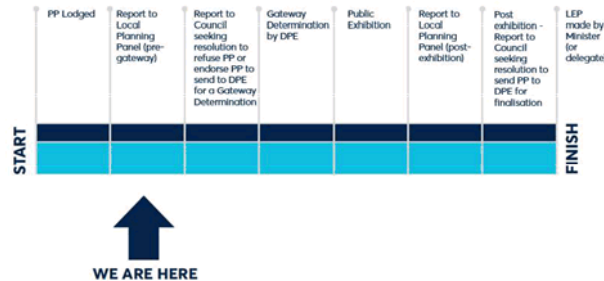
**RECOMMENDATION**

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

- (a) **That** Council refuse the Planning Proposal at 169 Pennant Hills Road, Carlingford for the following reasons:
- i. The Planning Proposal is inconsistent with the Local Strategic Planning Statement as the site is not within the identified Carlingford Growth Precinct and the form of development proposed is incompatible with the low density character of the area.
  - ii. The Planning Proposal is inconsistent with the Local Housing Strategy as intensification of development along the Parramatta CBD to Epping Corridor is not required to meet existing housing targets.
  - iii. The Planning Proposal is premature given that the investigation into the potential Epping to Parramatta Mass Transit/Train Link has not yet commenced and the likely timeframe for new housing delivery associated with this infrastructure is post 2036.
  - iv. The proposed density and heights would result in an overdevelopment of the site, are inconsistent with the density and heights of nearby development, and are overbearing of nearby lower scale development.
- (b) **Further, that** the applicant be advised of Council's decision.

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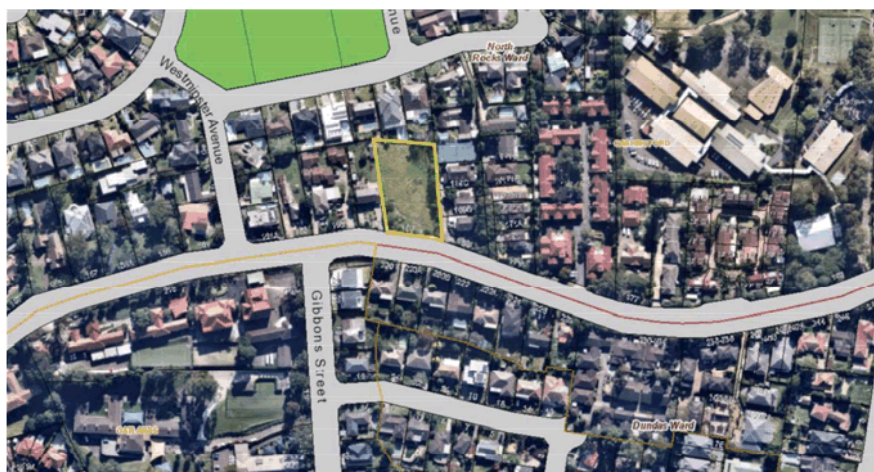
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**PLANNING PROPOSAL TIMELINE****Planning Proposal Timeline****OVERVIEW OF THE PLANNING PROPOSAL**

1. On 26 April 2022, a Planning Proposal was lodged with Council by Urbanism to amend the planning controls applicable to 169 Pennant Hills Road, Carlingford, under the Parramatta (former The Hills) Local Environmental Plan 2012 to:
  - a) Amend the 'Land Zoning Map' to change the land use from R2 Low Density Residential to R4 High Density Residential;
  - b) Increase the maximum height of buildings from 9m to 20m; and
  - c) Amend the floor space map to apply a 2:1 floor space ratio.
2. An aerial view of the subject site, outlined in yellow, is shown in **Figure 1**. The site is located on the northern side of Pennant Hills Road with a total site area of approximately 2,910m<sup>2</sup>. The site is a vacant allotment.
3. The site has a state-controlled road immediately adjacent to the west (Pennant Hills Road), which is zoned SP2 Infrastructure. Vehicular access into the site is from Pennant Hills Road, with no slip lane provided. The site is approximately 50m from the nearest bus stop along Pennant Hills Road and approximately 1.2km from the Carlingford light rail station.

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**Figure 1:** Aerial view of the subject site at 169 Pennant Hills Road, Carlingford.

4. An overview of the existing and proposed controls for the Planning Proposal are detailed in **Table 1** below.

**Table 1:** Existing and proposed controls under the Planning Proposal

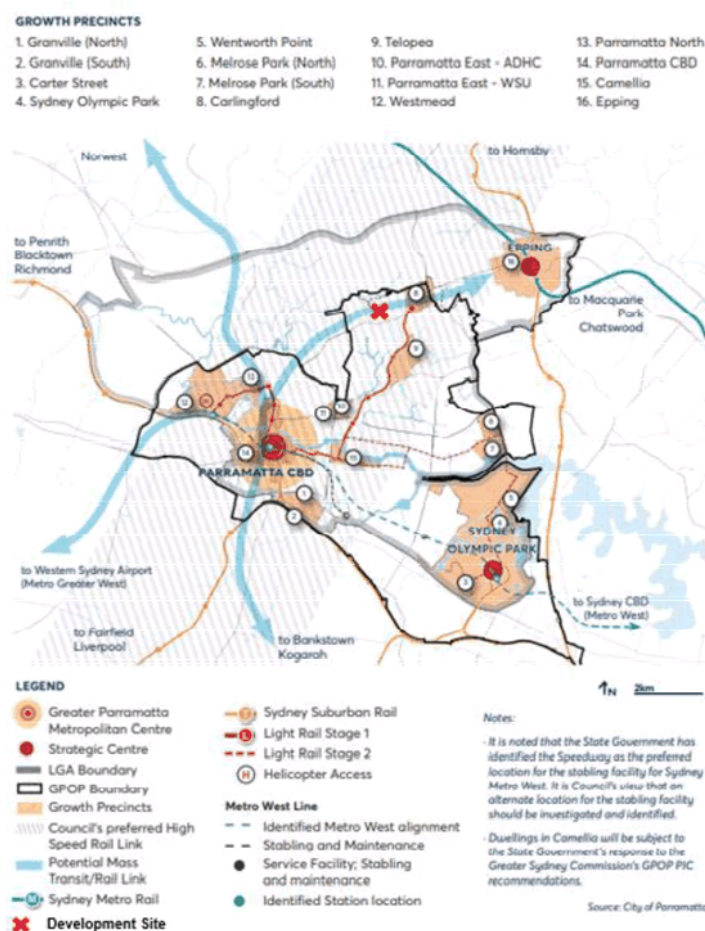
	<b>Parramatta (former The Hills) Local Environment Plan 2012</b>	<b>Applicant's Planning Proposal</b>
<b>Zoning</b>	R2 Low Density Residential	R4 High Density Residential
<b>Maximum Height of Building</b>	Maximum Height of Buildings of 9m (2-3 storeys)	20m (6 storeys)
<b>Maximum Floor Space Ratio (FSR)</b>	No Maximum Floor Space Ratio	2.0:1

5. The Local Strategic Planning Statement (LSPS) identifies the subject site as being outside of the Carlingford Growth Precinct, but within the vicinity of the potential Parramatta CBD to Epping Mass Transit Corridor investigation area that is identified for the potential delivery of additional housing density beyond 2036 upon a commitment to fund the transport infrastructure (see **Figure 2**).



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**Figure 2:** Extract from Local Strategic Planning Statement detailing Growth Precincts and Potential Mass Transit/ Rail Link.

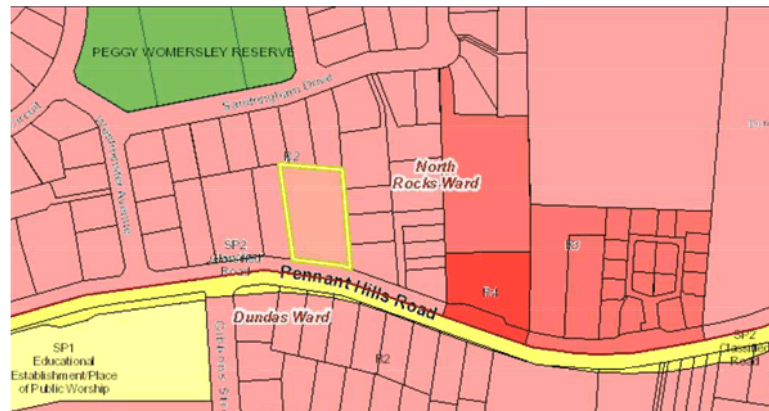
6. The more detailed extract from the LSPS at **Attachment 1** (LSPS Figure 24 - Structure Plan: An Overview of the Strategy) includes confirmation of the LSPS Principle to limit development along non-committed Mass Transit corridors.

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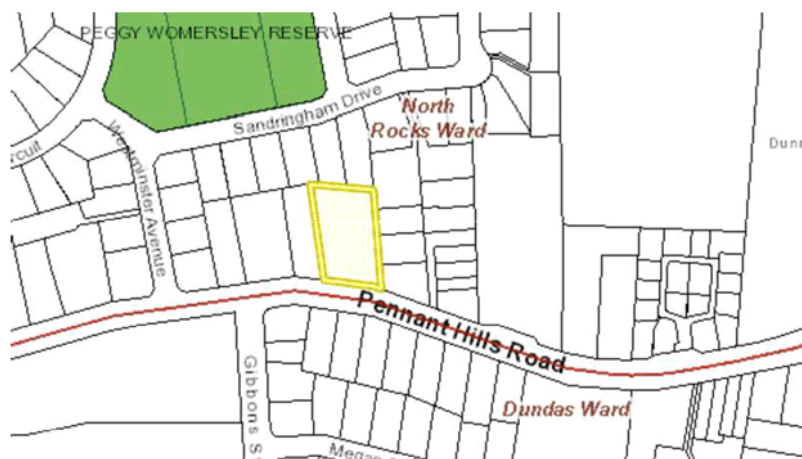
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**EXISTING PLANNING CONTROLS UNDER PARRAMATTA (FORMER THE HILLS) LOCAL ENVIRONMENTAL PLAN 2012**

7. The current zoning, floor space ratio and height controls that apply to the site are shown in Figures 4, 5 and 6 below.



**Figure 4:** R2 Low Density Residential under Parramatta (former The Hills) LEP 2012



**Figure 5:** No Maximum Floor Space Ratio under Parramatta (former The Hills) LEP 2012

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**Figure 6:** Maximum Height of Building 9m under Parramatta (former the Hills) LEP 2012

### COUNCIL OFFICER ASSESSMENT

8. An informal pre-lodgement meeting was held on 11 August 2021 between the applicant and Council Officers. The documents provided included a proposed building height of 22.5m (7 storeys) and floor space ratio of 2.4:1. No proposed zoning was suggested at the time of the meeting. During the meeting, the applicant was informed of Council Officer's concerns with the proposal, particularly the inconsistency of the proposal with the LSPS, Local Housing Strategy (LHS) and existing character of the area, being predominantly low density residential.
9. The Planning Proposal (**Attachment 2**) was lodged in April 2022 and was accompanied by supporting evidence, including 'Indicative Concept Plans' prepared by JS Architects (**Attachment 3**). The Planning Proposal, including a supporting Traffic and Transport Study (**Attachment 4**), was referred to relevant sections of Council for comment to inform its assessment (including Urban Design and Traffic Management).
10. Review of the Planning Proposal has identified inconsistencies with the LSPS and the LHS as the site is located outside of the Carlingford Growth Area Precinct and has not been identified as being within a future growth precinct. The site is located within the Parramatta CBD to Epping Mass Transit Corridor which is identified in the LSPS to be preserved from intensification of development, pending the future investigation of the future transport corridor for potential higher density development upon a commitment to fund the transport infrastructure.
11. It has also been identified that the proposed density and heights would result in an overdevelopment of the site, inconsistent with the density and heights of nearby development and overbearing of existing nearby lower scale development within the locality. This would result in an unacceptable conflict with the existing character of the area and would unduly impact on the amenity of surrounding residences.



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12. Discussions have been held with the Applicant regarding Council Officer continuing concerns that the scale of development proposed is not compatible with the character of the area and that high density development could only be considered for the site when future strategic planning work examines the potential of the wider corridor for development post-2036, as is identified in the LSPS and LHS.
13. The following sections consider Council Officer key concerns regarding the Planning Proposal in more detail.

**Inconsistency with the Existing Strategic Planning Framework**

14. The LSPS and LHS do not support the delivery of high density development along the potential Parramatta CBD to Epping Mass Transit Corridor given the current program for investigating the potential for higher density development in the corridor area has not yet commenced and is not required to deliver new dwellings until beyond 2036. Both policies are aligned with the key objective of requiring the delivery of State and local infrastructure to support the intensification of development along potential corridors. The LSPS and LHS also note that such housing delivery is not needed before that time to meet agreed City of Parramatta housing delivery targets.
15. The key long term strategic transport planning policy that sets the context for the consideration of the Parramatta CBD to Epping Mass Transit Corridor is Transport for NSW's Future Transport 2056. That Plan provides a 40 year vision identifying city-shaping transport projects that will, in the long term, improve accessibility to jobs and services, and act as a stimulus for additional housing supply. It therefore helps set the long term framework for the planned release of already developed low density urban land for higher density development, so that it takes place in a planned and coordinated manner to enable an orderly transition to a new type of local built form and in doing so minimises the impacts of the associated changes in local character. Future Transport 2056 identifies the Parramatta to Epping Mass Transit/Train Link as a future project to be investigated during the period 2026-2036.
16. The LHS seeks to ensure that State and local infrastructure will support projected levels of growth. The LHS makes it clear that greater density should only be supported if there is provision of committed supporting infrastructure. The LHS confirms that there is no identified need to plan to permit additional density on the subject site above that enabled by the current planning controls, prior to the investigation of the potential future development capacity of the Parramatta to CBD Mass Transit Corridor during the period to 2036, as Council has already identified sufficient land to meet its new dwelling targets under the Central City District Plan and LHS for the period to 2036.
17. The Department of Planning and Environment (DPE), through the Central City District Plan and the LHS, provides an "Implied Dwellings Targets" for the City of Parramatta of 77,000 new dwellings for the period to 2036. Council's LHS, that has been approved by DPE, notes that *already identified new housing sites will enable new housing supply that exceeds the implied dwelling target utilising the current development capacity within existing growth precincts, identified future growth precincts and through urban renewal within existing low density*

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*zoned areas.* Details of the projected housing supply for the period to 2036 are provided in **Table 2**.

**Table 2:** How the City of Parramatta is meeting its dwelling targets under the Central City District Plan – extract from Local Housing Strategy.

Period	District Plan Target	Housing Strategy Provision	Dwellings per year	Target achieved?	Comment
0-5 year (2016-2021)	21,650	23,720	4,744	Yes ✓	Target exceeded by 2070 dwellings
6-10 year (2022-2026)	Not provided	23,660	4,732	N/A	
11-20 year (2027-2036)	Not provided	40,520	4,052	N/A	
Total over 20 years (2016-2036)	83,975 <sup>43</sup>	87,900	4,395	Yes ✓	Target exceeded by 3,925 dwellings (with a further 20,020 dwellings in train in growth precincts beyond 2036)

Source: Central City District Plan and Council data

18. It is also important to note that the LSPS, when considering the issue of Local Character (Section 3.1.5) notes that:

*While the majority of our planned housing growth will occur in an identified corridor between Greater Parramatta and Olympic Park (GPOP) and also Epping, the areas to the north of GPOP generally comprising Toongabbie, Winston Hills, North Rocks, Epping and parts of North Parramatta, Carlingford, Beecroft, and Eastwood, comprise low density residential uses which are typically zoned R2 Low Density Residential zone.*

*These existing suburbs have high levels of urban amenity and character, and also provide a diversity of housing offer in the LGA. Importantly, these suburbs also provide for a significant amount of our existing urban tree canopy.*

*These areas are to be protected from further encroachment of high density development.*

19. The subject site is located in Carlingford, an area zoned R2 Low Density Residential that is referred to in this part of the LSPS and therefore directly conflicts with the approach adopted in the LSPS and LHS of protecting such areas from encroachment of high density development.
20. It should also be noted that the City of Parramatta Council is actively working and on track to ensure that sufficient new housing is delivered to meet the identified targets. The NSW Government press release at **Attachment 5** states that during the period from 1 July 2021 to 30 June 2022 City of Parramatta Council was the top local government area (LGA) in the state for rezoning in approving 12,282 new dwellings and the third highest LGA for dwelling approvals for 8,633 new dwellings.

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**Impact on Local Character and Amenity**

21. The Planning Proposal would result in an increase in density on the site that would not result in acceptable impacts or appropriate transitions between the proposed R4 High Density Residential zone and the surrounding R2 Low Density Residential zoned land. The existing character of local development is predominately two storey town houses and detached dwellings on varying lot sizes. The proposed increase in building height from 9m (2-3 storeys) to 20m (6 storeys) would result in development that is over twice the height of any of the surrounding dwellings and would unduly impact on neighbourhood amenity by way of out of character building scale, overshadowing and overbearing of surrounding low density residential development.



**Figure 7:** Indicative Photomontage from Indicative Concept Plans

22. The Hills Development Control Plan (HDCP) 2012 that applies to the land includes site-specific controls in relation to setbacks, landscaping, unit floor area, open space and car parking. Assessment of the indicative concept plans submitted with the proposal has established that the Planning Proposal would not comply with these current controls that apply to residential apartment buildings within R4 High Density Residential zoned land. The relevant controls are summarised in Table 3 below.



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**Table 3:** Indicative concept plans compliance with The Hills Development Control Plan (HDCP) 2012

<b>Control</b>	<b>Compliance</b>
Front boundary setback of 10m from a classified road	No
Minimum internal floor area of units	No
- 75m <sup>2</sup> for 1 bedroom units	
- 110m <sup>2</sup> to 2 bedroom units	
135m <sup>2</sup> for 3 bedroom units	
Landscaping area of 30% of the site	No
A minimum of 50% of the site shall be provided with landscaping areas, exclusive of access driveways and parking	No
Where basement car parking is proposed a minimum of 30% of the developed site must be capable of deep-rooted planting	No
Car parking provided in accordance with the DCP	No

23. It has also been identified that the calculated gross floor area within the proposed concept plan envelopes are lower than the proposed floor space ratio of 2.0:1. As a result the requested floor space ratio would not be achieved without a request for even greater additional height (approximately 1-3 metres) above the proposed 20m height limit.
24. Review of the Planning Proposal has also raised the following traffic and transport related concerns:
- Pennant Hills Road is a classified road that is currently congested and does not have the capacity to cater for an increase in development density above the permitted density of the Carlingford growth precinct. In particular the section of Pennant Hills Road between Jenkins Road and Moseley Street is currently at capacity with the current level of development that is permitted within the area.
  - Parking rates provided within the concept plans do not meet the requirements of The Hills Development Control Plan (HDCP) 2012 based on the proposed unit mix within the indicative concept plans.
25. In summary, the Planning Proposal fails to demonstrate any need for the proposal to proceed in advance of a strategic investigation of the development potential of the site in conjunction with a review of the potential of the wider area, and also fails to demonstrate that detailed issues associated with the impact of high density development on the site on the amenity of the surrounding area would be adequately addressed. The detailed impacts arising from the proposed form of high density development that would be surrounded by existing low density residential development highlight the need for a more extensive analysis to be carried out of the wider area before such a significant change in permissible density can be considered for introduction into this established low density residential area.
26. The recently established local strategic planning framework comprising the LSPS and LHS has shown that Council has actively worked to identify sufficient land to meet its projected needs for the period to 2036 and there is therefore no need to bring forward additional sites for development in an unplanned and

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uncoordinated way as would be the case if the Planning Proposal was to proceed. Recently released figures for dwelling rezoning and development application approvals within the LGA demonstrate that Council is continuing to work to deliver new dwellings for the community in a planned and coordinated manner in locations where the new development is supported by necessary infrastructure upgrades.

27. The Planning Proposal would not be consistent with Council's State Government endorsed planned approach to delivering new housing to meet local needs. As a result, the Planning Proposal is premature and should not be progressed. The future development of the site should only be considered in a strategically coordinated manner, in conjunction with the wider area, to examine its potential role in meeting future housing demand so that any changes to the character of the area are properly managed.

#### **PLAN MAKING DELEGATIONS**

28. The recommendation to the Parramatta Local Planning Panel is for the Planning Proposal to not be supported for the purposes of seeking a Gateway Determination. As a result, Council is not seeking plan making delegations.

#### **FINANCIAL IMPLICATIONS FOR COUNCIL**

29. There are no financial implications for Council in the consideration of this matter.

#### **CONCLUSION**

30. Council Officers have assessed the Planning Proposal and have determined that it should not be supported as it is inconsistent with the well-established local strategic planning framework that has been endorsed by Council and the DPE. That framework does not support any increase in the density of development in the Parramatta CBD to Epping Mass Transport corridor until a study has been carried out, and identifies that development is not needed in that area to meet housing supply targets for the period to 2036. If the proposal was to proceed at present it would result in an overdevelopment of the site that would be inconsistent with the character of the surrounding area and would have a detrimental impact on neighbourhood amenity.

#### **NEXT STEPS**

31. It is recommended the Parramatta Local Planning Panel support the Council Officer recommendation that the Planning Proposal (**Attachment 2**) not be supported for the purposes of seeking a Gateway Determination.
32. Following the Parramatta Local Planning Panel's consideration of the recommendations of this report, the matter will be reported to an upcoming Council meeting along with the Panel's advice.
33. Should Council decide to not support the Planning Proposal, the proponent may choose to lodge a rezoning review with the DPE on the basis that Council has notified them in writing that it does not support the proposal, or because the Planning Proposal has exceeded the 90 day assessment timeframe.

