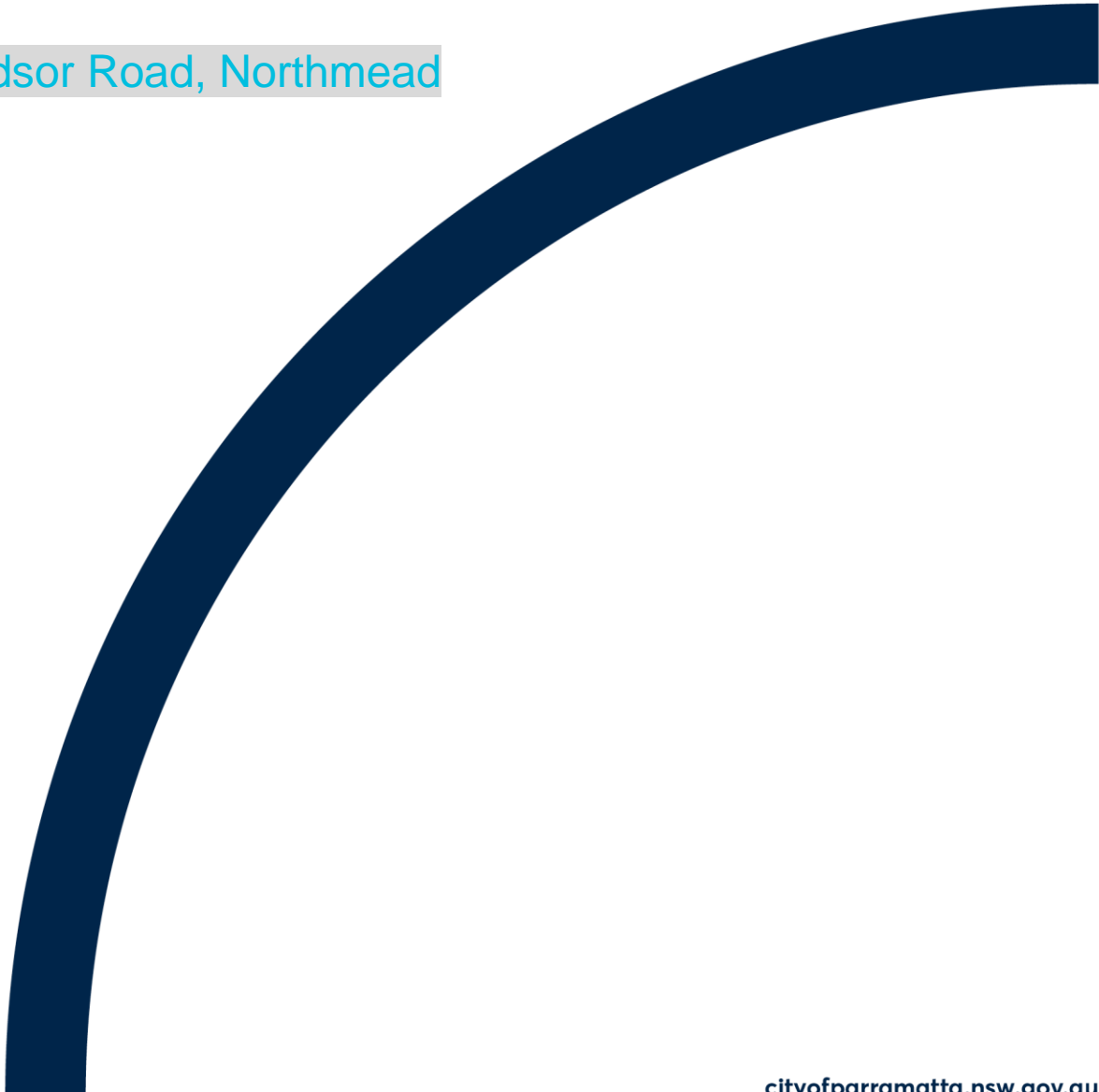


# PLANNING PROPOSAL

Property

23-25 Windsor Road, Northmead





**CITY OF  
PARRAMATTA**

# PLANNING PROPOSAL

Property

23-25 Windsor Road, Northmead

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## Planning Proposal drafts

Proponent versions:

No.	Author	Version
1.	Think Planners	25 September 2016 – original submission
2.	Hampton Property Services	14 March 2019 and addendum 14 June 2019 – current version

Council versions:

No.	Author	Version
1.	City of Parramatta Council	Report to Local Planning Panel and Council on the assessment of planning proposal for Gateway and submission to DPIE
2.	City of Parramatta Council	Report to Council for the purpose of public exhibition

# INTRODUCTION

This planning proposal explains the intended effect of, and justification for, the proposed amendment to *Parramatta (former The Hills) Local Environmental Plan 2012*. It has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* and the Department of Planning and Environment (DP&E) guides, 'A Guide to Preparing Local Environment Plans' (August 2016) and 'A Guide to Preparing Planning Proposals' (August 2016) and 'Guidance for merged councils on planning functions' (May 2016).

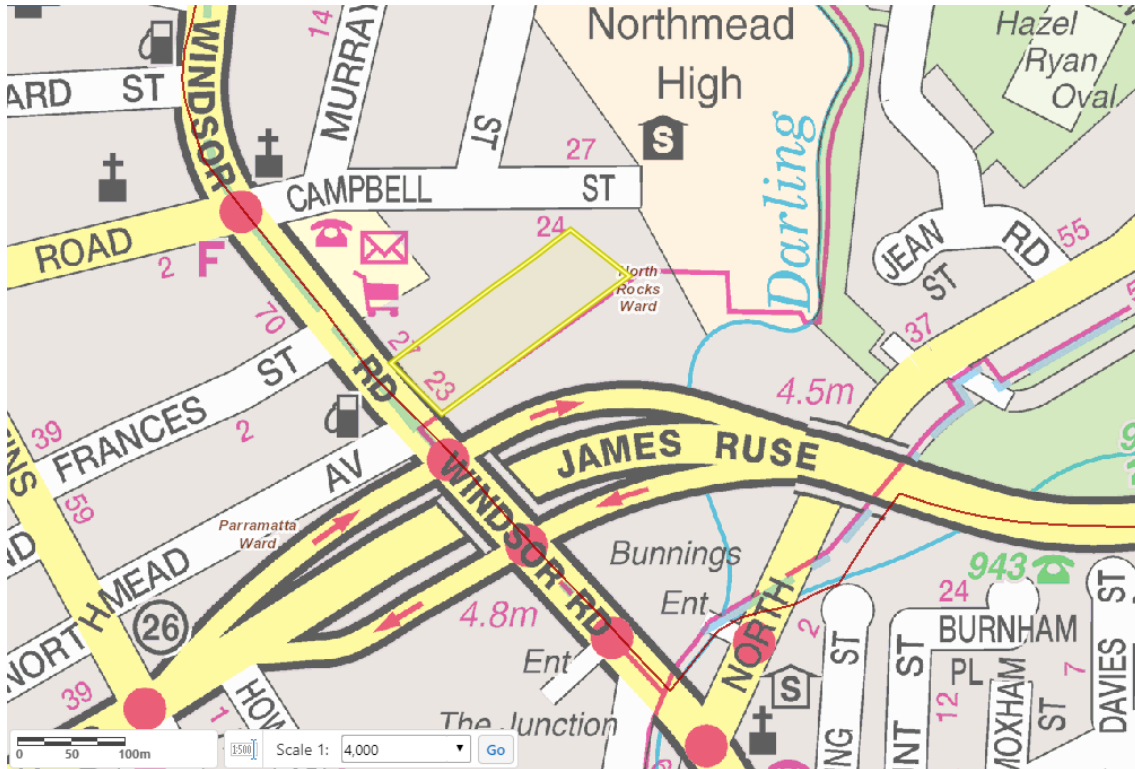
## Background and context

On 25 September 2016, Council received a Planning Proposal application from Think Planners, which sought to amend the planning controls applicable to the site at 23-25 Windsor Road, Northmead under The Hills Local Environmental Plan 2012 (TH LEP 2012). The land at 23-25 Windsor Road, Northmead is legally described as SP 470006 and has a total size of 14,267sqm. The site is shown in Figure 1, below.



**Figure 1 – Site at 23-25 Windsor Road, Northmead subject to the Planning Proposal**

The subject site is adjacent to an existing 4-storey residential flat building development to the north at 14-16 Campbell Street, Northmead. The “Northgate” high density residential development at 25 North Rocks Road, North Rocks is located adjacent to the south and comprises of three arc-shaped varying in height between 8 and 12 storeys and is notable for its prominent position and design in the Northmead locality. The site is also in close proximity to Northmead Creative and Performing Art School, Northmead Shopping Centre, and the Darling Mills Creek to the rear of the site as shown on the map in Figure 2.



**Figure 2 – Locality Map for 23-25 Windsor Road, Northmead**

The subject site has frontage to the Windsor Road classified road corridor that connects The Hills district and M2 Motorway with James Ruse Drive and Parramatta CBD. The site is within close proximity of the major intersection of Windsor Road and James Ruse Drive/Cumberland Highway. Road frontage to the site includes two northbound traffic lanes, 3 southbound traffic lanes, 1 southbound bus lane and 1 southbound turning lane onto the eastbound exit ramp to James Ruse Drive.

Under *Parramatta (former The Hills) LEP 2012* the site:

- is zoned Part SP2 Infrastructure, Part R4 High Density Residential;
- has a minimum lot size of 1,800 sqm;
- has a maximum building height of 16 metres;
- has no specific maximum floor space ratio (FSR) in the LEP;

An extract of each the above maps is provided in Part 4 – Mapping; specifically, Section 4.1 Existing controls.

# PART 1 – OBJECTIVES OR INTENDED OUTCOMES

The objective of this planning proposal is to maintain the existing land use zoning of R4 – High Density Residential and amend the maximum building height (HOB) and floor space ratio (FSR) as a means to redevelop the existing light industrial strata complex for high density residential purposes in accordance with the LEP. The industrial uses existing on the site such as a stonemasonry and mechanical repairs pre-dates the current zoning of the site which was changed on 29 June 2007 under *Baulkham Hills LEP 2005 (Amendment No.8)*.

The owners of the subject site (Owner Corporation of Northmead Industrial Estate SP 47006) authorised ThinkPlanners to submit the original Planning Proposal in September 2016 and a new proponent representative (Hampton Property Services) to coordinate the matters relating to the subject site and this rezoning application. On behalf of the owners, Hampton Property Services (the proponent) submitted a revised Planning Proposal to Council on 14 March 2019 and addendum to Council on 14 June 2019.

The Planning Proposal intends to deliver the following outcomes for the site:

- Redevelop the existing industrial site for high density residential uses of a transitional built form scale between the adjacent residential sites,
- Reduce amenity conflicts between existing light-industrial uses and neighbouring residential development,
- Provide additional residential accommodation in Northmead within walking distance of existing commercial uses, regional bus services and regional road network,
- Improve access from the site to Windsor Road, and
- Improve pedestrian connectivity and permeability between the site and adjacent school, creek and Hazel Ryan Oval,

# PART 2 – EXPLANATION OF PROVISIONS

This planning proposal seeks to amend *The Hills LEP 2012 (THLEP 2012)* in relation to the height and floor space ratio controls to redevelop for approximately 308 high density residential dwellings.

In order to achieve the desired objectives the following amendments to the *THLEP 2012* would need to be made:

1. Amend the maximum building height in the **Height of Buildings Map** (Sheet HOB\_\_025) from 16 metres to 30 metres (approximately 55.6 RL to the west, 52.5 RL to the east) which equates to 7-9 storeys. Refer Figure 15 in Part 4 of this planning proposal.
2. Amend the maximum FSR in the **Floor Space Ratio Map** (Sheet FSR\_025) to 1.8:1. Refer Figure 16 in Part 4 of this planning proposal.

On 9 September 2019, Council endorsed the Planning Proposal for 23-25 Windsor Road, Northmead for a Gateway Request. On 8 November 2019, the Department of Planning Industry and Environment issued a Gateway Determination for the Planning Proposal as part of PP\_2019\_COPAR\_013\_00. The conditions in the Gateway Determination are summarised as follows:

- 1) Consult with Caltex on the appropriate timing and requirements of a Safety Management Study (SMS) given the site's proximity to a gas pipeline,
- 2) Update the Planning Proposal to reflect labelling on Maximum Building Height (HOB), maximum storeys and legend for floor space ratio (FSR)
- 3) Public exhibition is required under section 3.34(2)(c) and schedule 1 clause 4 of the Act for a minimum of 28 days
- 4) Consultation is required with the following public authorities/organisations Environment, Energy & Science, State Emergency Service and Transport for NSW. A copy of the Planning Proposal and supporting material is to be provided and given at least 21 days to comment
- 5) A public hearing is not required
- 6) Council is authorised as the planning proposal authority

## 2.1. Other relevant matters

### 2.1.1. Voluntary Planning Agreement

The subject site and proposed development uplift being sought lends itself to the provision of public benefits, consistent with Council's Planning Agreements policy. The proponent expressed interest into entering a Voluntary Planning Agreement consistent with the policy. A Letter of Offer was received from the proponent on 15 December 2020 where the Owners Corporation of Strata Plan 47006 provided the following offer:

- 3m-wide shared pathway along the eastern boundary at the rear of the site valued at \$25,200
- 3m-wide shared pathway adjacent to new access road and buildings valued at \$14,400
- Registered Easements for the shared-pathways for unencumbered 24/7 public access



- Monetary Contribution towards outdoor fitness equipment Speers Road Reserve valued at \$100,000
- Monetary Contribution towards provision of Affordable Housing valued at \$579,000
- Monetary Contribution of \$2,179,400 to meet 50% land value uplift as required by Planning Agreements located outside the Parramatta CBD

The total value of the Planning Agreement is equivalent to \$2,898,000. It is recommended that Council authorise the CEO to endorse the Letter of Offer as it satisfies the 50% value uplift target for planning proposal sites located outside the Parramatta CBD Any minor inconsistencies or anomalies of an administrative nature relating to the draft Planning Agreement documentation that may arise during the drafting and exhibition process may be authorised by Council's CEO.

