

**INNOVATIVE**


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<b>ITEM NUMBER</b>	13.3
<b>SUBJECT</b>	Revised Melrose Park North Planning Proposal
<b>REFERENCE</b>	RZ/1/2016 - D06889077
<b>REPORT OF</b>	Senior Project Officer
<b>PREVIOUS ITEMS</b>	11.11 - Planning Proposal for land at 8, 38-42, 44 & 44A Wharf Road, Melrose Park, 15-19 Hughes Avenue and 655 Victoria Road, Ermington - Council - 10 Jul 2017 6:00pm 5.3 - Planning Proposal for land at 38-42, 44 & 44A Wharf Road, Melrose Park, 15-19 Hughes Avenue & 655 Victoria Road, Ermington and 8 Wharf Road, Melrose Park - Local Planning Panel - 20 Jun 2017 3:30pm
<b>LANDOWNER:</b>	PAYCE MP DM PTY LTD (38-42, 44 & 44A WHARF ROAD ERMINGTON GOSPEL TRUST (15-19 HUGHES AVENUE & 655 VICTORIA ROAD) JAE MY HOLDINGS PTY LTD (8 WHARF ROAD)
<b>APPLICANT:</b>	PAYCE MP DM PTY LTD ERMINGTON GOSPEL TRUST JAE MY HOLDINGS PTY LTD

**PURPOSE:**

The purpose of this report is to consider a revised Planning Proposal for land at 8, 38-42, 44 and 44A Wharf Road, Melrose Park and 15-19 Hughes Avenue and 655 Victoria Road, Ermington and seek endorsement to forward it to the Department of Planning, Industry and Environment (DPIE) for approval to proceed to public exhibition.

**RECOMMENDATION**

- (a) **That** Council resolve to proceed with the revised Planning Proposal (**Attachment 2**) for land at 8, 38-42, 44 and 44A Wharf Road, Melrose Park and 15-19 Hughes Avenue and 655 Victoria Road, Ermington for the purposes of forwarding it to the Department of Planning, Industry and Environment for approval to proceed to public exhibition seeking the following amendments to the Parramatta Local Environmental Plan (PLEP) 2011:
- 1) Amend the Land Use Zone map to rezone the site from part IN1 General Industrial and part SP1 Special Activities (Place of Public Worship) to part R4 High Density Residential, part B2 Local Centre, part RE1 Public Recreation and part SP2 Infrastructure (Educational Establishment)
  - 2) Amend the Height of Buildings map to increase the building heights from part 9m and part 12m to multiple heights ranging from 28m (6 storeys) to 90m (26 storeys)
  - 3) Amend the Floor Space Ratio (FSR) map to increase the FSR from 1:1 to 1.85:1 subject to recommendation (h) being achieved

- 4) Amend the Land Reservation Acquisition map to reflect areas of open space to be dedicated to Council and land for the new school site to the State Government
  - 5) Amend the Additional Local Provisions map to include the site and insert a site specific provision in Part 6 *Additional local provisions – generally* of PLEP 2011 to ensure:
    - 5.1) That design excellence provisions be inserted into PLEP 2011 for the site applicable to buildings of 55m and above in height without the provision on bonuses.
    - 5.2) The total residential gross floor area within the planning proposal site not exceed 507,245m<sup>2</sup>
    - 5.3) A minimum of 30,000m<sup>2</sup> of non-residential floor space is to be provided within the site to serve the retail and commercial needs of the incoming population
- (b) **That** Council update the Planning Proposal at **Attachment 2** to reflect the changes detailed at **Attachment 1**, including the land use map and street locations and widths.
  - (c) **That** Council continue to proceed with the drafting of a site specific DCP and it be reported back to Council prior to the commencement of any public exhibition period.
  - (d) **That** Council continue Voluntary Planning Agreement (VPA) negotiations based on the floor space ratio of 1.85:1 and the draft VPA be reported back Council prior to the commencement of any public exhibition period.
  - (e) **That** Council forward the revised Planning Proposal to the Department of Planning, Industry and Environment for approval to be placed on public exhibition.
  - (f) **That** the draft Planning Proposal, draft Site Specific DCP and draft VPA be placed on public exhibition concurrently for a minimum period of 28 days and in accordance with the public consultation strategy detailed in this report.
  - (g) **That** Council endorse the Transport Management and Accessibility Plan (TMAP) for the purposes of public exhibition.
  - (h) **That** Council endorse the following implementation plans provided at **Attachment 1** which stages the delivery of dwellings subject to traffic and transport infrastructure being in place to serve the incoming population as identified in the TMAP.
    - (a) Implementation Plan A – Provides up to 11,000 dwellings over the north and south precincts subject to identified road and traffic works, the bridge to Wentworth Point with light rail or equivalent bus service and Sydney West Metro being delivered. Implementation Plan A will facilitate an FSR 1.85:1 for the northern part of the precinct with and an appropriate development potential in the southern precinct.

