

Pre-Gateway Report – RR-2024-23 (PP-2023-2810)

The planning proposal seeks to amend the Parramatta Local Environmental Plan (LEP) 2023 to increase height of buildings and floor space ratio controls at 93 Bridge Road, Westmead (404 dwellings).

1 Introduction

The purpose of this report is to update the Sydney Central City Planning Panel (Panel) on the status of the planning proposal at 93 Bridge Road, Westmead RR-2024-23 (PP-2023-2810). The report makes a recommendation to the Panel to submit the proposal to the Department of Planning, Housing and Infrastructure (the Department) for Gateway Assessment.

On 14 November 2024, the Panel determined at a rezoning review that the proposal had strategic and site-specific merit (**Attachment B**), however revisions were needed prior to submitting the proposal to the Department for Gateway Assessment. Subsequently, the proposal was updated to comply with these conditions.

Table 1 – Overview of planning proposal

Element	Description	
LGA	City of Parramatta	
LEP to be amended	Parramatta Local Environmental Plan 2023	
Address	93 Bridge Road, Westmead	
Reason for review	<input type="checkbox"/> Council notified the proponent it will not support the proposed amendment.	<input checked="" type="checkbox"/> Council failed to indicate support for the proposal within 90/115 days.
Brief overview of the timeframe/ progress of the planning proposal	<p>15 December 2023 - The planning proposal (PP-2023-2810) is lodged with Council.</p> <p>20 March 2024 – Council accepts proposal for preliminary assessment.</p> <p>12 July 2024 - Proponent requests rezoning review as Council failed to indicate its support for the proposal after the proponent submitted additional information.</p> <p>31 July 2024 – Rezoning Review (RR-2024-23) considered lodged with the Department and acknowledgement letters sent to proponent, Council and the Panel.</p> <p>23 August 2024 – Council comments on the rezoning review are received. Council provides an updated letter on 12 September 2024 reducing the suggested building height.</p> <p>17 October 2024 – The Panel undertakes a site inspection and briefing with the Department of Planning, Housing and Infrastructure (DPHI),</p>	

Pre-Gateway Determination Report

RR-2024-23 (PP-2023-2810)



Element	Description
	<p>Parramatta City Council, the proponent and convenes for a discussion. Panel requests further advice from DPHI relating to urban design.</p> <p>4 November 2024 – A further briefing with DPHI is convened including the Panel, the PPA team and the Urban Design Team (Government Architect). The Panel subsequently makes a decision on the rezoning review.</p> <p>14 November 2024 – The Panel determines that the proposed instrument should be submitted for Gateway determination because the proposal has demonstrated strategic and subject to changes, site specific merit.</p> <p>21 November 2024 – The proponent agrees in principle to the Panel's recommendations and pays the PPA fee.</p> <p>14 December 2024 – Proponent provides updates to the planning proposal to address the Panel's recommendations.</p> <p>15 January 2025 – PPA team meets with proponent to discuss the updates to the planning proposal and other pre-gateway matters.</p> <p>17 January 2025 – The Departments Urban Design Team (Government Architect) confirms the proponent's supporting Urban Design report successfully captures the proposed changes.</p> <p>30 January 2025 – PPA team meets with proponent and requests further information and minor updates to the planning proposal package.</p> <p>4 February 2025 – Proponent provides updated package including requested updates to the Urban Design report and a Viability Appraisal (Affordable Housing).</p> <p>7 February 2025 – Housing Delivery Authority (HDA) recommends the proposal for the site is State Significant Development (SSD).</p> <p>21 February 2025 – Proponent provides complete updated package including information about HDA process.</p>
Department contact:	Jasper Allenby, Planning Officer, 9228 6136

1.1 The site and local context

The subject site is located at 93 Bridge Road, Westmead in the Parramatta Local Government Area (LGA) and comprises of a large strata lot legally described as SP 31901 (**Figure 1**). The site has a primary street frontage to Bridge Road and private access to a road registered partly on the Title of the site and partly on the Title of Lot 1 in DP 270360 to the south. The site is currently zoned R4 High Density Residential.

Existing development on the site is comprised of a housing estate with 31 detached and semi-detached single storey dwellings, arranged around an internal access road.