# PART 3 – JUSTIFICATION

This part describes the reasons for the proposed outcomes and development standards in the planning proposal.

## 3.1 Section A - Need for the planning proposal

This section establishes the need for a planning proposal in achieving the key outcome and objectives. The set questions address the strategic origins of the proposal and whether amending the LEP is the best mechanism to achieve the aims on the proposal.

### 3.1.1. Is the Planning Proposal a result of any study or report?

Yes, the planning proposal responds to the State Government's initiatives for growth in the Greater Sydney Commission's Greater Parramatta and Olympic Peninsula (GPOP) area and Department of Planning Industry and Environment's (DPE) draft Greater Parramatta Growth Area which is in close proximity to the site. The GPOP area is an approximate area which will experience significant growth and change over the next 20 years. (see Figure 3).

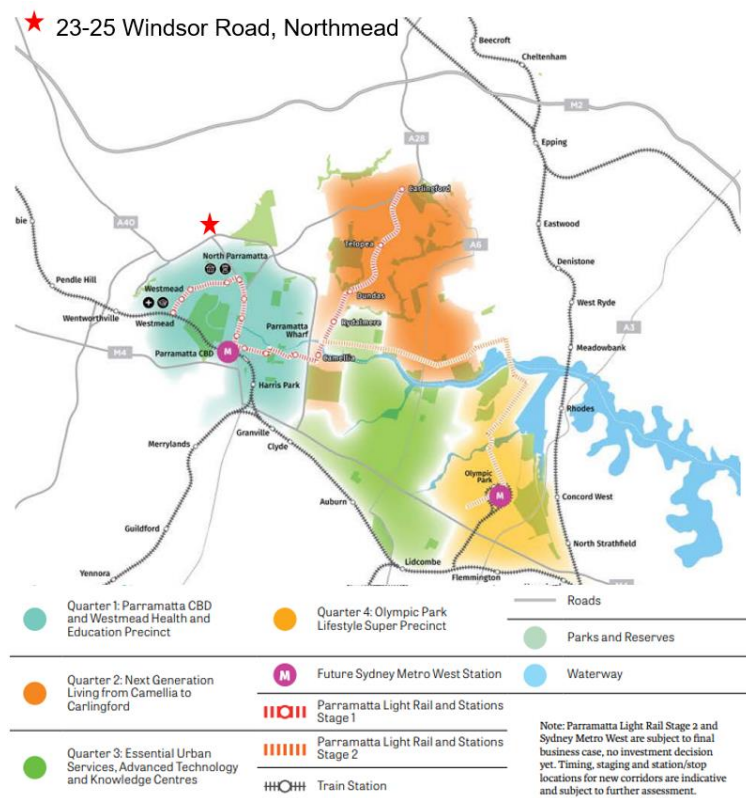


Figure 3 – Subject site located outside GPOP area (Source: Central City District Plan, p.65)

### 3.1.2. Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Redevelopment of the site for high-density residential uses does not reduce the amount of industrial and urban services zoned land and reduces amenity conflicts between industrial and residential uses.

The R4 – High Density Residential zoning seeks to redevelopment for approximately 308 apartments dwellings within a built scale that transitions between the existing residential

uses. The changes to planning controls proposed will result in a loss of industrial and employment uses and introduction of residential uses to the site. The proposal for an increase in height and floor space ratio controls does demonstrate sufficient justification to be recommended for public exhibition.

Although the site may be redeveloped for residential development under existing planning controls, a change to the height and floor space provide opportunities for additional connectivity via new roads and footpaths, increase provision of open space and improvements to economic viability.

## 5.1. Section B – Relationship to strategic planning framework

This section assesses the relevance of the Planning Proposal to the directions outlined in key strategic planning policy documents. Questions in this section consider state and local government plans including the NSW Government’s Plan for Growing Sydney and subregional strategy, State Environmental Planning Policies, local strategic and community plans and applicable Ministerial Directions.

### 5.1.1. Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy?

#### A Metropolis of Three Cities

In March 2018, the NSW Government released the *Greater Sydney Region Plan: A Metropolis of Three Cities* (“the GSRP”) a 20 year plan which outlines a three-city vision for metropolitan Sydney for to the year 2036.

The GSRP is structured under four themes: Infrastructure and Collaboration, Liveability, Productivity and Sustainability. Within these themes are 10 directions which are each contains Potential Indicator and, generally, a suite of objective/s with each objective supported by a Strategy or Strategies. Those objectives and or strategies relevant to this planning proposal are discussed below.

#### **Infrastructure and Collaboration**

An assessment of the planning proposal’s consistency with the GSRP’s relevant Infrastructure and Collaboration objectives is provided in Table 3a, below.

**Table 3a –** Consistency of planning proposal with relevant GSRP Actions – Infrastructure and Collaboration

Infrastructure and Collaboration Direction	Relevant Objective	Comment
A city supported by infrastructure	<b>O1:</b> Infrastructure supports the three cities	The region plan highlights that the Central River City is undergoing a rebuilding program in a high-growth environment, which requires existing infrastructure to be optimised. Redevelopment of the subject site is along an existing regional bus corridor on Windsor Road. The site is an existing R4 site and the Planning Proposal hopes to maximise the utility of existing infrastructure assets and the proponent will further be required to provide infrastructure contributions that are valued to at least 50% of the land value uplift under Council’s Planning Agreements Policy 2018.
	<b>O2:</b> Infrastructure aligns with forecast growth – growth infrastructure compact	
	<b>O3:</b> Infrastructure adapts to meet future need	
	<b>O4:</b> Infrastructure use is optimised	

		The Planning Agreement will be exhibited concurrently with the Planning Proposal, with details on the Planning Agreement shown in Part 2.1 of this report.
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**Liveability**

An assessment of the planning proposal’s consistency with the GSRP’s relevant Liveability objectives is provided in Table 3b, below.

**Table 3b – Consistency of planning proposal with relevant GSRP Actions – Liveability**

Liveability Direction	Relevant Objective	Comment
<b>A city for people</b>	<b>O6:</b> Services and infrastructure meet communities’ changing needs	The reference design for the planning proposal aims to improve walkability between nearby schools, shops, creeks and recreation areas with a pedestrian site link along the eastern boundary and new road along the northern boundary (as requested by RMS). The Planning Proposal seeks an uplift in high-density residential controls, particularly height to provide for greater setbacks and open space across the site.
	<b>O7:</b> Communities are healthy, resilient and socially connected	
	<b>O8:</b> Greater Sydney’s communities are culturally rich with diverse neighbourhoods	
	<b>O9:</b> Greater Sydney celebrates the arts and supports creative industries and innovation	
<b>Housing the city</b>	<b>O10:</b> Greater housing supply	The proposal intends to provide approximately 308 residential apartment dwellings across an R4 zoned site with a pre-existing light industrial complex on the site. The site is considered suitable for additional housing supply.
	<b>O11:</b> Housing is more diverse and affordable	The site is located on an existing R4 – High Density Residential site that permits residential flat buildings under the zone.  It is anticipated that City of Parramatta is expected to meet and potentially exceed its housing targets set by the Greater Sydney Commission, thus the change in planning controls must be justified in accordance with other Liveability Directions.  No affordable housing is included in the planning proposal at this stage. Council adopted the Affordable Rental Housing Policy 2019 which nominates 10% of the land value uplift in areas outside of the Parramatta CBD be dedicated to Council for the purpose of providing affordable rental housing. A monetary contribution of \$579,000 is included as part of draft planning agreement negotiations and would be included in the monetary value of the draft VPA.
<b>A city of great places</b>	<b>O12:</b> Great places that bring people together	The site has a transitional residential land use context given its location between two high-density residential

		<p>developments of varying height. The built form and land uses on the site should reflect this context.</p> <p>Opportunities to improve pedestrian and active transport links should be included given the site's location adjacent to existing residential areas, the draft Greater Parramatta Growth Area and existing high school, creek and recreation facility.</p>
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**Productivity**

An assessment of the planning proposal's consistency with the GSRP's relevant Productivity objectives is provided in Table 3c, below.

**Table 3c – Consistency of planning proposal with relevant GSRP Actions – Productivity**

Productivity Direction	Relevant Objective	Comment
<b>A well connected city</b>	<b>O14:</b> The plan integrates land use and transport creates walkable and 30 minute cities	The site is located along a city-shaping corridor between Parramatta CBD and Norwest/Castle Hill (see p.88, GSRP). The Proposal intends to deliver additional housing in close proximity to regional bus services along Windsor Road, the Parramatta CBD and wider GOP Corridor.
	<b>O15:</b> The Eastern, GOP and Western Economic Corridors are better connected and more competitive	
<b>Jobs and skills for the city</b>	<b>O19:</b> Greater Parramatta is stronger and better connected	The proposal will complement the existing residential development in the immediately adjacent area by removing industrial land uses on an R4 zoned site.
	<b>O21:</b> Internationally competitive health, education, research and innovation precincts	N/A
	<b>O22:</b> Investment and business activity in centres	An uplift in Height and Floor Space controls on the site is likely to provide additional demand for local services from the existing Northmead Shopping Centre and contribute further to the viability of this nearby centre. Further, the proposal is located in close proximity to this local centre and the proposal will contribute to housing in close proximity to goods and services
	<b>O23:</b> Industrial and urban services land is planned, retained and managed	The site does provide for existing industrial and urban services, however it was rezoned for high-density residential by The Hills Council in 2007. Redevelopment of the site under a Planning Proposal provides greater site-specific merit and contribute additional housing in

		a transitional built form that will likely improve the overall amenity of the nearby Northmead locality.
	<b>O24:</b> Economic sectors are targeted for success	N/A

### Sustainability

An assessment of the planning proposal’s consistency with the GSRP’s relevant Sustainability objectives is provided in Table 3d, below.

**Table 3d – Consistency of planning proposal with relevant GSRP Actions – Sustainability**

Sustainability Direction	Relevant Objective	Comment
<b>A city in its landscape</b>	<b>O25:</b> The coast and waterways are protected and healthier	N/A
	<b>O27:</b> Biodiversity is protected, urban bushland and remnant vegetation is enhanced	N/A
	<b>O28:</b> Scenic and cultural landscapes are protected	N/A
	<b>O29:</b> Environmental, social and economic values in rural areas are protected and enhanced	N/A
	<b>O30:</b> Urban tree canopy cover is increased	The site reference scheme provides for a rear setback minimum 20m to maintain large curtilage to significant trees and 12m northern side setback for maximum retention of trees along this boundary.
	<b>O31:</b> Public open space is accessible, protected and enhanced	The reference design demonstrates both communal open space and through links between the site and adjacent creek and oval to the east. The Planning Proposal aims to enhance and improve accessibility to public open space.
	<b>O32:</b> The Green grid links Parks, open spaces, bushland and walking and cycling paths	A pathway linking the site with adjacent land uses along the eastern boundary and new road near the northern boundary aims to improve green grid links in the Northmead area.
<b>An efficient city</b>	<b>O33:</b> A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change	The proposal does not include sustainability initiatives such as recycled water, sustainable building materials, photovoltaics. Initiatives towards net-zero emissions by 2050, methods of recycling construction and ongoing waste should be investigated in accordance with A75, A76.  Council’s Environmental Sustainability Strategy should be given further consideration when delivering the proposal.
	<b>O34:</b> Energy and water flows are captured, used and re-used	
	<b>O35:</b> More waste is re-used and recycled to support the development of a circular economy	
<b>A resilient city</b>	<b>O36:</b> People and places adapt to climate change and future shocks	The proposal is not located in a location identified as impacted by

	and stresses	natural hazard zones such as flooding or bushfire. Initiatives listed in the abovementioned sustainability priorities contribute to A83 as to mitigate urban heat island effect in the area and therefore is satisfactory with this Sustainability Direction.
	<b>O37:</b> Exposure to natural and urban hazards is reduced	
	<b>O38:</b> Heatwaves and extreme heat are managed	Urban Hazards such as the nearby gas pipeline was also assessed as part of Condition 1 of the Gateway to ensure the proposed development is consistent with Action 82 of the District Plan.

### Implementation

An assessment of the planning proposal’s consistency with the GSRP’s relevant Implementation objectives is provided in Table 3d, below.

**Table 3d –** Consistency of planning proposal with relevant GSRP Actions – Implementation

Implementation Direction	Relevant Objective	Comment
<b>Implementation</b>	<b>O39:</b> A collaborative approach to city planning	The proposal is responding to in depth consultation between Council, the applicant and RMS/TfNSW.