- (b) Implementation Plan B – Should there be no State Government commitment towards Sydney West Metro, the bridge to Wentworth Point and associated light rail or bus service then only 6,700 dwellings can be accommodated within the precinct. Accordingly, a 40% reduction in yield will be applied to the development in Melrose Park to ensure both north and south precincts are treated equitably.
- (i) **That** satisfactory arrangements provisions be inserted into PLEP 2011 to ensure that the number of dwellings constructed aligns with the delivery of the required infrastructure as identified in the TMAP as per the implementation plans detailed in recommendation (h).
- (j) **Further, that** Council authorise the Acting CEO to correct any minor policy inconsistencies and any anomalies of an administrative nature relating to the Planning Proposal that may arise during the amendment process.

## BACKGROUND

1. Council's Employment Lands Strategy (July 2016) identifies the Melrose Park industrial precinct as being suitable for redevelopment for non-industrial uses due to the decline in the pharmaceutical manufacturing industry, which had a significant presence within the precinct.
2. Three separate planning proposals have been lodged for the northern part of Melrose Park north of Hope Street, including:
  - 38-42, 44 & 44A Wharf Road
  - 15-19 Hughes Avenue & 655 Victoria Road
  - 8 Wharf Road
3. The three planning proposals were consolidated into one proposal, known as the Melrose Park North Planning Proposal which was considered by the (then) Independent Hearing and Assessment Panel (IHAP) at its meeting of 20 June 2017, where it was endorsed to proceed to Council as recommended. Council considered this Planning Proposal at its meeting of 10 July 2017, where it was resolved to seek a Gateway determination.
4. A Gateway determination was issued by the (then) Department of Planning and Environment (DPE) on 27 September 2017 (refer to **Attachment 3**), subject to a number of conditions. Further detail on the Gateway conditions is provided in **Attachment 1** to this report.
5. A Transport Management and Accessibility Plan (TMAP) was commissioned by Payce (May 2017) to assist in determining the capacity of the entire Melrose Park precinct from a traffic and transport perspective, which was completed in late 2018. Refer to **Attachment 1** for details of the TMAP outcomes.
6. In May 2019, a further revised Planning Proposal (refer to **Attachment 2**) was submitted by Payce for consideration and is the subject of this report. A detailed analysis of the revised planning proposal is included at **Attachment 1**.
7. The Planning Proposal as reported to the (then) IHAP and Council and submitted to the (then) DPE for Gateway determination did not propose specific amendments to the building height and FSR provisions on the site. The

appropriate density for the precinct would be determined by the outcomes of the TMAP and urban design testing, which has subsequently been undertaken and forms the basis of this report.