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34. If a rezoning review is lodged, the DPE will notify Council and will request information as part of the rezoning review process.

Belinda Borg  
**Team Leader Land Use Planning**

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

Jennifer Concato  
**Executive Director City Planning and Design**

**ATTACHMENTS:**

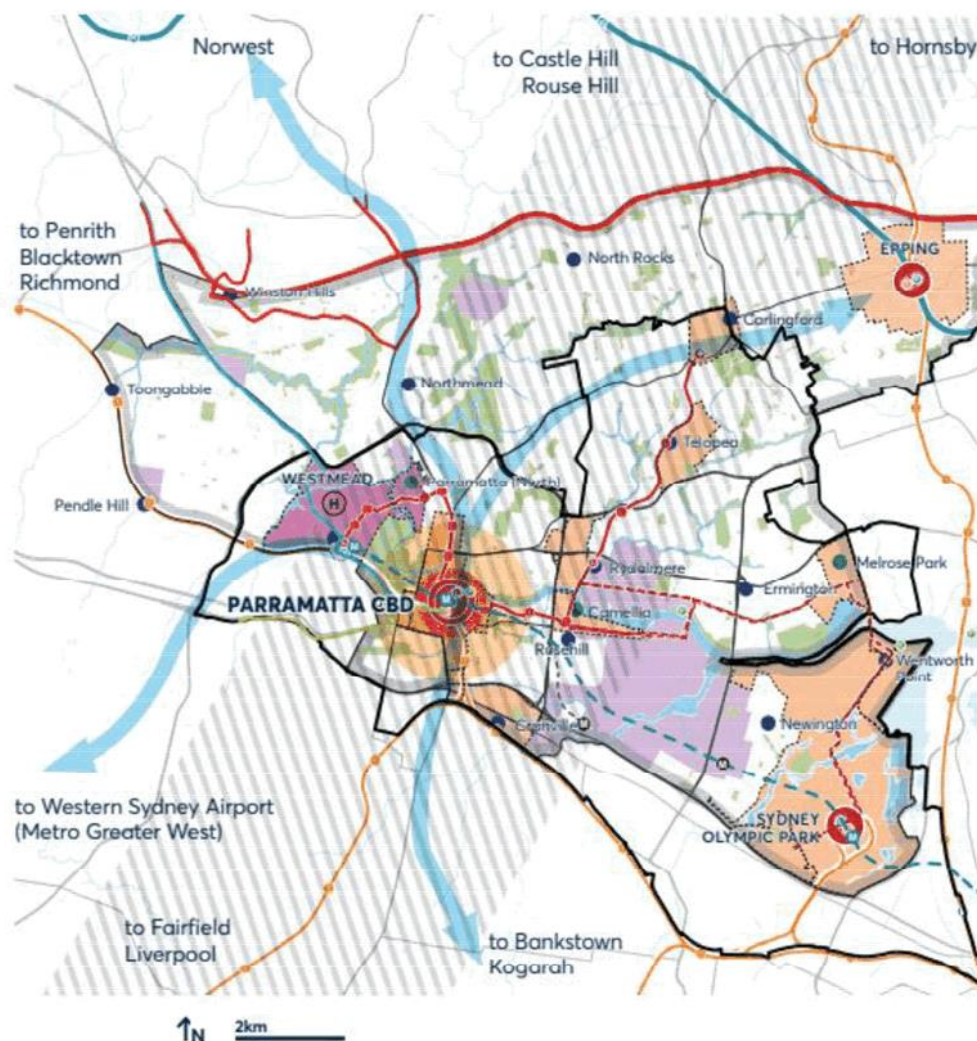
1	 	Figure 24 extract from LSPS	2 Pages
2	 	Planning Proposal Report	42 Pages
3	 	Urban Design Report & Indicative Plans	33 Pages
4	 	Traffic and Transport Study	23 Pages
5	 	NSW Government Media Release on Housing Targets	2 Pages

**REFERENCE MATERIAL**

Item 6.1 - Attachment 1

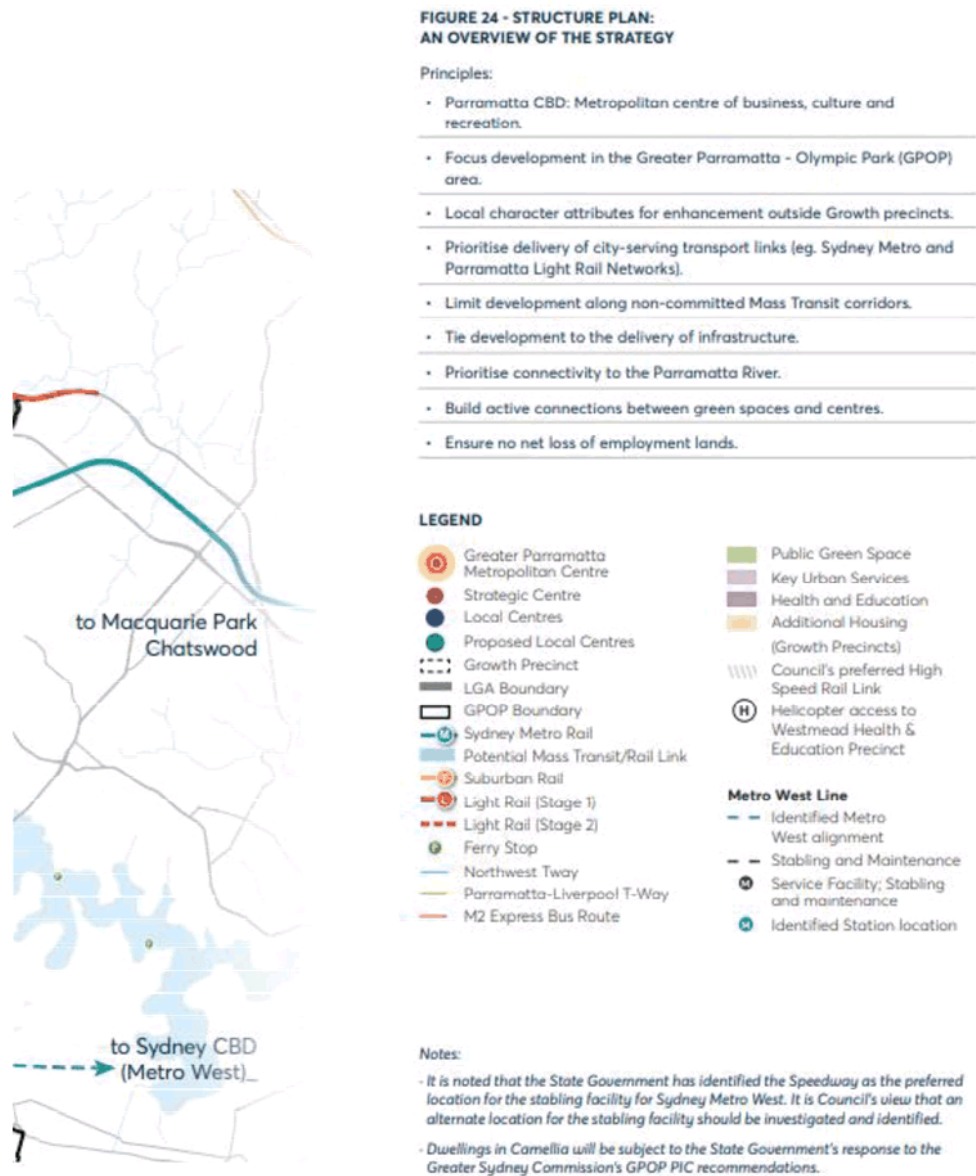
Figure 24 extract from LSPS

## Structure Plan: Towards 2036

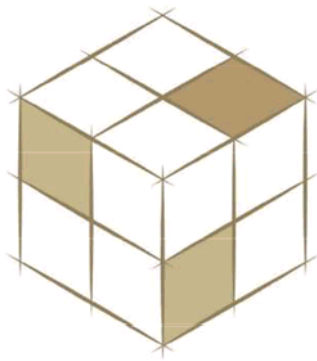


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Figure 24 extract from LSPS







**URBANISM**  
PLANNING & DEVELOPMENT

**PLANNING PROPOSAL**  
**R4 HIGH DENSITY RESIDENTIAL**

**169 PENNANT HILLS ROAD, CARLINGFORD**

**PREPARED FOR**  
**ACON PROJECTS PTY LTD**

**FEBRUARY 2022**

## Item 6.1 - Attachment 2

## Planning Proposal Report

Urbanism Pty Ltd Suite 4, 81 Alexander Street Crows Nest NSW 2065 t 02 9053 7373 e <a href="mailto:contact@urbanism.sydney">contact@urbanism.sydney</a> w <a href="http://www.urbanism.sydney">www.urbanism.sydney</a> ABN: 73 130 715 436
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URBANISM  
PLANNING & DEVELOPMENT

This report has been prepared and approved by:



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## Introduction

Urbanism has been engaged by Acon Projects Pty Ltd to prepare a planning proposal application under Part 3 of the *Environmental Planning and Assessment Act, 1979*. The planning proposal seeks an amendment to the Parramatta (former The Hills) Local Environmental Plan 2012 (LEP 2011). The amendment involves the rezoning of an existing lot comprising 2,910m<sup>2</sup> of land in the following manner:

- Rezone the site from R2 Low Density Residential to R4 High Density Residential;
- Amend the "Height of Buildings Map" to increase the building height from 9 metres to 20 metres; and
- Amend the "Floor Space Ratio Maps" to increase the floor space ratio to 2.0:1

This planning proposal has been prepared in accordance with the *Local Environmental Plan Making Guideline* (NSW Department of Planning & Environment, December 2021). The planning proposal satisfies all requirements under s.3.33(2)(a-e) of the *Environmental Planning and Assessment Act, 1979*.

The merits of the proposal have been assessed against all relevant legislative requirements including State Environmental Planning Policies (SEPPs), Section 9.1 Directions and strategic planning frameworks and is deemed have sufficient merit to enable the planning proposal to be referred for a Gateway Determination.

This planning proposal is supported by the following studies:

- Urban Design Study, JS Architects (February 2022)
- Traffic and Transport Study, TEF Consulting (December, 2021)

### Site Description

The existing lot which is the subject of this planning proposal is legally described as Lot 4 DP 211775 located at 169 Pennant Hills Road, Carlingford.

The following figure (overleaf) shows the subject site.



Figure 1 Subject Site



Source: Near Map (2021)

The following images show the subject site:

Picture 1: A view of the site looking north east



Source: JS Architects





Picture 2: A view of the subject site looking north



Source: JS Architects

Picture 3: A view of the subject site looking north west



Source: JS Architects



Picture 4: A view of high density housing on Carlingford Road opposite Carlingford Court



Source: Urbanism

Picture 5: A view of high density housing on Carlingford Road opposite Carlingford Court



Source: Urbanism



Picture 6: A view of high density housing at Thallon Street opposite the new Carlingford light rail station (approx. 1.2km from the subject site)



Source: Urbanism

Picture 7: A view of high density housing at Boundary Road from Thallon Street (Note medium density housing in foreground)



Source: Urbanism





Picture 8 A view of high density housing looking south along Thallon Street opposite the new Carlingford light rail station (approx. 1.2km from the subject site)



Source: Urbanism

Picture 9 A view of high density housing on James Street from Jenkins Road (note the building height of the building in the foreground which is comparable to that proposed for the subject site)



Source: Urbanism



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3D Perspective 1



Source: JS Architects

3D Perspective 2



Source: JS Architects





## Part 1 Objectives or Intended Outcomes

The objective of this planning proposal is to facilitate the development of the site for higher density residential housing in a manner that does not result in adverse impacts on the natural and built environment.

This objective is achieved through the amendment of the land use zoning, building height and floor space controls in Parramatta (former The Hills) Local Environmental Plan 2012 (PLEP 2012) as summarise in the following table:

Table 1 Summary of required amendments to Parramatta (former the Hills) LEP 2012

Control	Current	Proposed
Zoning	R2 Low Density Residential	R4 High Density Residential
Height of Buildings	9 metres	20 metres
Floor Space Ratio	None	2.0:1

Amending LEP maps are contained in **Part 4** of this planning proposal.



## Part 2 Explanation of Provisions

This planning proposal seeks to amend PLEP (former The Hills) 2012 in relation to the zoning, height and floor space ratio controls as they apply to Lot 4 DP 211775 as detailed below:

- Amending the 'Land Zoning Map' to change the land use zone from 'R2 Low Density Residential' to 'R4 High Density Residential' as illustrated on the proposed zoning map shown at **Part 4**;
- Amending the 'Height of Building Map' to increase the building height from 9 metres to 20 metres as illustrated on the proposed height of buildings map shown at **Part 4**; and
- Amending the 'Floor Space Ratio Map' to apply a floor space ratio of 2.0:1 as illustrated on the proposed floor space ratio map shown at **Part 4**.



## Part 3 Justification

### Section A – Need for the planning proposal

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

Yes.

The Local Strategic Planning Statement City Plan 2036 (LSPS) is Parramatta City Council's 20-year land use planning vision. It balances the need for housing and economic growth, while also protecting and enhancing housing diversity, heritage and local character. Further, the LSPS implements the NSW Government's strategic planning framework at the local level while protecting the City's environmental assets and improving the health and liveability of the City.

The planning proposal seeks to achieve the objectives identified in the LSPS as it will assist Council advocate for fast tracking planning for the Parramatta to Epping mass transit/rail link. Refer to Question 4 for further discussion.

**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 is the best means of achieving the objectives and intended outcomes for the site in a manner which will enable appropriate redevelopment of the site.

The proposal represents a current opportunity to allow for the appropriate development of a undeveloped infill site which is ideally located being located approximately 1.2 kilometres (15 minute walk) to the Carlingford Light Rail Station and nearby schools including Cumberland High School (300 metres) and James Ruse Agricultural High School (850 metres).

One potential consequence of the planning proposal not proceeding is that the site remains in its current undeveloped state and provides no additional housing in what is otherwise an ideal location. Another consequence, potentially less desirable is that the site might be developed under its current zoning which may provide no more than 4 residential dwelling houses. This may potentially fragment the site and thus diminish its chances of leveraging its strategic location to provide additional housing supply in future.

The potential for the site to provide greater housing diversity in a suitable location will be achieved by this planning proposal which is therefore the best means for achieving the objectives and intended outcomes.



## Section B - Relationship to strategic planning framework

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

Yes.

Figure 2 Strategic Merit Assessment

Principle	Consistent?
Does the proposal:	Yes
<ul style="list-style-type: none"> <li>Give effect to the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, and/or corridor/precinct plans applying to the site. This includes any draft regional, district or corridor/precinct plans released for public comment or a place strategy for a strategic precinct including any draft place strategy; or</li> </ul>	<p>The planning proposal is consistent with the Greater Sydney Region Plan specifically Objective 7 Communities are healthy, resilient and socially connected, Objective 10 Greater housing supply, Objective 11 Housing is more diverse and affordable and Objective 15 The Eastern, GPOP and Western Economic Corridors are better connected and more competitive, as it will provide a quantity and diversity of housing opportunities within the existing urban footprint in Carlingford within 1.3km (15 minutes' walk) of the local town centre where the proposed Carlingford light rail station is available.</p>
<ul style="list-style-type: none"> <li>Demonstrate consistency with the relevant LSPS or strategy that has been endorsed by the Department or required as part of a regional or district plan; or</li> </ul>	<p>The planning proposal is consistent with Planning Priority C5 Providing housing supply, choice and affordability, with access to jobs, services and public transport contained in the Central City District Plan. Specifically, the proposal will provide a range of housing choices within the proximity of public transport nodes including the proposed light rail stations (Carlingford and Telopea) and bus stops up the road, which enables a combination of public and active transport.</p>
<ul style="list-style-type: none"> <li>Respond to a change in circumstances that has not been recognised by the existing planning framework</li> </ul>	<p>The planning proposal is consistent with A City Supported by Infrastructure Place-</p>



Principle	Consistent?
	based Infrastructure Compact Pilot in Proposed action 1: Sequencing Plan – Phase 1: Focus on precincts where growth can be aligned with already committed infrastructure to support job creation and new development and Proposed action 5: Short-to-medium-term infrastructure. The priorities are additional to those already in planning, priorities for Sequencing Plan – Phase 1.
	The site for the proposal is located within the Rydalmere to Carlingford Precincts priority area and is suggested to be in Phase 1 of the future growth of the GPOP due to its high cost-effectiveness. The proposal also brings opportunities for social housing expansion in Carlingford as suggested, consistent with proposed action 5.
	The planning proposal can accordingly be considered to satisfy the Strategic Merit Test.
Site-specific merit	Yes
Does the proposal give regard and assess impacts to:	The site currently contains sparse trees on the boundaries and is covered by grass. It does not contain significant environmental areas, resources or hazards.
<ul style="list-style-type: none"> <li>the natural environment on the site to which the proposal relates and other affected land (including known significant environmental areas, resources or hazards)</li> </ul>	The site is currently vacant and not in use. Land in the vicinity of the subject land accommodates established low to medium density dwellings. The local area is likely to go through urban renewal and an increase in residential density in the future.
<ul style="list-style-type: none"> <li>existing uses, approved uses, and likely future uses of land in the vicinity of the land to which the proposal relates</li> </ul>	
<ul style="list-style-type: none"> <li>services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial</li> </ul>	The site is located closely to bus stops with services connected to Parramatta, Carlingford town centre and Epping. The





Principle	Consistent?
arrangements for infrastructure provision	settlement of light rail service within three years will also add value and bring convenience to the subject site.
	The proponent has engaged a water and sewer servicing report (submitted under separate cover) which confirms that the subject properties have access to both water and sewer services.
	The planning proposal can accordingly be considered to satisfy the Strategic Merit Test.

#### Greater Sydney Region Plan

The Greater Sydney Region Plan (GSRP) was released by the Greater Sydney Commission (GSC) on 18 March 2018. The GSRP is the NSW Government's overarching strategic plan for the Greater Sydney Region. It sets a 40-year vision and establishes a 20-year plan to manage growth and change for Greater Sydney in the context of social, economic and environmental matters. It is built on a vision of three cities where most residents live within 30 minutes of their jobs, education and health facilities, services and great places.

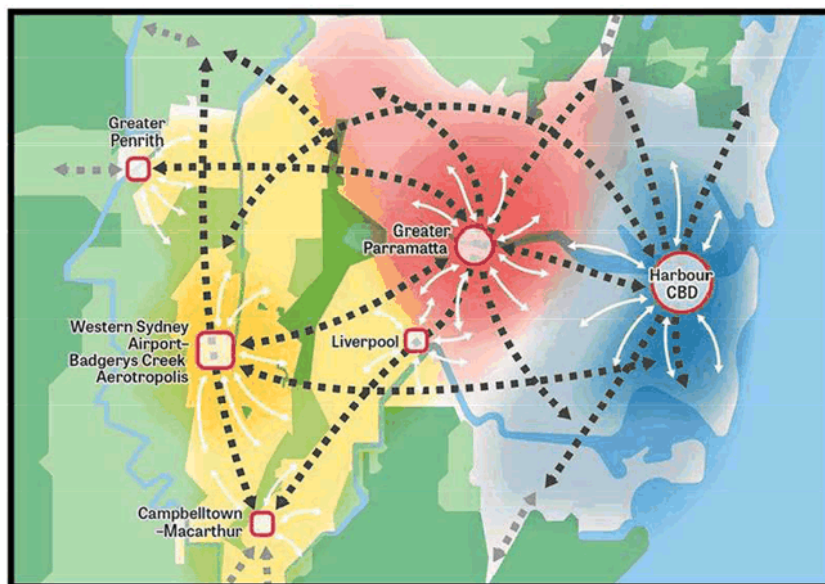
It provides a 40-year vision for the Greater Sydney region and is designed to inform district and local plans and the assessment of planning proposals.

To meet the needs of a growing and changing population the vision seeks to transform Greater Sydney into a metropolis of three cities:

- the Western Parkland City
- the Central River City
- the Eastern Harbour City



Figure 3 Metropolis of Three Cities Vision



The GSRP identifies several key objectives around the need to ensure communities are healthy, resilient and socially connected; and improving housing supply to all groups in the community.

The planning proposal is consistent with several planning objectives in the GSRP. These include:

- Objective 7 Communities are healthy, resilient and socially connected
- Objective 10 Greater housing supply
- Objective 11 Housing is more diverse and affordable
- Objective 14 A Metropolis of Three Cities – integrated land use and transport creates walkable and 30-minute cities
- Objective 15 The Eastern, GOP and Western Economic Corridors are better connected and more competitive

The planning proposal will help to achieve Objectives 14 and 15 as it will provide housing growth located within 1.3km (15 minute walk or 8 minute bus ride) of the Carlingford Light Rail Line Station (once operational).



The planning proposal will achieve Objectives 7, 10 and 11 as it will provide 48 additional housing units in an locality well-served by local public transport providing excellent access to employment and local services.

#### **Central City District Plan**

This Central City District Plan is the NSW Government's 20-year plan to manage growth in the context of economic, social and environmental matters to achieve the 40-year vision of Greater Sydney. It is a guide for implementing the Greater Sydney Region Plan, A Metropolis of Three Cities, at a district level and is a bridge between regional and local planning.