### Central City District Plan

In March 2018, the NSW Government released *Central City District Plan* which outlines a 20 year plan for the Central City District which comprises The Hills, Blacktown, Cumberland and Parramatta local government areas.

Taking its lead from the GSRP, the *Central City District Plan* (“CCDP”) is also structured under four themes relating to Infrastructure and Collaboration, Liveability, Productivity and Sustainability. Within these themes are Planning Priorities which are each supported Action. Those Planning Priorities and Actions relevant to this planning proposal are discussed below.

### Infrastructure and Collaboration

An assessment of the planning proposal’s consistency with the CCDP’s relevant Infrastructure and Collaboration Priorities and Actions is provided in Table 4a, below.

**Table 4a –** Consistency of planning proposal with relevant CCDP Actions – Infrastructure and Collaboration

Infrastructure and Collaboration Direction	Planning Priority/Action	Comment
<p><b>A city supported by infrastructure</b></p> <p><b>O1:</b> Infrastructure supports the three cities</p> <p><b>O2:</b> Infrastructure aligns with forecast growth – growth infrastructure compact</p> <p><b>O3:</b> Infrastructure adapts to meet future need</p>	<p><b>PP C1: Planning for a city supported by infrastructure</b></p> <ul style="list-style-type: none"> <li>• <b>A1:</b> Prioritise infrastructure investments to support the vision of <i>A metropolis</i></li> <li>• <b>A2:</b> Sequence growth across the three cities to promote north-south and east-west connections</li> <li>• <b>A3:</b> Align forecast growth with infrastructure</li> </ul>	<p>The site located along Windsor Road which provides easy access via public transport to Parramatta CBD and nearby employment hubs. However, there remains issues with traffic access for journeys via private vehicles both northbound and southbound given traffic volumes and width of the 5-southbound lanes adjacent to the site. However, the applicant does propose a new road</p>

<p><b>O4:</b> Infrastructure use is optimised</p>	<ul style="list-style-type: none"> <li>• <b>A4:</b> Sequence infrastructure provision using a place based approach</li> <li>• <b>A5:</b> Consider the adaptability of infrastructure and its potential shared use when preparing infrastructure strategies and plans</li> <li>• <b>A6:</b> Maximise the utility of existing infrastructure assets and consider strategies to influence behaviour changes to reduce the demand for new infrastructure, supporting the development of adaptive and flexible regulations to allow decentralised utilities</li> </ul>	<p>along the northern boundary to assist traffic movements between the proposal and Windsor Road. It is recommended that further assessment of the traffic impacts be completed by the RMS and Council.</p>
<p><b>O5:</b> Benefits of growth realized by collaboration of governments, community and business</p>	<p><b>PP C2:</b> Working through collaboration</p> <ul style="list-style-type: none"> <li>• <b>A7:</b> Identify prioritise and delivery collaboration areas</li> </ul>	

### Liveability

An assessment of the planning proposal’s consistency with the CCDP’s relevant Liveability Priorities and Actions is provided in Table 4b, below.

**Table 4b –** Consistency of planning proposal with relevant CCDP Actions – Liveability

Liveability Direction	Planning Priority/Action	Comment
<p><b>A city for people</b> <b>O6:</b> Services and infrastructure meet communities’ changing needs</p>	<p><b>PP C3: Provide services and social infrastructure to meet people’s changing needs</b></p> <ul style="list-style-type: none"> <li>• <b>A8:</b> Deliver social infrastructure that reflects the need of the community now and in the future</li> <li>• <b>A9:</b> Optimise the use of available public land for social infrastructure</li> </ul>	<p>As part of the proposal, the applicant intends to include pedestrian connectivity with adjacent sites, communal open space and new road. This is offered to be delivered by 2 x 3m-wide shared paths with unencumbered public access easements connecting the site to Windsor Road and surrounding area (including a potential new supermarket). The intent to align the proposal with PP C3 is satisfactory for the planning proposal to be sent to the DPE for Gateway Determination.</p>
<p><b>O7:</b> Communities are healthy, resilient and socially connected <b>O8:</b> Greater Sydney’s communities are culturally rich with diverse neighbourhoods <b>O9:</b> Greater Sydney celebrates the arts and supports creative industries and innovation</p>	<p><b>PP C4: Working through collaboration</b></p> <ul style="list-style-type: none"> <li>• <b>A10:</b> Deliver healthy, safe and inclusive places for people of all ages and abilities that support active, resilient and socially connected communities by (a-d).</li> <li>• <b>A11:</b> Incorporate cultural and linguistic diversity in strategic planning and engagement.</li> <li>• <b>A12:</b> Consider the local infrastructure implications of areas that accommodate large migrant and refugee populations.</li> </ul>	<p>The site reference plan for the proposal includes the addition of an east-west road along the northern boundary that connects the site with Windsor Road and north-south pedestrian link connecting the site to the nearby high school and high density residential lots along North Rocks Road.</p>



	<ul style="list-style-type: none"> <li>• <b>A13:</b> Strengthen the economic self-determination of Aboriginal communities by engagement and consultation with Local Aboriginal Land Council's.</li> <li>• <b>A14:</b> Facilitate opportunities for creative and artistic expression and participation, wherever feasible with a minimum regulatory burden including (a-c).</li> <li>• <b>A15:</b> Strengthen social connections within and between communities through better understanding of the nature of social networks and supporting infrastructure in local places</li> </ul>	
<p><b>Housing the city</b>  <b>O10:</b> Greater housing supply  <b>O11:</b> Housing is more diverse and affordable</p>	<p><b>PP C5: Providing housing supply, choice and affordability, with access to jobs, services and public transport</b></p> <ul style="list-style-type: none"> <li>• <b>A16:</b> Prepare local or district housing strategies that address housing targets [abridged version]</li> <li>• <b>A17:</b> Prepare Affordable Rental housing Target Schemes</li> </ul>	<p>The applicant's Planning Proposal references initiatives and opportunities for housing on the existing R4 zoned site for approximately 308 apartment dwellings. City of Parramatta is expected to meet and potentially exceed its housing targets set by the Greater Sydney Commission, thus the change in planning controls cannot be justified under O10 which proposes to increase the supply of housing.</p> <p>However, the site has an existing high-density residential zoning and therefore apartments are already permissible on the site. The subject site provides opportunities to arrange the apartment dwellings in a design that improves amenity by providing additional open space by increasing the height on site.</p> <p>A monetary contribution of \$579,000 is offered as part of a Draft Planning Agreement, which is consistent with Council's Affordable Rental Housing Policy 2019, and is equivalent to 10% of the land value uplift in areas outside of the Parramatta CBD be dedicated to Council for the purpose of providing affordable rental housing. It also contributes to the overall 50% VPA value identified in the VPA Policy</p>
<p><b>A city of great places</b>  <b>O12:</b> Great places that bring people together  <b>O13:</b> Environmental heritage is identified, conserved and enhanced</p>	<p><b>PP C6: Creating and renewing great places and local centres, and respecting the District's heritage</b></p> <ul style="list-style-type: none"> <li>• <b>A18:</b> Using a place-based and collaborative approach throughout planning, design, development and management deliver great places by (a-e)</li> <li>• <b>A19:</b> Identify, conserve and enhance environmental heritage by (a-c)</li> </ul>	<p>The site reference scheme intends to improve connectivity with vehicle access connected via a proposed east-west road along the Northern boundary and 2 x 3m-wide shared paths with unencumbered public access easements. The Planning Proposal is situated in close proximity to public transport and local retail uses and demonstrates a fine grain form that encourages walkability between the site and nearby recreation areas to the east.</p>

	<ul style="list-style-type: none"> <li>• <b>A20:</b> Use place-based planning to support the role of centres as a focus for connected neighbourhoods</li> <li>• <b>A21:</b> In Collaboration Areas, Planned Precincts and planning for centres (a-d)</li> <li>• <b>A22:</b> Use flexible and innovative approaches to revitalise high streets in decline.</li> </ul>	<p>It intends to prioritise a people-friendly public realm and recognises the dual function of streets as places for people and movement.</p> <p>The site reference scheme also demonstrates a built form that transitions between higher residential densities to the south and lower-rise high density to the north.</p>
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### Productivity

An assessment of the planning proposal’s consistency with the CCDP’s relevant Productivity Priorities and Actions is provided in Table 4c, below.

**Table 4c –** Consistency of planning proposal with relevant CCDP Actions – Productivity

Productivity Direction	Planning Priority/Action	Comment
<p><b>A well-connected city</b></p> <p><b>O19:</b> Greater Parramatta is stronger and better connected</p>	<p><b>PP C7: Growing a stronger and more competitive Greater Parramatta</b></p> <ul style="list-style-type: none"> <li>• <b>A23:</b> Strengthen the economic competitiveness of Greater Parramatta and grow its vibrancy [abridged]</li> <li>• <b>A26:</b> Prioritise infrastructure investment [abridged]</li> <li>• <b>A27:</b> Manage car parking and identify smart traffic management strategies</li> </ul>	<p>The existing R4 zoned site is located in close proximity to the Parramatta CBD and intends to deliver additional high-density residential dwellings in close proximity to the employment generating uses in Parramatta CBD and nearby Northmead Industrial precinct.</p> <p>Redevelopment for high density residential uses on the site which is subject to significant vehicle movement restrains may encourage the use of public transport for those wishing to travel between the site and Parramatta CBD via the Windsor Road bus corridor and contribute to improved connectivity and 30-minute city priorities for the GOP economic corridor.</p>
<p><b>Jobs and skills for the city</b></p> <p><b>O15:</b> The Eastern, GOP and Western Economic Corridors are better connected and more competitive</p>	<p><b>PP C8: Delivering a more connected and competitive GOP Economic Corridor</b></p> <ul style="list-style-type: none"> <li>• <b>A29:</b> Prioritise public transport investment to deliver the 30-minute city objective for strategic centres along the GOP Economic Corridor</li> <li>• <b>A30:</b> Prioritise transport investments that enhance access to the GOP between centres within GOP</li> </ul>	
<p><b>O14:</b> The plan integrates land use and transport creates walkable and 30 minute cities</p>	<p><b>PP C9: Delivering integrated land use and transport planning and a 30-minute city</b></p> <ul style="list-style-type: none"> <li>• <b>A32:</b> Integrate land use and transport plans to deliver a 30-minute city</li> <li>• <b>A33:</b> Investigate, plan and protect future transport and infrastructure corridors</li> <li>• <b>A36:</b> Protect transport corridors as appropriate, including the Western Sydney Freight Line, North South train link from Schofields to WS Airport as well as Outer Sydney Orbital and Bells Line of Road-Castlereagh connections</li> </ul>	

<p><b>O23:</b> Industrial and urban services land is planned, retained and managed</p>	<p><b>PP C10: Growing investment, business opportunities and jobs in strategic centres</b></p> <ul style="list-style-type: none"> <li>• <b>A37:</b> Provide access to jobs, goods and services in centres [abridged]</li> <li>• <b>A38:</b> Create new centres in accordance with the principles for Greater Sydney's centres</li> <li>• <b>A39:</b> Prioritise strategic land use and infrastructure plans for growing centres, particularly those with capacity for additional floorspace</li> </ul>	<p>The Planning Proposal would locate additional housing in close proximity to the Northmead Shopping Centre and Parramatta CBD. It is anticipated that additional housing within walking distance of the Northmead centre will grow investment and business opportunities for everyday retail and commercial uses at the site and is therefore consistent with PP C10.</p> <p>A strata-titled industrial site is existing on the site however the site is currently zoned for high-density residential purposes. An increase in HOB and FSR controls for this site via a Planning Proposal is not contrary to the PPC11 district planning priority.</p>
<p><b>O23:</b> Industrial and urban services land is planned, retained and managed</p>	<p><b>PP C11: Maximising opportunities to attract advanced manufacturing and innovation in industrial and urban services land</b></p> <ul style="list-style-type: none"> <li>• <b>A49:</b> Review and manage industrial and urban service land, in line with the principles for managing industrial and urban services land, in the identified local government area</li> </ul>	
<p><b>O24:</b> Economic sectors are targeted for success</p>	<p><b>PP C12: Supporting growth of targeted industry sectors</b></p>	<p>N/A</p>

### Sustainability

An assessment of the planning proposal's consistency with the CCDP's relevant Productivity Priorities and Actions is provided in Table 4d, below.