## SITE CONTEXT

8. The land subject to this planning proposal within the context of the surrounding area is identified by a yellow outline in **Figure 1** below and is approximately 28ha in size. It comprises three separately owned sites with Payce owning approximately 90% of the overall subject site (**Figure 2**).
9. The site is surrounded by low density residential development to the east and west, industrial development to the south (currently subject to a draft structure plan to redevelop for non-industrial uses) and the Victoria Road Site to the north which is currently being redeveloped for high density residential and mixed use development.
10. The site is adjacent to the City of Ryde Local Government Area (LGA), with Wharf Road on the east being the boundary between the City of Parramatta and the City of Ryde LGAs. Refer to the previous IHAP report from 20 June 2017 (**Attachment 4**) for a full site description.



**Figure 1.** Land subject to the revised Melrose Park North Planning Proposal

## TRANSPORT MANAGEMENT AND ACCESSIBILITY PLAN

11. Traffic and transport issues were identified as a key consideration early in the planning process for this precinct and as a result, a Transport Management and Accessibility (TMAP) was commissioned by Payce and a reference group including stakeholders from Council, Stage agencies (RMS, TfNSW and DPE) and applicants from the northern (Payce) and southern (Holdmark and Goodman) precincts to monitor and provide input into the TMAP process.
12. In order to satisfy conditions of the Gateway determination both the outcomes of the TMAP and urban design testing need to be considered when determining

the appropriate density for the precinct. The TMAP tested a range of FSRs across the site from 1.6:1 to 1.85:1 and concluded that although the scale of development proposed within the precinct is significant, it is manageable and able to support up to 11,000 dwellings from a traffic and transport perspective. However, achieving this level of development would be subject to the identified road and public transport improvements and new infrastructure being delivered at the appropriate stages.

13. The TMAP has been endorsed by TfNSW and RMS for exhibition purposes, who have noted that further investigation is required to be undertaken following the exhibition period to address the following:
  - Further refinement of design of intersections on Victoria Road is required in relation to slip lanes and pedestrian crossings to ensure that adequate land is identified to be dedicated.
  - If any changes to the development scenario, as tested in the TMAP occur, the suitability of the infrastructure and services identified in the TMAP need to be readdressed.
  - The TMAP assumes that development above 6,700 dwellings is predicated on future public transport improvements (including PLR Stage 2 and Sydney Metro West), however there is no assessment of the development implications above 6,700 dwellings without this key public transport infrastructure comprising the bridge, light rail or equivalent bus service and Metro West. If development beyond 6,700 dwellings is to occur without these transport services being implemented then further assessment will need to be undertaken to understand the servicing and infrastructure requirements of the precinct.
14. The TMAP includes Implementation Plan A which addresses the delivery of infrastructure up to 11,000 dwellings across the precinct and notes that the bridge to Wentworth Point is required at this stage. Implementation Plan A will facilitate an FSR of 1.85:1 for the northern part of the precinct and an appropriate development potential in the southern precinct. However, it is considered necessary to include an alternative Implementation Plan B which will apply to the north and south precincts should no commitment to Sydney Metro West, the bridge to Wentworth Point and light rail or equivalent bus service be made. This will therefore restrict the total dwelling yield to 6,700 across the precinct and result in a 40% reduction in overall density being applied to both the north and south precincts until such time that the transport commitment of Sydney Metro West, the bridge to Wentworth Point and light rail or equivalent bus service is made. It is proposed that Implementation Plan B will be included in the PLEP and reinforced by the site specific DCP and VPA in addition to the TMAP's Implementation Plan A.
15. Further detail on the outcomes of the TMAP and mechanisms to control the timing of density and associated infrastructure delivery is provided at **Attachment 1**. A copy of the TMAP is provided at **Attachment 3**. Council officers as well as the RMS and TfNSW have reviewed the TMAP and consider it appropriate for the purposes of public exhibition.

## REVISED PLANNING PROPOSAL

16. The elements of the planning proposal that have been addressed in the revised proposal relate to density and its distribution, the town centre location and non-

residential floor space, open space and street widths. Further detail is provided at **Attachment 1**.