The Central City District Plan informs local strategic planning statements and local environmental plans, the assessment of planning proposals as well as community strategic plans and policies.

Section 3.8 of the *Environmental Planning and Assessment Act 1979* requires planning proposal authorities to give effect to any district strategic plan applying to the local government area to which the planning proposal relates. Therefore, this proposal must be considered against the provisions of the South District Plan.

The planning proposal is consistent with several planning priorities in the Central City District Plan. These include:

- Priority C5 Providing housing supply, choice and affordability, with access to jobs, services and public transport contained in the Central City District Plan.

Specifically, the proposal will provide a range of housing choices within the proximity of public transport nodes including the proposed light rail stations (Carlingford and Telopea) and bus stops up the road, which enables a combination of public and active transport.

#### **Greater Parramatta to Olympic Peninsula (GPOP)**

The site for the proposal is located within the Rydalmere to Carlingford Precincts priority area and is suggested to be in Phase 1 of the future growth of the GPOP due to its high cost-effectiveness. The planning proposal also brings opportunities for social housing expansion in Carlingford as suggested, consistent with proposed action 5.

Infrastructure Compact Pilot in Proposed action 1: Sequencing Plan – Phase 1: Focus on precincts where growth can be aligned with already committed infrastructure to support job creation and new development and Proposed action 5: Short-to-medium-term infrastructure. The priorities are additional to those already in planning, priorities for Sequencing Plan – Phase 1.

The planning proposal is consistent with A City Supported by Infrastructure Place-based



**Q4. Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GSC, or another endorsed local strategy or strategic plan?**

Yes.

The Local Strategic Planning Statement City Plan 2036 (LSPS) is Parramatta City Council's 20-year land use planning vision. It balances the need for housing and economic growth, while also protecting and enhancing housing diversity, heritage and local character. Further, the LSPS implements the NSW Government's strategic planning framework at the local level while protecting the City's environmental assets and improving the health and liveability of the City.

The LSPS covers four (4) overarching priority areas which encompass 16 specific priorities as follows:

Figure 4 Planning Priority Areas (LSPS)

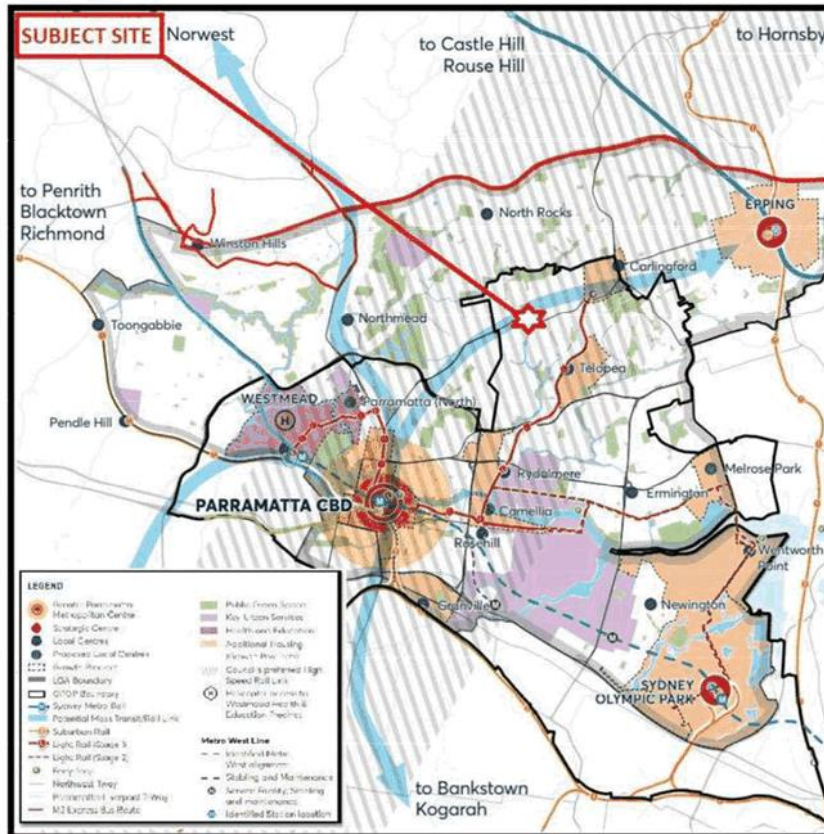
1. Local Planning Priorities	2. Liveability Planning Priorities	3. Productivity Planning Priorities	4. Sustainable Planning Priorities
<ul style="list-style-type: none"> <li>1. Expand Parramatta's economic role as the Central City of Greater Sydney</li> <li>2. Grow Parramatta as a Smart City</li> <li>3. Advocate for improved public transport connectivity to Parramatta CBD from the surrounding district</li> <li>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</li> <li>5. Preserve and enhance the low-scale character and identity of suburban Parramatta outside of the GPOP area and Epping Strategic Centre</li> <li>6. Provide for community infrastructure and recreation opportunities</li> </ul>	<ul style="list-style-type: none"> <li>7. Provide for a diversity of housing types and sizes to meet community needs into the future</li> <li>8. Incentivise affordable rental housing delivery and provide for permanent affordable housing</li> <li>9. Enhance Parramatta's heritage and cultural assets to maintain our authentic identity and deliver infrastructure to meet community needs</li> <li>10. Improve active walking and cycling infrastructure and access to public and shared transport</li> </ul>	<ul style="list-style-type: none"> <li>11. Build the capacity of the Parramatta CBD, Strategic Centres, and Employment Lands to be strong, competitive and productive</li> <li>12. Retain and enhance Local Urban Service Hubs for small industries, local services and last-mile freight and logistics</li> </ul>	<ul style="list-style-type: none"> <li>13. Protect and improve the health and swimmability of the Parramatta River, its waterways and catchment</li> <li>14. Protect and enhance our trees and green infrastructure to improve liveability and ecological health</li> <li>15. Reduce emissions and manage energy, water, and waste efficiently to create better buildings and precincts and solve city planning challenges</li> <li>16. Increase resilience of people and infrastructure against natural and urban hazards</li> </ul>

The LSPS contains a Structure Plan (overleaf) which illustrates how urban growth and infrastructure investment will occur to 2036. The subject site is located on a designated Potential Mass Transit/Rail Link which connects the Parramatta CBD to Carlingford and Epping via Pennant Hills Road.





Figure 5 Structure Plan: Towards 2036 (Parramatta LSPS)



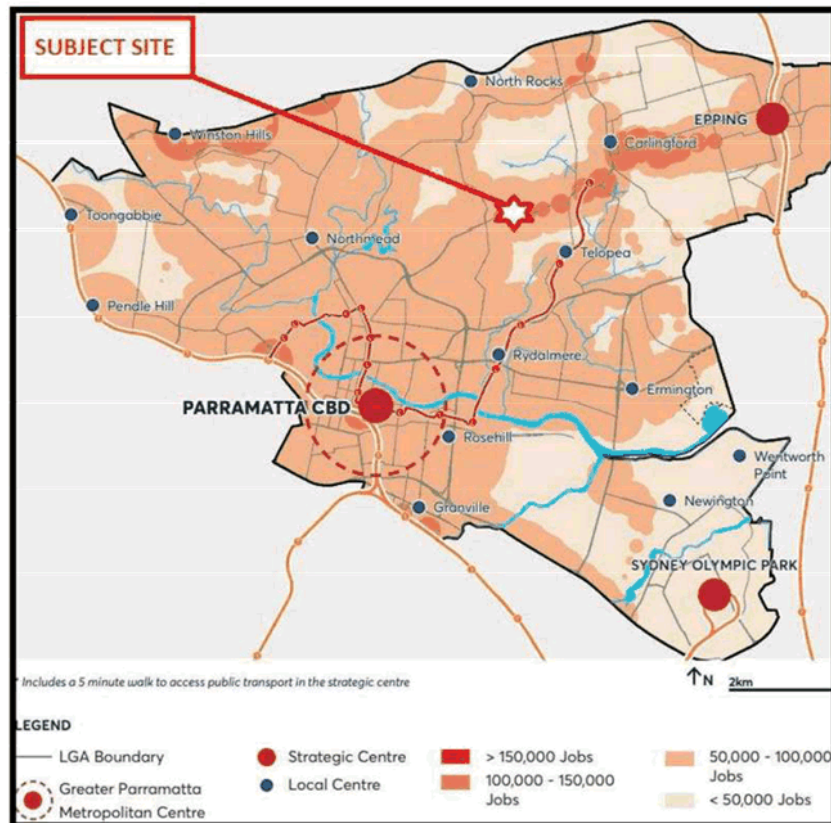
The LSPS contains analysis (see figure overleaf) of localities within a 30 minute travel time to employment consistent with the Greater Sydney Commission's region plan, *A Metropolis of Three Cities*, promotes a concept of a long-term aspiration that land use planning and infrastructure planning will work together to deliver 30-minute door-to-door access to strategic and metropolitan centres via public transport referred to as a '30 minute city'.

This shows that the subject site is located within 30 minutes of between 100,000 and 150,000 jobs.





Figure 6 Access To Jobs In Strategic Centres (LSPS)



In terms of the four priority planning areas and the specific actions contained within the LSPS the following actions are achieved through this planning proposal:

- A13 Collaborate with Government to fast track the future planning and delivery of these city-shaping transport links: Parramatta to Epping, Parramatta to Western Sydney Airport, Parramatta to Norwest, Parramatta to Kogarah via Bankstown and Parramatta Light Rail Stage 2.**



**A65** Identify typical public transport and door to door walk travel times from Planning Proposal sites to Employment Lands and Strategic Centres when assessing the merit of proposed housing densities.

The LSPS identifies an action to fast track future planning and delivering of city shaping transport links such as a the Parramatta to Epping potential mass transit link. As outlined in

Figure 5 the subject site is located directly on this corridor which straddles Pennant Hills Road. This action is in part enacted upon through council actively facilitating planning proposal such as this and others nearby at BaptistCare facility at 264-268 Pennant Hills Road (now under construction) and the SPD for land at 258-262 Pennant Hills Road.

Support for planning proposal favourably located within proximity to committed (Carlingford Light Rail Line Station) and potential mass transit links demonstrates Council's commitment to facilitating growth within the corridor which in turn strengthens the case for bringing forward planning for investment in transport infrastructure.

Consistent with action A65, the subject site is shown on Figure 6 to be favourably located within a 30 minute travel time to between 100,000 and 150,000 jobs.

The Traffic and Transport Study submitted with this planning proposal finds that there are four (4) bus stops on Pennant Hills Road within a short walking distance (between 90 to 200 metres) of the subject site. Specifically, the Study found that:

*"The subject site is located approximately 1.2 km from the proposed Carlingford Station. Regular bus services (routes 550 and 625) run every 10 minutes between the site and the future station. The trip duration is only 8 minutes. The site will, therefore, be well serviced by the proposed PLR ..."*

Additionally, there are almost 30 bus services in the morning and afternoon peaks that provide access to Parramatta, Epping and Macquarie Park which operate along Pennant Hills Road.

It is consider that the planning proposal should be considered favourably in respect to Action A65 and the planning proposal is broadly consistent with the LSPS overall as it will accommodate additional housing supply and help to improve housing affordability in close proximity to public transport and jobs along an identified future mass transit corridor.

#### **Parramatta Local Housing Strategy**

Parramatta City Council's Local Housing Strategy (2020) provides direction about when and where future housing growth will occur to 2036 and beyond, consistent with the strategic priorities contained in the NSW Government's Central City District and Council's Local Strategic Planning Statement. The LHS was approved by the Secretary, Department of Planning, Industry and Environment on 29 July 2021.



The LHS provides the evidence of significant housing growth, most of which is high-density (apartment) development occurring in growth precincts led by NSW Government agencies or the City. It also sequences this forecasted growth based on delivery of key dependencies.

The LHS specifically deals with *Land Use Opportunities and Constraints* in Section 2.3. The following table summarises the identified opportunity areas:

Table 2 Parramatta Housing Strategy Growth Opportunities

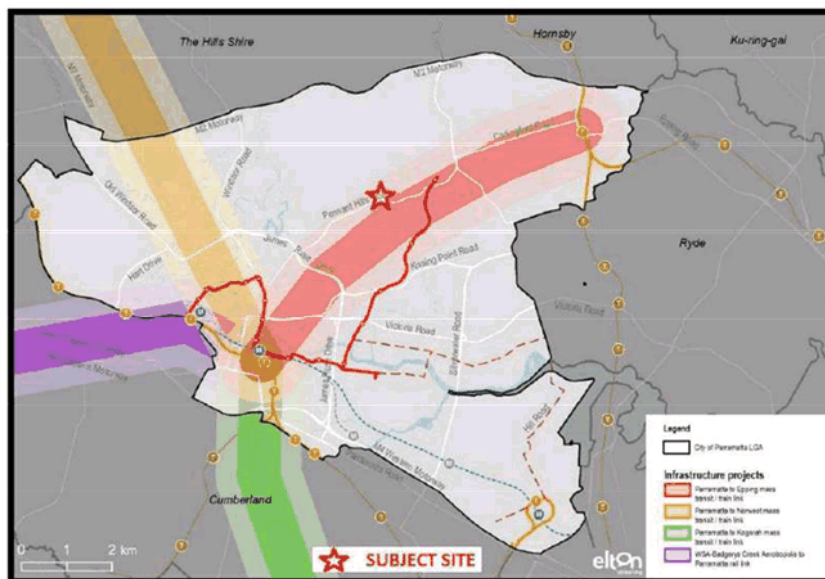
Highest Opportunity	Significant Opportunity	Future Longer Term Opportunities (with next 20 years)	Very Long Term Opportunities (beyond 20 years)
<ul style="list-style-type: none"> <li>▪ Parramatta CBD</li> <li>▪ Granville (North and South)</li> <li>▪ Westmead</li> <li>▪ Sydney Olympic Park</li> <li>▪ Carter Street</li> <li>▪ Telopea</li> <li>▪ Carlingford</li> <li>▪ Melrose Park</li> <li>▪ Epping</li> <li>▪ Wentworth Point</li> </ul>	<ul style="list-style-type: none"> <li>▪ Camellia Town Centre</li> <li>▪ Parramatta East (ADHC site)</li> </ul>	<ul style="list-style-type: none"> <li>▪ PLR1: Carlingford Corridor</li> <li>▪ PLR2: Ermington Corridor</li> </ul>	<ul style="list-style-type: none"> <li>▪ Parramatta CBD To Epping: Pennant Hills Road Corridor*</li> <li>▪ Parramatta CBD To Norwest: Windsor Road Corridor*</li> </ul>

\* Originally published in the LHS as 'Parramatta CBD to Epping: Windsor Road Corridor' and 'Parramatta CBD to Norwest: Pennant Hills Road Corridor'.

The following diagram contained in the LHS illustrates the approach to growth precincts and corridors:



Figure 7 LHS Future Transport Investigation Corridors Based on Future Transport 2056



The strategic location of the site is clearly apparent in that it is located adjacent to the Carlingford Precinct where significant high density housing redevelopment is well underway. It also forms part of the Parramatta to Epping corridor which includes the Parramatta Light Rail (PLR1) Parramatta to Carlingford Corridor and the Parramatta CBD To Epping: Pennant Hills Road Corridor.

The LHS noted specifically in relation to these corridors:

*"Both of these corridors are identified in the multi-criteria analysis as representing opportunities. However, these corridors are likely to form the spine of two major transport initiatives outlined in Future Transport 2056 that fall outside the timeframe of this housing strategy: namely the Parramatta to Epping; and Parramatta to Norwest mass-transit connections.*

*Since the nature of the mass-transit solution, corridor preservation and station locations are unknown at present, this Strategy recommends that no further intensification of these corridors occur at this stage to preserve potential future dwelling opportunity."*

The outcome of this section of the LHS is a 'Key Direction' which states:





*"It is a key recommendation of this housing strategy that no additional major rezonings for housing (over and above those already identified in this Strategy) are likely to be required, and should therefore not be actively facilitated (unless for the purposes of housing diversity) until the post 2036 period.*

*Fundamentally, this recommendation will be supported by on-going monitoring of all the growth precincts, planned precincts and Planning Proposals identified in this Strategy to track and confirm the implementation of forecast dwelling delivery actually taking place on the ground during the immediate, medium and longer term.*

*Having said that, investigations into further housing opportunity should be undertaken in the 10 year plus period in the following locations:*

- *Localities in the Parramatta CBD to Epping future mass transport corridor identified in Future Transport 2056 - once the infrastructure is committed and the corridor is determined*
- *Localities in the Parramatta CBD to Norwest future mass transport corridor identified in Future Transport 2056 - once the infrastructure is committed and the corridor is determined*
- *The Rydalmere/Ermington corridor - once the exact nature of mass-transit arrangements is known.*

*Investigating the potential for low-density renewal to deliver more intermediary forms of lower density housing such as townhouses in locations outside the direct influence of these transport corridors can then be effectively assessed. However, this renewal would be lower-scale, low density development that reflects surrounding character and is consistent with the predominant building form."*

So in effect, the LHS clearly recognises the growth potential of the subject site (as part of the Parramatta CBD To Epping: Pennant Hills Road Corridor). The LHS however links any future high density growth opportunities to longer term decisions about mass transit investment plans by the NSW Government unless for the purposes of housing diversity.

The LHS strategy presented is that locations, such as the subject site, be reviewed in the interim as opportunities for "intermediary forms of lower density housing such as townhouses".

A pre-lodgement meeting was held via video conference with Council's planners on 11 August 2021 who indicated that a townhouse option might be more appropriate for the site. The Urban Design Study and Traffic and Transport Study submitted with this planning proposal examined an alternative townhouse concept as directed.

Three scenarios are considered as identified on the following table:





Table 3 Land Use Yields by Land Use Zone

Zoning	Building Height	Floor Space Ratio	Yield (ETs)
R2 Low Density	(no change)	(no change)	4
R3 Medium Density	(no change)	0.75:1	17
R4 High Density	20m	2.0:1	48

Analysis confirmed that the R3 Medium Density option would increase yield more than 3 fold over the current zoning and the R4 High Density option would increase the yield more than 2 fold over the R3 Medium Density option.

A Traffic and Transport Study was undertaken to assess the potential traffic generation impacts of each of the three scenarios. The results are summarised in the following table:

Table 4 Vehicle Trip Generation by Yield

	Option 1 (4 ETs)		Option 2 (17 ETs)		Option 3 (48 ETs)	
	AM Peak	PM Peak	AM Peak	PM Peak	AM Peak	PM Peak
Number of Trips	3.8	4.0	11.1	11.1	15.4	19.7

This analysis shows that the proposed strategy of restricting development to low density (dwelling house) or medium density (townhouse) type development would be inconsistent with the broad intent of the LHS which is to preserve land along public transport corridors for potential future housing opportunities as it would represent an underutilisation of land in strategic locations close to public transport and within the intended travel catchments to employment opportunities.

Further, the analysis undertaken shows that comparing the three (3) development scenarios, the R4 High Density option provides the greatest potential dwelling yield while having a marginal impact of traffic volumes. This is due to typical traffic generation multipliers that show that apartments generate fewer vehicle trips per day than houses or townhouses.

The Traffic and Transport Study summarised as follows:

*"It is evident that the difference between additional traffic generation for the "R2 to R3" or "R2 to R4" zoning options for the subject lot is very low. Yet, the R4 option yields more than double the number of dwellings compared with the R3 alternative. In traffic engineering terms total traffic generation for all of these options is insignificant in relation to the traffic flows on the frontage road."*

It is therefore considered that while the base case (R2 zoning) or the alternative R3 Medium Density options may achieve a low scale character, these would represent an underutilisation of land that could otherwise achieve greater density and by extension the objectives of the LHS and other strategic planning frameworks.



**Q5** *Is the planning proposal consistent with any other applicable State and regional studies or strategies?*

Yes.

The planning proposal is consistent with Future Transport 2056.

Future Transport 2056 is a suite of strategies and plans that set the 40-year vision, directions and principles for customer mobility in NSW, guiding transport investment over the longer term. It considers the large economic and societal shifts anticipated in the future to respond to rapid changes in technology and innovation to create and maintain a safe, efficient and reliable transport system.

**Q6.** *Is the planning proposal consistent with applicable SEPPs?*

Yes.

**State Environmental Planning Policy No 65 – Design Quality of Residential Apartment Development**

SEPP 65 aims to improve the design quality of residential flat developments, provide sustainable housing in social and environmental terms that is a long-term asset to the community and delivers better built form outcomes.

The future redevelopment of the site in a manner consistent with the Urban Design Report prepared by JS Architects would be capable of complying with SEPP 65. Detailed compliance with SEPP 65 will be demonstrated at the time of making an application for development.

**Q7.** *Is the planning proposal consistent with applicable Ministerial Directions (section 9.1 Directions)?*

Yes.

This planning proposal is consistent with all applicable Ministerial Directions (refer to Appendix C), and discussed further below:

**Ministerial Direction 2.1 (Environment Protection Zones)**

The direction applies when a relevant planning authority prepares a Planning Proposal.

The Planning Proposal is consistent with the direction as it includes provisions that facilitate the protection and conservation of environmentally sensitive areas. The Planning Proposal does not apply to land within an environment protection zone or land identified for environmental protection proposes in an LEP.