**Table 4d – Consistency of planning proposal with relevant CCDP Actions – Sustainability**

Sustainability Direction	Planning Priority/Action	Comment
<p><b>A city in its landscape</b></p> <p><b>O25:</b> The coast and waterways are protected and healthier</p>	<p><b>PP C13: Protecting and improving the health and enjoyment of the District's Waterways</b></p> <ul style="list-style-type: none"> <li>• <b>A60:</b> Protect environmentally sensitive areas of waterways</li> <li>• <b>A61:</b> Enhance sustainability and liveability by improving and managing access to waterways and foreshores for recreation, tourism, cultural events and water based transport</li> <li>• <b>A62:</b> Improve the health of catchments and waterways through a risk based approach to managing the cumulative impacts of development including coordinated monitoring of outcomes</li> <li>• <b>A63:</b> Work towards reinstating more natural conditions in highly modified urban waterways</li> </ul>	<p>The subject site is located in close proximity to Darling Mills Creek, Northmead. The landscape included in the planning proposal attempts to enhance liveability and connectivity between the site and this waterway as a means to improve amenity for future residential development on the site.</p>

<p><b>O27:</b> Biodiversity is protected, urban bushland and remnant vegetation is enhanced</p> <p><b>O28:</b> Scenic and cultural landscapes are protected</p>	<p><b>PP C15: Protecting and enhancing bushland, biodiversity and scenic and cultural landscapes</b></p> <ul style="list-style-type: none"> <li>• <b>A65:</b> Protect and enhance biodiversity by (a-c) [abridged]</li> <li>• <b>A66:</b> Identify and protect scenic and cultural landscapes</li> <li>• <b>A67:</b> Enhance and protect views of scenic and cultural landscapes from the public realm</li> </ul>	<p>N/A</p>
<p><b>O30:</b> Urban tree canopy cover is increased</p> <p><b>O32:</b> The Green grid links Parks, open spaces, bushland and walking and cycling paths</p>	<p><b>PP C16: PP C16: Increasing urban tree canopy cover and delivering Green grid connections</b></p> <ul style="list-style-type: none"> <li>• <b>A68:</b> Expand urban tree canopy in the public realm</li> <li>• <b>A69:</b> progressively refine the detailed design and delivery of (a-c) [abridged]</li> <li>• <b>A70:</b> Create Greater Sydney green Grid connections to the Western Sydney Parklands</li> </ul>	<p>The Landscape Plan in the Planning Proposal must be reflected in the outcome of the site to ensure urban tree canopy is maintained, and expanded to ensure a high level of outdoor amenity and green grid across the site.</p>
<p><b>O31:</b> Public open space is accessible, protected and enhanced</p>	<p><b>PP C17: Delivering high quality open space</b></p> <ul style="list-style-type: none"> <li>• <b>A71:</b> Maximise the use of existing open space and protect, enhance and expand public open space by (a-g) [abridged]</li> </ul>	<p>The Planning Proposal seeks to increase the height control and floor space ratio in hope to deliver a high-density residential development supported by open space on the site and improve connections to nearby recreational areas to the east of the site.</p>
<p><b>An efficient city</b></p> <p><b>O33:</b> A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change</p> <p><b>O34:</b> Energy and water flows are captured, used and re-used</p> <p><b>O35:</b> More waste is re-used and recycled to support the development of a circular economy</p>	<p><b>PP C19: Reducing carbon emissions and managing energy, water and waste efficiently</b></p> <ul style="list-style-type: none"> <li>• <b>A75:</b> Support initiatives that contribute to the aspirational objectives of achieving net-zero emissions by 2050</li> <li>• <b>A76:</b> Support precinct-based initiatives to increase renewable energy generation and energy and water efficiency</li> <li>• <b>A77:</b> Protect existing and identify new locations for waste recycling and management</li> <li>• <b>A78:</b> Support innovative solutions to reduce the volume of waste and reduce waste transport requirements</li> <li>• <b>A79:</b> Encourage the preparation of low carbon, high efficiency strategies to reduce emissions, optimise the use of water, reduce</li> </ul>	<p>The proposal does not include sustainability initiatives such as recycled water, sustainable building materials, photovoltaics. Initiatives towards net-zero emissions by 2050, methods of recycling construction and ongoing waste should be investigated in accordance with A75, A76.</p> <p>Council's Environmental Sustainability Strategy should be given further consideration when delivering the proposal.</p>

	<p>waste and optimising car parking provisions where an increase in total floor in 100,000sqm</p>	
<p><b>O36:</b> People and places adapt to climate change and future shocks and stresses  <b>O37:</b> Exposure to natural and urban hazards is reduced  <b>O38:</b> Heatwaves and extreme heat are managed</p>	<p><b>PP C20: Adapting to the impacts of urban and natural hazards and climate change</b></p> <ul style="list-style-type: none"> <li>• <b>A81:</b> Support initiatives that respond to the impacts of climate change</li> <li>• <b>A82:</b> Avoid locating new urban development in areas exposed to natural and urban hazards and consider options to limit the intensification of development in existing areas most exposed to hazards</li> <li>• <b>A83:</b> Mitigate the urban heat island effect and reduce the vulnerability to extreme heat</li> <li>• <b>A84:</b> Respond to the direction for managing flood risk in Hawkesbury-Nepean Valley</li> <li>• <b>A85:</b> Consider strategies and measures to manage flash flooding and safe evacuation when planning for growth in Parramatta CBD</li> </ul>	<p>The proposal is identified as impacted by natural hazard zones of flooding along the eastern portion of the site. It is intended that the buildings located on the site be situated outside the flood affected zone on the lot. This must be demonstrated to ensure the proposal is satisfactory under PP C20.</p> <p>Initiatives listed in the abovementioned sustainability priorities contribute to A83 as to mitigate urban heat island effect in the area. The proposal is satisfactory under PP C20.</p> <p>Gateway Condition 1 relates to the nearby Caltex Pipeline. It required Council Officers to work with DPIE's Hazards Team and Caltex on the requirements and timings of a potential Safety Management Study for the subject site. On 9 January 2020, Caltex responded as follows:</p> <p><i>“no SMS is required, this is the case because the development does not significantly change the existing land use, the pipeline corridor is already at the highest sensitivity level at location and the development is behind a very large building (i.e 25 North Rocks Road, North Rocks) relative to the pipeline route”.</i></p> <p>Future development will still require a detailed pipeline assessment at Development Application stage under Division 12A Pipelines and pipeline corridors, Infrastructure SEPP 2007. This approach is satisfactory with Caltex, Council Officers and DPIE's Hazards Team for the purpose of public exhibition and therefore consistent with A82 of the District Plan.</p>

**5.1.2. Is the planning proposal consistent with the local council’s Community Strategic Plan or other local strategic plan?**

The following local strategic planning documents are relevant to the planning proposal.

**Parramatta 2038 Community Strategic Plan**

Parramatta 2038 is a long term Community Strategic Plan for the City of Parramatta and it links to the long-term future of Sydney. The plan formalises several big and transformational ideas for the City and the region.

The planning proposal works towards the strategies and key objectives identified in the plan including:

- 1.2 Advocate for affordable and diverse housing choices,
- 6.1 Engage in strategic planning and implement innovative solutions to manage the growth of our city

### 5.1.3. Is the planning proposal consistent with the applicable State Environmental Planning Policies?

The following State Environmental Planning Policies (SEPPs) are of relevance to the site (refer to Table 5 below).

**Table 5 – Consistency of planning proposal with relevant SEPPs**

State Environmental Planning Policies (SEPPs)	Consistency: Yes = ✓ No = x N/A = Not applicable	Comment
SEPP No 1 Development Standards	N/A	SEPP 1 does not apply to The Hills LEP 2012
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the The Hills LEP 2012.
SEPP 6 – Number of Storeys in a Building	N/A	Standard instrument definitions apply.
SEPP 33 – Hazardous and Offensive Development	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the The Hills LEP 2012.
SEPP No 55 Remediation of Land	x	The subject site has a high-density residential zoning but is used for industrial purposes under existing use rights. A Phase 1 preliminary contamination investigation report for the subject site has not been prepared and should be conditioned as part of a future Gateway Determination and exhibited with the proposal.  If Council is satisfied the site can be made suitable for residential purposes should this be supplied and a Phase 2 to be prepared at the DA stage.

SEPP 60 – Exempt and Complying Development	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the Parramatta LEP 2011.
SEPP 64 – Advertising and Signage	N/A	Not relevant to proposed amendment. May be relevant to future DAs.
SEPP No 65 Design Quality of Residential Flat Development	✓	Detailed compliance with SEPP 65 will be demonstrated at the time of making a development application for the site facilitated by this Planning Proposal. During the design development phase, detailed testing of SEPP 65 and the Residential Flat Design Code was carried out and the indicative scheme is capable of demonstrating compliance with the SEPP.
SEPP No.70 Affordable Housing (Revised Schemes)	N/A	Not relevant to proposed amendment.
SEPP (Affordable Rental Housing) 2009	N/A	Not relevant to proposed amendment.
SEPP (BASIX) 2004	N/A	Detailed compliance with SEPP (BASIX) will be demonstrated at the time of making a development application for the site facilitated by this Planning Proposal.
SEPP (Exempt and Complying Development Codes) 2008	✓	May apply to future development of the site.
SEPP (Infrastructure) 2007	✓	The site is located along classified road corridor known as Windsor Road, therefore any future development will need to comply with the provisions of the SEPP. May apply to future development of the site.  Future development will still require a detailed pipeline assessment at Development Application stage under Division 12A Pipelines and pipeline corridors, Infrastructure SEPP 2007. This approach is satisfactory with Caltex, Council Officers and DPIE's Hazards Team for the purpose of public exhibition.
Sydney Regional Environmental Plan No 18– Public Transport Corridors	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the <i>The Hills LEP 2011</i> .

<p>Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005</p>	<p>✓</p>	<p>The proposed development is not located directly on the Sydney Harbour Catchment foreshore. Any potential impacts as a result of development on the site, such as stormwater runoff, will be considered and addressed appropriately at DA stage.</p>
<p>SEPP (Urban Renewal) 2010</p>	<p>N/A</p>	<p>Not relevant to proposed amendment.</p>



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

In accordance with Clause 9.1 of the *EP&A Act 1979* the Minister issues directions for the relevant planning authorities to follow when preparing planning proposals for new LEPs. The directions are listed under the following categories:

- Employment and resources
- Environment and heritage
- Housing, infrastructure and urban development
- Hazard and risk
- Housing, Infrastructure and Urban Development
- Local plan making

The following directions are considered relevant to the subject Planning Proposal.

**Table 6 – Consistency of planning proposal with relevant Section 9.1 Directions**

Relevant Direction	Comment	Compliance
<b>1. Employment and Resources</b>		
Direction 1.1 – Business and Industrial Zones	This Planning Proposal seeks to rezone the site for increased height and floor space ratio. Whilst the site includes existing industrial uses on the site. This has not been the intended use for the site under THLEP 2012 for quite some time. A loss of employment uses on the site will reduce amenity conflicts between the site and surrounding high density residential land uses and thus consistent with this direction.	Yes
<b>2. Environment and Heritage</b>		
<b>3. Housing, Infrastructure and Urban Development</b>		
Direction 3.1 - Residential Zones	The Planning Proposal is consistent with this direction, in that it: <ul style="list-style-type: none"> <li>• facilitates additional housing in close proximity to Northmead Shopping Centre and the Parramatta City Centre that is currently not provided on the site</li> <li>• provides residential development in an existing urban area that will be fully serviced by existing infrastructure</li> <li>• does not reduce the permissible residential density of land.</li> </ul>	Yes
Direction 3.4 - Integrating Land Use and Transport	The Planning Proposal is consistent with this direction, in that it: <ul style="list-style-type: none"> <li>• will provide new dwellings in close proximity to existing public transport links</li> <li>• will enable residents to walk or cycle to work if employed in the Parramatta City Centre or utilise the heavy rail service.</li> <li>• will maintain and provide additional commercial premises in proximity to existing transport links</li> <li>• makes more efficient use of space and infrastructure by increasing densities on an underutilised site.</li> </ul> However, there are difficulties for private vehicular access between the site and surrounding road network.	Yes

	This is addressed in the traffic assessment report and requires further work to be completed.	
<b>4. Hazard and Risk</b>		
Direction 4.3 - Flood Prone Land	The site does include flood prone land. Whilst flooding does impact the site, proposed building footprint is outside the land affected given the location of the road along the northern edge and open space and setback to the eastern boundary.  Any potential impacts as a result of development on the site, such as stormwater runoff, will be considered and addressed appropriately at DA stage, particularly for basement parking. This will also include any design detail required to ensure compliance with Council's water management controls within the Parramatta DCP 2011.	Yes
<b>5. Local Plan Making</b>		
Direction 6.1 - Approval and Referral Requirements	The Planning Proposal does not introduce any provisions that require any additional concurrence, consultation or referral.	Yes
Direction 6.2 – Reserving Land for a Public Purpose	The site is affected by an SP2 zone which provides for road widening along part of the Windsor Road frontage.  This planning proposal does not seek to remove or alter the SP2 zone as it affects the site.  The concept scheme provides sufficient flexibility to allow for this road widening to be provided in the future, if required.	Yes
<b>6. Metropolitan Planning</b>		
Direction 7.1 - Implementation of A Plan for Growing Sydney	This direction works towards ensuring planning proposals are consistent with the metropolitan region plan. In doing so, an assessment of the planning proposal has been carried out with regards to the GSC's A Metropolis of Three Cities. This has been included above as part of the relationship to strategic planning framework under Section B.	Yes
Direction 7.5 – Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	The Planning proposal is not located within the Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan although is located within close proximity of the area.	Yes

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

This section considers the potential environmental, social and economic impacts which may result from the Planning Proposal.

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

No, it is unlikely that redevelopment of the existing R4 High Density Residential site will have adverse impacts on any critical habitat or threatened species, populations or ecological communities, or their habitats.

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

The main potential environmental impacts to be examined in detail with any future development proposal for the site are:

- Urban Design and Built Form
- Flooding
- Transport and Accessibility Assessment
- Contamination
- Nearby Fuel Pipeline

Based on the applicant's reference design, it will remove all industrial uses on the site, introduce 25,740sqm of high-density residential floor space in two blocks labelled as 'east block' and 'west block' for approximately 308 apartment dwellings. A copy of the site reference plan is shown below.