The area surrounding the subject site is primarily residential. To the north of the site is government owned key worker housing consisting of two to four storey blocks supported by access roads. To

the south is the ‘Monarco Estate’ a private residential development, comprised of four clusters of multi storey apartment towers ranging from 9 to 16 storeys.

The site is in proximity to various public transport options including Westmead Railway Station (to the east), which includes a stop for Parramatta Light Rail and future Metro station (2032). The site is also near Wentworthville Railway Station, accessible via walking, cycling and driving. The site is also located on the Western edge of the Westmead Health and Education Precinct and Innovation District which includes Westmead Hospital, a University of Sydney Campus and various research facilities. To the south, beyond the train line, is Cumberland LGA.



Figure 1 Subject site (source: Nearmap, August 2024, PPA team annotated).

1.2 Planning proposal

Table 2 – Overview of planning proposal

Element	Description
Site area	Approximately 8663m ²
Proposal summary	<div>The planning proposal seeks to amend the Parramatta Local Environmental Plan (LEP) 2024 on the site to:</div> <ul style="list-style-type: none">• Increase the maximum height of building (HOB) from 20m to 69m; and

Pre-Gateway Determination Report

RR-2024-23 (PP-2023-2810)



Element	Description
	<ul style="list-style-type: none">• Increase the maximum floor space ration from 1.7:1 to 3.6:1 <p>The objective of the proposal is to support a high-density residential redevelopment of the site to facilitate the delivery of 404 new homes.</p> <p>The masterplan (Figure 7) also supports 40% of the site to be dedicated to public domain (including a 1,000m² park and 2,470m² pedestrian paved area, streets and pedestrian connections). There is also 264m² of retail floorspace proposed.</p> <p><u>Planning agreement and Affordable Housing</u></p> <p>The draft VPA is not included in the documents as part of the planning proposal. This included matters relating to affordable housing and other community benefits.</p> <p>The updated proposal reduces the affordable housing contribution to 12 units, to be managed by a Community Housing Provider for 15 years.</p> <p>The proponent now states a public benefits package will be delivered as part of a future Development Application (DA) or State Significant Development Application (SSDA) and would include the requirements of the Parramatta City Council's Affordable Rental Housing Policy 2024.</p> <p>It is noted that the site has received a recommendation for State Significant Development (SSD) by the Housing Delivery Authority (HDA), which would leverage the State Government's 30% infill affordable housing bonuses, with an on site provision of 15% affordable housing, managed by a CHP for 15 years.</p> <p>A cover letter (Attachment E) from the proponent details the proposed SSD.</p> <p><u>Site Specific Development Control Plan</u></p> <p>The planning proposal is supported by a draft site specific DCP (Attachment A4) which has been updated post Panel decision.</p> <p>There is also a local provision in the proposal to require a DCP be prepared.</p>
Relevant State and Local Planning Policies, Instruments	<ul style="list-style-type: none">• Greater Sydney Regional Plan and Central City District Plan• Westmead Place Strategy 2036, Westmead Place Based Transport Strategy• State Environmental Planning Policies:<ul style="list-style-type: none">○ SEPP (Housing) 2021○ SEPP (Biodiversity and Conservation) 2021○ SEPP (Industry and Employment) 2021○ SEPP (Planning Systems) 2021○ SEPP (Primary Production) 2021○ SEPP (Resilience and Hazards) 2021○ SEPP (Resource and Energy) 2021○ SEPP (Sustainable Buildings) 2022○ SEPP (Transport and Infrastructure) 2021

Element	Description
	<ul style="list-style-type: none">Parramatta LEP 2023Parramatta Local Housing Strategy (2020), Local Strategic Planning Statement, 2038 Community Strategic PlanSection 9.1 Ministerial Directions.

The planning proposal (**Attachment A**) seeks to amend the Parramatta LEP 2023 per the changes in **Table 3** below.

Table 3 – Current and proposed controls

Control	Current	Proposed	Revised
Zone	R4	R4 (no change)	R4 (no change)
Maximum height of the building	20m	69m	69m
Floor space ratio	1.7:1	4.25:1	3.6:1
Number of dwellings	31	486	404

The planning proposal contains an explanation of provisions that explain how the objectives of the proposal will be achieved.