**Ministerial Direction 3.1 (Residential Zones)**

The direction applies when a relevant planning authority prepares a planning proposal that will affect land within an existing or proposed residential zone and any zone in which significant residential development is permitted or proposed to be permitted. A planning proposal must include provisions that encourage the provision of housing that will:

- (a) broaden the choice of building types and locations available in the housing market, and
- (b) make more efficient use of existing infrastructure and services, and
- (c) reduce the consumption of land for housing and associated urban development on the urban fringe, and
- (d) be of good design.

A planning proposal must, in relation to land to which this direction applies:

- (a) contain a requirement that residential development is not permitted until land is adequately serviced (or arrangements satisfactory to the council, or other appropriate authority, have been made to service it), and
- (b) not contain provisions which will reduce the permissible residential density of land.

The planning proposal intends to provide a variety of building types and dwelling housing choices within the local area. The proposed site is located within close proximity to bus services on Pennant Hills Road, which contribute to increased public transport patronage and reduced commuting times.

The planning proposal is within an established area and will make efficient use of the existing infrastructure and services.

**Ministerial Direction 3.4 (Integrating Land Use & Transport)**

This direction applies when a relevant planning authority prepares a planning proposal that will create, alter or remove a zone or a provision relating to urban land, including land zoned for residential, business, industrial, village or tourist purposes.

A planning proposal must locate zones for urban purposes and include provisions that give effect to and are consistent with the aims, objectives and principles of:

- (a) *Improving Transport Choice – Guidelines for planning and development* (DUAP 2001), and



(b) *The Right Place for Business and Services – Planning Policy (DUAP 2001).*

The planning proposal is consistent with these documents in providing increased opportunity for development of additional dwelling on a site within an identified local centre which is within comfortable walking distance to bus and future light rail services.

**Ministerial Direction 7.5 (Implementation of Greater Parramatta Priority Growth Area Interim Land Use & Infrastructure Plan)**

This direction applies to land contained within Greater Parramatta Priority Growth Area and as indicated in the map attached.

The planning proposal applies to land located within Greater Parramatta Priority Growth Area and is consistent with the Greater Parramatta Interim Land Use and Infrastructure Implementation Plan 2017. The proposed rezoning well contributes to the growth of Next Generation Living from Camellia to Carlingford which comprises a medium to high-density housing types.

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

**Q8. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected because of the proposal?**

No.

The subject site is not known to contain critical habitat or threatened species, populations or ecological communities, or their habitats.

**Q9. Are there any other likely environmental effects of the planning proposal and how are they proposed to be managed?**

No.

The site is not affected by any known natural hazards such as flooding, land slip or bushfire.

Detailed shadow assessment has been undertaken having regard to the likely future context of the site as illustrated within the Urban Design Report prepared by JS Architects. The assessment of the potential impacts of overshadowing has demonstrated that the concept proposal will not result in an unacceptable shadow impact to adjacent properties which will remain capable of future development with Apartment Design Guide compliant solar access.





The planning proposal is accompanied by a traffic and parking assessment and an addendum prepared by TEF Consulting. The assessment includes an analysis of the impact of the proposed R4 High Density zoning on traffic and intersection operation. The additional traffic was found to constitute a very minor proportion of the existing traffic (less than 1%) and will therefore have no noticeable effect on the existing traffic conditions. As a consequence, there will be no requirement for road or intersection upgrades as a result of this development.

**Q10. Has the planning proposal adequately addressed any social and economic effects?**

Yes.

The planning proposal demonstrates a commitment to improving housing diversity in the locality and providing housing that responds to the needs, lifestyle and values of the local community. The development will provide high density housing and improve housing affordability in close proximity to public transport nodes providing excellent access to jobs and local services consistent with the NSW Government's objective for a walkable, 30 minute city.

The site is otherwise undeveloped and underutilised and thus offers no social or economic value to the local community. Support of the planning proposal will enable the most efficient use of the site having regard to its excellent access to public transport and employment opportunities and future role as forming part of a mass transit corridor.

**Section D – Infrastructure (Local, State and Commonwealth)**

**Q11. Is there adequate public infrastructure for the planning proposal?**

Yes, there are no current deficiencies in public infrastructure to support the proposed land use.

**Section E – State and Commonwealth interests**

**Q12. What are the views of state and federal public authorities and government agencies consulted in order to inform the Gateway determination?**

The Gateway Determination required consultation with the following agencies:

- Roads and Maritime Services
- Transport for NSW
- Office of Environment and Heritage
- Environmental Protection Authority
- State Emergency Service
- Sydney Water





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## Part 4 Mapping

Refer to **Attachment 1** for proposed land use zone and minimum lot size maps.



## Part 5 Community Consultation

The planning proposal will be placed on public exhibition in accordance with the Gateway Determination.



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## Part 6 Project Timeline

Project Milestone	Date
Consideration by council	February 2022 – March 2022
Council decision	April 2022
Gateway determination	May 2022
Pre exhibition	June 2022
Commencement and completion of public exhibition period	June 2022 – July 2022
Consideration of submissions	August 2022
Post-exhibition review and additional studies	August 2022 – September 2022
Submission to the Department for finalisation (where applicable)	October 2022
Gazettal of LEP amendment	December 2022



# ATTACHMENT 1 – LOCAL ENVIRONMENTAL PLAN MAPS

Item 6.1 - Attachment 2

Planning Proposal Report



	CURRENT HEIGHT OF BUILDING		PROPOSED HEIGHT OF BUILDING
	CURRENT FSR		PROPOSED FSR
	CURRENT ZONING		PROPOSED ZONING





## ATTACHMENT 2 – SEPP COMPLIANCE TABLE

No.	SEPP (as at January 2021)	Applicable	Consistency
19	Bushland in Urban Areas	No	N/A
21	Caravan Parks	No	N/A
33	Hazardous & Offensive Development	No	N/A
36	Manufactured Home Estates	No	N/A
47	Moore Park Showground	No	N/A
50	Canal Estate Development	No	N/A
55	Remediation of Land	No	N/A
64	Advertising & Signage	No	N/A
65	Design Quality of Residential Apartment Development	Yes	Yes
70	Affordable Housing (Revised Schemes)	No	N/A
	(Aboriginal Land) 2019	No	N/A
	(Affordable Rental Housing) 2009	No	N/A
	(Building Sustainability Index: BASIX) 2004	No	N/A
	(Coastal Management) 2018	No	N/A
	(Concurrences and Consents) 2018	No	N/A
	(Educational Establishments & Child Care Facilities) 2017	No	N/A
	(Exempt & Complying Development Codes) 2008	No	N/A
	(Gosford City Centre) 2018	No	N/A
	(Housing) 2021	No	N/A
	(Housing for Seniors or People with a Disability) 2004	No	N/A
	(Infrastructure) 2007	No	N/A
	(Koala Habitat Protection) 2021	No	N/A



No.	SEPP (as at January 2021)	Applicable	Consistency
	(Kosciuszko National Park–Alpine Resorts) 2007	No	N/A
	(Kurnell Peninsula) 1989	No	N/A
	(Major Infrastructure Corridors) 2020	No	N/A
	(Mining, Petroleum Production & Extractive Industries) 2007	No	N/A
	(Penrith Lakes Scheme) 1989	No	N/A
	(Primary Production & Rural Development) 2019	No	N/A
	(State & Regional Development) 2011	No	N/A
	(State Significant Precincts) 2005	No	N/A
	(Sydney Drinking Water Catchment) 2011	No	N/A
	(Sydney Region Growth Centres) 2006	No	N/A
	(Three Ports) 2013	No	N/A
	(Urban Renewal) 2010	No	N/A
	(Vegetation in Non–Rural Areas) 2017	No	N/A
	(Western Sydney Aerotropolis) 2020	No	N/A
	(Western Sydney Employment Area) 2009	No	N/A
	(Western Sydney Parklands) 2009	No	N/A
8	(Central Coast Plateau Areas)	No	N/A
9	Extractive Industry	No	N/A
16	Walsh Bay	No	N/A
20	Hawkesbury–Nepean River	No	N/A
24	Homebush Bay Area	No	N/A
26	City West	No	N/A
30	St Marys	No	N/A
33	Cooks Cove	No	N/A
	(Sydney Harbour Catchment) 2005	No	N/A
	Darling Harbour Development Plan No 1	No	N/A

## Item 6.1 - Attachment 2

## Planning Proposal Report



No.	SEPP (as at January 2021)	Applicable	Consistency
	Greater Metropolitan REP No.2—Georges River Catchment	No	N/A
	Murray Regional Environmental Plan No 2—Riverine Land	No	N/A
	Town and Country Planning (General Interim Development) Ordinance	No	N/A
	Willandra Lakes Regional Environmental Plan No 1—World Heritage Property	No	N/A



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## ATTACHMENT 3 – SECTION 9.1 COMPLIANCE TABLE

Direction	Applicable	Consistency	Assessment
<b>Employment and Resources</b>			
1.1 Business and Industrial Zones [01/05/17]	No	N/A	
1.2 Rural Zones [14/04/16]	No	N/A	
1.3 Mining, Petroleum Production & Extractive Industries [01/07/09]	No	N/A	
1.4 Oyster Aquaculture [01/07/09]	No	N/A	
1.5 Rural Lands [28/02/19]	No	N/A	
<b>Environment and Heritage</b>			
2.1 Environment Protection Zones [14/04/16]	No	NA	
2.2 Coastal Management [03/04/18]	No	N/A	
2.3 Heritage Conservation [01/07/09]	No	N/A	
2.4 Recreation Vehicle Areas [14/04/16]	No	N/A	
2.5 Application of E2 and E3 Zones & Environmental Overlays in Far North Coast LEPs [02/03/16]	No	N/A	
2.6 Remediation of Contaminated Land [17/04/20]	No	N/A	
<b>Housing, Infrastructure and Urban Development</b>			
3.1 Residential Zones [14/04/16]	Yes	Yes	Refer to 7.1.4.
3.2 Caravan Parks & Manufactured Home Estates [14/04/16]	No	N/A	



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Direction	Applicable	Consistency	Assessment
3.3 Home Occupations [Revoked]	No	N/A	
3.4 Integrating Land Use & Transport [14/04/16]	Yes	Yes	Refer to 7.1.6.
3.5 Development Near Licensed Aerodromes [20/08/18]	No	N/A	
3.6 Shooting Ranges [16/02/11]	No	N/A	
3.7 Reduction in Non-Hosted Short Term Rental Accommodation Period [15/02/19]	No	N/A	
<b>Hazard and Risk</b>			
4.1 Acid Sulfate Soils [01/07/09]	No	N/A	
4.2 Mine Subsidence & Unstable Land [14/04/16]	No	N/A	
4.3 Flood Prone Land [14/07/21]	No	N/A	
4.4 Planning for Bushfire Protection [20/02/20]	No	N/A	
<b>Regional Planning</b>			
5.1 Implementation of Regional Strategies [Revoked]	No	N/A	
5.2 Sydney Drinking Water Catchments [03/03/11]	No	N/A	
5.3 Farmland of State & Regional Significance on the NSW Far North Coast [01/05/17]	No	N/A	
5.4 Commercial & Retail Development along the Pacific Highway, North Coast [21/08/15]	No	N/A	
5.5 Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA) [Revoked]	No	N/A	
5.6 Sydney to Canberra Corridor [Revoked]	No	N/A	
5.7 Central Coast [Revoked]	No	N/A	



## Item 6.1 - Attachment 2

## Planning Proposal Report



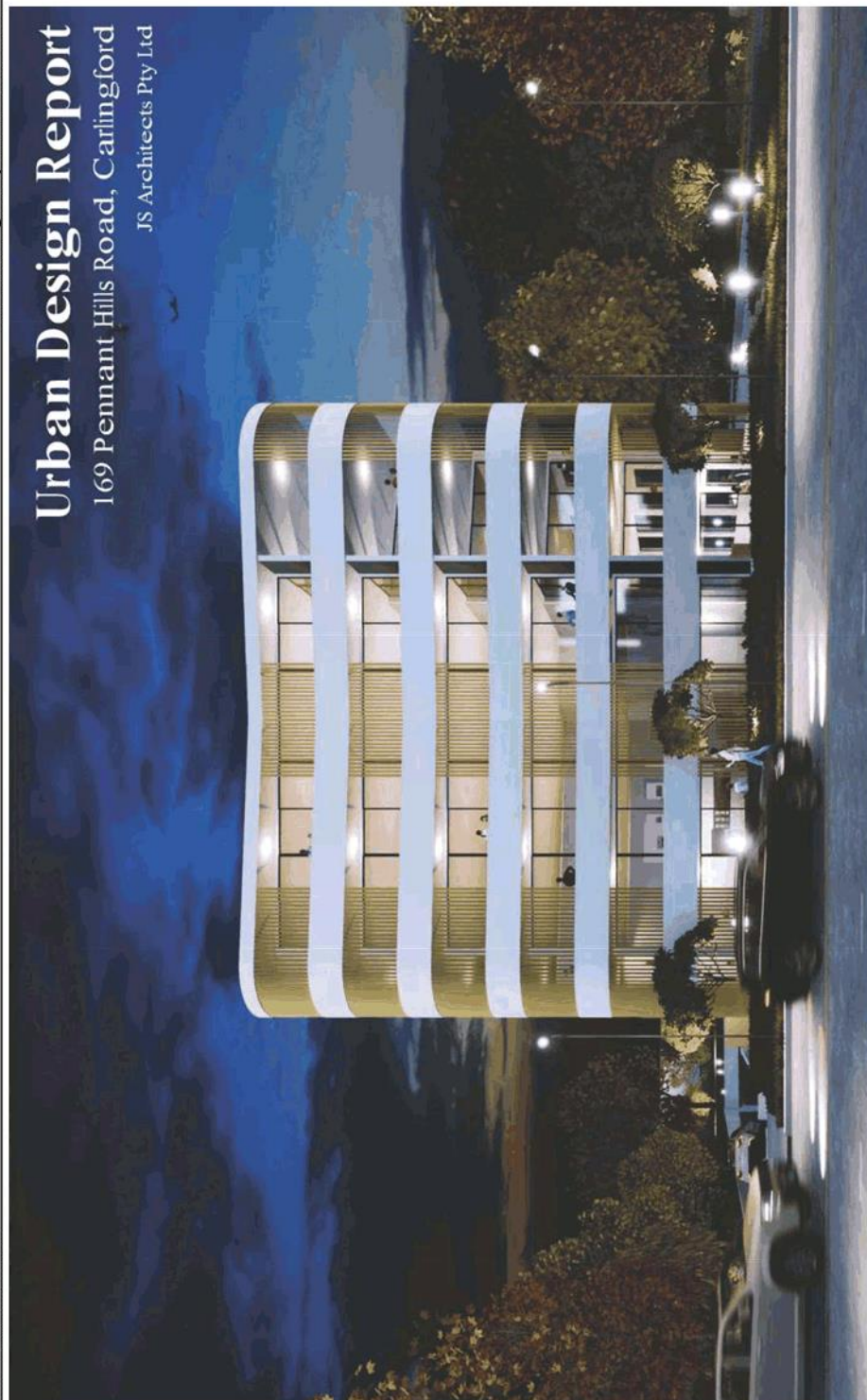
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Direction	Applicable	Consistency	Assessment
5.8 Second Sydney Airport: Badgerys Creek [Revoked]	No	N/A	
5.9 North West Rail Link Corridor Strategy [30/09/13]	No	N/A	
5.10 Implementation of Regional Plans [14/04/16]	No	N/A	
5.11 Development of Aboriginal Land Council Land [06/02/19]	No	N/A	
<b>Local Plan Making</b>			
6.1 Approval & Referral Requirements [01/07/09]	No	N/A	
6.2 Reserving Land for Public Purposes [01/07/09]	No	N/A	
6.3 Site Specific Provisions [01/07/09]	No	N/A	
<b>Metropolitan Planning</b>			
7.1 Implementation of A Plan for Growing Sydney [Revoked]	No	N/A	
7.2 Implementation of Greater Macarthur Land Release Investigation [Revoked]	No	N/A	
7.3 Parramatta Road Corridor Urban Transformation Strategy [05/08/21]	No	N/A	
7.4 Implementation of North West Priority Growth Area Land Use & Infrastructure Implementation Plan [15/05/17]	No	N/A	
7.5 Implementation of Greater Parramatta Priority Growth Area Interim Land Use & Infrastructure Plan [25/07/17]	Yes	Yes	Refer to 7.1.9.
7.6 Implementation of Wilton Priority Growth	No	N/A	



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Direction	Applicable	Consistency	Assessment
Area Interim Land Use & Infrastructure Plan [05/08/17]			
7.7 Implementation of Glenfield to Macarthur Urban Renewal Corridor [22/12/17]	No	N/A	
7.8 Implementation of Western Sydney Aerotropolis Interim Land Use & Infrastructure Plan [13/09/20]	No	N/A	
7.9 Implementation of Bayside West Precincts 2036 Plan [25/09/18]	No	N/A	
7.10 Implementation of Planning Principles for the Cooks Cove Precinct [25/09/18]	No	N/A	
7.11 Implementation of St Leonards and Crows Nest 2036 Plan [27/08/21]	No	N/A	
7.12 Implementation of Greater Macarthur 2040 [27/08/20]	No	N/A	



# Urban Design Report

169 Pennant Hills Road, Carlingford  
JS Architects Pty Ltd



1

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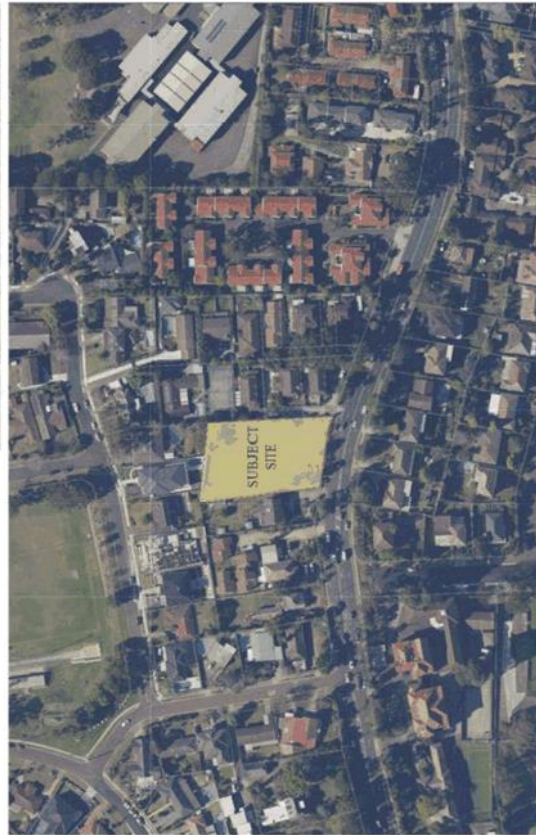
## Site Description



The subject site is known as 169 Pennant Hills Road Carlingford and is legally described as Lot 4 DP 211775. The site is located approximately 4.5 kilometres north-east of the Parramatta CBD and 1.2 kilometres west of the Carlingford town centre.

The site is bounded by Pennant Hills Road to the south, and a mix of medium and low density residential on all other boundaries. The site falls away from the southern boundary on Pennant Hills Road to the northern boundary at a slope of approximately 3.8 per cent.

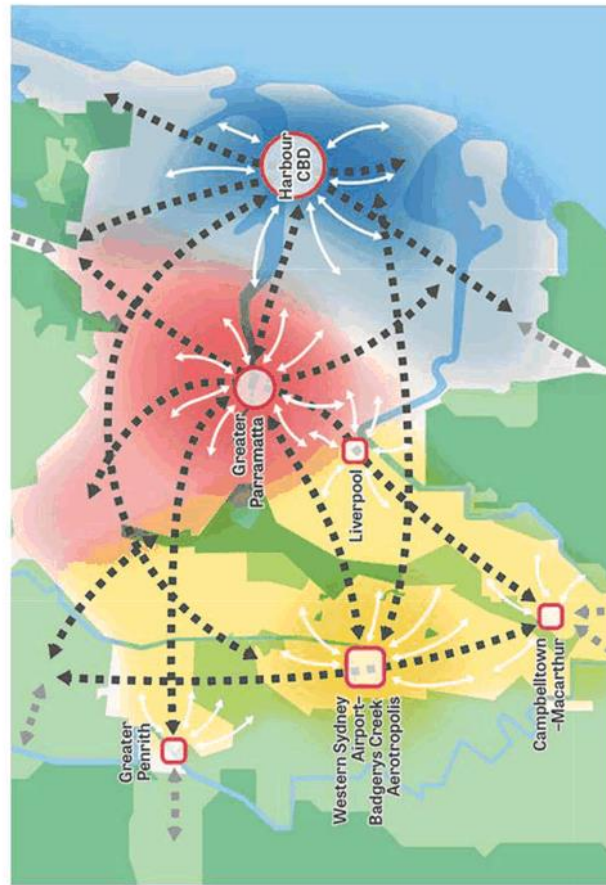
Site area: 2910 m<sup>2</sup>  
Controls - Hills DCP 2012  
Height limit - 20m



## Strategic Context

The strategic context outlines the planning framework that guides development of the site and surrounds, specifically the relationship between the site and the changing urban context.