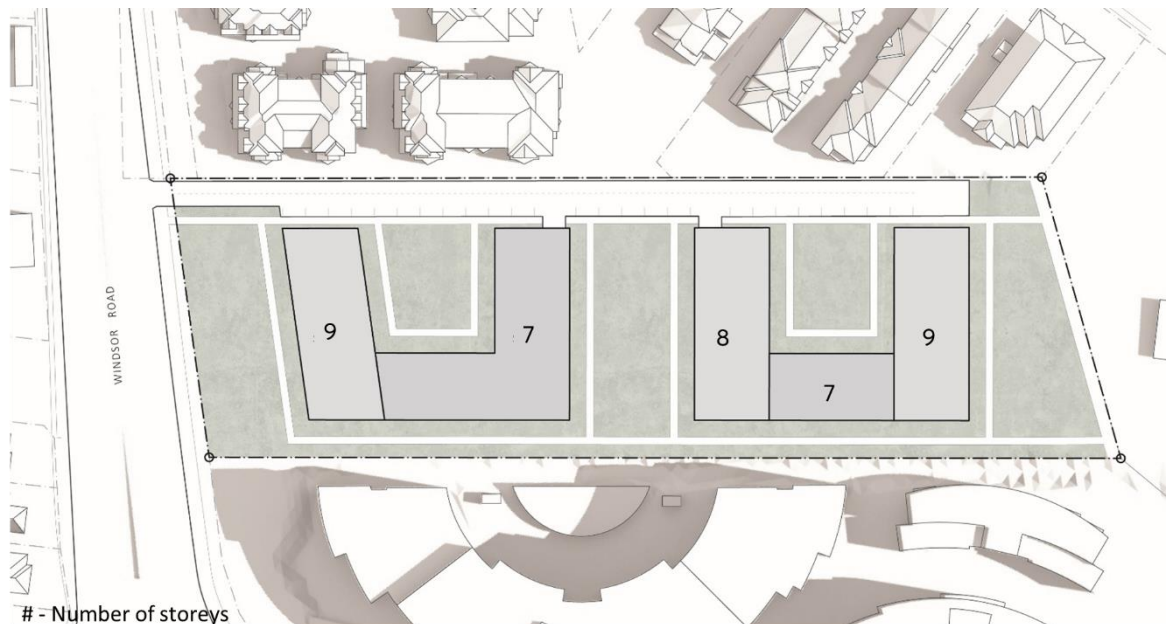
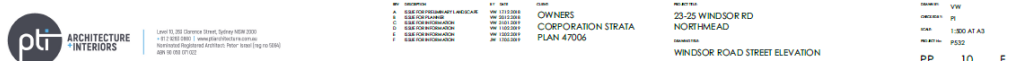
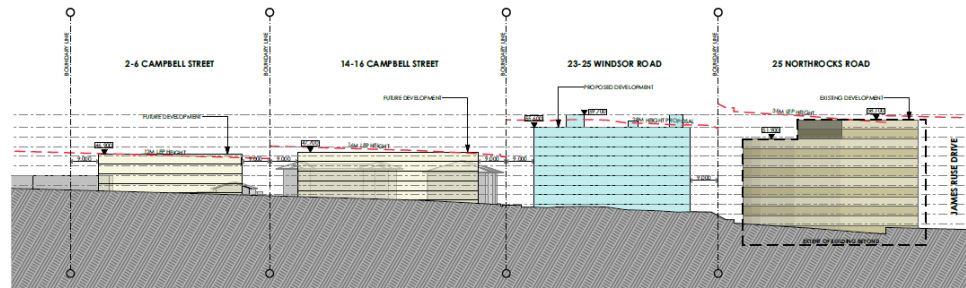


Figure 4 – Site Reference Plan, 23-25 Windsor Road Northmead (Source: PTI Architecture)

#### Urban Design and Built Form

The proposed built form demonstrates a transitional scale between existing high-density residential developments adjacent to the site. When viewed to the east, the streetscape along Windsor Road, Northmead includes Northmead Shopping Centre at 2-6 Campbell Street, 4-storey apartment development at 14-16 Campbell Street, the subject site and 9-12 storey apartment development at 25 North Rocks Road. The massing of the proposed scheme is within generous setbacks, oriented outside the flood prone area and supported by a proposed road along the northern boundary and additional pedestrian and cycleway link along the eastern boundary. A comparison in scale of development is shown below.



**Figure 5 – Built form transition of development along Windsor Road (Source: PTI Architecture)**

Matters relating to tree protection, green grid connectivity and site permeability are should be demonstrated in any site reference plan placed on community consultation should Council endorse the Planning Proposal, a Gateway Determination be issued or future Development Application lodged on the site.

Transport and Accessibility

The site fronts Windsor Road which is a classified road connecting Parramatta to Castle Hill and surrounding Hills District. The adjacent high-density residential sites have vehicle access off local roads and do not have vehicle access directly from Windsor Road. Vehicle access to the subject site is restricted and only available directly from Windsor Road.

The applicant’s traffic report at **Attachment 2** highlights that the weekday morning peak as the critical, or worse case period for southbound traffic and the site. The report applies vehicle movements split of 20% entry, 80% exiting under this scenario, which concluded that there would be approximately 15% increase in total vehicle movements per hour under the Planning Proposal when compared with existing controls.

	Planning Proposal	Permissible Development	Difference
AM Peak – IN	20 vph IN	17 vph IN	+3 vph IN
AM Peak – OUT	79 vph OUT	69 vph OUT	+10 vph OUT
<b>TOTAL</b>	<b>99 vph</b>	<b>86 vph</b>	<b>+13 vph</b>

**Figure 6– Traffic generation at subject site (Source: Varga Traffic Planning, p.viii)**

Access arrangements for this site are not desirable due to the lane configuration on Windsor Road. The roadway adjacent to the site includes two lanes northbound and 5 southbound lanes in Figure 7 which direct traffic as follows:

- **Lane 1** – Dedicated left turn slip lane for eastbound travel on James Ruse Drive towards Oatlands,
- **Lane 2** – Dedicated bus lane for buses heading south along Windsor Road towards Parramatta,
- **Lanes 3 & 4** – General southbound traffic land towards Parramatta,
- **Lane 5** – Dedicated right turn holding lane for westbound travel on James Ruse Drive towards Westmead.



Figure 7– Windsor Road traffic lanes adjacent to subject site facing south

The applicant was required to provide a ‘traffic gap analysis’ to demonstrate the frequency of scenarios when a break in the traffic is available across all 5 southbound traffic lanes to allow for safe vehicle movements exiting the site, with delays exceeding 2 minutes deemed unacceptable by Council. The applicant’s traffic report at **Attachment 2** accepts that this standard is reasonable and acknowledges “that vehicles exiting the site across into Lane S3 are likely to experience delays higher than 2 minutes”. Therefore, Council’s traffic and transport team remain unsatisfied with the proposed traffic arrangement for the site.

However, given the site is located along a state-classified roadway, the Roads and Maritime Service (RMS) are the decision making authority with regards to traffic access for the site. The RMS provided preliminary advice on 21 October 2016 on a previous reiteration of the proposal (approximately 406 dwellings) and advised the following requirements:

- Driveway to be located on the northern property boundary (as far away as possible from the James Ruse Drive/Briens Rd/Windsor Rd intersection)
- Driveway to be designed and constructed in accordance with AS2890.1 – 2004 and RMS requirements (including physical separation between entry and exit movements).
- All vehicles to enter and exit the subject site in a forward direction.
- Driveway shall be designed and constructed to take into account future road widening of Windsor Road (i.e. allowance for same design standards following road widening)
- All structures associated with the planning proposal shall be clear of the road corridor previously acquired by RMS and dedicated as road (SP2 zoned land)
- This preliminary advice also included clarification that RMS reserve the right for additional comment following submission of a Planning Proposal or receipt of a Gateway Determination

The proposed vehicle access is provided via a new access road along the northern boundary connecting to southbound lanes on Windsor Road. Figure 8 below and the supporting traffic report at **Attachment 2** demonstrate that the applicant has satisfied the preliminary traffic requirements provided by the RMS but not Council.

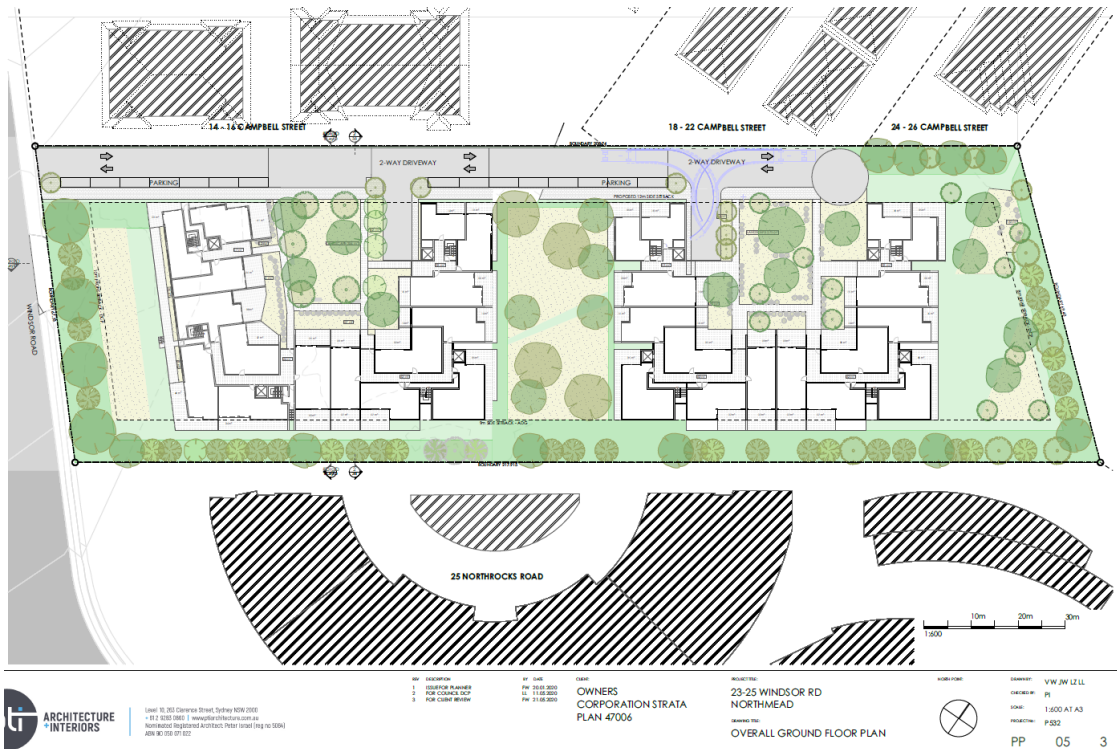


Figure 8 -

Vehicle access plan for subject site (Source: PTI Architecture)

This vehicle access scenario requires vehicles wishing to head north, west and potentially south then have the option to either exit James Ruse Drive (Lane S1) onto Pennant Hills Road, approximately 1.6km south of the Windsor Road interchange, or undertake a U-turn at the Pennant Hills Road interchange back onto James Ruse Drive.

The parking provision proposed for the site must reflect Council’s DCP standards for universal accessibility, visitor parking and parking standards at the time of development application. Should the Planning Proposal be endorsed by Council and it receive a Gateway Determination from the State Government, it is recommended that the application be referred back to RMS for further comment on traffic and parking matters

Pedestrian connectivity and active transport links are currently constrained for the site and surrounding area given the large block sizes and high traffic volumes on nearby roads. Redevelopment of the site via a planning proposal provides strategic opportunities to improve permeability for Northmead by providing green grid links through the site to high-density residential properties, nearby schools and recreation facilities. The applicant supplied an updated Landscape Plan to demonstrate improved connectivity facilitated by the two-way road along the northern boundary and through-site pedestrian links to the nearby school and adjacent site to the south.



**Figure 9** – Landscape Concept for subject site (Source: Site Image & PTI Architecture)

Flooding

It is intended under the site reference plan at Figure 3 that the apartment buildings proposed be situated outside the flood-affected land along the northern and eastern edge of the lot. The site reference scheme includes generous setbacks (see Figure 3) as a means to satisfy the GSC’s planning priorities on natural hazards and Ministerial Direction 4.3 on Flood Prone Land.

The applicant states that the proposal intends to provide a 3-metre wide easement to mitigate potential overland flow from the existing Council storm water pipe.