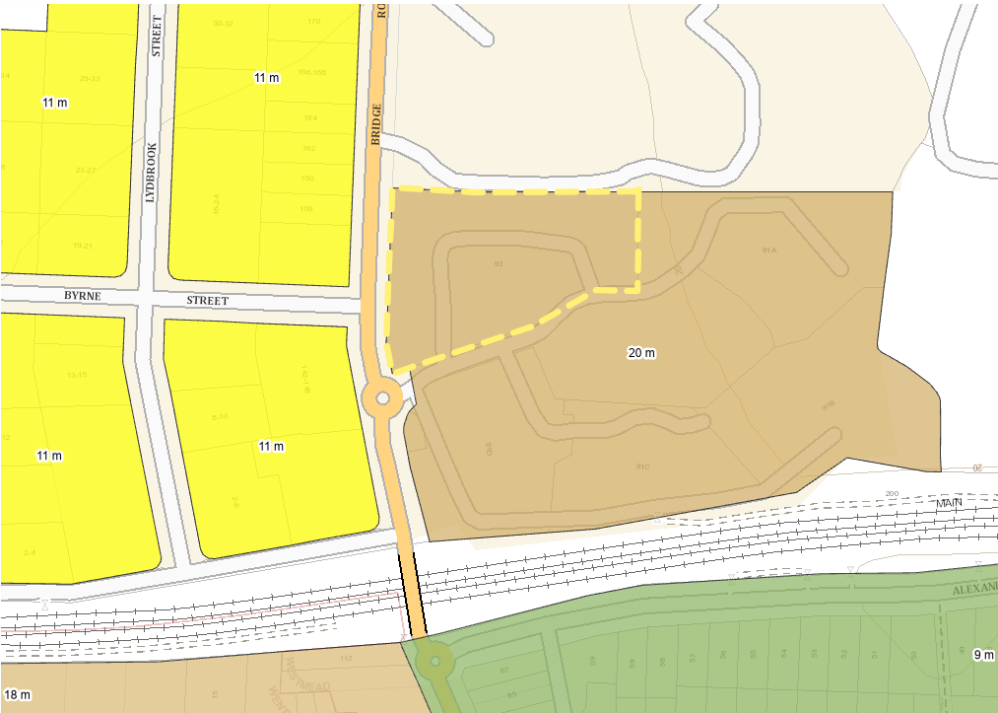


Figure 2: Current Height of Building (source: Planning Proposal, February 2025)

Pre-Gateway Determination Report

RR-2024-23 (PP-2023-2810)

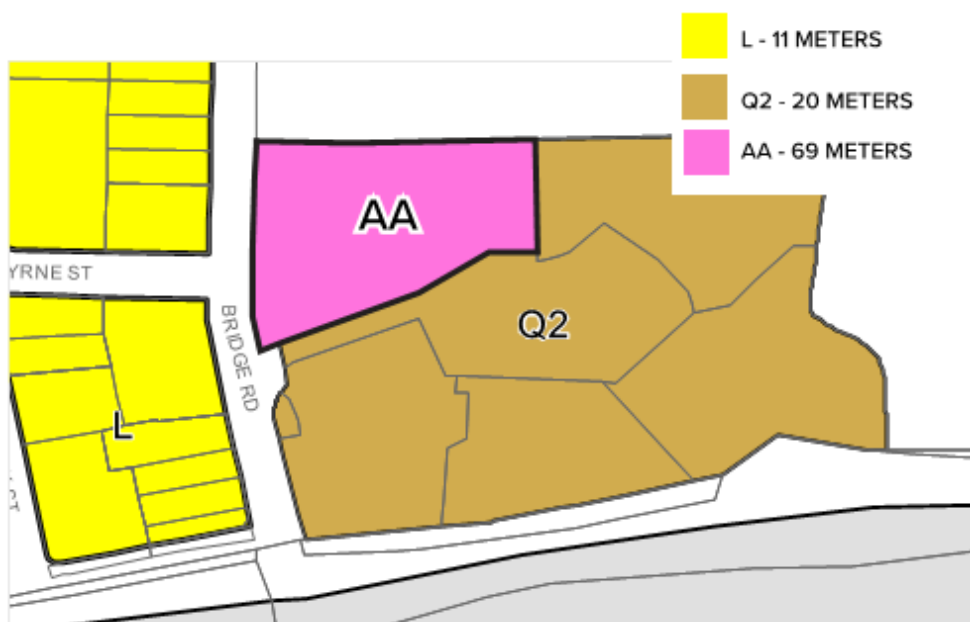


Figure 3: Proposed Height of Building (source: Planning Proposal, February 2025)