### A Metropolis of Three Cities - The Greater Sydney Region Plan



The GSRP is the NSW Government's overarching strategic plan for the Greater Sydney Region. It sets a 40-year vision and establishes a 20-year plan to manage growth and change for Greater Sydney in the context of social, economic and environmental matters. It is built on a vision of three cities where most residents live within 30 minutes of their jobs, education and health facilities, services and great places. To meet the needs of a growing and changing population the vision seeks to transform Greater Sydney into a metropolis of three cities:

- the Western Parkland City
- the Central River City
- the Eastern Harbour City



## Strategic Context

### Central City District Plan

Greater Sydney  
Commission

OUR GREATER SYDNEY 2056

**Central City  
District Plan**  
-connecting communities-



This Central City District Plan is the NSW Government's 20-year plan to manage growth in the context of economic, social and environmental matters to achieve the 40-year vision of Greater Sydney. It is a guide for implementing the Greater Sydney Region Plan, A Metropolis of Three Cities, at a district level and is a bridge between regional and local planning. The Central City District Plan informs local strategic planning statements and local environmental plans, the assessment of planning proposals as well as community strategic plans and policies.



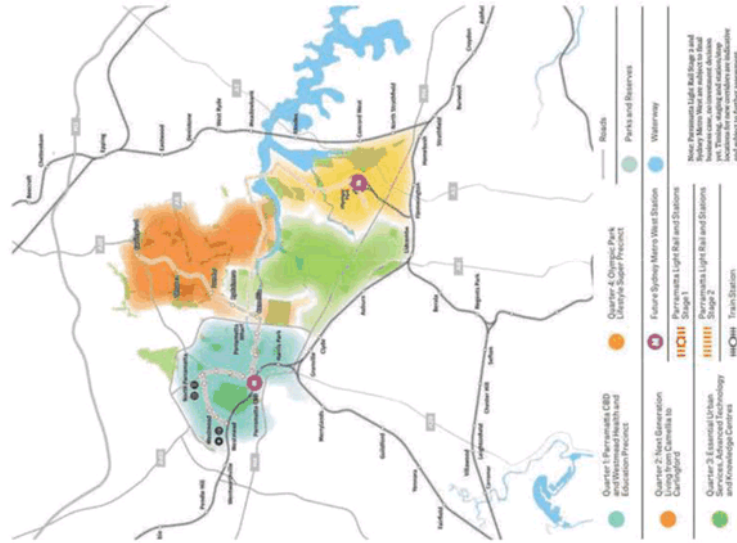
5



## Strategic Context

### Greater Parramatta to Olympic Peninsula (GPOP)

A Strategic Plan for GPOP will be prepared to replace the Greater Parramatta Interim Land Use and Implementation Plan (LUIP), which is currently supported and given strategic weight through a Ministerial 9.1 Direction. The Strategic Plan will establish a land use vision for each of the 26 precincts across GPOP, further investigate potential growth options and infrastructure needs, and implement a staging and sequencing plan. The Strategic Plan will also be supported by a Special Infrastructure Contribution to be paid by developers to support infrastructure needs.

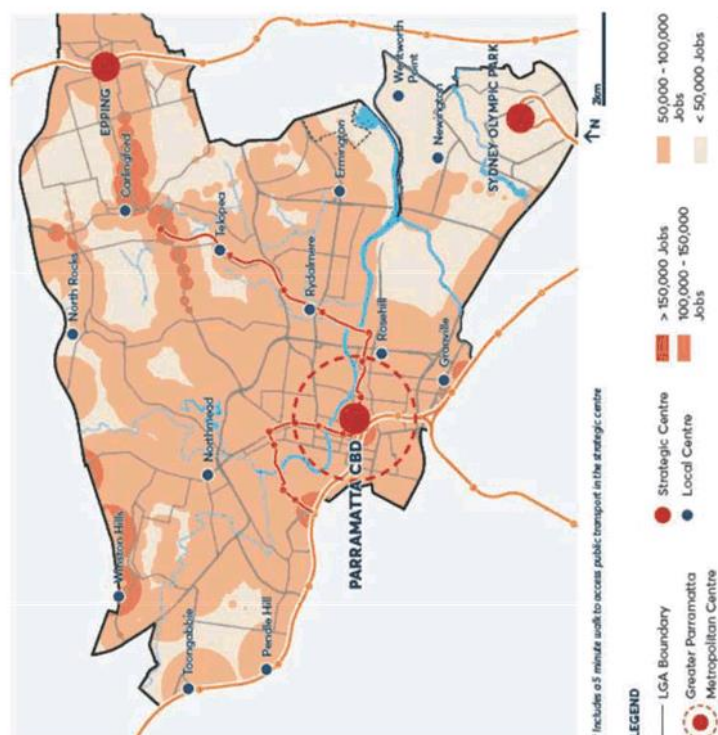


## Strategic Context

## Local Strategic Planning Statement City Plan 2036



The Local Strategic Planning Statement City Plan 2036 (LSPS) is Parramatta City Council's 20-year land use planning vision. It balances the need for housing and economic growth, while also protecting and enhancing housing diversity, heritage and local character. Further, the LSPS implements the NSW Government's strategic planning framework at the local level while protecting the City's environmental assets and improving the health and liveability of the City.



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## Strategic Context

### Local Housing Strategy

Parramatta City Council's Local Housing Strategy (2020) provides direction about when and where future housing growth will occur to 2036 and beyond, consistent with the strategic priorities contained in the NSW Government's Central City District and Council's Local Strategic Planning Statement.

The Local Housing Strategy (2020) provides the evidence of significant housing growth, most of which is high-density (apartment) development occurring in growth precincts led by NSW Government agencies or the City. It also sequences this forecasted growth based on delivery of key dependencies.

The Parramatta to Carlingford corridor (Carlingford Corridor) is identified as a 'Future Longer Term Opportunities'.



## Local Context

## Land Use

The surrounding area is occupied by a number of existing land uses including: schools to the north and east; commercial uses along Pennant Hills Road at Carlingford Railway Station; open space; low density residential development to the west, north and east, comprising predominantly 1-2 storey houses.

## Public Transport

Approximately 15 minutes walking distance (1200m), north-east of the site is Carlingford railway station. This station provides intermittent services, with only one early morning train connecting directly to Sydney Central Station. At other times of day passengers must change at Clyde to connect with other services. Telopea Railway Station is also close by, to the south of the site. Telopea is on the same service line (Carlingford Line) as Carlingford station where the line terminates.

Pemambong Road forms the southern boundary of the site and is a major arterial road, connecting Parramatta in the south-west with Hornsby in the north-east and linking with a number of other major routes in Sydney's road network.

There are bus stops on both sides of the road adjacent to the site. Route 625 connects Parramatta with Pennant Hills via Caringford and Route M54 is a cross regional service which connects Parramatta, Caringford, Epping and Macquarie Park.

## Carlingford Town Centre + Amenities

There is a small shopping strip near Carlingford Railway Station. New residential flat buildings up to 18 storeys high have been approved adjacent to the station. The major retail and commercial areas in Carlingford are located 1.5km from the site on Penmont Hills Road, approximately 20 minutes walk away. There are two medium sized shopping centres, Carlingford Court and Carlingford Village.



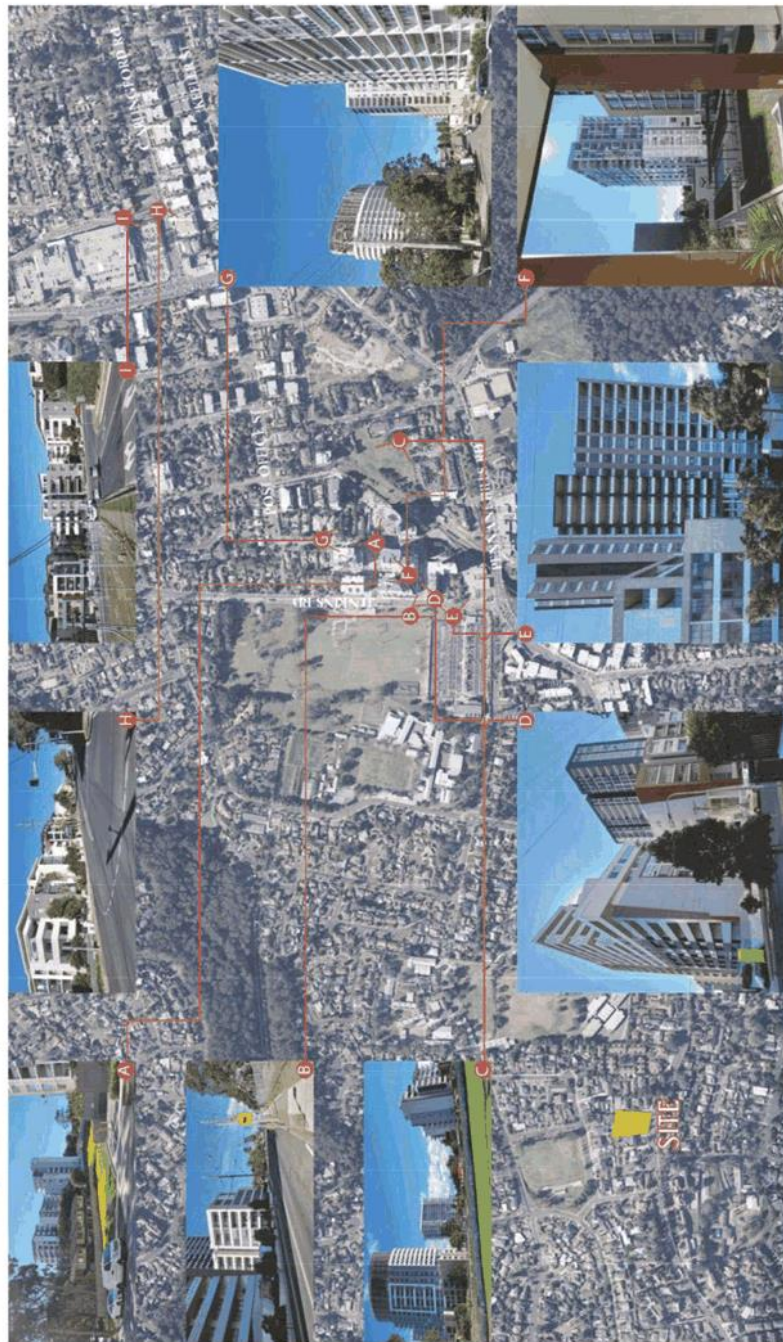
## Local Context





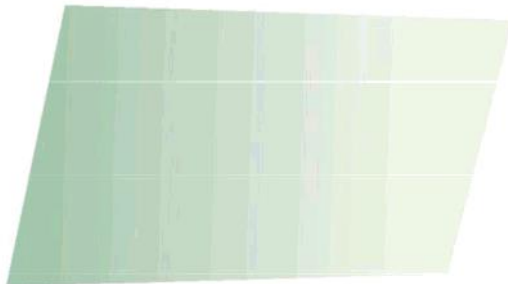
## Local Context

### Recent Development Nearby



## Topography

The site falls away from the southern boundary on Pennant Hills Road to the northern boundary at a slope of approximately 3.8 percent.



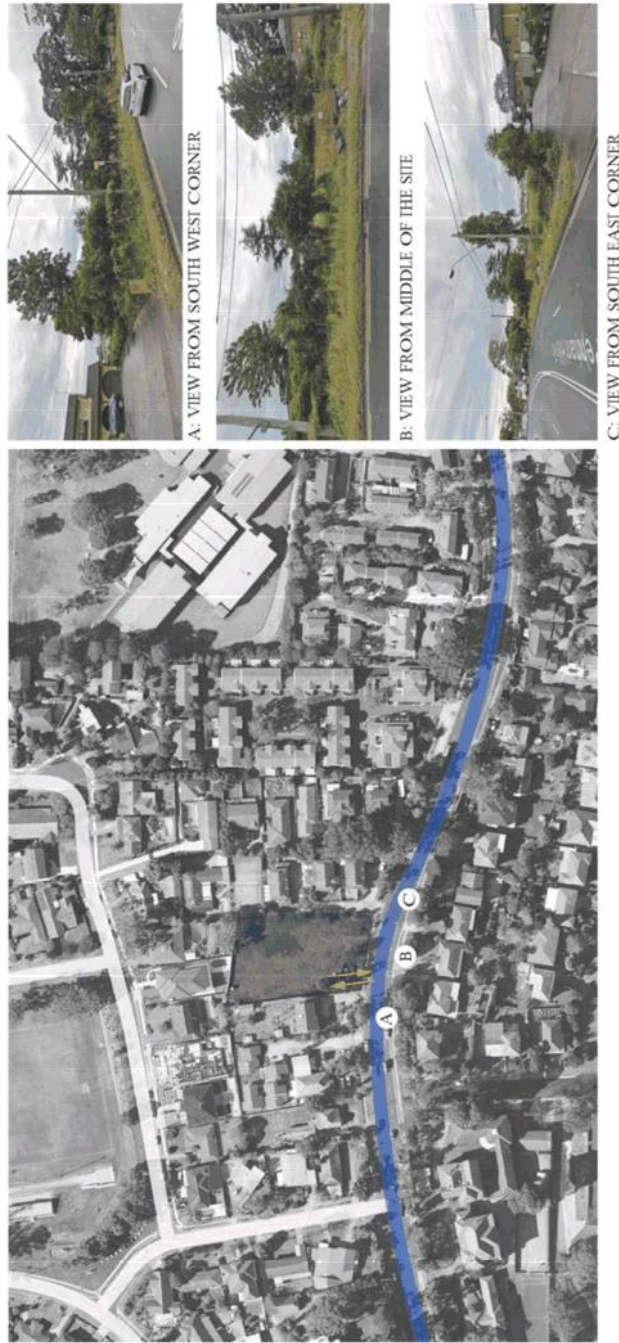


## Access

The primary street address for the site is Pennant Hills Road. This road services the main access points to the development.

The main vehicular access and exit to the site is provided from Pennant Hills Road.

The main pedestrian access to the site is from Pennant Hills Road.



Illustrative Concept - Preferred Apartment Concept (R4)

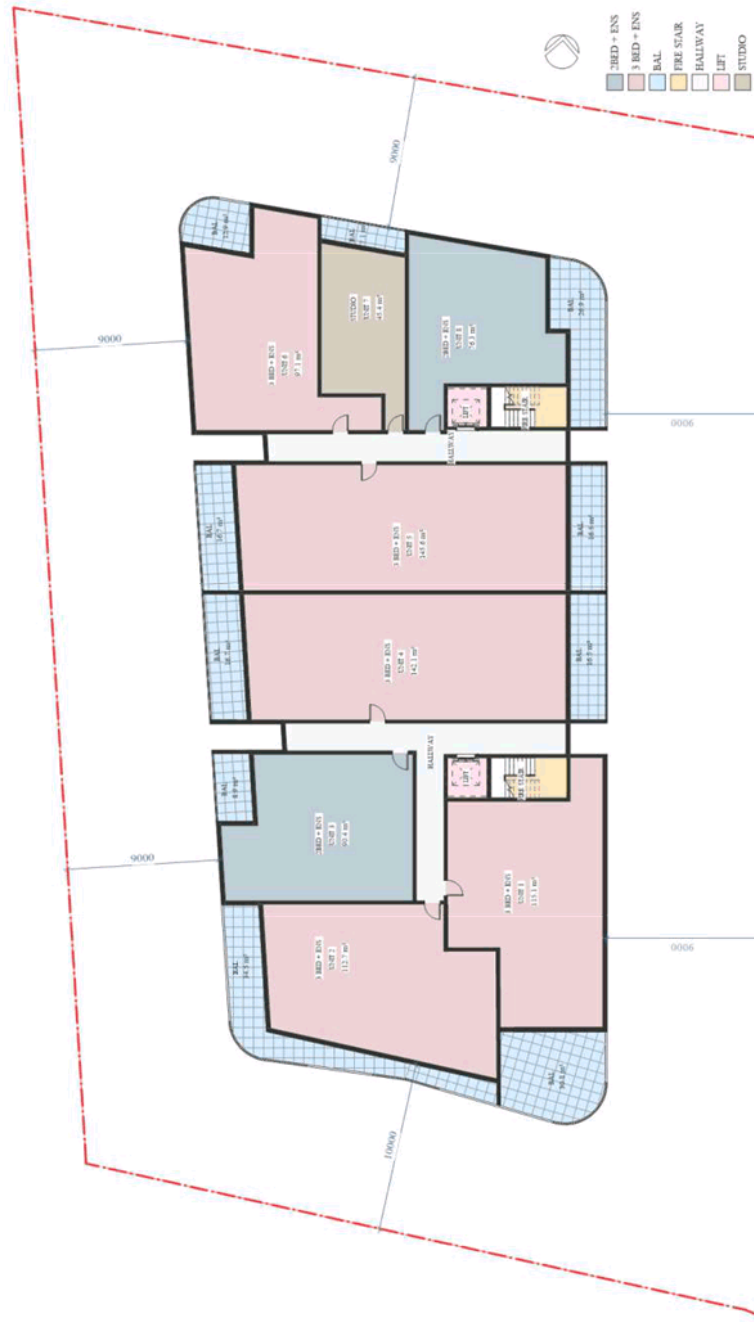


# Concept Plan - GF

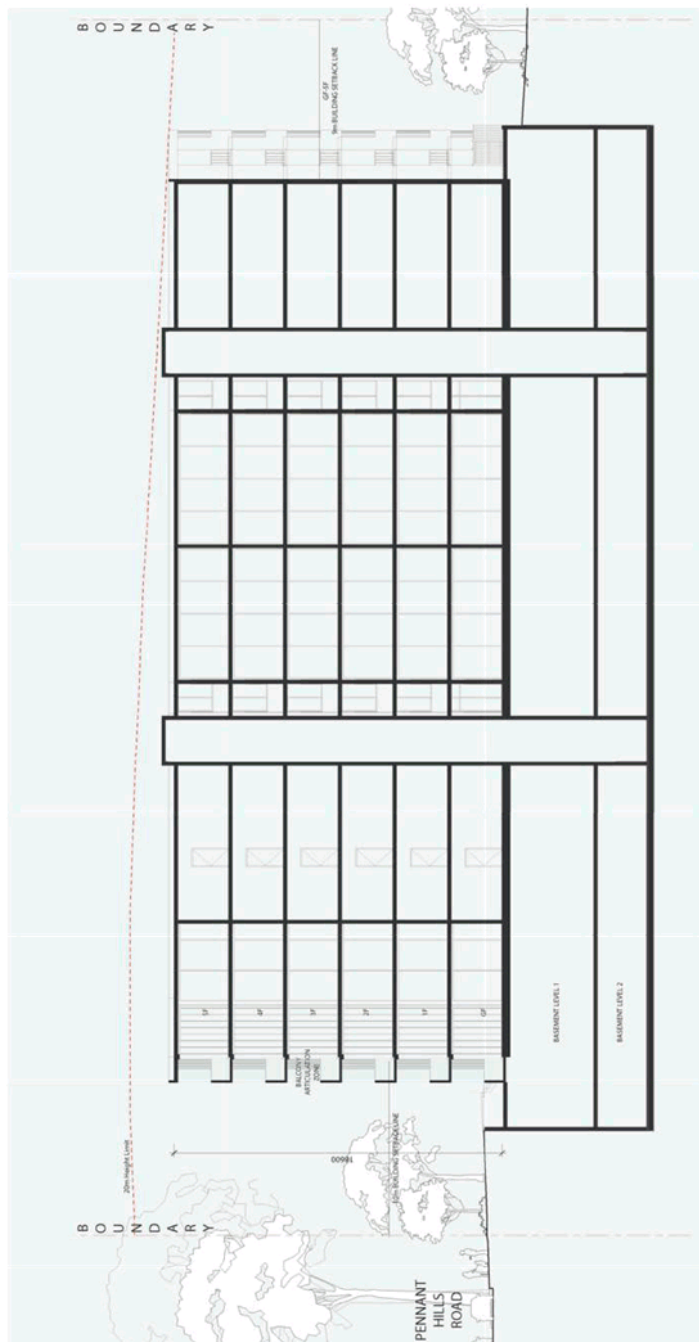




# Concept Plan - 1F - 5F

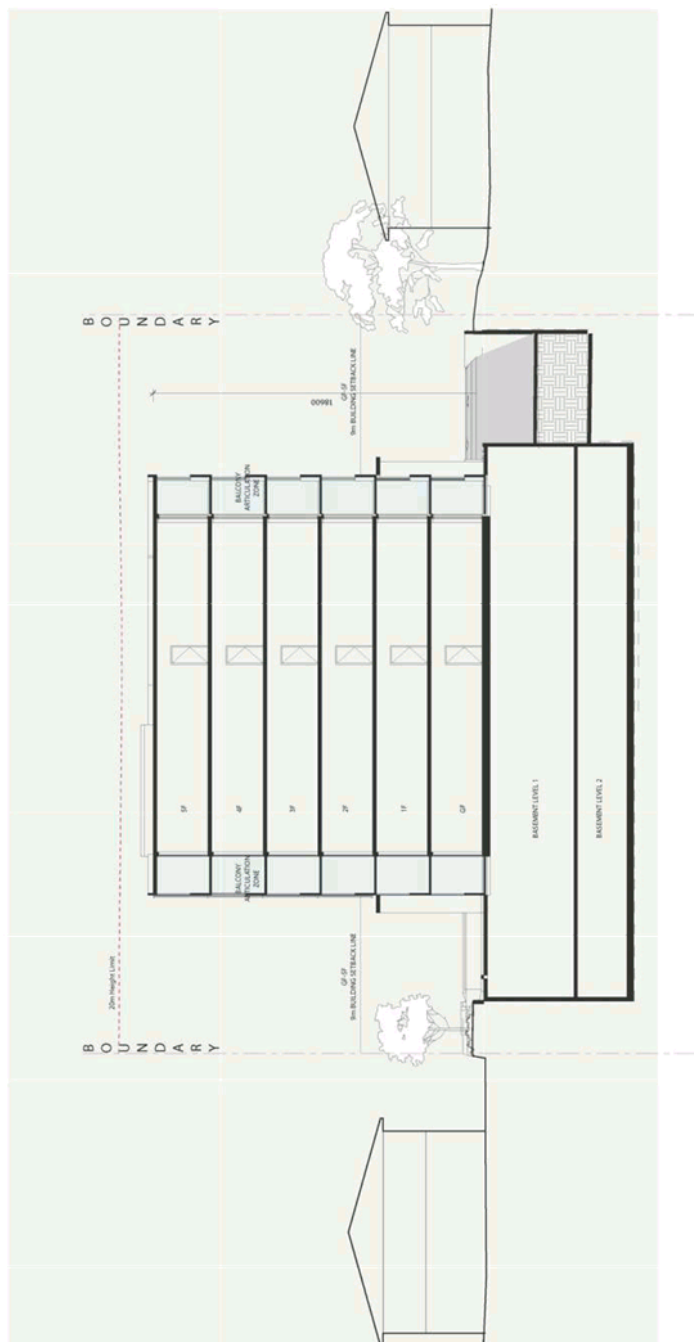


## Section A





## Section B



Yields & Calculations

Residential numbers and mix

Building	Unit Type	18	28	38	Total
Mix	Studio	18	28	38	84
	Mix	12.5%	62.5%	25.0%	100%
		6	30	12	48