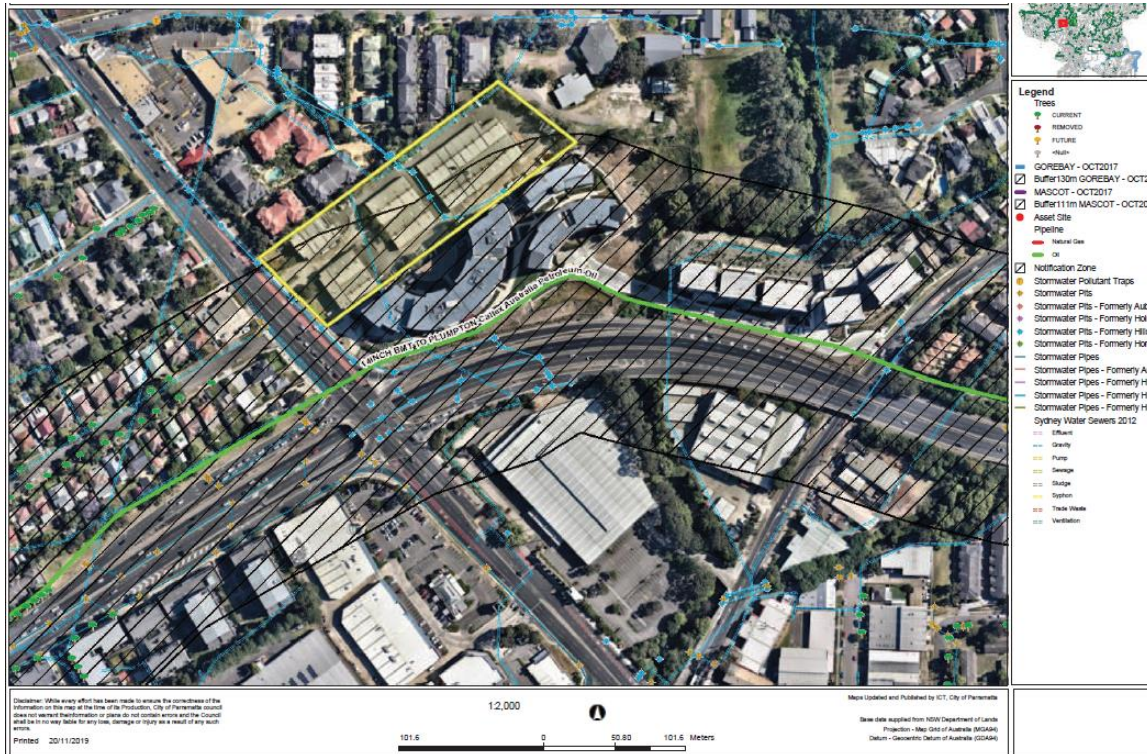
Contamination

Given the historical use of the land for industrial purposes, in accordance with SEPP 55, a Stage 1 preliminary contamination assessment must be undertaken to determine if any further investigation and subsequent remediation works would be required in order to make the site safe for the proposed residential purposes.

Should Council endorse the Planning Proposal for Gateway, it is recommended that the applicant be required to prepare a Stage 1 Preliminary Contamination Report, with the findings concurrently exhibited with the Planning Proposal and associated documentation should it receive a Gateway Determination.

Nearby Fuel Pipeline

When a Gateway Determination was issued for the site as part of PP\_2019\_COPAR\_013\_00, Council was required to consult with Caltex on the planning proposal and appropriate timing to conduct an AS 2885 Safety management Study (SBS), if required by Caltex (see condition 1) given the site’s proximity to the nearby gas pipeline (see Figure 10).



**Figure 10:** Nearby gas pipeline (green) in proximity to subject site (yellow) within notification area (hatched)

On 29 November 2019, Council wrote to Caltex in relation to the planning context of the site, experience on Safety Management Studies and matters raised as part of Gateway Condition 1. The correspondence read as follows:

*As you are aware, a Safety Management Study (SMS) investigates the impacts/issues arising from the proposed development on pipeline safety while also devising solutions to manage public safety and pipeline integrity as the development proceeds. This can include amendments to the design and/or changes to the pipeline operator’s procedures or controls. Based on Council officer’s experience, an SMS generally deals with the construction and operational phase of development and therefore is considered a matter that is better addressed at the DA stage where the design, building configuration, extent of basement, setbacks etc. are more certain. If it carried out at rezoning stage, there may be a need to further update the SMS at the DA stage when the design configurations are finalised. Accordingly in order to minimise rework, given relatively small increase in risk associated with the proposal (i.e. the proposal is not seeking a land use change as the site is already zoned for high density residential although the proposed planning controls will seek to allow a minor increase in residential development i.e. approx. 38 units), it is considered that allowing an SMS to be carried out at the DA stage may be more appropriate in this circumstance.*

On 9 January 2020, Caltex’s NSW Pipelines Manager recognised the planning context of 23-25 Windsor Road, Northmead and provided the following response on Gateway Condition 1.

*In this case no SMS is required, this is the case because the development does not significantly change the existing land use, the pipeline corridor is already at the highest sensitivity level at location and the development is behind a very large building relative to the pipeline route.*

Council’s consultation with Caltex was then forwarded to the Department of Planning, Industry and Environment for concurrent support. It further noted that future development still requires detailed assessment at DA stage under Division 12A Pipelines and pipeline corridors, Infrastructure SEPP 2007. On 16 January 2020, DPIE identified that the response provided by Caltex is acceptable, and Condition 1 is satisfied given Caltex agreed the SMS is not required.



This Planning Proposal document has been updated to reflect Gateway Condition 1 for the purpose of public exhibition.

### **5.2.3. How has the planning proposal adequately addressed any social and economic effects?**

Council or State Government does not identify Northmead as a growth precinct and no additional major precinct for housing are likely to be made by City of Parramatta to meet the 5 year and 20 year housing targets. Any new proposals for new precincts must be justified under strategic planning objectives other than housing supply.

#### Local Strategic Planning

Councils are required to prepare a Local Strategic Planning Statement (LSPS) by the State Government. The LSPS will provide greater weight to strategic planning in the broader plan making process and any new planning proposal must justify any inconsistency with this framework. Council's Local Strategic Planning Statement was published on 31 March 2020. The LSPS provides strategic direction on how the City of Parramatta is planning for the next 20 years. The site is not in an area identified for significant growth in the LSPS. However, given the site is already zoned R4 – High Density Residential and that the Planning Proposal is not seeking a significant uplift over and above what the site could previously achieve, the Planning Proposal is considered to be consistent with the LSPS in this instance. On 13 July 2020, Council also endorsed their Local Housing Strategy (LHS) in accordance with the Central City District Plan. The LHS will convey the type and location of new housing in the City of Parramatta LGA and identify areas of cultural, environmental, heritage or local character significance. It will consider supply and demand for housing, local land use opportunities and constraints, demographic factors and appropriate building typologies to support a mix of housing. Both the LSPS and LHS are used in the future to set a strategic framework for future housing and guide the planning in this area, and across the LGA.

#### Open Space

The open space provision in the landscape plan provides the opportunity to improve the walking and cycling network in this area that was not previously possible on the existing industrial site. The open space provided on the site is north-facing as a means for solar access to these green spaces to be optimized throughout the year. Further, the designation of two separate multi-level basement car parks for each block is an important design element for the site as a means to allow for adequate deep soil and open space provision on the site.

Construction of the proposal and inclusion of additional large tree canopy cover intends to mitigate the urban heat island effect on the site and surrounding area in Northmead. This endeavours to reduce the vulnerability of future residents and natural habitat in circumstances of extreme heat typical of Western Sydney during the summer, which are likely to occur more frequently because of climate change.

Council's Social Infrastructure Strategy requires a minimum of 20% of a high density residential site to be allocated as useable public open space to ensure that public open space is designed to provide for a diversity of recreational opportunities and to allow easy adaptation in response to changing community preferences.

#### Affordable Housing

The provision of affordable rental housing should be included as part of future VPA negotiations for the site should Council proceed with the Planning Proposal. Council adopted the Affordable Rental Housing Policy 2019 which nominates 10% of the land value uplift in areas outside of the Parramatta CBD be dedicated to Council for the purpose of providing affordable rental housing. A monetary contribution of \$579,000 is proposed as part of the Draft Planning Agreement, would be considered as part of the overall 50% VPA value identified in the VPA Policy. It is recommended that Council consider the issue of affordable rental housing as part of future VPA negotiations in

order to reduce rental housing stress for residents and workers within the LGA especially for sites in close proximity to public transport and services.

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

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

The site is serviced by transport, infrastructure and services. Further investigations will be undertaken to determine whether any upgrade of existing facilities is necessary in consultation with Council and service providers. The applicant has indicated that they wish to enter into a Voluntary Planning Agreement and submitted a formal Letter of Offer on 14 June 2019.

A detailed assessment of the applicant's VPA will be provided to Council following LPP consideration of the Planning Proposal. This will include review of the VPA items such as:

- Monetary contribution offered will be 50% of the land value uplift less the valuation of works to establish the pedestrian pathway from the south-eastern corner of the subject site to Campbell Street
- Dedication of land to facilitate the pedestrian pathway along the eastern site boundary will be dedicated to Council, at no cost and subdivision of the land.

As per section 2.5.3 of the Policy, VPA negotiations are to be based on capturing 50% of the value uplift, which is the rate applicable for Planning Proposal's outside the CBD. The land value and land value used for the VPA will be prepared by an independent registered valuer with at least 10 years' experience in valuing land in New South Wales (and who is acceptable to Council and the developer) as per section 2.5.4 of the policy. Once the planning proposal is reported and endorsed by Council and the outcome of the resolution agreed upon by the applicant, this valuation process will commence.

#### **5.3.2. What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?**

As part of the Pre-Gateway assessment of the Planning Proposal, Council referred the application to Roads and Maritime Service in relation to site access and its location adjacent to the Windsor Road.

The site is also adjacent to the Northmead High School and a through site link will be provided between the school and the site. It is recommended that Council also consult with the Department of Education with regards to providing pedestrian links in proximity to the school.

The site is also in close proximity to Darling Mills Creek. Consultation should also be provided to Sydney Water on how the site relates to the creek and whether any additional infrastructure may be required between the site, the creek and adjacent recreation areas.

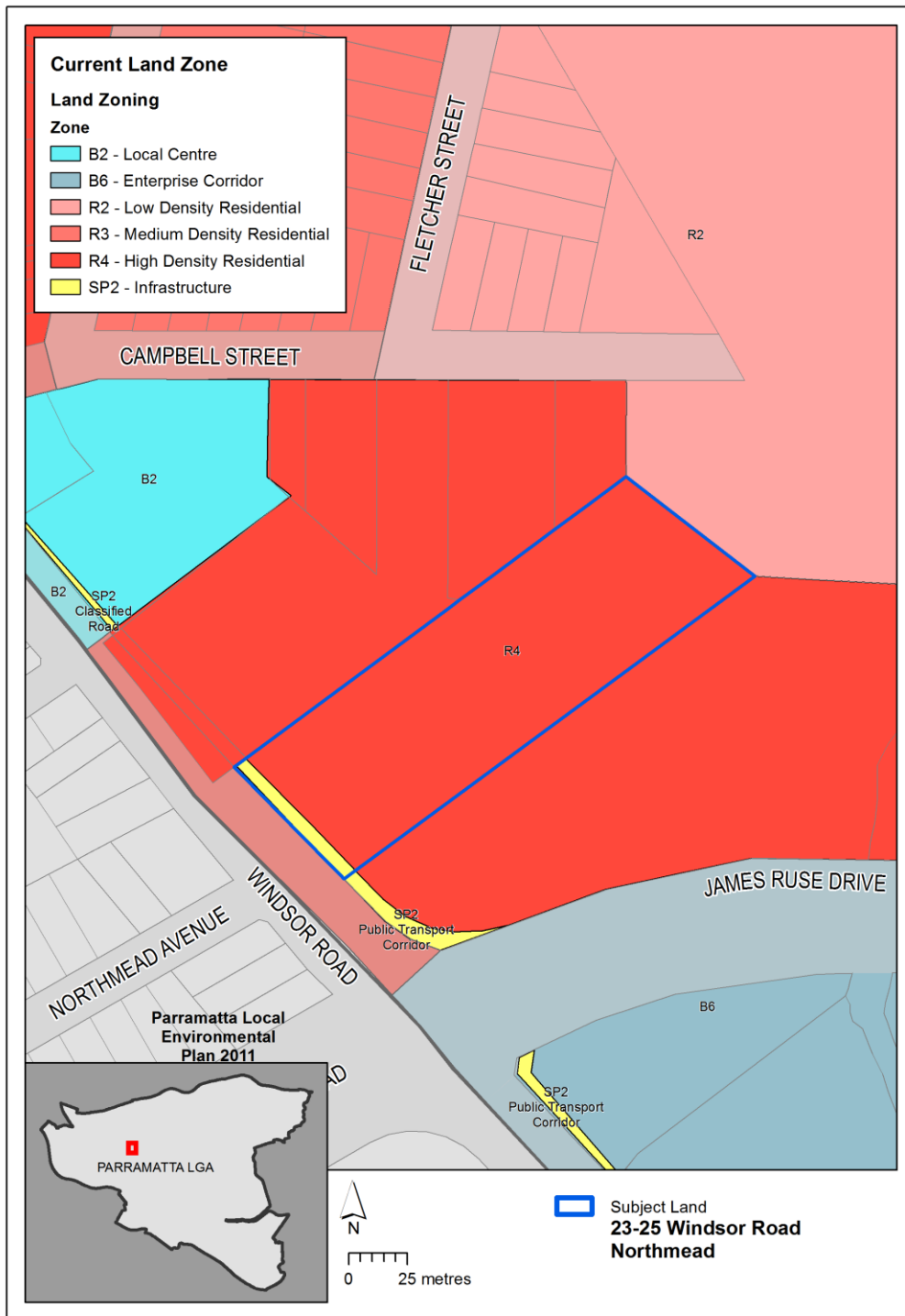
Consultation with the State and Commonwealth public authorities will be undertaken once the gateway determination has been issued.