Figure 4: Current Floor Space Ratio (source: Planning Proposal, February 2025)

Pre-Gateway Determination Report

RR-2024-23 (PP-2023-2810)

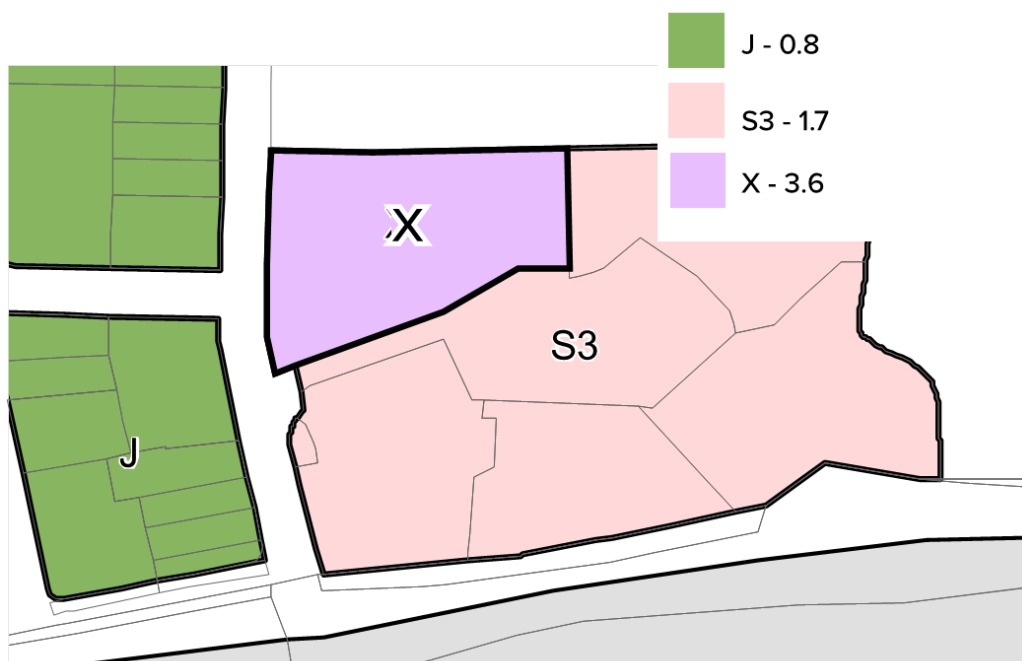


Figure 5: Proposed Floor Space Ratio (source: Planning Proposal, February 2024)



Figure 7: Updated Masterplan (source: Urban Design Report, February 2025)

The updated masterplan (**Figure 7**) reflects the changes made to the proposal due to the Panel conditions (detailed below). It is noted this masterplan reconfigures the buildings to be consistent with the Panel’s endorsed Design Guidelines which take form as two towers in a north south direction, rather than the previously proposed “L-shape” configuration. This orientation of the buildings maximises solar access and natural ventilation, as well as minimising overshadowing to public and communal open spaces. This updated masterplan also proposes access from the northern section of the site.

Various other changes include access such as a proposed access road from the northern section of the site, podiums and setbacks to address the scale of development and new parks and communal open space.

2 Rezoning review

On 17 November 2024, the Sydney Central City Planning Panel considered a rezoning review for this planning proposal because Council failed to indicate support for the proposal within 90 days.

The Panel resolved that the planning proposal demonstrated strategic merit and subject to changes, site-specific merit. The Panel agreed that the planning proposal should be able to achieve site-specific merit subject to further testing and qualifying changes.

It is noted that the proposal presented to the Panel had a maximum height of building (HOB) of 69m and a maximum floor space ratio (FSR) of 4.25:1.

The Panel sought the advice of the Department’s Urban Design (UD) Team (Government Architect) regarding the testing of HOB and FSR options as shown in **Table 4** below.