Car parking rates

Apartment type	Min. spaces/unit
Studio	1.00
18	1.00
28	2.00
38	2.00
Visitor	0.25
Carshare	1 space

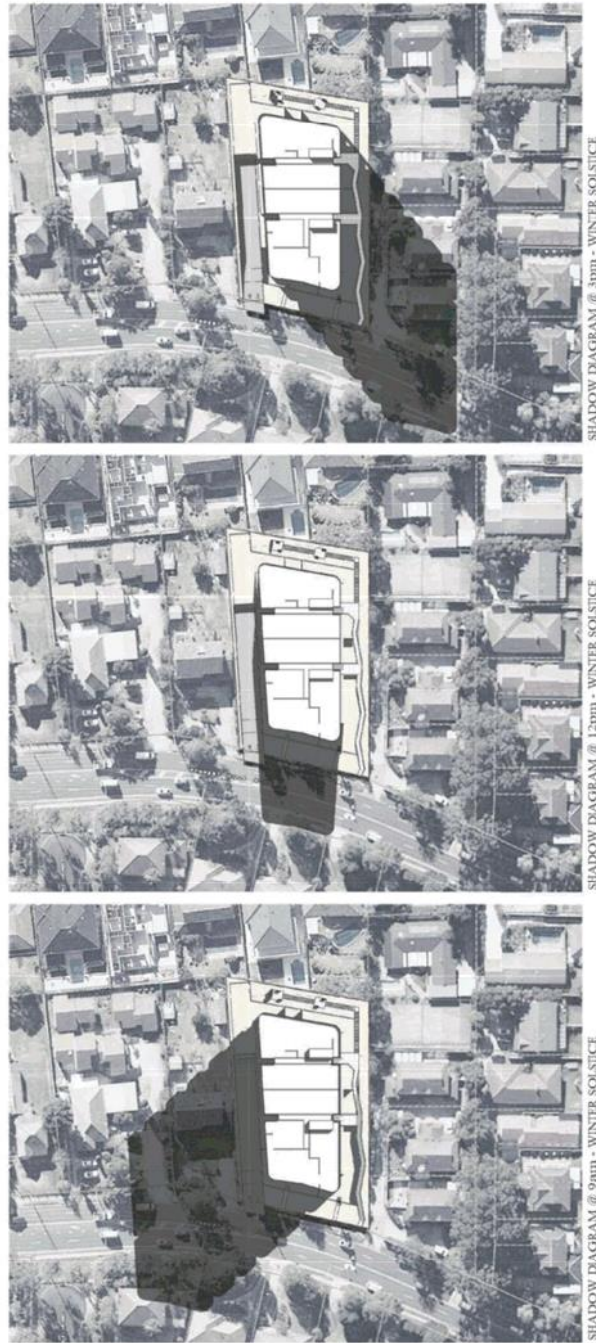
Site Summary

Total GFA	5,571
Site Area - Total	2,910 m <sup>2</sup>
Gross FSR	1.91
No. of apartments	48
No. of cars	103
Site coverage	1,009

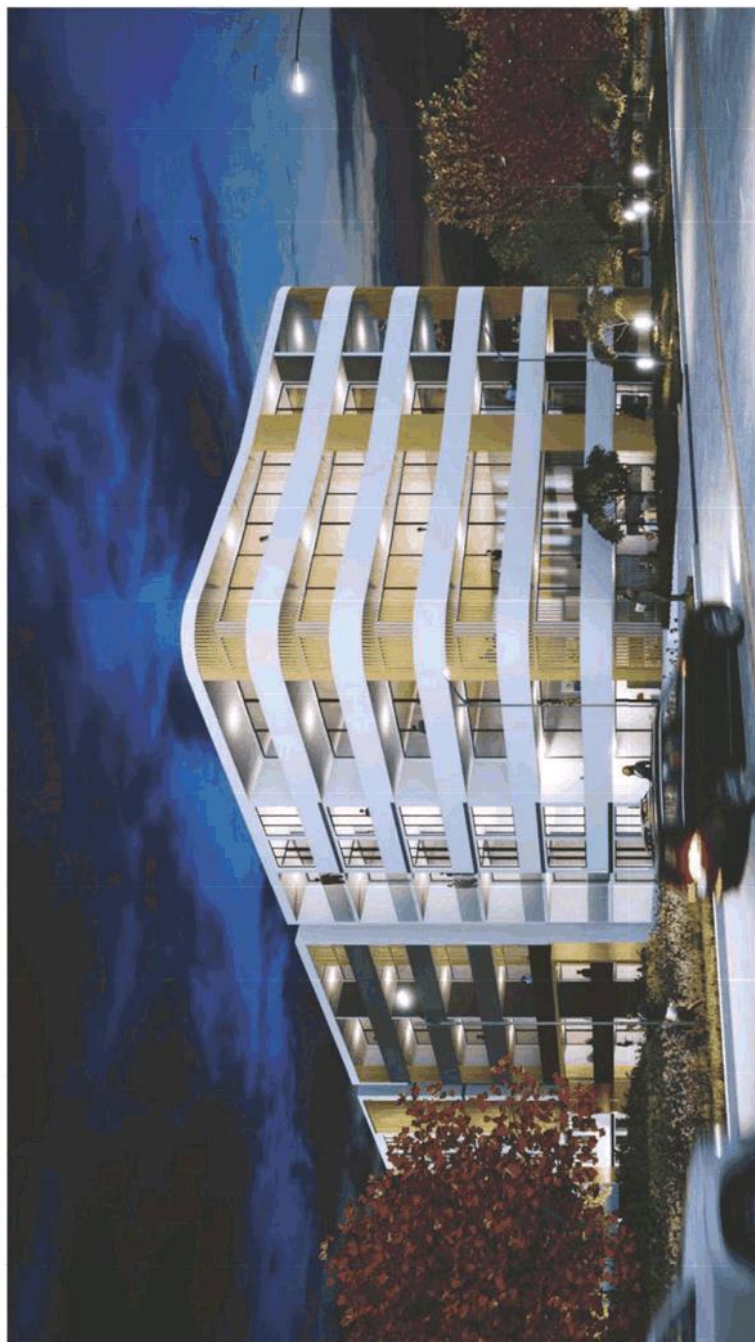
- Definitions
- FSR is Floor Space Ratio = GFA (LPI)/Site Area
  - GFA is Gross Floor Area measured as defined by the governing Local Government Authority
  - Site Coverage is the Building Footprint plus basements extending beyond the footprint
  - all areas are measured in square metres
  - all numbers are calculated with decimal places and then rounded up or down to be stated as whole numbers



## Solar Analysis



## Photo Montage



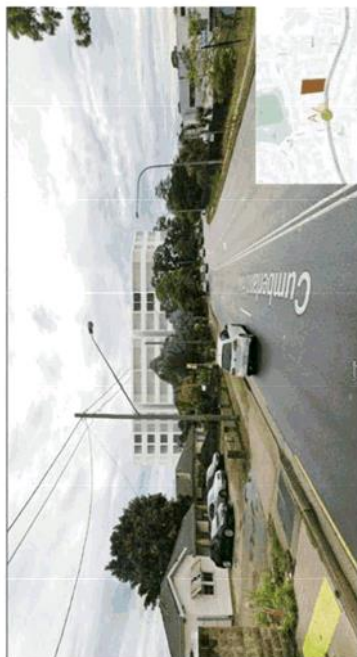


## Photo Montage





## Photo Montages



## Diagrams

Current LEP Diagram



Proposed LEP Diagram



Current FSR Diagram



Proposed FSR Diagram



Current HOB Diagram



Proposed HOB Diagram



Illustrative Concept - Alternative Townhouse Concept (R3)





### Concept Plan - TOWNHOUSE - GF

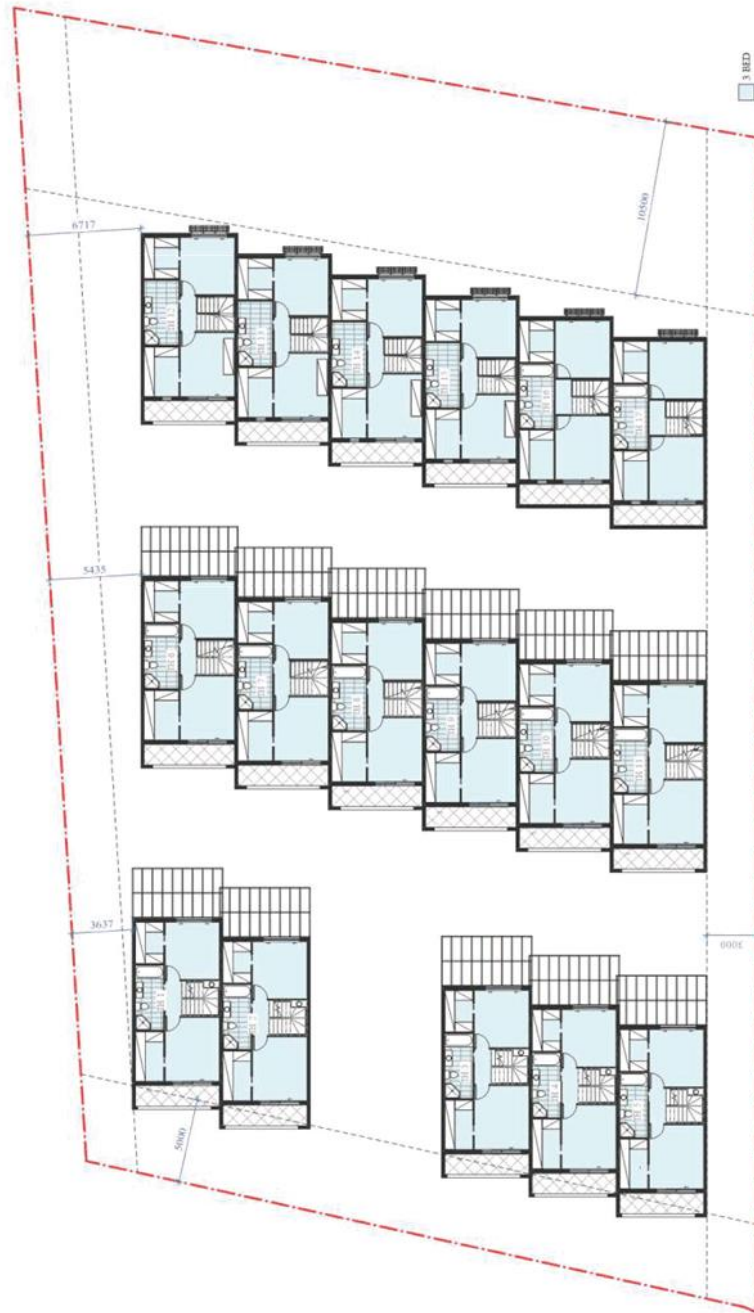


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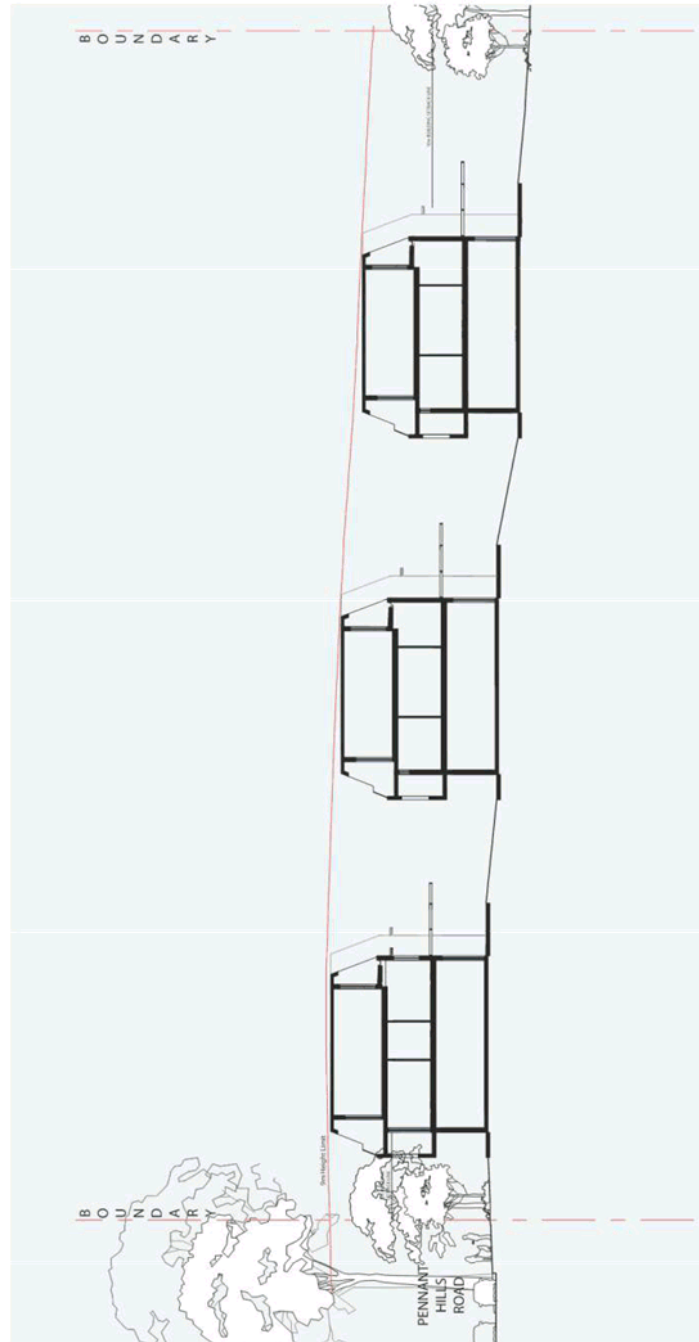
### Concept Plan - TOWNHOUSE - 1F



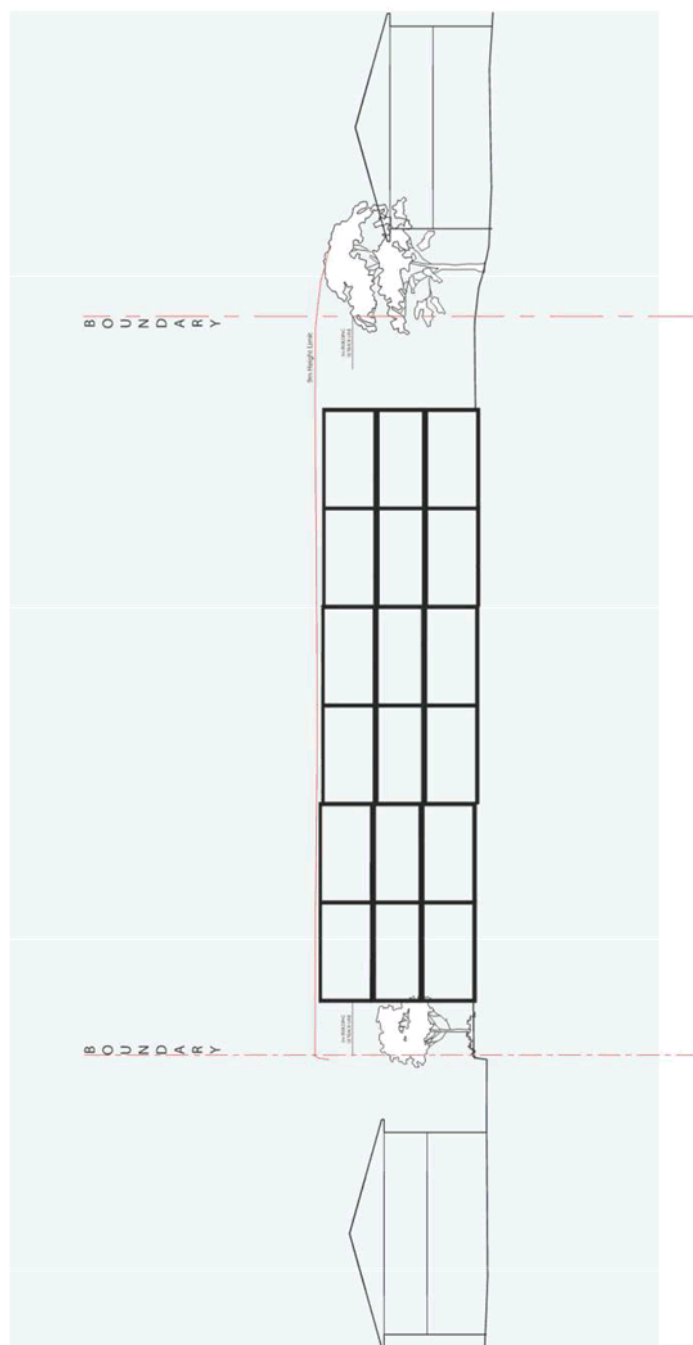
Concept Plan - TOWNHOUSE - 2F



## Section A - TOWNHOUSE



## Section B - TOWNHOUSE





Yields & Calculations - TOWNHOUSE

Townhouse numbers					
Building	Unit Type	Studio	1B	2B	3B
	Townhouse	0%	0.0%	0%	100%
		0	0	0	17
					17
					17

Site Summary					
Total GFA		2,194			
Site Area - Total		2,010 m²			
Gross FSR		0.75:1			
No. of Townhouse		17			
No. of cars		40			
Site coverage		944 m²			

Car parking rates		Min. spaces/unit	
Apartment Type			
Studio		1.00	
1B		1.00	
2B		2.00	
3B		2.00	
Visitor		0.25	
Carshare		1 space	

Definitions	
FSR is Floor Space Ratio = GFA (LEP)/Site Area	
GFA is Gross Floor Area measured as defined by the governing Local Government Authority	
Site Coverage is the Building Footprint plus barements extending beyond the footprint	
all areas are measured in square metres	
all numbers are calculated with decimal places and then rounded up or down to be stated as whole numbers	

## Solar Analysis



SHADOW DIAGRAM @ 3pm - WINTER SOLSTICE



SHADOW DIAGRAM @ 12pm - WINTER SOLSTICE



SHADOW DIAGRAM @ 9am - WINTER SOLSTICE



## Diagrams

Current LEP Diagram



Current FSR Diagram



Current HOB Diagram



Proposed LEP Diagram



Proposed FSR Diagram



Proposed HOB Diagram



## Item 6.1 - Attachment 4

## Traffic and Transport Study



PO Box 215 Bondi NSW 2026 | ph: +61 2 9332 2024 | fax: +61 2 9332 2022 | mob: +61 (0)4 1497 8067 | email: o.s@telconsult.com.au | www.telconsult.com.au

**TRAFFIC AND TRANSPORT STUDY  
FOR A PLANNING PROPOSAL (REZONING FROM R2 TO R4)  
No. 169 PENNANT HILLS ROAD, CARLINGFORD NSW 2118**

<b>Property address</b>	169 Pennant Hills Road, Carlingford NSW 2118
<b>Client</b>	Acon Projects Pty Ltd
<b>Prepared by</b>	O. Sannikov, MEngSc (Traffic Engineering), MIEAust, PEng, FAITPM
<b>Date</b>	24/12/21
<b>Job No.</b>	21125
<b>Report No.</b>	21125 Rep 01

Item	Report
<b>Site location</b>	<ul style="list-style-type: none"> <li>Refer to <b>Figure 1</b>.</li> </ul>
<b>Existing land use</b>	<ul style="list-style-type: none"> <li>R2 Low Density Residential</li> <li>Vacant site</li> </ul>
<b>Proposed land use</b>	<ul style="list-style-type: none"> <li>R4 High Density Residential           <ul style="list-style-type: none"> <li>Indicative development               <ul style="list-style-type: none"> <li>Residential flat building                   <ul style="list-style-type: none"> <li>48 units</li> </ul> </li> <li>103 car parking spaces</li> </ul> </li> </ul> </li> </ul>





Figure 1. Site location.