# PART 4 – MAPPING

This section contains the mapping for this planning proposal in accordance with the DP&E's guidelines on LEPs and Planning Proposals.

### 4.1 Existing controls

This section illustrates the current *THLEP 2012* zoning controls which apply to the site.



**Figure 10** – Existing zoning extracted from *The Hills LEP 2012* Land Zoning Map

Figure 10 illustrates the existing R4 High Density Residential Land Zoning on the site. The zoning is not proposed to change under the planning proposal.

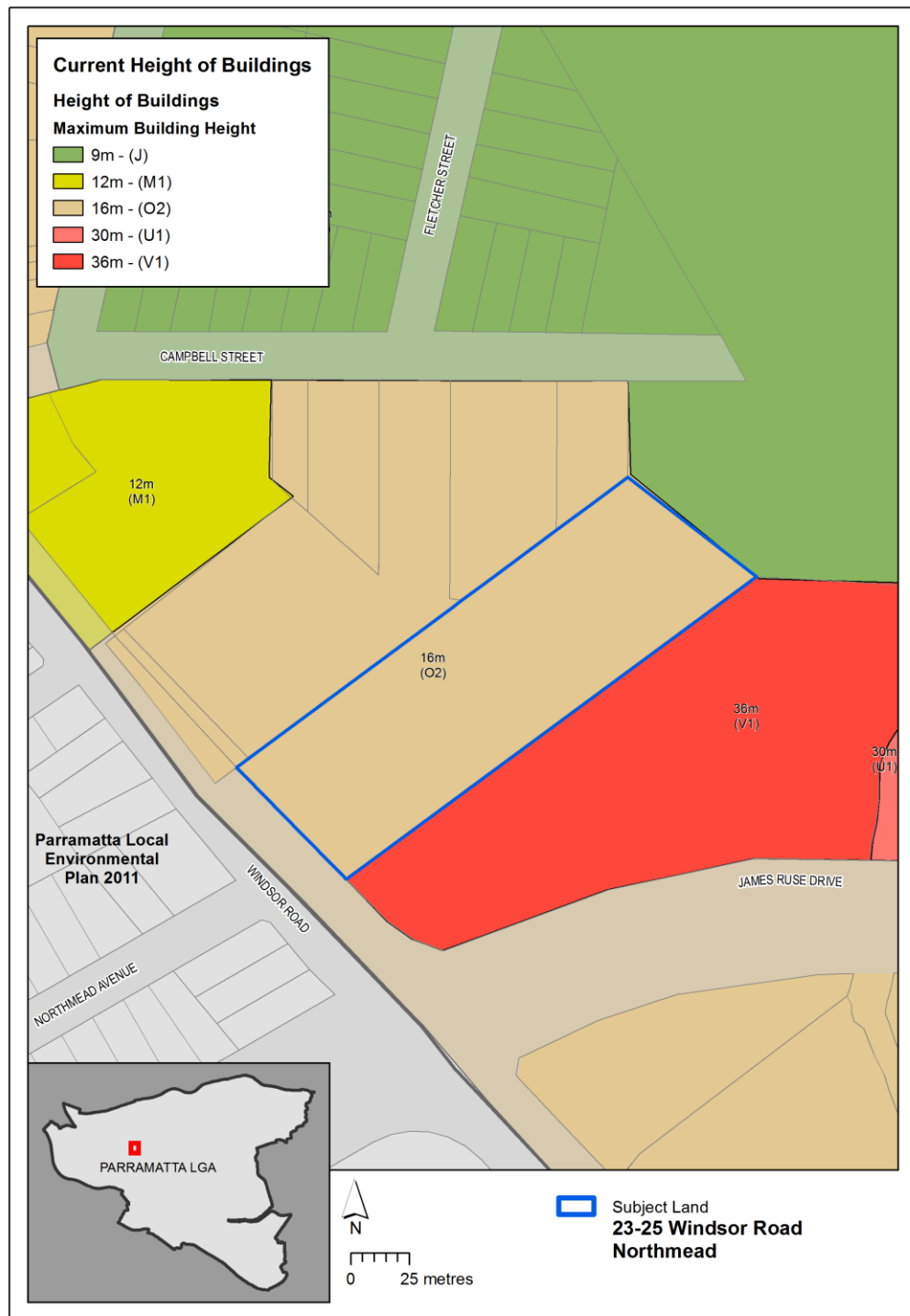
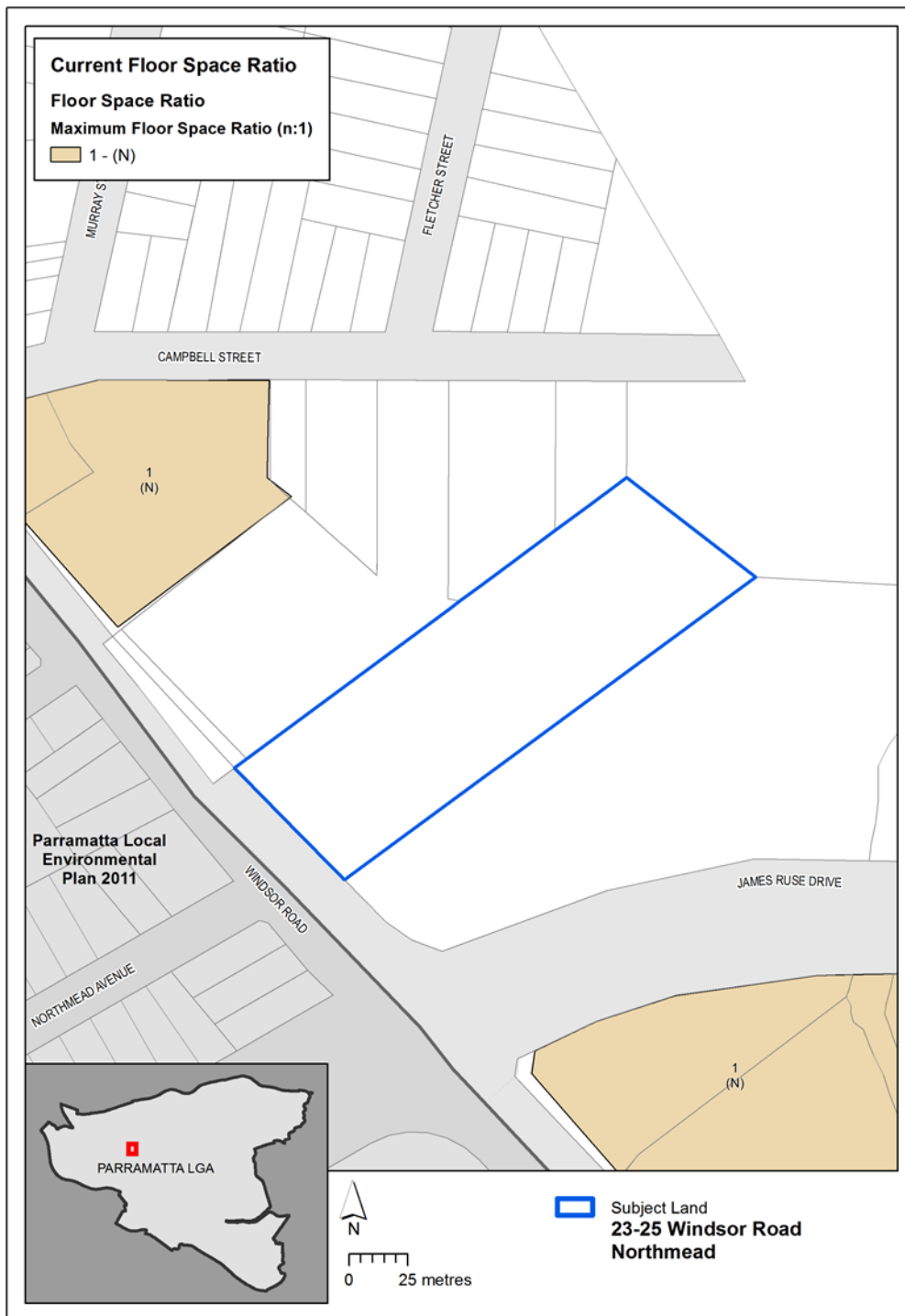


Figure 11 – Existing building heights extracted from the THLEP 2012 Height of Buildings Map

Figure 11 illustrates the existing building height control of 16 metres.



**Figure 12–** Existing floor space ratio extracted from the *THLEP 2012* Floor Space Ratio Map

Figure 12 illustrates the existing floor space ratio control for the site.

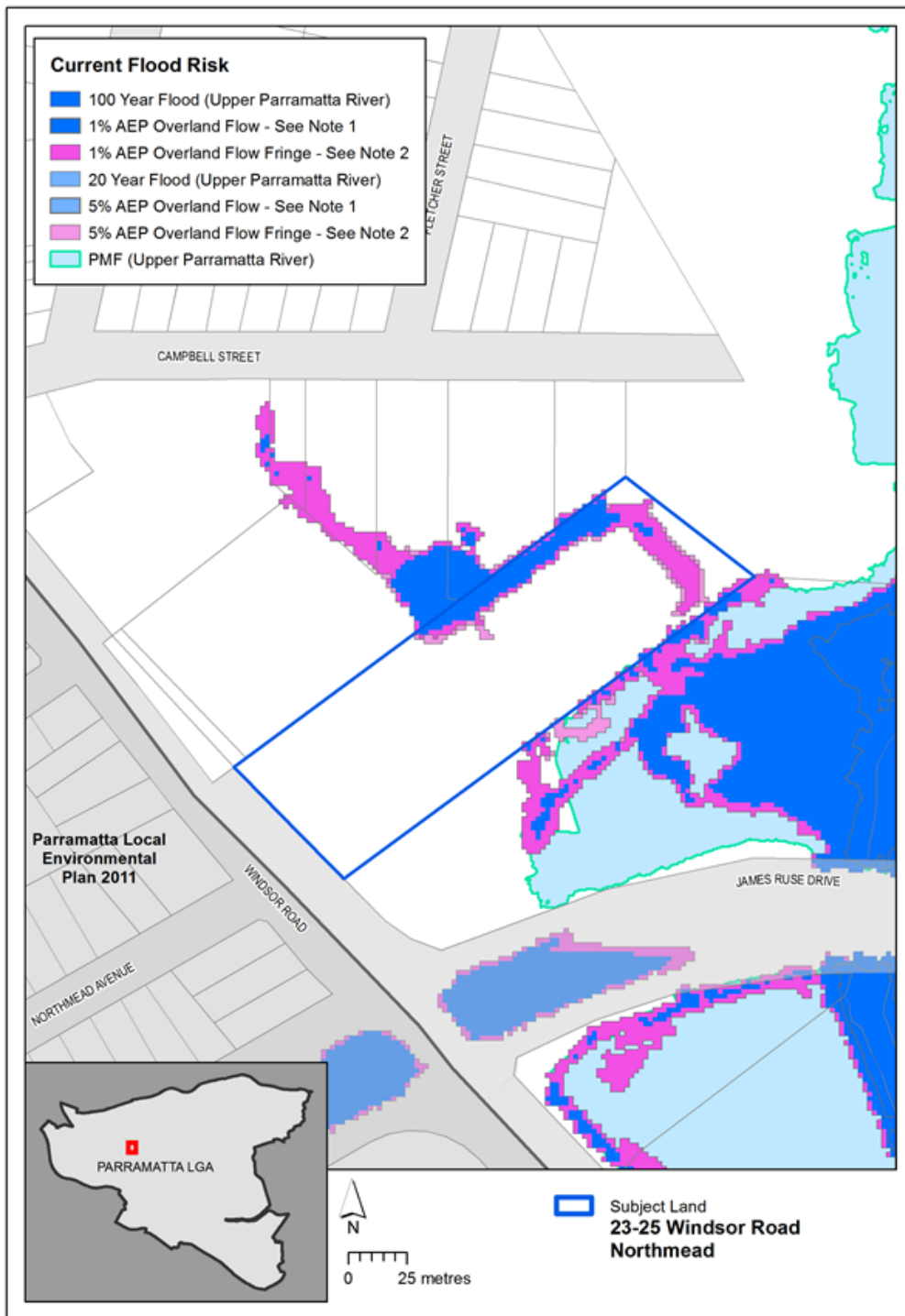
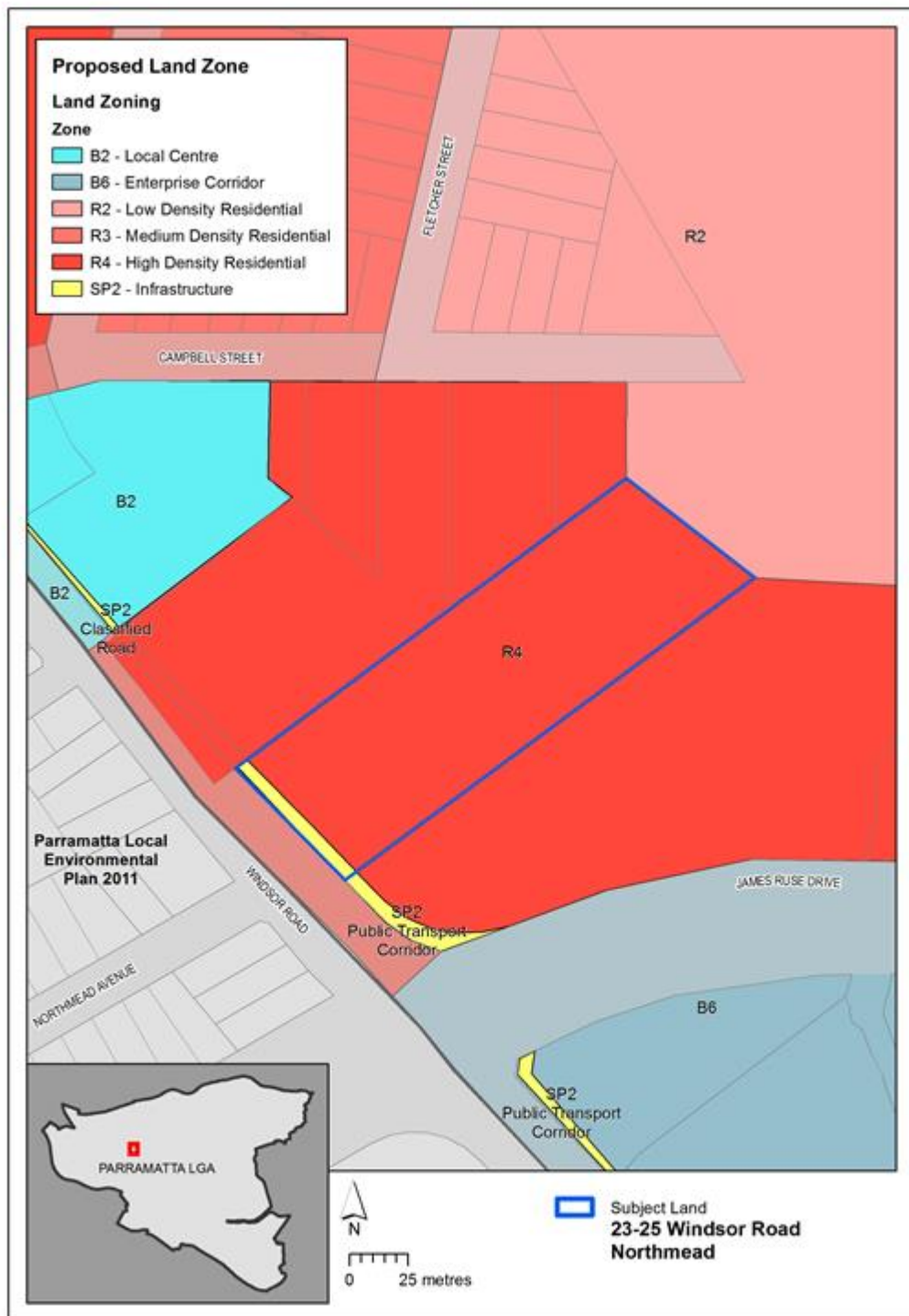