Table 4 – Planning control options, urban design testing (Source: Panel Record of Decision)

Control	Option 1	Option 2
Floor Space Ratio (FSR)	3:1	3.6:1
Maximum height of the building (HOB)	56-60m	69m

The Panel reconvened on 4 November 2024 following provision of the UD team report on the outcomes of scenario testing. The Panel then requested the UD team provide design principles which would assist in articulating the outcome of pursuing Option 2 on the site. These design principles were provided to the Panel on 12 November 2024 (**Attachment B**).

The Panel supported Option 2, subject to the Panel’s endorsed design guidelines. In making this decision, the Panel made the following recommendations:

The Panel endorses the following planning controls for the site:

- FSR – 3.6:1 (map amendment) and a
- Maximum HOB of 69m (map amendment), and
- A local provision which requires:
 - A draft DCP which addresses all themes provided within the Panel’s design guidelines.

The Panel further recommended that affordable housing is delivered at the site in accordance with Parramatta City Council's Affordable Rental Housing Policy 2024.

The Panel's determination and justification for its decision are provided in **Attachment B**.

The Panel also appointed itself as the planning proposal authority (PPA).

3 Assessment against Panel conditions

On 14 December 2024, the proponent provided revised planning proposal documents updating all contents to reflect the revised planning control outcomes.

In response to meetings in January 2025 with the PPA team, on the 4th, 17th and 21st of February 2025, the proponent provided further revised planning proposal documents, including:

- A revised planning proposal (**Attachment A**);
- A revised Urban Design Report (**Attachment A5**);
- A Viability Appraisal (Affordable Housing) (**Attachment A15**); and
- A Cover Letter (**Attachment D**) detailing the main changes to the proposal and the status of the State Significant Development Application (through the Housing Delivery Authority).

An assessment against the Panel conditions has been undertaken (see **Attachment C**) and is further discussed below.

Issue 1 – Planning Controls

The Panel endorses the following planning controls for the site:

- FSR – 3.6:1 (map amendment);
- Maximum HOB of 69m (map amendment); and
- A local provision which requires:
 - A draft DCP which addresses all themes provided within the Panel's design guidelines.

Proponent's response

The proponent has updated the proposal to align with the planning controls recommended by the Panel including an FSR of 3.6:1 and a maximum HOB of 69m (map amendment).

This also includes an update to resultant changes such as the reduction in proposed dwellings from 486 to 404.

The proponent has included a local provision which requires a draft DCP.

PPA team comments

The PPA team has reviewed the package and confirms the required updates have been made to the planning proposal and the supporting studies.

The PPA team notes that the planning proposal has been updated to include the intent to insert a provision or a similar mechanism into the Parramatta LEP 2023 to require a draft DCP for the site. Noting that the final drafting of this required local provision will be subject to review by Parliamentary Counsel's Office (PCO).

An assessment of the draft DCP is discussed below.

Issue 2 – Urban Design and Draft Site-Specific Development Control Plan (DCP)

The Panel's endorsed design guidelines are attached to the Record of Decision (**Attachment B**).

The Panel recommended that the proponent update the draft site specific DCP to align with the endorsed design guidelines. The Panel request to review and provide endorsement of the updated draft site specific DCP following completion of the Gateway Assessment and prior to recommending the matter proceed to public exhibition.

Proponent's response

An Urban Design report prepared by Hatch – Roberts Day (**Attachment A5**) provides the urban design justification to support the proposal, which includes analysis relating to solar amenity, visual impact and compliance with the Apartment Design Guidelines (ADG). This has been prepared to respond to the Panel's design guidelines (**Attachment B**).

A site-specific DCP will be prepared and reported to the Panel separately prior to public exhibition with the planning proposal. The site-specific DCP will be required to address a range of matters including, but not limited to, built form and massing, building setbacks, and other design controls to inform the future detailed design of the proposed development. A draft site-specific DCP has been prepared to commence these discussions (**Attachment A4**).

Site Access from the northern boundary

The proponent has acknowledged the Panel's suggestion to access the site through the southern boundary, however, believes this access is significantly constrained. The proponent states the existing access from the roundabout is via a private road, which although publicly accessible, remains private property. They state this poses a risk to the development, as the strata of the Monarco Estate could potentially restrict access by erecting a fence or other barriers in the future.