17. The revised planning proposal seeks to:
- Rezone the site from part IN1 General Industrial, part SP1 Place of Public Worship and part R2 Low Density Residential and introduce four (4) new land use zones into the precinct including:
    - R4 High Density Residential
    - B2 Local Centre
    - RE1 Public Recreation
    - SP2 Infrastructure (Educational Establishment)
  - Increase the FSR from part 0.5:1 and part 1:1 to 1.85:1
  - Increase the height of buildings from part 9m and part 12m to multiple heights ranging from 34m (approx. 6 storeys) to 90m (approx. 26 storeys).
  - Insert a site specific provision in Part 6 *Additional local provisions – generally* of PLEP 2011 to ensure the total proposed residential gross floor area (GFA) permissible on the site is not exceeded and require a minimum component of non-residential floor space to be provided for local retail and commercial purposes.
  - Insert design excellence provisions for buildings 55m and over.
18. It is recommended that the revised planning proposal be submitted to the DPIE for endorsement and to allow public exhibition to occur.

### *Density*

19. The revised proposal identifies an overall FSR on the site of 1.85:1, which is the upper limit tested by the TMAP. Urban design testing has identified that this density will result in building heights ranging from 6 storeys to 26 storeys with an approximate dwelling yield in the northern precinct of 5,500 units.
20. A master plan has been developed to ensure that the density is distributed across the precinct in the most appropriate manner and responds to a number of principles that translates to the following outcomes:
- Locating tower buildings in the centre of the site along the major north-south spine roads and locating them so that the tunneling effect of tall buildings is minimised
  - Orientating buildings to achieve maximum solar access and views over open space
  - Limiting buildings to a maximum of 6 storeys around the perimeter of the site where it interfaces with existing low density residential development,
  - Consolidation of open space to ensure maximum use and access
  - Creates a corridor of open space to enable a sense of uniformity with the southern precinct
21. The master plan demonstrates that the proposed density can be achieved on the site but will require refinement when developing specific controls as part of a site specific DCP. The distribution of density across the site has an influential role in the ability for the precinct to deliver a positive built form for the community as detailed in **Attachment 1**. The site specific DCP will be reported separately to Council.

22. With a precinct the size of Melrose Park, it is important to ensure that the delivery of dwellings is linked to the provision of infrastructure and that the overall density proposed is not exceeded. Further detail on the proposed mechanism for infrastructure delivery and density control are provided in **Attachment 1**.

#### *Town Centre Location and Non-Residential Floor Space*

23. The town centre has been relocated from the northern portion to the southern portion of the site between the two major north-south roads and Hope Street. This central location is considered more suitable for accessibility purposes.
24. The proposal identifies approximately 30,000m<sup>2</sup> of non-residential floor space for retail and commercial uses and will assist in the provision of between 1,538 and 1,932 jobs within the precinct. The provision of employment generating land uses within the precinct is a key action and requirement of the Council's adopted Employment Lands Strategy and it is recommended that a site specific provision be included in Part 6 of PLEP 2011 that requires a minimum of 30,000m<sup>2</sup> non-residential floor space be provided within the subject site.

#### *Open Space Provision and New School*

25. The revised proposal identifies approximately 5ha of open space within the precinct which will provide for informal active and passive uses and is in the form a large central park and two linear parks on the western and eastern edges. In addition, a new playing field is proposed which is suggested to be a shared space with a new school in the south-east portion of the site.
26. The provision of approximately 2ha of land for a school site is a significant improvement from earlier proposals for the precinct and is essential in ensuring Melrose Park being as self-sufficient as possible regarding infrastructure provision.

#### *Road Network*

27. The road network has been reviewed and revised to improve legibility and connectivity for pedestrians and vehicles. All roads within the precinct are 20m wide which is standard for local streets, with the exception of the two major north-south streets, which are 25m and 23.5m wide respectively. These widths allow for on street parking, appropriate footpath widths, setbacks and active transport infrastructure and will be further refined as part of the preparation of the site specific DCP.