Figure 13 – Existing flooding extant extracted from the THLEP 2012 Flooding Map

Figure 13 above illustrates the flooding extant in the vicinity of the site.

## 4.2 Proposed controls

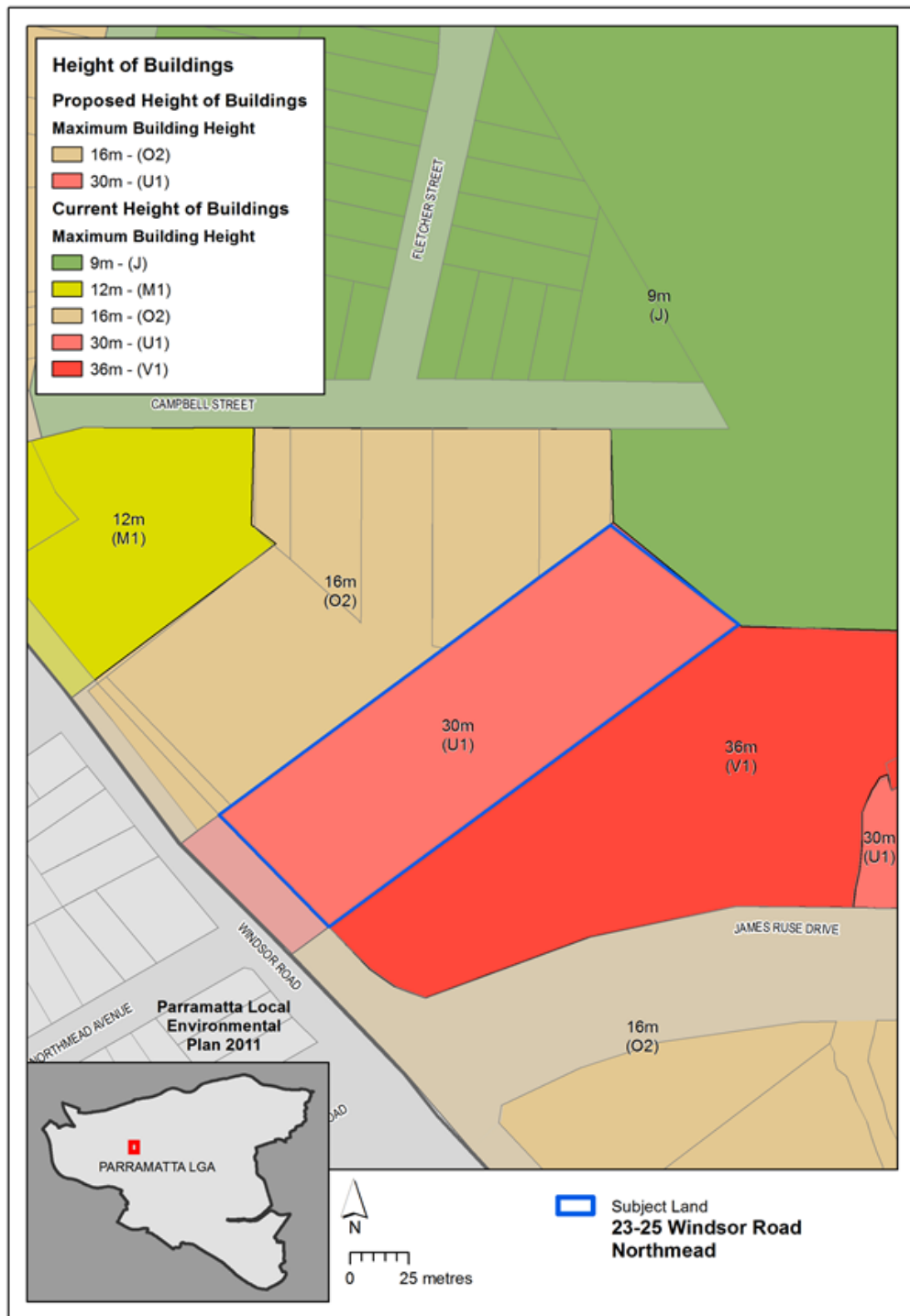
The figures in this section illustrate the proposed changes to The Hills LEP 2012 Maps.



**Figure 14–** Existing R4 zoning maintained in the *THLEP 2012* Zoning Map

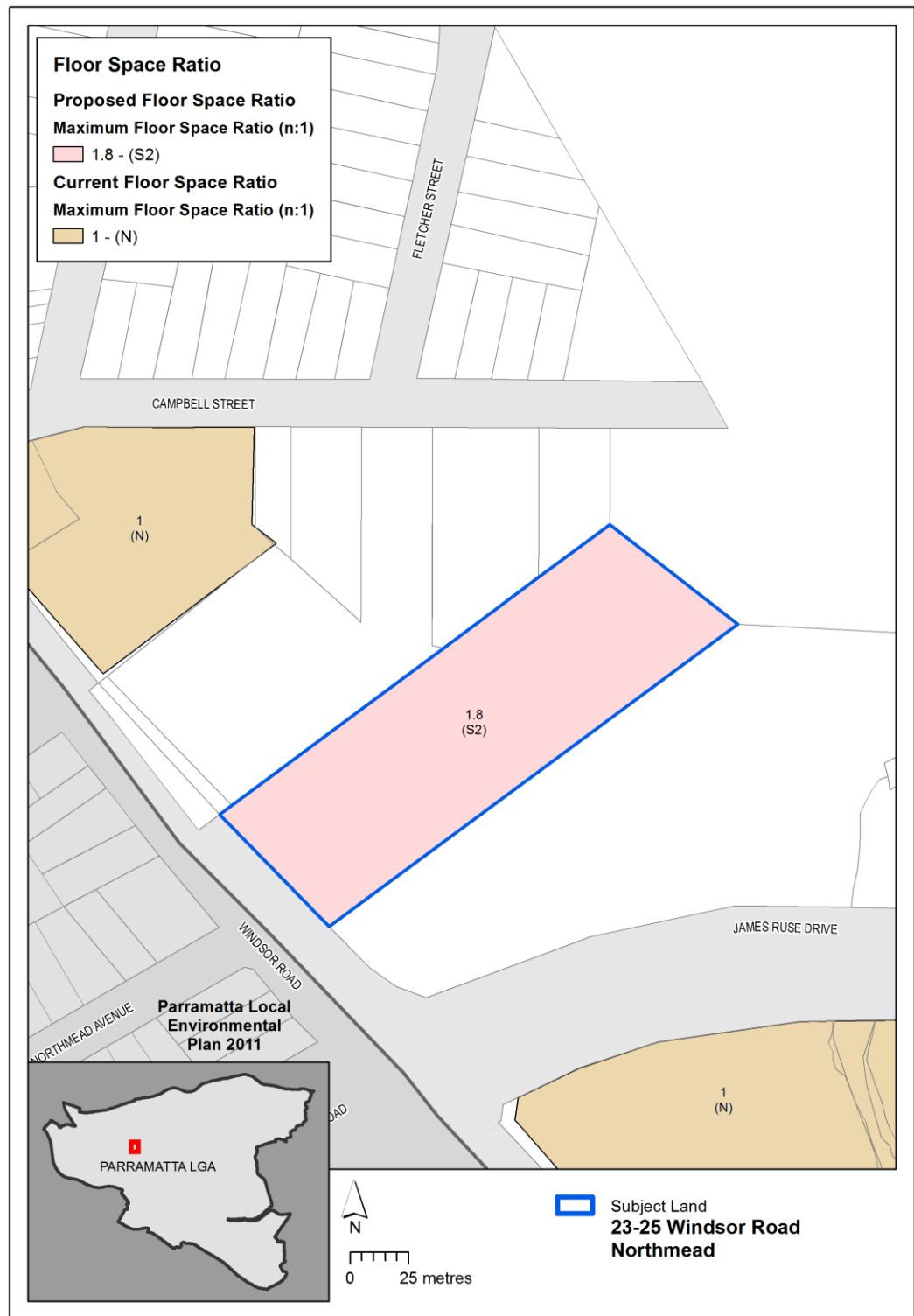
Figure 14 above illustrates maintained R4 High Density Residential zoning over the site.





**Figure 15 – Proposed amendment to the THLEP 2012 Height of Building Map**

Figure 15 above illustrates the proposed 30 metre building height over the site. This will allow GFA to be massed in a higher built form and allow for additional setbacks and open space.



**Figure 16 – Proposed amendment to the LEP 2012 Floor Space Ratio Map**

Figure 16 above illustrates the proposed 1.8:1 maximum FSR over the site.

# PART 5 – COMMUNITY CONSULTATION

The planning proposal (as revised to comply with the Gateway determination) is to be publicly available for community consultation.

Public exhibition is likely to include:

- newspaper advertisement;
- display on the Council's web-site; and
- written notification to adjoining landowners.

The gateway determination will specify the level of public consultation that must be undertaken in relation to the planning proposal including those with government agencies.

Consistent with sections 3.34(4) and 3.34(8) of the *EP&A Act 1979*, where community consultation is required, an instrument cannot be made unless the community has been given an opportunity to make submissions and the submissions have been considered.

## PART 6 – PROJECT TIMELINE

Once the planning proposal has been referred to the Minister for review of the Gateway Determination and received a Gateway determination, the anticipated project timeline will be further refined, including at each major milestone throughout the planning proposal's process.

Table 7 below outlines the anticipated timeframe for the completion of the planning proposal.

**Table 7 – Anticipated timeframe to planning proposal process**

MILESTONE	ANTICIPATED TIMEFRAME
Report to LPP on the assessment of the PP	August 2019
Report to Council on the assessment of the PP	September 2019
Referral to Minister for review of Gateway determination	October 2019
Date of issue of the Gateway determination	November 2019
Date of issue or revised Gateway determination (if relevant)	
Commencement and completion dates for public exhibition period	April-May 2021
Commencement and completion dates for government agency notification	April 2021
Consideration of submissions	May 2021
Consideration of planning proposal post exhibition and associated report to Council	July 2021
Submission to the Department to finalise the LEP	August 2021
Notification of instrument	September 2021

The attachments listed below have been included in the Parramatta Local Planning Panel Business Paper dated 20 August 2019 for the Planning Proposal.

## **Appendix 1 – Concept Plans following Gateway**

(Council Ref: D07543125)

## **Appendix 2 – Traffic Study**

(Council Ref: D06861071)

## **Appendix 3 – Gateway Determination**

(Council Ref: D07801653)

## Appendix 4- VPA Letter of Offer

(Council Ref: D07807845)