PPA team comments

General

The PPA team has reviewed the Urban Design report, including receiving advice from the UD Team (Government Architect). The UD Team stated the Urban Design report successfully captures the proposed changes and the amendments are positive and enhance the built environment. The PPA team agrees with this and notes the Urban Design report is consistent with the Panel's design guidelines.

The UD team identified some minor issues related to discrepancies in the report, however these issues have subsequently been resolved by the proponent.

Draft DCP

The PPA team notes that a draft site specific DCP (**Attachment A4**) has been prepared by the proponent. This document generally reflects the principles of the Urban Design report (**Attachment A5**) and responds to the Panel's Guidelines. The draft DCP will be included in the package provided to the Departments Local Plan Making (LPMA) Team for Gateway assessment. The draft DCP would be included in the exhibition documents as information to support the planning proposal, however it should be noted that the DCP is a Council document, and the formal public exhibition will be the responsibility of Council.

Site access from the northern boundary

The PPA team requested additional information regarding vehicle access to the site. The proponent provided 3 options for access to the site, two of which include access from the southern portion of the site (one contained within the site boundary and the other utilising the private road). However, these options are not preferred due to constraints related to the adjacent landowner's property. The proponent's preferred access option is from the northern part of the site. The supporting Urban Design report (**Attachment A5** – pp. 88-93) provides a justification for this preference.

The Panel's design guidelines state the following:

“Alternative vehicular access via the perimeter road to the north side may be considered instead of the landscaped setback, provided that the road is completed within the development lot”.

It is noted that the proposed road on the northern side is within the development footprint and has been justified by the proponent, furthermore this proposed option was also provided to the Urban Design team who did not raise any issues.

The PPA team agrees this is an appropriate outcome noting the issues with providing access from the southern road. This matter can continue to be discussed throughout the planning proposal process and any subsequent development application processes and could include further consultation with adjoining landowners.

Issue 3 – Affordable Housing and Planning Agreement

The Panel recommends that affordable housing is delivered at the site in accordance with Parramatta City Council's Affordable Rental Housing Policy 2024.

Proponent's response

The proponent has agreed to the Panel's recommended maximum FSR of 3.6:1 and included a Viability Appraisal (**Attachment A15**) which states it would be viable to provide 12 affordable dwellings managed by a Community Housing Provider (CHP) for a period of 15 years (equivalent to 5% of the FSR uplift from 1.7:1 to 3.6:1). This is a reduction from the previous offer of 75 affordable dwellings to be delivered for 15 years by a Community Housing Provider (CHP). The proposal states this affordable housing provision can be secured by way of an appropriately worded LEP clause.

It is noted the proponent has also stated they plan to offer additional affordable housing through the State Significant Development Assessment (SSDA) process. This would deliver 15% affordable housing for a period of 15 years as part of the SSDA uplift (through a potential uplift of 30%). They also note that a public benefits package to be delivered as part of a future DA or SSDA will also include the requirements of the Parramatta City Council's Affordable Rental Housing Policy 2024, subject to the findings of a comprehensive viability assessment.

PPA team comments

The proponent has offered 12 affordable units, which is equivalent to 3% of the total of 404 dwellings for 15 years, managed by a CHP.

The planning proposal included in the Panel Meeting of 17 October 2024 offered a 15% affordable housing component. This has since been reduced to the current offer and the proponent has provided a viability appraisal showing that only 12 units would be feasible to be delivered by the reduced proposal based on the density provided in the revised planning proposal.

The Panel's recommendation aligns with Council's comments on the rezoning review, related to affordable housing. Council stated their preference is the affordable housing is delivered in perpetuity in line with their Affordable Rental Housing Policy 2024. This amount would equate to 3.5% of the total dwellings or 14 dwellings of the total 404 dwellings. This is calculated through Schedule 1 of the Policy. Council states this would be dedicated to Council in perpetuity under a Planning Agreement. The proponent has stated this is not feasible with the reduced FSR (from 4.5:1 to 3.6:1), which is detailed in their Viability Appraisal (**Attachment A15**).