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24/12/21



Item	Report
	<b>Existing traffic and parking situation</b>
<b>Street characteristics</b>	<ul style="list-style-type: none"> <li>Refer to <b>Figure 2</b>.</li> <li>The key roads surrounding the proposed development are described below. <ul style="list-style-type: none"> <li>Pennant Hills Road <ul style="list-style-type: none"> <li>Arterial Road (State Road 13)</li> <li>4-5 travel lanes and no parking opportunities</li> </ul> </li> <li>Sandringham Drive <ul style="list-style-type: none"> <li>Local Road</li> <li>2 travel lanes and parking opportunities on both sides of the street</li> </ul> </li> <li>Westminster Avenue <ul style="list-style-type: none"> <li>Local road</li> <li>2 travel lanes and no parking opportunities on both sides of the street</li> </ul> </li> <li>Gibbons Street <ul style="list-style-type: none"> <li>Local Street</li> <li>2 travel lanes and parking opportunities on both sides of the street</li> </ul> </li> <li>Other streets in the surrounding area are local/local collector roads. Street conditions are typical for a mixed residential /commercial / light industrial area, with low to moderate traffic volumes. <ul style="list-style-type: none"> <li>General speed limit is 50 km/h on local streets around the site.</li> </ul> </li> </ul> </li> </ul>
	<b>Public Transport</b>
<b>Bus</b>	<ul style="list-style-type: none"> <li>There are 4 bus stops within short walking distance (approximately 90, 100, 170 and 200 m) from the site. The site is well serviced by public transport. Refer to <b>Figure 3</b>. <ul style="list-style-type: none"> <li>Bus route 550 <ul style="list-style-type: none"> <li>Macquarie Park to Parramatta Via Epping <ul style="list-style-type: none"> <li>18 services operate during the morning peak.</li> <li>19 services operate during the afternoon peak.</li> </ul> </li> <li>Parramatta to Macquarie Park Via Epping <ul style="list-style-type: none"> <li>18 services operate during the morning peak.</li> <li>18 services operate during the afternoon peak.</li> </ul> </li> </ul> </li> <li>Bus route 625 <ul style="list-style-type: none"> <li>Parramatta to Pennant Hills <ul style="list-style-type: none"> <li>5 services operate during the morning peak.</li> <li>6 services operate during the afternoon peak.</li> </ul> </li> <li>Pennant Hills to Parramatta <ul style="list-style-type: none"> <li>6 services operate during the morning peak.</li> <li>5 services operate during the afternoon peak.</li> </ul> </li> </ul> </li> <li>Bus route 546 <ul style="list-style-type: none"> <li>Epping to Parramatta Via North Rocks &amp; Oatlands <ul style="list-style-type: none"> <li>6 services operate during the morning peak.</li> <li>7 services operate during the afternoon peak.</li> </ul> </li> <li>Parramatta to Epping Via Oatlands &amp; North Rocks <ul style="list-style-type: none"> <li>6 services operate during the morning peak.</li> <li>5 services operate during the afternoon peak.</li> </ul> </li> <li>The morning peak was considered to be between 6:30 a.m. and 9:30 a.m. and the afternoon peak was considered to be between 3:30 p.m. and 6:30 p.m.</li> </ul> </li> </ul> </li></ul>



Figure 2. Street characteristics.

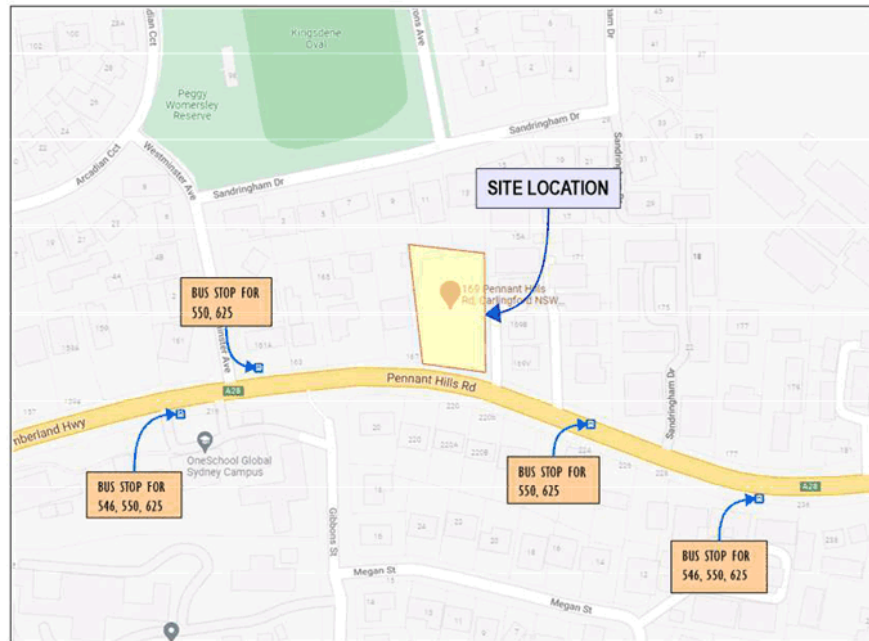


Figure 3. Public transport.

Item	Report
Parramatta Light Rail	Public transport
	<ul style="list-style-type: none"> <li>The Parramatta Light Rail (PLR), from Westmead to Carlingford, is expected to open in 2023. Major construction is currently underway.</li> <li>Refer to <b>Figures 4 and 5</b> overleaf. <ul style="list-style-type: none"> <li>Stage 1 route is approximately 12 kilometres in length. It will utilise the existing T6 Carlingford Line, replacing current heavy rail services.</li> <li>The subject site is located approximately 1.2 km from the proposed Carlingford Station. Regular bus services (routes 550 and 625) run every 10 minutes between the site and the future station. The trip duration is only 8 minutes. The site will, therefore, be well serviced by the proposed PLR, particularly in the view of the following.</li> </ul> </li> <li>The PLR Statement of Environmental Effects states that: <p>The PLR "project would provide a catalyst for changes to the bus network to support an integrated transport network and the broader needs of the Greater Parramatta to the Olympic Peninsula (GPOP) priority growth area. Initial work carried out by Transport for NSW has identified the following focus areas for the bus network:</p> <p>[...]</p> <ul style="list-style-type: none"> <li>Introduce new routes to meet existing and future customer travel patterns.</li> <li>Optimise services that access the Parramatta CBD to balance demand and customer travel patterns with effective operations, particularly during peak periods."</li> </ul> </li> </ul>



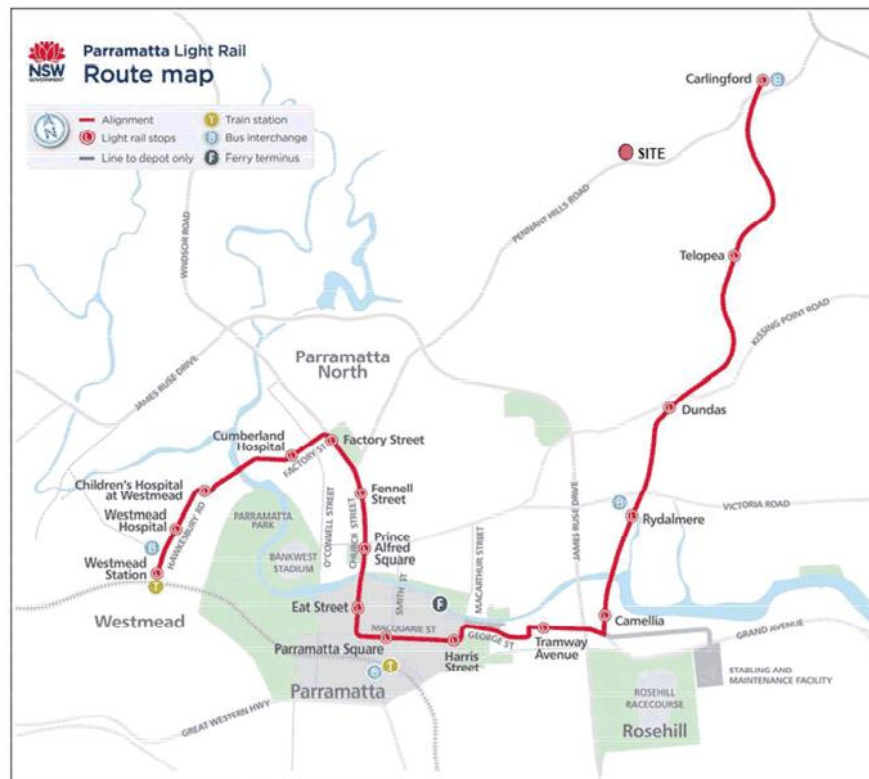


Figure 4. Parramatta Light Rail – Stage 1 route map.



Figure 5. Parramatta Light Rail – Stages 1 and 2 route map.

## Item 6.1 - Attachment 4

## Traffic and Transport Study



Item	Report
Bicycle network	<ul style="list-style-type: none"> <li>The Planning Approval for PLR project requires the preparation of a Pedestrian and Cyclist Network and Facilities Strategy (Condition E14), "to improve walking and cycling access to and from light rail stops, to enhance walking and cycling safety in the vicinity of the light rail and to facilitate the provision of an active transport link along or near the PLR corridor."</li> <li>The City of Parramatta Council's Bike Plan was reviewed to respond to the above requirements. The proposed plan includes many new cycling paths. As may be seen in <b>Figure 6</b>, the subject site is very close to the proposed dedicated on-road and off-road paths which would provide connections to work, retail and transport hubs.</li> <li>The site will be well serviced by the proposed cycling network.</li> </ul>

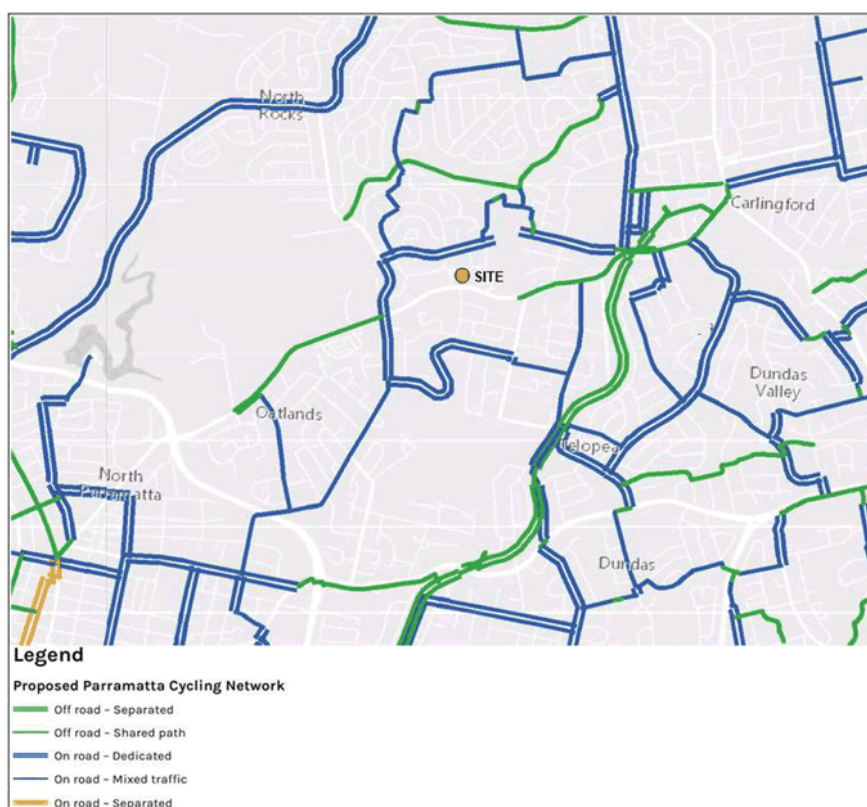


Figure 6. City of Parramatta Bike Plan (City of Parramatta Council, September 2019).

## Item 6.1 - Attachment 4

## Traffic and Transport Study



Item	Report										
Planning control document 1	<ul style="list-style-type: none"> <li>City of Parramatta               <ul style="list-style-type: none"> <li>The Hills Development Control Plan 2012 applies to the area which Parramatta (former The Hills) Local Environment Plan 2012 applies                   <ul style="list-style-type: none"> <li>Part C Section 1 - Parking</li> </ul> </li> </ul> </li> </ul>										
	<table> <tr> <th>Requirement</th><th>Compliance</th></tr> <tr> <td colspan="2"> <b>SUBMISSION REQUIREMENTS</b>            Parking calculations - number of spaces provided for the proposed development using Table 1. Any part spaces must be rounded up to the nearest whole number.         </td></tr> <tr> <td> <table> <tr> <th>Land Use</th><th>Required Minimum Provision</th></tr> <tr> <td>Residential Flat Buildings and Multi Dwelling Housing</td><td>           1 space per 1 bedroom unit            2 spaces per 2 or 3 bedroom unit            2 visitor spaces per 5 units         </td></tr> </table> </td><td></td></tr> </table> <p>The indicative plans include a residential flat building with</p> <ul style="list-style-type: none"> <li>6 studio apartments</li> <li>30 two-bedroom apartments</li> <li>12 three-bedroom apartment</li> </ul> <p>a total of 48 apartments</p> <p>Parking required</p> <ul style="list-style-type: none"> <li>6 x 1 = 6 (studios)</li> <li>30 x 2 = 60 (2-bedroom apartments)</li> <li>12 x 2 = 24 (3-bedroom apartments)</li> <li>48 / 5 x 2 = 19.2 (visitor spaces)</li> <li><b>Total:</b> 6+60+24+19.2= 109.2, say <b>110 spaces</b></li> </ul> <p>The plans are not detailed yet (not required for a rezoning application), however, the preliminary design indicates that the complying on-site provision of 110 car parking spaces is achievable.</p>	Requirement	Compliance	<b>SUBMISSION REQUIREMENTS</b> Parking calculations - number of spaces provided for the proposed development using Table 1. Any part spaces must be rounded up to the nearest whole number.		<table> <tr> <th>Land Use</th><th>Required Minimum Provision</th></tr> <tr> <td>Residential Flat Buildings and Multi Dwelling Housing</td><td>           1 space per 1 bedroom unit            2 spaces per 2 or 3 bedroom unit            2 visitor spaces per 5 units         </td></tr> </table>	Land Use	Required Minimum Provision	Residential Flat Buildings and Multi Dwelling Housing	1 space per 1 bedroom unit 2 spaces per 2 or 3 bedroom unit 2 visitor spaces per 5 units	
Requirement	Compliance										
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Land Use	Required Minimum Provision										
Residential Flat Buildings and Multi Dwelling Housing	1 space per 1 bedroom unit 2 spaces per 2 or 3 bedroom unit 2 visitor spaces per 5 units										



Item	Report
Traffic generation	<b>Traffic impacts</b>
	<ul style="list-style-type: none"> <li><b>Base traffic generation rates</b> <ul style="list-style-type: none"> <li>From TfNSW/RMS (2002) Guide to Traffic Generating Developments <ul style="list-style-type: none"> <li>Updated statistics from TDT 2013 / 04a</li> </ul> </li> </ul> </li> <li><b>Existing traffic generation</b> <ul style="list-style-type: none"> <li>Currently, the site is vacant and does not generate any traffic.</li> </ul> </li> <li><b>Traffic generation by a potential development under the existing R2 zoning</b> <ul style="list-style-type: none"> <li>If this site was to be developed to the maximum density under the existing R2 zoning, it could yield a maximum of four (4) dwelling houses.</li> <li>TfNSW trip generation rates for low density residential developments are follows. <div> Daily vehicle trips = 10.7 per dwelling in Sydney, 7.4 per dwelling in regional areas  Weekday average evening peak hour vehicle trips = 0.99 per dwelling in Sydney (maximum 1.39), 0.78 per dwelling in regional areas (maximum 0.90).  Weekday average morning peak hour vehicle trips = 0.95 per dwelling in Sydney (maximum 1.32), 0.71 per dwelling in regional areas (maximum 0.85).  (The above rates do not include trips made internal to the subdivision, which may add up to an additional 25%). </div> </li> </ul> </li> </ul>

- For 4 dwelling houses, the resulting trip generation would be as follows.

Table 1: Estimated trip generation - low density residential.

	Number of dwellings 4			
	morning peak hour		afternoon peak hour	
trips per unit	0.95		0.99	
number of trips	3.8		4.0	
distribution	IN	OUT	IN	OUT
%	26%	74%	66%	34%
number of trips	0.99	2.81	2.61	1.35
rounded	1	3	3	1

- Traffic generation by a potential development under the R3 zoning (optional)**
  - If this site was to be developed to the maximum density under the R3 Medium Density Residential zoning, it could yield, for example, 17 townhouses (refer to architectural plans attached in the Appendix to this report).
  - TfNSW trip generation rates for medium density residential developments are follows.

### 3.3.2 Medium density residential flat building.

#### Rates.

Smaller units and flats (up to two bedrooms):

Daily vehicle trips = 4-5 per dwelling  
Weekday peak hour vehicle trips = 0.4-0.5 per dwelling.

Larger units and town houses (three or more bedrooms):

Daily vehicle trips = 5.0-6.5 per dwelling  
Weekday peak hour vehicle trips = 0.5-0.65 per dwelling.

- For 17 three-bedroom townhouses, the resulting trip generation would be as follows.

Table 2: Estimated trip generation - medium density residential.

	Number of units (three or more bedrooms) 17			
	morning peak hour		afternoon peak hour	
trips per unit	0.65		0.65	
number of trips	11.1		11.1	
distribution	IN	OUT	IN	OUT
%	26%	74%	66%	34%
number of trips	2.87	8.18	7.29	3.76
rounded	3	8	7	4



## Item 6.1 - Attachment 4

## Traffic and Transport Study



Item

Report

- Traffic generated by the proposed development under the proposed R4 zoning**
  - TfNSW trip generation rates for high density residential developments are follows.

Weekday Rates	Sydney Average	Sydney Range
AM peak (1 hour) vehicle trips per unit	0.19	0.07-0.32
AM peak (1 hour) vehicle trips per car space	0.15	0.09-0.29
AM peak (1 hour) vehicle trips per bedroom	0.09	0.03-0.13
PM peak (1 hour) vehicle trips per unit	0.15	0.06-0.41
PM peak (1 hour) vehicle trips per car space	0.12	0.05-0.28
PM peak (1 hour) vehicle trips per bedroom	0.07	0.03-0.17

- Normally, the average trip rates per unit from the above table would be used to estimate the trip generation. In this case, to account for the worst-case scenario, the highest rates from the Sydney range were utilised.
- For 48 apartments, the resulting trip generation would be as follows.

**Table 3: Estimated trip generation - high density residential.**

	Number of units: 48			
	morning peak hour		afternoon peak hour	
trips per unit	0.32		0.41	
number of trips	15.4		19.7	
distribution	IN	OUT	IN	OUT
%	26%	74%	66%	34%
number of trips	3.99	11.37	12.99	6.69
rounded	4	11	13	7

- Additional traffic generation**
  - Additional traffic generation, as a result of the rezoning from "R2 Low Density Residential" to "R3 Medium Density Residential" (optional) or "R4 High Density Residential" (proposed) is shown in **Table 4**.

**Table 4: Estimated additional trip generation due to rezoning from R2 to R3 or R4 .**

R2 to R3				R2 to R4			
morning peak hour		afternoon peak hour		morning peak hour		afternoon peak hour	
IN	OUT	IN	OUT	IN	OUT	IN	OUT
2	5	4	3	3	8	10	6

- It is evident that the difference between additional traffic generation for the "R2 to R3" or "R2 to R4" zoning options for the subject lot is very low. Yet, the R4 option yields more than double the number of dwellings compared with the R3 alternative. In traffic engineering terms total traffic generation for all of these options is insignificant in relation to the traffic flows on the frontage road.

- Impact on traffic system operation**
  - The impact on the intersection operation of the potential development was assessed based on the maximum potential trip generation (high density residential option).

Exiting traffic

- Traffic volume counts were carried out on Wednesday 17 November 2021 from 06:30 to 09:30 and from 15:30 to 19:00.
- Refer to **Figure 7**.

Traffic distribution

- Trip generation and attraction are assumed to be equal in all directions, with trip distribution taking into account the surrounding street network, connections, and turn restrictions.
- Refer to **Figure 8**.

Traffic impacts

- The additional traffic will constitute a very minor proportion of the existing traffic, less than 1%. It will have no noticeable effect on the existing traffic conditions.

Conclusion

- The proposed rezoning and the potential development will have no negative (or even noticeable) impacts on the existing road network operation. There will be no requirement for road or intersection upgrades as a result of this development. Both the proposed rezoning and the potential development are supported on traffic grounds.