#### *Design Excellence*

28. The applicant has indicated a willingness to incorporate design excellence provisions into the planning controls for the precinct which is supported by Council officers due to the scale of the proposed development within the precinct. It is therefore proposed that a design excellence clause be introduced into PLEP 2011 requiring a design competition process to be undertaken on development lots where buildings of 55m and above are proposed to ensure a high standard in architectural, urban and landscape design is achieved. As this proposal is not related to a single site, it is recommended that the winning scheme(s) not receive a height and FSR bonus due to concerns relating to the cumulative impacts on the overall density of the precinct. The design

competition will be undertaken in accordance with the City of Parramatta's *Design Excellence Competition Guidelines*.

### Other Matters

29. The infrastructure needs list for the precinct is in the process of being finalised and includes items related to road works, open space and community facilities. The infrastructure needs list will be formalised as part of a Voluntary Planning Agreement (VPA) and reported to Council separately prior to exhibition as resolved by Council at its meeting of 10 July 2017. A potential infrastructure offer prepared by the applicant based on infrastructure needs of the precinct is identified below with further details regarding the mechanism for delivery provided at **Attachment 1**. This list is in the process of being finalised and is subject to change.
- Open space – provision and embellishment of parks
  - Community facilities
    - including 145 affordable rental housing units (20 units to be dedicated to Council in perpetuity and 125 units for management by a community housing provider for up to 15 years)
    - Amenities for parks
  - Current and future contributions towards improvements for the existing Melrose Park Public School
  - Road infrastructure
  - Internal bus service
  - Land for a new primary school and playing field (including embellishment of playing field)
  - Contribution toward the bridge to Wentworth Point
  - Contribution to Ermington Community hub
30. The Site Specific Development Control Plan (DCP) is currently being prepared and will also be reported to Council separately prior to exhibition as previously resolved by Council at its meeting of 10 July 2017. Matters to be addressed within the DCP include, but are not limited to, site levels, public domain, solar access, environmental sustainability, built form, landscaping and GFA allocation.
31. This report recommends that the draft VPA and site specific DCP be exhibited with the planning proposal.

### CONSULTATION & TIMING

32. In addition to the requirements of the *Environmental Planning and Assessment Act 1979* and conditions of the Gateway determination, consultation will be undertaken as follows:
- Notification of the exhibition in local newspapers and Council's website
  - Mail out to landowners within both City of Parramatta and City of Ryde LGAs within a radius of approximately 1km of the site
  - Direct notification to City of Ryde Council
  - Direct consultation with City of Ryde staff
  - Hard copy exhibition material will be available on Council's website and at City of Parramatta Library and Ermington Branch Library



33. Following the conclusion of the exhibition period, a report will be prepared for the LPP's and Council's consideration detailing the submissions received and the recommended actions. Should Council resolve to endorse the proposal, it will be forwarded to the DPIE for finalisation, subject to any required changes being made as a result of the exhibition process.

## CONCLUSION

34. Following assessment and review of the revised proposal and discussions with stakeholders, it is recommended that the revised planning proposal be submitted to the Department of Planning, Industry and Environment for approval to proceed to public exhibition.

## FINANCIAL IMPLICATION FOR COUNCIL

35. The financial implications for Council associated with this report include costs related to the exhibition process, which include advertising, and landowner notification by mail out. These costs are funded from the City Strategy Unit budget.

Amberley Moore

**Senior Project Officer**

Michael Rogers

**Manager Land Use Planning**

Jennifer Concato

**Executive Director City Strategy and Development**

## **ATTACHMENTS:**

<a href="#">1</a> ↓	Detailed Assesment of Revised Melrose Park North Planning Proposal	26 Pages
<a href="#">2</a> ↓	Applicant's Planning Proposal	182 Pages
<a href="#">3</a> ↓	Transport Managemant and Accessibility Plan (TMAP)	117 Pages
<a href="#">4</a> ↓	Gateway Determination and Gateway Extension	6 Pages
<a href="#">5</a> ↓	IHAP Report 20 June 2017	23 Pages
<a href="#">6</a> ↓	Council Report and Minutes 10 July 2017	9 Pages

## REFERENCE MATERIAL