The planning proposal (**Attachment A** – pp. 22-23) notes Council's Affordable Rental Housing Policy (2024) and states that “Applying Schedule 1 criteria of the Proposal results in a notional local affordable housing requirement of 3.5% affordable units”. Therefore, it is noted the proponent has agreed this is the correct rate based on the Policy. However, as above, according to the Viability

Appraisal (**Attachment A15**) the proponent states it is no longer feasible to offer these affordable units in perpetuity.

For further discussion on the affordable housing rates and the interaction with the proponents State Significant Development application please see the section below on the Housing Delivery Authority.

An appropriate mechanism to deliver this affordable housing can be agreed before finalisation, noting the proponent has proposed an LEP amendment.

This issue can be resolved through the planning proposal process, including Gateway assessment (and any associated conditions), referral to Council, public exhibition and finalisation of the planning proposal.

Housing Delivery Authority (HDA) process update

In late 2024 the NSW Government announced a newly formed Panel, the Housing Delivery Authority (HDA), this Authority will lead a new streamlined State Significant Development (SSD) pathway for projects that will delivery major housing developments.

The proponents of this proposal lodged an Expression of Interest to the HDA for an infill affordable housing proposal which would include approximately 550 dwellings.

On 7 February 2025, the HDA recommended to the Minister that the infill affordable housing proposal for this site be declared SSD (under s3.36(3) of the EP&A Act). The HDA stated the proposal sufficiently satisfied the objectives and criteria of the HDA Expression of Interest and satisfies the HDA SSD criteria.

Given this recommendation the proposal is likely to proceed through the SSD process concurrently with this planning proposal. Infill affordable housing is facilitated through the Housing State Environmental Planning Policy (Housing SEPP), it provides. The proponent has stated they are pursuing a 30% uplift through this process which would deliver 15% affordable housing. This would equate to roughly 60-90 (depending on final dwelling numbers and unit size) affordable housing dwellings delivered for 15 years by a CHP (in addition to the 12 delivered as part of this proposal).

4 Recommendation

The proposal has been updated generally in accordance with the Panel's decision of 14 November 2024 and whilst the affordable housing dwelling numbers have reduced the proposal is generally still in accordance with the Parramatta Affordable Housing Policy and further affordable housing will be included in the SSDA that the HDA has just recently supported.

The Panel notes the PPA team's comments and agrees the planning proposal be submitted to the Department for Gateway Assessment.

Attachments

Attachment A – Planning proposal report (January 2025)

Attachment A1 – Scoping Report for Pre-Lodgement

Attachment A2 – Urban Design Report for Scoping

Attachment A3 – Updated Strategic Merit Test

Attachment A4 – Draft Site Specific DCP (December 2024)

Pre-Gateway Determination Report

RR-2024-23 (PP-2023-2810)



Attachment A5 – Updated Urban Design Report (February 2025)

Attachment A6 – Survey Plan

Attachment A7 – Updated Landscape Report (December 2024)

Attachment A8 – Updated Transport Assessment (December 2024)

Attachment A9 – Updated Economic Impact Assessment (December 2024)

Attachment A10 – Updated Acoustic Impact Assessment (December 2024)

Attachment A11 – Updated Civil Engineering assessment (December 2024)

Attachment A12 – Updated Preliminary Aviation (December 2024)

Attachment A13 – Updated Acoustic Impact Assessment (December 2024)

Attachment A14 – Owners Consent

Attachment A15 – Viability Appraisal (February 2025)

Attachment B – Rezoning Review Record of Decision (November 2024)

Attachment C – Assessment against the Panel conditions

Attachment D – Cover Letter to support revised planning proposal.

(Signature)

21/02/2025 (Date)

Murray Jay

Manager, Planning Proposal Authority

(Signature)

26/2/25

Louise McMahon

Director, Planning Proposal Authority

Assessment officer

Jasper Allenby

Planning Officer, Planning Proposal Authority

9228 6136

© State of New South Wales through Department of Planning, Housing and Infrastructure 2025. The information contained in this publication is based on knowledge and understanding at the time of writing (February 2025). However, because of advances in knowledge, users should ensure that the information upon which they rely is up to date and to check the currency of the information with the appropriate departmental officer or the user's independent adviser.