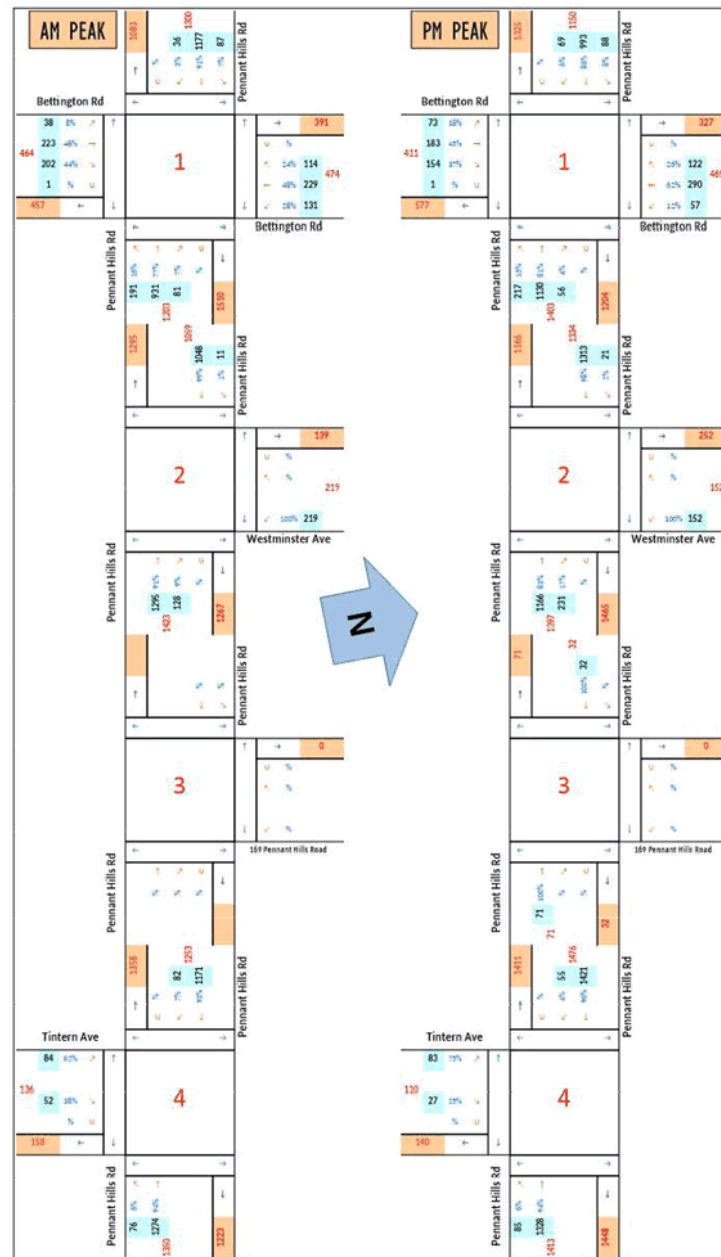


Figure 7. Existing traffic volumes.

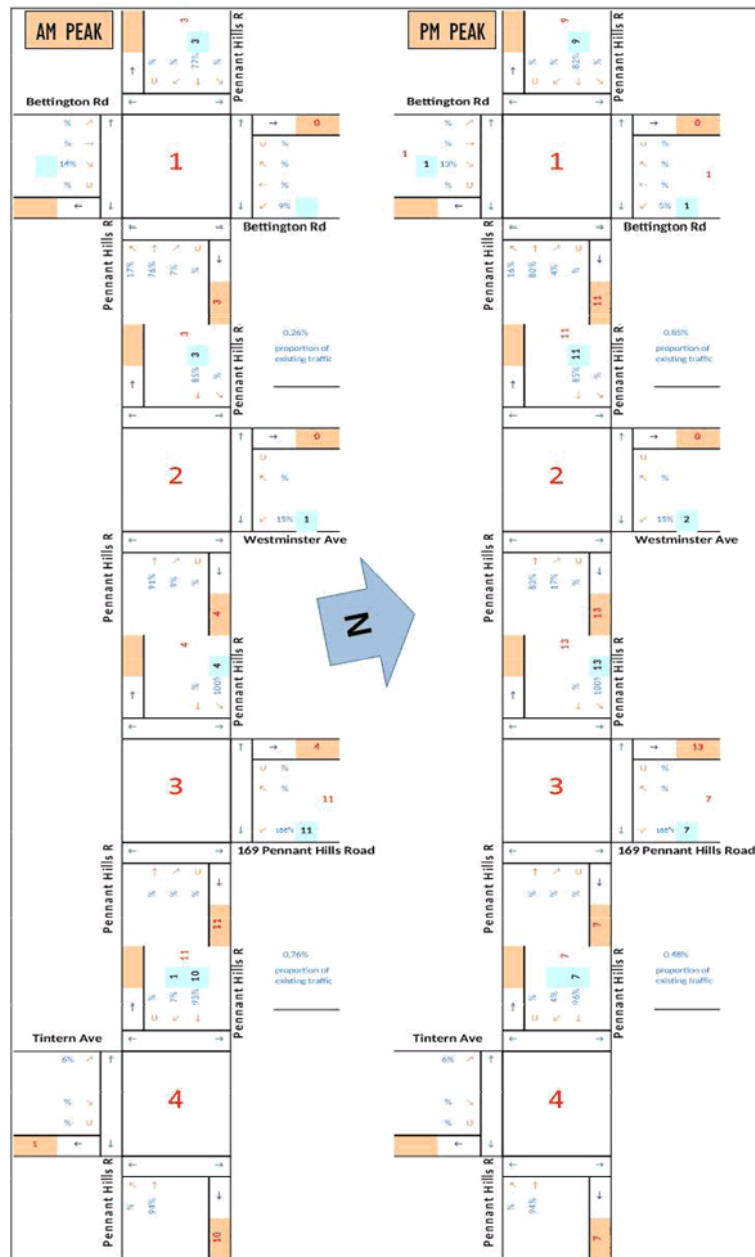


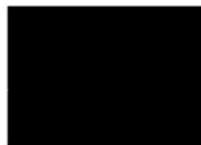
Figure 8. Estimated trip generation and distribution for the potential development after R4 rezoning.

## Item 6.1 - Attachment 4

## Traffic and Transport Study



Conclusions	<ul style="list-style-type: none"><li>• Parking impacts<ul style="list-style-type: none"><li>◦ The proposed indicative development is capable of complying the DCP requirements for off-street car parking provision.</li></ul></li><li>• Traffic impacts<ul style="list-style-type: none"><li>◦ The proposed rezoning and the potential development will have no negative (or even noticeable) impacts on the existing road network operation.</li><li>◦ There will be no requirement for road or intersection upgrades as a result of the proposed development (under any scenario considered in this report).</li><li>◦ The site is very well serviced by buses, the new Light Rail and the planned bicycle oadh network.</li></ul></li><li>• Both the proposed rezoning and the potential development are supported on traffic and parking grounds.</li></ul>
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Oleg I. Sannikov  
Director  
MEngSc (Traffic Engineering)  
MIEAust, PEng  
FAITPM



Item 6.1 - Attachment 4

Traffic and Transport Study

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References:

- City of Parramatta, The Hills Development Control Plan 2012
- RMS (2002) Guide to Traffic Generating Developments



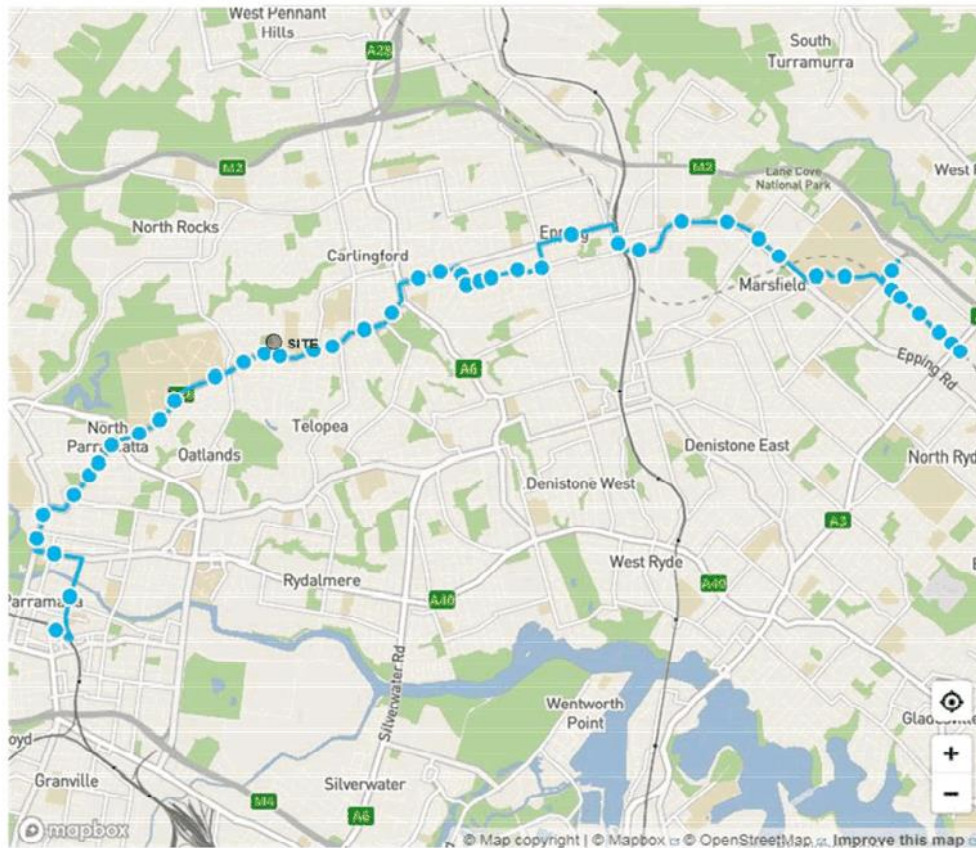
Appendix

Bus routes

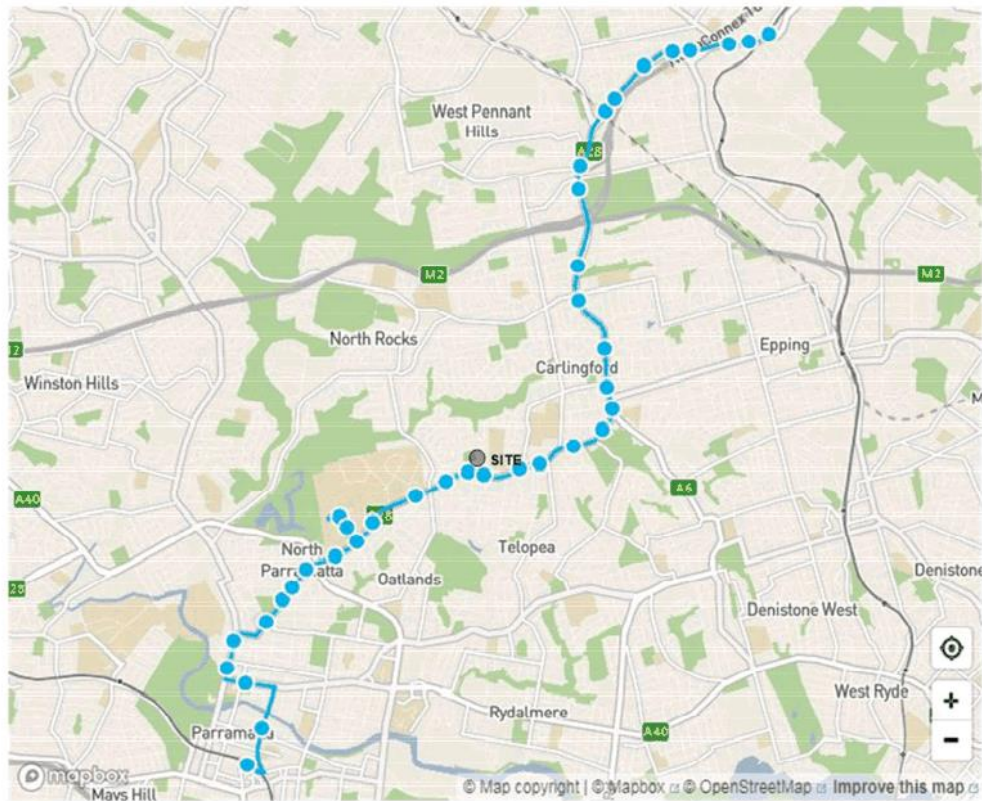
Potential development under R3 zoning

Proposed development under R4 zoning

Bus Route 550



Bus Route 625

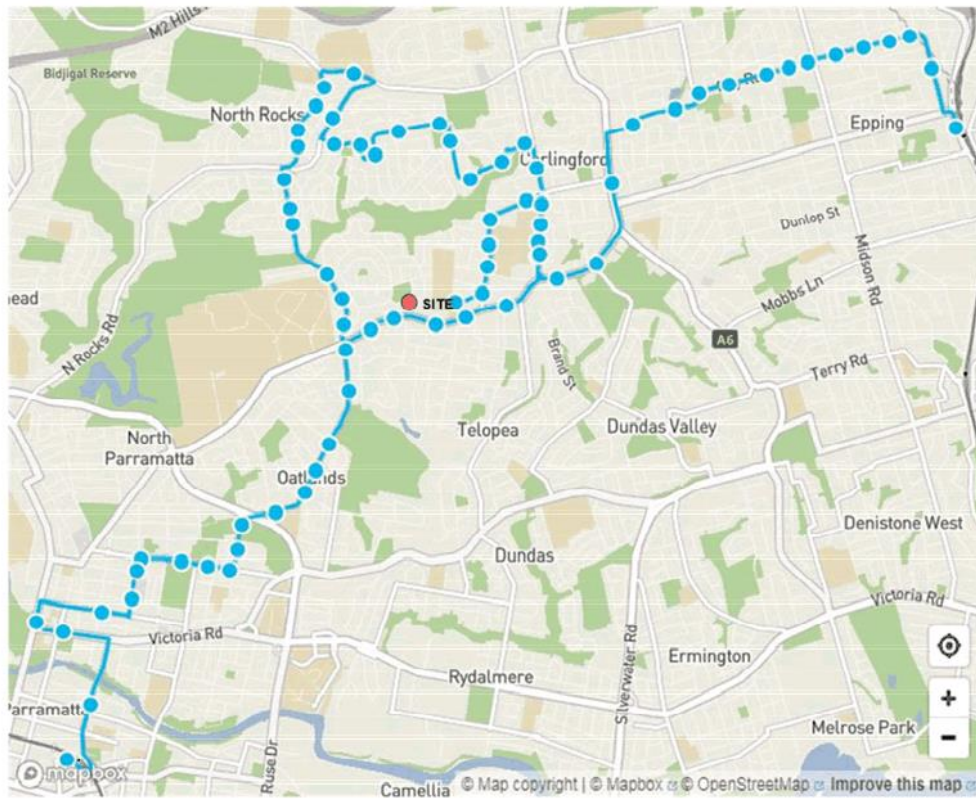




## Item 6.1 - Attachment 4

## Traffic and Transport Study

Bus Route 546



# Illustrative Concept - TOWNHOUSE



## Yields &amp; Calculations - TOWNHOUSE

**Townhouse numbers**

Building	Unit Type	1B	2B	3B	Total
Townhouse	Studio	0%	0%	100%	100%
		0	0	17	17

**Car parking rates**

Apartment Type	Min. spaces/unit
Studio	1.00
1B	1.00
2B	2.00
3B	2.00
Visitor	0.25
Cashare	1 space

**Site Summary**

Total GFA	2,194
Site Area - Total	2,010 m <sup>2</sup>
Gross FSR	0.75:1
No. of Townhouse	17
No. of cars	40
Site coverage	944 m <sup>2</sup>

**Definitions**

- FSR is Floor Space Ratio = GFA (LEP)/Site Area
- GFA is Gross Floor Area measured as defined by the governing Local Government Authority
- Site Coverage is the Building Footprint plus barements extending beyond the footprint
- all areas are measured in square metres
- all numbers are calculated with decimal places and then rounded up or down to be stated as whole numbers



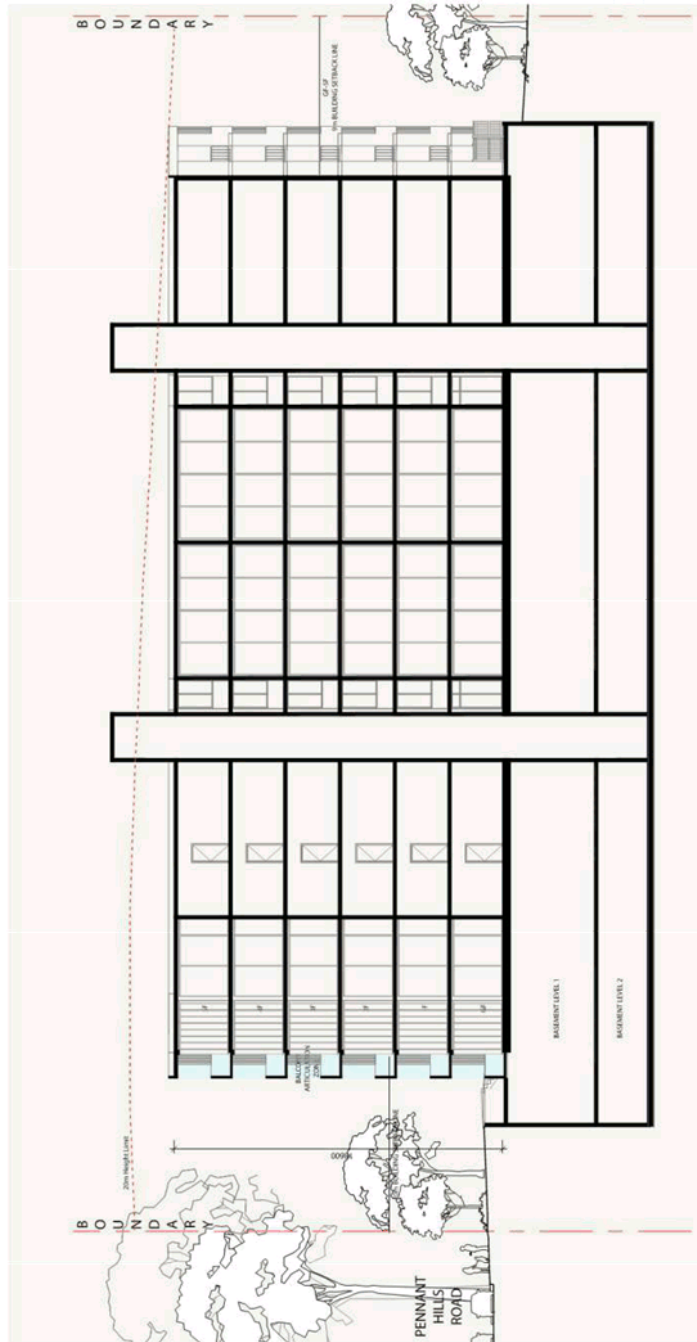


# Illustrative Concept





## Section A



17



## Yields & Calculations

### Residential numbers and mix

Building	Unit Type	1B	2B	3B	Total
Mix	Studio	12.5%	62.5%	25.0%	100%
	Mix	0	30	12	48

### Car parking rates

Apartment type	Min. spaces/unit
Studio	1.00
1B	1.00
2B	2.00
3B	2.00
Visitor	0.25
Carshare	1 space

### Site Summary

Total GFA	5,571
Site Area - Total	2,910 m <sup>2</sup>
Gross FSR	1.91
No. of apartments	48
No. of cars	103
Site coverage	1,009

### Definitions

- FSR is Floor Space Ratio = GFA (LEP)/Site Area
- GFA is Gross Floor Area measured as defined by the governing Local Government Authority
- Site Coverage is the Building Footprint plus basements extending beyond the Footprint
- all areas are measured in square metres
- all numbers are calculated with decimal places and then rounded up or down to be stated as whole numbers





## Helping more first home buyers enter the market

[nsw.gov.au/media-releases/helping-more-first-home-buyers-enter-market](https://www.nsw.gov.au/media-releases/helping-more-first-home-buyers-enter-market)

Printed: 21 July 2022

Published: 21 Jul 2022

Released by: Treasurer, Minister for Planning

**Housing and construction** ([https://www.nsw.gov.au/media-releases?field\\_topic\\_target\\_id%5B446%5D=446](https://www.nsw.gov.au/media-releases?field_topic_target_id%5B446%5D=446))

Almost 115,000 dwellings and land lots have been approved across NSW in the past year, expanding opportunities for first home buyers to purchase their first home.

Between 1 July 2021 and 30 June 2022, 114,881 total dwellings and lots were approved through development applications.

Treasurer Matt Kean said that the NSW Government is committed to supporting first home buyers purchase their own slice of the Australian dream.

"The \$2.8 billion housing package announced in last month's Budget includes \$729 million for the First Home Buyer Choice to reform stamp duty, a significant barrier to first home buyers getting a foot on the property ladder," Mr Kean said.

"This is all about giving first home buyers a choice – a choice between paying an upfront stamp duty or an annual property tax."

On a four-bedroom house sold in Leppington for \$1.04 million with a land value to property price ratio of 36 per cent, a first home buyer would have a choice between an upfront stamp duty of \$41,890 or an annual property tax in the first year of \$1,537.

Under the First Home Buyer Choice, first home buyers who opt into the property tax will pay an annual \$400 plus 0.3 per cent of the land value component of the property. The annual tax stops being paid once the property is sold.

The median time owner occupiers hold onto homes in NSW is 10.5 years.

Minister for Planning and Minister for Homes Anthony Roberts said the government will do all it can to boost supply and give more people in NSW the opportunity of home

1/2

ownership.

"The Government is investing almost \$500 million to unlock land and accelerate infrastructure to boost housing supply, and we will use every measure we can to enable more people to own their own home sooner," Mr Roberts said.

"We have paved the way for 23,000 dwellings through state-led rezonings including 7,000 rezoned lots in Glenfield and 3,000 in Rhodes, while planning proposals accounted for another 26,703 dwellings."

The top three local government areas where lots and dwellings have been approved were:

- Blacktown – 14,329
- Sydney – 8,949
- Parramatta – 8,633

The top three LGAs where rezonings were approved were:

- Parramatta – 12,282
- Camden – 9,410
- Campbelltown – 8,022

Of the 114,881 approved dwellings and lots:

- 88,181 were in metropolitan areas
- 26,700 were in regional NSW